



**MUNICIPALITY OF THE DISTRICT OF WEST HANTS
Planning/Heritage Advisory Committee Agenda
April 18, 2019, 6:00 p.m.
Sanford Council Chambers**

1. Call to order
2. Approval of Agenda & Additions
3. Approval of Planning/Heritage Advisory Committee Meeting Minutes March 28, 2019
4. Hantsport Area Advisory Committee Update from Chair
5. Business Arising from the Minutes
 - (a) Update - West Hants Household Livestock (Saira Shah)
 - (b) Update - Hantsport Household Livestock (Saira Shah)
 - (c) Update - Land Use By-law Map Amendment – Bonnie Lane, Newport Station (Saira Shah)
 - (d) Update - Municipal Planning Strategy: Public Engagement Meetings (Sara Poirier)
 - (e) Update - Brison Developments Ltd. – Development Agreement Amendments (Madelyn LeMay)
 - (f) Update - Commercial Development District Improvement By-law (Sara Poirier)
 - (g) Update - Municipal Registration of Sainte Famille Cemetery (Madelyn LeMay)
 - (h) Cannabis in West Hants (Saira Shah)
 - (i) Update – 50 Lynch Road, Newport Corner – Development Agreement to Permit a Campground (Sara Poirier)
 - (j) Update - Nova Scotia Planning Directors Association 2019 Spring Conference (Sara Poirier)
6. Building and Development Activity Report
 - (a) Monthly Report – March 2019
7. New Business
 - (a) Development Agreements and Amendments Annual Report
 - (b) Reuse of Rural Churches in West Hants (Sara Poirier)
8. Notices from adjacent municipal units – *no notices received*
9. Miscellaneous
 - (a) Consolidation Update
10. Questions and comments from public



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ACTIVITY REPORT For Month of March 3/31/19

Type	<i>Mar 2018</i>			<i>Mar 2019</i>		
	Permits	Units	Value of Construction	Permits	Units	Value of Construction
*Single Unit	9	4	1,000,000	7	5	944,500
Duplex/Semi	4	8	726,000	1	2	380,000
Apartments	0	0	0	0	0	0
**Other Residential	6	0	31,100	7	0	111,500
Commercial	0	0	0	1	0	8,000
Industrial	1	0	0	0	0	0
Inst & Gov	0	0	0	0	0	0
Agriculture	1	0	30,000	1	0	110,000
Park/Recreational	0	0	0	0	0	0
Total	21	12	1,787,100	17	7	1,554,000
Year To Date	48	25	3,792,600	40	9	2,217,100
Demolition	1	1		2	0	
Sign Permits	0			1		
Sub Applications	3	6 (Lots Requested)		2	0 (Lots Requested)	

*includes new construction, additions, renovations, repairs, and development permits.

**includes garages/sheds/carports, decks, and swimming pools.



**MUNICIPALITY OF THE DISTRICT OF WEST HANTS
INFORMATION REPORT**

To: Members of West Hants Planning Advisory Committee

Submitted by: _____
Madelyn LeMay, Director of Planning and Development

Date: April 18, 2019

Subject: Development Agreements and Development Agreement
Amendments: Annual Report

1.0 ORIGIN

Each year the Development Officer, Doug MacInnis, reviews properties which have a development agreement in place and a report is prepared regarding these agreements.

2.0 LEGISLATIVE AUTHORITY

Section 229 of the Municipal Government Act.

3.0 BACKGROUND

The annual review of development agreements and development agreement amendments is done to determine:

- the development agreement activity for the prior year;
- whether properties comply with the existing development agreements; and
- whether all development agreements are relevant or should be discharged.

3.1 Activity

The number of applications is tracked annually; applications from 2008-2018 appear in Appendix 1 attached.

3.2 Compliance

If a property is in compliance with the agreement(s) in place, the Development Officer notes that within their records.

If a property is not in compliance, the Development Officer:

- discusses the issue with the owner;
- if discussion does not result in compliance, the Development Officer writes a letter to the owner and explains what is required;
- if a letter from the Development Officer does not result in compliance, planning staff is notified;
- planning staff discuss the requirements with the owner. If this does not achieve compliance, a recommendation would be made to PAC. The recommendation could be to amend the development agreement or to discharge the agreement. If the agreement is discharged due to lack of compliance, the only uses permitted on the property would be those permitted as-of-right in the Land Use Bylaw.

The Development Officer advises me that to date in West Hants discussion between the Development Officer and the owners has resulted in compliance and further action has not been needed.

3.2 Relevance

Older West Hants development agreements require the consent of the owner before they can be discharged, even if the development permitted by the agreement has never been started and the underlying designation and zone have been changed. This means that developments which years ago were considered appropriate can go ahead now or in the future, even though if it was a new application, Council could not now approve that agreement or might require specific conditions.

More recent development agreements contain a clause which permits Council to discharge the development agreement without the consent of the owner: *"this Agreement may be discharged at the option of the Municipality in accordance with Section 229 of the Municipal Government Act."* This will prevent having additional unused and out-of-date agreements in effect.

4.0 DISCUSSION

During the 2018 inspection of properties subject to development agreement the Development Officer observed that the developments enabled by development agreement on five (5) properties approved by Council between 1993 and 2007 have never been started.

This year, each owner was contacted by mail; most either did not respond or indicated they wish to keep the development agreement, and a request to discharge one agreement is being considered along with a request for a new agreement. As a

result, no action by Council is required. Owners will be approached annually.

5.0 FINANCIAL IMPLICATIONS

There are no financial implications related to these unused development agreements.

6.0 ATTACHMENTS

Appendix 1 Development Activity

Report Reviewed by: _____

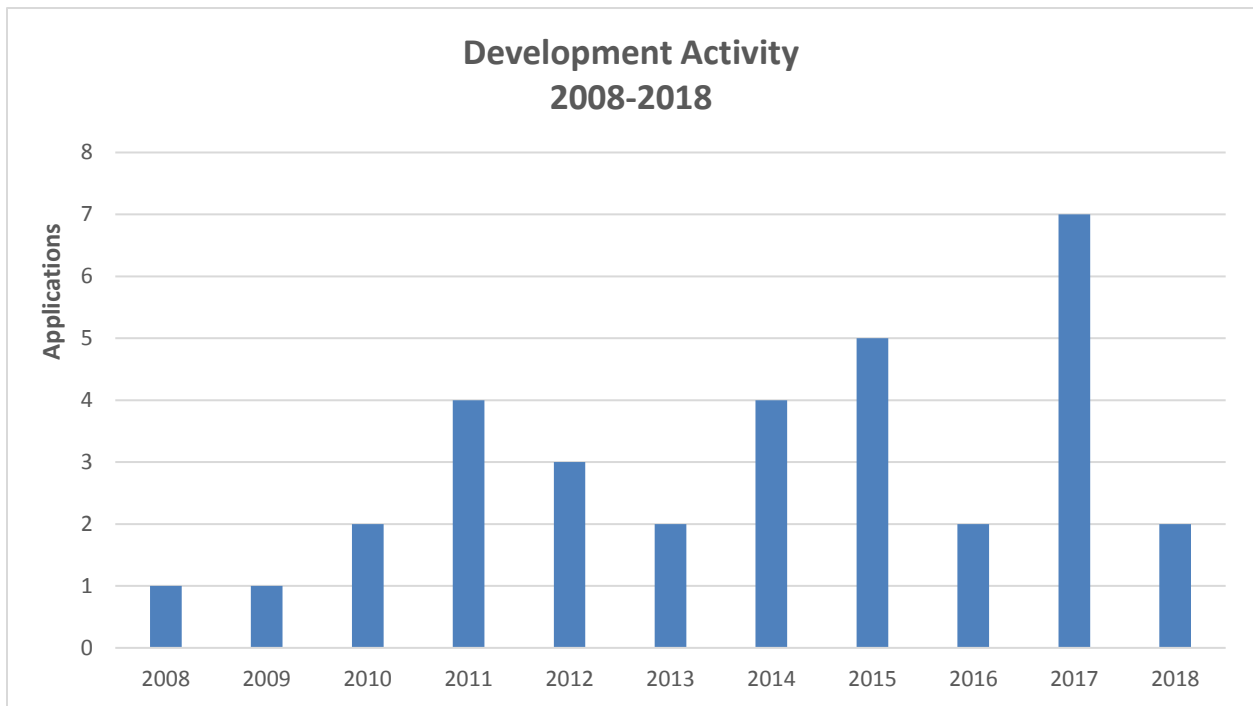
Martin Laycock CAO



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APPENDIX 1

**Development Agreements & Development Agreement
Amendments Activity**



Reuse of Rural Churches in West Hants

Final Report

April 9, 2019

Executive Summary

Across Canada, places of worship are experiencing aging and shrinking congregations and rising maintenance costs for their buildings. Frequently these places of worship are historic landmarks and community hubs. Municipalities are looking for economically-feasible ways to preserve these buildings. As a rural municipality with a number of historic churches, the Municipality of West Hants seeks options for potential adaptive reuse that involve minimal red tape and are sustained by non-municipal revenue sources. West Hants is currently in the process of consolidating with the neighbouring Town of Windsor which provides an opportunity for policy and zoning changes to be incorporated into an updated Municipal Planning Strategy (MPS).

Deliverables

This report provides four deliverables to assist West Hants in adaptive reuse of its churches:

1. A matrix of churches within the municipality listing characteristics that help inform potential reuse
2. A regulatory review that identifies barriers to reuse in the existing MPS
3. Best practice examples of church adaptive reuse in comparable contexts (rural community, similar regulatory structure and demographics)
4. Recommendations on reuse approaches

Church Matrix

Following site visits, a matrix listing the 20 churches in West Hants with their physical condition, lot size, zoning, neighbourhood characteristics, amenity space and municipal servicing potential was compiled. This matrix follows the example of the inventory of places of worship the Ontario Heritage Trust has developed, to assist municipalities in making decisions about religious heritage preservation. The West Hants matrix is intended to be a living document that can be updated with more information as available, to help guide planning and decisions on reuse potential.

