



Subject: *PLN25-008 Casey Concrete - Development Agreement for a Concrete Plant*
To: CAO for Planning Advisory Committee, December 9, 2025
Date Prepared: December 3, 2025
Related Motions: PAC25(113), and C25(341)
Prepared by: Debbie Uloth, Community Planner II
Approved by: John Woodford, Director of Planning and Development

Summary

The Municipality has received an application from Casey Concrete Limited requesting approval for a pre-mix concrete batch plant for property identified as PID 45177128, 57 Lohnes Street, Hardwood Lands. The application is for land located in the Milford Business Park, which is zoned Business Park (BP) Zone.

Initial consideration of the development agreement application was given at the October 29, 2025, meeting of Council.

Financial Impact Statement

There will be a small financial benefit to the Municipality as the property continues to be developed for commercial purposes.

Recommendation

That final consideration and approval be given to enter into a development agreement.

Recommended Motion

Planning Advisory Committee recommends to Council that Council:

- give final consideration and approve entering into a development agreement for a pre-mix concrete batch plant use located on property identified as PID 45177128, 57 Lohnes Street, Hardwood Lands, signed within one year of Council's approval.*

Background

Planning staff received an application from Casey Concrete Limited in October 2025. The applicant is requesting to enter into a development agreement with the Municipality to permit a pre-mix concrete batch plant use on lands that are zoned Business Park (BP) Zone. The BP Zone permits Asphalt, Aggregate & Concrete Plant uses by development agreement.

Subject Property

The property identified as PID 45177128, 57 Lohnes Street, Hardwood Lands, is located in the Milford Business Park. The size of the subject property is 2.55 hectares. The first portion of Lohnes Street, until civic 68, is owned by the province; the remainder of the street is owned by the Municipality.

Zoning for the subject property is Business Park (BP) Zone. Surrounding lands are also designated and zoned Business Park (BP) Zone. In addition to the precast plant owned by Casey Concrete, BCR Equipment rents the smaller building on the subject property and operates a heavy equipment mechanics shop. Uses of the adjoining lands include other business park and industrial uses, such as Happy Harry's and Blue Energy. Highway 102 runs adjacent to the south property line.



