

**Fisherman's Cove Waterfront Development:
Rejuvenating Community Identity**

by

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This thesis is dedicated to the residents of Eastern Passage, and all those who helped create Fisherman's Cove Waterfront Development, (FCWD). FCWD is a testament to the strengths and spirit of people who wish to ensure their community's heritage is preserved and that their community will meet the new economic and social challenges of tomorrow. The key to community economic development lies in the resources and determination of the people within the community.

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ABSTRACT

This research involved an examination of the Fisherman's Cove Waterfront Development (FCWD) in Eastern Passage, Nova Scotia. The purpose of the research was to examine the role of this heritage-based tourism destination as a means of community economic development. In doing so, the author identified impacts of the development on the community; assessed the effectiveness of the FCWD; examined the process used to create such a development; and identified the aspects and lessons from this heritage based tourism destination and community economic development initiative that are transferable to guide other projects of this kind.

The methodology for completing the research study incorporated a literature review and personal interviews. This information gathered using the literature search provided necessary background information about the FCWD project, the Eastern Passage community, tourism and community economic development. Personal interviews with members of community organizations, local business owners, community residents, and personnel in government agencies were conducted to acquire opinions from various stakeholders regarding the FCWD.

The findings of the research revealed that Community Economic Development (CED) initiatives and heritage-based tourism developments can play an important role in creating an economic and social foundation in communities. The rejuvenation of the "crick" (now FCWD), via the creation of a heritage-based tourism destination has restored the area as the community center in Eastern Passage. FCWD has: revived the areas' history and culture as a sea faring, fishing village; established a foundation for a new industry (tourism) within the community; and strengthened the commercial core area around Quigley's Corner, while maintaining the traditional character of the area.

1.0 INTRODUCTION

1.1 WHAT IS FISHERMAN'S COVE WATERFRONT DEVELOPMENT?

The Fisherman's Cove Waterfront Development (FCWD) is promoted as a 19th century working fishing village, restored to its original splendor, that is nestled on the shore of beautiful and historic Eastern Passage, Nova Scotia. FCWD offers an opportunity for visitors to learn about the history and vitality of a seafaring community. Visitors can watch local fishermen and artisans demonstrate their crafts; learn about local and maritime history; walk the boardwalk; dine on lobster; shop in local boutiques for arts and crafts; and enjoy boat tours and other attractions (FCWD Association, 1998) fig.1.1. This description of FCWD is summarized from several marketing brochures that are currently being used to promote Fisherman's Cove as a tourist destination. However, FCWD is more than a tourist destination. FCWD is a community-based development that packages the area's history and culture creating both a tourist destination, targeted mainly at visitors from the surrounding metropolitan area, and a community center for use by local residents.

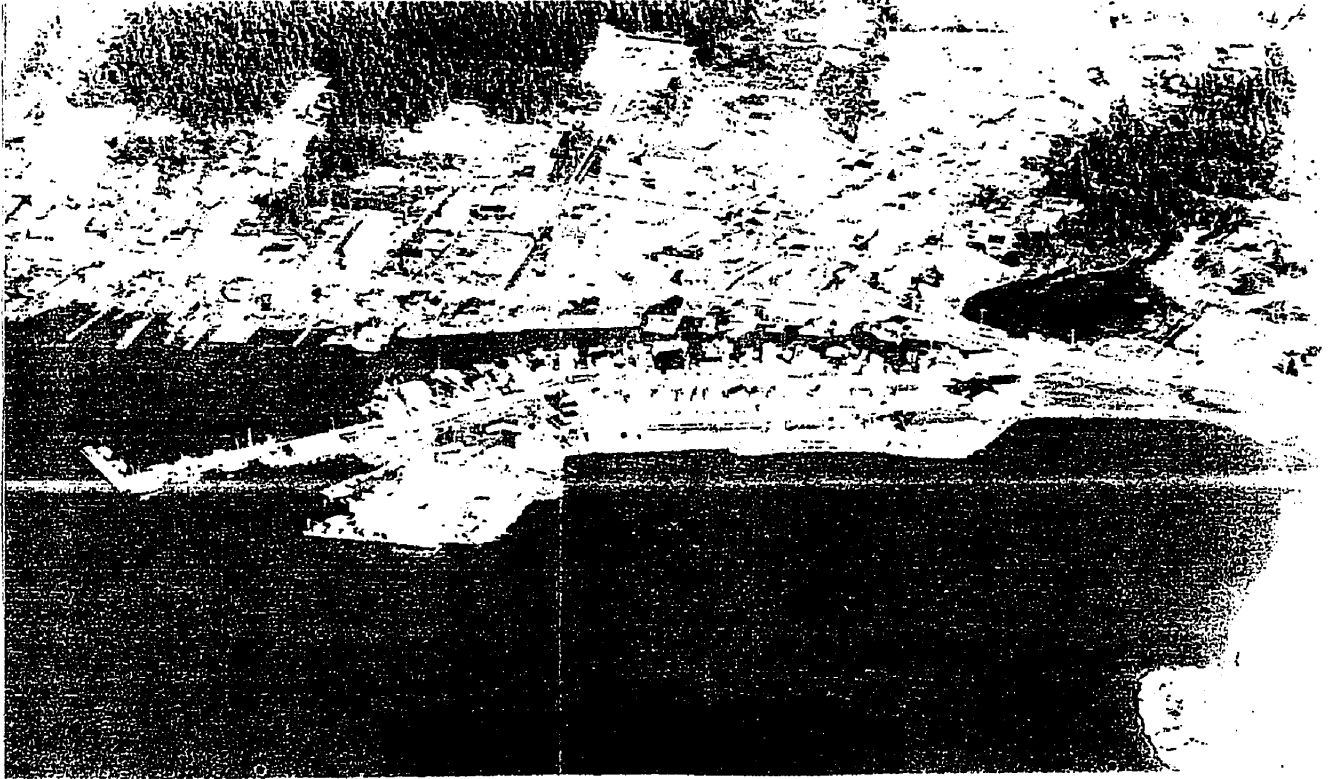


FIG.1.1 Aerial View of the Fisherman's Cove Waterfront Development, 1998

1.2 THE "CRICK" TRANSFORMED

The "crick" (Now FCWD), was the commercial and social center of the village of Eastern Passage from the time the area was first settled until the collapse of the Atlantic

ground fishery in the early 1990's. The closure of the Atlantic ground fishery meant that fishermen at the Cove who previously fished for a mix of ground fish and lobster had to rely completely on harvesting lobster and tuna fishing for a livelihood. As a result, local fishermen felt a loss in earnings and little money was invested, by the fishermen, in maintaining the private fishing sheds at the "crick" (Sperry, 1995). The area quickly fell into a state of disrepair.

In addition to this, industrial development and suburban growth was changing the face of this small fishing community. "With the growth of the Metropolitan Area, suburban and industrial development approached and surrounded the village. Residential growth patterns created a shift in the village community. Population increased but fewer residents earned a living from fishing. The crick was no longer the center for community life" (Sperry, 1995).

As it exists today, the waterfront activity area has been expanded and upgraded and is now composed of a ½ kilometre boardwalk, a picnic and beach area, a variety of shops and services and a full-service restaurant. At Fisherman's Cove one can find: a book shop, an art gallery, a fish market, ice cream shops, a music store, a variety of clothing stores, gift and craft shops, restaurants, boat tours, tourist bureau, RCMP Community Office, an interpretive center, washrooms, boardwalks, public boat launch and parking facilities. The active fishing wharf area was expanded and upgraded, to allow room for private and commercial boats. In addition, a variety of festivals and community events are held at FCWD. Fig. 1.2.



FIG. 1.2. FCWD, 1998.

1.3 WHAT TYPE OF DEVELOPMENT IS FCWD?

The FCWD is run by the FCWD Association which is a non-profit organization, governed by a Board of Directors representing various community stakeholders. It is a heritage-based tourism development and community center. The design of the development was largely influenced by the character of the existing fishing shacks, located at the “crick”. The aim was to blend the new development in with the architectural character of the existing fishing shacks (Sperry, 1995).

The process that was responsible for creating this development was a community economic development (CED) initiative aimed at creating a development for use by both residents and tourists. The CED process relied upon leadership from the community and the financial support of various government agencies. Without community support and leadership, Fisherman's Cove would not have been possible.

1.4 PURPOSE OF EXAMINING FCWD

The purpose of examining FCWD as a case study is to examine the role of this heritage-based tourism destination as a means for community economic development. In doing so the author will: examine the process that ultimately created FCWD; determine the function of FCWD as part of the Eastern Passage community, both as a tourist destination and community centre; identify what impacts the FCWD has had on the community of Eastern Passage and possible impacts on future development and urban sprawl; assess the effectiveness of the development; and identify the aspects and lessons from this heritage-based tourism destination and community economic development initiative that are transferable to guide other projects of this kind.

1.5 IMPORTANCE OF FCWD CASE STUDY

In the development plan entitled, “Fisherman’s Cove Waterfront Development Plan, Eastern Passage, NS,” by Sperry and Partners Ltd, the consultants state the following as the purpose of their development plan:

Fisherman’s Cove has great potential to offer tourists, the flavour and character of a working fishing village within the city. When integrated with interpretation of local activity through demonstrations and direct access to a working fishery, these are the types of experiences most suited to present tourist profiles. Such activity can assist in returning Fisherman’s Cove to its historical roots as the centre of community life based on its relationship to the sea (Sperry, 1995).

Determining the function of FCWD as part of the Eastern Passage community, based on the responses from a variety of stakeholders, will reveal whether or not stakeholders feel that FCWD has accomplished what the development plan intended it to do. The study will also reveal insights into the effectiveness of community economic development and heritage based-tourism as a means of rejuvenating community identity and restoring the “crick” as the center of community life. The results of this study will be of particular interest to other communities who are seeking to develop methods of community economic development.

2.0 HISTORY

2.1 INTRODUCTION

This section of the thesis documents the historical significance of the fishing industry in Eastern Passage and the area known locally as the “crick”. It is important that historical accounts of the fishing industry’s significance in the community be documented in order to provide a basis for appreciating heritage-based tourism as an industry in Eastern Passage. Documenting the historical significance of the area known as the “crick” is also important if the reader is to appreciate the significance of the FCWD.

2.2 HISTORY OF EASTERN PASSAGE

The name Eastern Passage is a reference to the body of water which gives passage to ships from Halifax’s inner harbour to the Atlantic Ocean. It is located between Lawlor’s Island and what is now Fisherman’s Cove and the McCormack’s Beach area.

At the settlement of Halifax in 1749, English settlers reported that Native peoples were settled in the Eastern Passage area. Mi’kmaqs at this time, and as few as 70 years ago, settled in birch bark camps along the shores of Eastern Passage in the summer months. “There were one hundred or more of these birch bark shelters strewn across the shore line (Patriot, 1901).” They used their canoes to bring birch bark from Bedford and

surrounding areas to build their summer shelters in Eastern Passage. The canoes were also used to carry goods, such as woven baskets, to trade at the Halifax market, and to catch fish (Patriot, 1901).

In 1750, land deeds in Eastern Passage were granted by then Governor, Edward Cornwallis to European settlers. "The land where Fisherman's Cove is situated was originally granted as a land claim to Jacob Horne in 1752 (Halifax Regional Development Agency, 1998)." The Mi'kmaq were displaced to McNab's Island so that English settlers could colonize the Eastern Passage area.

In 1827, 26 families lived in Eastern Passage, none of which earned their livelihoods from fishing. The census for 1851 reported 90 families, comprising of 661 people, lived in Eastern Passage. Forty-two families fished as their primary occupation. By 1861, 129 families comprising 753 people, had settled in the area with 42 families still earning their living from fishing. Another decade brought an additional 23 families and 127 people to the area. However fishing families dropped from 42 in 1861 to 35 by 1871. By 1881, the population of Eastern Passage had increased slightly to 892, with 151 families (one less than the census of 1871). Eighty-six families then earned their living from the fishing industry (Tanner, Thompson, and Eddy 1995).¹

Today, only 16-17 fishermen operate out of the Fishermen's Cove. They earn their livings mainly from lobster fishing along with some tuna fishing. The collapse of the Atlantic ground fishery, in 1993, significantly reduced the number of fishermen operating out of the "crick". Prior to the collapse of the Atlantic ground fishery

approximately 25 full-time fishermen and 25 part-time fishermen operated out of the “crick” (Eddy, 1998). The reduction in the number of fishermen operating out of the “crick” meant that less money was being spent by the fishermen on the maintenance of the fishing sheds, which caused the area to fall into a state of disrepair. Fig.2.1.



Fig.2.1. Panoramic view of the crick around 1939

2.3 THE “CRICK” AS COMMUNITY CENTRE

The centre of fishing activity in Eastern Passage was located in what was known locally as the “crick”. Fig.2.2.



Fig.2.2. The “crick” around 1915

Today the “crick” area is known as Fisherman’s Cove. The “crick” abutts Quigley’s corner, which is the area around the intersection between Shore Road and Cow Bay Road. Quigley’s corner got its name from the general store which dominated the area until it burned to the ground in 1942 (Brown, 1998). The “crick” and Quigley’s corner area was the community focal point . The area was both the commercial and social centre of the community. Quigley’s corner was home to Quigley’s store (fig.2.3), Myers’ Gas Station, a canteen and pool hall (Brown 1998). “Quigley’s store and the rest of the businesses in ‘the Corner’ were important social gathering spots for residents of Eastern Passage, Cow Bay and Devil’s Island (Brown, 1998)”. Local fishermen would gather at

pool halls, diners, the general store and fishing shacks, all located in the Quigley's corner area (Brown, 1998).

Raymond Henneberry, a long time resident of the community, recalls people congregating around the old pot belly stove, at Quigley's store. He remembers when he and other members of the community would go over to Quigley's store after Sunday Mass for a double ice cream (Brown, 1998). Kay and Mort Naugle who currently own and operate Whares grocery, located close to Quigley's corner, have strong family roots in Eastern Passage and Devil's Island. Kay recalls that the fishermen would sit around the stove at Quigley's store on benches telling stories (Brown 1998).



Fig.2.3. Quigley's Store around the year 1900

Joe Brown interviewed many long time residents of Eastern Passage, for his book entitled, "THE VIEW FROM HERE-AN ORAL HISTORY OF EASTERN PASSAGE: 1864-1945". Interviewees described their community as, "a small rural community, where many people fished, others ran small businesses and some worked in the home. It was a small, tight knit village that had the feel of a place far removed from the big city." Many of the interviewees comments recorded in the book indicated that, "they enjoyed the rural feel of Eastern Passage, it was the strong sense of community that made Eastern Passage unique, you knew everyone in the Passage (Brown, 1998)."

2.4 CONCLUSIONS

Eastern Passage's proximity to Halifax attracted many people to the area in post World War II years (Brown, 1998).

The construction of the Shearwater Air Force Base, in Eastern Passage, prior to WWII led to the construction of approximately 350 homes as PMQ's (Permanent Married Quarters) in Eastern Passage (Shearwater Development Corporation, 1998). The construction of these PMQ's was the beginning of the post war residential growth of Eastern Passage. This growth converted a small community into a suburban community. "Single family developments have turned Eastern Passage into a popular suburban community (Brown 1998)."

The community of Eastern Passage needed to do something if it was to maintain its identity as a fishing community in the face of residential development marketed to commuters. The creation of FCWD as a heritage-based tourism attraction, has rejuvenated the “crick”. FCWD provides an opportunity for visitors to learn about the history of Eastern Passage and view a working fishing community (Brown 1998). Brown, summarizes the importance of using the history and culture of Eastern Passage as a means of creating new opportunities in the future in the following quote: “Eastern Passage is attempting to use its strengths, community spirit and natural resources to adjust to the new economic and social challenges (Brown 1998).”

According to Mantell, Harper and Propst (1990), communities that discover and protect their historical and cultural resources can significantly enhance their standard of living and/or maintain their community identity. This whole concept of promoting the history of Fisherman’s Cove gives the residents a feeling of having roots, of being part of the community’s past. Consequently, people are proud of their community and with this pride comes a sense of community identity.

3.0 FISHERMAN'S COVE WATERFRONT DEVELOPMENT

3.1 INTRODUCTION

This section documents the FCWD, and includes subsections on public interest, background information regarding the FCWD project. Also included are results of interviews with residents, business owners, fishermen, and other stakeholders.

3.2 PUBLIC INTEREST

3.2.1 IMPORTANCE OF PUBLIC PARTICIPATION

In a reference to developing tourism in an area, Floyd W. Dykeman says that, “community participation is important to “help control the pace of development, integrate tourism with other activities and help produce a more individualistic tourist product (Dykeman, 1985).” His comment comes from a study undertaken in 1983, by Tourism Canada, to determine the attitudes and motivations of Canadians traveling in Canada. The study also indicates that tourism that is based on the heritage and culture of a community (such as rejuvenating a fishing village) encourages local involvement and support. “By focusing on a community’s heritage and culture in the development of its tourism product, the industry will not only present a truer picture of a destination, it will

become an ally of many public interest groups (Murphy, 1985).” P.E. Murphy, an advisor to tourism planners, encourages planners to concentrate on the heritage of a community as a method of encouraging local involvement and support for tourism (Murphy, 1985). Dykeman refers to the need for public participation in creating successful heritage-based tourism developments.

Heritage preservation for tourism purposes is a viable form of small town development that receives a high degree of local support if the development approach used seeks local cooperation and participation in the decision making process. As people, public organizations and private businesses interact to undertake and implement achievable heritage programs, they develop a social network which links them together again as a unit to attack other problems facing their communities. Such an approach can enhance the quality of life of the community as well as offer the tourist a more authentic quality experience (Dykeman,1989).

3.2.2 1992 PLANNING STUDY OF GOVERNMENT WHARF AND MCCORMACK’S BEACH AREA: (NOW FCWD AREA)

In April 1992, a planning study was conducted in Eastern Passage. The study entitled, “ Determining Need For A Secondary Planning Strategy, Eastern Passage, Nova Scotia”, was undertaken by Paul Sampson, a Planning Technician student, at the College of Geographic Sciences. Included in the study is a community planning questionnaire.

Its purpose was, “to determine attitudes of residents and businesses within the study area towards a variety of planning issues (Sampson, 1992).” From the survey results, a number of recommendations emerged concerning what should be examined in a potential secondary planning strategy for Eastern Passage. Questions six and seven of the survey targeted Fisherman’s Cove wharf area. These questions read as follows:

6. The Municipal Planning Strategy designates a portion of the waterfront in the study area as a special area. This special area designation includes the waterfront fishing area or Government Wharf and McCormack’s Beach area. How important do you feel these two special areas are to the study area and to the community of Eastern Passage?

7. What do you feel should be done with either or both of these areas? Please explain.

The following responses were received from the two questions:

Question 6 asked for the respondents’ feelings towards the importance of these areas. Slightly over 80% of respondents (50 cases) felt that the Government Wharf area was very important while 11.3% (7 cases) said it was somewhat important, totaling almost 92%. For the beach area, 77.4% (48 cases) responded that this area was very important while 12.9% (8 cases) responded somewhat important, totaling 90%.

