



West Hants
something inspiring awaits

WEST HANTS REGIONAL MUNICIPALITY
Planning and Heritage Advisory Committee (PAC/HAC) Agenda
July 10, 2025 – 6:00pm
Sanford Council Chambers and Zoom / YouTube Live

- 1.0 Call to Order and Attendance**
- 2.0 Announcements**
- 3.0 Approval of Agenda and Additions**
- 4.0 Declaration of Conflict of Interest**
- 5.0 [Approval of Minutes \(June 12, 2025\)](#)**
- 6.0 New Business**
 - 6.1 [A Historic Downtown Revitalization Framework for Windsor \(KJ Conyers-Steede\) - Pg. 3](#)
 - 6.2 [File #25-18 Development Agreement: Bear Lake Wind Farm Revised \(Kari Fougere\) - Pg. 163](#)
 - 6.3 [Heritage Grant Application: 294 Falmouth Back Road \(Alex Dunphy\) - pg. 255](#)
- 7.0 Business Arising from the Public Information Meetings – None**
- 8.0 [File Updates - Pg. 267](#)**
 - 8.1 File #24-22 Development Agreement: 411 King Street, Windsor Phase 2 (Alex Dunphy)
 - 8.2 File #25-07/11/12 Development Agreement and Rezoning: PIDs 45055241, 45190386, and 45366457, Wentworth Rd, Windsor (Will Hong)
 - 8.3 File #25-15 Development Agreement: PID 45053220 King St, Windsor (Will Hong)
 - 8.4 File #25-05 Development Agreement: PID 45382934, Highway 14, Windsor Forks (Alex Dunphy)
 - 8.5 File #24-11 Development Agreement: 60 Old Walton Rd, Upper Burlington (Will Hong)
 - 8.6 File #25-04 Development Agreement Amendment: PID 45056363 Upper Water Street, Windsor (Kari Fougere)
 - 8.7 File #23-33 Development Agreement: PID 45402831 Windsor Back Road, Three Mile Plains (Alex Dunphy)

9.0 [Building and Development Activity Reports \(June 2025\) - Pg. 270](#)

10.0 Notices from Adjacent Municipal Units – None

11.0 Public Comments

12.0 Next Meeting Date (September 11, 2025) / Adjournment



WEST HANTS REGIONAL MUNICIPALITY

Information <input checked="" type="checkbox"/>	Recommendation <input type="checkbox"/>	Decision Request <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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To: Members of Planning and Heritage Advisory Committee (PAC/HAC)

Submitted by: Kjeld Mizpah (KJ) Conyers-Steede, Committee Member

Date: Thursday, July 10th, 2025

Subject: Rooted in History, Ready for Tomorrow: A Historic Downtown Revitalization Framework for Windsor

LEGISLATIVE AUTHORITY

RECOMMENDATION

That the Planning and Heritage Advisory Committee recommend that the Council direct staff to explore the development of a community-led Downtown Revitalization Framework for Windsor, including a pilot engagement process focused on identifying heritage assets, business needs, and future investment opportunities; and further, that staff report back on potential funding sources and relevant federal, provincial, and community driven programs.

BACKGROUND

Across Canada, downtowns are more than commercial cores. They are the civic and cultural hearts of municipalities. In rural and small-town settings, especially, the downtown often reflects the unique story of place: its people, economy, built environment, and local traditions. However, as economic pressures, population shifts, and infrastructure aging converge, municipalities must now address the need for intentional, community-driven revitalization that preserves identity while enabling adaptive growth.

The State of Small-Town Downtowns In Canada

Research by the Canadian Urban Institute (CUI) highlights that many Canadian towns share a common challenge: underutilized or decaying downtown areas that lack coordinated investment strategies. According to CUI's national review, downtowns account for 26% of local jobs in small downtowns (Canadian Urban Institute, 2013, p.61). They also account for the majority of civic

assets (libraries, museums, parks), and they serve as an anchor for rural regions' tourism asset connection (Canadian Urban Institute, 2013, p.16).

However, small-town downtowns face growing economic pressures, including vacant storefronts, fragmented economic development strategies, and a lack of capacity for visioning, which has caused challenges for rural regional municipalities. It is clear that finding the balance between navigating aging infrastructure and fragmented investment strategies further stalls revitalization efforts. Meanwhile, youth outmigration and an aging population undermine the long-term vibrancy and economic sustainability of regions' economic drivers.

Success Stories - Collingwood Strategic Plan

Collingwood's strategic downtown revitalization efforts trace back to the early 2000s, with the initiation of the Vision 2020 plan in 2000. This foundational strategic plan set the stage for subsequent initiatives aimed at enhancing the town's downtown area. In 2002, the town formalized its commitment to heritage preservation by establishing the Downtown Heritage Conservation District through Bylaw 02-112 (Town of Collingwood, 2015). This bylaw was based on recommendations from a comprehensive study. Building upon these early efforts, Collingwood continued to refine its strategic vision with the development of the Community-Based Strategic Plan (CBSP) in 2015.

This plan emphasized public access to a revitalized waterfront and set forth goals for cultural and economic development. The town's commitment to downtown revitalization was further demonstrated with the launch of the Downtown Visioning Master Plan in 2024. This plan aims to provide a clear vision for the long-term evolution of the downtown area, incorporating community feedback and strategic priorities. These strategic initiatives collectively demonstrate Collingwood's ongoing commitment to enhancing its downtown core, striking a balance between heritage preservation and modern development to create a vibrant and accessible community space.

Success Stories - Bonavista

The Bonavista Townscape Foundation has played a crucial role in preserving the town's architectural heritage. This foundation has helped mobilize capital to invest in public infrastructure that connects and restores historic assets within Bonavista. This project was designed to invest in tourism assets and create employment opportunities for artisans and tradespeople (Procter, 2022). Due to advocacy efforts, the federal government (through ACOA) and the province have invested nearly \$2 million in enhancing tourism experiences. This funding was supported by having a collective standpoint that strategizes to improve public safety, enrich visitor experiences, and strengthen the region's tourism industry (Atlantic Canada Opportunities Agency, 2021).

Complementing these efforts, Bonavista Living has acquired and restored over 50 heritage properties. These properties are repurposed as vacation rentals, affordable housing units, or sold as private homes, contributing to the town's economic revitalization.

The Bonavista Municipal Plan (2014–2024) outlines goals to encourage orderly development, efficient use of municipal services, and compatibility between land uses. It emphasizes the importance of preserving the town's heritage while promoting economic growth. Additionally, regional economic development workshops have highlighted the need for collaborative approaches to economic planning, focusing on building capacity among diverse organizations and developing flexible funding mechanisms to support community engagement.

Why Community Driven?

Canadian planning frameworks increasingly emphasize public participation as a cornerstone of effective policy. This is reinforced in the *Canadian Institute of Planners' Statement of Values*, which stresses that planning should be participatory, inclusive, and reflective of local values. Community-driven revitalization:

- Builds local ownership, ensuring the sustainability of infrastructure investments.
- Leads to more context-sensitive and culturally appropriate design outcomes.
- Mobilizes volunteerism, philanthropy, and business collaboration at higher rates.

One compelling example is the Town of Bonavista, Newfoundland, where over 200 heritage buildings were restored not by government fiat but through local organizing, storytelling, and adaptive reuse strategies. These efforts attracted \$10.5 million in private investment and catalyzed a seasonal tourism economy rooted in authenticity (Heritage NL, 2019, p.6).

Windsor's Unique Position

As the historic Shire Town of Hants County, Windsor has the opportunity to capitalize on the growing momentum. It sits as the eastern gateway to the Valleys' Region, one of Nova Scotia's most visited cultural and agricultural regions. Windsor has multiple cultural heritage assets and multiple historic main street buildings in varying states of use.

Without a clear revitalization framework, Windsor risks losing its competitive edge as a rural destination and cultural hub. But with the right community-led engagement strategy and modest investment, it can become a model for rural downtown renewal across Atlantic Canada.

DISCUSSION

Revitalizing downtown Windsor is not simply a matter of aesthetic upgrades. It's a strategic investment in the region's economic resilience, social vibrancy, and cultural identity. Across Canada, small-town downtowns are reclaiming their role as economic engines by fostering walkability, heritage preservation, and mixed-use development. For Windsor, this revitalization plan addresses critical issues: increasing commercial vacancy, declining foot traffic, and aging infrastructure. It also aligns with broader regional goals of tourism development, youth retention, and local entrepreneurship. Community-driven planning is key. Residents, business owners, and municipal leaders must co-create a shared vision that reflects Windsor's heritage while building toward a more inclusive, future-ready core. Strategic actions, including streetscape enhancements, flexible zoning, and support for pop-up businesses or seasonal events, can

catalyze renewal. In doing so, Windsor positions itself not only as a service centre but also as a vibrant rural hub capable of attracting new investment, residents, and visitors. The success of this plan will ultimately depend on our collective ability to mobilize funding, build partnerships, and prioritize placemaking in the heart of our municipality.

NEXT STEPS

Should PAC/HAC pass a positive recommendation, staff will bring forward the recommendation to Council for direction.

FINANCIAL IMPLICATIONS

There are no financial implications to the Municipality or residents with regard to this report.

ATTACHMENTS

Attachment A: Supplementary Information

DIRECTOR OF PLANNING REVIEW

Downtown revitalization plans can offer opportunities to reinforce community identity, stimulate local economic activity, and enhance our regional tourism profile. They can also serve as strategic documents that outline specific and actionable strategies for achieving the vision for the area including infrastructure improvements, investments and policies to guide future development.

While a downtown plan for Windsor could be valuable, it is also important to recognize that the West Hants Regional Municipality includes multiple economic zones and community cores. While Windsor holds historic and cultural significance, it may be worthwhile to view future revitalization efforts within the broader regional context to ensure equitable investment and long-term economic resilience across the municipality and its local centres and growth centres (e.g., Windsor, Hantsport, Falmouth and Three Mile Plains).

It is also important to consider existing policies and procedures in place that work to support downtown Windsor including specific zoning and the already established architectural guidelines for Windsor's downtown, which serve as guidelines for future development in this area. Staff is proposing to update zoning for these centres through the Plan Review project to ensure they continue to meet the vision of Council. There are also many active business associations and other groups that work on these efforts and provide grant programs of their own for the area.

Council must also be mindful of current budget limitations and staffing capacity. Any advancement of this initiative must be carefully scoped to align with available internal resources and external funding opportunities. With the Plan Review project underway as well as additional projects and applications, there is limited capacity with internal resources to complete a project of this magnitude in the short term.

Report Reviewed by: _____
Kari Fougere, Acting Director of Planning and Development

Reference

Atlantic Canada Opportunities Agency. (2021, August 5). *Boosting visitor experiences on the Bonavista Peninsula*. Government of Canada.

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Boosting visitor experiences on the Bonavista Peninsula

From: [Atlantic Canada Opportunities Agency](#)

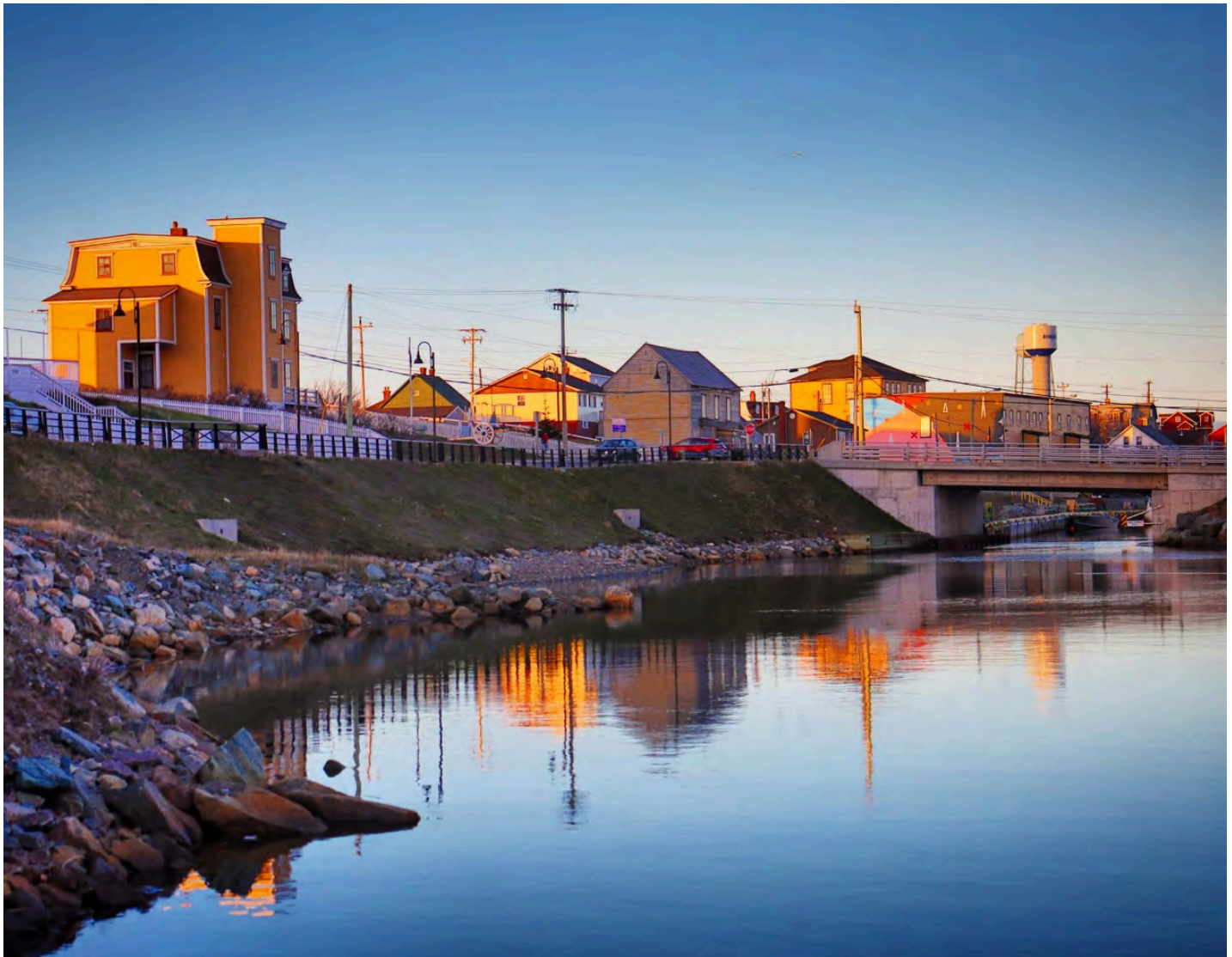
News release

August 5, 2021 · Bonavista, Newfoundland and Labrador · Atlantic Canada Opportunities Agency (ACOA)

Atlantic Canada's tourism industry is vital to the region's economy and supports thousands of local jobs and businesses. That is why the Governments of Canada and Newfoundland and Labrador are investing in two non-profit organizations on the Bonavista Peninsula, to improve visitor activities in the area.