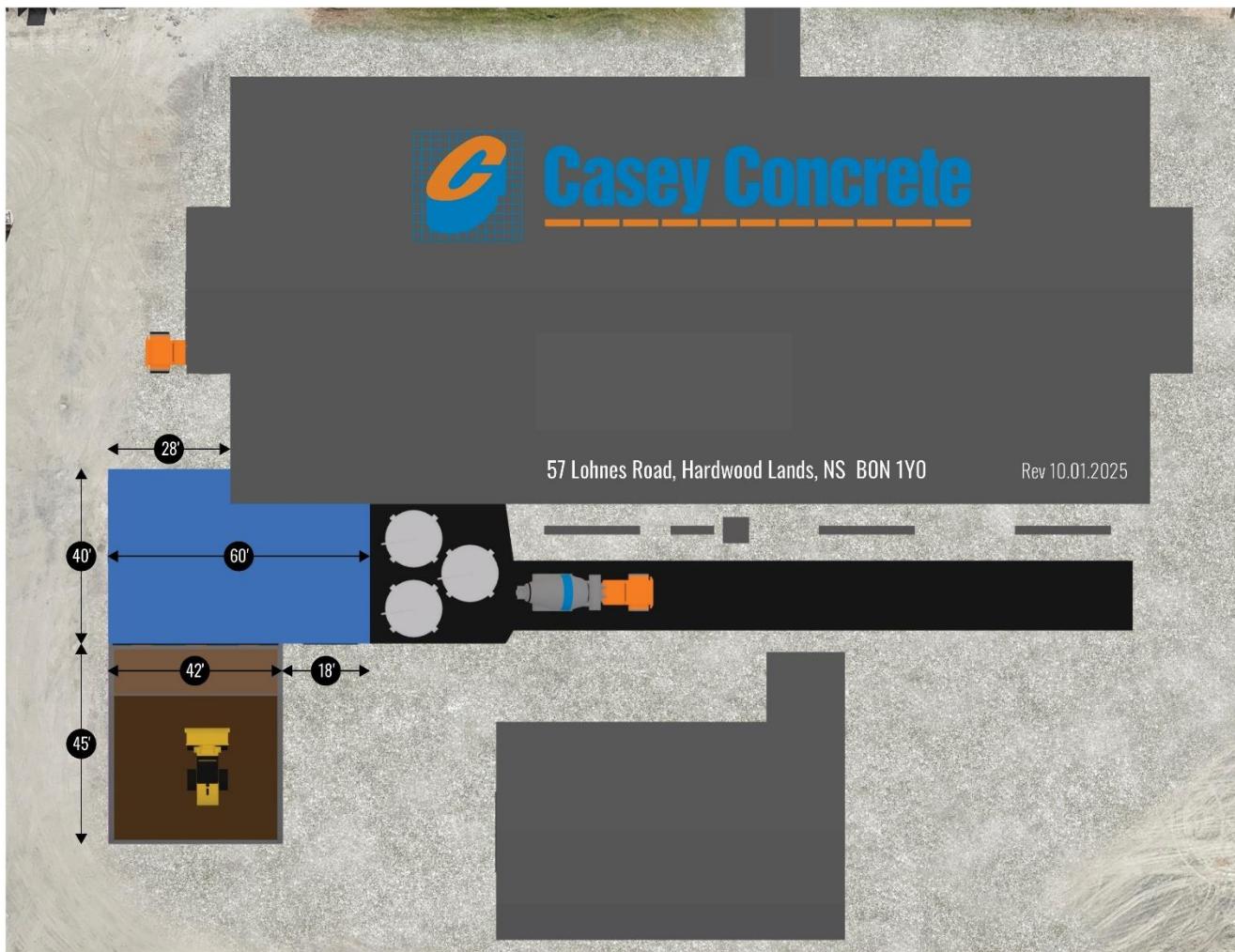
Development Proposal

The municipality has received an application from Casey Concrete Limited to permit a concrete plant use on lands that are zoned Business Park (BP) Zone. The BP Zone permits Asphalt, Aggregate & Concrete Plant uses by development agreement.

The addition of the pre-mix concrete batch plant will enable the precast factory to mix its own concrete batches on-site rather than having to transport the concrete by truck from a ready-mix concrete plant. On-site batching of concrete allows for better consistency and, therefore, higher quality control, which in turn will allow the applicant to expand its capabilities. Having an on-site electrified batch plant will also help reduce the applicant's carbon footprint by eliminating the diesel-powered trucks needed for production of the concrete used in their daily manufacturing.

The proposed building will be approximately 18.3 m x 12.2 m (60 ft x 40 ft) and will be constructed on the northwest corner of the existing building. This building will house a concrete mixing plant, aggregate storage bins and a quality assurance lab. External to the building, there will be a loading ramp and silos for raw materials.

The site plan for the application, on the following page, shows the existing building and the proposed batch plant and building location. The subject property is already extensively developed and the addition of the pre-mix concrete batch plant is not anticipated to have a major impact to the existing site.



57 Lohnes Road, Hardwood Lands, NS B0N 1Y0

Policy Analysis

The Planning and Development Department have reviewed the proposed application based on the applicable policies contained in the Municipal Planning Strategy. A detailed table of the evaluative criteria from the enabling policies and corresponding comments from staff have been attached as Appendix D. Policy ED41 of the MPS permits Council to consider the development agreement application.

Nova Scotia Public Works has indicated that a negative impact to the Provincial road network is not anticipated.

During the initial presentation to PAC, staff was asked how dust might impact the surrounding lands and if the concrete plant at 67 Lohnes Street was to remain open. The applicant has indicated that, yes, the concrete plant at 67 Lohnes Street will remain operational. The plant serves the local ready-mix requirements, and the new batch plant will only supply the precast plant.

Regarding the dust concern, the applicant explained that the aggregate bins and mixer will be housed inside the building, so there will be limited dust created.

STRATEGIC ALIGNMENT

One of the Key Strategies from the Strategic Plan is Economic Prosperity. This development will increase the commercial use of the property. This supports the Economic Prosperity key strategy.

LEGISLATIVE AUTHORITY

The legislative authority and process for entering into a development agreement are set out in the Municipal Government Act, Part VIII.

FINANCIAL CONSIDERATIONS

The subject property is being assessed as commercial. The additional structures may increase commercial assessment, which should be a financial benefit to the Municipality.