Question 7 asked what should be done with these areas. For the Government Wharf area, 29% (18 of 62 cases) stated to the effect that it should be cleaned up and maintained, while 14.5% (9 of 62 cases) stated it should be left alone. Other suggestions were commercial shops, boat charters, that noise and odor should be controlled and that the area should be made more safe. Regarding the beach area respondents stated that the area should be: cleaned up and maintained (23 cases or 37%), left alone/as

is (7 cases/ 11.3%), and developed for park/recreation purposes (9 cases/14.5%). Other specific suggestions were for a canteen, change houses, toilet facilities, a boardwalk, picnic sites, visitors centre, trash cans, minor commercial development, increased safety and to stop vehicle access and provide a specific parking area (Sampson, 1992).

Over 90% of survey respondents felt that the two areas in question were an important part of the Eastern Passage community.

3.3 FCWD PROJECT BACKGROUND

3.3.1 PROJECT TIMELINE

In 1993, Mr. Jim Wies, now Executive Director of the Fisherman's Cove Waterfront Development, met with Ron MacDonald, then Member of Parliament for the area. In their meeting, Mr. Wies spoke of his and the community's interest in creating a development along the Government Wharf and beach area. Ron MacDonald's role in the development of FCWD was crucial. He ensured that a strong bid for Federal Government funds was created to support the development. With the consequent assurance that Federal Economic support would be available for the project, Mr. Wies began the initial stages of a plan for Fisherman's Cove.

In May 1994, Mr. Wies financed a study by The Economic Planning Group of Canada, a consulting firm, called, "Proposal for a Conceptual Master Plan for the Wharf Area, Eastern Passage." This preliminary study identified specific locations for

development opportunities, illustrated the ultimate “vision” of the project through a series of sketches, prepared signage designs, suggested preliminary development guidelines, and prepared a capital cost estimate for the project.

Also, in 1994, Public Works and Government Services Canada (PWC) began dredging the sea bottom of silts between 1.5 to 2.5 m below bottom soundings on the wharf’s north side (FCWD inlet and boat docking area). This was done in conjunction with the construction of the peninsula that would provide the land for the FCWD. FCWD is now built on that marine infill, creating 2.4 acres of new land above the high water mark (Sperry, 1995).

At the same time in 1994, The Fisherman’s Cove Waterfront Development Association was formed. Mr. Wies is the Executive Director and he is also a member of the Board of Directors of the FCWD project.

In March 1995, the final report of the Fisherman’s Cove Waterfront Development Plan, Eastern Passage, N.S., prepared by Sperry and Partners Ltd. was completed for the Shearwater Development Corporation, the institution through which Federal funds were allocated for the project. This report proposed that there be: “repairs to existing fishing buildings and wharf structures; the introduction of tourism targeted interpretive and fishing demonstration buildings, compatible with the existing fishing operation; improvements to Quigley’s Corner and environs; and incorporation of existing park developments at McCormack’s Pond and the Marshland Boardwalk. (Sperry, 1995)” The focus of the plan was to maintain and enhance Fisherman’s Cove while integrating

interpretive and demonstration components. The total cost of Phase One of this project was estimated at \$2.5 million (Sperry 1995). Construction of Phase One began in early 1995.

Sperry & Partners Ltd. were the consultants who drafted the final plan for the FCWD project and their plan regards public involvement as an essential part of making the FCWD project a successful, community development. “To foster equity, a series of one-on-one interviews were combined with a public presentation of development issues, tourism related opportunities, and a draft development plan (Sperry, 1995).” Ideas and opinions received from this public involvement process were used to shape the development plan.

3.3.2 LOCATION OF THE FCWD

The FCWD is located only 15 minutes from Downtown Halifax by car and is part of Nova Scotia’s Marine Drive Scenic Travelway. Marine Drive begins in Dartmouth at the junction of Routes 111 and 322. Pleasant Street (or Route 322) brings drivers directly into the heart of Eastern Passage, home of FCWD. Coming from this direction the visitor will pass Imperial Oil Refinery, Shearwater Airport ², Shearwater Aviation Museum, and the Autoport before arriving in Eastern Passage. Highway 322 brings travellers to the junction of Cow Bay Road and Shore Road (Quigley’s corner). FCWD is located, less than one-quarter of a kilometer from Quigley’s corner, just off of Shore Road. FCWD is

also accessible via road from Cole Harbour. Either Caldwell or Bissett Road connect to Eastern Passage. (A map of the FCWD and the Eastern Passage area can be found in Appendix B of the thesis.)

FCWD's location on the fringe of urban Halifax allows Eastern Passage residents quick access to the larger urban center where most of the 45,000 residents are employed (Sperry, 1995). The Circumferential Highway provides an exceptional degree of regional mobility for the community. Giving quick access to the Halifax, Bedford/Sackville, and Burnside areas. The commute to these centers can be done using private automobile, bus, or a combination of bus or automobile and ferry services.

3.3.3 FCWD EXISTING CONDITIONS

The FCWD consists of 14 commercial shops, which employ approximately 165 people during summer months and 75-100 year round jobs. Boondock's Restaurant is the largest employer at the Cove, employing 35-40 people year round. Boondock's served over 50,000 people between June 15th and September 30th, 1997 and is open on a year round basis. The shops and restaurant at the FCWD have a payroll of approximately \$350,000. This includes full-time and part-time staff employed at the various shops and restaurants, and the salaries of Executive Director and administrative assistants in the FCWD office (Wies, 1998). The Cove attracted over 100,000 tourists during the period between April - October 1997 (Jim Wies, 1997).

Hours of operation are: From May 15th until October FCWD is opened 7 days a week, between the hours of 11 A.M. and 9 P.M. From October until January 1st, FCWD is open 7 days a week, between the hours of 11 A.M. and 6 P.M. During the winter months, January 1st until May 15th, it is opened Thursday through Sunday, between 11 A.M. and 6 P.M.

Fisherman's Cove is also the work place of approximately 16 local lobster fisherman. These men operate their boats from the Government Wharf, and can often be seen repairing lobster traps and rigging their boats. Lobster season for the Eastern Shore of Nova Scotia, including the Fisherman's Cove operation, runs from the last Monday in November until the end of May, however most lobster fishermen don't operate between January 1st and March 31st. The lobster fishery is unproductive during this time period due to the cold waters off Nova Scotia's coastline (Eddy, 1998). The tuna fishery is open between July and October. In 1997, during the months of July and August, Fisherman's Cove was home to 60-65 boats equipped for fishing tuna, which came from all across Atlantic Canada. The fishermen aboard the tuna fishing boats relied on the shops and services at FCWD and in Eastern Passage to meet their basic needs. This included food and lodging. Many of the fishermen lodged with local fishermen or if their boats were large enough, they resided on board their vessels.

The following is a list of structures, commercial businesses, and facilities that exist today at FCWD. fig.3.1.

MUSEUMS

- Fire Museum

- Fisherman's Cove Interpretive Centre

RESTAURANTS

- The Crick Diner
- Boondocks Restaurant
- Tea By the Sea
- The Ice Cream Hut

ARTISTS & CRAFTS

- Fisher's Of Men
- Cranberry Cottage Gifts
- The Cove Gallery
- Boardwalk Crafts
- My Five Sons
- Breakwater Craft's & Gifts

BOOKS & MUSIC SHOPS

- Passages Book Shoppe
- By The CD

CHARTERS, TOURS, TRANSPORTATION

- McNab's Island Ferry
- A&M Sea Charters

INFORMATION/SERVICES

- Tourist Bureau
- Eastern Passage RCMP

OTHER RETAIL BOUTIQUES

- Seaside Casual Wear
- Mary's Odds and Ends
- The Fish Basket
- Wayne's World Lobster

OTHER FACILITIES INCLUDE:

- Washrooms/Change House
- Boardwalks
- Boat Launch
- Parking Facilities for cars

Fisherman's Cove also provides an area for festivals and events that bring the community together. During the summer of 1997, many festivals took place at Fisherman's Cove including: Natal Day Festivities, Acadian Festival, Sharkarama fishing contest, Customer Appreciation Concert, and Canada Day Celebrations. For the Christmas season of 1997, the following activities took place during the holiday season at Fisherman's Cove: Festival of Lights; Santa Claus is Coming; a reading of "The House of Wooden Santas"; Bonfire, Caroling and Hot Chocolate and Santa Returns. Though some of these activities were designed partially to bring tourists into the area, others were designed specifically for the community. Residents report that the community needed a central location that could host all of the festivals and events held in the community. One resident stated that, "The Cove is the perfect spot to hold community activities and events. You can't beat it's views of the ocean and Lawlor's Island and it is central for everyone living in the Passage."

<u>Event</u>	<u>Attendance (# of People)</u>
• Canada Day Celebration (July 1 st)	5000-7000
• "Sharkarama" Fishing Derby (July 24 th – 26 th)	12,000-14,000
• Customer Appreciation Day (September)	2000

These events are scheduled again during the 1998 season, as well as several new events, including: Walkathon for the Heart and Stroke Foundation; The Heal and Wheel

Event for the Crones and Colitis Association; a Halloween Festival and a Winterfest Festival.

During the 1997 season, over 50 motorcoach tour buses visited the FCWD. Each motorcoach brought between 40-45 people to the development.

A three room Bed and Breakfast is scheduled to open in May 1998, located along Shore Road in Eastern Passage, less than a 5 minute drive from Fisherman's Cove. Two other homes in Eastern Passage are currently being converted into B&B's and are expected to open the following season.

One kayak outfitting and touring company operated from FCWD during 1997, offering sea kayaking tours around McNab's, Lawlor's and Devil's Islands. A second, sea kayaking touring company is expected to open at the FCWD for the 1998 season.

The three islands can also be accessed using, "McNab's Island Ferry, Harbour Island Nature Tours." This company offers year round trips to the islands from the wharf at Fisherman's Cove. Return prices are \$5.00 for children and \$7.00 for adults. Currently, "McNab's Island Ferry" company offers visitors with several day trip packages which include many different activities including: hiking, biking, history and nature tours, bird and marine mammal observation tours, family/group/club/company picnics and parties, educational school field trips or customized island hopping tours. Mike Tilly (a.k.a Captain Red Beard) owner of "McNab's Island Ferry" stated that in 1996 he transported 932 people to the three islands. In 1997, after the opening of the

FCWD, he transported 1880 people to the islands. Mr. Tilley expects that his 1997 transportation figure will increase by 50-100% in the 1998 season (Tilley, 1998).

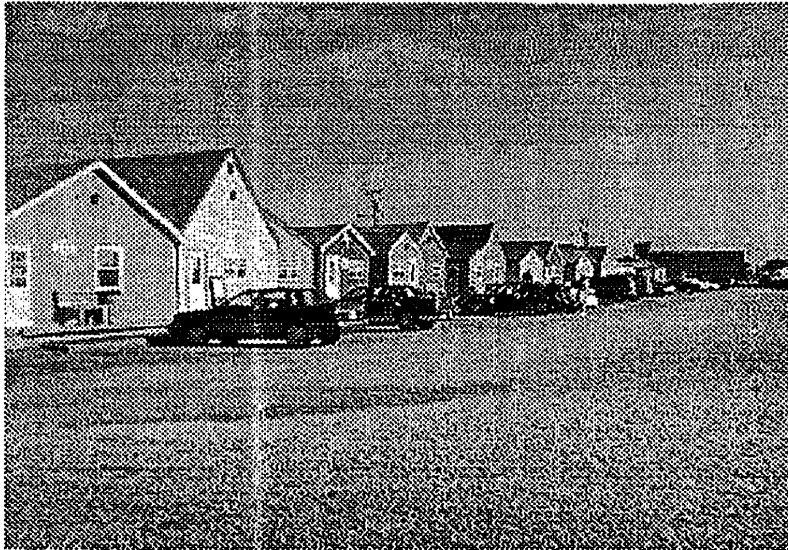


Fig.3.1. Shops at FCWD 1997

3.3.4 ZONING

FCWD area was zoned Marine Resource, to protect and ensure the viability of fishing activity within the cove (Sperry, 1995).

Permitted uses were:

- Boat and equipment manufacturing
- Fish houses/sheds
- Fish processing not involving reduction
- Variety and food stores
- Fish/shellfish wholesale and retail
- Wholesale/retail supplies to the fishing industry
- Single unit dwellings

All development must comply with the permitted uses or request a rezoning to permit an alternative use. Many of the facilities now at FCWD were not permitted under the Marine Resource zone and were therefore granted the designation of Special Area to accommodate the new tourism related facilities at FCWD. The Special Area designation can be applied to areas of Eastern Passage which are environmentally and historically significant and which should be protected from indiscriminate development (Eastern Passage/Cow bay MPS, October, 1992). However, this designation was only a temporary measure to allow for the operation of the new tourism related facilities at the FCWD.

A public hearing to consider approving changes to the Land Use By-Law for Eastern Passage/Cow Bay was held, by Halifax Regional Council, on April 28, 1998. The Halifax Regional Municipality (HRM) planning staff report, in regards to the proposed By-Law changes, states.

The fishing industry still holds a strong presence in Eastern Passage, a factor that recently attracted a tourism development called Fisherman's Cove. Located on the waterfront, Fisherman's Cove replicates the flavour and character of a working fishing village, and has spurred the local tourist industry. Although the existing designation of Special Area has been granted, the types and uses permitted within the applied MR-2 (Fishing Industry) Zone should be considered for all waterfront lands within the commercial zone. As such, the community commercial designation and the C-2 Zone should be applied to this portion of the special area designation. The permitted uses for the C-2 Zone should be expanded to include both new tourist related activities and marine related uses.(McInroy, 1998)

These proposed changes were adopted, at the April 28th, 1998 HRM Council meeting, and the FCWD area was rezoned to C-2 (General Business Zone).

The closure of the Ultramar Refinery, the downsizing of the Shearwater Airforce Base, the increase in residential development, and the construction of the FCWD have required the Eastern Passage/Cow Bay residents to develop a new planning strategy for their area. This will ensure that future growth in the area is planned and controlled, allowing the community to maintain its village-like character.

The proposed new "Community Commercial" land use designation, proposed new "Mixed Use Comprehensive Development District" for the Ultramar lands, proposed new C-2 (General Business) Zone, proposed new MUCDD Zone, proposed new

Generalized Future Land Use Map, and the proposed new Zoning Map are in Appendix “C”.

The community’s commercial centre had traditionally been focused around the Quigley’s Corner area. There is a strong desire by residents and business owners to maintain the traditional character of this area.

The following is an excerpt from the HRM Planning Departments staff report, concerning the community’s commercial centre. The report’s recommendations result in part from a series of public meetings, which were held in the community on August 13 and 28, September 11, October 9 and November 24, 1997. As well, there was an additional Planning Advisory Committee meeting held on February 11, 1998, which also offered a public input opportunity. The report states in part:

In Eastern Passage, there is a desire to maintain the traditional character that exists in the community’s commercial centre, commonly known as Quigley’s Corner. This commercial centre is reminiscent of many small coastal villages, developing from its strong ties with the fishing industry, then expanding along the waterfront to offer basic banking, postal, medical, gas, and grocery services. The scale and scope of the commercial core was small and compact, responding to the pedestrian-oriented nature of the village. Since then, the commercial designation has been applied to approximately 122 acres, and a mix of commercial, residential and community uses has emerged. Although the extent of the commercially designated land is large, there is the desire to maintain small scale commercial development, as well as the traditional architecture for the area.

In addition, there are new pressures being placed on the commercial area. Recently, there has been an increase in the population base in Eastern Passage and Cow Bay. As a result, there are desires to broaden both the commercial uses and store sizes permitted within the C-2 (General Business) Zone. This will encourage a scale of development desired by the community, and will restrict larger scale commercial activities from the C-2 Zone. Streetscape elements such as setbacks, scale

of buildings, parking, signage, landscaping, and architectural features are required to complement the traditional character of this community. To accommodate the larger scale commercial developments to service Eastern Passage/Cow Bay, the community has suggested that such activities be located on either the Ultramar or Shearwater lands should they become available. (McInroy, 1998)

(Note: Much of the lands zoned C-2 (see Zoning map/Appendix “C”) on Shore road are currently residential property uses. HRM planning staff recommended that these properties be re-designated as residential. However there was considerable objection to this movement by the property owners. Property owners felt that the C-2 zoning increased their property values and for this reason the movement to re-designate the properties was rejected. The extensive C-2 zone is misrepresentative of the actual land uses currently found along Shore road and should be noted when interpreting the zoning map for the area.)

3.3.5 PHYSICAL INFRASTRUCTURE & SERVICES

Fisherman’s Cove water, power, communications and sanitary sewer services are provided respectively by Halifax Regional Water Commission, Nova Scotia Power Corporation, Maritime Tel and Tel, and Eastern Passage Water Pollution Control Plant.

Eastern Passage is serviced by: a Volunteer Fire Department, ambulance service comes from Dartmouth Ambulance, a Canada Post Rural Office, and Metro Transit bus service operates from 6:00am until 12:00am and services all of Highway 322 and Cow Bay Road, from Quigley’s Corner to the intersection of Cow Bay Road and Caldwell

Road. There is regular public transit service between Eastern Passage and Metro Halifax.

3.3.6 FCWD ECONOMICS

Approximately \$2.2 million was needed in capital costs before the construction of FCWD could begin. The funding came from many sources including: Atlantic Canada Opportunities Agency (ACOA), Human Resources Development Canada (HRDC), and Shearwater Development Corporation, which was the institutional organization through which Federal money was dispersed. Then (1994) Federal Fisheries Minister, Brian Tobin, allocated money from the TAGS program for the finger wharf additions and refit of existing fishing buildings along Government Wharf.

However, most of the funding for FCWD came from Human Resources Development Canada (HRDC). The HRDC mission is: “To assist all Canadians in their efforts to live contributing and rewarding lives; and to promote a fair and safe workplace, a competitive labour market with equitable access to work, and a strong learning culture (HRDC, 1998).

HRDC personnel worked closely with other levels of government and partners to reach shared goals and provided much of the human resources required to construct and initially operate FCWD. The HRDC assisted FCWD by funding a Special Events Co-

ordinator, Marketing Co-ordinator, carpenters and labourers. The HRDC worked in co-operation with the FCWD Association for a number of reasons:

The community of Eastern Passage was more ready to accept a community economic development opportunity than many other small communities may have been. Through the necessity of attempting to find ways to deal with their loss of jobs at the oil refinery, the Air Force base and the fishery, community members have already been working together. Being a Total Quality Community, Eastern Passage already had a volunteer Board of Director's in place. The Board was working with various government departments at all levels to try and find ways to re-vitalize its economic growth while maintaining its distinct personality. When presented with the prospect of developing a co-ordinated development plan, they were enthusiastic and knowledgeable (Jeffery, E. 1997).

Elaine Jeffery, CED program Co-ordinator for HRDC, wrote the following in a field report titled, "The Human Resource Development Aspect of The Fisherman's Cove Project," in 1997:

Knowledge and understanding help to pull a community together. The more people who become involved in a community economic development initiative, the more successful the initiative will become. Through sharing the responsibility with the volunteer Board of Director's, the paid staff at the Cove, the entrepreneurs in the Cove and professionals from other departments, the Fisherman's Cove project has developed a significant new employment base and has the potential for long-term economic development and sustainability (Jeffery, E. 1997).

These funding sources covered the construction phase of the project, however new sources of revenue were required for advertising, maintenance and the operations costs of FCWD. These expenses are currently paid from the shop leases at FCWD. The revenue

from this source is also used to pay for an Executive Director of the FCWD and two administrative assistants in the FCWD office.

The following is a list of projected costs associated with the FCWD project, as estimated by Sperry and Partners Ltd. in their plan for FCWD. The actual total cost was \$2.2 million (Wies, 1998).