Federal and provincial government funding will help strengthen tourism

Today, Churence Rogers, Member of Parliament for Bonavista—Burin—Trinity, on behalf of the Honourable Mélanie Joly, Minister of Economic Development and Official Languages and Minister responsible for ACOA, along with the Honourable Andrew Parsons, Newfoundland and Labrador Minister of Industry, Energy and Technology, announced a total combined contribution of \$1,759,529 to support two projects that will enhance popular tourism sites and attractions in the region.



- The Bonavista Historic Townscape Foundation Inc. is receiving a non-repayable contribution of \$998,489 from ACOA, along with a \$485,790 investment from the Department of Industry, Energy and Technology. These investments support upgrades to the Alexander Bridge House and nearby street area. The project will improve public safety, offer a shared space for tourism operators and create a new, engaging visitor experience showcasing the region's history and architecture.
- The Bonavista - Trinity Regional Chamber of Commerce is receiving a non-repayable contribution of \$214,500 from ACOA, along with a \$60,750 investment from the Department of Industry, Energy and Technology. These

investments support initiatives that will help build a stronger brand for the Bonavista Peninsula's tourism industry, extend the tourism season, and encourage visitors to stay in the area longer.

Today's announcement further demonstrates the Government of Canada's commitment to help the tourism sector build back better and create strong, resilient Atlantic Canadian communities.

Quotes

“Before the pandemic, Atlantic Canada’s beautiful landscapes, delicious food and rich cultural experiences attracted millions of visitors each year, creating good local jobs and a strong economy. By enhancing visitor experiences on the Bonavista Peninsula, we are creating new opportunities for communities, businesses and tourism operators. Through our plan for a swift recovery, and by supporting initiatives like these, we are preparing for economic growth and success.”

- *The Honourable Mélanie Joly, Minister of Economic Development and Official Languages and Minister responsible for ACOA*

“The Bonavista Peninsula has a lot to be proud of, and has grown into a popular tourist destination. With the Government of Canada’s support, the Bonavista Historic Townscape Foundation and the Bonavista - Trinity Regional Chamber of Commerce are keeping the momentum going and creating more activities to continue building on the accomplishments of the region.”

- *Churence Rogers, Member of Parliament for Bonavista—Burin—Trinity*

“Collaboration by many industry partners in this area of the province has resulted in the ongoing implementation of economic development initiatives, often linked to culture, heritage, geology and the natural environment. We look forward to the results of these projects, which aim to support further growth in the region.”

- The Honourable Andrew Parsons, Minister of Industry, Energy and Technology

“Bridge House will indeed add to the tourism infrastructure and generate new economic activity for the Bonavista Peninsula, but its restoration is also important for other reasons. This iconic structure, built over 200 years ago, represents a transformational period in Newfoundland's history when the bulk of English and Irish immigration occurred, creating a large pool of permanent settlers. Resident merchants and fishers eventually displaced the longstanding English migratory fishery, and came to dominate this international trade. Public access to Bridge House will allow people to learn more about these themes, and how Bonavista's built heritage evolved over time once permanent settlement was established.”

- David Bradley, Chair, Bonavista Historic Townscape Foundation Inc.

“The Bonavista-Trinity Regional Chamber of Commerce is very much grateful for the continued support from both of our funding partners —Atlantic Canada Opportunities Agency and the Department of Industry, Energy and Technology. With this federal and provincial investment, we can now focus on amplifying our peninsula's marketing activities to make it one of Canada's top destinations for visitors, nationally and internationally.”

- John Norman, Mayor of Bonavista and President of the Bonavista-Trinity Regional Chamber of Commerce

Quick facts

- The [Bonavista Historic Townscape Foundation](#) Inc. (BHTF) is an incorporated non-profit organization dedicated to the conservation and development of Bonavista's built heritage. The investment announced today will allow the Foundation to complete upgrades to the town's historical district, and introduce new experiential and interpretive activities and tours. The project builds on previous Atlantic Canada Opportunities Agency (ACOA) investments in Bonavista, which have helped draw many new business start-ups and residents to the area in recent years.
- The [Bonavista - Trinity Regional Chamber of Commerce](#) (BTRCC) is a non-profit organization with the objectives of promoting and improving trade and commerce, and the economic, civic and social welfare of the region. The investment announced today will support activities and events, including a shop local campaign, to encourage visitors to stay in the area longer.
- The Government of Canada is providing a total investment of \$1,212,989: the BHTF is receiving \$998,489 through ACOA's [Innovative Communities Fund](#) and the BTRCC is receiving \$214,500 through ACOA's [Regional Economic Growth through Innovation \(REGI\)](#) program.

Associated links

- [Canada's COVID-19 Economic Response Plan](#)
- [Coronavirus disease \(COVID-19\)](#)

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2021-11-19



THE VALUE OF INVESTING IN CANADIAN DOWNTOWNS

OCTOBER 2013



Canadian
URBAN
Institute



International Downtown Association

ACKNOWLEDGEMENTS

CUI would like to thank the Canadian Issues Task Force of the International Downtown Association for supporting this important research and championing it in its second stage. CUI would also like to acknowledge each of the members of this organization for their ongoing support and commitment to this research project. More specifically, CUI would like to thank the following project partners:

International Downtown Association
 Regina Downtown BID
 The City of Regina
 St. Catharines Downtown Association
 City of St.Catharines
 Downtown Charlottetown Inc
 The City of Charlottetown
 The City of North Vancouver
 The Downtown Windsor BIA
 The City of Windsor
 The City of Hamilton
 Downtown Hamilton BIA
 City of Kingston
 Downtown Kingston! BIA
 Downtown Victoria Business Association
 Downtown Vancouver BIA
 City of Vancouver
 City of Edmonton
 The Partnership – Saskatoon
 City of Saskatoon
 Downtown Winnipeg BIZ
 City of Winnipeg
 City of London
 Downtown London
 Downtown Yonge BIA
 Downtown Rideau
 City of Ottawa
 Downtown Fredericton Inc.
 City of Fredericton
 Downtown Halifax Business Commission
 Halifax Regional Municipality

CUI would also like to thank the following individuals who ‘made this project happen’ by generously providing their support with coordinating data collection, organizing interviews and providing comments and feedback on the project as it evolved.

CUI would like to thank the following individuals for their efforts:

Charlottetown
 Dawn Allan, Downtown Charlottetown Inc
 Ron Atkinson, City of Charlottetown
 Brad Wonnacott, City of Charlottetown

Kingston
 Calvin Chan, City of Kingston
 Grant Bain, City of Kingston
 Desiree Kennedy, City of Kingston
 Cynthia Beach, City of Kingston
 Doug Ritchie, Downtown Kingston! BIA
 Rob Tamblyn, Downtown Kingston! BIA

Hamilton
 Judy Lam, City of Hamilton
 Glen Norton, City of Hamilton
 Alan Waterfield, City of Hamilton

Windsor
 Rochelle Emery-Luckett, The Downtown Windsor BIA
 Scott Burke, The Downtown Windsor BIA
 Greg Atkinson, City of Windsor
 Thom Hunt, City of Windsor

Regina
 Judith Veresuk, Regina Downtown BID
 Courtney Beaubien, City of Regina
 Chris Sale, City of Regina

North Vancouver
 Larry Orr, City of North Vancouver
 Richard White, City of North Vancouver
 Neil Spicer, Metro Vancouver

St.Catharines
 Tisha Polocko, St. Catharines Downtown Association
 David Oaks, City of St.Catharines

International Downtown Association – Canadian Issues Task Force
 Members
 David Downey, International Downtown Association
 Terry Scaddan, Saskatoon – The Partnership
 Charles Gauthier, Downtown Vancouver BIA
 Stefano Grande, Winnipeg Downtown BIZ
 Paul MacKinnon, Downtown Halifax Business Commission
 Peggy Ducharme, Downtown Rideau BIA
 Bruce McCormack, Downtown Fredericton Inc
 Pauline Larsen, Downtown Yonge BIA
 Ken Kelly, Downtown Victoria
 Janette MacDonald, Downtown London
 Maggie Schofield, Downtown Calgary

THIS PROJECT WOULD NOT HAVE BEEN POSSIBLE WITHOUT THE SUPPORT OF MANY INDIVIDUALS ACROSS CANADA THAT HAVE DEMONSTRATED THEIR PASSION AND COMMITMENT TO REVITALIZING AND STRENGTHENING THEIR DOWNTOWNS.

CUI would also like to thank the following people who generously spent time talking with our project team. These interviewees helped us to see their much loved downtowns through their own eyes and provided us with invaluable local knowledge and insight.

CUI would like to thank the following interviewees:

Kingston

Grant Bain, City of Kingston
 Doug Ritchie, Downtown Kingston! BIA
 Rob Tamblin, Downtown Kingston! BIA
 Carl Bray, Carl Bray & Associates Ltd
 Ed Smith, Downtown Kingston! BIA
 Professor David Gordon, Queen's University
 Jay Abramsky, Keystone Property Management Inc.
 Jennifer McKendry, Architectural Historian
 Nick Waterfield, Pan Chancho Bakery

St.Catharines

David Blanchard, Realtor
 Stephen Remus
 Downtown Resident and Director of Niagara Artists Centre
 Greg A. Redden, Macdonald Zuberec Ensslen Architects Inc
 Mark Elliott, City Councillor
 Tisha Polocko, St. Catharines Downtown Association
 David Cooperman, Commercial Real Estate Broker

Regina

Judith Veresuk, Regina Downtown BID
 Colin Perkowitsch Regina Downtown BID
 Doug Kozack Cornwall Centre
 Fred Searle, City of Regina
 James Youck, Architect, P3 Architecture Partnership
 Mo Bundon, Harvard Developments

Charlottetown

Dawn Allan, Downtown Charlottetown Inc
 Ron Atkinson, City of Charlottetown
 Ron Waite, Charlottetown Area Development Corporation
 Scott MacKenzie, Downtown Charlottetown Inc

The CUI project study team was supported by the following members:

Core Team:

Glenn Miller, Vice President of Education and Research, Project Manager
 Katherine Morton, Senior Planner - Economics and Research
 Project Lead
 Tom Weatherburn, GIS Analyst
 Christine Meehan, Planner - Education and Research

Research Team:

Thevishka Kanishkan, Book Design & Data Visualization
 Hoda Matar, Researcher
 Georgia Luyt, Researcher
 Tiffany Ing, Researcher
 Julie Nguyen, Researcher

Tanya O'Brien, Dyne Holdings Limited
 Jason Lee, Spry Consulting
 Bruce Donaldson, TD Canada
 Mike Cochrane, Confederation Centre

Hamilton

Glen Norton, City of Hamilton
 Jeff Paikin, New Horizon Homes
 Allan Waterfield, City of Hamilton
 Richard Allen, Renew Hamilton
 Bill Curran, Thier + Curran Architects Inc
 Colina Maxell, Centre3
 Susan Braithwaite, International Village
 Fred Eisenberger, Former mayor of Hamilton

Windsor

Rochelle Emery-Luckett, The Downtown Windsor BIA
 Scott Burke, The Downtown Windsor BIA
 Thom Hunt, City of Windsor
 Mayor Edie Francis, City of Windsor
 Fulvio Valentinis, City Councillor
 Mark Lalovich, Remax
 Paul Twigg, Retailer/Business Owner

North Vancouver

Richard White, City of North Vancouver
 David Sprague, Developer
 Gary Penway, City of North Vancouver
 Isabel Gordon, City of North Vancouver
 Mark Roseland, City of North Vancouver
 Doug Ausman, Lower Lonsdale Business Association
 Mayor Mussatto, City of North Vancouver

Kailey Lamont, Researcher

Megan Lovell, Researcher
 David Johnson, Researcher
 Michael Chung, Researcher
 Lily Lin, Researcher
 Nathan Valsangkar, Researcher
 Shanda Suggit, Researcher
 Nadiah Nida, Researcher
 Yousaf Shah, Researcher
 Aidan Whitely, Researcher
 Adrienne Comars, Researcher
 Victoria Prouse, Researcher

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Downtown Regina, SK



Downtown Kingston, ON

WHAT IS “THE VALUE OF INVESTING IN CANADIAN DOWNTOWNS”?

The Canadian Urban Institute (CUI) has been engaged by the International Downtown Association - Canadian Issues Task Force to carry out one of the most significant reviews of Canadian downtowns to date.

This ‘living’ project is the first of its kind - examining 17 downtowns across Canada to assess changes in attitudes, perceptions, functionality and performance over time. This project is envisaged to act as a resource for city builders, compiling evidence-based research that illustrates the importance of investing in downtowns. It also aims to inspire and inform city builders, with many excellent and innovative approaches to downtown revitalization and the various efforts that are being applied across the nation.

As part of this publication, this research examines downtown Charlottetown, Kingston, Hamilton, St.Catharines, Windsor, Regina and North Vancouver. The earlier round of this research issued in May 2012 examined Halifax, Fredericton, Ottawa, Toronto, London, Winnipeg, Saskatoon, Edmonton, Vancouver and Victoria. As part of this publication, findings from both studies have been integrated to provide readers with an extensive picture of the contribution being made by downtowns across Canada.

This project will continue to grow with research being conducted in downtown Timmins, North Bay, Sudbury, Sault Ste Marie and Thunder Bay. All of these research efforts, when combined, are powerfully contributing to our collective knowledge of the value of investing in Canadian downtowns.

WHAT ARE WE TRYING TO DO?

Every downtown featured in this report is unique. A number of downtowns play multiple roles, which has a bearing on their economic performance and relative importance within the wider city.

Several downtowns carry the responsibility of being a Provincial Capital. Others function as international and regional gateways or transportation and economic hubs. Some cities have had to reposition themselves, and therefore their downtown, in light of dramatic shifts in the economic focus of their province or the country.

The project has been designed to account for these differences. This report assesses and summarizes the complex dynamics of city building – and downtown resilience – with 17 downtown case studies analyzed through five common criteria.