Regulatory Review

A review of the MPS for West Hants, Windsor and Hantsport (former town dissolved into West Hants in 2015), found several common themes. All three note the need for more seniors housing and multi-unit developments. However, all three require a rezoning or development agreement for these types of buildings – a regulatory barrier they may want to change. Water and wastewater capacity may also present barriers to some types of reuse in all three areas. The 20 churches fall into one of four zoning designations: Institutional, Rural Residential, Agricultural Priority 2, and General Resource. These last three zones provide for limited residential and/or commercial use, which could support some as-of-right reuses.

Best Practice Profiles

A review of rural church repurposing projects that reflect efficient use of resources and ongoing economic viability, found three examples of particular relevance to West Hants:

1. Grace Centre – Sydenham, ON

A United church converted to a hub for seniors' health and wellness initiatives. It leverages provincial funding and has spurred a neighbouring seniors' housing development. Its zoning enables a broad range of uses as-of-right.

2. Church Brewing Co. – Wolfville, NS

A United church adapted to become a restaurant in the town centre, with a microbrewery as an accessory use. The site was rezoned in an MPS review to enable restaurant reuse. However, the attached brewery has been contentious due to its location next to

residential areas. This might be avoided in more rural settings. The restaurant & brewery provide jobs and economic activity for the town.

3. Fromagerie du Presbytère – Sainte- Elizabeth-de-Warwick, QC

A Catholic church and rectory purchased by a dairy farm to operate as a cheese factory for \$1, in return for retaining a portion of the church for religious services and covering maintenance costs. The fromagerie has an extensive export business to grocery stores across Quebec, and hosts weekly summer festivals that attract thousands of visitors.

The fromagerie is a significant economic contributor to the village while partnering with the congregation to preserve the church's original use.

Recommendations

Three recommendations are proposed for West Hants. They reflect the local context (demographics and geography), and the church assets and characteristics documented in the matrix.

1. Explore Inclusive Zonings – consider a range of permitted uses that allow for institutional, community, commercial and residential activities. This would encourage reuse as-of-right.
2. Identify Alternative Funding – Many reuse projects bring value to the municipality, especially if there are service gaps. Consider continuing the church's property tax exemption if it leverages strategic partnerships with other levels of government and community organizations.
3. Strategic Economic Development – businesses in rural areas that deliver products to market are not dependent on foot traffic and have a higher chance of success. They also provide local jobs and property tax revenue. West Hants has an agricultural sector that would support the kind of agrotourism in the best practice examples.

Background

The Municipality of West Hants is a rural municipality in Nova Scotia; known as the entrance to the Annapolis Valley, it surrounds both sides of the Minas Basin and includes the Kempt Shore (Figure 1). It is 1244 square kilometres in size and has a population of 15,638 (Statistics Canada, 2016). With a population density of only 12.4 people per square kilometre, it is more rural than Nova Scotia as a whole, which has a density of 17.4 people per square kilometre (Statistics Canada, 2016). In 2015 the town of Hantsport dissolved into with West Hants, adding 1500 more people to the population. Settled by European colonists in 1685, West Hants is home to a number of historical properties, including a number of churches.



Figure 1: Municipality of West Hants

There are several historical societies throughout West Hants who have raised the issue of historic building preservation, including churches. These buildings are community focal points and represent communities' history and culture. However, the population is

aging and projected to shrink, with church congregations also declining in size. Churches are finding it difficult to undertake and pay for necessary maintenance. The Municipality has heard from some residents who want to preserve these buildings, both from a historic and sustainability standpoint (i.e., re-adapting existing buildings rather than demolishing and constructing another). Instead of these properties becoming vacant and falling into disrepair or being demolished, the Municipality would like to encourage them to be utilized for new uses. This project developed recommendations for adaptive reuse, based on best practices elsewhere that align with the demographic and economic context of West Hants.

Objectives

The main goals of this project were to develop a matrix of historic churches and policy recommendations for the West Hants Municipal Planning Strategy (MPS) and Land Use Bylaw (LUB) that will support repurposing of these valued community landmarks. The focus on Christian churches reflects a lack of places of worship for other faiths in West Hants.

This project compiled an inventory of churches throughout the Municipality of West Hants which catalogues the sites' physical and regulatory characteristics. The Final Report also includes:

- Examples of adaptive reuse in comparable contexts (rural communities, similar municipal regulatory structure/designations etc.)
- Recommendations on reuse options for West Hants
- Recommendations on zoning for the LUB and designations for the Generalized Future Land Use Map (GFLUM) that will accommodate reuse of religious buildings without requiring owners to complete the rezoning or development agreement process.

Methods

Church Matrix

Develop a matrix of churches in West Hants listing characteristics to inform potential heritage sites and viability of adaptive reuse.

Method: Site visits, online databases, Historical Society and Diocese search

- Gathered church names and locations from West Hants and historical societies
- Reviewed Canadian Register of Historic Places to identify churches with heritage designation
- Google map search to confirm all churches in the Municipality; Internet search for Council reports related to church properties
- Site visit to 16 of the 20 churches to record building condition and context
- Review of MPS and GFLUM to determine zoning and designation for each site
- Accessed real estate website (Viewpoint) for PID, lot size, assessed value
- Received water servicing connections and site septic potential from West Hants staff

Best Practice Research

Search of academic, professional, and popular literature for examples of religious building reuse in comparable contexts or initiatives which address challenges in West Hants.

Method:

- Academic database search for scholarly literature on adaptive reuse of places of worship
- Contact Provincial planning associations enquiring of known precedents or examples of religious building reuse in rural areas
- In-person follow up (email, phone calls) with staff involved in specific examples to ask about process, regulatory context, partnerships, and opportunities and challenges
- Review of MPS and LUB for municipalities with specific examples

Recommendations

Develop policy recommendations for religious building reuse which reflect local context and Best Practices. Policy recommendations will include factors from the matrix that could support site reuse and help municipalities identify optimum sites. The report will reflect how the recommendations integrate within the existing MPS and Land Use Bylaw and propose amendments to enable as-of-right reuse.

Method:

- Identify successful adaptation projects from the best practice review and describe how they would assist West Hants.
- Review West Hants, Hantsport and Windsor zoning regulations and propose option(s) that support religious building reuse.
- Use best practice information to inform draft recommendations for West Hants.

Church Matrix and Site Visit

Consultants identified 20 churches in West Hants by contacting municipal staff and heritage societies, and online searches. Site visits were conducted on January 24, 2019 to assess the exterior of each site. Sixteen of the 20 churches were visited (Appendix A). The following details were recorded:

- Name
- Denomination
- Address
- Building condition (Appendix B: 2)
 - 1 = Poor - Requires extensive maintenance such as peeling paint, rotten wood, mould or moss on building - see Windsor Plains United Baptist Church
 - 2 = Satisfactory - No major structural issues apparent, cosmetic maintenance or minor repairs such as missing roof shingles - see Avondale United Church
 - 3 = Good - No evident structural or cosmetic issues - see St Thomas Anglican Church
- Neighbourhood characteristic - rural with no abutting properties, rural residential with a few houses, mixed with both residential & commercial nearby, or commercial
- Amenity space available (incl. type - Basement or Hall)
- Active congregation (Yes/No/On Rotation if signs state regular schedule at multiple churches)
- Graveyard onsite (Yes/No)
- Registered heritage property (Yes/No)

In two cases (Saint Croix United Church and St Thomas Anglican Church) the consultants spoke to a congregation member onsite and viewed the church interior. The interior condition of those two churches were also ranked using the same criteria as above.

Following the site visits, the consultants obtained further information on each site from the ViewPoint database:

- Lot size & Property Identification Number
- Assessed value
- Zoning & Municipal Servicing

The current matrix is attached as Appendix A. The characteristics captured should help inform property aspects that support adaptive reuse. For instance, the presence of a graveyard could discourage redevelopment; amenity space with kitchen facilities could support reuse; different zoning requirements impact what can go on the site. The matrix is intended to be a living document, with further information to be added as it becomes available. If churches in the matrix are eventually repurposed, a section on their new use and the process used to achieve it may be helpful for future reference.

The Ontario Heritage Trust has developed a similar inventory for places of worship throughout Ontario.¹ It holds information on over 5000 places of worship, including name, denomination, construction year, architectural style, floor plan and massing (layout), current use and any commemorations (e.g., heritage designations). It is intended to tell the story of Ontario's religious history, and to "provide objective, useful information that will help municipal councils make decisions about protecting the province's religious heritage."² A study of adaptive reuse of churches in Kingston, Ontario, makes a similar point. One of the study's recommendations was for municipal staff to inventory places of worship and proactively identify struggling congregations, then engage them in dialogue on possible ways to preserve and reuse the building³. The West Hants church inventory could serve the same purpose, and if resources permit, expand to include some information the Ontario inventory lists such as age and architectural style of the buildings.

¹ Ontario Heritage Trust, Places of Worship Inventory, accessed February 23, 2019

² Ontario Heritage Trust, Places of Worship Inventory, accessed February 23, 2019

³ Amayu, Ermias. *New Uses for Old Churches: An Examination of the Effects of Planning Regulations on the Adaptive Reuse of Church Buildings*, 2014

Regulatory Overview

The consultants have reviewed the Municipal Planning Strategies (MPS) and Land Use By-law (LUB) for West Hants, Hantsport and Windsor. While Hantsport dissolved in 2015, both West Hants and Hantsport currently each have their own MPS and LUB. West Hants and Windsor are currently undergoing consolidation that will see the two municipal units becoming one regional municipality by April 1, 2020.

West Hants⁴

In 2008 Council adopted the West Hants MPS. It is currently undergoing a review. It provides overarching future goals for the Municipality, such as maintaining a quiet, rural atmosphere, encouraging development in designated Growth Centres, and providing a variety of community and recreational sites. Attached to the MPS is the Generalized Future Land Use Map which identifies the long-term intention of areas in the Municipality by designating them as Agriculture, Commercial Core, Community Use, Hamlet, Joint Industrial Park, Residential, Resource, Village Core, Village and Commercial Development District. The MPS states specific policies for each of the designations.

