

# A Vision for Harbourview



April 2007

**WAW**  
PLANNING &  
URBAN DESIGN

## The Planning Team

### WAW Planning & Urban Design

Our consultant team is comprised of three Master of Planning Candidates from Dalhousie University. Each partners' individual skills contributed to the collective approach required to complete this study.

### Alec Warrender

With a background in sociology and politics and having worked with a number of public bodies, Alec Warrender brought forth strong public management and policy expertise. Alec also used his experience in organizing and running public meetings to bring proficiency to this project's consultation process.

### Sophie Acheson

With her legal background, Sophie Acheson is accustomed to dealing with a variety of policy and legislative documents. Her experience with design software was useful during the development of schematic recommendations. Finally, having worked with the HRM she brought practical planning skills to the table.

### Mike Wilson

Trained in geography, Mike Wilson brought his environmental knowledge to the consultant team. By coupling his strong research skills and GIS abilities he produced sound site analyses. Furthermore, Mike's design sense and strong visual presentation skills helped turn community feedback into a tangible product.

## Contact Information

### Consultants

WAW Planning & Urban Design:  
Mike Wilson - mike.wilson@dal.ca  
Sophie Acheson - sophie.acheson@dal.ca  
Alec Warrender - al225245@dal.ca

### Client

Harbourview Residents' Association:  
Marie Koehler (Chair)  
E-mail: superma@primus.ca

Linda Hodgins  
E-mail: Linda.hodgins@lycos.com

### Other Contacts

Local Councillor (District 5 – Dartmouth Centre):  
Gloria McCluskey  
E-mail: mcclusg@halifax.ca

Halifax Regional Municipality:  
Blair Blakeney, Coordinator Parks Capital Projects  
E-mail: blakenb@halifax.ca

Steve Oakey, Parkland Planner  
E-mail: oakeys@halifax.ca

Roger Wells, Regional Planner  
E-mail: wellsr@halifax.ca

# Executive Summary

This development strategy provides the Harbourview community, and more specifically the Harbourview Residents' Association, with a mechanism to advocate for the development of an open-space network along the Harbourview waterfront. The strategy is supported by both design recommendations and policy guidelines. Specifically, the plan includes:

- A summary of the context and site analysis;
- A summary of the outcomes from the consultation process;
- Graphic representations of our proposed designs;
- Policy guidelines supporting the proposed designs; and
- A roadmap outlining the implementation process.

The planning process applied to create a vision for the Harbourview waterfront occurred in three distinct parts, which are integrated into the structure of this document. Part I introduces the project and the Harbourview neighbourhood, Part II outlines the analyses and consultation processes, and Part III describes the components of the waterfront development strategy

The final development strategy consists of a three-phase program, based on the background study and the information that emerged from the consultation process. This phased approach will help generate momentum for the project by leveraging short-term successes, thereby attracting resources and building support for the later phases. Ultimately, this method will facilitate the implementation of the strategy.

As reflected in our design interventions, the development strategy proposes that the Harbourview waterfront be developed into a public recreational space, forming part of a larger open space and trail network. The site will have a naturalized feel and will remain humble in scale, to keep within the vision of the local residents. It will encourage passive uses such as walking, fishing, biking, and community gatherings. In order to create the proper supporting framework for the proposed design, a number of policy recommendations are also proposed.

In the end, this development strategy provides a clear vision for the development of the Harbourview waterfront as a recreational space, transforming the site into a valuable community asset.



# Contents

Consultant Team & Contact Information . . . . .	2
Executive Summary . . . . .	3
Contents . . . . .	4
Figures . . . . .	5
<b>Part I: The Project</b>	
1.0 Introduction . . . . .	6
2.0 Background . . . . .	7
2.1 Harbourview	
2.2 Harbourview Residents Association	
2.3 Study Area	
2.4 Goals and Project Objectives	
2.5 Planning Process	
<b>Part II: Site &amp; Context</b>	
3.0 Policy Context & Previous Plans . . . . .	12
3.1 Previous Plans	
4.0 Site Context & Analysis . . . . .	14
4.1 Site Context	
4.2 Site Analysis	
5.0 Opportunities & Constraints . . . . .	24
5.1 Opportunities	
5.2 Constraints	
6.0 Consultation Process . . . . .	26
6.1 Public Consultation	
6.2 Harbourview Residents Association	
6.3 Halifax Regional Municipality	
6.4 Fader Agencies	
6.5 Legrow Marine	
6.6 Port Authority	
6.7 Waterfront Development Corporation	
<b>Part III: Waterfront Development Strategy</b>	
7.0 Project Cornerstones . . . . .	29
8.0 Design Recommendations . . . . .	32
8.1 Priority Projects	
8.2 Guiding Design Principles	
8.3 Design Considerations	
9.0 Policy Recommendations . . . . .	53
10.0 Roadmap to Implementation . . . . .	54
11.0 Conclusion . . . . .	56
12.0 Cited Materials . . . . .	57

# Figures

- Figure 1: The Harbourview Neighbourhood
- Figure 2: Study Area
- Figure 3: Dwellings by Type
- Figure 4: Population by Age and Sex
- Figure 5: Neighbourhood Context
- Figure 6: Study Sites
- Figure 7: Ownership
- Figure 8: Prominent Views
- Figure 9: Elevation
- Figure 10: Land Use
- Figure 11: Pedestrian Movement
- Figure 12: HRM Bridge Site Schematic
- Figure 13: HRM Bridge Site Rendering
- Figure 14: HRM Bridge Site Rendering
- Figure 15: Fader Site and HRM Opportunity Site Schematic
- Figure 16: Fader Site and HRM Opportunity Site Rendering
- Figure 17: Boardwalk Rendering
- Figure 18: HRM Opportunity Site Rendering
- Figure 19: HRM Opportunity Site Rendering
- Figure 20: Breakwater Site Schematic
- Figure 21: Breakwater Site Rendering
- Figure 22: Breakwater Site Rendering
- Figure 23: Breakwater Site Rendering
- Figure 24: Bridge Expansion Site Schematic
- Figure 25: Bridge Expansion Site Rendering
- Figure 26: Floating Boardwalk & Marina Site Schematic

# Part I: The Project

## 1.0 Introduction

The Harbourview neighbourhood, located steps away from the Angus L. Macdonald Bridge, is a compact community that benefits from sweeping views of the Harbour and a direct physical association with the water. However, its waterfront has remained largely underdeveloped, resulting in limited access and a number safety concerns.

Our client, the Harbourview Residents' Association (HRA), is seeking to address the social and recreational needs of the community through improvements to its waterfront. As the site was historically part of the original Dartmouth Common, the HRA wishes to secure the waterfront's role as a public amenity. In turn, this project seeks to create a comprehensive design and policy strategy for the underdeveloped waterfront adjacent to the community. A well-integrated proposal, incorporating local knowledge obtained from community members and stakeholders, will help ensure that the HRA can take the appropriate steps aimed at transforming the Harbourview waterfront into a valuable neighbourhood resource.



Shore Road, Harbourview



Shore Road from waterfront



Figure 1: The Harbourview Neighbourhood

## 2.0 Background

### 2.1 Harbourview

Dating from the 1840's, the Harbourview neighbourhood is believed to be Dartmouth's oldest village subdivision (Component Study Report: Community Profiles, 1991). The community was originally part of the Dartmouth Commons, an extensive parcel allotted as common land in 1788, but in 1840 a special act divided the land into 41 building lots, forming Harbourview (Neighbourhood Improvement Program, 1976).

In addition to benefiting from a direct physical association with the water, the community is ideally situated in relation to public transportation links and institutional, commercial and public facilities. The neighbourhood benefits from a compact urban form which has resulted in a tightly knit social fabric. However, despite being one of the few neighbourhoods with direct access to the Halifax Harbour, the waterfront area has remained largely underdeveloped and offers limited recreational and open space opportunities. As a result, local residents use many neglected areas for walking, such as paths near the Macdonald Bridge. Many factors detract from a full enjoyment of the community's natural location, including the presence of CN railway tracks and marshalling yards. The dilapidated state of the waterfront has created visual blight and a number of safety issues (Component Study Report: Community Profiles, 1991).

## 2.2 Harbourview Residents Association

Our client, the Harbourview Residents Association (HRA), has existed in one form or another since the neighbourhood's inception in the 1840's. Although the HRA is not a registered association, it aims to represent all residents of the community, owners and renters alike. In recent times the HRA has worked on a variety of projects and issues, including neighbourhood clean-ups, consultations regarding the power lines along Shore Road, and lobbying to have unsightly premises dealt with. It does not meet on a regular basis, but when important issues arise the group comes together and takes action. Its membership is rather fluid, but it has been successful in providing the neighbourhood with a consolidated voice and creating a strong sense of community. The current chair is Marie Koehler (Linda Hodgins, personal interview).

## 2.3 Study Area

Separating the Harbourview community from the Halifax Harbour is a large underdeveloped waterfront area of approximately seven acres (including water lots). This area is currently underutilised, although previous plans have identified a few of the constituting sites as areas of opportunity for future green-space development (Downtown Dartmouth Secondary Planning Strategy, 2000). For the purposes of this project we have defined our study area, the Harbourview waterfront, as lying east of the Macdonald Bridge up to and including the breakwater.

The borders of our study area, as depicted in Figure 2, indicate that there are a number of water lots along the waterfront. A water lot is land that is either partially or wholly submerged by water; its owner may bring the lot into productive use by filling the site (Appraisal Guidelines – Volume 1).

## 2.4 Goals and Project Objectives

Taking into consideration the needs of the residents, the goal of this project is to provide the HRA with a vision for the development of the Harbourview waterfront as a public and recreational space. Importantly, this process has included and represents the interests of both the HRA and the general public. The final product, a comprehensive design and policy strategy, provides a framework to be used as an advocacy tool by the HRA.

The project's guiding objectives are as follows:

- Encourage the HRM to better utilize the Harbourview waterfront area;
- Provide a blueprint for the development of the Harbourview waterfront area;
- Provide the HRA with a mechanism to advocate for the development of the area;
- Incorporate the development and management of the Harbourview waterfront area into the HRM's community's planning, design and decision-making processes.