Capital Costs

Phase 1 (FCWD)

• <i>Entrance Road Upgrade:</i>	
Materials- asphalt/granular	\$ 5,000
• <i>Fishing Shed and Wharf Improvements:</i>	
All Fish Sheds	87,400
Wharf Structures	55,700
• <i>Cul-de-sac and Boat Launch:</i>	
Cul-de-sac - asphalt and curbing	10,000
Boat Launch - concrete extension	6,000
• <i>Interpretation and Demonstration Centres:</i>	
Fish Bait Preparation & Demonstration Shed (Complete with two freezers)	45,800
New Fishing & Demonstration Sheds	43,200
Interpretive Centre	68,000
Exhibit Centre	280,500
• Entrance Signage	13,300
• Signage Kiosks	22,400
• Cove Lookoff	12,400
• Paving Stone/Extension - Marsh to interpretive Centre	15,500
• Boardwalk - Marsh to Interpretive Centre and on South shore line to Exhibit Centre.	34,400
• Children's Playground	6,500
• Site landscape development	49,700
• Floating Dock	52,900
• Lighting	40,000
Materials Costs (40%)	\$ 849,200
Labour Costs (60%)	1,273,800
Contingency	212,300
Design, Inspection, and Expenses (10%)	212,300
APPROX. DEVELOPMENT COSTS	\$ 2.5 million

Phase 2 (FCWD)

• On Street Parking - Shore Road	\$ 12,500
• Interlocking pavers - Shore Road/ Quigley's Corner	24,500
• Interlocking pavers - Restaurant Quay	2,500
• New Wharf on Shore Road	9,800
• Boardwalk - Restaurant Quay	10,200
• Boardwalk - selected sites on Shore Road	13,400
• Pedestrian Lighting	50,000
• Street Tree Planting - Trees	16,000
• Asphalt Sidewalk Upgrades	7,300
• Lawlor's Island:	
• Floating Dock	10,000
• Nature Trail	5,000
• Interpretive Signage	5,000
• Marsh Boardwalk:	
• Exhibit Shelter/Restrooms	10,000
• Interpretive Signage	5,000
• Archaeological Research	<u>5,000</u>
Materials Cost (40%)	\$ 186,200
Labour Costs (60%)	279,300
Contingency (10%)	46,500
Design, Inspection, and Expenses (10%)	<u>46,500</u>
APPROX. DEVELOPMENT COSTS	\$ 550,000

source: (Sperry 1995)

3.4 DEVELOPMENT ISSUES AND OPPORTUNITIES

The following is a list of development issues and opportunities regarding the FCWD. The development issues discussed below, regarding FCWD, were brought forward at a number of public consultations. (Note: The development opportunities listed below are solely the opinions of the author.)

ISSUES:

- (1) The intersection at Shore road and FCWD entrance is not a true 90 degree intersection, which is required under present by-law regulations for safety reasons, making it difficult for large trucks to negotiate entering and exiting the development. Truck traffic is frequent at FCWD due to the fish processing plant and the large restaurant in the development (Sperry, 1995).
- (2) Of the 29 residents of Eastern Passage that were interviewed by the author, 16 residents stated, in effect, that the reasons they chose to live in Eastern Passage were it's lack of crowds, it's small town, semi-rural feeling, it's affordable housing, and the proximity to the city that the area provided. The creation of Fisherman's Cove has brought more people to the area which is of concern to the four long- time residents interviewed by the author of the community. This is most noticeable in the summer months and particularly on the week-ends and in the evenings. The influx of visitors to the area creates traffic and parking complications and some residents are concerned that it may impact the quality of life, enjoyed in the community.
- (3) The public boat launch has attracted private boaters to the wharf area at Fisherman's Cove. However, insufficient parking near the public boat launch leads to conflict with the parking needs of the local fishermen and pleasure craft users (Sperry, 1995).
- (4) Signage approaching Eastern Passage and FCWD is limited, making it difficult

for visitors to find FCWD. This is particularly a problem for those approaching the development from the Cole Harbour Road entrance to Eastern Passage, where signage is non-existent. Signage along Route 322 approaching Eastern Passage is satisfactory.



(5) Other concerns, expressed by residents relating to the FCWD include: pedestrian safety within the Quigley's Corner commercial zone, traffic flows along Main, Cow Bay and Shore Roads, and the lack of parking within the commercial zone (McInroy, 1998).

OPPORTUNITIES:

(1) McNabs, Lawlor and Devils Islands possess many tourism possibilities. However the ownership issues regarding the three islands remains unresolved. Currently the 33 acre Devils Island is controlled mainly by private interests. Thirty acres is privately owned by Bill Mont, while the remaining 3 acres, that the lighthouse is built on, is owned by the Canadian Coast Guard. McNabs Island is 975 acres and it's ownership is divided among provincial, federal and private interests. It is split 63% provincial, 36% federal and 1% private interests (Meltzer, 1996). FCWD Association, Friends of McNabs Island, and provincial interests have been lobbying to get jurisdiction of the islands under one authority. That being the Nova Scotia Department of Natural Resources. Fig3.2.

Give and Take: The Changing Shoreline

- Barrie Beach gravel hauled away as construction material, early 1900s, allowing sand to erode slowly away
- Crick dredged for fishing boats
- Silver Sands Beach sand removed as construction material, 1950s
- Sand bar forms behind submarine gate on both sides of the Eastern Passage, World War II; now site of boardwalk
- Fill added to outer shore of the Crick for Fisherman's Cove site, 1990s

 added
 taken away

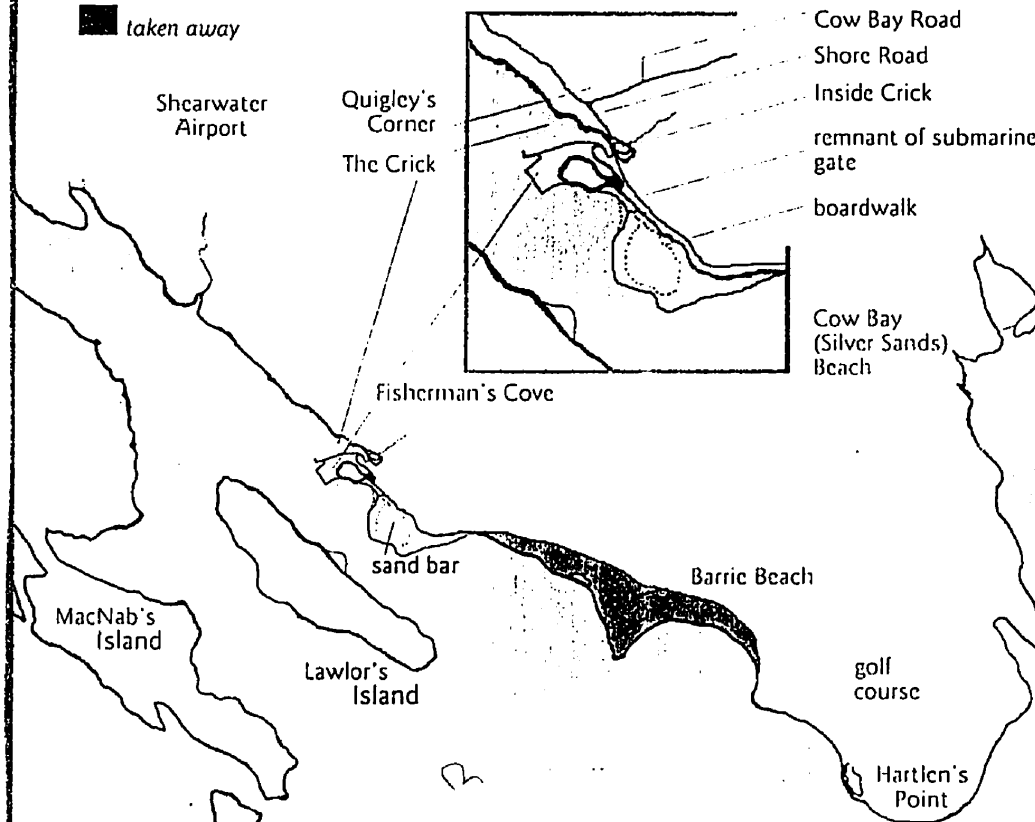


FIG.3.2. McNabs, Lawlors Islands and the shoreline around the FCWD

In April 1995 the Minister of Natural Resources announced the Province's intent to initiate a public consultation process leading to the development and management of

McNabs and Lawlor Islands as a provincial park. Six public meetings were held over 3 days: 2 days at the Eastern Passage-Cow Bay Volunteer Fire Department in Eastern Passage; 2 days at the Holiday Inn in downtown Dartmouth; and 2 days at the World Trade and Convention Centre in downtown Halifax. The results of the public hearings were that the primary management objective for McNabs and Lawlor Islands should focus on the preservation and rehabilitation of the natural and historic heritage of the islands, followed by the development of interpretation and education opportunities, and finally the provision of recreational opportunities (Meltzer, 1996).

Forty-five presentations were put forth during the public hearing process. The following quotes have been taken from several of the presentations during the public hearing process regarding the relationship between the islands and Eastern Passage.

- Residents of Eastern Passage have long felt that tourism and tourism-related businesses should be developed in Eastern Passage-Cow Bay and McNabs/Lawlor islands area.
- Lawlor and McNabs islands provide a unique opportunity for eco-tourism development in our area. The islands have a long history in the Eastern Passage area – some of the original families lived on the islands until fairly recently.
- Private entrepreneurs, under the guidance and direction of Parks Canada, should be allowed to develop tourism related business – business which could create employment displaced by a downsized fishery, closure of Ultramar and the downsizing of CFB Shearwater.

- FWCD already has an interpretive centre which is used to educate visitors about the history and culture of Eastern Passage and also McNabs and Lawlor islands.
- McNabs and Lawlor islands are scenic natural landscapes at the doorstep of Eastern Passage.
- The islands have a long associated history with Eastern Passage.
- The islands have a significant role in further developing the Eastern Passage area and assisting in job creation strategies for the beleaguered fishery.
- Ferry service to McNabs and Lawlor island will provide adequate opportunity to visit each island from various points of departure of which we believe Eastern Passage is well developed.
- Lawlor Island contains a natural meadow facing Eastern Passage which many individuals see as opportune for camping facilities.
- The Cove has spectacular views to neighbouring Lawlor Island, the open sea, and the metro skyline. These water views and relationships are exceptional assets.

Source: (Meltzer, 1996).

The following quote is taken from the Eastern Passage/Cow Bay Municipal Planning Strategy (Oct. 92):

While the ultimate design of the parks remain unresolved, the Province has supported the construction of a small restaurant by a tour operator providing commercial ferry service to McNab's Island. This business is exemplary of commercial activities which could benefit from the development of recreational uses, provide services to tourists or otherwise complement government initiatives to attract people to the Island. Craft and souvenir shops, "lobster suppers" and quest homes are among those

small businesses which could be accommodated in existing buildings or in new buildings constructed for permanent or seasonal purposes.
(Eastern Passage/Cow Bay MPS, October, 1992)

(2) FCWD is now advertised in the NOVA SCOTIA TRAVEL GUIDE, The Nova Scotia government's Doer's and Dreamer's Complete Guide 1997-1998, which is the most comprehensive visitors guide to Nova Scotia. FCWD is promoted as a tourist destination for visitors to the Halifax Metro area.

(3) Tourism Insights, November 1997, reports: "A Nova Scotia first: One million road visitors between May and October 1997." Metro Halifax recorded 898,000 room sales from January to October 1997. Accommodation activity is a key indicator used to measure tourism activity in Nova Scotia (Nova Scotia Economic Development and Tourism, 1997).

Metro Halifax has a population of approximately 330,000 people and is the target market for FCWD. This, together with over one million road visitors to Nova Scotia in 1997, provides FCWD with a large population base from which to draw visitors.

(4) As a tourist destination which targets visitors and residents of Metro Halifax, FCWD is complemented by two other heritage-based tourism destinations as day trip choices for metro visitors. Citadel Hill, and Peggy's Cove. Citadel Hill attracted 155,000 paying visitors, while Peggy's Cove attracted 650,000 visitors during 1997 (Tourism Nova Scotia, 1998).

The village at Peggy's Cove is owned by private landowners, who are also residents in the village. The lands around the village are owned by the Provincial Government and are controlled under the Provincial land use regulations to restrict development within sight of the Peggy's Cove area. The intent is to preserve the area's integrity as an unspoiled tourist destination. Citadel Hill National Historic Park, is Federally owned and operated by Parks Canada.

3.5 STAKEHOLDERS OPINIONS OF THE FCWD

These interviews provide a means of evaluating the FCWD. They reveal stakeholders opinions regarding the function and effectiveness of FCWD as part of the Eastern Passage community.

BUSINESS OWNERS

The author interviewed 14 business owners, who ran businesses in Eastern Passage prior to the opening of FCWD. These businesses are not part of the FCWD. These 14 business owners were asked the following questions:

- (1) Have your business revenues improved, decreased, or stayed the same since the opening of the FCWD?
- (2) If revenues have increased, do you attribute this to the increased number of visitor's that the FCWD has attracted to the area?

85.7% (12 cases) of the business owners reported that business revenues had improved since the opening of the FCWD. These interviewees stated that the increases in the businesses revenues were most apparent between June and September. All of these interviewees attributed the increase in revenues, at least in part, to the development of the FCWD. Four of the 12 business owners stated that other factors may have also led to an increase in their businesses revenues. Other factors mentioned were: an increase in the population of the area, and increased advertising efforts by these business owners may also have contributed to the increase in revenues since the opening of the FCWD.

Wayne Eddy is a local fishermen and owner of Wayne's World Lobster, which is a retail seafood outlet. Mr. Eddy stated that since the opening of FCWD his retail business has improved. "The Cove attracts visitors from the metro area, which brings more traffic into my store. My market has expanded from the local community to include the larger surrounding city," said Mr. Eddy. He also stated that, since the opening of FCWD, many people travel from the larger metropolitan area to Fisherman's Cove to buy his lobster.

14.3% (2 cases) of the business owners interviewed stated that their business was unaffected since the opening of the FCWD.

The author interviewed the business owners of the 13 shops that currently operate out of the FCWD. These owners were asked the following questions:

- (1) Were business revenues during your first season of operation what you anticipated they would be?

69.2% (9 cases) of the shop owners stated, in effect, that revenues, for their first season of operation, were about what they had expected or slightly better than what they had anticipated. 30.8% (4 cases) of the shop owners stated that revenues were significantly more they had anticipated. All businesses stated that business revenues were significantly greater during summer months than off-season months, which was expected due to the seasonal basis of tourism destinations in Nova Scotia.

- (2) Are your customers mainly local residents (Eastern Passage residents) or visitors from outside the community (tourists)? (Note: the shop owners determined this figure by estimating the number of repeat daily/weekly customers)

61.5% (8 cases) of the FCWD shop owners felt most of their business came from local residents.

38.5% (5 cases) of the FCWD shop owners felt most of their business came from tourists visiting the Cove.

RESIDENTS

The author interviewed 29 Eastern Passage residents. Twenty five of the residents stated that they had lived in Eastern Passage less than 10 years. The remaining four of

interviewees stated they had lived in the community for more than 20 years. Each resident was asked the following questions:

- (1) In your opinion, has the FCWD been successful in rejuvenating the community centre/focal point?

93.1% (27 cases) of Eastern Passage residents interviewed agreed that the FCWD is the focal point of the community. Other comments by this group of residents were, in effect, that FCWD had created facilities that were needed within the community; the development provided a place to hold festivals and events in the community; it helped to make the community more aesthetically attractive; and that it might help attract more businesses to the area.

6.89% (2 cases) of Eastern Passage residents interviewed felt that the FCWD was not the community focal point. Both of these interviewees stated, in effect, that Quigley's Corner was the focal point of the community and that Fisherman's Cove, in their opinion, did not enhance this area as the community focal point.

- (2) What facilities do you use most at Fisherman's Cove? (This includes the boardwalk, shops, services, and restaurant at FCWD.)

The 29 residents interviewed stated that they frequented the following facilities most often: the boardwalk, Boondock's Restaurant, The Crick Diner, and The Ice Cream Hut, in respective order.

Other comments from local residents interviewed were: the FCWD has provided the community with much needed retail facilities; the community was large enough to support the additional retail shops and services at FCWD; the community had needed a seafood restaurant for some time. Boondock's Restaurant, which opened during the summer of 1997, is a place that residents feel will be used frequently by the community.

One of the local resident's, interviewed, said the following regarding what the Marshland boardwalk, at FCWD, has provided in the community. The resident who had just acquired a puppy stated that she walked her puppy at the boardwalk almost every day. Many people stopped her and began to talk to her about her puppy and as the puppy grew, the regular walkers would stop and talk to her about the dog and eventually about other issues. Soon these walks with her dog were now also an opportunity to see and talk to people in her community. This resident stated, "The boardwalk is a place that really brings local residents together. It gives people a place to meet and interact. Without it people wouldn't have the same opportunity to meet, every community should have one."

(3) FCWD attracted over 100,000 visitors in its first season of operation (1997). Are you (a) in support of (b) indifferent to (c) opposed to the increased number of people arriving in the community during the summer months?

Of the 29 local residents interviewed, 72.4% (21 cases) of local residents interviewed were in support of the influx of visitors. 17.2% (5 cases) were indifferent to the increased number of people visiting the FCWD, and 10.3% (3 cases) of local residents

interviewed were opposed to the increased number of people that the FCWD was attracting to the community.

The majority of local residents interviewed seem to welcome the increased number of people that the tourist development has attracted to the community. Those opposed to the influx of people that the Cove was attracting to the area stated, in effect, that they felt that large numbers of people would change the semi-rural character of the community. The 10.3% (3 cases) of local residents interviewed that were opposed to the influx of visitors to the community were residents of Eastern Passage for more than 25 years. Of the 29 local residents interviewed four residents were long-term residents, residents for more than 20 years. Those opposed to the influx of visitors represent 3 of the 4 long-term residents interviewed. Although they have seen many new subdivisions being developed and the population of the area increase significantly over the past 25 years, these residents felt that more visitors to the community would impact on their “rural” lifestyles.

(4) How do you feel about the existing facilities at FCWD in terms of the following factors:

V.S. = very satisfied

S = satisfied

N = Neutral

D.S. = dissatisfied

V.D. = very dissatisfied

V.S. S N D.S. V.D.

• Availability and Location of Parking Areas	5	21	0	3	0
• Appearance and Size of Buildings	19	6	1	3	0
• Access to and From stores and buildings	4	19	3	3	0
• Size and nature of Commercial signs	5	20	4	0	0
• Landscaping & Site design	12	15	1	1	0
• Traffic Volume (Congestion)	2	17	1	6	3
• Pedestrian safety (crosswalks) (sidewalks)	10	13	2	4	0

89.7% of respondents were satisfied or very satisfied with the availability and location of parking areas at FCWD.

86.2% of respondents were satisfied or very satisfied with the appearance and size of buildings at FCWD.

79.3% of respondents were satisfied or very satisfied with the access to and from the stores and buildings at FCWD.

86.2% of respondents were satisfied or very satisfied with the size and nature of commercial signs at FCWD.

93.1% of respondents were satisfied or very satisfied with the landscaping and site design of FCWD.