There are two areas of the Municipality designated as Growth Centres: Three Mile Plains and Falmouth. These two communities have municipal water and wastewater servicing, and residential and commercial growth are encouraged. The MPS clearly states that requests to extend water servicing outside of these areas will not be undertaken at this time. One church is located in Falmouth and two are located in Three Mile Plains.

There is one designated Village in West Hants: Brooklyn. It serves as a commercial and institutional centre for surrounding areas. It does not have municipal water or sewer servicing. Two churches are located in Brooklyn.

The Municipality contains eleven Hamlets. Hamlets are areas characterized by relatively concentrated residential development, a church or community hall, and one or more small businesses. According to the MPS the Hamlets will continue to provide such services to the surrounding countryside. Three of these hamlets are within proximity to municipal servicing:

⁴ Municipality of West Hants, Municipal Planning Strategy, 2018.

Newport Station, Mount Denson, and Wentworth Creek. The MPS states that as Growth Centres become more developed and additional land is needed, West Hants may consider extending the Growth Centre designation and servicing into these areas. Eleven churches are located in the Hamlets.

The MPS outlines the land use policies for each of the three designations noted above, as well as for Agricultural, Resource and Industrial areas. The LUB describes the zoning regulations and permitted uses. The churches in the matrix fall into one of four zones:

- Institutional (I) - permitted uses include schools, churches, community centres, recreation facilities, homes for special care and seniors housing. Nine churches are zoned I.
- Rural Residential (R4) - permitted uses include low density residential development. Five churches are zoned R4.
- Agricultural Priority 2 (AR2) - permitted uses include agricultural production and limited non-agricultural development. Four churches are zoned AR2.
- General Resource (GR) - permitted uses include resource activities, and a range of residential and small scale commercial and industrial. Two churches are zoned GR.

Hantsport⁵

The Hantsport MPS was adopted in 2010 and is currently under review. It applies only to land within the former town boundaries, which are located within the Municipality of West Hants (Figure 2). Hantsport has its own water servicing and has wastewater servicing through a partnership with neighbouring Municipality of Kings County.

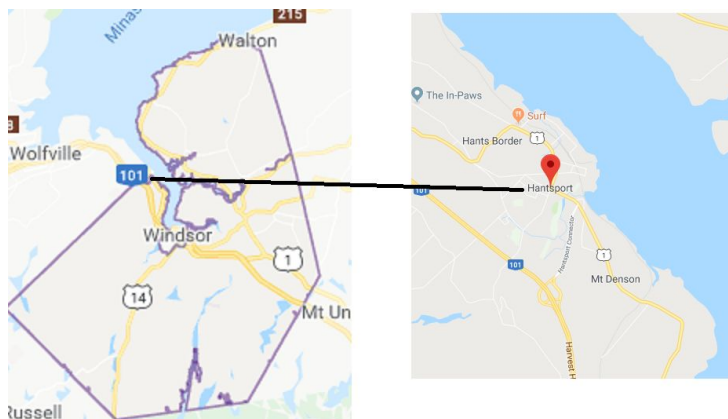


Figure 2: Hantsport, from Google Maps

⁵ Hantsport Area Advisory Committee, Hantsport Municipal Planning Strategy, 2018.

There are four churches located in Hantsport, all in the town core which has a mix of residential and commercial uses. The MPS has identified some areas with the potential for housing projects as “Future Development Opportunities.” The Hantsport Baptist Church is immediately adjacent to one of these areas. Water servicing for new developments is an option as the MPS notes there is vacant land adjacent to the system. Most buildings in Hantsport have fewer than three dwelling units, but the Hantsport MPS articulates a need for multi-unit seniors housing. Hantsport’s commercial area includes a fair amount of residential development, and its MPS policies enable further residential growth within the commercial district. Three churches are located in the downtown area, including one which is currently for sale (St Mary’s Catholic Church)⁶.

Windsor⁷



Figure 3: Town of Windsor, from Google Maps

The Town of Windsor adopted its MPS in 2005. At that time the municipal plan noted the Town’s population was declining, but recent census data indicates it has remained relatively stable, from 3800 quoted in the 2005 MPS, to 3648 in 2016⁸. One trend reported in the 2005 plan remains the same: the population is aging, with one-quarter of residents over the age of 65. Four nursing homes are located in the Town. The MPS notes the need for more multi-unit seniors housing, however “proposals for new multiple residential development of three or more units will be considered only by development agreement. As the conversion of existing buildings to apartments often gives rise to similar concerns, these projects also will be considered by development agreement.”

Windsor, like West Hants, has taken a fairly flexible approach to mixed use zoning, allowing home-based businesses in any residential dwelling and in any zone in which a residential dwelling is located. Local commercial uses (i.e., small-scale commercial operations that serve a

⁶ Viewpoint.ca Accessed March 2, 2019

⁷ Town of Windsor Municipal Planning Strategy, 2005

⁸ Statistics Canada, Census Profile: Windsor, NS, 2016

relatively small market area) are also permitted in outside of a Commercial designation. Residential uses are encouraged in conjunction with commercial uses.

The Town of Windsor provides water and wastewater systems to a large part of the Town. A water plant with a capacity of 1.5 million imperial gallons per day was completed in the fall of 2002. The cost of providing water and sanitary sewer services to some areas of Windsor would be prohibitive because of topographical constraints. For this reason, the Town will only consider service extension in areas designated residential or zoned as a Comprehensive Development District.

Common Themes

The West Hants, Hantsport and Windsor MPS all mention providing more housing for seniors. The desire is for multi-unit housing developments that would allow assisted living facilities. However, no municipality will allow this development to happen as-of-right. In West Hants both churches and seniors housing are zoned Institutional, but any change requires a rezoning. Also, any new Institutional uses, such as seniors housing, requires a development agreement. Hantsport will only permit multi-unit dwellings via rezoning. Windsor also takes a cautious approach to multi-unit housing, requiring a development agreement. These regulatory requirements may be a barrier to repurposing churches zoned Institutional. The other three zones used for churches - Rural Residential, Agricultural Priority 2 and General Resource - permit some limited amount of residential and/or commercial use, which may enable some types of conversion as-of-right.

Windsor takes a permissive approach to mixed use development and would like to encourage more of it. It allows intermixed residential and commercial uses as-of-right. This approach could support multiple types of adaptive reuse on a single site (e.g., residential and home-based business). As the Windsor-West Hants consolidation moves forward, there is an opportunity to embed this approach in a joint MPS for all three areas.

Water and wastewater is a potential barrier for some church properties in West Hants. Seven sites have municipal sewer or are capable of being connected. The remainder would need to investigate well and septic systems, if they do not already have them. The Nova Scotia Department of Environment approves all septic system installations and sets a number of regulations such as minimum lot size, soil depth, slope, and proximity to watercourses.

Individual site assessments are beyond the scope of this project as they require an engineering assessment. Nine church sites may be under the required lot size for the lowest soil permeability of on-site sewage treatment and could investigate alternative forms of sewage treatment such as composting toilets, if required for any reuse project. The remaining four properties may be eligible for well and septic if they do not already have them.

Regulatory Themes in Other Jurisdictions

Several other jurisdictions have considered the issues involved with repurposing places of worship. A study on church conservation in rural southern Ontario notes that low development pressure, proximity to cemeteries and few municipal resources are particular challenges for rural churches⁹ However, opportunities include strong community support and motivation to preserve churches, and often less political opposition to zoning amendments. Neilson's study looked at 251 churches in three rural Ontario municipalities, and found that 53% underwent adaptive reuse. Seventy percent of these converted to residential and institutional use, 20% went to other religious uses, and 10% became a commercial use. There was a higher rate of conversion in country churches as opposed to those in towns.¹⁰

Most adaptive reuses for places of worship require a change in zoning, as many are designated Institutional and therefore treated as exceptions to surrounding uses. Rezoning requires a public hearing and subsequent council approval, making the process more costly and time-consuming. Amayu notes that adaptive reuse of older buildings can be difficult as planning regulations are drafted with new buildings in mind¹¹. Therefore, flexible planning policies that support reuse and offer compliance exemptions for older buildings are needed. The Ontario Building Code offers a number of compliance alternatives if the requirement is detrimental to the preservation of a heritage building.¹² While changes to the Nova Scotia Building Code are beyond the scope of this project, it may be something to consider investigating in the longer term.

Some municipalities are actively encouraging reuse by creating zones that encompass a wide range of uses. The City of Moncton, for example, has a Mixed Use (MU) zone that permits a

⁹ Neilson, Michelle, *Heritage Church Conservation In Rural Southern Ontario*, 2013.

¹⁰ Neilson, Michelle, *Heritage Church Conservation In Rural Southern Ontario*, 2013

¹¹ Amayu, Ermias. *New Uses for Old Churches: An Examination of the Effects of Planning Regulations on the Adaptive Reuse of Church Buildings*, 2014

¹² Ontario Building Code, s. 10.4 Compliance Alternatives, 2018

broad range of commercial, retail, service, and high density residential uses in some areas.¹³ It repurposed a church in its downtown core with a MU zone to a service and not-for-profit hub as-of-right¹⁴ The Rural Community of Upper Miramichi, New Brunswick, specifically avoided creating a restrictive institutional zone, instead using a mixed use zoning that encourages residential and commercial reuse of existing buildings, and allowing such applications to proceed as-of-right.¹⁵ Upper Miramichi's MPS also allows zoning exemptions for reuse of vacant or underutilized buildings¹⁶. Alma, New Brunswick, is another rural municipality with permissive zoning. Its MPS establishes an objective to promote tourism and implemented a Tourism Commercial zone that allows a wide range of uses, including institutional¹⁷.