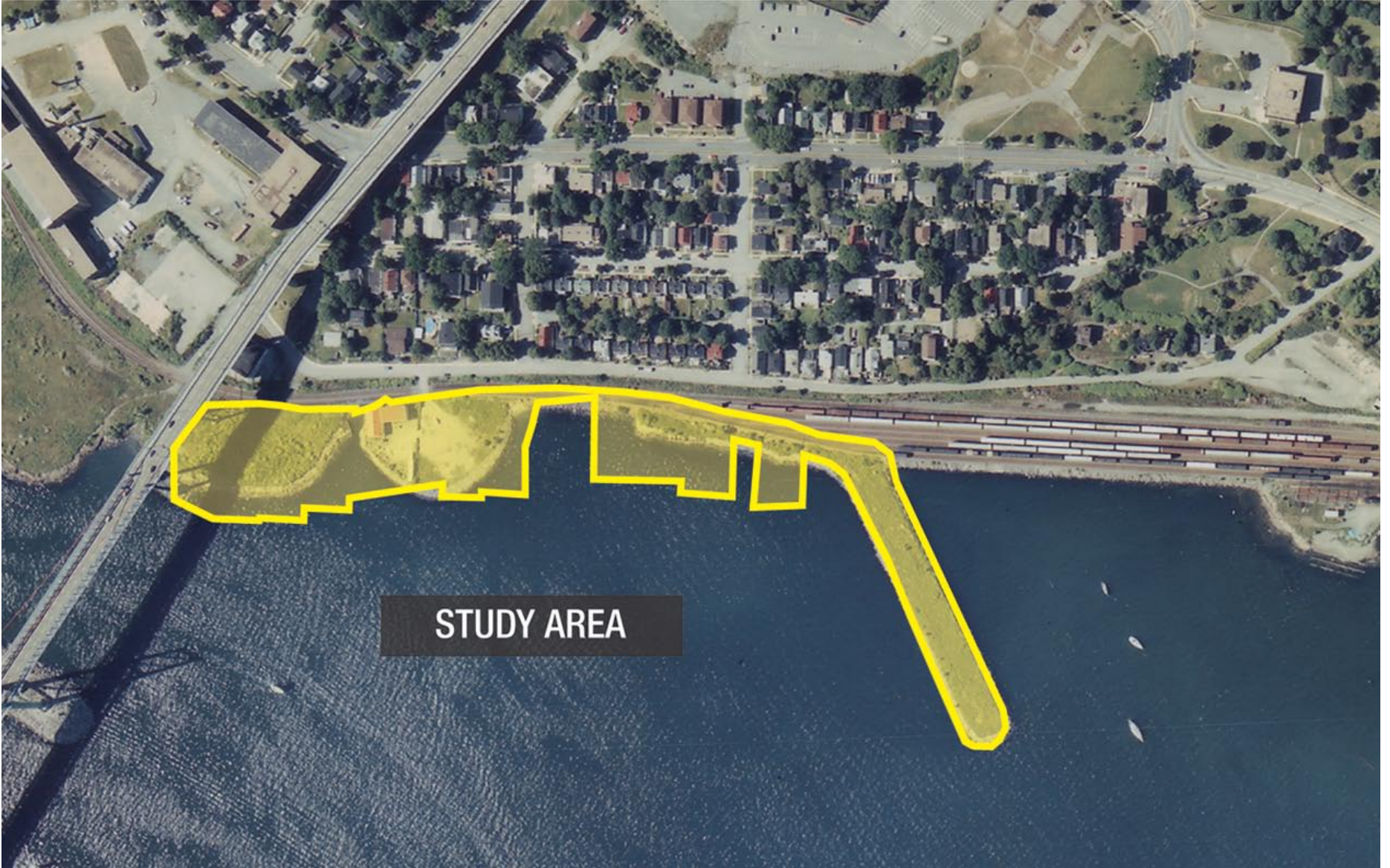


Figure 2: Study Area

## 2.5 Planning Process

Taking into consideration the needs of the Harbourview residents, our team guided the HRA through a comprehensive planning process. This process followed several important steps, and a variety of resources were used to provide insight into the local context and the programmatic requirements of waterfront development. The following is a brief summary of the planning process used to formulate the final recommendations.

### Research & Case Analysis

Research and case analysis occurred on an ongoing basis throughout the course of the project. Municipal and Provincial documents were reviewed in order to better understand municipal land management and parkland development. Existing plans dealing with the Harbourview waterfront were examined to get a sense of other projects that have been proposed. In addition, examples from other cities were investigated and a variety of academic resources were reviewed. This provided useful background information while generating ideas for the site.

### Context and Site Analysis

A comprehensive site and context analysis was performed, which assisted in identifying the opportunities and constraints of the site. This analysis included the history, ownership, zoning, land use patterns, and natural features of the study area. GIS data provided accuracy to this process, complementing physical site visits.

### Consultation

Local contacts were central to this study. Linda Hodgins and Marie Koehler from the HRA, local Councillor Gloria McCluskey, and Blair Blakeney, Steve Oakey and Roger Wells from the HRM supported and provided guidance to this project. Their involvement contributed depth, experience, and local knowledge.

Public consultation was also a critical element. A Harbourview community public meeting and visioning session was the fundamental component of the public process. This event, which was attended by over forty people, generated an understanding of the public's desires for the study area and produced practical ideas for the development of the site. The second phase of the public consultation process consisted of gathering feedback on our preliminary concepts. These concepts were compiled in a document and sent electronically to visioning session participants and stakeholders for further feedback.

Finally, meetings were held with representatives from the HRM, Fader Agencies, Legrow Marine, the Port Authority and the Waterfront Development Corporation to determine their perspectives and interests concerning the development of the Harbourview waterfront.

Our research, site analyses, interviews, and above all else our public consultation session provided direction for our final product. These elements helped determine feasibility issues and indicate where the community's sentiment lies in regards to future development. This allowed our team to prepare preliminary concept plans. As mentioned earlier, residents and stakeholders were given an opportunity to provide feedback on these concepts.

### **Final Design and Policy Guidelines**

The last step was the creation of the final design and policy guidelines for the Harbourview waterfront. The feedback received on our concept plans set the tone for these guidelines, as our alternatives were scrutinized based on their potential effectiveness in reaching the project goals and objectives. A final phased development strategy was produced, involving a schematic of our proposed waterfront design, a description of the various components of this design, a comprehensive list of supporting policies, and a roadmap to the strategy's implementation.



Community Visioning Session



## Part II: Site & Context

### 3.0 Policy Context & Previous Plans

The HRM's Regional Plan is the umbrella document that outlines a general policy framework for future development within the municipality. It is important to refer to it in order to determine the existing policy context and the potential level of support for proposed initiatives. The policies outlined in the Regional Plan were considered throughout this project.

From a recreational perspective, the Regional Plan provides for the development of a subsequent Open Space plan, which has yet to be produced. Nonetheless, the Regional Plan recognizes the importance of strengthening connections between natural areas, parks and communities to provide opportunities for outdoor recreation, retain the HRM's natural and cultural heritage, and preserve quality of life within the municipality.

The Regional Plan states the importance of continued planning and implementation of further waterfront trail and parkland development. Its long-term goal is to establish a continuous active transportation route encircling the whole of Halifax Harbour. It also recognizes the need to design alternate trail routes around marine industrial operations where safety reasons so require. Finally, to the benefit of both residents and tourists, the HRM wishes to encourage uses that promote the social and cultural assets that are provided by the Halifax Harbour (Regional Plan, 2006).

#### 3.1 Previous Plans

The Dartmouth area has recently been experiencing a substantial amount of development; a number of these projects have focused on providing public access to the waterfront. Alderney Landing has become a major public and transportation hub, while a project-by-project harbourfront trail system is taking shape. Being on the outskirts of what is considered "Downtown Dartmouth" and due to particular site constraints, the Harbourview waterfront has been somewhat neglected from recent initiatives. However, over the past few decades many plans, varying in scale, detail, and effectiveness, have addressed the Harbourview waterfront. The following offers a brief description of these proposals:

##### *Neighbourhood Improvement Program: Harbourview Scheme (1976)*

The Harbourview Scheme is a conceptual plan suggesting improvements to the Harbourview Neighbourhood in its entirety. In general the plan's recommendations include restoration, recreation, and beautification of the neighbourhood. The scheme identifies usable and attractive open space as a major community need. It suggests that the railway creates physical separation from the water and serves as a major source of visual pollution. Although a proposed boardwalk lines the outside edge of Shore Road, the task of looking into specific waterfront improvements was not addressed (Neighbourhood Improvement Program, 1976).

##### *Sperry Consultants: Dartmouth Waterfront Development Plan (1991)*

The Sperry Plan addresses the area between the Macdonald Bridge and the east end of Dartmouth Cove. Its short-term proposals for the Harbourview neighbourhood include a baseball field on the area just north of Lyle Street, this site having been part of the original Dartmouth Common. A park incorporating a public boat launch is then proposed east of the Bridge as part of an open space network.

In the intermediate-term, the Sperry Plan proposes a more complete waterfront park system along the water's edge. Finally in the long-term, the plan recommends the relocation of the CN marshalling yards; Shore Road could then be realigned to create a continuous linear park/bicycle trail for the entire length of the Harbourview waterfront. Residential buildings are proposed on the breakwater and on infill just east of it, in order to partially compensate for the expenditure associated with the relocation of the yards (Dartmouth Waterfront Development Plan, 1991).

#### *Downtown Dartmouth Secondary Planning Strategy (2000)*

The DDSPS is a plan under the Dartmouth Municipal Planning Strategy. The Waterfront Priority Projects outlined by the plan include a multi-use linear trail and greenway system from the Macdonald Bridge to the Woodside Terminal, with two “anchor parks” at either end of the waterfront. A second project involves the construction of a waterfront trail adjacent to the tracks, as a secondary alignment to the Trans Canada Trail, as well as an in-road corridor on Shore Road. According to the plan, development adjacent to the Harbourview neighbourhood needs special design considerations to be sensitively integrated. In sum, the DDSPS focuses on the need for a linked open space system and an integrated network of parks, in order to ensure the provision of adequate, diverse and accessible recreational opportunities to meet the needs of citizens and visitors (Downtown Dartmouth Secondary Planning Strategy, 2000).



CN Railway Tracks at Rail Marshalling Yard

## 4.0 Site Context & Analysis

Context analysis helps to ensure that future development builds upon the character of the neighbourhood and the existing opportunities and constraints of the site.

### 4.1 Site Context

#### Community Context

Originally Harbourview consisted exclusively of single-family homes, but over the years many of them have been converted to apartments and rooming houses (see Figure 3 for breakdown of dwelling types). As such, the community has evolved into a compact, medium-density inner city neighbourhood with many multiple-unit lodgings. Lots have remained small, encouraging people to interact with each other and creating a rather close-knit community (Neighbourhood Improvement Program, 1976).

According to the Canadian Census, in 2001 the Harbourview population was 535. Figure 4 illustrates the composition of the population by age and sex. As shown, there are more males than females in Harbourview: 285 males compared to 250 females. The community has an aging population, highly represented by middle-aged residents. Unless younger families keep entering the neighbourhood, the population will continue to age as most households are beyond typical child-bearing stages.

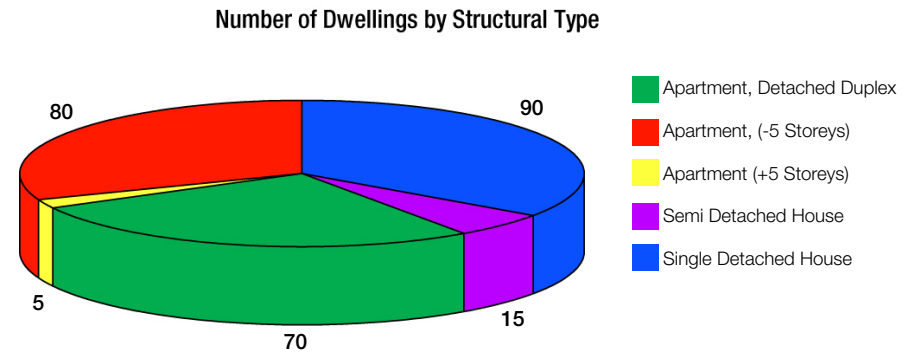


Figure 3: Dwellings by Type

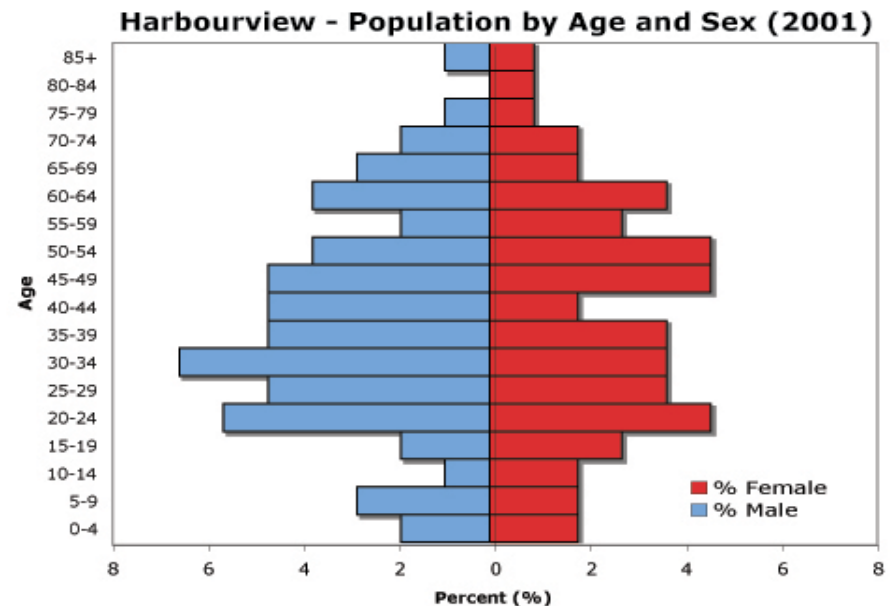


Figure 4: Population by Age and Sex



Community of Harbourview

### Recreation & Open Space

Figure 5 illustrates the waterfront's neighbouring context from a recreational and open space perspective. One noticeable feature is the green-space on and around the Dartmouth Common, which suggests potential open space connections. However, the study area is currently not conveniently connected to any other parks or community recreational facilities. There are a number of facilities and open spaces in downtown Dartmouth that could benefit from better connections to the Harbourview waterfront; Alderney Landing, the Dartmouth Sportsplex, the Alderney Sailing and Boating Association and the Dartmouth Common are at the community's doorstep.