65.5% of respondents were satisfied or very satisfied with the traffic volume (congestion) associated with FCWD. This is the only instance where the number of dissatisfied and very dissatisfied respondents was greater than the number of very satisfied respondents. 31.0 % of respondents were dissatisfied or very dissatisfied with the traffic volume (congestion) associated with FCWD. Four of the 29 local residents interviewed were long-term residents. All four of these residents were either dissatisfied or very dissatisfied with the traffic volume (congestion) associated with the FCWD.

79.3% of respondents were satisfied or very satisfied with the pedestrian safety features (crosswalks/sidewalks) at FCWD.

The author spoke with 19 people living, outside of Eastern Passage, in the surrounding Halifax Regional Municipality metropolitan area, to gain their perceptions of the FCWD. This group of interviewees were asked the following question:

(1) What aspect(s) of the FCWD attracted you to the area? (a) Recreational = boardwalk, sea-doo rentals, boating, bird watching, sightseeing etc... (b) Social = festival/events, dining, picnics, watch the local fishermen etc... (c) Educational/Historical = museum, interpretive centre, tourist information centre (d) Retail = shopping-gifts & souvenirs, fish markets etc...

52.6% (10 cases) of the people interviewed stated that they were attracted to the Cove for social opportunities. 26.3% (5 cases) were attracted for the retail opportunities that the FCWD offered. 15.8% (3 cases) were attracted to the FCWD for the various recreational opportunities the location offered. And 5.3% (1 case) of the 19 people interviewed stated that they visited the Cove for Educational/Historical purposes.

A sample survey entitled, "Fisherman's Cove Waterfront Development Visitor Survey" can be found in Appendix "A" of the thesis.

The majority of residents from outside of the community were attracted to the Cove primarily for social purposes and then secondly, for retail purposes. While Eastern passage residents were most interested in the recreational facilities, followed by the social opportunities that the Cove offered. In comparing local residents with residents from outside of Eastern Passage, in the surrounding metropolitan area, it appears both groups are attracted to the Cove for social purposes. However, the recreational opportunities that the cove offers appears to be most popular with local residents. The author noted that many local residents interviewed stated that they use the boardwalk on a daily or weekly basis. Those people living outside of the community in the surrounding metropolitan areas are perhaps more likely to choose daily or weekly recreational opportunities closer to home. The retail element of FCWD primarily focuses on low frequency-of-purchase items. Meaning that consumers demand the various goods at FCWD less frequently than a retail center offering high frequency-of-purchase items, such as grocery stores, convenience stores or other retail outlets that people frequent to purchase daily or weekly

items. Retail centers that offer low frequency-of-purchase items, such as the shops at FCWD, need a larger trade area to be successful. Thus more than local residents are required to maintain these types of retail centers. (Note: the restaurant and dining facilities at FCWD are included in the social category).

FISHERMEN

The approximately 16 lobster fishermen located at FCWD, have seen the “crick” area transformed from a relatively small, quiet area focused primarily on fishing and fish processing into a larger, busier centre that blends the working fishing industry with tourism related activities.

The author spoke with five people regarding the views of the 16 local fishermen pertaining to the FCWD. These people were asked the following questions:

- (1) Were the local fishermen in support of or opposed to the FCWD?

Half of the 16 local fishermen were in support of the FCWD, while the other half of the fishermen felt that the new development had changed the traditional fishing heritage of the area and were against changes to the “crick” that the development proposed. Those against the changes brought by the development gave the following reason: Fishing sheds at the “crick” were not only used to repair lobster traps and provide shelter for the working fishermen, but were also used as part-time residences by the

fishermen. On mornings when the fishermen would leave early to go to sea to place their traps, the men would sleep in their fishing sheds the previous night. “The men would gather in the sheds, to exchange tales and socialize over a couple of drinks before turning in for the night,” said a local fishermen. “Sleeping overnight is no longer possible with new zoning regulations applied to the area,” said one fisherman. The new development does not permit any building in the FCWD area to be used as a place of residence.

The new development greatly changed the lifestyle of the local fishermen and while some fishermen saw the new FCWD as bringing increased opportunities to the area, half of the local fishermen view the FCWD as the reason for their lifestyle change. Several fishermen have opened new businesses at the FCWD location to help offset loss of revenues from the closure of the Atlantic Ground Fishery. Wayne Eddy has opened Wayne’s World Lobster, a retail lobster outlet. Another fishermen and his wife are owners and operators of Seaside Casual Wear, a gift shop and the Eastern Passage B&B.

ALL STAKEHOLDERS

The author asked the following questions of the following groups: (i) the 13 business owners of the FCWD shops, (ii) the other 14 business owners who ran businesses in Eastern Passage before the opening of the FCWD, (iii) 29 Eastern Passage residents, and (iv) 19 people living outside of the Eastern Passage community. 75 respondents in total answered the following questions.

(1) Do you feel that the FCWD has strengthened the commercial presence in the Quigley's Corner area?

81.3% (61 cases) of the interviewees stated, in effect, that the FCWD has created a stronger commercial core around Quigley's Corner.

18.7% (14 cases) of the interviewees stated, in effect, that the FCWD had not strengthened the commercial presence in the Quigley's Corner area. These interviewees felt that the FCWD was quite separate from the other businesses around Quigley's Corner. The tourist-related businesses at the FCWD had little in common with most of the other businesses around the Quigley's Corner area.

(2) Do you feel that it has been successfully integrated with the existing commercial developments? IE: Does the scope, scale and architectural style of the development compliment the existing structures surrounding the development?

86.7% (65 cases) of the interviewees stated, in effect, that the FCWD was compatible and complementary with the other businesses around Quigley's Corner.

13.3% (10 cases) of the interviewees stated, in effect, that the FCWD was not integrated with the existing businesses around Quigley's Corner. Comments from this group of interviewees included: The FCWD should be integrated with the rest of the businesses around Quigley's Corner, by expanding the boardwalk and sidewalks to connect the entire commercial centre. These interviewees also felt that the architectural

style of the FCWD was not a truly authentic representation of the character exhibited by the existing structures at the Cove and around Quigley's Corner.

Other comments from interviewees were: "The design of the new shops at Fisherman's Cove makes them look like the existing fishing sheds. This design helps blend the fishing area of the community in with the surrounding businesses." Another interviewee said, "Fisherman's Cove is keeping commercial development in the Quigley's Corner area, where it has always been, and this is preventing commercial development from spreading to other areas of the community." Interviewees also stated that Quigley's Corner was the best location for all the shops and services to be located in the community because most residents drive past the area commuting to work each day.

Interviewees felt that the new retail facilities at the Cove integrated the fishing industry with the commercial centre around Quigley's Corner. One interviewee said, "Fisherman's Cove enhances the traditional fishing culture of the village by incorporating the wharf area with Quigley's Corner." (The FCWD is situated between the government wharf area and Quigley's Corner.)

(3) Do you feel that the FCWD is (A) a tourist attraction/destination (B) a community centre/focal point or (C) both a tourist destination and community centre?

53.3% (40 cases) of the respondents interviewed stated that they felt that FCWD was (C) both a tourist destination and community centre. However of these (40 cases)

75% (30 cases) of respondents felt it was more of a community centre/focal point than it was a tourist destination.

33.3% (25 cases) of the respondents interviewed stated that FCWD was (B) a community centre/focal point.

13.3% (10 cases) of the respondents interviewed stated that the felt FCWD was (A) a tourist attraction/destination.

3.6 COST EFFECTIVENESS OF THE FCWD

Capital costs for the construction of FCWD came from all three levels of government and other sources. However, the intention of the funding was to create a development that would become self-sustaining. By developing a strategy of incremental shop rent increases the development intends to generate revenue for maintenance, marketing and administration costs, while giving retailers a period to grow their businesses. Shop owners lease their structures on a yearly basis. The lease agreement allows the shop owner to initially pay a low lease fee (between \$400-800 per month depending on size of structure). This allows shop owners to establish their businesses before shop rents are raised to market prices. Although, shop owners are currently paying small lease fees for their shops, FCWD was almost completely financially self-sustaining in its first year of operation, meaning that it does not require much funding from HRDC for its operating costs (Jeffery, 1998). As shop rents rise over the next few years FCWD

is intended to become completely financially self-sustaining. This means that the maintenance, marketing and administration of the development won't require outside funding sources. Revenue left, after expenses are covered, can be used by FCWD Association to expand the development, hire more employees, or provide new services.

The \$2.2 Million provided by Government has created a development that employs approximately 165 people during summer months and 75-100 full-time people in its first season. This employment figure doesn't take into account the number of short term jobs created in the construction phase of the project.

"Many government programs create short term grant jobs for Nova Scotian's, but what makes the Fisherman's Cove project unique is the number of permanent jobs it created" says, Elaine Jeffery, CED Coordinator of Human Resources Development Canada (Jeffery, 1998).

4.0 TOURISM & COMMUNITY DEVELOPMENT

4.1 INTRODUCTION

4.1.1 COMMUNITY DEVELOPMENT

Community economic development (CED) as defined by Stewart Perry, 1993, is a comprehensive revitalization strategy aimed at improving the entire range of local human and physical resources within a community in such fields as education, leisure, housing, transportation, as well as business and jobs. Hubert Campfens, 1983, defined CED as a group of strategies directed toward economic and social change at the community level. “CED is the purposeful, locality-based attempt of people, either from inside or outside an area, to initiate some action to improve their local economy, associations, services and other attributes within their area (Davies and Herbert, 1993).” Community economic development “is a process designed to enhance the quality of life for local residents through the generation of income and employment opportunities” (Bruce and Whitla, 1993). The CED process creates an environment for individual citizens, government, and local businesses to work together to achieve common goals.

4.1.2 TOURISM: A MEANS OF COMMUNITY DEVELOPMENT

Tourism is one avenue to achieve employment, income generation, and economic stability while providing new uses for older facilities and often providing a focal point for community activity. Increasingly, small communities are seeking to utilize tourism and tourism related efforts to diversify their economies and to replace traditional industries which have become obsolete or have left the community. Communities are using the heritage and culture, represented by their traditional industries, to develop heritage-based tourist destinations. Heritage-based tourism development not only increases the economic base of communities but also provides opportunities for communities to use their knowledge of their traditional industries for new economic and social purposes.

“Unlike many other industries, tourism is a community industry. Community attributes such as the built and natural environments, the attitudes of local residents, the availability of basic amenities and services, access, as well as other community characteristics help contribute to, or detract from, successful tourism development, growth and prosperity” (Dykeman, 1989).

Careful consideration should be given to the way in which communities utilize tourism as a wealth generator. The strengths and opportunities which present themselves in a community should form the basis for a long term plan for tourism and community development. Tourism opportunities must be well planned to balance social and environmental costs with economic benefits. In his book entitled, Rural Tourism

Opportunity Recognition: Insightful Marketing and Development Concepts, Dykeman suggests that this widespread optimism regarding the benefits that tourism may bring should be seriously questioned. However he also points out that there are valid reasons why small communities should explore their tourism development options.

4.1.3 TOURISM: AN EMERGING INDUSTRY IN EASTERN PASSAGE

Tourism is a major industry in Nova Scotia. The Nova Scotia Department of Economic Development and Tourism reported that in 1997: Tourism in Nova Scotia's was an \$875 million industry. "Almost 1,045,000 travelers arrived in 'Canada's Ocean Playground' by motor vehicle, between May 15th and October 31st, 1997". This was a 15% increase in road visits over the same time period in 1996. An 8% increase in room sales were reported in September 1997 over September 1996. Metro Halifax area accounted for over 51% of the provincial room sales during 1997, recording 898,000 room sales (Nova Scotia Economic Development and Tourism, 1997). Tourism is experiencing growth in today's economy and trends suggest that it will continue to show growth in the future. This trend has led many small communities to view tourism as a means to economic growth and stability, including Eastern Passage.

With respect to Fisherman's Cove, rejuvenating the center of the community via a tourist destination has attracted over 100,000 visitors in the first season of operation of the FCWD and visits are expected to increase in coming years (FCWD Association,

1998). Also, businesses which are part of FCWD are profitable and retailers in the surrounding community report increases in business since the opening of FCWD.

This section examines the basic principles of a community development process and its role in creating a long term plan for developing a heritage-based tourism economy in a small community. It also examines the roles and initiatives that several communities have implemented to establish a successful tourism economy within their communities. The first case study, discusses techniques that small communities can employ to promote their tourist destinations. The second case study examines how one community used tourism as a means of economic diversification to create a leading industry in their community and examines the development strategy that achieved this transformation. The last case study examines the role of heritage hospitality facilities as a means of small town development.

4.2 COMMUNITY ECONOMIC DEVELOPMENT

4.2.1 REASONS FOR CED

There are a variety of situations that can trigger a CED effort. They include:

- (1) Participation - CED can develop from the co-operation of several individuals towards a similar goal.
- (2) Reaction against change - CED can develop from a reaction against change. Change

that is perceived by residents as having potential adverse affects in their community. This often begins with residents coming together to rally against such proposed changes.

(3) Modification of conditions - CED based associations can emerge to reverse or mitigate depressed social and economic conditions within their communities.

(4) Missing needs or resources - Community action is initiated by local residents who wish to satisfy some economic or social need in the community that is not currently being met by private enterprise or government.

(5) Opportunity – Community action is initiated by local residents who wish to utilize local resources to promote economic and social growth within the community.

For years the “crick” was the heart of the community, not only as a place where people worked, but also as an area where the community gathered and socialized. In recent years, very few residents have earned their livelihood from fishing. The closure of the ground fishery, in 1993, was responsible for decreasing the number of fishermen from approximately 25 full-time and 25 part-timers to only 16 fishermen. There has been some local employment shrinkage due to the Ultramar Refinery, and the Shearwater Air Force Base closures. And although residents have a fast commute to both the Halifax CBD and the Burnside Industrial Park with a combined workforce of approximately 40,000 people, there are limited employment opportunities within the immediate community. Urban growth has brought new subdivisions to the community of Eastern Passage and most of these residents commute from the community to the nearby greater urban centers to work. In the case of the “crick”, the situation that sparked a CED effort was a partially a result

of the decline of the community center and the need for local employment opportunities, as well as, a desire to rejuvenate the “crick” as the centre of the community.

4.2.2 CED GOAL AND OPERATING PRINCIPLE: INCREASED COMMUNITY SELF RELIANCE

In general, when we talk about development aimed at greater community self-reliance, we are talking about development strategies which include the following elements:

- (1) self-government; that is, control over the development process;
- (2) a planned diversification of activities, based on the assumption that diversification enhances resilience and innovative capacities;
- (3) the development of local resources aimed at maximizing local benefits and the conservation/regeneration of resources;
- (4) maximization of a community’s potential for meeting its own needs;
- (5) self-finance, that is, the generation, to the greatest degree possible of the communities financial requirements from within the community;
- (6) a community education process in which community members not only witness development, but also participate in it and understand it through a continuing interaction of personal involvement and reflection upon that involvement in a group context.

Source: (Campfens, H. 1983)

4.2.3 GUIDING PRINCIPLES

CED guidelines identified by Campfens are as follows:

- (1) there is a belief in and a desire to adopt an integrated approach to development; one which encompasses social, cultural, and economic goals within the same organizations;
- (2) the organization retains a not-for-profit status;
- (3) there is a belief in the capacity of people to manage their own affairs;
- (4) democratic processes are used in internal decision-making, each board member has equal say in all decisions made by the organization;
- (5) the community association controls the development process;
- (6) the development process recognizes and supports a broad definition of work, including paid employment, volunteerism, subsistence activities, and work associated with the “household” or informal economy to meet its goals;
- (7) the organization is capable of securing the necessary financing to cover operating and program development costs;
- (8) community self-reliance is an operating principle and goal;
- (9) there is a belief that community self-reliance can be best achieved by maximizing the use of local resources, especially renewable resources.

Source: (Campfens, H. 1983)

FCWD is based largely on the above guiding principles and relate in the following manner:

Principle (1): refers to an integrated approach to development. The mandate of FCWD Association is: “create jobs within the community, create and maintain the ambiance and

integrity of the development so that it was compatible with existing fishing activities and structures, to repair and upgrade existing fishing and wharf structures, and to create an environment which encouraged entrepreneurial opportunities” (Wies, 1998). Principle (2): The FCWD Association is a not-for-profit organization. All net revenues are used to maintain, promote, and enhance FCWD. Principles (3, 4, & 5): Board members of FCWD Association operate completely independently of government agencies. The association is made up of many stake-holders based within the community. The board members are recruited volunteers and have an equal vote in issues brought before FCWD Association. At the time FCWD was forming, an advertisement was placed, by Mr. Wies, Executive Director of the FCWD, in the local newspaper asking for volunteers from the community to be Board Members on the FCWD Association.

Members of the FCWD Association are:

Carolyn Scott - Chair FCWD Association, also Chair of Total Quality Community Committee.

Marie Morash - Secretary and Treasurer of FCWD Association, she is also a lifetime resident of the area.

Walter Langille - is a retired business man, owner of Langille’s Esso in Eastern Passage.

Tom Rehberg - is a bar tender at the Buffalo Club in Eastern Passage.

Wayne Eddy - is a local lobster fisherman and owner of Wayne’s World Lobster, located at FCWD.

Hugh McManis - is Chief Executive Officer of Autoport, in Eastern Passage.

Kathy Silver - is a Cow Bay resident and owner of Silco Construction Ltd.

Fred Farrow - is the Business Representative for all shops which are part of the FCWD.

Mr. Farrow is also owner of My Five Sons, a FCWD shop. While he has no voting power and is not part of the FCWD Association, he does bring concerns and comments of shop owners to FCWD Association meetings.

The board members bring with them concerns and opinions from many residents within the community, as most of the Board members are also residents of the community. Principle (6): The restoration of the “crick”, as a “nineteenth century working fishing village”, via the creation of a tourism targeted development is an effective solution in helping to reduce the economic and social problems of the community. Principle (7): FCWD operates under the supervision of a volunteer Board of Directors, and a paid Executive Director and two administration assistants. FCWD also relies on the support of many community volunteers to help accomplish the goals set out by the Board of Directors. FCWD also provides opportunities for local business operators to establish community-based businesses. Principle (8): The revenues from shop rents are used to cover the operating and program development costs, creating a self-reliant development. Principle (9): refers to maximizing the use of local resources in achieving community self-reliance. The FCWD is based on the history and culture of the local area and its Board of Directors is comprised of local residents and business owners.

4.3 TOURISM CASE STUDIES

Several case studies of small communities that have developed successful tourism based economies within their communities are reviewed below. The purpose of this is to identify the principles and strategies that these communities used to successfully develop tourism. This is followed by observations regarding the tourism potential of the FCWD

and outline recommendations for the development of a tourism strategy for the Eastern Passage/Cow Bay area.

4.3.1 PROMOTING THE FCWD

Several of the most successful techniques that small communities have used in promoting their tourist destinations include: cooperative marketing and advertising efforts, marketing to travel agents, marketing in nearby centers of commerce, and the creation of vacation packages. In her article entitled, Promoting Rural Tourist Regions In Canada and the United States: Characteristics of Successful Regional Marketing Campaigns, Church (1989) explains how one of these strategies helps ensure the success of tourist destinations in small communities.