Citizen Engagement

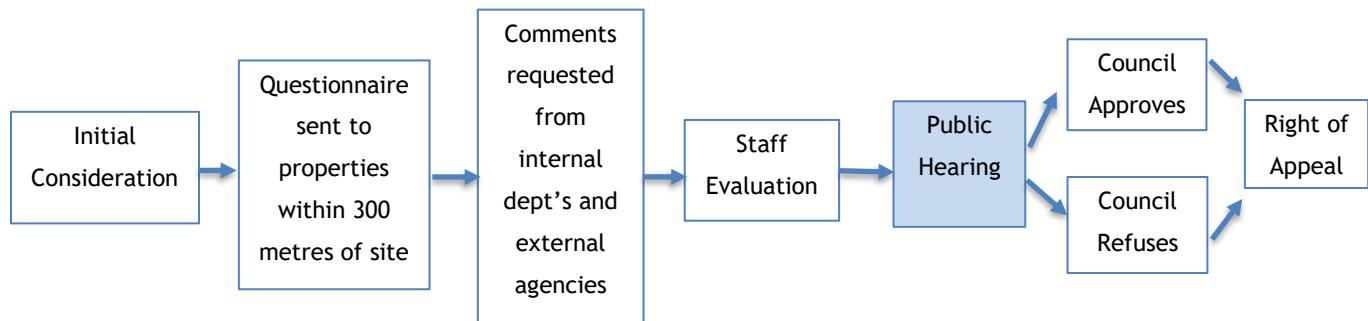
Planning staff have complied with the Citizen Engagement Policies of the Municipal Planning Strategy when processing this application. An advertisement outlining the proposal and indicating that it is under review by staff was placed in the Chronicle Herald in October.

A letter and questionnaire were mailed to all property owners within 300 m of the subject property, asking for comments on the proposed application. There were 20 questionnaires mailed and 2 responses received. Questionnaire responses have been provided to members of PAC for their review.

One of the concerns raised was about the amount of vibration that the proposed pre-cast concrete plant may produce. The applicant has specified that the new pre-mixed concrete batching plant will generate limited vibration because it uses a conveyor system and a mixer. Similar to what is used in baking but on a larger scale, and there is no high-speed equipment that would cause vibration.

There is an existing precast facility on the subject lands; therefore, there may be existing vibration related to the existing use.

A notice advising the public of the December 17, 2025, hearing will be placed in the December 3rd and 10th editions of the Chronicle Herald for two consecutive weeks prior to the hearing. The notice will also be placed on social media and on the Municipal website. A notice has also been mailed to property owners within 300 m of the subject lands.



Alternatives

Planning Advisory Committee may recommend that the application be refused.