Peace Pavilion



View of Halifax from Dartmouth Common



Trans Canada Trail Pavilion



Figure 5: Neighbouring Context

## 4.2 Site Analysis

The site analysis focuses on key characteristics of the Harbourview waterfront that affect the feasibility of proposed projects and help identify features that could be improved upon. For ease of reference, it is useful to think of the Harbourview waterfront as five distinct sites, based on their ownership pattern: the HRM Bridge site, the Fader site, the HRM Opportunity site, the Railway site, and the Breakwater site. These are outlined in more detail below (see Figures 6 & 7).

### The HRM Bridge Site

As suggested by its name, this currently vacant site is partly located under the Macdonald Bridge and continues east along Shore Road. The HRM owns and has an existing utilities right of way and rail crossing at the end of Lyle Street, which could be improved to provide greater access to this site.

### The Fader Site

The HRM and Fader Agencies share a common vehicular entranceway to the Fader site. Fader specializes in the sale and repair of marine motors and pumps, and has been located on the site for some thirty years. Access via this entrance requires crossing CN railway lands; Fader Agencies secures a lease from CN every ten years, which provides it with access to its facility. Although Fader's is located on the waterfront it is not a marine dependent operation, and conducts much of its business at the Burnside Industrial Park. On the other hand it does lease a small portion of its land to Legrow Marine, a marine-dependant company providing a number of services including coastal towing and barge services (Myles Keating, personal interview).

### The HRM Opportunity Site

Although owned by the HRM, Fader Agencies has been using the HRM

Opportunity site for parking and storage space. It has also been used as a storage area for the Harbour Solutions Project. Aside from these activities, the site has been vacant for more than 20 years, and due to little maintenance it has become weathered and has fallen into disrepair.

Having said this, the site is still commonly used by the general public. In particular, it serves as a popular fishing and dog-walking destination, and offers convenient access and good views of the Harbour. Moreover, the site is recognized as an "opportunity site" for development in the HRM Regional Plan (Regional Plan, 2006). Although it has remained underdeveloped, it has not been unused; this indicates an existing need for recreational space in this area. This site is commonly accessed via Fader Agencies' private rail crossing.

### The Breakwater Site

The Breakwater site is currently vacant, though popular with dog walkers and fisherman alike. Originally operating as a wharf, the Breakwater was filled in when it became derelict. The site is owned by the Port Authority.

### The Railway Site

The Railway site is currently owned and operated by CN Rail. The two rail lines span the length of the entire Dartmouth waterfront. The active rail lines and marshalling yards are of particular concern for public safety.

*\* Large-scale site analysis maps are provided at the end of the document.*



Figure 6: Study Sites



Figure 7: Ownership

## Waterfront History

The current state of the Harbourview waterfront can be partially understood by examining its history as an industrial corridor. As the aerial photos illustrate, the waterfront has undergone a significant evolution over the past fifty years. In particular, infilling has occurred on the HRM Opportunity site in order to cover sunken hulls, on the eastern section of the HRM Bridge site to cover a sunken dock, as well as on the Breakwater site to cover a dilapidated wharf (Neighbourhood Improvement Plan, 1976). Because these areas are the result of infilling, the shoreline is now comprised of large rocks and rugged terrain with little vegetation cover beyond wild grass.

## Topography & Views

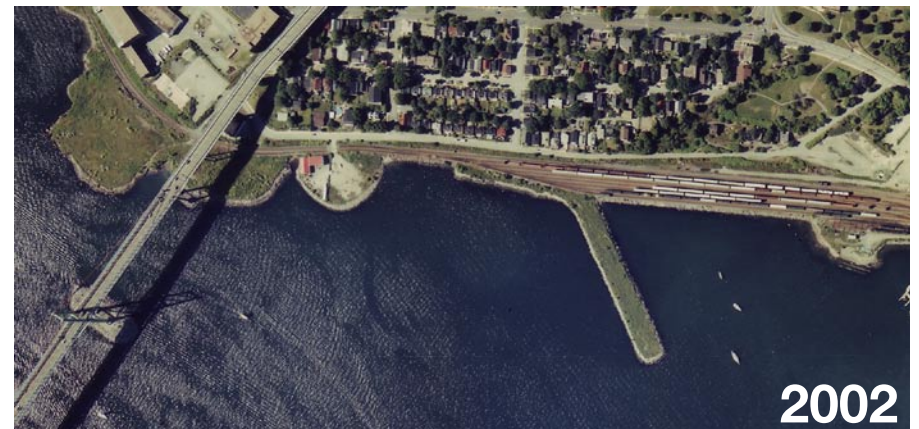
The waterfront itself is relatively flat. As the shoreline recedes and the neighbourhood begins, the steep topography is felt; from the shoreline to Windmill Road, the elevation rises up to 25 metres in some areas. This provides the community with magnificent views of the Harbour (see Figures 8 & 9).

## Soils

The Harbourview waterfront is composed primarily of infill, the majority of it likely being pyretic slate and landfill. The risk of serious environmental contamination is relatively low, but soil tests could determine the composition and quality of the soils.

## Water Levels

The Halifax Harbour's water levels change in conjunction with tidal activities; these levels can fluctuate considerably. High and low water levels have to be taken into consideration during the design and development stages, but with respect to the Harbourview waterfront their effect is minimal (Steve Oakey, personal interview).



1955

1982

2002

## Zoning

The Land Use By-law for Downtown Dartmouth governs zoning within the Harbourview neighbourhood. More specifically, the study area is zoned as 'Waterfront (W)'. This zone's purpose is to "encourage a mix of water dependent, related, and enhanced uses on the waterfront which exhibit a high quality of design and are oriented to a pedestrian environment including cultural, residential, commercial, and institutional uses" (Land Use By-law for Downtown Dartmouth, 2005: 39). Though this zone permits a variety of uses, the study area is restricted as to the uses it could suitably accommodate, particularly due to its size and proximity to tracks and industrial operations.

The residential area that is the community of Harbourview is zoned as 'Downtown Neighbourhood (DN)'. The purpose of this zone is to "protect the integrity and character of existing residential neighbourhoods by limiting the type, scale and design of new development, renovations and home based businesses" (Land Use By-law for Downtown Dartmouth, 2005: 27). However, the face of Harbourview is changing gradually; higher density developments such as townhouses and multiple unit dwellings are evident within the neighbourhood.

## Pedestrian Movement

The primary route for pedestrian movement is along Shore Road (see Figure 11). Although there are no official walking trails in the area, paths under the Macdonald Bridge and in the cemetery are frequently used. In addition, pedestrians regularly access the HRM Opportunity site via Fader Agencies' private rail crossing. Finally, the Breakwater site is frequently used by pedestrians despite being owned by the Port Authority.

## Vehicle Movement

Shore Road is the main street for vehicular movement along the waterfront; it runs parallel to the shore and separates the residential area from the water. Harbourview's built form has a grid pattern, with

small local streets providing vehicular access to the neighbourhood. The Fader lease over the CN tracks provides vehicular access to both the Fader site and the HRM Opportunity site.

## Land Use

There are a variety of land uses within the study area (see Figure 10). Although it has an industrial feel, CN, Fader Agencies and Legrow Marine are the only companies active along the waterfront. The Breakwater site is used for passive recreation, although legal access is a problem as it is owned by the Port Authority. The HRM Opportunity site and the HRM Bridge site are both used for passive recreation, although they are currently used mainly as parking and/or storage yards.