Tourist related businesses and attractions are normally small to medium sized in small communities. Each individual business or attraction is not substantial enough to attract visitors to the area and would usually lack the resources necessary to effectively promote itself. Cooperatively marketing several businesses and attractions is more affordable and more effective in attracting visitors to an area. Cooperative Marketing occurs when two or more organizations collectively promote an area as a tourist destination or when they produce a collaborative vacation package. “One of the most successful methods of promoting rural tourist regions is through some type of cooperative effort. Cooperation can be achieved through the joint creation of a package deal of

goods, services and activities for tourists or the sharing of promotional responsibility and costs of promoting the region” (Church, 1989).

The costs associated with promoting an area are more affordable to individual businesses using cooperative marketing efforts. According to Church, this can be done several ways:

- Sharing of costs by tourist-related businesses and government
- Sharing costs between tourist associations or chambers of commerce and government bodies
- Collaboration between private enterprise, tourist associations, private grants, and/or government participation, which can be at the municipal, provincial or federal levels.

Revenues generated from the lease of the buildings, at FCWD, are partially used by the FCWD Association to collectively promote the waterfront development.

The other type of cooperative marketing effort occurs when two or more organizations band together to create a vacation package. A study done in Albany, New York (Church, 1989), revealed that businesses that promote themselves in combination with other businesses and attractions generate better revenues than businesses who promote themselves individually in the same area. It also gives prospective visitors the perception that the area has lots to offer as a tourist destination. The study also suggests that tourist-related businesses should also promote recreational opportunities and cultural organizations in creating a vacation package attractive to tourists. The destination

appears more attractive to prospective visitors because there is greater diversity in its offering.

A variety of activities and attractions found in Eastern Passage/Cow Bay region should be marketed together to make the area more appealing to the prospective visitor. Activities and attractions of the region include: a semi-rural atmosphere 15 minutes from downtown Halifax, an ocean experience, a variety of shops and services, a 1 ½ kilometre boardwalk, an opportunity to view artists and craftsmen applying their trades, a fully licensed restaurant, an interpretive centre, boat charters of Halifax Harbour, guided tours of McNab's, Lawlor's and Devil's Islands, Sea Kayaking or Deep Sea Fishing charters, Shearwater Aviation Museum, Rainbow Haven Beach, The Cow Bay Moose or Silver Sands Beach, Hartlen Point Golf Course, Dartmouth Trap and Skeet Club, bird watching opportunities, and one of the only public boat launches in Halifax Harbour. A marketing campaign combining these activities and attractions would create a more competitive day-trip package. Day trips are becoming commonplace as North Americans seek out tourist destinations closer to home, and this means that smaller communities should focus on their surrounding metropolitan areas as their visitor target markets, according to Church.

In conversations with personnel from the International Visitors Centre (IVC), on Barrington St. Halifax, the staff of the IVC stated that there is a large demand for preplanned vacation packages. Vacation packages are what most visitors to the IVC are seeking in a tourist destination. IVC personnel recommended that if a tourist destination

wants to be more competitive it should develop vacation/daytrip packages, including lodging, dining, recreational, and social opportunities and options. IVC reported that more than 2000 visitors per day came through their doors during the month of July 1997. The IVC charges organizations 10% of the value of any vacation package that it sells to tourists.

4.3.2 DEVELOPING A TOURISM STRATEGY

This section examines a development strategy that Carroll County, Maryland created in 1983 to transform their tourism industry from an almost non-existent enterprise to the County's leading industry. Carroll County is located between two urban centres, Baltimore and Gettysburg, USA.

In the late 1970's, Carroll County's land values, low taxes and new highways made the area attractive for commuters, who worked in the nearby urban centres. These factors changed the areas semi-rural lifestyle. The population of the area exploded and federal and state revenue sharing dollars shrank. "Residential property taxes paid only 45% of the services occupants demanded" (Smith, 1989). These changes left the County searching for a new financing strategy.

Carroll County adopted three new initiatives in March of 1983, that would become the basis for their new development strategy. The County asked themselves one question, what do we have to sell? The answer was real estate; close proximity to major

metropolitan areas, which could be used to attract light industry; and a clean, healthy, country environment with lots of fresh air, which could be used to attract urban residents from the nearby metropolitan centres.

In developing their tourism strategy, Carroll County had to decide on what resources they would market to prospective visitors. Research showed that North American travelers sought recreational, educational, entertainment and scenery opportunities as important factors in choosing a day trip or weekend destination. Carroll County had little in the way of recreational facilities or opportunities to offer visitors, however the area had a rich Civil War history, which could be developed into educational experiences to offer visitors. Research showed that visitors sought quaint and parochial forms of entertainment and opportunities to sample local cuisine. Carroll County offered visitors a number of entertainment options, including: local fire company carnivals, turkey and oyster suppers, a seasonal theatre, the Baltimore Symphony had regularly scheduled appearances in the County, and a number of local artists and craftsmen. Carroll County's scenery consisted of "lush rolling hills" and "carefully manicured farmscapes". The County really had moderate attractions at best to offer the visitor. The County offered history, picturesque landscapes, entertainment and the arts, a quiet atmosphere and fresh air, which was all located close to two metropolitan centres.

Carroll County's primary strategy was to gain recognition as a tourist destination for the nearby metropolitan centres. Their primary strategy was to gain visibility. The County launched an advertising campaign, which consisted of gathering brochures from

existing attractions and creating 4 new color brochures that highlighted the areas points of historical interest. As well, a tourism booth was set up at every County event displaying the brochures. However to gain the exposure needed to attract large numbers of metropolitan residents the County needed something more than their current campaign.

In September of 1984, Carroll County hosted “The Maryland Wine festival,” which was the first time an event of this time was hosted in the region. The festival attracted 4500 people the first year. The County saw this as a successful first year, however they needed to attract more people if tourism was to become a viable industry.

In 1985, the County’s tourism office developed a day trip package, which it marketed to motorcoach tour companies located in the metropolitan centres. The following season brought 37 motorcoach tours to the area.

In 1987, a 150th county birthday party was held in Carroll County. Again, this event was aimed at gaining visibility. In the years from, 1984-1987, Carroll County had gained exposure as a day trip destination for the Baltimore and Washington areas.

In 1988 Carroll County launched a new advertising campaign. They targeted residents of the surrounding urban centres. “Carroll targeted people who were on the fast track during the week, subscribed to physical and nutritional fitness theories, continually strived to learn more, had a cultural bent, and could get to Carroll County fairly conveniently” (Smith, 1989). The picturesque back roads and rolling hills was the ideal environment for bicycle tours. Twenty three different tours were developed. The “Peddle Our Back Roads” campaign was launched in November 1988.

By the end of the 1989 season the initial strategy of increasing the county's visibility to nearby metropolitan residents had brought many rewards to Carroll County. New businesses were being developed; two motels had been built, both of which were exceeding their occupancy expectations; four Bed and Breakfast establishments had arisen and several more were expected to open the following year; Membership in Carroll County's Attractions Association had grown from 8 in 1983 to 85 by 1989; as well, an 18 hole golf course was being developed and a resort style conference centre.

The growth of Carroll County's tourism industry in a relatively short time, brings to question the potential for similar success in the Eastern Passage/Cow Bay area. The four questions that Carroll County posed when developing their tourism strategy were: What can we market to tourists? Which tourists? How? And what is it going to cost? General research has proven that travelers seek recreation, education, entertainment and scenery in a destination. If the Eastern Passage/Cow Bay region was marketing as a package it could offer many of the experiences sought by visitors.

The Eastern Passage/Cow Bay area has many recreational opportunities to offer visitors. Including: an 18 hole golf course, trails created from the rails to trails program, Rainbow Haven Beach, a 1 ½ kilometre boardwalk, Dartmouth Trap and Skeet Club in Cow Bay, boating, swimming, and bicycling along Shore and Cow Bay Roads offers spectacular views of the ocean. The interpretive centre at FCWD offers the visitor an opportunity to learn about the history of Eastern Passage as a sea faring village. Many events and festivals are held at the FCWD providing entertainment for both local

residents and visitors alike. As well the ocean views can be taken in at many locations in Eastern Passage and Cow Bay. Any marketing strategy developed in the area should focus on the Eastern Passage/Cow Bay region as a whole. Marketing the many attractions that the region has to offer will be more appealing to a broader range of visitors from the surrounding municipality.

The Canada Day festival, Sharkarama Event, and Customer Appreciation Event brought between 19,000 and 23,000 people to the FCWD during the 1997 season. Fifty tour buses, each with approximately 40-45 people, carrying approximately 2000-2250 visitors arrived at FCWD during 1997. And tour bus bookings for 1998 are already almost double that amount. These activities are increasing the visibility of the FCWD as a tourist destination. More festivals and events are scheduled for 1998.

4.3.3 HERITAGE HOSPITALITY FACILITIES

In their study entitled, Heritage Hospitality Facilities – A potential Rural Development option, Needham and Stacey (1989) examine the relationships among tourism, community socio-economic development and architectural heritage conservation. Needham and Stacey reviewed three studies regarding what travelers are seeking in a tourist destination. The first study reviewed was undertaken in 1978 by Sarbin, the second in 1980 by Rubenstein and the third in 1982 by Pearce. Each study attempted to determine tourist motivations and to link these with social and

environmental preferences. The results from the three studies indicated similar findings. The majority of the travelers studied indicated that they seek out tourism destination where they can experience rich and varied heritage associated with scenery, history and architecture.

Another study undertaken in 1983, by Tourism Canada, confirmed the findings of Sarbin, Rubenstein and Pearce. This study examined attitudes and motivations of Canadian travelers, travelling in Canada. The findings indicated that this group of travelers had a strong interest in local culture and heritage in selecting a tourist destination.(Fig.4.1.)

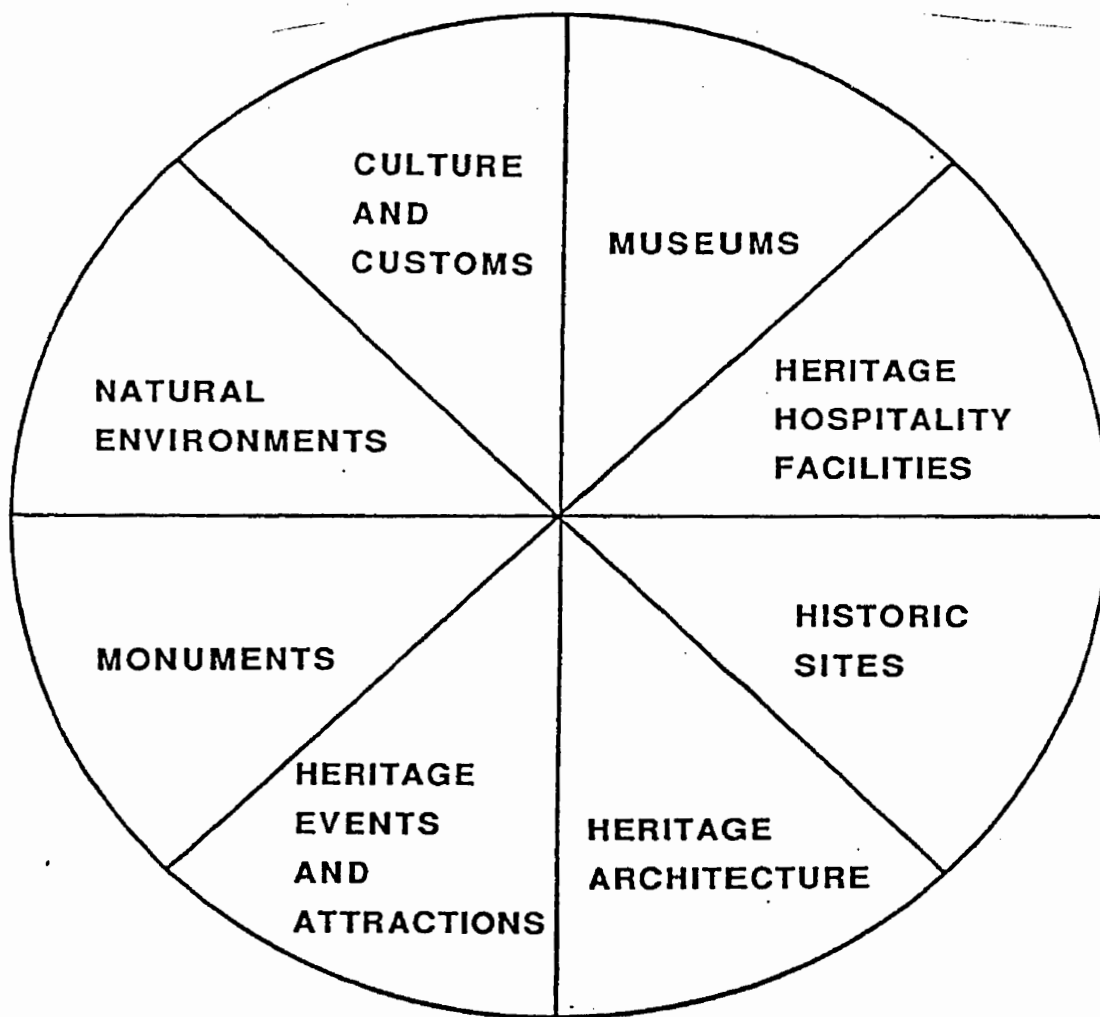


FIG 4.1 Community Heritage Resources

In 1985, the Longwoods Research group Inc. conducted a study, for Tourism Canada, that studied the motivational factors of United States travelers travelling in Canada. The results of the research are as follows, “United States travelers are attracted by the ethnical diversity of Canada’s people, its regional and local traditions, its natural scenery and its architecture. They are said to principally enjoy visiting small towns and villages, sampling local cuisine, contacting local residents and viewing historic landmarks” (Tourism Canada, 1985).

Why do travelers seek these types of experiences in a tourist destination? Coopersmith and Hall (1976) suggest that the motivational factors for seeking these experiences comes from people’s need “to retain familiar objects, to be stimulated by variety and to gain a sense of continuity provided by heritage. There is a desire to search for origins in an attempt to find security, stability, and strength which are drawn from the past.”

Middleton (1977) and Davidson (1987) state that tourist attractions that are based on the local culture and history of an area have potential to achieve the following benefits:

- (1) create and sustain local employment
- (2) contribute to the costs of municipal infrastructure such as roads, lighting and sewers
- (3) generate income which is locally derived and spent
- (4) increase and expand the available tax base
- (5) contribute to environmental and cultural conservation
- (6) add economic diversification to a community to make it less vulnerable
- (7) promote a clearer sense of community and pride

- (8) contribute to residents' health and welfare services and amenities, such as parks and museums

Although, tourism can have many positive effects on a community, many authors believe there can also be costs associated with a tourist destination. Tourist activity can result in:

- (1) congestion in terms of traffic and services
- (2) increased taxes
- (3) inflation of property values
- (4) undesirable commercialization
- (5) increased litter and vandalism
- (6) loss of community identity / loss of small town atmosphere
- (7) loss of authenticity in cultural and heritage events
- (8) lack of parking
- (9) exploitation of resources
- (10) increased prices
- (11) people congestion

Source: (deKadt, 1979; MacFarlane, 1979; Murphy, 1980; Smith, 1980; Hohol, 1986)

One way in which the community can reduce the unwanted impacts of tourism is to ensure that local involvement is part of the development process. D'Amore (1983) recommends, "local involvement and investment in tourism are necessary to ensure that tourism benefits outweigh the costs. Community participation can control the pace of development, integrate tourism with other activities and help produce a more individualistic tourist product."

4.4 CONCLUSIONS

CED is not easy. It is a long-term process. It can take 5 years to get started, and ten years before anyone can say with confidence that it is working. It requires a continuing commitment to strengthening one's community (Campfens, 1983). Management - both on boards of directors and within individual projects - requires a blend of social conscience and fiscal common sense which is learned by trial and error. CED organizations must deal with project identification and development, board and staff training, the management of ongoing projects, and the development and maintenance of community support - in a situation where supportive outside resources are largely unavailable (Campfens, 1983). The success of a CED project depends greatly on co-operation between the community, government agencies, and private enterprise. Successful CED projects must be well organized, have strong leadership, and the support of the community.

“Tourism is one avenue to achieve employment, income generation and economic stability while providing new uses for older facilities and often providing a focal point for the community” (Bruce and Whitla, 1993). Tourism is a community industry and the success of the industry will depend on a number of factors such as “the built and natural environments, the attitude of local residents, the availability of basic amenities and services, access, as well as other community characteristics” (Dykeman, 1989).

In the case of FCWD the success of the project is largely due to community support and leadership; it's co-operation between the community, government agencies and private enterprise; the community's strong connection with the sea and the fishery; and the community's close proximity to the surrounding urban markets. Fisherman's Cove has used a heritage-based tourism strategy in which the area decides to share it's resources with visitors and then develops a strategy that creates a return flow of benefits to the community and the resources. Heritage based tourism fosters community pride by educating residents about the history and culture of their community. "When a community showcases in a vibrant, informative manner what is important to them, their sources of pride in history and what is unique about them, it is clear that tourists respond with enthusiasm and interest" (Sperry,1995).

5.0 CONCLUSIONS

5.1 SUCCESSFUL ASPECTS OF FCWD

5.1.1 COMMUNITY SUPPORT

Community support is vital if any project is going to be successful. A community survey conducted in 1992 called “Determining Need For A Secondary Planning Strategy, Eastern Passage, Nova Scotia”, by Paul Sampson suggested that there was definitely community support for a waterfront development project, such as FCWD. The survey helped the FCWD Association demonstrate to government agency’s that funded the FCWD project, that this type of development was something that the community would support.

The interviews, conducted by the author of this thesis, gather opinions from a variety of stake holders including: FCWD shop owners, Eastern Passage residents and business owners, local fishermen, and people living outside of the community of Eastern Passage. The responses from these interviews indicate, in general, an overwhelming majority of stakeholders support FCWD.

5.1.2 ECONOMIC STRUCTURE OF FCWD

The incremental lease structure of the shops at FCWD allows shop owners to build their businesses and generates revenues for the operation of the Development as a whole. These revenues allow the FCWD Association to pay an Executive Director and two administrative assistances' who co-ordinate the marketing efforts, look after the maintenance and public relations of FCWD. Without such an economic structure the development would lack leadership, which would result in a less gratifying experiencing for both residents and visitors alike.

The co-operative efforts of the FCWD Association with all three levels of government, including many government agencies, allowed the Association to create a successful development. Federal dollars paid for most of the capital expenditures and infrastructure costs of the project. Human Resources Development Canada was responsible for most of the human resources or labour costs during the construction of the project. The Halifax Regional Development Agency contributed to the marketing efforts and costs of the development. Without the relationship between the FCWD Association with all levels of government the project would not have been possible.

5.1.3 UTILIZING IT'S CULTURE & HERITAGE

The FCWD, has rejuvenated the “crick” as the community centre through the creation of a heritage-based tourism development. This type of development is an effective method for: promoting the history and culture of the area, rejuvenating an important area of the community, creating new recreational opportunities, building the foundation for the emergence of a tourism-based economy in the community, fostering cooperation between government, private enterprise and community groups. The success of the FCWD is an example of how one community is guiding the direction that development will take in the future to ensure that it is compatible with the community's goals and visions, which are the preservation of the village like character of the Quigley's Corner area.

The opportunity of blending community facilities, tourism facilities and a working fishing centre has received much support from residents and visitors alike. Although visitors and residents have retail, recreational, and educational opportunities available at FCWD, the opportunity to observe “real” fishermen work their occupation is one aspect of the development that is promoted as an important part of the FCWD experience. The interpretive centre is primarily devoted to the promotion of the area's history and culture and good relations with the local fisherman can only lead to benefits in public relations between residents, visitors, shop owners and fishermen. Although FCWD has rejuvenated the wharf and beach areas, and become a significant metro tourist

attraction, it is also a waterfront development to be enjoyed by the people within the community. FCWD responds to the needs of the widest possible cross-section of the community (Sperry, 1995).