Some church conversions have managed to avoid the zoning issue entirely by remaining Institutional but expanding the building's uses with community partners. St John's Anglican Church in Chapeleau, Ontario, was purchased by a community member who then rented the top floor back to congregants and converted the basement into a social space with a cafe, store and event venue.¹⁸ The village of Val David in Quebec preserved the Saint-Jean-Baptiste Church by signing a memorandum of understanding with the diocese, allowing joint use of the church for religious worship and community events. The municipality and congregation split maintenance costs¹⁹.

The Grafton Park development in Halifax, NS, provides an example of the numerous challenges in converting older churches to new uses. St David Presbyterian Church in downtown Halifax faced the same dilemmas as many other congregations: shrinking numbers, aging populations, and an old building that required extensive maintenance. However, the church had an asset it could utilize: an under-used church hall. It contracted with a developer to lease the land for 75 years in return for an annuity that would provide the congregation with a reliable source of income. The developer planned a six-storey condo building on the former hall site. The development, though, took years to proceed. The church hall property had to be deregistered from both the municipal and provincial heritage registries. The site then required a zoning

¹³ City of Moncton Municipal Plan, 2018

¹⁴ Sarah Anderson, Moncton Senior Planning, personal communication, February 11, 2019

¹⁵ Anderson, Sarah, City of Moncton, personal communication, February 11, 2019.

¹⁶ Rural Community of Upper Miramichi, Rural Plan, 2015.

¹⁷ Village of Alma, Bylaws, 2015.

¹⁸ Frolick, Jasmine, *The Revitalization of Church Buildings*, 2018.

¹⁹ Koffend, 2005, in Neilson, *Heritage Church Conservation In Rural Southern Ontario*, 2013

change from Institutional to Commercial. An easement for a laneway between the church hall and adjacent property had to be negotiated. Then finally when construction got underway, 225 unrecorded graves were discovered on the site and had to be removed - a 16-month process. Overall it took ten years from the initial negotiations with the church before construction could begin in earnest.²⁰

²⁰ Bill Greenwood, Greenwood Lane Inc., personal communication, October 1, 2018

Best Practices

Overview & Methodology

This section profiles successful examples of adaptive re-use of rural churches. These profiles reflect an efficient use of resources, reduce the regulatory burden of reuse proposals, and appear economically viable and sustainable. Selecting examples of Best Practice involved reviewing projects, toolkits, initiatives, and policies from jurisdictions across multiple Canadian provinces. Examples were reviewed relative to the general themes and asset characteristics that emerged from the Church Inventory. Given their similarity to West Hants' context, the profiles feature reuse initiatives from rural communities with modest resources, aging populations, and where the church/property assets are in good, reusable condition.

Profile 1: The Grace Centre (Sydenham, ON)

The Grace Centre in Sydenham, Ontario, is a non-profit community centre operating in a repurposed United Church. Sydenham is a rural village in the municipal Township of South Frontenac, approximately a 40-minute drive north of Kingston, ON. The Township's demographic profile is comparable with West Hants (Appendix C: 1); it is characterized by an aging population

and there is a shared municipal priority on improving seniors services and housing. In South Frontenac, the Grace Centre provides a wealth of seniors services and has become a hub for seniors health and wellness initiatives at the municipal and provincial level.

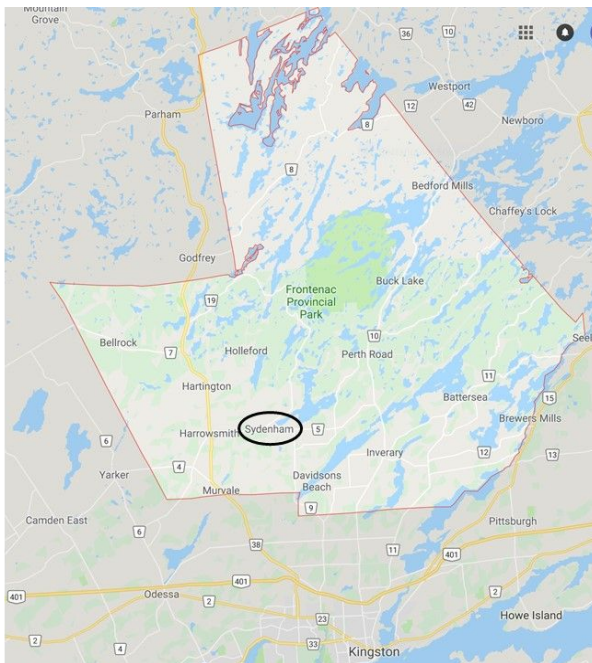


Figure 4: Township of South Frontenac, from Google Maps



Figure 5: The Grace Centre, Sydenham, ON, from Township of South Frontenac Business Plan: Seniors Housing, February 13, 2018

History²¹

The former Grace United Church closed its doors as a Church in May 2010 after the congregants approached a nonprofit, Southern Frontenac Community Services (SFCSC), to purchase the facility and maintain it for the benefit of seniors and the community. In May, 2011, following discussion with the South East Local Health Integration Network (SELHIN), Southern Frontenac Community Services (SFCSC) signed a three year lease-to-purchase arrangement with the United Church of Canada to purchase the former Grace United Church in Sydenham, ON.

SFCSC was in the process of reviewing alternative locations when the Grace Centre was offered to the Agency. Among the Township of South Frontenac's several villages, Sydenham is the largest and most central at approximately 5700 residents.²² In determining that the Grace

²¹ Southern Frontenac Community Services, History of the South Frontenac Community Services Corporation, 2018.

²² Statistics Canada, Census Profile 5210103.00 Ontario, 2016.

Centre was the best option, a plan was formulated for the Grace Centre to consolidate all related rural programs, services and offices into the one existing Church building. However, this consolidation required additional operating space, and an extension was built which increased capacity by 25% and provided a 'one-stop-shop' for families seeking support through SFCSC's Family Services, Ontario Early Years, Frontenac Community Mental Health and Addictions Services, Ontario Works, Ontario Disability Support Program and the SFCSC Food Bank.

Services

From the Grace Centre, Southern Frontenac Community Services serves seniors, low-income and at-risk households in South Frontenac and rural Kingston. The Centre offers:

- Seniors food services (incl. Foodbank, Diners Club, and Meals on Wheels)
- Social and recreational programs (incl. yoga, tai chi, arts and cultural events, community events and support groups etc.)
- Visiting hospice, bereavement, and homelessness prevention services
- Transportation services (to/from medical appointments, social and daily/errand activities)
- Rural youth services

Municipal Relationship with The Grace Centre

*Zoning*²³

The Grace Centre is located in a 'Community Facility' zone. The zone 'Community Facility' (CF) was created and passed by council in 2003 in an attempt to consolidate many existing institutional, residential, and recreational uses and facilitate as of right development in the community. The streamlined, development-friendly CF-zone allows for a breadth of uses which reflect Sydenham's context and development interests; as a rural, aging population of modest resources, the zoning bylaws explicitly enable uses for seniors services and self-sustaining institutional or commercial uses.

²³ Township of South Frontenac, Comprehensive Zoning Bylaw, 2018.

Specifically, the Community Facility zone designation permits the following uses:

- any undertaking established or maintained by a governmental board, authority, agency or commission
- a church or other place of worship, with accessory uses including a cemetery and a dwelling unit; a cemetery
- any undertaking of a utility company, such as a natural gas company or telephone company
- arena; public park
- school; nursery school
- commercial or private club
- public or private hospital
- community centre; library
- nursing home; group home
- any other institutional or community facility use; accessory buildings or uses to the above uses.

Funding

The Township of South Frontenac continues to effectively honour the land tax exemption enjoyed by the Sydenham Grace United Church during its operation. Since the Church building came under the ownership and operation of the SFCSC in 2010, the Township has awarded annual grants to the organization totally reimbursing their land tax expense and supporting their seniors programming. For the fiscal year 2019, the Township has budgeted \$27,000 for grants to the SFCSC.²⁴

Notably, the Grace Centre's financial sustainability concerns less what the Township is paying for, but rather what it isn't: the SFCSC and Grace Centre's primary income (approx. \$250,000 annually) is funding from the Ontario Ministry of Health.²⁵ The Grace Centre's programming centres on seniors health and wellness and appeals to the province's jurisdictional responsibility for health. Establishing a rural hub for efficient health service delivery was in the provincial interest, and it addressed service-gaps and issues of financial feasibility for the Township.

²⁴ Township of South Frontenac, 2019 Budget, February 19, 2019.

²⁵ Southern Frontenac Community Services, Annual Report 2017-2018, 2018.

Seniors Housing Development

Seniors housing and homelessness prevention is a priority for the Township of South Frontenac. As part of their Business Plan for Seniors Housing (Sydenham), the Township identified the parcel of land adjacent to the Grace Centre as the best site for a future seniors housing development (Figure 5).²⁶ The parcel is suitable in size and has sufficient frontage to support the proposed concept within the piped water servicing area, thereby not requiring private water servicing. Moreover, the partnership opportunity with SFCSC makes this site very compelling both locationally and financially. The site being directly adjacent to a social support agency already providing seniors services, and its proximity to Sydenham's central area and amenities, represents an efficient use of the Township's seniors development resources. The opportunity to access services offered by SFCSC at the Grace Centre is equally beneficial to the project and would provide a unique housing and service relationship for seniors in Sydenham. By directing future development around existing seniors infrastructure at the Grace Centre, the Township would consolidate seniors resources and multiply their value. Complemented by the



reuse-friendly CF-zoning and a sustainable, mutually-beneficial resource model between the Township and Province, the Grace Centre embodies best practice of adaptive reuse of a rural church.

Figure 6: Seniors Housing Development Preferred Site, from Township of South Frontenac Business Plan: Seniors Housing, February 13, 2018

²⁶ Township of South Frontenac, Business Plan for Seniors Housing, 2017.

Profile 2: The Church Brewing Company (Wolfville, NS)

The Church Brewing Company is a restaurant and microbrewery that opened in a decommissioned United church in downtown Wolfville, NS in late 2018. Wolfville is a town immediately next door to the Municipality of West Hants, and the two areas share very similar history and geography. Their age demographics are also similar in that they reflect an aging population, but as a town Wolfville has considerably more density than West Hants (see Appendix C: 2). It is, however, very similar to the nearby town of Windsor, which is undergoing consolidation with West Hants. Both Windsor and Wolfville have populations that are shrinking, a 65+ age cohort that makes up over a quarter of the population, and similar land areas. Wolfville is home to Acadia University, which brings an annual influx of approximately 3500 students²⁷, thereby doubling the town's population from September through April.