Attachments

Appendix A - Satellite Image of the Subject Property

Appendix B - Site Plans

Appendix C - Photos of the Subject Property

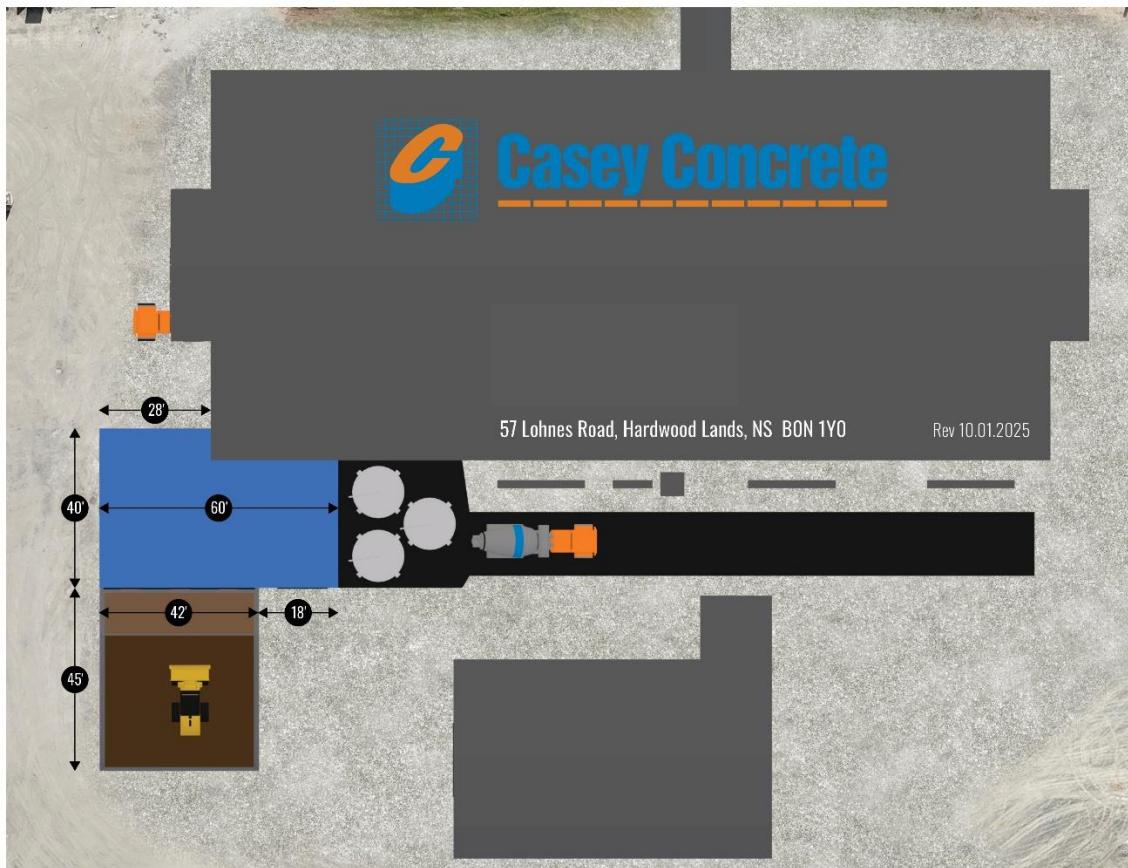
Appendix D - Policy Analysis

Appendix E - Draft Development Agreement

Appendix A - Satellite Image



Appendix B - Site Plans



57 Lohnes Road, Hardwood Lands, NS B0N 1Y0

Appendix C - Photos of the Subject Property



Subject Property - Casey Concrete Limited



Looking North from Subject Property



Looking South from the Subject Property

Appendix D - Policy Analysis

Policy	Comments
MPS Policy Criteria ED41. Council shall consider the following by development agreement in the Business Park (BP) Designation: <ul style="list-style-type: none"> a) Asphalt, Aggregate & Concrete Plants b) Commercial Parking Lots where the lot is an indoor parking lot, or the commercial parking area is greater than 600 m² c) Industrial Uses, Noxious d) Dog Daycare uses where more than 10 dogs at once are kept e) Kennels, Boarding 	Policy ED41 of the MPS permits Council to consider development agreements to permit asphalt, aggregate and concrete plant uses. Casey Concrete Ltd., the applicant, has requested that they be permitted to construct a pre-mix concrete batch plant on their lands identified as PID 45177128.
IM28. Council shall consider the following evaluation criteria for any development agreement application:	
a) The impact of the proposed development on existing uses in the area with particular regard to the use and size and of proposed structure(s), buffering and landscaping, hours of operation for the proposed use, and other similar features of the proposed use and structures.	An approximate 223 m ² addition is proposed to be added to the existing concrete production building. The proposed pre-mix concrete batch plant will be located in the addition. The property is located in the Business Park (BP) Zone; buffering is not required if there are no residential or institutional uses on the adjoining lands. Adjoining property uses include other business park related uses.
b) The impact of the proposed development on existing infrastructure with particular regard to Municipal piped water and wastewater systems, fire protection, refuse collection, school capacities, and recreation amenities. Council shall consider comments from the Municipal Engineer and other agencies as applicable.	The proposed development has on-site services. The proposed pre-mix concrete batch plant is not expected to have an impact on fire protection or refuse collection.
c) The impact of the proposed development on pedestrian and motor traffic circulation with particular regard to ingress and egress from the site, traffic flows and parking, adequacy of existing and proposed road networks to service the proposed development, adequacy of pedestrian infrastructure including walkways and sidewalks where required. Council shall consider comments from Municipal Engineer(s) and/or the Provincial Transportation Departments as applicable.	Nova Scotia Public Works has indicated that a negative impact to the Provincial road network is not anticipated. There is no pedestrian infrastructure in the Milford Business Park.
d) Council shall consider, where appropriate, the impact of the development on the comfort and design of proposed streets and existing street users. This shall include whether the proposed development is human-scaled, is easily accessible to active transportation users, and if it promotes	The proposal does not change the impact on existing streets and no new access is being created.