Dog Walkers on HRM Opportunity Site



Figure 8: Prominent Views



Figure 9: Elevation

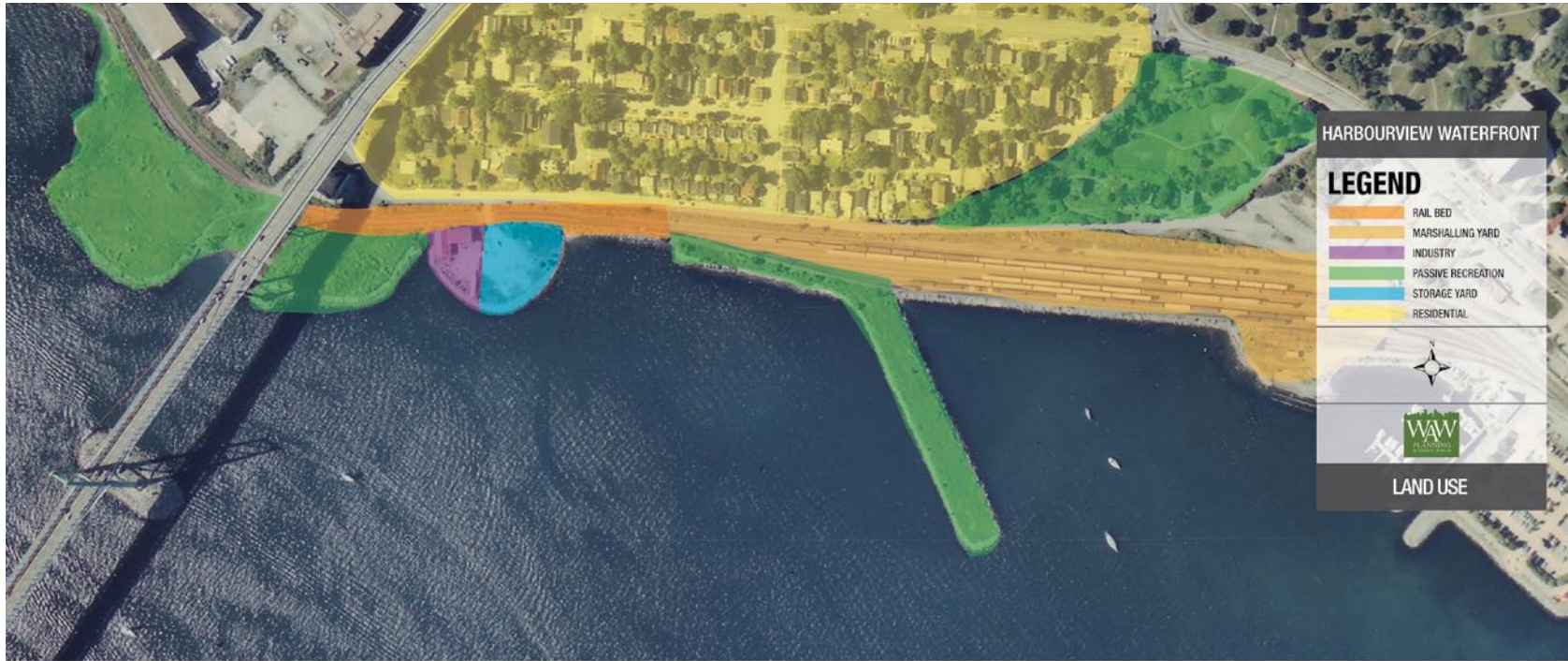


Figure 10: Land Use

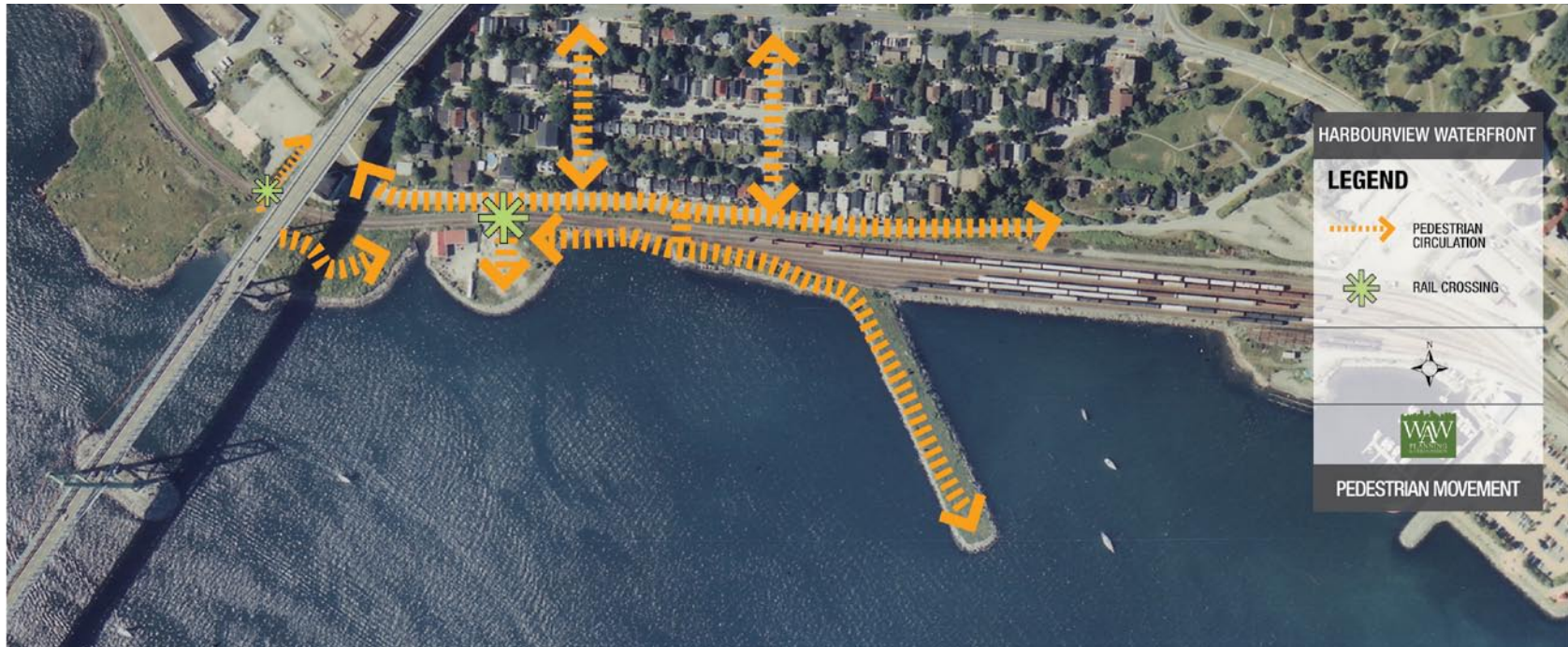


Figure 11: Pedestrian Movement

## 5.0 Opportunities & Constraints

### 5.1 Opportunities

The Harbourview waterfront offers a number of potential development opportunities. As illustrated in the following opportunities map, four areas along the waterfront could support open space development. The opportunity for a connected greenway system is also evident, which would extend waterfront access from the Harbourview waterfront to downtown Dartmouth. These components would enhance the Harbourview community by creating passive and active recreation opportunities and providing alternative means of transportation along the waterfront. In particular, there are significant opportunities to provide the waterfront with links to the HRM's trail network, Alderney Landing, and other commercial and recreational amenities.

The area's views of the Harbour are highly valued by the residents, and should be protected and enhanced. In addition, two existing secondary rail crossings constitute potential access points to the site, notwithstanding needing to incorporate a number of safety guidelines and standards.

There are few privately owned industrial lands along the Halifax Harbour. The presence of Fader Agencies and Legrow Marine may be seen as an opportunity to protect and incorporate industrial uses into the open space development.

### 5.2 Constraints

The constraints along the waterfront, as illustrated on the following map, are complex and are likely responsible for the underdeveloped nature of the site. This section provides a brief overview of some of the main considerations that need to be taken into account when considering developing the area.

#### *Industrial VS Public Use*

Historically, Halifax has always had a working Harbour and industrial waterfront uses have been a staple of the landscape and the economy. The word "waterfront" means different things to different people, and it is important to consider the history of industrial uses while also acknowledging that values have changed over time. The traditional function of the waterfront has slowly evolved into providing services for people in the adjacent communities (Glen Cluett, 1999). While a clear choice between industrial uses and public access to water does not necessarily have to be made, it is nevertheless important to recognize the potential for conflict.

#### *Ownership*

The ownership pattern throughout the site creates potential conflict with the idea of continuous open space waterfront development. As four separate entities own portions of the Harbourview waterfront, a collaborative process will be required to overcome this hurdle.

#### *Rail Activity*

There are two CN rail lines that run along the waterfront, while the marshalling yards occupy a large area adjacent to the waterfront. Rail crossings have strict guidelines and standards in order to ensure safety. According to a Capital Transportation Engineer for the HRM, the CN crossing used to access Fader Agencies and the HRM Opportunity site is a private crossing (Paul Burgess, personal interview). Private crossing standards are much lower than public crossing standards. This crossing has likely been grandfathered, meaning that it can continue to be used as long as its function does not change. If the HRM were to develop the HRM Opportunity site, the crossing would have to be upgraded or may be discontinued at CN's discretion.

## ***Environmental Contamination***

Extensive infilling combined with the Harbourview waterfront's industrial past has created the potential for environmental contamination. Before developing the waterfront as a public space, a Level II environmental assessment should be carried out. The results of this assessment will indicate whether or not environmental remediation is required. If contaminated materials are found they will have to be removed or completely contained underneath an impermeable surface, thereby making it safe for human use (Roger Wells, personal interview). Although the development of contaminated sites can be a lengthy process there are many examples of successful redevelopments, especially along waterfront areas (Cleaning up the Past, Building the Future, 2003). With effective planning, environmental remediation can transform stagnant contaminated lands into a valuable community resource.

It is important to note that environmental contamination within the study area is unlikely. The only area that may be contentious is the Bridge Expansion site, located west of the Bridge. This site is not included in our study area but is nonetheless integrated in the long term development plan. This will allow enough time to perform the required environmental assessments and remediation efforts.



Lyle Street Rail Crossing



Fader Agencies & Legrow Marine

## 6.0 Consultation Process

In order for the development strategy to be in line with the desires of neighbourhood residents and stakeholders, a consultation process was undertaken. This process included private meetings with landowners and an open public consultation session involving Harbourview residents and other interested parties.

### 6.1 Public Consultation Visioning Session

The first public consultation component, consisting of an open house and a visioning session, was held on February 15th 2007 at the Dartmouth Public Library. Approximately 40 residents of Harbourview attended, while three HRM representatives and Councillor Gloria McCluskey were also present.



The open house was an opportunity for participants to meet our consultant team and to familiarize themselves with our project. A number of posters and a short presentation helped outline the objectives and intent of the project. The second half of the event consisted of a forty-five minute visioning session, during which participants were split into six groups and given a basic map of the waterfront. The task for each group was

to come up with a concept for their ideal waterfront. Our team asked groups to focus on opportunities rather than constraints, and to write and graphically represent their ideas. Each group then presented their work to the rest of the participants.

A number of common threads emerged. In particular, special attention was given to the idea of balance and sensitivity with respect to the following elements:

- Access: while residents wish to keep the area “low-key”, there is also an appreciation of the fact that any improvements of the site will draw in additional people. There are already users from outside the neighbourhood, particularly fishers, and this should be preserved.
- Use: while many residents have a strong attachment to the existing industrial activities on the site, they also want to see their waterfront secured as a place for safe and pleasant recreational activities.
- Heritage: residents wish to preserve some of the historical elements of the waterfront area. They support changes as long as they do not ignore and compromise the areas unique characteristics.

All groups agreed that the preservation of views is critical and that any new plantings should be low, such as bushes and short trees. The groups were generally in favour of a natural look requiring little maintenance. Some of the activities the residents would like to see encouraged include walking, dog-walking, fishing, and boating. A few groups mentioned the idea of using interpretive panels to celebrate the history of Harbourview and the industrial activities on the waterfront. A number of groups wanted to limit car access on the site.

Other suggestions included:

- A pathway spanning the length of the waterfront and allowing access to the tip of the Breakwater site.
- Numerous benches and garbage cans.
- Low, discrete pedestrian lighting.

Some of the more creative ideas included:

- An expanded marina east of the Breakwater site.
- A community centre near the Bridge.
- A community garden, where residents could assume responsibility for specific plots.
- Public art.
- A waterfront trolley on the rail.

The relocation of Fader Agencies and Legrow Marine was a contentious issue, illustrating a struggle between preserving the industrial feel of the area and redeveloping it strictly as a recreational space.

## Concept Feedback

The second step in the public consultation process consisted of gathering feedback on our preliminary concept from residents and stakeholders. Following the visioning session, preliminary concepts for the Harbourview waterfront were produced, taking into consideration our research, analysis, and public consultation session. This concept depicted a three-phase strategy for the redevelopment of the waterfront, spanning an eight-year period. They were compiled in a document and sent electronically to visioning session participants and other stakeholders for feedback.

While the first public consultation session focused primarily on developing broad concept ideas, the second phase brought a number of smaller issues and details to the surface. The suggestions focused primarily on

the following;

- Keeping Fader Agencies and Legrow Marine along the waterfront.
- Wrought iron fencing along shore road, separating and securing residents and visitors from CN rail line.
- Securing access points under the bridge, adjacent to Fader's and next to the marina.
- Removing debris along the waterfront and underneath the bridge.
- Creating a trail connection between Fader Agencies and the rail corridor.
- Infilling where necessary to enhance the waterfront.
- Providing sufficient parking.

## 6.2 Harbourview Residents Association (HRA)

This project was first discussed with Linda Hodgins on December 5th, 2006. Marie Koehler, chair of the HRA, was also consulted throughout the duration of this study. Both residents provided valuable feedback and information regarding the neighbourhood and the HRA.

## 6.3 Halifax Regional Municipality (HRM)

Blair Blakeney, Steve Oakey, Roger Wells, and Councillor Gloria McCluskey were consulted. They provided background information, local knowledge, and support. Paul Euloth, HRM Regional Trails Coordinator, was consulted on January 15th, 2006. Mr. Euloth provided information regarding pedestrian rail crossings and trail construction.

Paul Burgess, HRM Capital Transportation Engineer, was consulted on February 1, 2007. Mr. Burgess provided information regarding the CN crossings. Mr. Burgess believes that it may be more appropriate to look at accessing the waterfront from the Lyle St. crossing at the foot of the Macdonald Bridge. As the HRM has a utilities right of way in this location, approval for a public crossing at this location is probable,

providing people with access to the HRM Bridge site. It may be better to leave the HRM Opportunity site as is, in order to avoid a lengthy process that is not likely to result in greater public access to the waterfront. Mr. Burgess also believes that infilling additional areas would be beneficial to the waterfront.

#### **6.4 Fader Agencies**

Myles Keating, owner of Fader Agencies, was consulted on January 23rd, 2007. This interview provided insight into the nature of Fader Agencies' operations and their long-term vision for the waterfront. Of special interest is the fact that twenty-five years ago, Mr. Keating approached the HRM requesting to erect a new structure on its privately owned harbourfront parcel. At this point the HRM explained that within the next fifteen years it would be entering into negotiations with Mr. Keating in an attempt to secure more public land along the waterfront. This has not yet transpired. As the company is not a marine dependent operation, it would not be opposed to relocating to the Burnside Industrial Park where most of its business occurs, but it would not be willing to absorb any of the costs associated with the relocation. However Legrow Marine, which leases part of the site, is a marine dependent operation.

#### **6.5 Legrow Marine**

Willie Legrow, owner of Legrow Marine, was consulted on February 29th, 2007. Legrow Marine is a small-scale operation that operates throughout the Halifax Harbour. For the past two years Mr. Legrow has been leasing a portion of waterfront land from Fader Agencies. Fader Agencies' property is one of the only small scale and private harbourfront industrial sites; as such, the site offers an affordable opportunity for small marine operations. If this land were to become a recreational area, Legrow Marine would be forced out of business.

As Fader Agencies' land is integral to Legrow Marine's operations, the

company would be willing to accommodate public access along the waterfront in front of their current operations; in particular, Mr. Legrow does not believe that increasing public access to the waterfront would affect his operations.

#### **6.6 The Port Authority**

Glen Hicks from the Port Authority was consulted on March 23rd, 2007. Although not generally in the business of selling land, the Port Authority would consider detailed proposals involving the Breakwater site. In addition, the Port Authority has a good working relationship with the HRM and is open to discussing various projects.