History

St Andrew's Church opened in May 1914 along Wolfville's Main Street. It was designed by architect Andrew Cobb for the Presbyterian congregation. In 1923 it was taken over by the United Church, which held services there until 2010²⁸. In 2014 the church was decommissioned and sold when seven Annapolis Valley United Church congregations amalgamated.²⁹



Figure 7: Church Brewing Company, Wolfville, NS, from Church Brewing Company Facebook, October 26, 2018

Despite its age and architectural history, the church was not a registered heritage property. However the new owners had a strong desire to preserve the building³⁰. At first it was used for a variety of purposes, with some offices in the basement, retail and event space on

the main level, and student residences in the Sunday School building. However in 2018 the

²⁷ Acadia University, At A Glance, March 15, 2019

²⁸ Wolfville Historical Society, Historic Wolfville Walking Tour

²⁹ Wolfville Area Inter-Church Council, Orchard Valley Pastoral Charge of the United Church of Canada

³⁰ Devin Lake, Wolfville Director of Planning, personal communication, March 15, 2019

owners converted the nave into a restaurant and tore down the Sunday School building to erect a microbrewery. The restaurant opened in December 2018. The brewery portion of the development required extensive municipal and public consideration before being allowed to proceed.

Municipal Relationship with The Church Brewing Company

Originally zoned Institutional, the Church was rezoned in 2008 as part of Wolfville's overall municipal plan review. The new zoning, Central Commercial, is meant to ensure "a unique and specialized shopping experience in a compact downtown characterized by interesting architecture and a pedestrian streetscape."³¹ It permits a wide range of uses:

- a broad range of commercial and service uses;
- institutional uses;
- residential uses above the ground floor and in areas of a ground floor that are a considerable distance from the street line as stipulated in the Land Use By-law.
- new buildings of less than 100 sq. metres in building floor area
- additions to existing buildings that constitute less than 100 square metres in building floor area
- additions to existing buildings that constitute less than 25% of the building floor area.

This zoning allowed the conversion to a restaurant to proceed as-of-right; however breweries were not specifically permitted under the LUB and the Town had to amend its bylaw to allow it. It did this by deeming the brewery portion an "accessory use", defined under the LUB as "a use subordinate and naturally, customarily, and normally incidental to and exclusively devoted to the main use of land or building and located on the same lot."³² This was interpreted to mean that the microbrewery could produce beer exclusively for the restaurant and retail store on the site. The Town of Wolfville then issued a Development Permit in May 2018.³³

However, the Church Brewery business plan included offsite distribution to the NSLC and other establishments via keg sales.³⁴ Some residents challenged the decision of the Town to define

³¹ Wolfville Municipal Planning Strategy, p.40, March 17, 2019

³² Wolfville Land Use Bylaw, p.71, March 17, 2019

³³ Public Statement – Town of Wolfville, Amendments to planning documents regarding craft beverages and off-site sales, February 11, 2019.

³⁴ Wolfville, Public Hearing, March 4, 2019 - Church Brewing Company presentation

this scale of beer production as an accessory use and successfully had the decision overturned through a judicial review by the Nova Scotia Supreme Court.³⁵ This led the Wolfville Council to propose amendments to both the MPS and LUB that would enable:

- a clear policy statement in the MPS related to the Craft Beverage industry;
- an amendment to the definition of Accessory Use to allow off-site sales; and
- an amendment to the Land Use By-law to restrict “contract brewing”.³⁶

The proposal went to a public hearing on March 18, 2019, following which Council approved the changes, enabling the Church Brewery to proceed with its microbrewery.

Community Relationship

According to public hearing records, which include extensive correspondence from community residents, there was both strong support and significant opposition to the microbrewery. While the church fronts on the town’s Main Street and is zoned Central Commercial, its back directly abuts a residential area. Some residents objected to placing what they considered a light industrial use in the town’s core, and that its placement adjacent to residential properties would interfere with people’s peaceful enjoyment of their properties.³⁷ Other residents cited the economic benefit and jobs the brewery would bring to the town directly through its beer sales and production, as well as increased tourism.³⁸

While the church building has been saved and successfully repurposed, its use has divided the town. Churches in less built-up areas might avoid such conflicts due to lower density. Concerns around smell, noise, and truck traffic would be less significant with fewer neighbours nearby.

Water and Wastewater Servicing

The question of water and wastewater capacity was raised several times in relation to the Church Brewing Company. The property receives servicing from the Town of Wolfville Water Utility. Wolfville’s Director of Public Works reviewed the capacity of the utility to handle

³⁵ Wolfville, Public Hearing, March 4, 2019 - NS Supreme Court Decision, September 5, 2018

³⁶ Wolfville, Special Town Council Meeting, February 4, 2019

³⁷ Wolfville, Public Hearing, March 4, 2019 - Correspondence

³⁸ Wolfville, Public Hearing, March 4, 2019 - Correspondence

increased usage consistent with a microbrewery and felt it was sufficient. The Town does have the ability to impose a surcharge agreement if the brewery goes over acceptable levels.³⁹

Only seven of the twenty churches in West Hants are serviced, or have the ability to be connected to the system. The remaining thirteen would depend on well and septic systems. It is unknown how many of them would have the capacity to support the level of water and wastewater needed for brewing operations. It does however present an option for serviced sites.

Profile 3: La Fromagerie du Presbytère (Sainte-Elizabeth-de-Warwick, QC)

La Fromagerie du Presbytère is an artisanal cheese factory housed in a former Catholic church, in the small village of Sainte-Elizabeth-de-Warwick, Quebec. Sainte-Élizabeth-de-Warwick is approximately halfway between Montreal and Quebec City, 150 km from each. It is one of 23 municipalities in the regional county municipality of Arthabaska. The village is much smaller than West Hants, with only 372 people and a population that is significantly younger (those aged 65+ only constitute 14.7% of the population) (Appendix C: 3). However its rural character and agricultural potential mirrors many of the small hamlets in West Hants.



Figure 8: Sainte-Elizabeth-de-Warwick, QC, from Victoriaville et sa region, March 17, 2019

³⁹ Devin Lake, Wolfville Director of Planning, personal communication, March 15, 2019

History

The Catholic church of Sainte-Élisabeth-de-Hongrie in Sainte-Élisabeth-de-Warwick was built in 1885.⁴⁰ By the early 2000's the congregation was shrinking and they put the presbytery, built in 1936, up for sale. It was purchased by the Morin family, dairy farmers who lived across the street, who converted the it into a cheese factory to produce artisanal cheeses.⁴¹ These cheeses are sold in grocery stores across Quebec and have won numerous awards.

By 2015 the cheese factory was growing and needed more space for the aging process. The Morins offered to buy the church to convert it to an aging room, while preserving a section that would continue to function as an active church.⁴² The Conseil de la Fabrique, a Catholic parish organization with the authority to administer property for the region, approved this offer. The Morins purchased the church for the symbolic value of \$1.00, in return for retaining a space for worship for up to 50 people, and taking on maintenance, snow removal and heating.⁴³



Figure 9: Fromagerie du Presbytère, from Nick Simoneaux,, March 28, 2017

Municipal Relationship with The Fromagerie

Zoning

The Fromagerie is located in a “zone blanche,” or white zone, a designation set by the Province of Quebec. Under the *Act respecting the Preservation of Agricultural Land and*

Agricultural Activities, land in Quebec is either in the green (protected agricultural) or white (non-protected) zone. Green zones are subject to numerous regulations designed to ensure it remains available for agriculture. White zones offer more flexibility and opportunities for multiple uses.⁴⁴ The church building had a religious zone prior to its sale. It went through a rezoning process to commercial. It also went through a religious deconsecration and

⁴⁰ Conseil du patrimoine religieux du Québec, La Fromagerie du Presbytère, 2018

⁴¹ Cardwell, Mark, For the Love of Cheese, September 4, 2015

⁴² Conseil du patrimoine religieux du Québec, La Fromagerie du Presbytère, 2018

⁴³ Jean Morin, personal communication, March 19, 2019.

⁴⁴ Dery, Andreanne, Foreign investors in Quebec: understanding the zoning, March 19, 2018

reconsecration for the new worship space.⁴⁵ The assessed value of the property was not available so it is not clear how the new use impacted the building's assessment, but as a commercial enterprise it now pays municipal taxes whereas previously the church did not.⁴⁶

Tourism

The municipal plan for the regional county municipality of Arthabaska notes the area's main industry is agriculture, but agrotourism is growing. The plan has a goal to increase tourist activities that integrate with the agricultural character of the area.⁴⁷ The Fromagerie offers "Festive Fridays" each week April through October, a community picnic at the church which celebrates the three stages of curdmaking: mild whey cheese released at 4 p.m., blocks of unsalted cheese about 5:15 p.m., and the curds at 6 p.m.⁴⁸ This event attracts approximately 1500 people each week, with up to 4000 for special event weeks. Bakers, winemakers and farmers from the area also set up stands with their wares.⁴⁹ Overall the Fromagerie has maintained a place of worship while reducing the cost burden on the congregation. It has successfully repurposed the church while supporting local agriculture, increasing tourism, and contributing to the municipal revenue stream.



Figure 10: Fromagerie du Presbytère, from Fromagerie du Presbytère Facebook, November 22, 2015

⁴⁵ Laura Robin, Cheese please: Quebec fromagerie offers a religious experience, March 28, 2017

⁴⁶ Jean Morin, personal communication, March 19, 2019.