Converting a fishing wharf, in disrepair and no longer in use as a community center, into a heritage-based tourism destination and community center has rejuvenated the community's identity as a working fishing village. FWCD is presently being promoted by land and building developers and real estate agents as a development that Eastern Passage home buyers can enjoy. So far, it seems that operations of the FCWD as a tourist destination and community center are complementary and beneficial to a variety of stakeholders.

5.1.4 REJUVENATING COMMUNITY IDENTITY

CREATING A COMMUNITY CENTRE/FOCAL POINT

As a community centre, FCWD has provided the community with recreational, retail, educational, and social opportunities. As well, it has created a facility for special events and festivals. FCWD has created new facilities within the traditional community centre which work together to provide opportunities for people of various ages and with a variety of interests. Local business owners stated that they see people of all ages using the facilities and shops. "The Cove caters to a diverse group of people," said one shop owner. The author believes that much of the success of FCWD is because of the wide

range of activities and experiences it offers. This attracts a diverse range of people to the development.

Successful aspects of FCWD rejuvenating community identity/focal point:

- Created a community focal point.
- Hosted a number of successful festivals and events
- Attracted over 100,000 visits to FCWD during the 1997 season.
- Promotes the area's history and culture
- FCWD has improved the aesthetic appearance of the waterfront area in Eastern Passage, making it more attractive to residents and tourists alike.
- Attracted 50 tour buses, bringing between 2000-2250 visitors to the FCWD.
- Created employment opportunities within the community
- Created 13 new businesses at the FCWD. Other businesses have opened in the community or are scheduled to open for the 1998 tourist season.
- Strengthened the commercial core that previously existed at Quigley's corner
- Diversified the commercial base within the community

5.2 FUTURE IMPLICATIONS OF FCWD AND EASTERN PASSAGE

5.2.1 HISTORICAL GROWTH OF THE COMMUNITY

In his book, "The View from Here, An oral History of Eastern Passage, 1864-1945," Joe Brown described Eastern Passage as a small, close-knit fishing village. The onset of World War Two (WWII) led to the construction of Canadian Forces Base (CFB) Shearwater in Eastern Passage. "The coastal defence batteries in Eastern Passage became vital to the war effort. Most of the defences were built by Passage residents. People from

Eastern Passage welcomed the employment opportunities brought by WWII – mainly in military-related construction in places like Lawlor’s and McNab’s Islands, Hartlen Point and the barracks known as A23 or Elkins Barracks” (Brown, 1998). “A23 barracks housed up to 4,000 soldiers for the purposes of training and protecting the approaches to Halifax harbour. A23 is now the site of Oceanview Elementary School, a fire station and Oceanview Manor, a senior’s residence” (Brown, 1998). Since WWII there have been many changes in Eastern Passage. The beauty and proximity to Halifax of the Passage and Cow Bay have drawn many people to the area. The area has become a popular suburban community with a large number of new single-family homes. The Eastern Passage of today is in transition from rural to suburban and from an industrial economy (Closure of ground fishery, closure of Ultramar oil Refinery and closure of CFB Shearwater as a military base) to one based on recreation and tourism.

Fisherman’s Cove is becoming a popular metro tourist destination and because of that, the community of Eastern Passage has rejuvenated it’s identity. Years ago, people would come to the area to visit the Silver Sands Beach, located in Cow Bay (fig.5.1), which was considered one of the most beautiful beaches in the province. Unfortunately, most of the sand was removed to build various industrial and government projects and the beach was ruined (Brown, 1998). After this happened, the Eastern Passage/Cow Bay area had little in the way of attractions to offer those living outside the area. This has changed with the creation of FCWD.

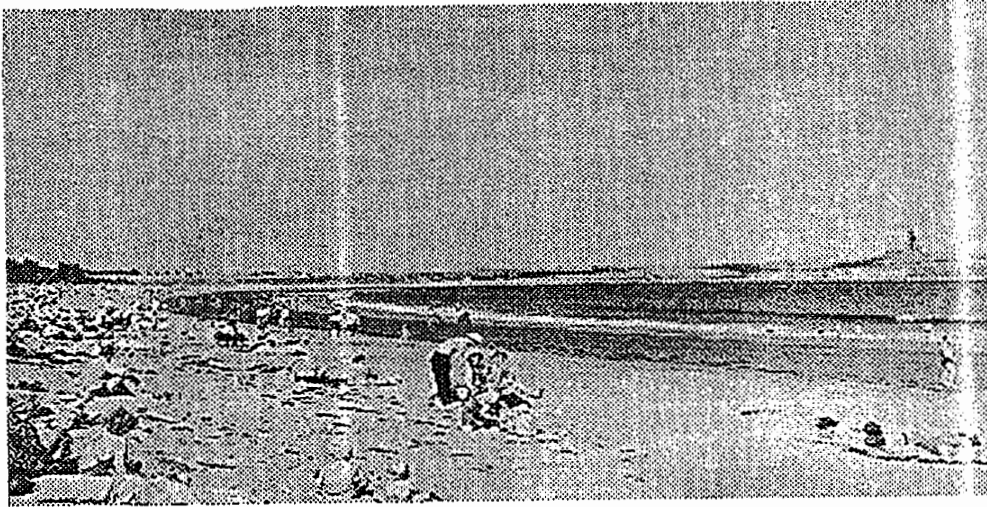


Fig.5.1. Silver Sands Beach, Cow Bay 1920's

5.2.2 EXPECTED FUTURE GROWTH & DEVELOPMENT

It is expected that residential development will continue to grow within the community. Future phasing of the 500 plus homes planned in the Heritage Hills subdivision, as well as other subdivisions along Shore Road, are expected to be developed within the next two years. The closure of the Ultramar Refinery has also made

parcels of lands available for large commercial and retail developments within the community (Appendix “C” Attachment 2 Mixed Use Comprehensive Development District – For the Ultramar Lands). Shearwater Development Corporation (SDC) is actively promoting the former CFB Shearwater Airforce Base as a prime location for businesses. SDC hopes that the formerly used military facilities will attract private enterprise.

SDC, residential land developers, and commercial interests are all issues that the community of Eastern Passage must deal with now and in future years as land in close proximity to the larger urban center becomes more desirable and needed. Maintaining community identity and character, as a working fishing village, will become increasingly difficult as these development pressures increase.

5.2.3 CONTROLLING DEVELOPMENT AND GROWTH

Planning staff, from Halifax Regional Municipality, are working with the community to develop a revised Municipal Planning Strategy and Land-Use Bylaw for the Eastern Passage/Cow Bay region. The new strategy will ensure that any new development in the community will be compatible with the community’s desire to make heritage-based tourism a viable part of their local economy (Barrett, 1998). This will also help ensure that future development is planned and is compatible with the existing

community facilities, infrastructure and needs of the community (Appendix “C” Attachment 1 Community Commercial land use designation).

The success of the FCWD in rejuvenating community identity and creating a heritage-based focus to the community has created the foundation for a tourism economy in the community. Other entrepreneurs in the community have also used this tourism theme as a focus for their businesses. Buildings once used for fishing purposes have been converted into a variety of shops, ranging from boat rentals and charters, craft shops, souvenir shops, to a fruit and vegetable market. Whatever the use may be, these business owners have utilized the architectural character and location of their fishing-related buildings to capture a piece of the tourism market that has become part of the Eastern Passage community.

The community’s transition from rural to suburban and from an industrial economy to one based on recreation and tourism brings with it changes and opportunities to the community. What the community will eventually end up like is speculative. New tourism-based businesses created since the opening of FCWD, have largely been established by individual entrepreneurs who owned buildings and/or land in Eastern Passage and are looking to capitalize on the influx of visitors that FCWD has attracted to the community.

FCWD is lobbying government to gain development rights to both McNab’s and Lawlor’s Islands, plans to make the islands Provincial Parks was recently announced. Access and development rights to these islands would give visitors more choices in the

types of activities they wish to engage in and consequently FCWD would appeal to a wider range of visitors.

A public consultation process was conducted, in the Fall of 1995, to initiate the development and management strategy of McNab's and Lawlor's Islands as provincial parkland. The overview of comments received suggested that the natural and historic values of the two islands be carefully protected, wisely managed and sensitively developed. It suggested that the primary management objective be the preservation and rehabilitation of the natural and historic heritage of the islands, followed by the development of interpretation and educational opportunities, and finally the provision of recreation opportunities. The overview suggested that interpretive centres be located at Fisherman's Cove, Halifax, and on McNab's Island.

It is expected that McNab's and Lawlor's Islands operating as provincial parks that provide natural and historical interpretation and educational opportunities, as well as recreational opportunities would attract a considerable number of visitors each season (Weis, 1998). Access to the islands and interpretation of them, provided at FCWD, would result in an expected increase in the number of visitors to FCWD.

5.3 GENERAL TRANSFERRABLE LESSONS FROM FCWD AND OTHER SUCCESSFUL TOURIST DESTINATIONS

Communities that are exploring the concept of using heritage-based tourism as a means of community economic development can extract a number of valuable concepts from FCWD in designing their own development and management strategies.

Community support for the FCWD is apparent, from the interviews conducted by the author, and is essential if other tourism-related businesses are developed in the community. Firstly, a community must establish that there is adequate community support for a project. Secondly, to ensure the integrity of the project there must be a sustainable funding mechanism in place to allow for proper advertising, maintenance, and operation of the development. FCWD has achieved this by generating revenues from shop leasing to employ an Executive Director and two administrative assistants. Thirdly, the development undertaken should reflect the heritage and culture specific to the area, that provides recreational, educational, entertainment and scenery for visitors. “Accepted general research has shown travelers seek recreation, education, entertainment and scenery (Smith, 1989).” Common recreational areas, which were “once a given in every neighborhood, village and town, are experiencing a revival as residents seek a sense of community” (Shaffer and Amundsen ,1993). The above quote was used by Shaffer and Amundsen to explain the need for recreational areas in all communities. Finally, selecting a location for the development can be an important part of generating

community support and creating an element of authenticity and historical importance to the project. The “Crick” area in Eastern Passage was always an important place in the community and preserving and maintaining that area was largely supported by local residents.

Other successful elements that may be of interest to other communities seeking to develop a heritage-based tourism destination include: Co-operative advertising, creation of vacation packages, marketing to travel agents and nearby centers of commerce. Ensure that your area has appropriate accommodations, amenities, and services required by travelers. Use existing facilities, that may be part of an obsolete industry that the area was built around, as part of your tourism destination. This will make the destination a more “authentic” experience for visitors.

5.4 GENERAL OVERVIEW OF INTERVIEW PROCESS

In general the results of the interview process indicate that an overwhelming majority of the stakeholders interviewed support the FCWD and believe that it has had a positive effect on the community of Eastern Passage. The typical minorities of respondents that questioned the changes to the waterfront area created by the FCWD were local fishermen and long-time residents of the community (residents of Eastern Passage for more than 25 years). The “Crick” area of Eastern Passage was always used as a fishing centre of the community. FCWD, for the first time since the settlement of the

area, has created a centre that functions as a fishing centre, community centre, and tourist destination. Naturally, such changes to this important area of the community did not occur without questioning the effects of such a development. As well, it is natural that questioning the changes associated with the development came mainly from local fishermen and long-time residents of the community, as these two groups were the actual users of the “Crick” area of the community. The need to preserve the history and culture of the area was very important in the planning phases of FCWD. Preserving both history and culture were important in developing a centre that represented both the past and future of the area.

5.4.1 COMMUNITY CENTRE VS. TOURIST DESTINATION

It is interesting to note that 93.1% (27 of 29 cases) of Eastern Passage residents interviewed agreed that the FCWD is the focal point of the community when asked the following question: In your opinion, has the FCWD been successful in rejuvenating the community centre/focal point? And when all stakeholders (75 respondents) were asked the following question: Do you feel that the FCWD is (A) a tourist attraction/destination (B) a community centre/focal point or (C) both a tourist destination and community centre?

The results were as follows: 53.3% (40 cases) of the respondents interviewed stated that they felt that FCWD was both a tourist destination and community centre. 33.3% (25

cases) of the respondents interviewed stated that FCWD was primarily a community centre/focal point. 13.3% (10 cases) of the respondents interviewed stated that the felt FCWD was primarily a tourist attraction/destination.

Eastern Passage residents view FCWD largely as a community centre. However, only 33.3% (25 of 75 cases) of all stakeholders reported that FCWD was a community centre/focal point. Because 93% of the 29 residents interviewed stated that they felt FCWD had rejuvenated the community centre/focal point we can assume that the majority of all stakeholders that feel FCWD is a community centre are Eastern Passage residents. Thus, the other stakeholders interviewed view the development as a tourist attraction or both as a tourist attraction and community centre.

The Shearwater, Eastern Passage, and Cow Bay peninsula now has a population of over 40,000 people (Sperry, 1995). The region's population is greater than most towns in the province of Nova Scotia. However, the amount of amenities and services offered in the community was quite limited. As a result of FCWD and other new businesses at the Cove and Quigley's Corner area, this centre now offers almost all of the amenities and services offered in the peninsula. The result is a compact commercial centre.

53 % (40 of 75 cases) of stakeholders interviewed viewed FCWD primarily as a tourist destination. Because most of the stakeholders that viewed the development as a community centre were local residents indicating that the majority of stakeholders that view the development as a tourist destination are businesses owners of the shops at

FCWD, other business owners located in Eastern Passage and people located outside of the community.

Seasonal activities and services offered at FCWD tend to be tourist related and as a result the influx of visitors increases during summer months. However, those shop owners at FCWD that operate food-related establishments, such as restaurants and cafés, are competitive year-round and rely on the residents of Eastern Passage as their main customers during off-season months. The blend of shops and services offered at the Cove supports both its function as a tourist destination and as a community/commercial centre.

5.4.2 FCWD BUSINESS OWNERS VS. OWNERS OF EXISTING EASTERN PASSAGE BUSINESSES

The author interviewed 14 business owners, who ran businesses in Eastern Passage prior to the opening of FCWD. These businesses are not part of the FCWD. These 14 business owners were asked the following questions: Have your business revenues improved, decreased, or stayed the same since the opening of the FCWD? If revenues have increased, do you attribute this to the increased number of visitor's that the FCWD has attracted to the area?

85.7% (12 cases) of the business owners reported that business revenues had improved since the opening of the FCWD. All of these interviewees attributed the increase in revenues, at least in part, to the development of the FCWD.

The author interviewed the business owners of the 13 shops that currently operate out of the FCWD. These owners were asked the following question: Were business revenues during your first season of operation what you anticipated they would be?

69.2% (9 cases) of the shop owners stated, in effect, that revenues, for their first season of operation, were about what they had expected or slightly better than what they had anticipated. 30.8% (4 cases) of the shop owners stated that revenues were significantly more they had anticipated.

The success of the 1997 season for the shop owners of the businesses at FCWD and the increased revenues in 12 of 14 existing businesses in Eastern Passage suggests that this heritage-based tourism development stimulated the economy of Eastern Passage. This case study suggest that heritage-based tourism is a valid and feasible economic stimulator for small communities.

5.4.3 LOSS OF CULTURE VS. NEW OPPORTUNITIES FOR FISHERMEN AT FCWD

Approximately half of the 16 local fishermen, located at FCWD, viewed the development as a positive change to the Government Wharf area and brought with it new opportunities to help offset the failing fishery. However, the other local fishermen viewed FCWD as the development that changed the traditional culture and heritage of the area.

FCWD is proclaimed to be a 19th century working fishing village that has been restored to its original 200-year-old splendour. The fishing equipment and catch today are quite different than that of a 19th century working fishing village. The catch today is limited to lobster and tuna and local fishermen use modern boats and equipment to be successful in today's competitive fishing industry. The development has blended a variety of uses such as: recreational and leisure, educational, retail and commercial into this fishing village. The result is more of a 20th century working fishing centre combined with a variety of tourist related facilities and services.

Although the traditional culture and heritage of the area is available to visitors through educational opportunities provided within the interpretive centre at Fisherman's Cove, such as restored photographs, historical interpretations and other literature. However, for local fishermen the area is now very different from what it was even five year's ago. Those fishermen who opposed FCWD because the development changed the traditional culture and heritage of the area are accurate, in the sense that FCWD has changed the traditional culture and heritage of the area. However, preserving the past while securing a viable future for the area is not possible without change.

5.5 COMMUNITY ECONOMIC DEVELOPMENT

5.5.1 WHAT IS CED?

The author found many definitions of CED. However, the definition that best reflects the CED process used in Eastern Passage to create FCWD is as follows: CED is the purposeful, locality-based attempt of people, either from inside or outside an area, to initiate some action to improve their local economy, associations, services and/or other attributes within their area (Davies and Herbert, 1993).

5.5.2 CED IN NOVA SCOTIA

The Nova Scotia Government has established Regional Development Agency's (RDA), with the mandate of facilitating CED. Community organizations and their RDA work together on CED projects. Provincial funds are allocated or dispersed through the RDA's to the Community Groups. The establishment of RDA's has largely created a mechanism for community groups to more easily access Provincial funding programs. This CED process creates an environment for individual citizens, government, and local businesses to work together to achieve common goals.

The creation of RDA's to facilitate CED raises many questions, such as: Is this top/down (government/Community) approach an effective means of facilitating CED? Is the community group responsible for the organization, facilitation, and funding of the

project? What role does the RDA play in a CED project? What criteria must a community organization and their CED project meet to warrant RDA involvement/assistance?

The role of the RDA is as follows: Facilitate land agreements with private and public landowners as required; Assist with developing proposals and apply for any funding where appropriate; Assist with developing critical paths for the development of the project; Liaison between community groups, and all three levels of government: Municipal, Provincial, and Federal; and assist in creating public awareness of CED project.

The recent establishment of the RDA makes evaluating its effectiveness as a CED facilitator somewhat difficult. What role the RDA will play in future CED is difficult to predict. However, one thing is certain, a liaison between community and government is an important link in establishing an effective CED project.

With respect to FCWD, the RDA played little or no role in its development. However, a critical link was developed between the community and the areas' Member of Parliament, Ron MacDonald, early in the planning phases of the project. Without such a rapport, it is unlikely the community would have been able to raise the \$2.2 million needed in capital costs of the project. Although the RDA was not the panacea for CED facilitation in the case of FCWD, it should be noted that without government assistance the project would not have been developed.

The role of community based organizations in CED is crucial to the development of the project. Community organizations are ultimately responsible for the organization, facilitation and funding of the project. However, support agency's like the RDA are available for assisting community organizations with each of these aspects of CED. It is often the case that organization and facilitation of the project come mainly from within the community. Community support and interest in a CED project is usually the factor behind effective organization and facilitation. Funding is usually the factor that most community organizations lack in creating an effective CED project. In-kind contributions and volunteer hours are logged as a means for community organizations to fulfill their obligations for funding the cost of the project.