1) MEASURE THE PERFORMANCE OF CANADIAN DOWNTOWNS

This project aims to measure the economic, social, and cultural health of 17 downtown study areas. To achieve this aim, CUI (with the support of our project partners) developed five principles that contribute to a successful downtown, and then assembled extensive time series data sets to measure how well each downtown is performing relative to each of these principles. Analysis of these data sets provides city builders with information (in many instances for the first time) on the levels of growth and investment happening in their downtown.

2) BENCHMARK THE PERFORMANCE OF CANADIAN DOWNTOWNS

The project also aims to compare the performance of all downtown case study areas. To this end, the downtowns have been assessed against the same principles and data has been consistently collected (i.e. where possible, data is drawn from the same sources and time periods) for each of the 17 downtown case studies to maximize opportunities for comparability. This provides important information to city builders to gauge how their downtown is developing relative to other downtowns across Canada.

3) ASSESS MUNICIPAL CAPITAL INVESTMENTS IN CANADIAN DOWNTOWNS

This project demonstrates the level and type of investments in the various downtowns. Our project partners took on the immense task of assembling municipal capital project data from the past decade. These data sets provide downtown stakeholders with information on the level of priority being given to their own downtowns, as well as the level of downtown investment across Canada.

4) SHARE SUCCESS STORIES FROM CANADIAN DOWNTOWNS

The project also shares success stories to help Canadian downtowns overcome the challenges they face, to ensure they can prosper into the future. This project showcases the most beneficial and innovative programs and policies being implemented by municipalities and/or business improvement districts in downtowns across Canada.

5) CREATE A BASELINE FOR FUTURE DATA COLLECTION

Few municipalities in Canada collect data specifically relating to their downtowns. This project highlights the importance of collecting data on the health of Canada's downtowns and the need to commit to this practice in the future. This study approach has been designed to be dynamic and flexible to fulfill the goal of creating a baseline for the health of Canadian downtowns that can be expanded and developed long into the future.



HOW WILL WE DO IT?

One of the most critical elements of the project design was the development of five principles that underpin a successful downtown in Canada. The principles developed were sufficiently broad to account for the uniqueness of every downtown case study, but specific enough to create a platform for comparison.

The CUI developed indicators and a range of metrics to measure performance of the downtowns against each of these principles. CUI developed these principles using a three-pronged approach.

First, the project team surveyed CUI staff and Board members to determine ‘What Makes a Downtown Great?’.

Second, the team undertook a detailed literature review to consider how others had developed principles relating to urban growth. The project team was particularly influenced by Michael A. Burayidi’s (2001) text, *Downtowns: Revitalizing the Centers of Small Urban Communities*. From this text, passages from Kent Roberston of Saint Cloud State University were used to help further articulate and define the principles.

Third, the principles were tested throughout the research to ensure that they were being reinforced by the research findings.

**FROM THIS BACKGROUND RESEARCH,
CUI DEVELOPED FIVE PRINCIPLES FOR A
SUCCESSFUL DOWNTOWN.**



VISIBILITY

Does the downtown have an integral and central role in the life of the wider city?

In the context of ongoing city growth and expansion, a downtown can suffer declining interest from the public and private sector. To measure how well a downtown is performing against this principle, the CUI team undertook interviews to learn about the history and make-up of each downtown - its role, function and vitality and the contribution the downtown makes to the wider city.



VISIONARY

Does the downtown benefit from a multiplicity of strong, bold leaders who collaborate to achieve and sustain a shared vision?

Strong leaders, a bold vision and a high degree of collaboration are critical ingredients for a downtown to achieve its potential. To measure the strength of the vision in each downtown, the team analyzed the perceived effectiveness of downtown plans and policies, the level of priority being given to the downtown, as well as attitudes towards collaboration between the public and private sector.



PROSPERITY

Does the downtown have a robust and innovative economy?

A cornerstone of a strong downtown is a prosperous and diverse economy. To measure the strength of a downtown's economy, the team tracked property and financial data, both downtown and city-wide and analyzed how this has changed over time.



LIVEABILITY

Is the downtown vibrant, liveable and connected?

A liveable core contributes to a downtown's vibrancy and attractiveness and can cement its place as the literal and symbolic heart of the city as a whole. To measure liveability, the project team considered how people use, move around and enjoy the downtown core.



STRATEGY

Is the city investing strategically in its future?

Strategic investments are important, as they leverage further investments. To measure the degree to which investments have been made strategically, CUI examined the type, value and location of public investment, as well as how various investments fit together to complement and support each other.

HOW DO WE DEFINE A DOWNTOWN?



The responsibility for defining downtown boundaries lay with the project partners, given their intimate knowledge of their city and their role in collecting the data to support each case study.

Having said this, the project partners had to balance these various expectations and other key considerations in selecting this boundary. CUI provided support to each project partner to create a boundary that made sense for each city.

The preferred approach was adopting the working definition of “downtown” used by the relevant municipality. Yet where the municipality had not created a definition of the “downtown” or where this definition would create challenges for the data collection, CUI developed general criteria to guide the creation of the boundaries.

DEFINING DOWNTOWN BOUNDARIES IS A MAJOR CHALLENGE, AS EACH PERSON LIVING IN A CITY HAS A DIFFERENT UNDERSTANDING OF DOWNTOWN BASED ON THEIR PERSONAL EXPERIENCES.

1) The downtown boundary had to include the City’s financial core.

2) The downtown study area had to include diverse urban elements and land uses.

3) Where possible, CUI recommended a hard edged boundary such as major streets or train tracks, or a natural feature such as a body of water.

4) An overarching consideration was that data compiled should align with the selected downtown study areas.

The project has also been designed to balance the challenges that come with each city determining their own boundaries. For example, some cities decided on more generous boundaries than others. To balance this, CUI measures trends over time (% growth) and intensity factors (for example population and jobs per hectare) and places these numbers alongside raw numbers to allow for a clearer picture of downtown activity.

Additionally, in the downtowns where a more conservative boundary has been selected, the project team has provided significant commentary about key assets, pieces of infrastructure and residential communities just beyond downtown boundaries.

“ FROM WHAT I SEE, DOWNTOWN MUST BE MANY THINGS TO MANY PEOPLE. YOU NEED ABOUT 10 SOLID REASONS TO COME DOWNTOWN...IT MUST BE APPEALING TO ALL AGE CATAGEORIES AND INTERESTS. ”





Interviewee, City of Windsor



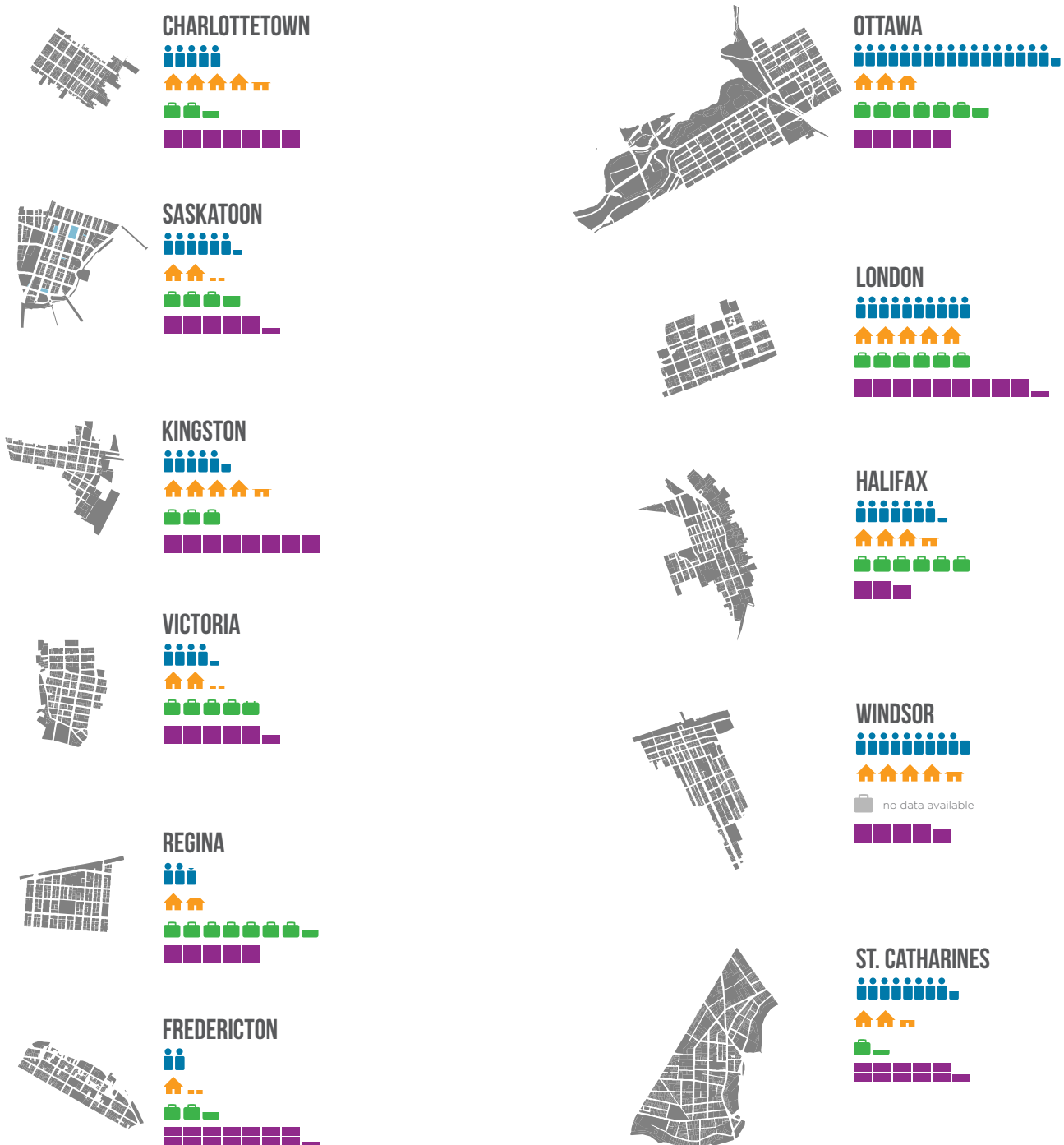
DOWNTOWNS AT A GLANCE

*Cities are presented in no particular order
*Values are from 2011 census data & data provided by city partners

LEGEND

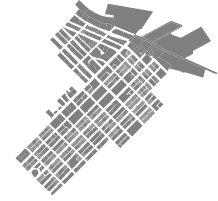
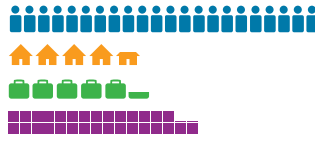
- Population  = 500 people
- Population Density  = 10 people / ha
- Job Density  = 50 jobs / ha
- Average Block Sizes  = 0.25 ha

SCALE





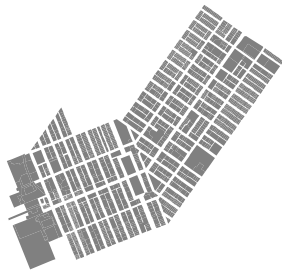
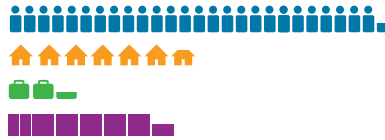
EDMONTON



VANCOUVER



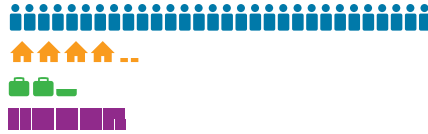
HAMILTON



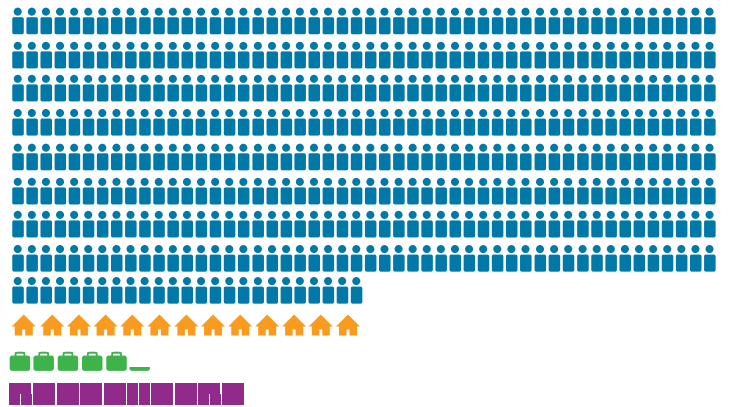
NORTH VANCOUVER



WINNIPEG



TORONTO



This analysis was designed to provide city builders with clear and accurate information on the levels of growth and investment happening in their downtown. The study has now examined 17 downtowns of varying sizes, scales and functions across Canada since publishing the first report in May 2012. And we have learned a few key findings about downtowns along the way.

The majority of the downtowns examined underwent a period of renaissance and are now more livable complete communities that encourage walkability, cycling and transit use. This study has documented the increasing popularity of living in urban centres driven by a growing preference to live closer to work, to walk grocery stores and other amenities, as well as have a variety of recreational and entertainment opportunities. Almost all of the downtowns experienced positive levels of residential dwelling growth between 2001 and 2011. This increased residential development is bringing back vitality to downtowns while providing more diverse housing options.

Promising trends for downtown retail are also emerging. In the same way that retailers followed residents out to suburban areas in the post war era, retailers are now following people back into the core. New large format stores downtown, with a more compact layout and less parking reflect a more 'urban' lifestyle. Downtowns have also been able to maintain their concentration of office space and hold their position as 'the heart of commerce' in their respective cities. Most have managed to retain over half of their city's office space inventory.

The economic rationale for investing in downtowns is clear. The findings of this research demonstrate that although the downtowns studied generally occupy less than 1% of citywide land area, they are making a major contribution to the city's bottom line. The economic importance of downtown is also reflected in the high levels of investment they have received over the past decade. As a portion of citywide investment, downtowns have attracted on average one fifth of city-wide construction value between 2003 and 2011. The downtowns studied have also seen some major public investments in new forms of housing, enhancing heritage features and improving aging infrastructure over the last decade.

However, some worrisome national trends have emerged. Although, the downtowns studied have seen significant capital investment, they are generally receiving well under 5% in citywide capital investments when averaged over a decade. This investment must be considered alongside the fact that these same downtowns are responsible for generating one tenth to a quarter of the cities' tax revenues. Another emerging trend is the fact that downtowns are representing a declining portion of the City's assessment base, even though the downtown's assessment value has been increasing over the last decade.