⁴⁷ Design & Development Plan for Arthabaska, 2017, p.35

⁴⁸ Fromagerie du Presbytère, Les vendredis, March 20, 2019

⁴⁹ Laura Robin, Cheese please: Quebec fromagerie offers a religious experience, March 28, 2017

Recommendations

This section presents recommendations to enable rural church reuse in West Hants and Hantsport. These recommendations are grounded in the local context: they reflect the church assets, characteristics, and trends documented in the inventory matrix. Contextual awareness (e.g., rural character, aging population, agricultural potential) informed Best Practice research and the selection of the three profiles. In presenting these recommendations, the objective was to identify potential avenues for adaptive reuse that may orient and inform municipal decision-making.

Recommendation 1: Explore Inclusive Zonings

Presently, West Hants' regulatory framework complicates potential adaptive re-use initiatives by requiring rezoning or development applications. The Municipality could revise zoning designations to include a variety of uses on church sites: community and institutional services, commercial operations, and residential. Having inclusive zonings which enable adaptive reuse as-of-right, and which reflect the varying (church) site types and conditions, should facilitate successful projects in context. The Grace Centre Best Practice profile and the examples from New Brunswick demonstrate the value of inclusive zonings, and West Hants could benefit from adopting equally enabling regulations to preempt and address this municipal issue.

Recommendation 2: Identify Alternative Funding

Grants

Many reuse projects pose added-value to the municipality, particularly if the initiative addresses service gaps in community. The Grace Centre in Sydenham, ON, for example, exemplifies a winning adaptation where the new use complements municipal service priorities. Should the reuse initiative deliver community benefit, the municipality might consider allocating funding for grants supporting community programming and reimbursing the site's property tax expense. Effectively, the latter means the municipality would continue honouring the property tax exemption enjoyed by the church during its operation. In turn, the provision for such financial assistance might encourage the development of strategic and collectively beneficial working partnerships for service delivery in community.

Beyond municipal grants, the municipality should consider partnering with stakeholders to solicit and secure funding from external sources. Potential funding sources include organizations like the Rural Communities Foundation of Nova Scotia, who in 2017 issued grants to the County of Colchester (\$30,000) and County of Cumberland (\$30,000) for community programs.⁵⁰

Combining Resources

The efficient use of capital resources is especially important in rural municipalities. In many small communities, limited municipal resources means some desirable reuse initiatives are cost-prohibitive. Determining an initiative's financial sustainability, therefore, concerns cultivating strategic partnerships and distributing operating costs across stakeholders. Where service priorities overlap, partnering with higher levels of government can offer access to increased, reliable funding to address municipal issues in situ. Given West Hants' aging population and agricultural assets, the municipality might successfully angle funding for desirable reuse projects by appealing to the province's responsibility for health and agriculture. The Municipality could take a leadership role in brokering relationships and funding across stakeholders by identifying strategic and mutually beneficial opportunities to connect and combine resources with higher levels of government.

Recommendation 3: Centre Reuse in Strategic Economic Development

Neilson's⁵¹ study of church conservation in rural Ontario noted the difficulty of maintaining businesses in rural areas and the relatedly low-rate of adaptive reuse for commercial purposes. However, the two latter Best Practice profiles exemplify the viability of commercial reuse in comparable contexts. These ventures concern production and distribution of goods; they do not rely on patronage, but rather they deliver products to market. As commercial operations, such initiatives provide local jobs, property tax revenue, and increased economic activity while maintaining their rural surroundings. Producing consumable goods (ex. brewing and dairy) reflects West Hants' existing agricultural sector. Importantly, it presents an opportunity to strategically orient local economic development to leverage church assets and capitalize on the Annapolis Valley's growing agrotourism industry. Of course, in evaluating potential reuse

⁵⁰ Rural Communities Foundation of Nova Scotia, Annual General Report, 2017.

⁵¹ Neilson, Michelle, Heritage Church Conservation in Rural Southern Ontario, 2013.

initiatives, the municipality should consider public sensitivities to repurposing religious buildings; some residents may find some projects incompatible with the building's historic use.

Conclusion

As the local population ages and congregations shrink, adaptive reuse of churches in West Hants and Hantsport becomes a pressing municipal issue. This project sought to identify and document assets, inform, and position potential avenues of reuse for consideration by the municipality. Orienting Best Practices required high awareness and understanding of community context. The church inventory captures sites' physical and regulatory characteristics; as a working document, the matrix contains additional, placeholder-variables reflective of extraprovincial inventories to guide further research and planning-use. The inventory highlights that many churches in West Hants and Hantsport are in good physical condition, and their superior condition may facilitate adaptive reuse.

The report profiles a variety of successful reuse initiatives in comparable contexts to West Hants and Hantsport. The Grace Centre in Sydenham, ON, exemplifies adaptation as a community service hub which leverages strategic partnerships with higher levels of government to ensure financial sustainability. Respectively, The Church Brewing Company (Wolfville, NS) and La Fromagerie du Presbytère (Sainte-Elizabeth-de-Warwick, QC) illustrate the viability of commercial reuse. Where rural communities often struggle to attract patrons over distance, these latter Best Practice profiles showcase the rural's comparative advantage (low-density communities etc.) which lends to light industry and export. Collectively, the profiles reflect reuse initiatives which complement trends in community: West Hants reports an increasing need for seniors and community services and is well-positioned to capitalize on proximity to Annapolis Valley's growing agrotourism (food & drink) sector.

The recommendations attempted to identify, distill, and apply the successful elements of the Best Practice profiles to West Hants and Hantsport. Adopting an inclusive zoning designation which enables reuse projects as-of-right would facilitate, and potentially encourage, initiatives. In establishing dedicated financial resources and by strategically orienting local economic development to leverage church assets, West Hants and Hantsport should be well-positioned to address the local effects of demographic change and inspire new growth.

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Figure 2: Town of Hantsport. (2019, March 26). Retrieved from

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Figure 3: Town of Windsor. (2019, March 2). Retrieved from

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Figure 4: Township of South Frontenac, from Google Maps

Figure 5: The Grace Centre. (Township of South Frontenac, photographer) (2019, February 13). Retrieved from

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Figure 6: Seniors Housing Development Preferred Site & Adjacent Lands. (Township of South Frontenac, photographer) (2019, February 13). Retrieved from

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Figure 7: Church Brewing Company. (Photographer). (2018, October 26). Retrieved from

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Figure 8: Sainte-Elizabeth-de-Warwick, QC. (Victoriaville et sa region, photographer). (n.d.)

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Figure 9: Fromagerie du Presbytère. (Nick Simoneaux, photographer). (2017, March 28).

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Figure 10: Fromagerie du Presbytère. (Photographer). (2015, November 22). Retrieved from <https://www.facebook.com/FromagerieDuPresbytere/photos/a.226340574054698/1019962044692543/?type=3&theater>



Name	Address	Age	Architectural Style	Layout	Lot Size (sq. ft.)	Road Frontage (ft.)	PID	Assessed Value	Zoning	Designation
St Louise Union Church	16 Maple Ave, Ellershouse, NS B0N 1L0, Canada				24,180	180	45062411	\$ -	R4	Hamlet
Saint Croix United Church	5477 Evangeline Trail, Saint Croix, NS B0N 2E0, Canada				30,000	388	45161049	\$ 95,000.00	R4	Hamlet
Kingdom Hall of Jehovah's Witnesses	7027 Nova Scotia Trunk 14, Sweets Corner, NS B0N 2T0, Canada				138,521	410	45276433	\$ 268,900.00	R4	Hamlet
St John the Baptist Church	908 Avondale Rd, Newport, NS B0N 2A0, Canada				87,120	192	45186764	\$ -	AR2	Hamlet
Avondale United Church	89 Avondale Cross Rd, Newport, NS B0N 2A0, Canada				27,593	245	45186756	\$ 82,800.00	R4	Hamlet
Newport Baptist Church	929 NS-236, Scotch Village, NS B0N 2G0, Canada				16,900	147	45186707	\$ 69,000.00	AR2	Hamlet
Kempt Shore Presbyterian Church	5659 Highway 215, Kempt Shore, NS B0N 2A0, Canada				20,000	118	45179900	\$ 55,500.00	GR	Hamlet
St James Anglican Church	11 Churchill Dr, Newport, NS B0N 2A0, Canada				12,206	65	45060720	\$ 126,300.00	I	Village
Newport United Church	7800 Nova Scotia Trunk 14, Newport, NS B0N 2A0, Canada				77,537	200	45060738	\$ 85,200.00	I	Village
Windsor Plains United Baptist Church	4841 Nova Scotia Trunk 1, Newport Station, NS B0N 2B0, Canada				13,490	111	45062320	\$ 64,000.00	I	Growth Centre
St Thomas Anglican Church	4771 Nova Scotia Trunk 1, Three Mile Plains, NS B0N 2T0, Canada				15,000	179	45062353	\$ 86,600.00	I	Growth Centre
Hantsport Baptist Church	6 Willow St, Hantsport, NS B0P 1P)				72,745	98	45048253	\$ 309,900.00	I	Hantsport
Avon United Church	17 Prince St, Hantsport, NS B0P 1P0				21,477	101	45377744	\$ 136,900.00	I	Hantsport
St Mary's Catholic Church	67 Main St, Hantsport, NS B0P 1P0				47,300	43	45048220	\$ 91,100.00	I	Hantsport
St Andrew's Anglican Church	59 Main St, Hantsport, NS B0P 1P0, Canada				34,537	138	45289295	\$ 208,100.00	I	Hantsport
Mount Denson Baptist Church	533 Highway 1, Hantsport, NS B0P 1P0, Canada				30,000	86	45057072	\$ 42,200.00	R4	Hamlet
Falmouth United Baptist Church	404 Town Rd, Falmouth, NS B0P 1L0, Canada				19,470	111	45030467	\$ 76,800.00	I	Growth Centre
St George's Anglican Church	465 Sangster Bridge Rd, Falmouth, NS B0P 1L0, Canada				87,120	375	45062627	\$ 66,100.00	AR2	Hamlet
St Michaels & All Angels Anglican Church	4321 NS-14, Windsor, NS B0N 2T0, Canada				17,100	100	45061348	\$ 81,000.00	AR2	Hamlet
All Saints Anglican Church	652 New Ross Rd, Leminster, NS B0N 2T0, Canada				21,780	129	45061421	\$ 30,400.00	GR	Hamlet