#### **6.7 Waterfront Development Corporation**

Terry Drisdelle from the Waterfront Development Corporation (WDC) was consulted on January 10th, 2007. Although the WDC does not own any land along the Harbourview waterfront, the Corporation is always interested in waterfront development within the Halifax Harbour. The WDC is in the process of constructing the Dartmouth Harbourwalk, which when completed will connect Alderney Landing to the Woodside Ferry Terminal. The WDC would like to see the Dartmouth Harbourwalk extended to the Harbourview waterfront.

## Part III: Waterfront Development Strategy

### 7.0 Project Cornerstones

This section provides a brief discussion of the key components and planning principles that are embodied in the final waterfront development strategy.

#### The Waterfront's Role

The Harbourview waterfront is an important community resource worth preserving and enhancing. In particular it has the potential to offer great recreational and open space opportunities, a need that was identified by local residents. However, many feel a close attachment to the past and current industrial activities in the area, which they perceive as a defining feature of their community; it was therefore important to find ways to accommodate recreational activities while not compromising the existing working character of the waterfront. This was embodied in our design by preserving the current location of Fader Agencies, Legrow Marine, and CN, and working around these existing uses.

#### Linear Park & Trail System

Access to the water's edge has been a re-occurring theme in recent Dartmouth projects, and is highly valued by Harbourview residents. The current context of surrounding areas reveals the fact that the Harbourview waterfront offers considerable opportunities for connections to adjacent open space networks and trails. It was important that our design reflect the precedence of this connected system, particularly since one of the municipality's long-term goals is to develop a trail extending around the entire length of the Harbour.

#### Views

Harbourview residents are very attached to their sweeping views of the Harbour, and any proposed development has to remain sensitive to this.



Harbourview Waterfront from Angus L. Macdonald Bridge

These views define the neighbourhood and should be reinforced by offering a physically attractive and pleasant waterfront. This principle was integrated into the waterfront design through the avoidance of elements that may significantly diminish the existing views.

#### A Local Resource

Preserving the local nature of the Harbourview waterfront was identified as an important consideration. While any improvements will certainly attract visitors, the proposed design remains humble in scale and sensitive to the neighbourhood's context. Although connections to the Alderney Landing area will eventually be put in place, the flavour of the Harbourview waterfront will be significantly different than its counterpart, offering a more small-scale experience. This was integrated in the waterfront design through the use of naturalized landscaping and modest amenities.





## 8.0 Design Recommendations

The proposed development strategy consists of a three-phase plan, with each phase building upon the other. This section outlines the design elements of the plan, including the priority projects, design guidelines, and other related considerations.

### 8.1 Priority Projects

This section offers a brief description of the key design components of each proposed phase.

#### Phase 1 (Years 0-2)

Phase 1 focuses on redeveloping the HRM Bridge site into an anchor park. This site has limited development constraints, and the existing crossing at the end of Lyle street can be easily upgraded to provide pedestrian access to the new park.

The anchor park will feature the following amenities:

- Accessible trail
- Small boat launch (kayaks, canoes)
- Benches, garbage cans, bollard lighting
- Naturalized landscaping
- Public art element (details to be decided at a later date)
- Interpretive panels related to the heritage of the area (industry, rail, Macdonald Bridge, shipyards)



Present state of HRM Bridge site





Figure 12: Proposed schematic for HRM Bridge site (Phase 1)



Figure 13: Concept rendering of the redeveloped HRM Bridge site (Phase 1)

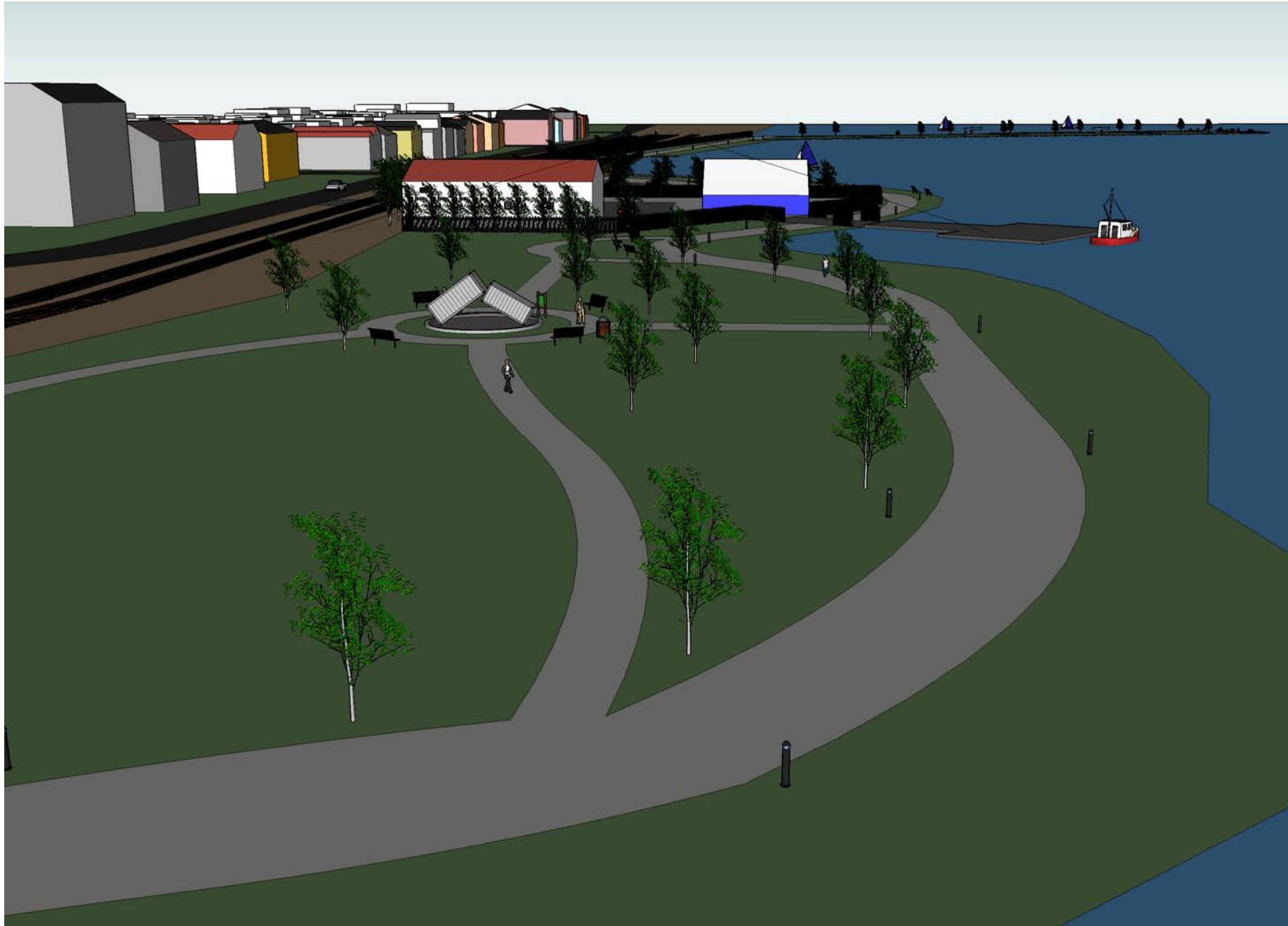


Figure 14: Concept rendering of the redeveloped HRM Bridge site (Phase 1)

## Phase 2 (Years 2-6)

During Phase 2, emphasis should be placed on expanding development along the waterfront. Two new open spaces are incorporated: the HRM Opportunity site will be transformed into a more formal park, while trails and a lookout point will be developed on the Breakwater site. Fader Agencies and Legrow Marine will remain in order to preserve the area's existing industrial activities. This phase will also require the construction of a pedestrian rail crossing adjacent to Fader Agencies' private crossing.

Phase 2 will involve the following four priority projects:

- 1) Park on the HRM Opportunity site, featuring:
  - More formal, manicured landscaping
  - Naturalized garden & picnic tables
  - Extension of the trail
  - Benches, garbage cans, bollard lighting
- 2) Park on the Breakwater site, featuring:
  - A public space at the tip of the site, with benches and a large compass in order to highlight the views of the Harbour
  - A trail along the perimeter, with additional plantings
- 3) Boardwalk connecting the new proposed open spaces.
- 4) Pedestrian rail crossing adjacent to Fader Agencies



Proposed Infill Area Adjacent to Fader Agencies



Current State of Public Seating on HRM Opportunity Site



Figure 15: Proposed schematic for Fader site and HRM Opportunity site (Phase 2)



Figure 16: Concept rendering of the redeveloped Fader site and HRM Opportunity site (Phase 2)



Figure 17: Concept rendering of boardwalk connecting HRM Opportunity site to Breakwater site (Phase 2)



Figure 18: Concept rendering of the redeveloped HRM Opportunity site (Phase 2)



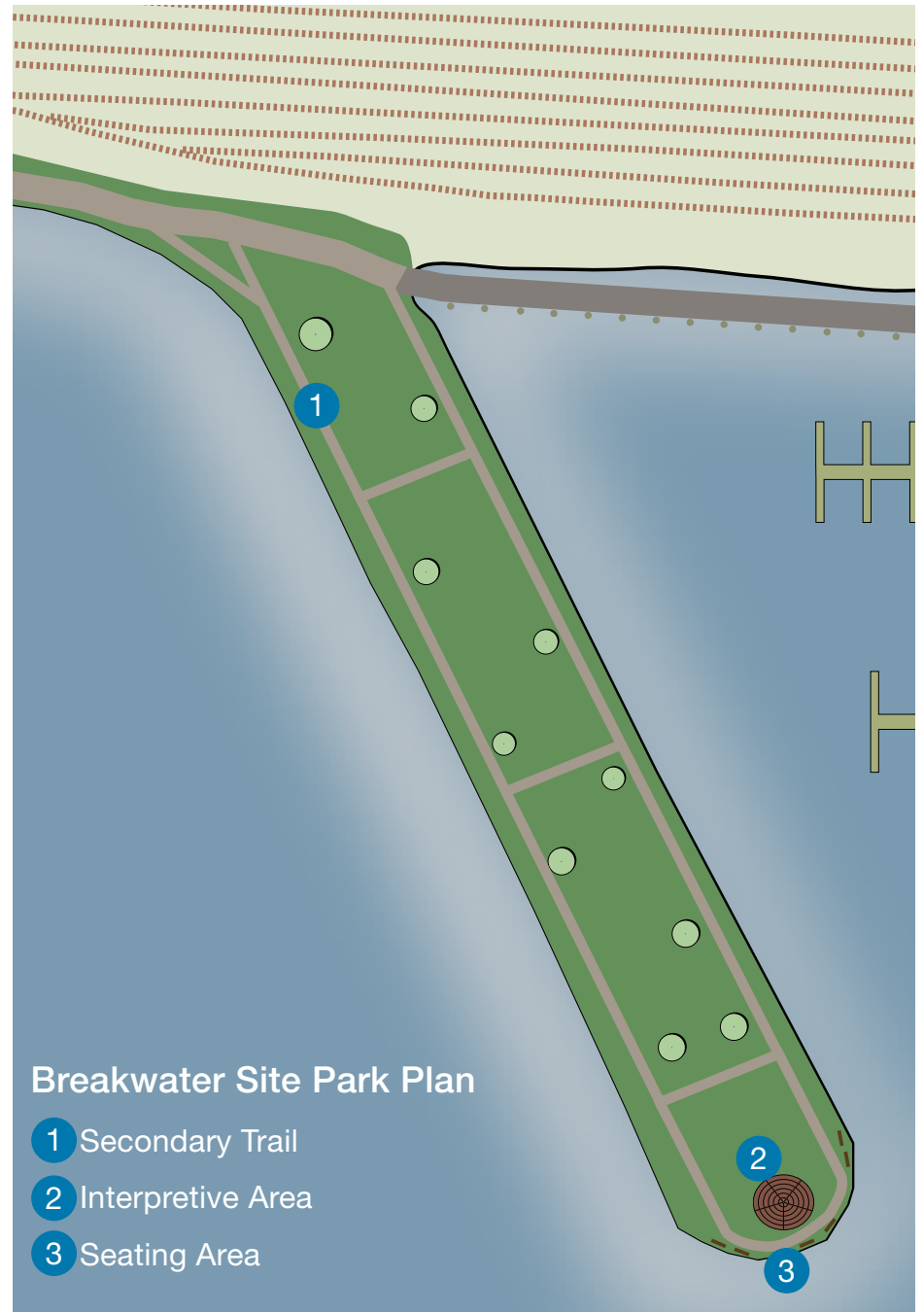
Figure 19: Concept rendering of the redeveloped HRM Opportunity site, with Fader site in the background (Phase 2)



Current Breakwater Site Looking Toward Harbourview



Suggested Interpretive Area for Tip of Redeveloped Breakwater Site



### Breakwater Site Park Plan

- 1 Secondary Trail
- 2 Interpretive Area
- 3 Seating Area

Figure 20: Proposed schematic for Breakwater site (Phase 2)



Figure 21: Concept rendering of the redeveloped Breakwater site, looking toward Halifax (Phase 2)



Figure 22: Concept rendering of the redeveloped Breakwater site, looking toward Harbourview (Phase 2)



Figure 23: Concept rendering of the redeveloped Breakwater site (Phase 2)

### Phase 3 (years 6-8)

Phase 3 will expand the park and trail system beyond our original study area, in order to more fully integrate the waterfront into its surrounding context and in line with residents' vision for the site. The Bridge Expansion site will provide a naturalized and informal setting, while the trail network will be expanded along the waterfront and connect to Alderney Landing. Development of a larger marina will be encouraged.