5.5.3 FCWD IN A REGIONAL CONTEXT

At the community level FCWD is serving both as a year-round community centre or focal point, that has rejuvenated an important area in the community, and as a seasonal tourist destination. The influx of visitors from the surrounding Halifax metropolitan area, FCWD target market, occurs mainly between May-September. During the summer season the number of events and festivals offered from FCWD increases. As well, the hours of operation for the shops at FCWD are expanded. These factors along with the number of recreational activities that are offered, during the summer season such as: sea-kayaking, sea-doo rentals, boat charters and sightseeing tours, nature tours and other

activities make FCWD attractive as a tourist destination during summer months. However, during the off-season (October-April) FCWD offers a limited range of activities for visitors.

At the provincial level, FCWD is a relatively small destination. To attract visitors entering Nova Scotia, FCWD should be marketed with other attractions in the Halifax Metropolitan area. This would make the area more appealing to a broader range of visitors entering the province. Currently, visitors entering Nova Scotia travel mainly to three destinations in the province: Halifax, Cape Breton, and the south shore. At the provincial level, FCWD will have to cooperate with other Halifax based tourist attractions to attract visitors entering the province to the Eastern Passage area.

On a National scale, FCWD is being promoted as Nova Scotia's newest attraction in a recent Fisherman's Cove brochure, published by the Halifax Regional Development Agency. This scale of marketing is designed to make Nova Scotia more appealing as a maritime destination. The more attractions Nova Scotia has to offer visitors, the more likely they are to choose Nova Scotia over New Brunswick or Prince Edward Island as a destination. The proximity of FCWD to Halifax, one of Nova Scotia's primary destinations, increases the variety of activities that the region has to offer in a given area, making Nova Scotia more appealing to visitors from outside the province.

5.5.4 BENEFITS AND COSTS OF TOURISM

Middleton (1977) and Davidson (1987) state that tourist attractions that are based on the local culture and history of an area have potential to achieve the following benefits: Create and sustain local employment; contribute to the costs of municipal infrastructure such as roads, lighting and sewers; generate income which is locally derived and spent; increase and expand the available tax base; contribute to environmental and cultural conservation; add economic diversification to a community to make it less vulnerable; promote a clearer sense of community and pride; and contribute to residents' health and welfare services and amenities, such as parks and museums.

FCWD has rejuvenated an important area of the community by transforming the “crick”, which was in a state of disrepair into a vibrant, working community centre. Interviews with the various stakeholders suggest that those interviewed feel that FCWD compliments the scope and scale of surrounding buildings, has strengthened the commercial area around Quigley's Corner and created a community focus. The development's boardwalk and interpretive centre also contribute to the residents' health and welfare services and amenities offered within the community.

However, in terms of creating and sustaining local employment and creating a pathway for bringing external revenues into the community, FCWD has had limited success in respect to the total population of the community. Although there are currently limited job opportunities within the community, the community's close proximity to

metro makes it an ideal suburban, commuter community to access employment opportunities. With a large variety and number of employment opportunities within a 15-20 minute commute from the community it is not essential that residents of Eastern Passage create their own tourism related businesses opportunities to secure their own economic futures.

Although, tourism can have many positive effects on a community, many authors believe there can also be costs associated with a tourist destination. Tourist activity can result in: congestion in terms of traffic and services; increased taxes; inflation of property values; undesirable commercialization; increased litter and vandalism; loss of community identity and small town atmosphere; loss of authenticity in cultural and heritage events; lack of parking; exploitation of resources; increased prices; and people congestion.

Source: (deKadt, 1979; MacFarlane, 1979; Murphy, 1980; Smith, 1980; Hohol, 1986).

The results from the interview process indicate that congestion in terms of traffic and people are an issue of concern with the long-time residents interviewed. These stakeholders expressed their dissatisfaction with the increased numbers of vehicles and people that FCWD has attracted to the community. These stakeholders reported a loss of rural atmosphere with the influx of people.

Taxes and property values in the area have increased as the area's population continues to experience rapid growth. The area's close proximity to the surrounding urban centre makes it appealing as urban sprawl increases.

Loss of authenticity in cultural and heritage events and exploitation of resources is a major issue of contention amongst local fishermen in the community.

Undesirable commercialization associated with providing goods and services for the expanding population of the area increases pressures on maintaining the “village character” in the community. These undesirable commercial and residential pressure threaten the character of the community and increase the chances of losing the community identity.

Eastern Passage is experiencing to some degree the costs associated with tourism, (as outlined by deKadt, 1979; MacFarlane, 1979; Murphy, 1980; Smith, 1980; Hohol, 1986), but many of these costs, in this case, are due to the fact that Eastern Passage is also a suburban community of Halifax Regional Municipality and as urban growth continues Eastern Passage will continue to reflect these pressures or costs. There is a familiar similarity between costs of tourism and those of urban sprawl! If Eastern Passage is to minimize these undesirable effects it will not only need to address tourism issues but also those of urban sprawl. The latter may prove to be a much more difficult variable to control from the community level.

ENDNOTES

- 1 Post 1881 census data was not used in “The History of Eastern Passage” by Tanner, Thompson, and Eddy 1995. They stated that the post 1881 census data, “was too large to warrant a full analysis” (Tanner, Thompson, and Eddy 1995).

- 2 “The Shearwater facility was, until recently, one of Canada’s most important air bases. Downsizing of the military and the decision of the Canadian Government to open the base to private enterprise means that commercial interests have a rare opportunity. Shearwater is accessible through many different routes offering fast, efficient cargo transport whether by air, ship, rail or surface (Shearwater Development Corporation, 1998).

APPENDIX "A"

The time period for which this study was conducted, December, 1997 - March, 1998, did not allow the author to interview tourists. A further investigation using a visitor survey would be useful in determining the following: patterns of activities tourists participate in when visiting FCWD, visitor demographics, amounts of money spent by visitors, origin of visitors, and visitors opinions of FCWD. This survey should be done during the summer months. This survey is based on, PEGGY'S COVE 1994 VISITOR SURVEY, by Tourism Nova Scotia and Nova Scotia Economic Renewal Agency.

FISHERMAN'S COVE WATERFRONT DEVELOPMENT VISITOR SURVEY

Interviewer: _____

Date: _____ Time: _____

Hello, my name is _____, I am with FCWD Association. Our Organization is conducting a survey of visitors to FCWD to create a profile of FCWD visitors.

1. Would you mind taking 5 minutes to answer a few questions about your visit to FCWD?

If yes continue

If no thank and terminate conversation

2. Do you plan to spend anymore time at FCWD today?

If no continue

If yes ask visitor to check back with you
when leaving

3. What kind of vehicle did you use to come to FCWD today?

Motorcoach ___ Private vehicle___ Tour van___ Other___

4. Including yourself, how many people are you traveling with today? _____

how many people in your party are: under 19 _____

20 to 54 _____

55 & over _____

5. How long did your party spend at FCWD today? _____

6. How much money did your travel party spend at FCWD today? _____

7. Where are you from? _____

8. How many times have you visited FCWD? _____

9. What was the most positive aspect of your visit to FCWD today?

10. What was the least positive aspect of your visit to FCWD today?

11. Which of the following activities did you participate in while visiting FCWD today?

1.shopping for gifts/souvenirs

2.walking the boardwalk

3.dining at Boondock's Restaurant or The Crick Diner

4.took a guided tour of Lawler's or McNab's Islands

5.toured interpretive centre

6.watched local fishermen

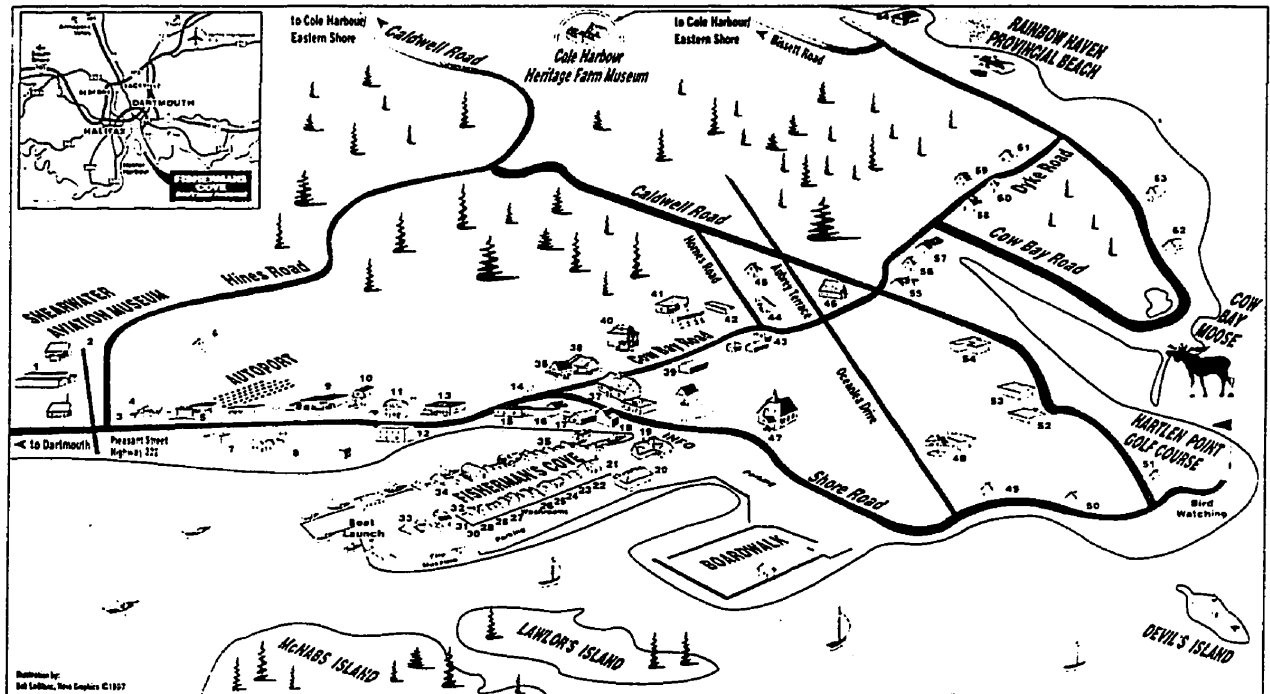
7.was there anything else?

12. What other facilities or services would you like to see at FCWD?

Thank-you for participating in the FCWD visitor survey. Have a nice day!

APPENDIX "B"

MAP OF FISHERMAN'S COVE, EASTERN PASSAGE



(Source: Halifax Regional Development Agency, 1998)

APPENDIX “C”

ATTACHMENT 1

PROPOSED NEW "COMMUNITY COMMERCIAL" LAND USE DESIGNATION

The MPS for Eastern Passage/Cow Bay is hereby amended by replacing the section "Community Commercial Designation" in Section III with the following:

Community Commercial Designation

As with residential development, the Plan Area's two communities require different perspectives relative to future commercial use. In Cow Bay, there is the desire to maintain its current residential character, and to limit commercial development to resource related operations and small scale, home-based businesses. General commercial development is therefore limited to the C-2 (General Business) Zone in Eastern Passage.

In Eastern Passage, there is the desire to maintain the traditional character that exists in the community's commercial centre, commonly known as Quigley's Corner. This commercial centre is reminiscent of many small coastal villages, developing from its strong ties with the fishing industry, then expanding along the waterfront to offer basic banking, postal, medical, gas, and grocery services. The scale and scope of the commercial core was small and compact, responding to the pedestrian-oriented nature of the village. Since then, the commercial designation has been applied to approximately 122 acres, and a mix of commercial, residential and community uses has emerged. Although the extent of the commercially designated land is large, there is the desire to maintain small scale commercial development, as well as the traditional architecture for the area.

In addition, there are new pressures being placed on the commercial area. Recently, there has been an increase in the population base in Eastern Passage and Cow Bay. As a result, there are desires to broaden both commercial uses and store size permitted within the C-2 Zone. This will encourage a scale of development desired by the community, and will restrict larger scale commercial activities from the C-2 Zone. Streetscape elements such as setbacks, scale of buildings, parking, signage, landscaping and architectural features are required to complement the traditional character of this community. To accommodate the larger scale commercial developments to service Eastern Passage/Cow Bay, the community has suggested that such activities be located on either the Ultramar or Shearwater lands should they become available.

The fishing industry still holds a strong presence in Eastern Passage, a factor that recently attracted a tourism development called Fisherman's Cove. Located on the waterfront, Fisherman's Cove replicates the flavour and character of a working fishing village, and has spurred the local tourist industry. Although the existing designation of Special Area has been granted, the types of uses permitted within the applied MR-2 (Fishing Industry) Zone should be considered for all waterfront lands within the commercial zone. As such, the community commercial designation and the C-2 (General Business) Zone should be applied to this portion of the special area designation. The

permitted uses for the C-2 (General Business) Zone should be expanded to include both new tourist related activities and marine related uses.

CC-1 It shall be the intention of Council to establish a Community Commercial Designation, as shown on Map 1 - Generalized Future Land Uses and to encourage that lands within the designation be developed in a manner appropriate to the growth of a local business and service focus for the Plan Area.

CC-2 It shall be the intention of Council to establish a C-2 (General Business) Zone within the Land Use By-Law and apply it to the Community Commercial Designation. The C-2 (General Business) Zone shall permit general commercial uses, as well as residential and community uses. The permitted uses shall reflect the traditional waterfront uses and promote tourist related activities. Development shall be subject to specific size, scale, building placement, building design and construction, landscaping, signage and parking controls, and all commercial uses and multiple residential unit dwellings must have direct access to either Main, Cow Bay or Shore Roads.

Detailed Planning Exercise

The community has expressed concerns relating to issues that require review from a broad group of experts. The concerns include, but are not limited to, pedestrian safety within the commercial zone, traffic flows along Main, Cow Bay and Shore Roads, the lack of parking within the commercial zone, and the integration of Quigley's Corner, Fisherman's Cove and the Marshland Boardwalk within the commercial zone. A detailed planning exercise is warranted to examine these issues.

CC-3 It shall be the intention of Council to direct staff to undertake a detailed planning exercise to provide development options and direction for the area designated Community Commercial within Eastern Passage. The planning exercise will examine such issues as pedestrian circulation, parking, tree planting, and other streetscape elements to integrate Quigley's Corner, Fisherman's Cove and the Marshland Boardwalk.

ATTACHMENT 2

PROPOSED NEW "MIXED USE COMPREHENSIVE DEVELOPMENT DISTRICT" FOR THE ULTRAMAR LANDS

The MPS for Eastern Passage/Cow Bay is hereby amended by adding to the section "Industrial Designation" in Section III the following:

Mixed Use Comprehensive Development District - Ultramar Lands

The Ultramar Refinery has been an important economic presence in the community of Eastern Passage. Recently, the refinery had been closed and is being dismantled, and portions of the facilities have been scaled back.

Previously, the site had been zoned I-2 (General Industry) which limited uses to activities related to the oil refinery industry. The site is located adjacent to the C-2 (General Business) Zone, and has direct access to the Halifax Harbour. Because of this, and the substantial size of the site (approximately 450 acres), there may be future opportunities for commercial, light industrial, industrial, residential or mixed use development. There will be a need to examine any proposal in a comprehensive manner before consideration for re-development of any portion of the site can be considered. To provide material for review, a detailed study must accompany the proposal to support servicing, transportation, and environmental issues, as well as to support the appropriateness of the proposed development from a Municipal perspective. To maintain the current operations of Ultramar, while providing consideration for other future development, a Mixed Use Comprehensive Development District Zone will be placed on the site.

IND-9 It shall be the intention of Council to establish a Mixed Use Comprehensive Development District (MUCDD) Zone and apply it to the Ultramar Lands. Council may consider commercial, light industrial, industrial, residential or mixed use development. Development will not be considered until a comprehensive concept plan has been prepared for the entire site. Existing uses within the MUCDD Zone shall be considered as permitted uses and be allowed to continue operation.

IND-10 It shall be the intention of Council to consider entering into a Development Agreements pursuant to the Planning Act with the owners of the lands zoned MUCDD to carry out the proposed commercial, light industrial, industrial, residential or mixed use development(s) provided that all applicable policies of this document are met. In considering applications Council shall have regard for the following:

- (a) that an overall concept plan has been prepared for the entire site;
- (b) adequate sanitary, water, storm and/or transportation services and facilities are available to serve the development;

- (c) any adverse environmental effects or constraints resulting from site contamination have been resolved;
- (d) impact on Municipal infrastructure;
- (f) the provision of Policy UR-15 and IM-11.

IND-11 It shall be the intention of Council to consider discharging the agreements made pursuant to Policy IND-10 upon completion of the development. Council may therefore zone the MUCDD in such a manner as to be consistent with the development, by creating a specific zone for the site which incorporates the uses provided for in the development agreement as well as provisions consistent with Section 53 and 54 of the Planning Act.

ATTACHMENT 5

PROPOSED NEW C-2 (GENERAL BUSINESS) ZONE

The LUB for Eastern Passage/Cow Bay is hereby amended by replacing the section "C-2 (General Business)" in Part 14 with the following:

PART 14: C-2 (General Business) ZONE

14.1 PERMITTED USES:

Commercial Uses:

Retail stores
Art galleries, studios and workshops
Food, grocery and variety stores
Service and personal service shops
Offices
Commercial schools
Banks and other financial institutions
Restaurants, drive-ins, take-out restaurants,
outdoor cafe and tea rooms
Entertainment uses to a maximum of 1600
square feet of floor area devoted to public use
Theatres and cinemas
Funeral parlours
Veterinary hospitals and kennels
Taxi and bus depots
Parking lots
Service stations
Re-cycling depots
Motels, inns, bed & breakfast establishments,
and tourist cottage developments
Day care facilities
Display courts
Shopping Plazas and Malls
Bicycle rental outlets
Fish markets
Tourist information centres
Mini-storage warehouse
Dwelling units located in the same building as
commercial shall not to exceed 50% of the
gross floor area and not to be located fronting
on a street on the first floor
Boat charter service
Boat or yacht club
Marina
Small Scale Fishing Operations

Residential Uses:

Single unit dwellings
Two unit dwellings
Townhouse dwellings
Multiple unit dwellings up to a maximum
of twelve (12) units including apartments
Boarding and rooming houses
Home business uses in conjunction with
permitted dwellings

Community Uses:

Institutional uses
Open space uses

14.2 LOT AND YARD REQUIREMENTS: COMMERCIAL AND INSTITUTIONAL USES, MULTIPLE UNIT DWELLINGS, AND BOARDING AND ROOMING HOUSES

Minimum Lot Area:	4000 square feet
Minimum Lot Frontage:	50 feet
Front/Flankage Yard:	4 feet except for 25 foot daylighting triangle on corner lots.
Minimum Rear Yard:	40 feet
Minimum Side Yard:	4 feet on one side, 20 feet on the other
Maximum Lot Coverage:	50 percent
Maximum Building Height:	35 feet

14.3 BUILDING SIZE REQUIREMENTS: For any new, renovated or expanded commercial or institutional buildings in the C-2 (General Business) Zone, the following shall apply:

Maximum Building Footprint:	7500 square feet
Maximum Gross Floor Area:	15,000 square feet

14.4 OTHER REQUIREMENTS: COMMERCIAL USES

For any commercial uses permitted in the C-2 (General Business) Zone, the following shall apply:

- (a) Any area devoted to open storage or outdoor display shall not exceed fifty (50) percent of the lot area.
- (b) No open storage or outdoor display shall be permitted within ten (10) feet (3 m) of any lot line.