KEY FINDINGS

The project team developed the following key findings with respect to the overall performance of the 17 downtown case studies, guided by the five principles for a successful downtown. It should be noted however, that these findings emphasize the seven cities that have been studied as part of this second phase of the project (Charlottetown, Kingston, Hamilton, St. Catharines, Windsor, Regina and North Vancouver).



VISIBILITY



Toronto, ON

**DOES THE DOWNTOWN HAVE AN
INTEGRAL AND CENTRAL ROLE IN
THE LIFE OF THE WIDER CITY?**



“ THE COMMUNITY DOES SEE THE VALUE OF THE DOWNTOWN. REALLY THE DOWNTOWN IS THAT AREA THAT DISTINGUISHES US FROM OTHER CITIES. IT IS THE AREA PEOPLE SEE WHEN THEY COME TO REGINA. ”

Interviewee, City of Regina



DOWNTOWNS ARE SMALL NEIGHBOURHOODS THAT ‘PUNCH ABOVE THEIR WEIGHT’

Downtowns generally occupy less than 1% of city-wide land area, yet attract an average of 20% of city-wide construction value. The 17 downtowns examined through this research are uniquely shaped by their historic circumstances, their size, functionality and geographic context.

Despite the differences between the downtowns across Canada, they share many commonalities and have undergone a similar evolution; from their position of dominance which lasted until the 1950s, their decline through the post war years; and an exciting period of renewal from around the 1980s extending through to today.

The downtowns studied are all the ‘heart of commerce’ in their respective cities. They are all important locations for employment, offering a diverse range of jobs to the population at large. The downtowns accommodate a significant concentration of office space, and most have retained over half of their City’s office space inventory. Downtowns are also important retailing destinations, often providing a more traditional shopping experience.

The economic importance of downtowns is also reflected in the high levels of investment they have received over the past decade. Already serviced by infrastructure, these downtowns are economically and geographically efficient places to absorb new growth. This construction activity is adding to the significant contribution these downtowns are making to their municipality’s bottom line.

The downtowns are accommodating a growing population base, with their population sometimes doubling between census periods. This renewed interest in living downtown has been driven by a growing preference (particularly among younger generations) to be closer to work, to be able to walk to buy groceries and run errands, as well as have a variety of recreational and entertainment opportunities close at hand. Downtowns will play a critical role in offering this increasingly desirable ‘urban’ living environment to future generations.

These downtowns are highly visible and valued by the population of the wider city as hubs for social and cultural activity. The downtowns all contain concentrations of historic, civic and institutional buildings, entertainment and retailing facilities. They are highly accessible and walkable, connected to a strong ring of inner neighborhoods, and are generally at the centre of their city’s transportation network. This clustering of activity contributes to the quality of place offered by these urban centres.

Overall, these 17 downtown neighbourhoods are ‘punching above their weight,’ re-asserting and re-establishing themselves in ways that could not have conceived of just a few decades earlier. These downtowns are critical places for their local economy, for innovation, for learning and for bringing their communities together to grow a local identity.



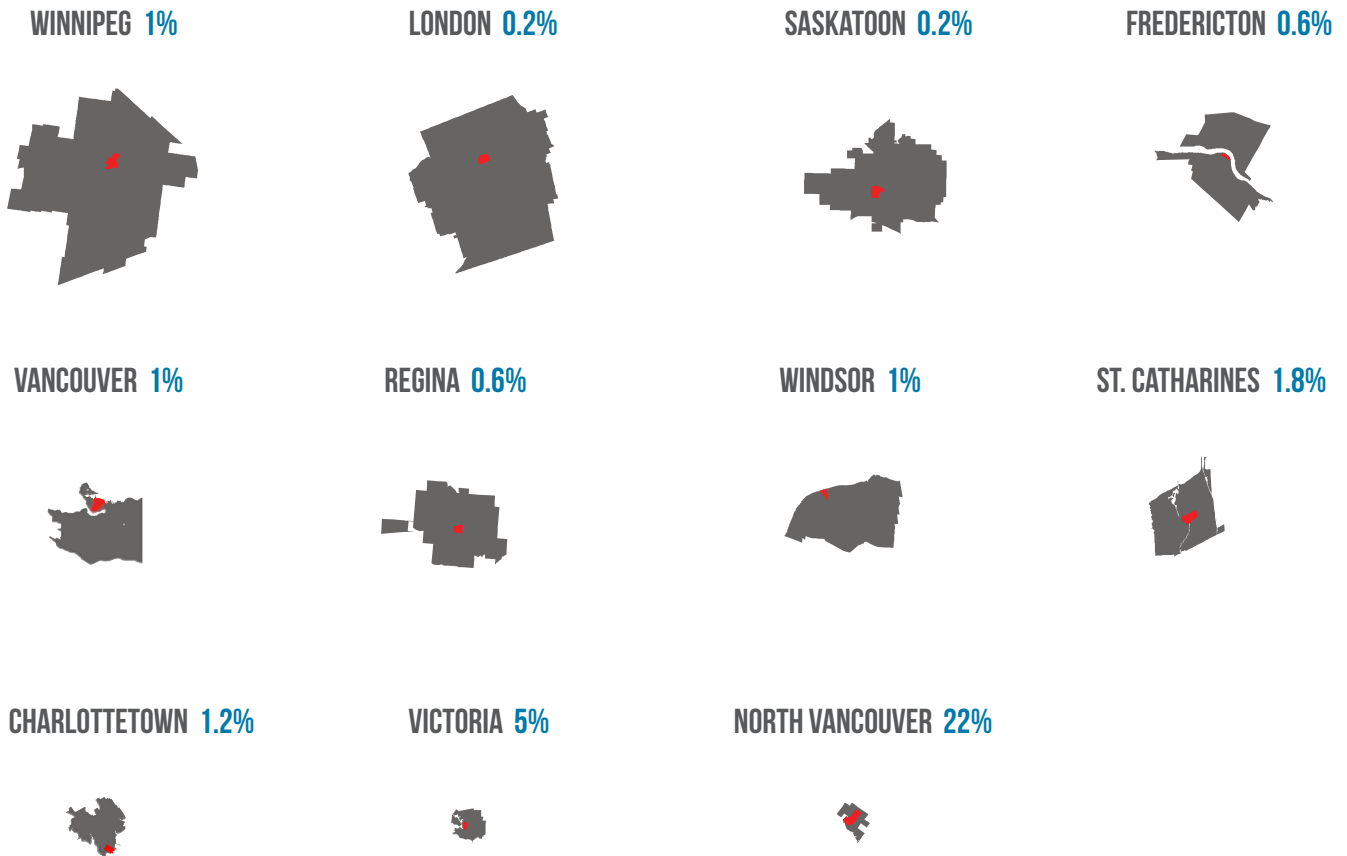
VISIBILITY OF DOWNTOWNS IN THEIR MUNICIPAL CONTEXTS

*Cities are presented in no particular order

LEGEND

- Downtown core
- Municipal boundary
- % Downtown's % of total municipal area

SCALE



DOWNTOWN AREA, RANKED FROM LARGEST TO SMALLEST :

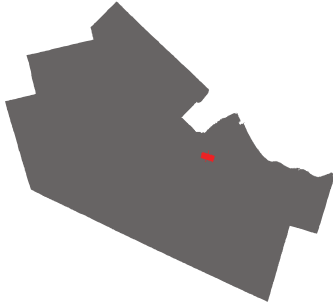
TORONTO	WINNIPEG	NORTH VANCOUVER	OTTAWA	EDMONTON	HAMILTON	ST. CATHARINES	VANCOUVER
1618	360	323	307	242	202	173	172

*Area is in hectares

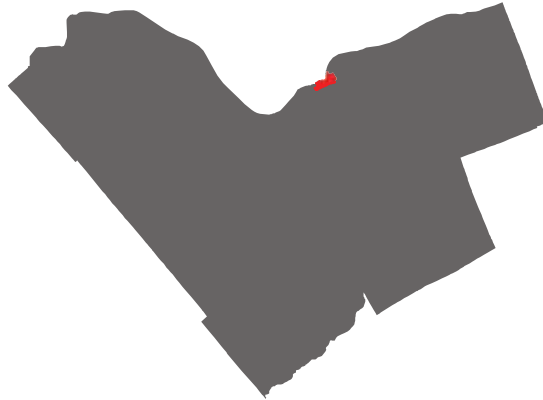
HALIFAX 0.0012%



HAMILTON 0.2%



OTTAWA 0.1%



TORONTO 3%



KINGSTON 0.1%



EDMONTON 1%



SASKATOON
117

WINDSOR
105

LONDON
99

VICTORIA
98.3

HALIFAX
98

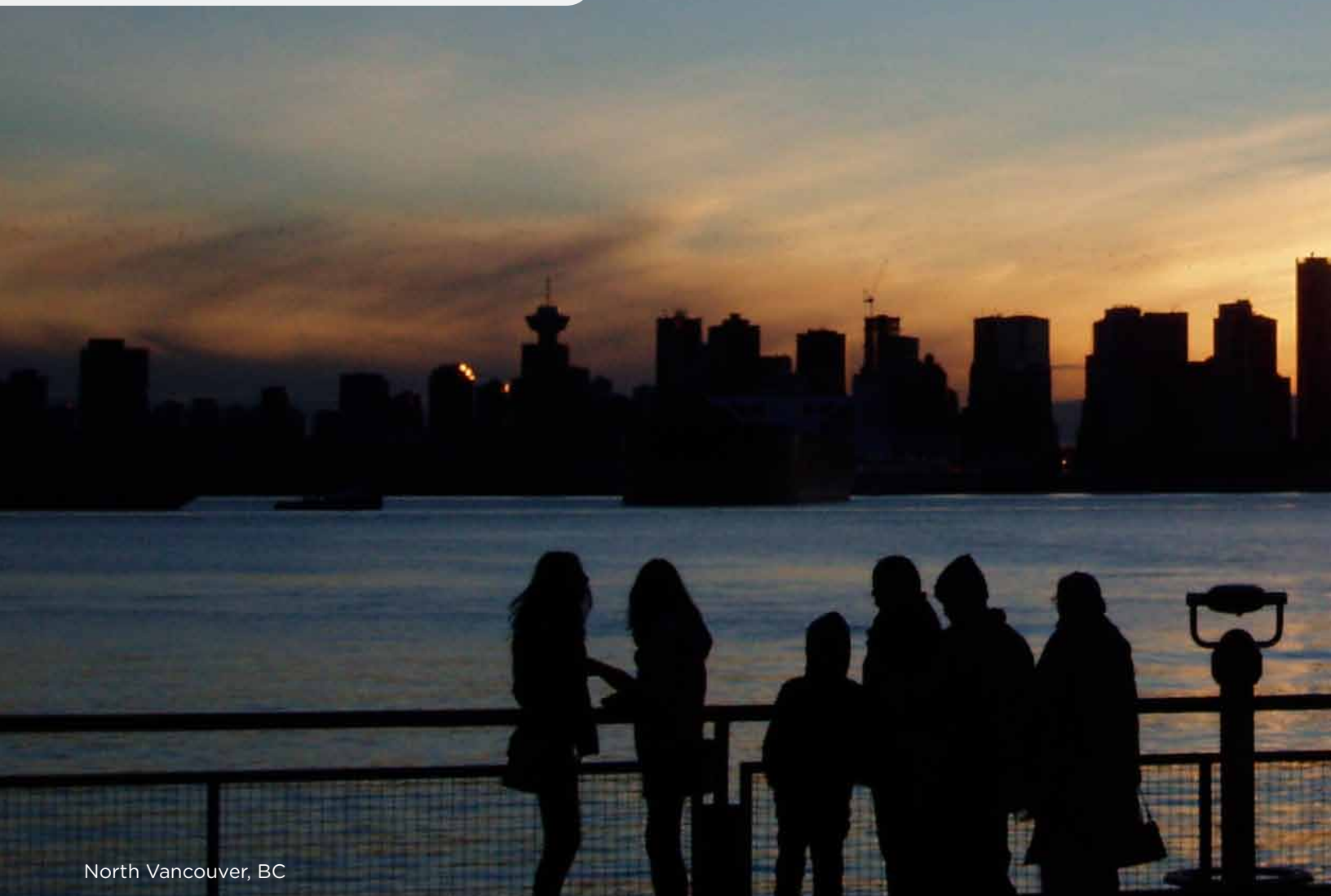
FREDERICTON
82

REGINA
82

KINGSTON
59

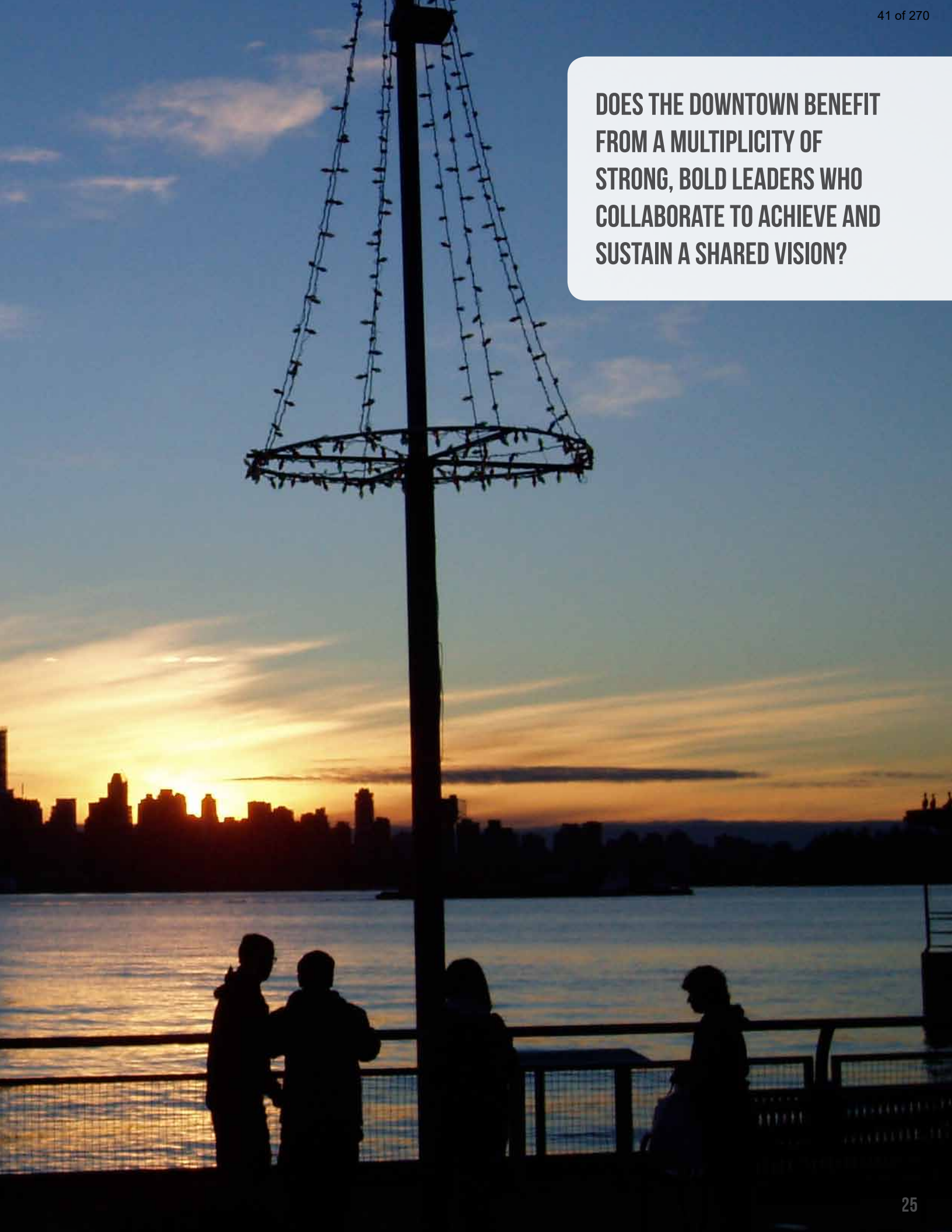
CHARLOTTETOWN
54

VISIONARY



North Vancouver, BC

DOES THE DOWNTOWN BENEFIT FROM A MULTIPLICITY OF STRONG, BOLD LEADERS WHO COLLABORATE TO ACHIEVE AND SUSTAIN A SHARED VISION?