Legend:

R4 = Rural Residential
 AR2 = Agricultural Priority 2
 GR = General Resource
 I = Institutional

Median	25,887	\$	82,800.00
Mean	40,704		

Inventory

Building Condition

Municipal Services	Septic Capability	Exterior	Interior	Neighbourhood	Amenity Space	Active	Graveyard	Heritage Designation	Denomination	For Sale	Notes
N	N	2	0	Rural Residential	N	N	N	N	United		Closed and converting to Art Gallery. Community Hall in close proximity. 2015 application to register as heritage property, approved by Council. Withdrawn in 2016 as trustees could not raise sufficient funds.
N	N	3	3	Rural Residential	B	Y	Y	N	United		Steep grade on lot. At risk congregation (approx 18 people). Basement in use for community events (eg, chair yoga)
N	Unknown	3	0	Rural Residential		Y	N	N	Jehovah Witness		
N	Unknown	2	0	Rural	N	*	N	N	Anglican		Wood furnace. No WR/services
N	N	2	0	Rural	B	Y	N	N	United		Sunday School/younger congregation. Enclosed furnace. Avondale Sky winery across street.
N	N	2	0	Rural Residential	B	Y	N	N	Baptist		No water service. Roof repair required. Gazebo. June 12, 2012 Council motion to transfer ownership of Scotch Village Community Hall to Newport Baptist Church.
N	N	[1]		Rural	N	N	Y	Y	Presbyterian		Municipal heritage property
N	N			Mixed					Anglican		
N	Unknown	3	0	Commercial	B,H	Y	N	N	United		Large parking lot.
Y	N	1	0	Rural Residential	B,H	Y	N	Y	Baptist		Abutts highway. Buildings in poor physical condition. African Trail Municipal Heritage Site
Y	N	3	3	Rural Residential	B,H	Y	N	N	Anglican		Abutts highway. Under active renovation. Sunday school/younger congregation
Y	N	2	0	Mixed	B,H	Y	N	N	Baptist		
Y	N	3	0	Residential	B	Y	N	N	United		Below grade amenity space.
Y	N	2	0	Mixed	B	N	N	N	Catholic	Y	Small building.
Y	N	3	0	Mixed	B	Y	N	N	Anglican		
N	N	2	0	Rural Residential	H	N*	N	N	Baptist		Church hall and graveyard across the street. Hall in poor condition.
Y	N	3	0	Rural Residential	B	Y	N	N	Baptist		Small building under repair with apparent drainage issues
N	Unknown	2	0	Rural Residential	N	R	Y	N	Anglican		Small building
N	N	1	0	Rural	N	R	Y	N	Anglican		
N	N			Rural	N		Y	Y	Anglican		Municipal heritage property

0=No Information
 1=Poor
 2=Satisfactory
 3=Good

N=None
 B=Basement
 H=Hall

N=No
 Y=Yes
 R=On Rotation

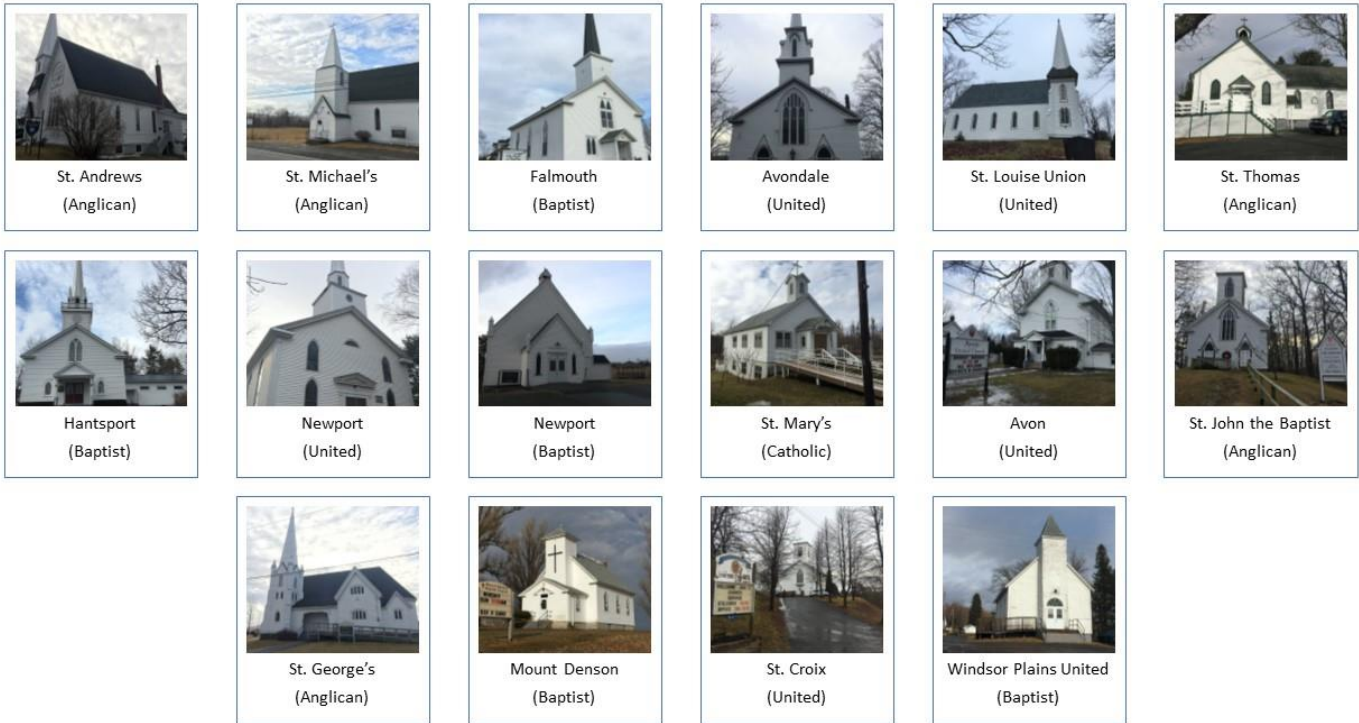
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Anne Totten (902) 476-8245
Victoria Willes (604) 376-5107

Appendix B:

1) Church Inventory, Site Photos:



2) Church Inventory, Condition Scale (Visual)

1: Poor



Windsor Plains United Baptist Church

Condition rating 1 = Poor - Requires extensive maintenance such as peeling paint, rotten wood, mould or moss on building

2: Satisfactory



Avondale United Church

Condition rating 2 = Satisfactory - No major structural issues apparent, cosmetic maintenance or minor repairs such as missing roof shingles

3: Good



St. Thomas Anglican Church

Condition rating 3 = Good - No evident structural or cosmetic issues

Appendix C: Community Comparison

1) Township of South Frontenac v. Municipal District of West Hants

Community Comparison, Census Subdivisions: Township of South Frontenac & The District of West Hants			
Characteristic		South Frontenac	West Hants
Population	2016	18,646	15,368
	2011	18,113	15,324
	Percent Change	2.9	0.3
Dwellings	Total private dwellings	9,213	7,175
	Occupied by usual residents	7,186	6,426
Density	Population density (per square km)	19.20	12.40
	Land area (square km)	971.56	1,244.09
Age (% Population)	0 to 14 years	16.0	15.8
	15 to 64 years	66.2	64.8
	65 years and over	17.8	19.3
	85 years and over	1.1	1.5
	Average age of the population	43.0	43.5
	Median age of the population	46.9	46.6

Statistics Canada, Census Profile, 2016.

2) Town of Wolfville & Town of Windsor, Municipal District of West Hants

Community Comparison, Census Subdivisions: Town of Wolfville and Town of Windsor and District of West Hants				
Characteristic		Wolfville	Windsor	West Hants
Population	2016	4,195	3,648	15,368
	2011	4,269	3,785	15,324
	Percent change	-1.7	-3.6	0.3
Dwellings	Total private dwellings	2,585	1,715	7,175
	Occupied by usual residents	1,972	1,586	6,426
Density	Population density (per square km)	649.8	400.6	12.4
	Land area (square km)	6.46	9.11	12,440.90
Age % Population	0 to 14	9.3	14	15.8
	15 to 64	63.3	57.4	64.8
	65 years and over	27.4	28.6	19.3
	85 years and over	5.7	7.7	1.5
	Average of population	46	47.6	43.5
	Median age of population	47.4	50.2	46.6

Statistics Canada, Census Profile, 2016

3) Sainte-Elizabeth-de-Warwick & Municipal District of West Hants

Community Comparison, Census Subdivisions: Sainte-Elizabeth-de-Warwick and District of West Hants			
Characteristic		S-E-de-Warwick	West Hants
Population	2016	372	15,368
	2011	374	15,324
	Percent change	-0.5	0.3
Dwellings	Total private dwellings	152	7,175
	Occupied by usual residents	139	6,426
Density	Population density (per square km)	7.2	12.4
	Land area (square km)	51.96	12,440.90
Age % Population	0 to 14	20	15.8
	15 to 64	64	64.8
	65 years and over	14.7	19.3
	85 years and over	0	1.5
	Average of population	38.9	43.5
	Median age of population	37.9	46.6
<i>Statistics Canada, Census Profile, 2016</i>			

Appendix D: Resources for Adaptive Reuse of Places of Worship:

Ontario Conservation Toolkit for Heritage Places of Worship - a guide to assist in identifying and evaluating, conserving, and managing disposal of heritage places of worship.

http://www.mtc.gov.on.ca/en/publications/Heritage_Tool_Kit_POW.pdf

Endangered Places Toolkit for Places of Worship - strategies and tips on how to navigate policies, find your advocates and amplify your voice to champion an historic place at risk in your community.