14.5 LOT AND YARD REQUIREMENTS: SINGLE UNIT DWELLINGS

Minimum Lot Area:	4000 square feet
Minimum Lot Frontage:	40 feet
Front/Flankage Yard:	4 feet except for 25 foot daylighting triangle on corner lots for lots fronting onto Main Road, Cow Bay Road or Shore Road; 15 feet except for 25 foot daylighting triangle on corner lots for all other street.
Minimum Rear Yard:	15 feet
Minimum Side Yard:	4 feet on one side, 10 feet on the other
Maximum Lot Coverage:	35 percent
Maximum Building Height:	30 feet

14.6 OTHER REQUIREMENTS: SINGLE UNIT DWELLINGS

For any single unit dwellings permitted in the C-2 (General Business) Zone, the following shall apply:

- (a) Pursuant to the minimum side yard requirements of Section 14.5, where a dwelling includes an attached garage, both minimum side yards may be four (4) feet.
- (b) On all lots where there is no attached garage, the driveway shall extend into the side yard of the lot a minimum of 36 feet from the front lot line.
- (c) There shall be only one driveway per lot, the maximum width of which shall not exceed 10 feet, and no other portion of the front yard shall be used for vehicular parking.
- (d) Home business uses are subject to the provisions of Section 6.3.

14.7 LOT AND YARD REQUIREMENTS: TWO UNIT DWELLINGS

Minimum Lot Area:	6000 square feet
Minimum Lot Frontage:	60 feet
Front/Flankage Yard:	4 feet except for 25 foot daylighting triangle on corner lots for lots fronting onto Main Road, Cow Bay Road or Shore Road, 15 feet except for 25 foot daylighting triangle on corner lots for all other streets..
Minimum Rear Yard:	15 feet
Minimum Side Yard:	10 feet
Maximum Lot Coverage:	35 percent
Maximum Building Height:	30 feet

14.8 OTHER REQUIREMENTS: TWO UNIT DWELLINGS

For any two unit dwellings permitted in the C-2 (General Business) Zone, the following shall apply:

- (a) Pursuant to the minimum side yard requirements of Section 14.7, where a dwelling unit includes an attached garage, the minimum side yards adjacent to the attached garage may be four (4) feet.
- (b) On all lots where there is no attached garage, the driveway shall extend into the side yard of the lot a minimum of 36 feet from the front lot line.
- (c) There shall be only one driveway per dwelling unit, the maximum width of which shall not exceed 10 feet, and no other portion of the front yard shall be used for vehicular parking.
- (d) No portion of any two unit dwelling, where each unit is held under separate title, shall be used for any commercial uses, excepting for home business uses.
- (e) Home business uses are subject to the provisions of Section 8.4.

14.9 OTHER REQUIREMENTS: TOWNHOUSE DWELLINGS

Notwithstanding the provisions of Sections 10.2 and 10.3, where any new, renovated or expanded townhouse dwellings in the C-2 (General Business) Zone, the following apply:

- (a) No portion of any townhouse dwelling shall be used for any commercial use.

14.10 OTHER REQUIREMENTS: BED AND BREAKFAST ESTABLISHMENTS

Where any bed and breakfast establishments are permitted in any C-2 Zone, the following shall apply:

- (a) Not more than four (4) rooms may be let;
- (b) No window displays and not more than one (1) business sign shall be permitted and no such sign shall exceed four (4) square feet (0.4 m²) in area; and
- (c) One (1) off-street parking space in addition to that required for the dwelling shall be provided for each room to be let.

14.11 OTHER REQUIREMENTS: COMMUNITY USES

Where any Community Uses are permitted in any C-2 Zone, no development permit shall be issues except in conformity with the provisions of Part 23.

14.12 PARKING LOTS AND DRIVEWAY ACCESS REQUIREMENTS FOR COMMERCIAL USES AND MULTIPLE RESIDENTIAL UNIT DWELLINGS

Where parking for more than four (4) vehicles is required, the following shall apply:

- (a) Parking shall not be permitted in any required front yard.
- (b) No more than one driveway access per lot shall be permitted for every fifty feet of lot frontage, except that corner lots may have one access per street, and service stations may have only two accesses.
- (c) Parking spaces and driving aisles may be located no closer than 4 feet from any wall of a building. Raised sidewalks or landscaping shall be provided in this area.
- (d) Access shall be directly from Main Road, Shore Road or Cow Bay Road.

- 14.13 **BUILDING DESIGN/CONSTRUCTION REQUIREMENTS:** For any new or expanded commercial or institutional use, and multiple unit dwellings and boarding and rooming houses in the C-2 (General Business) Zone, the following shall apply:

Exterior Wall/

Cladding materials:

Brick, architectural block, wood shingles/shakes, wood and vinyl siding. Where wood shingles/shakes, wood or vinyl siding is used, a 6" wide corner board shall be provided.

Windows:

Total window area on a building face adjacent to a street shall not exceed 60% of the area of the building face. The height of individual windows shall exceed the width by a ratio of 2:1. Windows shall be accentuated by design details (i.e. arches, hoods, minimum 4" wide mouldings, decorative lintels, pediments, sills). Sunrooms and solariums shall be exempt from these requirements.

Roof Slope:

Minimum pitch of 4:12

- 14.14 **LANDSCAPING REQUIREMENTS:** For any new or expanded commercial or institutional building, and for multiple unit dwellings, boarding and rooming houses in the C-2 (General Business) Zone, the following shall apply:

Front Yard:

Any front yard is to be fully landscaped, as are corner vision triangles, except where driveway or pedestrian access points are required.

Side/Rear Yards:

A strip of landscaping at least four (4) feet in width shall be provided along the entire length of all side and rear yards, except where a driveway or pedestrian access points are required.

Landscaping Content:

Landscaping shall consist of grass and a minimum of one shrub for each fifty (50) square feet of required landscaped area, and one tree for every fifty (50) feet of lot width and depth. All landscaping shall be maintained and deceased plants shall be replaced to maintain these standards.

14.15 SCREENING: For any new or expanded commercial or institutional building, and for multiple unit dwellings, boarding and rooming houses in the C-2 (General Business) Zone which is adjacent to property that is zoned or used for residential or community uses, a visual screen shall be provided in accordance with the following:

- i) Materials - shall contain either a vegetation screen, an opaque fence, or a combination of both natural and man-made materials which will form an effective year-round screen.
- ii) Height - screening shall be at least five (5) feet in height. Plant materials, when planted, may be not less than three and one-half (3 ½) feet in height if of a species or variety which shall attain the required height and width within three (3) years of planting. Height shall be measured from the finished grade.
- iii) Width - screening shall be in a strip of landscaped open space a minimum of four (4) feet in depth running the entire length of the adjacent property line.
- iv) Maintenance - all required plant materials shall be properly maintained and kept free of litter. All required fences shall be permanently maintained in good repair and presentable appearance and whenever necessary they shall be repaired or replaced.

14.16 OTHER REQUIREMENTS: SERVICE STATION CANOPIES

Where new or renovated canopies are to be provided over pump islands, the following shall apply:

- (a) Canopies shall have a gable roof with a minimum 4:12 pitch.
- (b) No signage or lettering shall be permitted on or under the canopy other than that required for vehicle clearance or traffic directional flows.

14.17 GENERAL SIGNAGE PROVISIONS FOR ALL USES:

In addition to the provisions of sections 5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.7, 5.8, and 5.9, signs in the C-2 (General Business) Zone shall be subject to the following general provisions:

- (a) Permitted signs include :

Signboards

Signboards shall form an integral part of the building facade by being located between the top of the ground floor windows and the bottom of the second storey windows. Signboards shall not exceed a height of 2 feet and shall not extend more than two-thirds of the entire length of the facade.

Facial Wall Signs

Facial wall signs shall not exceed twenty (20) square feet in area and shall not extend beyond the top and extremities of the wall on which it is affixed.

Projecting Wall Signs

Projecting wall signs shall not: a) project more than four feet over a public sidewalk; b) project more than six feet from the building to which it is attached; c) provide less than nine feet of clearance above a sidewalk or public right of way; d) exceed an area of 16 sq. ft.

Ground Signs

(1) Ground signs shall not: a) exceed a height of fifteen (15) feet; b) be within 2 feet of the street right-of-way; c) be within 10 feet of a side property line or driveway; d) exceed a sign area of 25 sq. ft. per side. (2) If the ground sign is constructed of wood with exterior shielded illumination only, then the sign area may be increased to 30 sq. ft. per side. (3) The ground sign may be composed of two elements - a section for fixed lettering and the section for changeable lettering. The combined sign area shall not exceed 30 sq. ft. per side. The fixed lettering section shall not exceed 15 sq. ft. per side, and the section for changeable lettering shall not exceed 20 sq. ft. per side.

Sandwich Boards

Sandwich boards shall not exceed a single face area of eight (8) square feet and shall not be located within the street right of way.

Canopies/Awnings

Canopies and awnings attached to walls shall not project more than 4 feet over a public sidewalk. Canopies and awnings shall be self supporting and shall at no point be located less than 9 feet above a sidewalk. Signage may be included as an integral part of an awning or canopy.

Mobile Signs

Mobile signs shall be permitted once only per business for a maximum period of 60 continuous days for new business openings. These signs shall have no moving parts nor display flashing or unshielded lights. These signs shall have a maximum area of 32 sq. ft.

- (b) Signs shall not obstruct the daylighting triangle at street intersections.
- (c) Each building lot shall be permitted one (1) ground sign.
- (d) Excluding ground signs, each commercial leasehold unit shall be permitted two (2) signs per front facade.

- (e) In the case of corner lots, each commercial leasehold unit shall be permitted one (1) sign per flankage yard.

ATTACHMENT 6

PROPOSED NEW MUCDD (MIXED USE COMPREHENSIVE DEVELOPMENT DISTRICT) ZONE

The LUB for Eastern Passage/Cow Bay is hereby amended by adding section "MUCDD (Mixed Use Comprehensive Development District) Zone" in Part 21 with the following:

PART 21: MUCDD (Mixed Use Comprehensive Development District) Zone

21.1 DEVELOPMENT AGREEMENT REQUIREMENT

No development permit shall be issued for a development in a MUCDD Zone unless the proposed development is in conformance with a development agreement which has been approved by a resolution of Council.

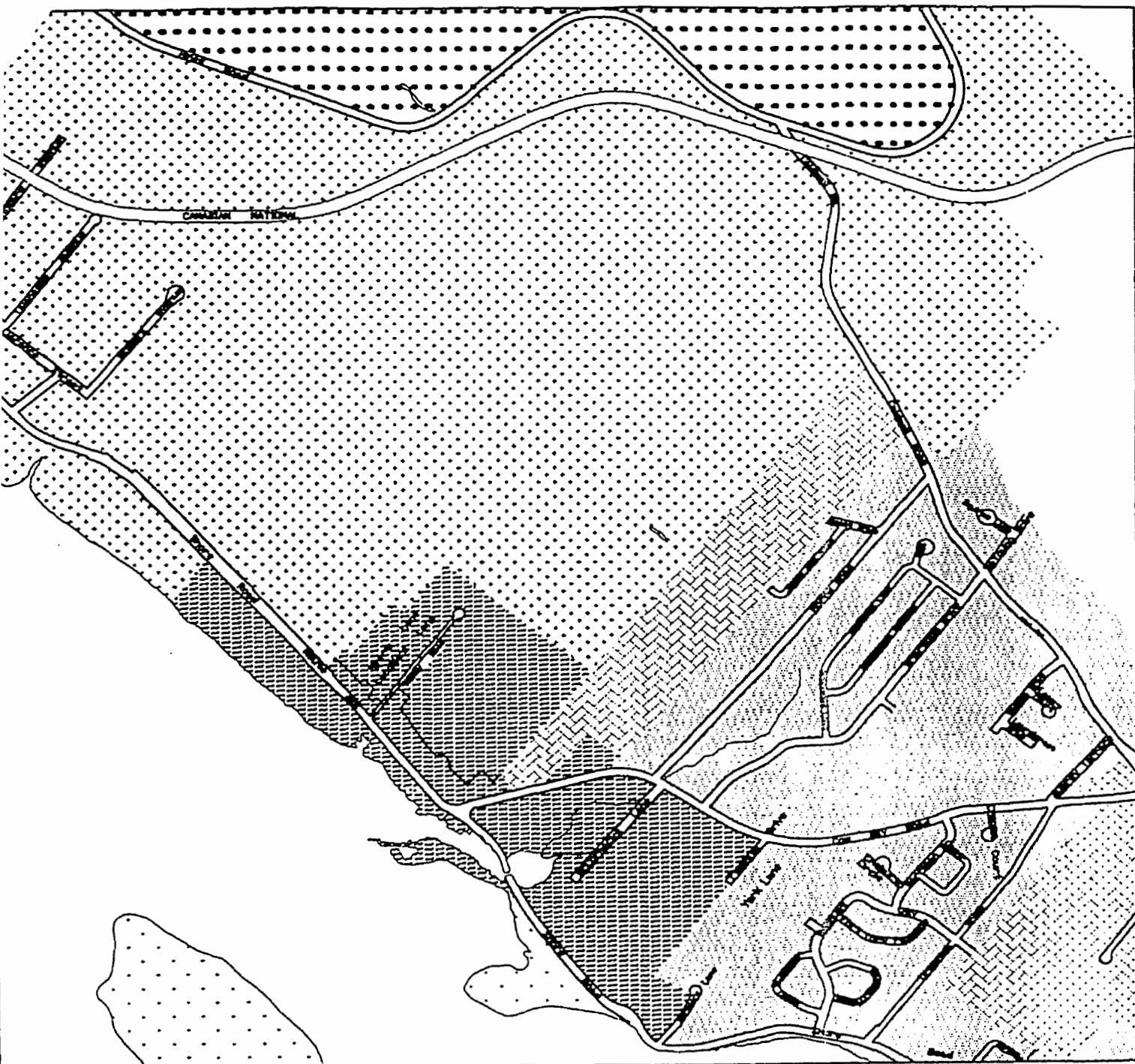
21.2 MUCDD PERMITTED USES

The following uses maybe permitted in a MUCDD Zone:

- a) commercial uses
- b) light industrial uses
- c) industrial uses
- d) residential uses
- e) mixed use development
- f) existing uses, as follows: Ultramar Canada Inc.

21.3 In the event Council approves the proposal, approval shall be granted subject to the condition that the registered owner of the land upon which the development is to occur shall enter into an agreement with Council containing such terms and conditions as Council may direct. This agreement shall be registered with the land and be binding on any subsequent owners of the land. Council may discharge the agreement upon the completion of particular phases of the development pursuant to Policy IND-11 of the Municipal Planning Strategy.

21.4 Notwithstanding anything in this By-law, the lot size, front yard, rear yard and height restrictions shall be described in the Development Agreement made between Council and the developer pursuant to Section 66 and 67 of the Planning Act and policies IND-9 to IND 11 of the Municipal Planning Strategy.



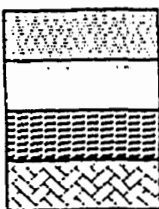
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HALIFAX
REGIONAL MUNICIPALITY

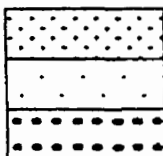
Not to Scale

Lands of Ultramar

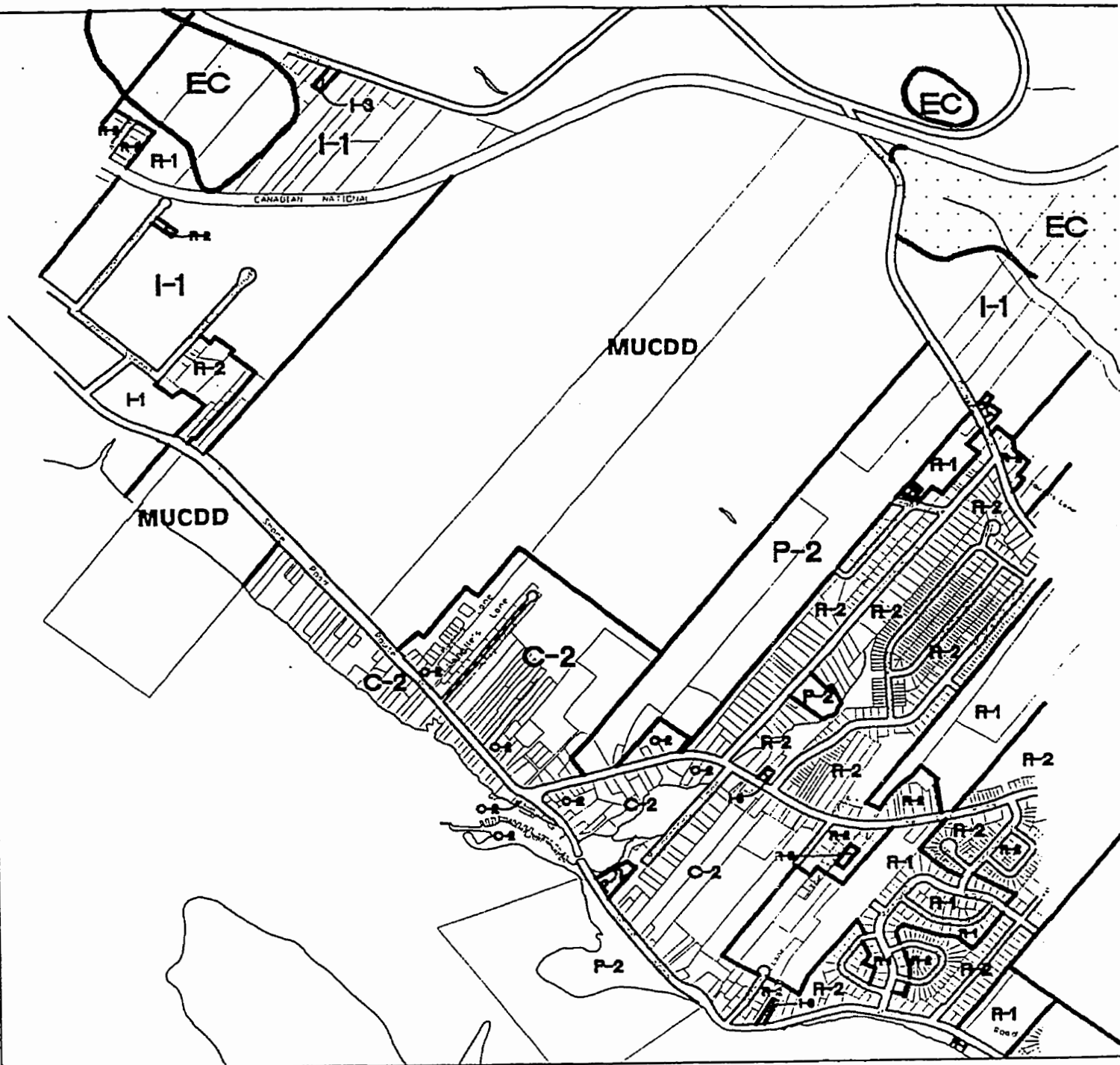
Generalized Future Land Use



Urban Residential Designation
Rural Area Designation
Village Commercial Designation
Community Facility Designation



Industrial Designation
Special Area Designation
Plan Amendment Designation



Att. #8

Lands of Ultramar

HALIFAX
REGIONAL MUNICIPALITY

Map to E-2 #

Zoning

R-1 Single Unit Dwelling Zone
R-2 Two Unit Dwelling Zone
I-1 Light Industrial
C-2 General Business Zone

EC Environmental Conservation
P-2 Community Facility

MUCDD Mixed Use Comprehensive Development District

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