visual variety and interest for active transportation users.		
e)	The suitability and availability of other appropriately zoned sites for the proposed use.	The property is appropriately zoned for the proposed use. Casey Concrete Limited operates its manufacturing plant on the subject property.
f)	The submission of a professionally drawn site plan showing the location of all new and existing structures on the lot, parking areas, proposed and existing walkways, areas of tree retention, watercourses or environmentally sensitive areas, buffering, and landscaping and building plans, including signage plans, if applicable, showing the nature and design of the proposed structure.	A professional plan has been submitted with the application, showing the location of the proposed addition. Setbacks shall be required in accordance with the LUB.
g)	Adequacy of the size of the lot to ensure required buffering and screening can be carried out.	The size of the lot is adequate for the proposed use. No buffering is required for the subject lands.
h)	Potential for significantly reducing the continuation of agricultural land uses.	NA
i)	The proposed density and urban form, including height, massing, bulk, stepbacks and setbacks, are compatible with (not necessarily the same as) existing development forms.	NA
j)	If the proposal is inappropriate by reason of the financial capability of the Municipality to absorb any costs relating to the development.	The subject property is being assessed as commercial. The additional structures may increase commercial assessment, which should be a financial benefit to the Municipality.
j)	The adequacy of municipally approved water and wastewater services or if services are not provided, the adequacy of the lot to provide an adequate and safe water supply as determined by a hydrogeological assessment prepared by a hydrogeologist. The requirement for a hydrogeological assessment shall be determined by the Municipality.	The subject property does not rely on Municipal water and wastewater services. A hydrogeological assessment is not a policy requirement for Business Park (BP) Zone uses.
IM29. Terms and conditions of the agreement to ensure consistency with Strategy policies and the employment of sustainable development practices shall include, but are not limited to the following where applicable:		
a)	The use and size of any new structures or any expansions of existing structures.	A 223 m ² addition is proposed to be added to the existing manufacturing plant.
b)	The compatibility of the structure in terms of design elements including, but not limited to roof type, exterior cladding material, and overall architectural form and elements that	The addition is for an industrial use and the existing use of the property is an industrial use. No design elements are required.

	are reasonably consistent with the style and character of the community.	
c)	Provisions for adequate buffering and screening to minimize the impacts of the development on adjacent uses, such buffering and screening to be designed with consideration given to the types of impacts that may be felt by adjacent properties (ie. noise, headlights, dust, etc.).	The adjacent uses are also industrial uses on lands zoned Business Park (BP) Zone. No buffering or screening is required.
d)	Any matter that may be addressed in the Land Use Bylaw, such as yard requirements, outdoor storage, height, bulk and lot coverage, etc.	The addition shall comply with the setback requirements identified in the Land Use Bylaw.
e)	Time limits for the application for a development permit and the initiation and completion of construction.	One year to enter into the development agreement, and once the development agreement has been registered, the property owner will have two years to apply for a development permit. Construction has to be completed one year after the development permit has been issued.
f)	The establishment of hours of operation and maintenance of the proposed use.	NA
g)	The provision of adequate parking and parking lot design to include maximum ease and safety of traffic flow and dust control.	The applicant has indicated that there will be a reduction in truck traffic to the subject lands as concrete will not have to be transported from the concrete plant located in Colchester County. Parking will be required as per the Land Use Bylaw.
h)	Provisions regarding signage that may be sensitive to the overall visual amenity of the immediate area and safety issues.	NA
i)	Methods of protection of the land and watercourses and mitigation practices during and after construction of the proposed development.	There are no watercourses adjacent to the location of the proposed addition.
j)	Methods of stormwater management on-site during and after construction and methods used to control erosion and sedimentation.	A stormwater management plan or a lot grading and drainage plan is not required by the LUB or Lot Grading Bylaw for the proposed addition.
k)	Provisions regarding tree removal, devegetation, and tree planting on the site and overall adequacy of landscaping.	The area for the proposed pre-mix concrete batch plant is already cleared.