<https://regenerationworks.ca/resources/endangered-places-toolkit/>

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Appendix: E

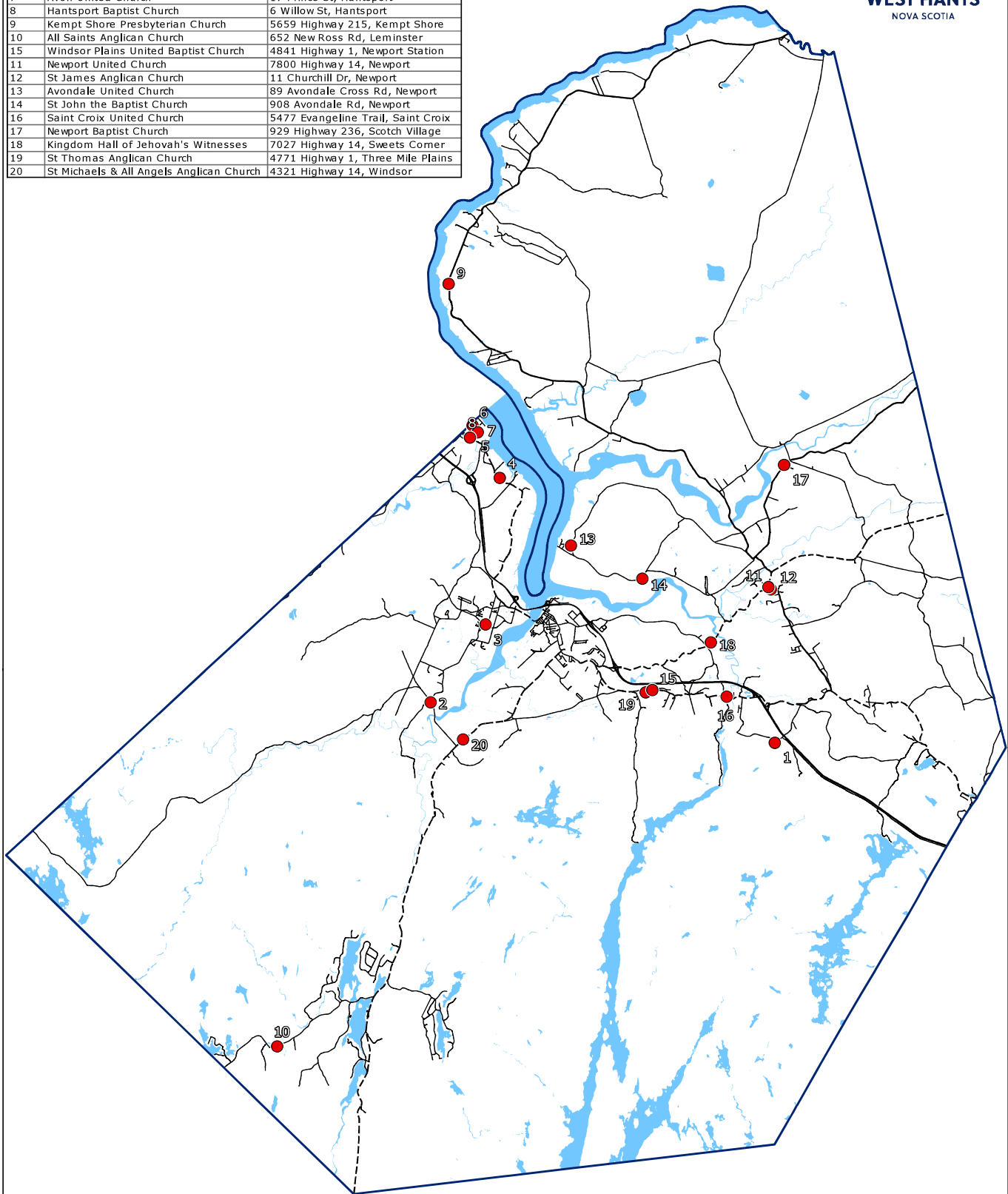
Maps

1. Churches in West Hants
2. Churches in West Hants, Community Labels

NUM	NAME	ADDRESS
1	St Louise Union Church	16 Maple Ave, Ellershouse
2	St George's Anglican Church	465 Sangster Bridge Rd, Falmouth
3	Falmouth United Baptist Church	404 Town Rd, Falmouth
4	Mount Denson Baptist Church	533 Highway 1, Hantsport
5	St Andrew's Anglican Church	59 Main St, Hantsport
6	St Mary's Catholic Church	67 Main St, Hantsport
7	Avon United Church	17 Prince St, Hantsport
8	Hantsport Baptist Church	6 Willow St, Hantsport
9	Kempton Shore Presbyterian Church	5659 Highway 215, Kempton Shore
10	All Saints Anglican Church	652 New Ross Rd, Leminster
15	Windsor Plains United Baptist Church	4841 Highway 1, Newport Station
11	Newport United Church	7800 Highway 14, Newport
12	St James Anglican Church	11 Churchill Dr, Newport
13	Avondale United Church	89 Avondale Cross Rd, Newport
14	St John the Baptist Church	908 Avondale Rd, Newport
16	Saint Croix United Church	5477 Evangeline Trail, Saint Croix
17	Newport Baptist Church	929 Highway 236, Scotch Village
18	Kingdom Hall of Jehovah's Witnesses	7027 Highway 14, Sweets Corner
19	St Thomas Anglican Church	4771 Highway 1, Three Mile Plains
20	St Michaels & All Angels Anglican Church	4321 Highway 14, Windsor



WEST HANTS
NOVA SCOTIA



Municipality of the District of West Hants

Churches in West Hants

- Church
- Municipal Boundary
- Roads
 - Local (Public and Private)
 - Regional
 - Arterial
 - Collector
- Water

Prepared by:
West Hants Planning Department
February 2019

Base data derived from the Nova Scotia Property
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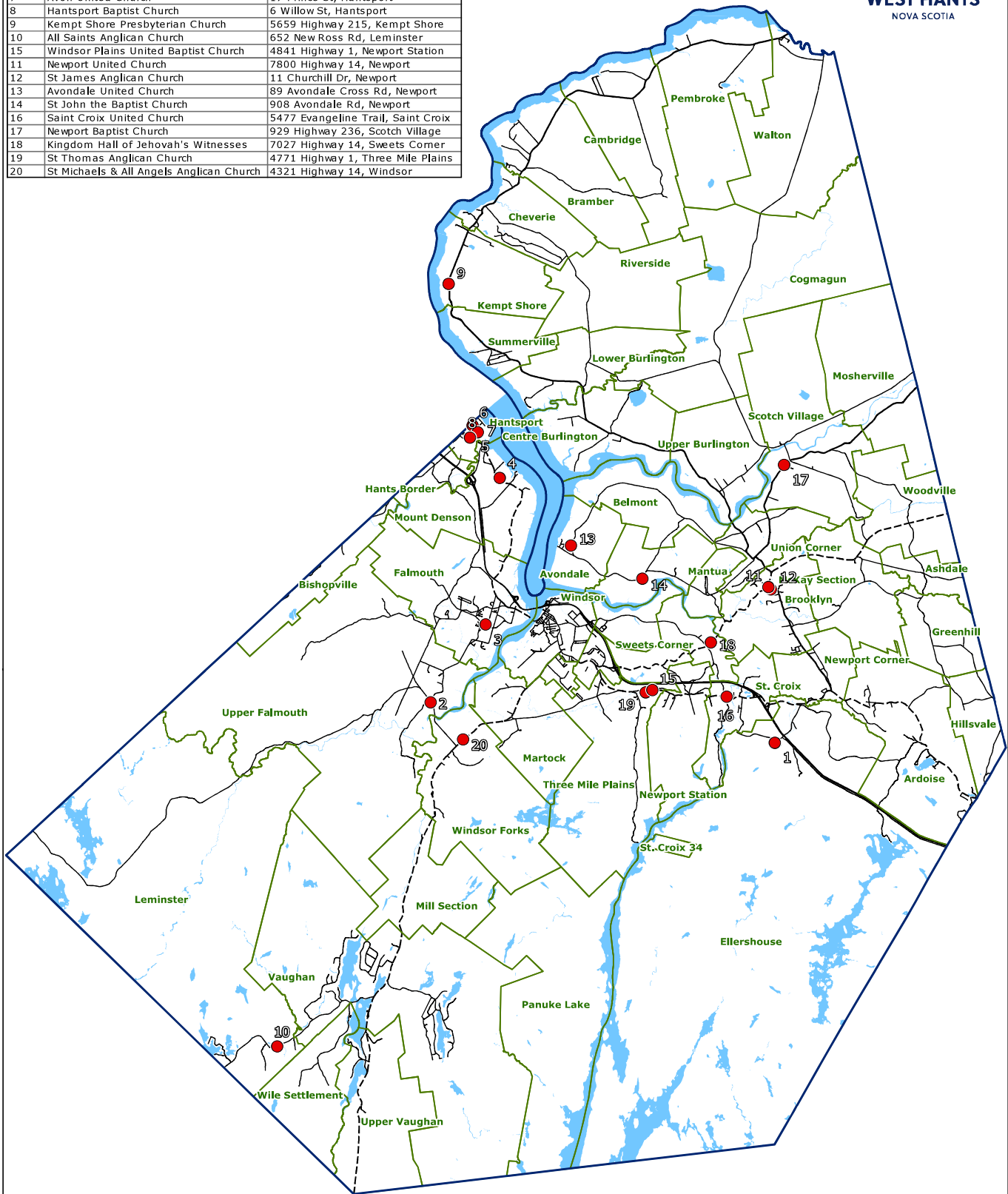
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NUM	NAME	ADDRESS
1	St Louise Union Church	16 Maple Ave, Ellershouse
2	St George's Anglican Church	465 Sangster Bridge Rd, Falmouth
3	Falmouth United Baptist Church	404 Town Rd, Falmouth
4	Mount Denson Baptist Church	533 Highway 1, Hantsport
5	St Andrew's Anglican Church	59 Main St, Hantsport
6	St Mary's Catholic Church	67 Main St, Hantsport
7	Avon United Church	17 Prince St, Hantsport
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WEST HANTS
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Metres
Scale: 1:160,500