Phase 3 will involve the following priority projects:

- 1) Park on the Bridge Expansion site, featuring:
  - Informal and naturalized landscaping
  - Trail
- 2) Construction of boardwalk along marshalling yards through to Alderney Landing, as a secondary alignment to the Trans Canada Trail.
- 3) Expansion of Alderney landing breakwater in conjunction with marina expansion.
- 4) Secure access to Bridge Commission parking lots on Fairbanks street

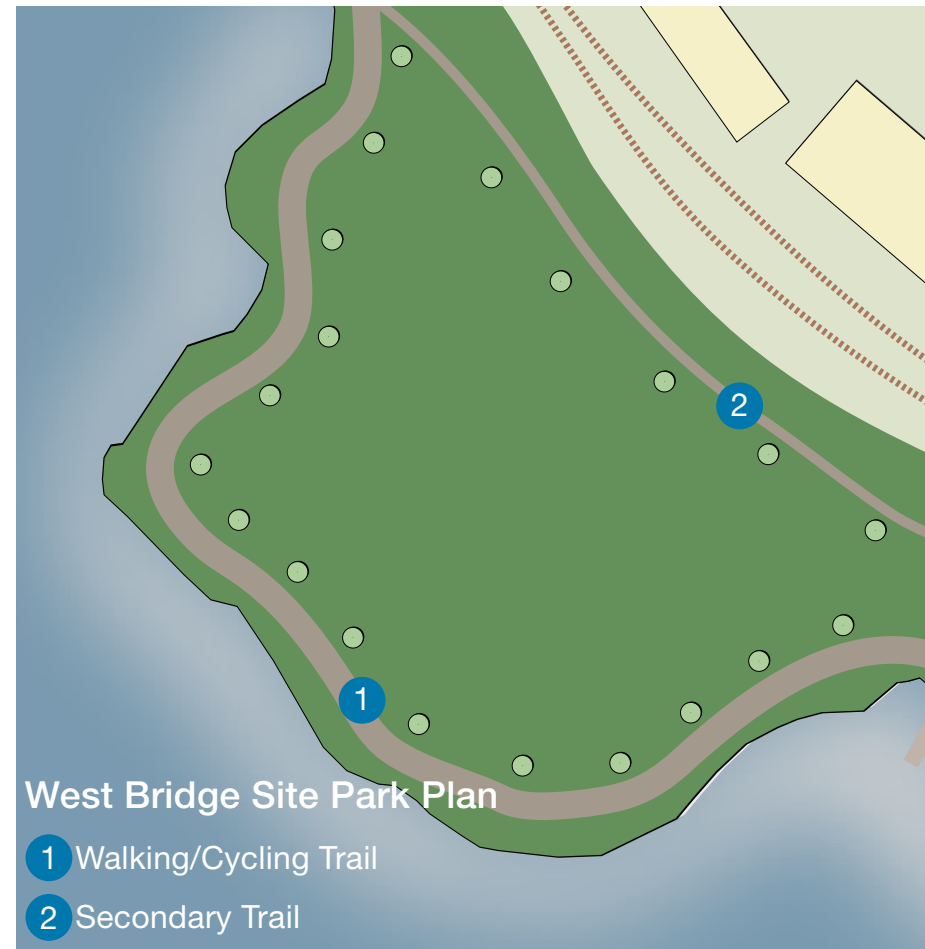


Figure 24: Proposed schematic for Bridge Expansion site (Phase 3)



Figure 25: Concept rendering of the redeveloped Bridge Expansion site (Phase 3)

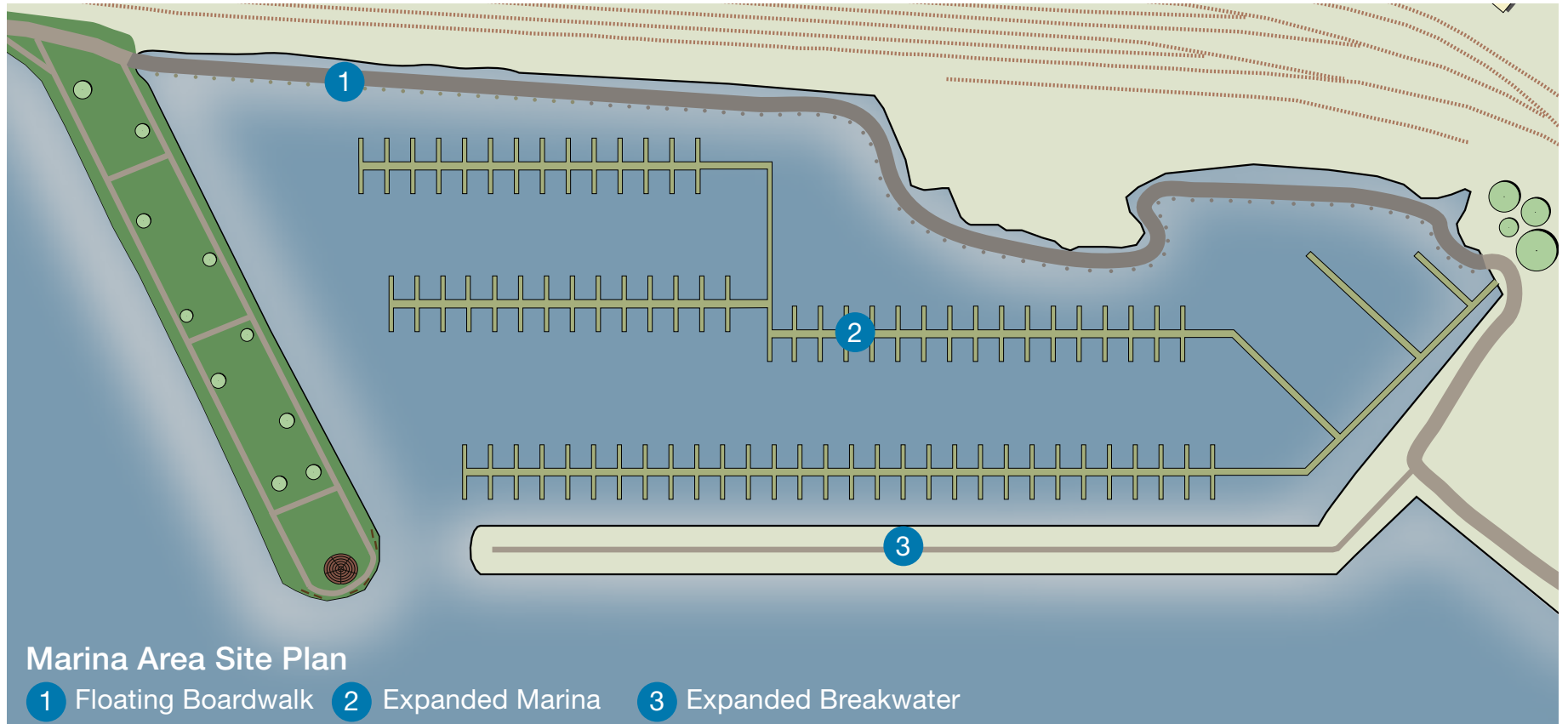


Figure 26: Proposed schematic for floating boardwalk, new marina, and expanded breakwater near Alderney Landing (Phase 3)



Area requiring floating boardwalk, from Breakwater site to Alderney Landing



Example of floating boardwalk (Brisbane, Australia)

## 8.2 Guiding Design Principles

The Harbourview waterfront is a valuable resource that should be secured and preserved as a public asset and as part of Dartmouth’s heritage. Accordingly, the following guiding principles were applied to ensure the proposed design remained consistent with the needs and desires of Harbourview residents, while providing a unique waterfront experience that will be enjoyed by all users.

### CPTED

Ensuring the safety of residents and visitors using the Harbourview waterfront remained an important consideration throughout the design process. In particular, deterring criminal behaviour and improper uses of the site was a priority. As such, crime prevention through environmental design (CPTED) principles were applied; by manipulating the built environment, these strategies seek to dissuade offenders from committing crimes (Ray, 1977).

Natural surveillance, one of the main CPTED principles, occurs by placing features so as to maximize visibility and foster positive social interaction among users. The waterfront already benefits from a good level of natural surveillance, due to its proximity to the residential area. This was reinforced in our proposed design by:

- Using fencing and landscape designs that do not limit sight lines and allow for surveillance.
- Using proper lighting to ensure trails and potential problem areas are well-lit. Lighting should also reflect the intended hours of operation.

Natural access control, another CPTED principle, can be used to limit access to certain areas and thereby limit the opportunity for crime. This was incorporated in the waterfront design by:

- Using fencing to restrict access to privately-owned areas, for instance Fader Agencies and Legrow Marine.

### Lighting



Proper lighting elements help ensure a safe and attractive environment. Incorporating lighting sensitive to the context was therefore an important consideration in this plan. In turn, the recommended lighting is solar-powered bollards; in addition to embodying principles of sustainability, bollard lighting is non-intrusive and corresponds to the type of lighting suggested by CPTED principles.

### Landscaping

Trees and shrubs are necessary for any open space area as they help beautify the site and create a strong sense of place. However, as mentioned earlier, many residents were worried about the effects of landscaping on the neighbourhood’s view planes. Accordingly, the landscaping proposed by our waterfront design is sensitive to the aim of preserving these views. While trees line the trails, they are at a sufficient distance from each other as to not create a thick screen. The chosen species of trees should be carefully selected to ensure a modest size, both in terms of height and width. Examples of suitable species include:

- *Alnus rugosa* (speckled alder): grows to approximately 13’
- *Amelanchier laevis* (Allegheny serviceberry): grows to between 15 and 25’

Landscaping is also proposed to screen Fader Agencies from the residential properties and the park area. Where landscaping is selected for screening purposes, the seasonal density and buffering capabilities of selected plant material shall be reviewed. Seasonal variety of colour and form should be an important consideration in the choice of materials for aesthetic intent.

### Trails & Boardwalk

A hierarchical trail system is suggested. The main trail along the waterfront incorporates two boardwalk sections and a packed gravel section. It will

be open to pedestrians and cyclists alike. Its width is 4.5m with 1 m buffer of clear space on either side. The secondary trails, inland from the shore, are 2 m in width and restricted to pedestrians.

The boardwalk along the marshalling yards is proposed as an alternative to fill. Beyond its superior visual appearance, it is less intrusive on marine habitat. It is also more flexible from a mobility perspective, and will be adaptable to any sea-level rise or the potential removal of the marshalling yards.

### **Views**

Development was designed to maintain views of the Harbour and the Halifax Peninsula from adjacent streets. Treatment of the Harbour's edges should be visually appealing from the Harbour as well as the shore.

### **Fencing**

The proposed fencing between the rail and Shore Road will provide for increased safety while directing users to the pedestrian crossing adjacent to Fader Agencies. For aesthetic purposes, the recommended type of fencing is cast-iron rather than chain-link, so as to complement the waterfront and surrounding landscape features. The proposed fencing does not limit views of the waterfront, except where necessary for safety or security.