DOWNTOWNS WITH A CLEAR, FLEXIBLE, AND UNIFYING VISION TEND TO HAVE THE MOST MOMENTUM BEHIND THEIR REVITALIZATION EFFORTS

A clear vision is important to guide both decision makers and the many individuals responsible for its implementation. For example, several interviewees in Vancouver noted that they envisaged the core as 'a downtown for people.' This is not only a simple and inspiring idea but it simultaneously provides a framework for determining priorities.

A flexible vision is also important to support the interests of diverse stakeholder groups at work in the core, as well as allowing for it to be adapted to reflect changing circumstances and attitudes in the downtown.

A unifying vision is important for attracting enthusiasm, excitement and momentum. Above all, a unifying vision guides stakeholders and connects them with resources and to each other.

A VISION BY ITSELF IS NOT ENOUGH - REVITALIZATION NEEDS PATIENCE, PATIENCE, AND MORE PATIENCE

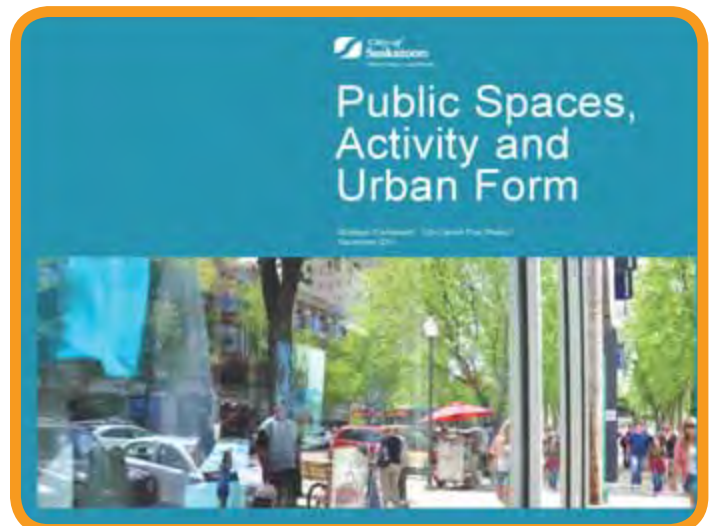
The downtowns that have achieved the most success and transformation have been patiently committed to revitalization efforts for decades.

They have pursued their vision over many political cycles. Moreover they have adapted their vision to reflect changes in trends, attitudes, land uses and activities taking place in the core and across the city. Interviewees from almost every downtown case study discussed the need for patience when achieving a vision, commenting that they had watched their downtown decline over several decades (around the 1950s-80s) and that this could not be turned around overnight.

They also acknowledged that downtown revitalization must be understood as a continuous process, a race that never ends, due to the cyclical process of renewing urban economies.



St. Catharines Downtown Creative Cluster Master Plan



Saskatoon has now developed a detailed inventory of its public realm.

“ **THE DOWNTOWN IS THE KEY TO PULLING THE CITY TOGETHER AGAIN...COUNCIL HAS TAKEN ON A MANTRA THAT THE DOWNTOWN WILL BE HEALTHY, WEALTHY, AND VIBRANT.** ”

Interviewee, City of Saskatoon



STRONG AND STRATEGIC PARTNERSHIPS ARE CRITICAL TO REALIZING VISIONS

Several interesting partnership models have been established that have given rise to increased investment activity and vitality.

For example, the Charlottetown Area Development Corporation (CADC) is owned largely by the Province of PEI, in partnership with the City of Charlottetown and the Town of Stratford. The CADC is an organization that attracts private sector commercial development and investment opportunities in Charlottetown. It has championed the renewal of downtown Charlottetown's waterfront and has recently spearheaded the development of the new Charlottetown Convention Centre.

The City of St. Catharines and the City of Windsor have both built strong partnerships with local post secondary institutions, as well as provincial levels of government, to allow for the downtowns to emerge as critical centres for learning.

In downtown Halifax, the Strategic Urban Partnership provides a forum for stakeholders to meet and discuss new developments and partnership opportunities. This forum has been highly successful at connecting key stakeholders from different sectors and organizational backgrounds.

In Ottawa, the National Capital Commission, City, and private sector interests have worked to build an influential partnership.

Similarly, Edmonton created the Downtown Vibrancy Taskforce comprised of 'blue ribbon' businesses, community, and social agencies that work together to prioritize and implement catalytic projects identified in the downtown master plan.

Winnipeg has also established an arms-length agency Centre Venture, which has had tremendous success at forming the partnerships and conditions needed to realize major investments and redevelopment projects.

The importance of partnerships cannot be underestimated when working to implement a specific downtown master plan and its accompanying vision.

GAIN SUPPORT FROM ALL LEVELS OF GOVERNMENT

Federal and Provincial levels of governments play a key role in city building. One important and direct way they contribute to the strength of cities is where they decide to site their offices and service centres. Capital cities like Charlottetown and Regina have long benefited from having a strong concentration of provincial office buildings located in their downtown cores. However, it is important that governments show leadership by continuing to bring jobs to these urban centres.

In Charlottetown, several interviewees expressed concern over a recent decision to move some federal government offices and nearly 600 employees to a neighbourhood further from the core.¹

Another example can be found in St. Catharines, with the relocation of the Niagara Regional Police Service headquarters from the downtown to a high-way location, extracting 380 employees out of the core as well as an estimated \$22 million in potential expenditure over the next 20 years.² In addition, the downtown Passport Office (with 23 employees) relocated to a suburban mall.

These decisions not only undermine revitalization efforts in St. Catharines, but also negatively impact the downtown's ability to fulfill its provincially mandated role as an Urban Growth Centre.

A similar example can also be found in Kingston, where the downtown has just seen their Kingston Police Head Quarters and Services Ontario office move out of the downtown; the latter moving to a suburban location only accessible by private automobile. Kingston's Limestone District School Board is also considering the closure of four of its inner city schools. Even with all the strong provincial policies in place to push urban revitalization efforts forward in these downtowns, these decisions are inconsistent with this forward momentum.

There are many excellent examples of strong leadership from all levels of government in downtown revitalization efforts. However, it is important that the benefits stemming from one good initiative are not undone by the next.



The Charlottetown Convention Centre; a project spearheaded by the Charlottetown Area Development Corporation (CADCO)

ACHIEVING MORE COMPACT, EQUITABLE AND SUSTAINABLE CITIES CAN BE ACCOMPLISHED BY BUILDING ACCESSIBLE GOVERNMENT FACILITIES IN LOCATIONS THAT CAN SUPPORT A CRITICAL MASS OF RESIDENTS AND BUSINESSES.

¹ Fisheries and Oceans Canada (2010, July 16). Fisheries and Oceans Canada to Relocate within Charlottetown Area. Retrieved from <http://www.dfo-mpo.gc.ca/media/npress-communique/2010/hq-ac40-eng.htm>

² Memorandum provided by the Downtown St. Catharines Association (November 7, 2012)

ENGAGE IN ‘DOWNTOWN-SPECIFIC’ PLANNING PROCESSES

Many of the downtowns examined have ‘downtown-specific’ master plans in place. As well as setting out a vision, these master-planning processes can be invaluable for bringing together stakeholders, building trust and identifying opportunities for growth, which can in turn unlock development potential in the downtown.

These plans can send a signal to both the public and private sectors that the downtown is an important priority for government and that it is ‘open for business.’

St. Catharines’ Downtown Creative Cluster Master Plan was so clear in the vision it laid out for the core that one interviewee described it as being the “backbone of every decision made.” The plan was also critical in helping to secure several major government grants to develop key pieces of infrastructure, as well as for strengthening partnerships between the City and its post secondary institutions to develop the new Performing Arts Centre.

In downtown North Vancouver the City undertook planning processes for the redevelopment of several key City-owned sites in Lower Lonsdale. The result of these planning processes was a detailed development concept that had regard for the downtown context and was supported by the community at large. This process allowed for the private sector to purchase the land with all of the appropriate approvals in place.

It was also emphasized by interviewees that it is critical for these downtown plans to be underpinned by an investment or implementation strategy to make sure that the great ideas contained in the plan can become a reality.

**THE EMERGING CONSENSUS IS THAT
DOWNTOWN-SPECIFIC PLANNING
PROCESSES ARE HIGHLY BENEFICIAL AND
ABLE TO UNIFY STAKEHOLDERS.**

DEVELOP ‘LOCAL’ APPROACHES THAT WORK FOR THE COMMUNITY

There is no ‘one size fits all’ approach to realizing a stronger downtown. However, the downtowns that have seen the most transformation have all carefully considered their local circumstances and built on their strengths.

For example, downtown Windsor saw an opportunity to grow its post secondary sector; and the City and all levels of government have worked with St Clair College and University of Windsor to see the emergence of four new satellite campuses. This is a tremendous achievement that will likely redefine Windsor’s urban core in the years to come.

St. Catharines can boast similar successes from partnerships with post secondary institutions. The downtown also recognized its strength as a tourist destination, given its proximity to Niagara Falls, the USA, the Niagara Wine Region and other important tourism assets.

The downtown will soon capitalize on this strategic location, by being incorporated into the Niagara Wine Route opening up all manner of new economic development opportunities. Charlottetown has also built on the strength of its tourism industry. The downtown has seen its waterfront transformed over recent decades and recently opened its new waterfront convention centre.

Downtown Hamilton has also built on two of its key attributes; its stock of unique, heritage buildings and its proximity to the Greater Toronto Area. The City has been highly strategic in the way it has positioned itself as a hub for artists and the creative class where people (particularly Torontonians) can afford to buy their own home or start their own business, all while enjoying a high quality of life.

Overall what makes these varying approaches successful is that they have each been developed in response to local conditions. Whether it is creating new partnerships or establishing new economic development opportunities to generate increased interest and investment in the downtown core from the community and the private sector.



Downtown Hamilton, ON



Saskatoon Exhibition, Saskatoon, SK

TRACKING AND MONITORING DOWNTOWN ACHIEVEMENTS IS INVALUABLE TO PLAN IMPLEMENTATION

Measuring downtown performance can help city builders to understand the value of their downtown programs and investments, build ongoing support and momentum for these programs, as well as demonstrate the health of the downtown and the role it is playing relative to the wider city.

With a couple of exceptions, the performance of downtowns has not been closely tracked.

London stands out as a positive exception, as the City has been tracking the performance of its downtown for close to a decade through the semi-annual 'State of the Downtown Report.' This monitoring has empowered city builders to make informed decisions and see the value of the various investments they have made.

The Saskatoon report 'Public Spaces, Activity and Urban Form' is a major inventory on the quality and utilization of the City's public realm. Although this is a new study, it will likely become a critical building block for downtown revitalization in Saskatoon.



THE VALUE OF GOOD-QUALITY INFORMATION AND DATA CANNOT BE OVERSTATED.

PROSPERITY



Vancouver Library, Vancouver, BC

*Unique gifts
& stationery.*

**DOES THE DOWNTOWN HAVE
A ROBUST AND INNOVATIVE
ECONOMY?**



RESIDENTIAL DEVELOPMENT IS BRINGING VITALITY BACK TO DOWNTOWNS

Almost all of the downtown case studies were experiencing positive levels of residential growth.

In absolute terms, downtown Toronto and Vancouver were leading the charge with dramatic condominium booms in recent years. In percentage terms, Victoria, Vancouver and Edmonton had the highest levels of residential growth. London, Ottawa, and Halifax were also attracting unprecedented levels of growth. North Vancouver and Kingston were also seeing strong growth, particularly along their respective waterfronts.

Other downtowns seemed to be on the brink of a significant surge of residential development.

Regina and Saskatoon both seem to be in this position, against the backdrop of provincial growth and investment in up-and-coming downtown neighbourhoods. Likewise, Hamilton has several major condominium developments underway in its downtown neighborhoods. Downtown Windsor has seen some decline in its dwellings; in fact, the City as a whole has been challenged to grow its population on the heels of the financial crisis. However, the new post secondary institutions are expected to spur on new residential growth downtown to accommodate faculty and students.

RESIDENTIAL DEVELOPMENT HAS NOT BEEN AS RAPID IN THE DOWNTOWNS OF SMALLER AND MEDIUM-SIZED CITIES

With a few exceptions, the downtowns in smaller and medium sized cities have not seen the same level of residential growth as the downtowns in the larger cities. There are many explanations for this outcome :

Populations in these larger downtowns are well established, have a greater acceptance of apartment and/or car-free style living and have more incentive to live downtown to avoid long commutes.

Housing prices also play a role. Toronto has high housing prices where a young person may be able to purchase condominium downtown but not a single family dwelling in one of the residential areas surrounding the downtown core.

In contrast, St. Catharines, Charlottetown, Fredericton and Hamilton have not seen the same level of condominium development in their downtowns, but they have all reported a significant surge of young people moving into the historic, residential neighbourhoods surrounding their respective downtowns where housing is relatively affordable.

Municipalities that are in this position may benefit from tracking residential investment beyond their downtown cores to include the surrounding residential neighbourhoods to gain a more complete understanding of this trend of people moving back to the core.



DOWNTOWNS ARE INCREASINGLY ATTRACTING EDUCATIONAL INSTITUTIONS

Downtown Toronto stands out in this regard, as the university sector is emerging as one of the most transformational city builders in the core. The University of Toronto, Ryerson University, George Brown College and OCAD University have each been responsible for iconic and inspiring additions to the downtown.

London, Edmonton, and Winnipeg have also had great success attracting universities to re-purposed and heritage buildings. In downtown Vancouver, the redevelopment of the Woodward's Building adds a Simon Fraser University campus to existing satellite campuses in the core.

Windsor is also positioning itself as a critical post secondary hub in Ontario. St. Clair College and the University of Windsor, in partnership with all levels of government, have brought four new satellite campuses into the heart of the downtown. This development is a crucial step for Windsor's downtown revitalization, as the influx of students may help to re-animate the streets.

Downtown St. Catharines will also see McMaster University and Brock University satellite campuses in its core. Hamilton is another city making important strides in encouraging educational development in its downtown. As a result of financial and political support from the City, McMaster University was able to build its new Downtown Health Campus on the site of a former School Board building. This new campus increased McMaster's ability to teach medical students, but also will provide increased access to healthcare for residents of the downtown, making the area more liveable.

These trends are highly promising as downtown post secondary institutions provide a double value :

Firstly, post secondary institutions located downtown bring a student population to the core that is able to support local business, and add a critical mass of pedestrian activity throughout the day and evening. Secondly, students attending the university may form bonds to the downtown and decide to stay on after they have completed their studies, adding to a highly skilled labour market.³

³ International evidence of this comes from Paris, where the national government provides subsidies to the regional government to allow that government to invest in student housing. This invariably cultivates vibrancy in the downtown and ensures downtown residency is feasible for all income levels. Farro, S. (1997). Les aids au logement. Retrieved from <http://sos-net.eu.org/etrangers/fiche5.htm>. February 13.

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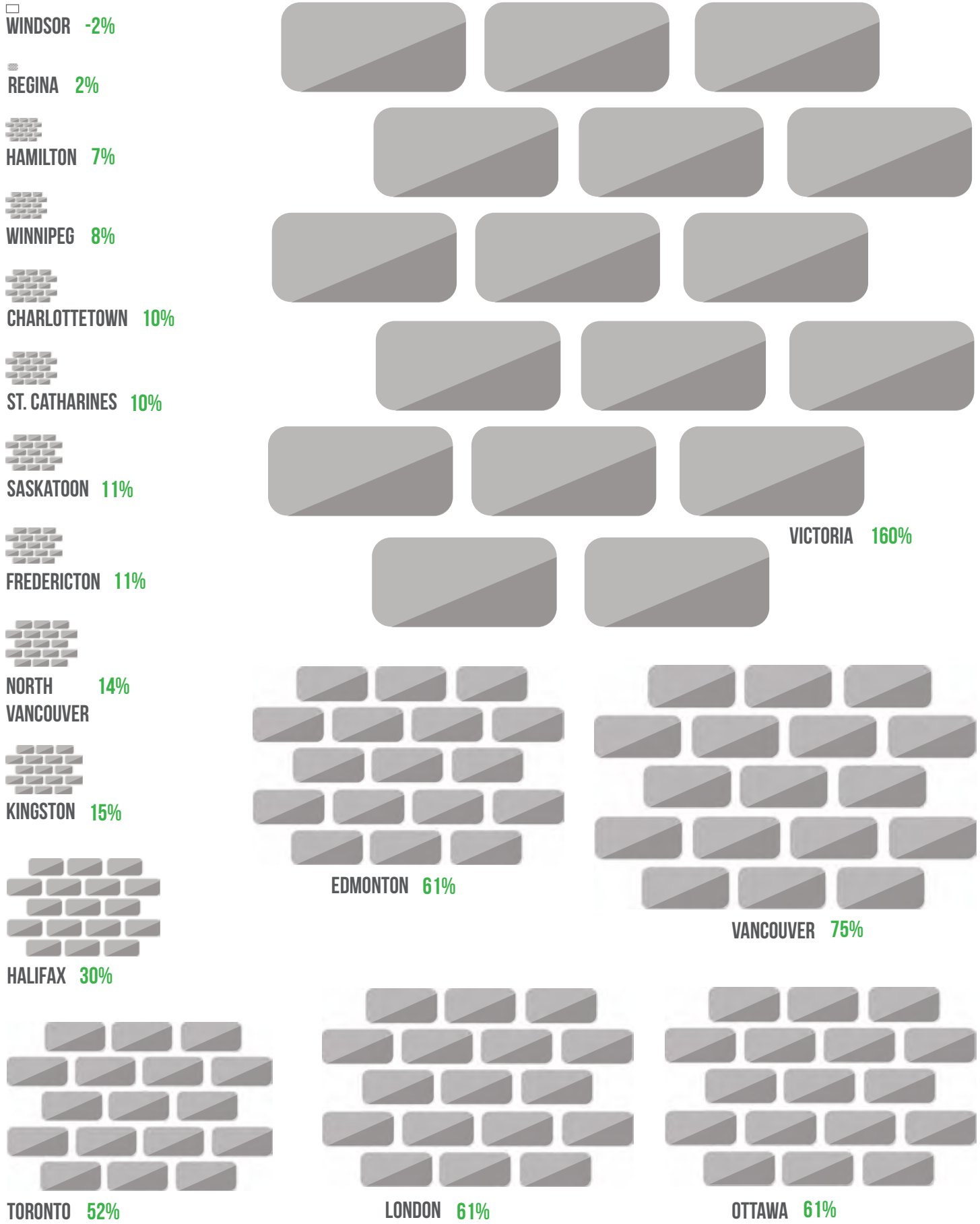
**WHAT WE ARE BEGINNING TO SEE IS
NEW DOWNTOWN DEVELOPMENT, NEW
CONDOMINIUMS GOING UP...NOW, NEW
RESIDENTS ARE SUPPORTING THE DOWNTOWN
JUST AS MUCH AS TOURISTS ARE.** ”

Interviewee, City of Victoria

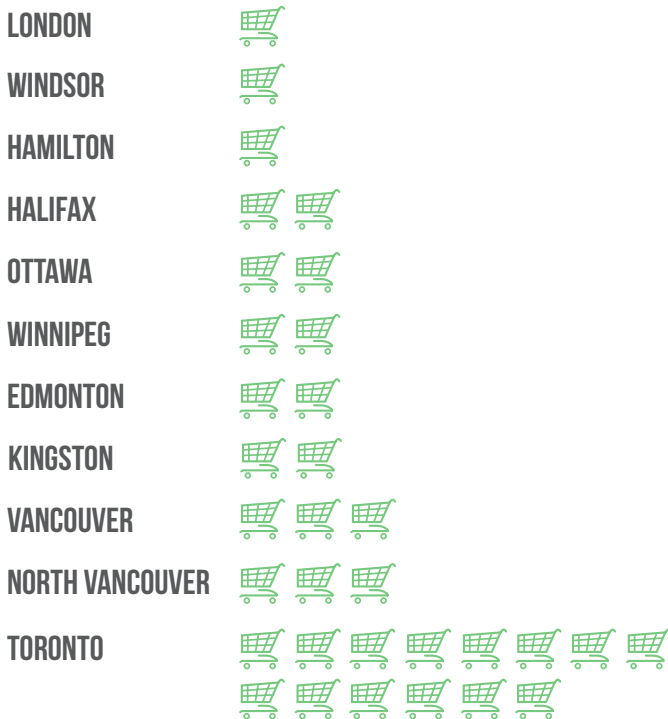
”



DWELLING GROWTH IN DOWNTOWNS, 2001-2011 (%)



NUMBER OF LARGE-FORMAT GROCERY STORES WITHIN THE DOWNTOWN BOUNDARY (AS COUNTED FROM GOOGLE MAPS)



LEGEND

 = one large-format grocery store

*There were no large-format grocery stores counted in the downtowns of Regina, Victoria, Saskatoon, Fredericton, Charlottetown, and St. Catharines.

ACHIEVING A VIBRANT RETAILING SECTOR IS A MAJOR CHALLENGE FOR DOWNTOWNS

The retailing sector in every downtown was negatively impacted by the creation of suburban malls in the post-war era, and then once more by the emergence of ‘big box’ stores in more recent decades.

While many downtowns have started to recover and no longer face the reported ‘extreme vacancy challenges’ of the 1970s and 1980s, the impression that has emerged from dozens of interviews is that downtown retailing is still challenged by competition from suburban retailing.

There is some promise, however. In the same way that retailers followed residents out to suburban areas in the post war era, retailers are now following people back into the core.

For example in the larger downtowns with established populations like Toronto, there has been renewed interest from national retailers such as Canadian Tire, Loblaws, Best Buy, Bed Bath and Beyond stores and others. This is resulting in new large format stores downtown, with a more compact layout and less parking, to reflect a more ‘urban’ lifestyle.

For downtowns in the smaller and medium sized cities, there are promising trends for those that are finding their own niche, positioning themselves as boutique retailing destinations that also offer a range of restaurants, specialty food stores and services.

North Vancouver’s Lower Lonsdale neighbourhood is emerging as a dining destination. Downtown Charlottetown has invested considerably in the Victoria Row shopping district. Downtown Windsor has also invested significantly in its public realm; and downtown Kingston is seeing some dramatic enhancements to its streetscape and street furniture.

These streetscape improvements are allowing the smaller and medium sized downtowns to offer a unique retailing experience through the creation of vibrant pedestrian-friendly destinations.

PROMISING TRENDS FOR DOWNTOWN RETAIL ARE NOW EMERGING.



Edmonton food trucks, Edmonton, AB

DOWNTOWNS ARE RETAINING THEIR OFFICE INVENTORY

Downtowns have generally been able to maintain their concentration of office space and hold their position as 'the heart of commerce' in their respective cities.

Most have managed to retain over half of their city's office space inventory. Some are showing decline in the proportion of downtown office space over time. Therefore, if downtowns are to maintain their dominance, it will be important that they are able to attract office growth.

Regina has developed an innovative policy to concentrate office space within its downtown core and inner city neighbourhoods. Regina's policy has been designed to maintain the core's high proportion of office space (currently the downtown and surrounding neighbourhoods create a combined 84% of the City's office space) by disallowing major offices buildings (over 4,000 sq. m) to locate outside the Downtown Central City Office Area, except in limited situations. This policy stipulates an 80/20 split between office space downtown and citywide, and will contribute to Regina's compact downtown and impressive skyline.

London has similar policies in its Official Plan, directing large scale office space downtown, and has 80% of its office space concentrated in its core. There have also been some bold steps taken to grow the number of office buildings downtown.

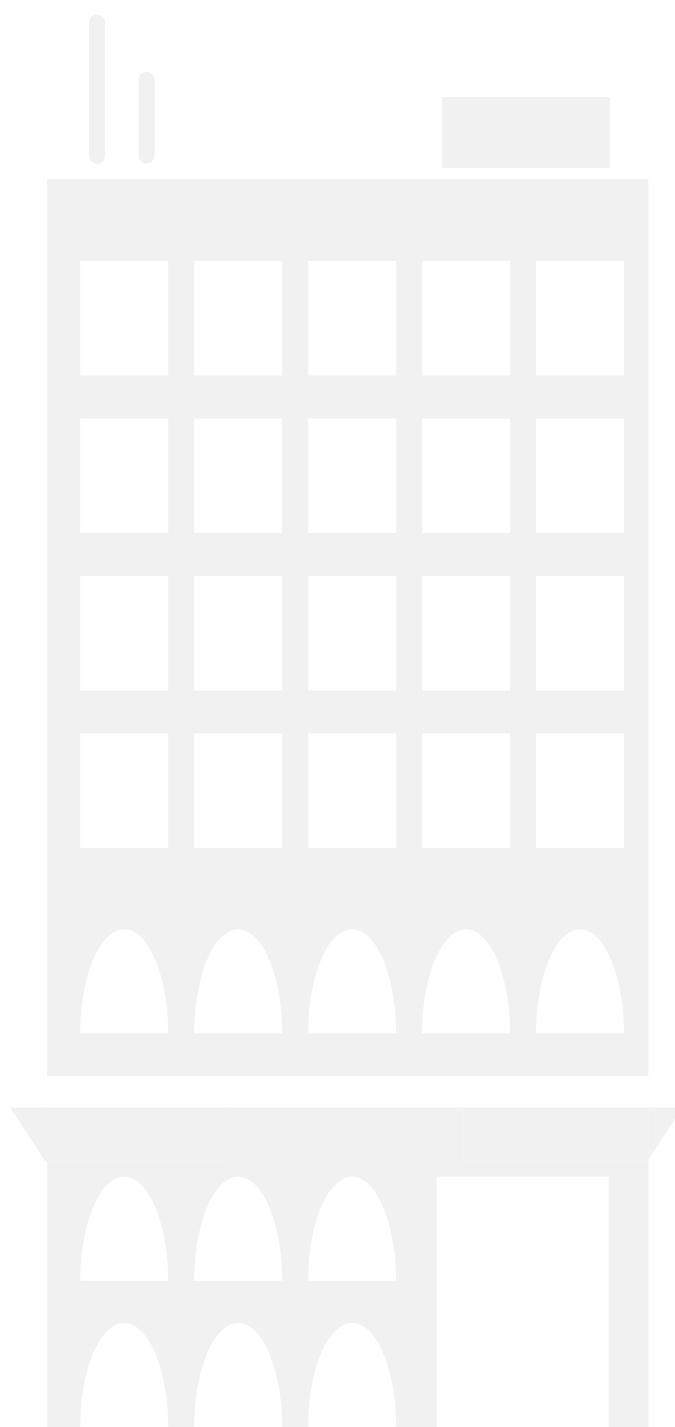
Windsor was involved in supporting development of one of the city's largest, newest and most prestigious office developments in the downtown. The City assembled properties to realize this building; leasing part of the space to see it built and spent \$16M on building the attached parking garage, which it continues to own. This type of leadership signals the City's commitment to diversifying the downtown economic base. Windsor also led the development of a new City Hall Campus to consolidate all city staff downtown, as well as accommodate Service Canada and Service Ontario.