In addition, our waterfront design suggests the use of fencing around the Fader Agencies and Legrow Marine properties. This will restrict access to these private areas, particularly at night when the gates can be closed.

### **Other Amenities**

Other proposed amenities include numerous garbage cans and benches located throughout the site, as well as clusters of benches at key locations. Interpretive signs should be sited at appropriate locations to highlight the history of the waterfront. The size, height, number and design of signs shall be reviewed based on their aesthetic qualities and their impact on public safety.

## **8.3 Design Considerations**

Specific design considerations must be addressed in order for the waterfront to be developed as proposed by this plan. In particular, rail activity and infilling must adhere to detailed standards; as such, a number of engineers and public bodies will need to be consulted to ensure compliance with existing regulations.

### **Rail Activity**

Rail activity along the waterfront complicates the development process, and negotiations with CN should begin immediately. CN and Transport Canada have a number of standards and guidelines that must be adhered to when developing rail crossings and lands adjacent to the rail corridor. The following section describes the main issues presented by the rail activity. However, the trail locations and rail crossings must be assessed and certified by CN and a transportation engineer.

#### ***Trails Alongside Rails***

National standards that dictate the technical design of trails adjacent to rail corridors do not exist. Guidance must be pieced together from standards related to shared-use paths, pedestrian facilities, railroad facilities and crossings. CN should be consulted throughout the design and implementation process to ensure a suitable design is achieved. An engineer's analysis will also be required before a trail within a rail corridor may be certified.

#### ***Setback Distance***

Setback distance refers to the distance between the edge of the trail and the centre line of the closest rail line. There is no consensus as to what comprises an appropriate trail setback; the minimum setback distance for past projects has ranged from 3 metres to 7.6 meters, depending on the circumstances. When consulting with CN in regards to the construction of the trails it is important to recognize that a number of factors will affect the setback distance of the proposed trails. These factors will include speed and frequency of trains, trail separation techniques, topography, sightlines, and historical problems (Rails-with-Trails, 2002).

### *Separation*

Separation refers to how the area between a trail and an active rail line is treated. Separation techniques include fencing, grading, vegetation, and ditches. Proper design and separation techniques can have a substantial impact on the trail system's final setback distances (Rails-with-Trails, 2002).

### *Crossings*

New crossings can be difficult to obtain. Design standards and guidelines should be consulted when developing the final design for the rail crossings. However, as each trail-rail crossing is unique, an engineer's analysis is required in order to certify the crossings.

There are two points along the proposed Harbourview waterfront design where the CN tracks will need to be crossed. In turn, pedestrian crossings will be constructed adjacent to Fader Agencies' private crossing and at the Lyle Street crossing, where the HRM has an existing right-of-way. Transport Canada has set out technical standards that must be adhered to when constructing crossings. These can be found in three main documents: the RTD 10, the TAC Geometric Design Guide for Canadian Roads, and the TAC Manual of Uniform Traffic Control Devices for Canada.

### *Crossing Surface*

There are standards that must be met in regards to the width and materials used for the pedestrian crossings. Transport Canada's guidelines require that the minimum width of an accessible sidewalk, path or trail is 1.5 m. Grade crossing surfaces must be smooth and continuous in order to provide a crossing that is safe and accessible (Canadian Rail/Roadway Safety Grade Crossing, 2005).

### *Sightlines*

The general sightline requirement is that road and railway right of ways near all crossings shall be clear of trees, brush and stored materials. Further, traffic signs, utility poles and other roadside installations must not obstruct the visibility of crossing signs, signals, and warning systems. The assessment of sightlines requires an examination of the rail line and

knowledge of the types and speed of trains operating on the tracks (Canadian Rail/Roadway Safety Grade Crossing, 2005).

### **Infilling**

The proposed waterfront design requires infilling between the HRM Bridge site and the Fader site. The infilling will need to occur on water lots owned by the HRM and by Fader Agencies. This will require approval from the owners of the respective water lots, the Department of Fisheries and Oceans, the Department of Environment, and Navigable Waters. This process may be time-consuming and should be started well in advance.

From a design perspective, the filling of water lots for development purposes shall consider the scenic quality of the waterfront and the Harbour's edge. Fill operations are to be graded with side slopes, and varied in contour as needed to present a "naturalized contour." Fill materials shall be coarse in order to encourage the development of marine habitat (Steve Oakey, personal interview).



Infill at Dartmouth Cove  
(Photo: Susan Guppy)

## 9.0 Policy Recommendations

The policy recommendations establish guidelines to direct development along the Harbourview waterfront. These policies have emerged from the background study and the consultation process, and support the design recommendations presented above. It is hoped that the HRM will adopt these policies in order to help fulfill the overarching objectives of this project.

### Planning & Development

*This waterfront development strategy shall provide a framework for future decision-making regarding the Harbourview waterfront and shall be integrated into future plans related to the area.*

*An comprehensive economic study shall be performed to determine an operating budget for the proposed waterfront development.*

### Features

*Future development shall secure public access to the water's edge.*

*Development shall provide amenities that offer all citizens opportunities for physical, social, cultural and educational activities.*

*Important views to and from the Harbourview waterfront shall be respected in the design and configuration of development.*

*Development shall integrate various points of interest that highlight the historical and cultural significance of the waterfront.*

*Development shall be designed with pedestrian orientation in mind. Land use, landscaping, and public art should be designed at a human scale.*

*The trail system shall be universally accessible. Motorized vehicles will not be permitted.*

*The Harbourview waterfront shall provide a public amenity that is accessible throughout the year.*

### Integration

*The style and form of development shall remain sensitive to the local context and character of the Harbourview neighbourhood.*

*In recognition of the history of industry along the waterfront, development shall integrate and preserve the existing industrial uses.*

*The trail system shall feature connections to the Trans Canada Trail, the Regional Trail System, and the Dartmouth Harbourfront Greenway.*

### Safety & Maintenance

*As safety is a priority, Crime Prevention Through Environmental Design (CPTED) principles shall be applied to the waterfront's design.*

*Maintenance shall be a responsibility of the municipality and should occur throughout the year. Duties will include landscaping, garbage removal, and other general tasks.*

### Stakeholder Involvement

*On-going public input into the future development and planning of the Harbourview waterfront shall be ensured. In particular, a steering committee shall be created to encourage and facilitate collaboration between various stakeholders.*

*Negotiations with CN shall be undertaken to secure pedestrian rail crossings at the Bridge and HRM Opportunity Sites, and to allow for a continuous trail along the waterfront.*

*The HRM shall work with the Port Authority, Fader Industries, and CN to provide public access through privately owned sites and provide a continuous waterfront trail.*

# 10.0 Roadmap to Implementation

The roadmap outlines the steps that will be required to implement the proposed waterfront development strategy. It also aims to build momentum for the project by leveraging short-term successes, thereby attracting resources and building support for the later phases of the plan.

PHASE I	PHASE II	PHASE III
HRM to budget for continued support of project development		
Negotiation with CN Rail (Lyle Street and HRM Opportunity site pedestrian crossings, trails alongside rails)		
Negotiation with Fader Agencies and Legrow Marine (infilling & trail)		
Negotiation with Port Authority to acquire or gain access to breakwater		
Negotiation with Alderney Sailing & Boating Association for marina expansion		
Creation of steering committee to oversee project development		
<p><b>Phase I Construction</b></p> <ul style="list-style-type: none"> <li>• Secure Lyle Street public railway crossing.</li> <li>• Construct accessible park and trails at the Bridge site.</li> <li>• Construct dock and beach for launching small boats i.e. kayaks and canoes.</li> <li>• Link the planning efforts with other waterfront planning projects in the area, i.e. the Dartmouth Harbourwalk and the Trans Canada Trail.</li> </ul>	<p><b>Phase II Construction</b></p> <ul style="list-style-type: none"> <li>• Acquire or gain access to Breakwater site.</li> <li>• Infill between the Bridge site and the Fader site.</li> <li>• Sign easement agreement with Fader Agencies in order to gain access across its property.</li> <li>• Secure public rail crossing at HRM Opportunity Site.</li> <li>• Construct boardwalk between the HRM Opportunity site and the Breakwater site.</li> <li>• Construct public spaces at the HRM Opportunity Site and along the Breakwater site.</li> </ul>	<p><b>Phase III Construction</b></p> <ul style="list-style-type: none"> <li>• Sign easement agreement with CN to gain access along waterfront.</li> <li>• Construct boardwalk from Breakwater site to Alderney Landing.</li> <li>• Conduct environmental testing and possible remediation of Bridge Expansion site.</li> <li>• Expand existing marina and extend existing breakwater at Alderney Landing</li> <li>• Secure access to parking facilities on Fairbanks Street (currently Bridge Commission property).</li> <li>• Develop pedestrian connections with the Trans Canada Trail, the Regional Trail network and existing Dartmouth Harbourwalk.</li> </ul>



*Short-term: 0-2 years*

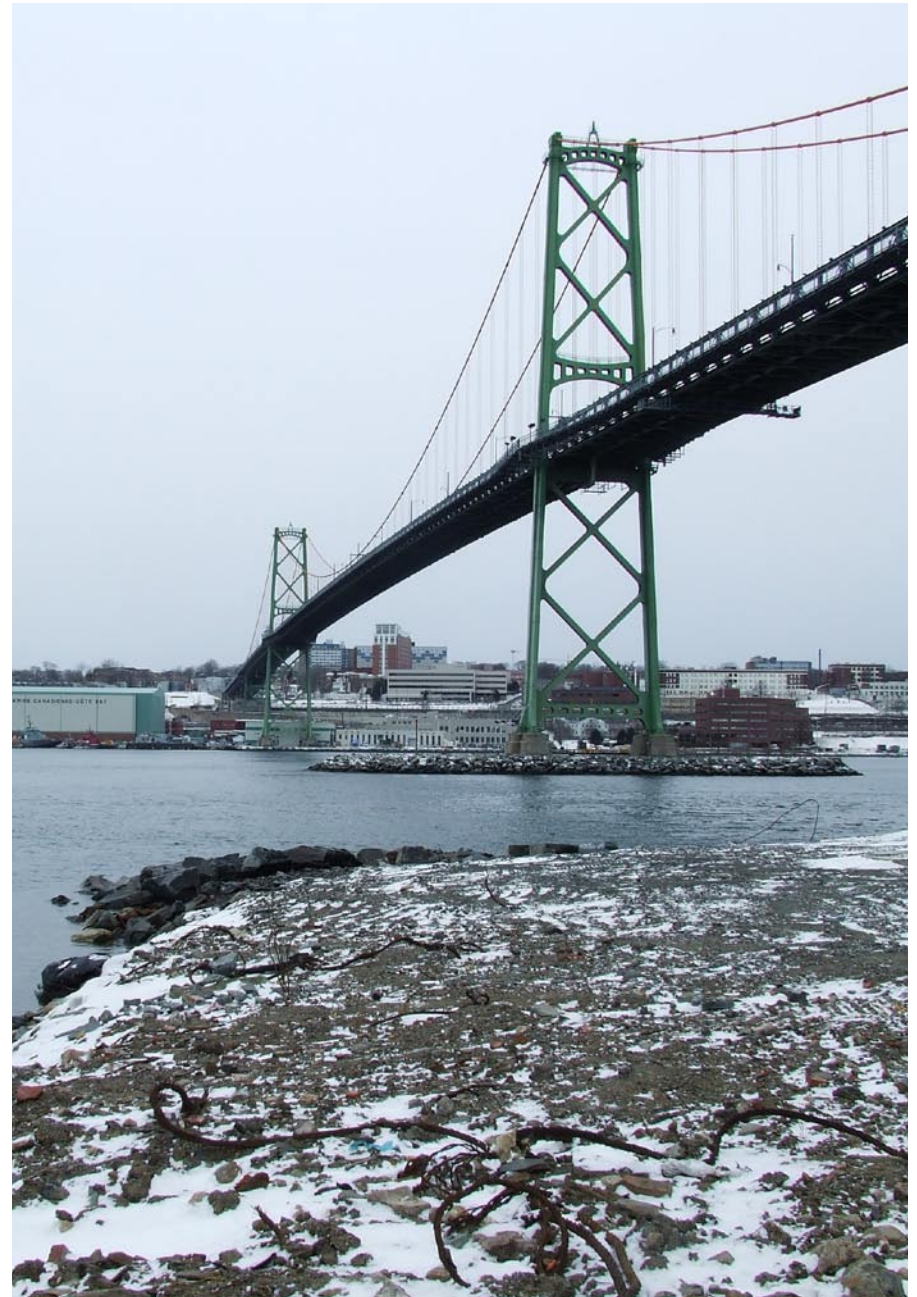
In the short term, efforts should be made to secure access to the Bridge site. Basic trail improvements and landscaping will help build public interest and support for further development along the waterfront. A healthy partnership with the HRM is essential, and the Harbourview community should become involved in the process. Creating an informal committee to oversee and advocate for certain developments would be an effective means for the residents to have a stake in the process. For example, neighbourhood clean-ups along the waterfront would help reinforce the residents' commitment to the area, while indicating to the HRM the desire for further improvements.