Downtown Vancouver also has an interesting story regarding its office space. The downtown saw a significant increase in residential units that were undermining opportunities for commercial development. In response, the city introduced policies to preserve lands for employment uses and commercial development and is now seeing several major office buildings under development.

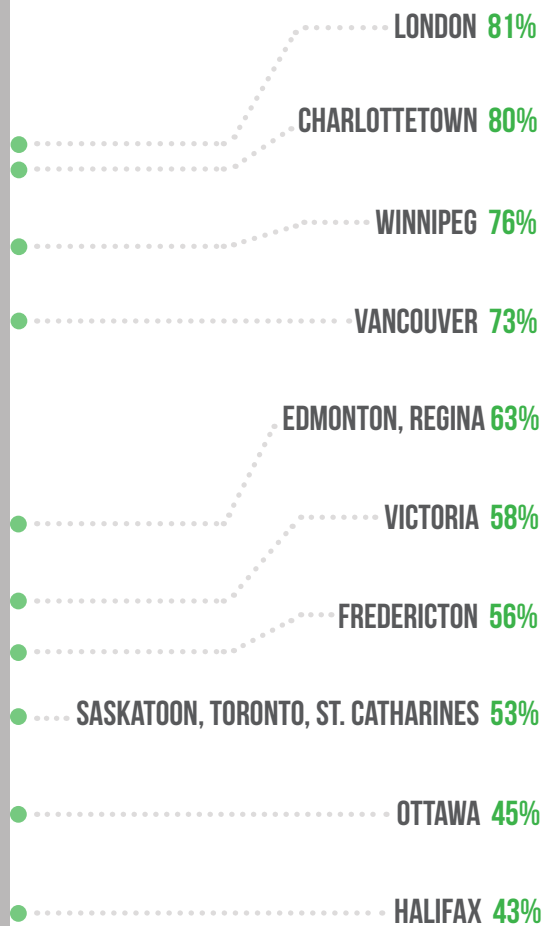
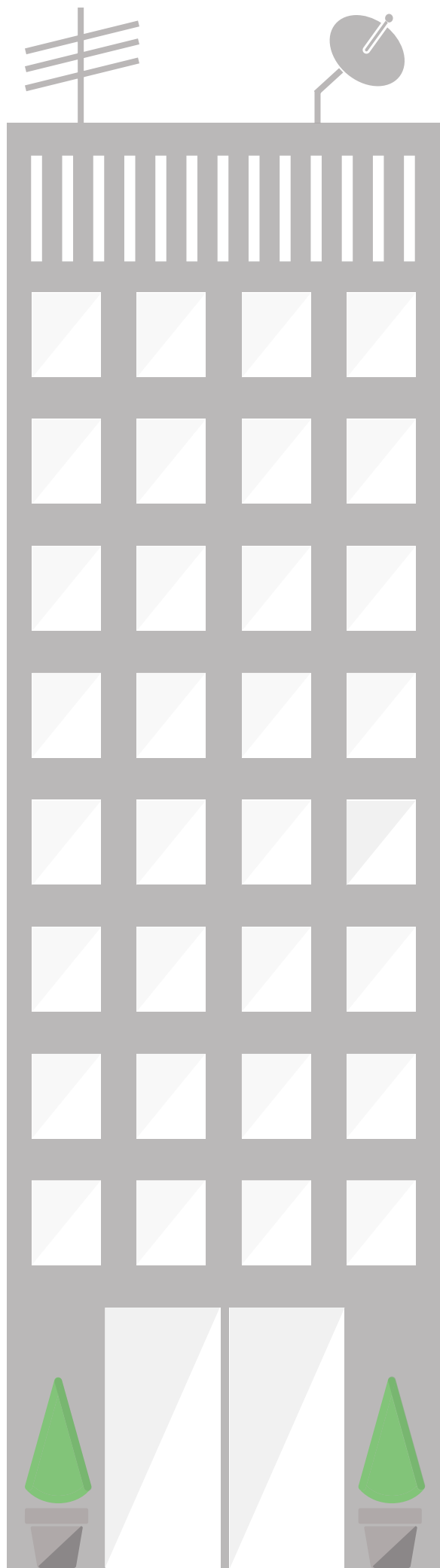
It will be critical for downtowns to help promote the market conditions to attract office space to the core.

This is important not only for downtown vitality but also to maximize transportation and infrastructure investments.

The importance of office buildings to house place-based employment is increasingly recognized as an issue that needs to be acknowledged in public policy.



100%



*Data unavailable for Kingston, Windsor, Hamilton, and North Vancouver

DOWNTOWN OFFICE SPACE AS A PERCENT OF CITY-WIDE INVENTORY



Financial District, Toronto, ON

DOWNTOWNS HAVE A HIGH CONCENTRATION OF JOBS

It is not surprising that Toronto, the largest of the downtowns studied, has the highest number of jobs. What is interesting to note however is that Downtown Ottawa has the second largest number of jobs and the second highest density of jobs at 318 per hectare.

The provincial capital of Regina has the highest density of jobs at 375 per ha. The compact downtowns of London and Halifax have a similar number and density of jobs, with 303 and 298 jobs

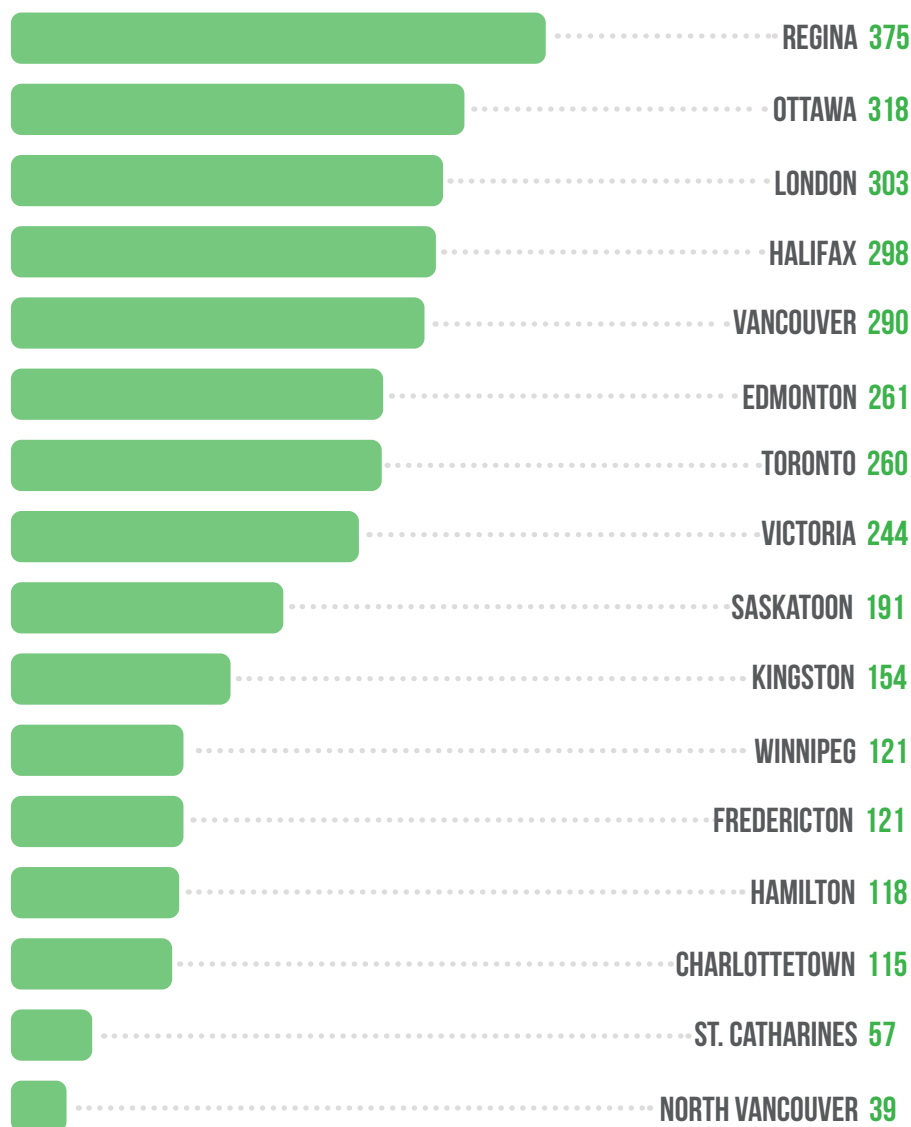
per hectare, respectively.

Saskatoon, Kingston, Winnipeg and Fredericton have a very high number of jobs, but relatively lower density, which could be due to the larger land area that comprises their downtown study area.

Edmonton, Victoria and Toronto each have a similar density of jobs in their downtown cores despite the dramatic differences between the physical layout and size of the three downtown study areas.

North Vancouver had a relatively low density of jobs, which will be important to consider as the City works to build new mixed use communities.

JOB DENSITY IN DOWNTOWNS



LEGEND


● number of jobs per hectare of downtown

*Data unavailable for Windsor



DOWNTOWNS PERCENTAGE OF TOTAL CITY PROPERTY TAX

LEGEND

Percent of property tax  = 1%

*North Vancouver has the highest percent of land area at 22%, compared to 10% on average. This difference accounts for North Vancouver's downtown having the highest percentage of city property tax.



DOWNTOWNS ARE MAKING A MAJOR CONTRIBUTION TO THE BOTTOM LINE OF MUNICIPALITIES

Downtowns often comprise as little as 1% of citywide land area, but attract ten or 20 times that in terms of contributing to the City's assessment base and generating property tax revenues. All of the downtowns featured in this report are making major contributions to their City's bottom line and economic prosperity.

The two cities that made the most significant contribution to their City's property tax base were downtown North Vancouver and Toronto. Downtown North Vancouver comprises 50% of the City's assessment base and generates nearly half of all property taxes collected by the City of North Vancouver.

In Toronto, the downtown also generates a quarter of the City's property tax revenues. In both cities, this contribution has been relatively stable in recent years.

A worrying trend in some downtowns is that they often comprise a declining portion of the City's assessment base. For example, Windsor's downtown assessment base fell from 4% to 2% of the city-wide assessment between 2008 and 2012.

A City that managed to reverse a similar experience was Edmonton. The downtown had a declining tax base in the 1980s and 1990s which meant that the city was losing a major source of revenue. Through targeted programs, it shifted its focus back to achieving a strong downtown core. Today downtown Edmonton is surging forward and is contributing 10% of the City's assessment base (almost double its contribution from 2004).

Also of some concern, was that the data revealed that the assessment base in downtown Hamilton grew slower than the rest of the city between 2002 and 2012. Similarly, data in Kingston shows that while the downtown's assessment base has increased by an impressive 38% between 2007 and 2012, there are a growing portion of properties paying taxes in lieu.

Overall, downtowns are generating a significant portion of citywide tax revenues. Into the future it is hoped that more complete data sets can provide even greater insights on the extent of this contribution.

DOWNTOWNS ARE ATTRACTING A HIGH PROPORTION OF NEW INVESTMENT

The economic importance of downtowns is reflected in the high levels of investment they have received over the past decade.

As a portion of citywide investment, downtowns have attracted on average one fifth of city-wide construction value between 2003 and 2011. The percentage of construction value that has been concentrated in Canadian downtowns tells a story of urban intensification, and is evidence of a growing preference to live and work in more urbanized, mixed use environments.

Toronto, North Vancouver and Vancouver have consistently attracted high levels of growth in their downtown. Saskatoon, Fredericton, Ottawa and Windsor have also seen some bursts of activity in downtown investment.

It is important to remember that each of the downtowns has continued to attract significant proportions of new investment, given that they occupy well under one percent of the city's total land area.

As cities reach their developable boundaries, these trends to intensify the downtown will continue to accelerate.

DOWNTOWNS HAVE ATTRACTED, ON AVERAGE, ONE FIFTH OF CITY-WIDE CONSTRUCTION VALUE BETWEEN 2003 AND 2011.

INVESTING IN AGING INFRASTRUCTURE IS NECESSARY TO ACCOMMODATE GROWTH

Given that infrastructure in many of Canada's downtowns is aging, ongoing investment will be needed to ensure that these districts can continue to absorb high levels of growth. These projects will be critical and likely offer an excellent return on investment, given the density of development that is currently underway or planned for these urban cores.

There are many examples of municipalities prioritizing these infrastructure upgrades. The City of Kingston, for example, developed a Downtown Action Plan in 2004 prioritizing upgrades and the replacement of underground infrastructure (some of these assets were over 200 years old). These improvements are currently underway and the City is also taking the opportunity to enhance their public realm.

The City of St.Catharines undertook similar upgrades of its underground infrastructure to ensure the downtown could absorb future growth.

Other municipalities are taking the lead by investing in energy infrastructure. The City of Hamilton's District Energy Plan from 2002 was designed to achieve a more energy efficient heating delivery system for a number of downtown buildings. Though the plan is still underway, it has already led to significant gains in promoting a sustainable and competitive downtown district. An innovative partnership with a local school board allowed the district plant to be centrally located, while giving the school board a deep discount on energy prices for their facilities.

Similarly, the City of North Vancouver has developed a district energy system in Lower Lonsdale that is delivering some of the most economically efficient energy in the region.



Major efforts to replace older infrastructure in downtown Kingston has facilitated new growth opportunities.