*Medium term: 2-6 years*

In the medium term, emphasis should be placed on expanding development along the waterfront. New public open spaces should be created adjacent to Fader Agencies and along the Breakwater. Connections to the HRM's regional trail network and the Trans Canada Trail should begin to take shape. Both Fader Agencies and Legrow Marine shall remain in order to preserve the area's existing industrial activities. Greater access will be provided to the waterfront as the rail crossing near Fader Agencies will be upgraded to a public crossing. The HRM should lead the process of approval for specific improvements and the completion of major projects.

*Long term: 6-8 years*

In the long term, efforts should be dedicated to creating a complete trail network along the waterfront and providing an additional access point near the existing marina. The Bridge Expansion site on the opposite side of the Macdonald Bridge will be open to the public and provide a naturalized and informal setting. Connections to the Trans Canada Trail and the HRM's regional trail network will take shape, and an expansion of the marina will be encouraged. At this stage the waterfront will have become a unified entity, further securing opportunities for public recreation.



HRM Bridge Site

## 11.0 Conclusion

For decades, the development constraints along the Harbourview waterfront have been treated as barriers to further improvement of the site. This development strategy has provided creative suggestions and concrete guidelines intended to overcome these constraints and stimulate development that responds to the needs of the neighbourhood.

The background study and the information that emerged from the public and stakeholder consultations formed the basis for the final recommendations. In the end, it is proposed that the Harbourview waterfront be developed into a public recreational space, forming part of a larger open space and trail network that is currently being developed in Dartmouth. The site will have a naturalized feel and will remain modest in scale, to keep within the vision of the local residents. It will allow for passive recreation, including walking, fishing, biking, as well as social and community gatherings.

The implementation of this plan will require close cooperation between the HRM and numerous stakeholders, including the HRA, local residents, and private landowners. While the municipality will be leading the development process, it will be important for the HRA to remain actively involved in order to ensure that the needs and desires of the Harbourview residents are met.

Ultimately, this plan provides the HRA with a clear vision for the development of the Harbourview waterfront as a public amenity, and proposes design and policy guidelines that will transform the site into a valuable community resource.

## 12.0 Cited Materials

2006. New Models for Managing New York City Waterfront Public Space: Case Studies and Questions for the East River Waterfront Esplanade and Piers Project. Regional Plan Association; New York.
2006. Regional Plan. Halifax Regional Municipality. Retrieved on January 6, 2007, from [www.halifax.ca/regionalplanning/FinalRegPlan.html](http://www.halifax.ca/regionalplanning/FinalRegPlan.html)
2006. West Harbour Waterfront – Recreation Master Plan. The City of Hamilton Public Works Department. Retrieved on March 7, 2007, from [www.myhamilton.ca/myhamilton/CityandGovernment/CityDepartments/PublicWorks/CapitalPlanning/StrategicPlanning/StrategicEnvironmentalPlanningProjects/Waterfront+Master+Plan.htm](http://www.myhamilton.ca/myhamilton/CityandGovernment/CityDepartments/PublicWorks/CapitalPlanning/StrategicPlanning/StrategicEnvironmentalPlanningProjects/Waterfront+Master+Plan.htm).
2005. Canadian Rail/Roadway Safety Grade Crossing: Detailed Safety Assessment Field Guide. Transport Canada.
2005. Land Use-By-Law for Downtown Dartmouth. - Downtown Dartmouth. Planning and Development Services. Halifax Regional Municipality.
2005. Sarnia Waterfront Master Plan. The City of Sarnia Waterfront Committee. Retrieved on February 3, 2007, from [www.city.sarnia.on.ca/pdf/Waterfront %20Master%20Plan%20March%202005.pdf](http://www.city.sarnia.on.ca/pdf/Waterfront%20Master%20Plan%20March%202005.pdf).
2005. Waterlot Infilling Hot Topic Along Northwest Arm. Media Advisory. Halifax Regional Municipality. Retrieved on February 21, 2007, from [www.halifax.ca/mediaroom/pressrelease pr2005/051108NorthwestArmLotInfilling.html](http://www.halifax.ca/mediaroom/pressrelease/pr2005/051108NorthwestArmLotInfilling.html).
2005. Yukon Arts and Heritage – Development Plan. Whitehorse Chamber of Commerce. Retrieved on January 16, 2007, from [www.whitehorsechamber.com/ documents/ah\\_village\\_report\\_web.pdf](http://www.whitehorsechamber.com/documents/ah_village_report_web.pdf).
2004. Manhattan Waterfront Greenway Master Plan. Department of City Planning – New York City. Retrieved on February 18, 2007, from [www.nyc.gov/html/dcp/pdf /transportation/mwg\\_full.pdf](http://www.nyc.gov/html/dcp/pdf/transportation/mwg_full.pdf).
2004. Twelve Parks Parcels at Ottawa Beach – Master Plan Study. Ottawa Parks and Recreation Commission, Ottawa County Michigan.
2003. Cleaning up the Past, Building the Future: A National Brownfield Redevelopment Strategy of Canada. National Round Table on the Environment and the Economy. Retrieved on February 23, 2007, from [www.nrtee-trnee.ca/Publications/PDF?SOD\\_Brownfield-Strategy\\_E.pdf](http://www.nrtee-trnee.ca/Publications/PDF?SOD_Brownfield-Strategy_E.pdf).
2002. Rails-with-Trails: Literature Review, Current Practices & Conclusions. U.S. Department of Transportation. Retrieved on March 14, 2007, from: <http://transit-safety.volpe.dot.gov/publications/safety/RailsWithTrails/PDF/RailsWithTrails.pdf>
2002. Georgetown Waterfront Park. National Park Foundation. Retrieved on March 3, 2007, from <http://www.georgetownwaterfrontpark.org/>
2002. The 21st Century Waterfront – Chatanooga Tennessee. Prepared by: Hargreaves and Associates. Retrieved on January 29, 2007, from [www.rivercitycompany.com /pdfs/media/waterfront\\_exec\\_summary.pdf](http://www.rivercitycompany.com/pdfs/media/waterfront_exec_summary.pdf).
2000. Downtown Dartmouth Secondary Planning Strategy - Downtown Dartmouth. Planning and Development Services. Halifax Regional Municipality.

1991. Component Study Report: Community Profiles. Halifax Dartmouth Metropolitan Sewage Treatment Facility. Jacques Whitford Environment Ltd. Prepared for: Halifax Harbour Cleanup Inc.
1991. Component Study Report: Demographics, Land and Water Use. Halifax-Dartmouth Metropolitan Sewage Treatment Facility. Jacques Whitford Environment Ltd. Prepared for: Halifax Harbour Cleanup Inc.
1991. Component Study Report: Wildlife Studies. Halifax-Dartmouth Metropolitan Sewage Treatment Facility. Jacques Whitford Environment Ltd. Prepared for: Halifax Harbour Cleanup Inc.
1991. Dartmouth Waterfront Development Plan. Sperry/MacLennan Architects and Planners Limited. Prepared for: City of Dartmouth, Waterfront Development Corporation & Dartmouth Downtown Development Corporation.
1987. 1987 Parks & Recreation Master Plan. Parks & Recreation Department. City of Dartmouth
1978. Downtown Dartmouth Planning Strategy: A Summary Report of Phase One. Development Planning Associates Limited. Prepared for: City of Dartmouth and Waterfront Development Corporation.
1976. Neighborhood Improvement Program (NIP) – Harbourview Scheme. Planning and Development Department. City of Dartmouth.
1972. Halifax – Dartmouth Metropolitan Area Planning Committee: Finding New Directions.
- Appraisal Guidelines – Volume 1 (1C6 Water lots). Public Works and Government Services of Canada. Retrieved on January 28, 2007, from [http://www.pwgsc.gc.ca/realproperty/text/pubs\\_valuation/chap\\_1c6-e.html](http://www.pwgsc.gc.ca/realproperty/text/pubs_valuation/chap_1c6-e.html).
- Blue Greenway: China Basin to Candlestick Point – Vision and Roadmap to Implementation. Prepare by: The Blue Greenway Task Force. Retrieved on January 12, 2007, from [http://www.bluegreenway.org/PDF/BG\\_vision\\_072606-2.pdf](http://www.bluegreenway.org/PDF/BG_vision_072606-2.pdf).
- Chapman, H. (2000) In the Wake of the Alderney: Dartmouth, Nova Scotia, 1750-2000. Dartmouth Historical Association.
- Cluett, Glen A. (1997) Downtown Dartmouth and Waterfront: Reassessing History for the Future. (Thesis) Technical University of Nova Scotia.
- Fingard, J., J. Guildford, D. Sutherland. (1999) Halifax: The First 250 Years. Formac Publishing Company Limited, Halifax.
- Halifax – Dartmouth Regional Development Plan. Halifax Regional Municipality. Retrieved on January 6, 2007, from [www.halifax.ca/regionalplanning/FinalRegPlan.html](http://www.halifax.ca/regionalplanning/FinalRegPlan.html)
- Land Use and Development. NYS DOS Division of Coastal Resources. Retrieved on January 21, 2007, from [http://www.nyswaterfronts.com/waterfront\\_developed\\_landuse.asp](http://www.nyswaterfronts.com/waterfront_developed_landuse.asp).
- Parker, M. (1998) Images of Our Past – Historic Dartmouth. Nimbus Publishing Limited.
- Project No. 12384 – Summary Report to Halifax Regional Municipality on Halifax Harbour Solutions Project. Prepared by: Jacques Whitford Environment Limited. Retrieved on March 12, 2007, from [www.halifax.ca/harboursol/documents/concept\\_plan\\_002.pdf](http://www.halifax.ca/harboursol/documents/concept_plan_002.pdf).

Ray, Jeffery (1977). *Crime Prevention Through Environmental Design*. Beverly Hills, CA: Sage Publications.

The Halifax Harbour Solutions Project Provision of Sewage Treatment– Project Description for Consideration Under the Canadian Environmental Assessment Act (CEAA) – Coordination Regulations. Halifax Regional Municipality. Retrieved on March 12, 2007, from [www.halifax.ca/harboursol/documents/ceaa\\_project\\_description.pdf](http://www.halifax.ca/harboursol/documents/ceaa_project_description.pdf)

Waterfront Park Master Plan. Portland Bureau of Parks and Recreation. Retrieved on January 10, 2007, from <http://www.portlandonline.com/parks/finder/index.cfm?action=ViewFile&olPdfsID=328&/Waterfront%20Park%20Master%20Plan.pdf>.

### **Interviews**

Blair Blakeney. Coordinator. Halifax Regional Municipality.

Gloria McCluskey. Councilor, District 5-Dartmouth Centre. Halifax Regional Municipality.

Linda Hodgins. Harbourview Residents Association.

Marie Koehler. Chair. Harbourview Residents Association.

Myles Keating. Owner. Fader Agencies.

Willie Legrow. Owner. LeGrow Marine.

Paul Burgess. Senior Project Engineer. Halifax Regional Municipality.

Paul Euloth. Regional Trails Coordinator. Halifax Regional Municipality.

Roger Wells. Coordinator-Planning (Regional Planning). Halifax Regional Municipality.

Sharon Bond. Regional Coordinator - Planning & Development. Halifax Regional Municipality.

Steve Oakey. Parkland Planner. Halifax Regional Municipality.

Terry Drisdelle. Project Manager/Planner. Waterfront Development Corporation.