“

**WE INSTITUTED A SCREETScape
IMPROVEMENT PROGRAM ON QUEEN STREET...
THE INTERESTING THING TO ME WAS HOW THE
PRIVATE SECTOR INVESTMENT FOLLOWED.
YOU COULD SEE THE DIFFERENCE, WALKING
DOWN THE STREET.**

”

Interviewee, City of Charlottetown



CONSTRUCTION VALUES OF DOWNTOWNS AS A PERCENTAGE OF CITY-WIDE, 2003-2011

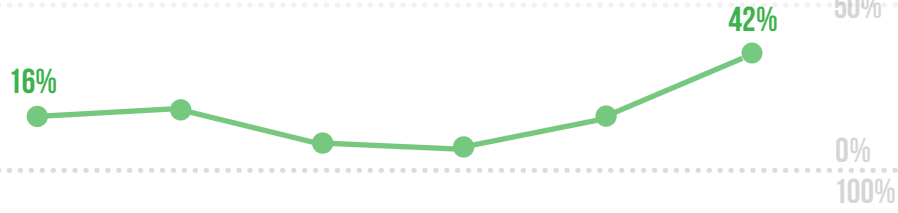
*Data points are omitted where data was unavailable
 *Some cities are omitted because data was unavailable

20% is the average of how much citywide construction value downtowns are attracting each year, based on the available information



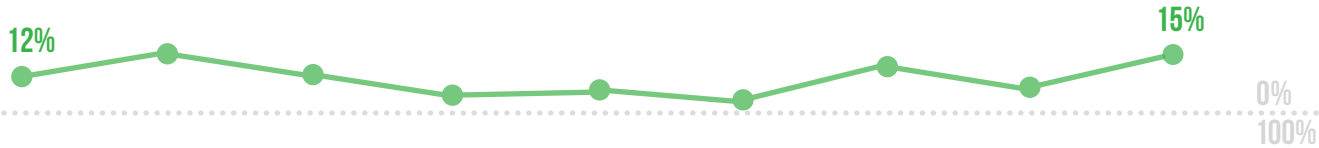
FREDERICTON

Peak : 42%



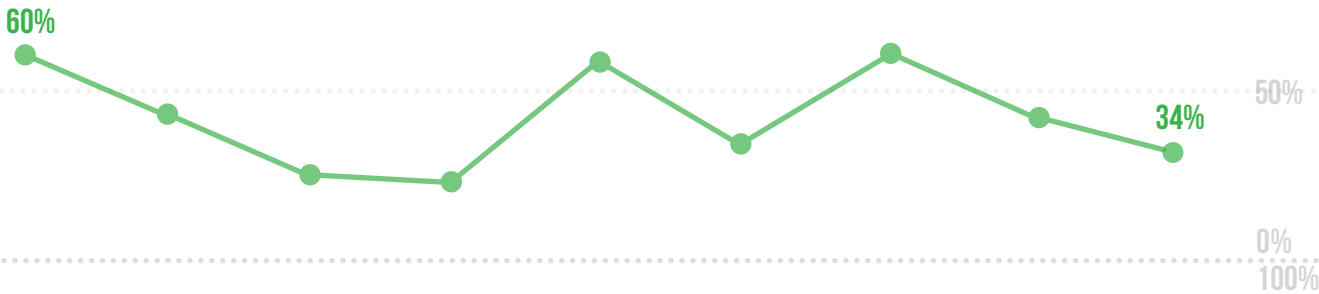
OTTAWA

Peak : 19%



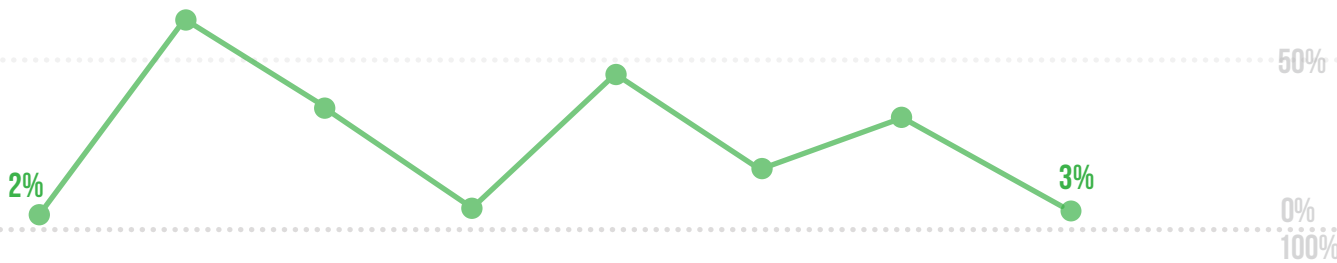
VANCOUVER

Peak : 60%



SASKATOON

Peak : 61%

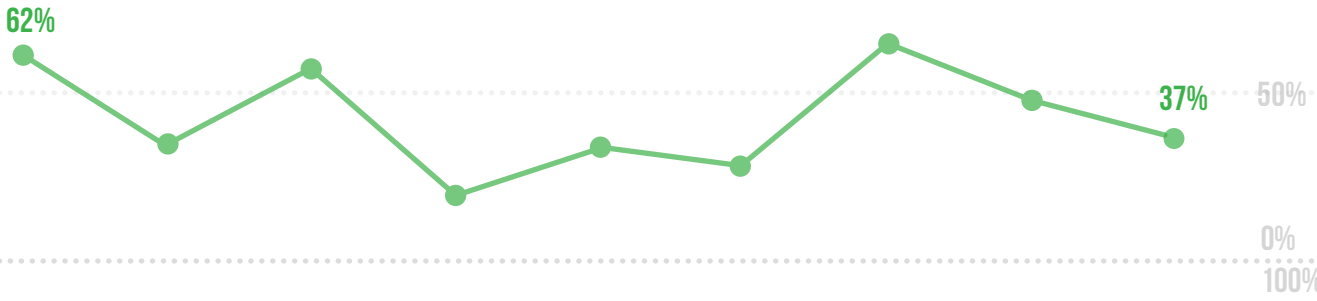


KINGSTON

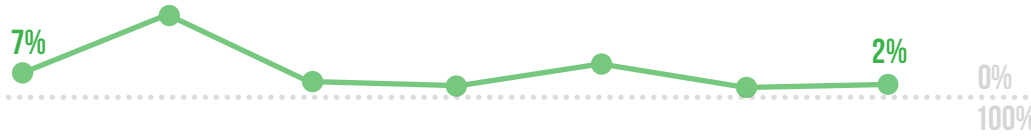
Peak : 17%



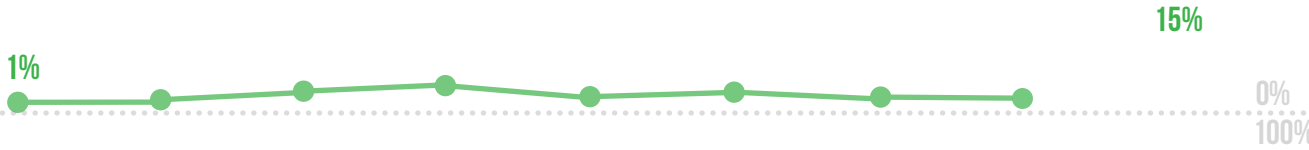
NORTH VANCOUVER
Peak : 62%



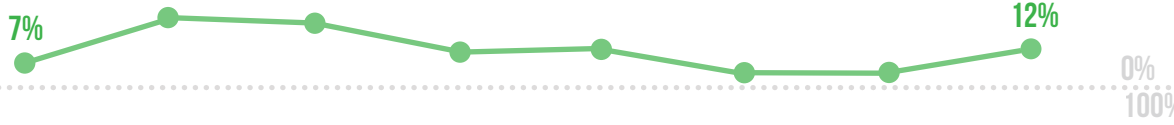
WINDSOR
Peak : 26%



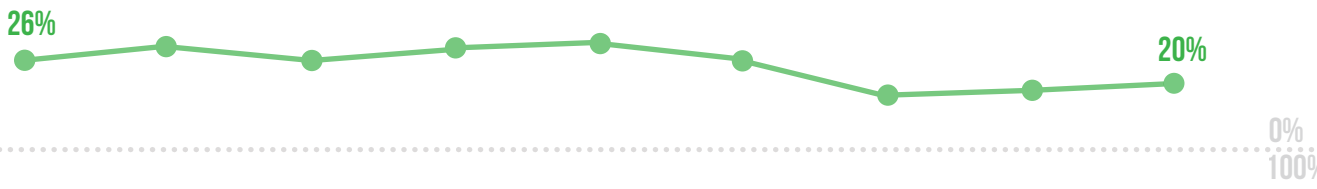
ST. CATHARINES
Peak : 8%



REGINA
Peak : 20%



TORONTO
Peak : 31%



HAMILTON
Peak : 16%



2003

2004

2005

2006

2007

2008

2009

2010

2011

LIVEABILITY



Cat Empire performing at the Winnipeg Music Festival, Winnipeg, MB

**IS THE DOWNTOWN VIBRANT,
LIVEABLE, AND CONNECTED?**



DOWNTOWNS ARE EXPERIENCING POSITIVE POPULATION GROWTH

It is considered that this positive growth reflects changing attitudes and lifestyles across Canada, with people increasingly seeking to live in more active neighbourhoods, close to high quality amenities and their workplaces so they can avoid a long commute times. This trend will likely continue into the future.

The downtown that has experienced the most rapid population growth in percentage terms is Victoria, with 141% growth between 2001 and 2011. This is followed by downtown Vancouver (95%) and Edmonton (77%) during the same period. Other cities such as London and Ottawa saw their downtown population grow by over one third (48% and 41% respectively). Toronto, Halifax, Regina and Saskatoon saw a population increase of approximately 20%. Kingston, Winnipeg and Charlottetown have experienced a modest increase in population.

Fredericton and Windsor have experienced some loss of population. It will be important to understand this trend; as discussed earlier it is possibly connected to the size of the cities, as there is a very short distance between these inner city neighbourhoods and the downtown cores, as well as availability of high quality housing in the inner city.

When reviewing these figures it is also worth considering the size of the downtown population; downtowns with smaller populations can see some significant proportional increases or decreases based on some relatively minor shifts in numbers.

Larger cities might see slower growth proportionally, while still intensifying at a fast pace. Cities such as North Vancouver may have a lower growth rate, but are still powerhouses when it comes to the size of their downtown population.

The densest downtown is Vancouver with 177 people per hectare. This was followed by Toronto with 131 persons per hectare and North Vancouver, with 90 persons per hectare. Regina and Fredericton have the lowest population densities at 18 and 12 persons per hectare.

London, Charlottetown, Windsor, and Kingston also have similar population densities at 51, 47, and 46 persons per hectare. Despite having one of the highest rates of population growth, the population density in downtown Victoria is one of the lowest with 22 persons per hectare.

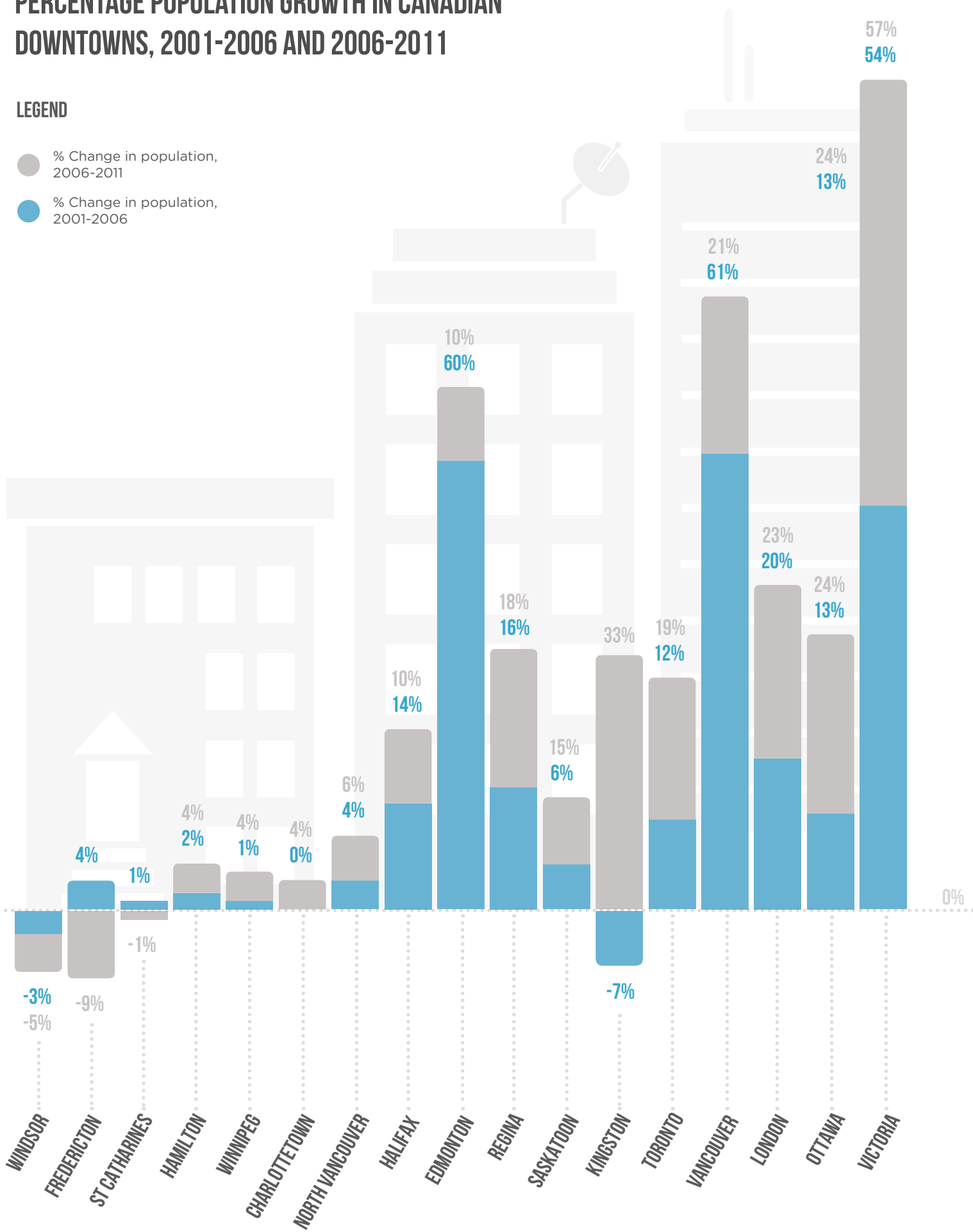
When reviewing these figures it is also worthwhile looking at the size of the study areas that were selected for each downtown. Some were significantly larger than others which can affect density calculations.

RATES OF GROWTH VARIED BETWEEN THE DOWNTOWNS, BUT OVERALL THERE WAS A STRONG INCREASE IN THE NUMBER OF DOWNTOWN RESIDENTS.

PERCENTAGE POPULATION GROWTH IN CANADIAN DOWNTOWNS, 2001-2006 AND 2006-2011

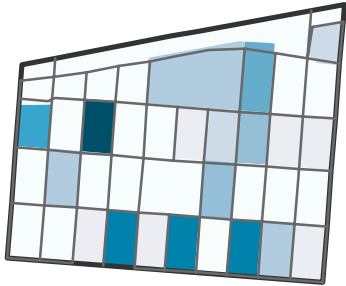
LEGEND

- % Change in population, 2006-2011
- % Change in population, 2001-2006

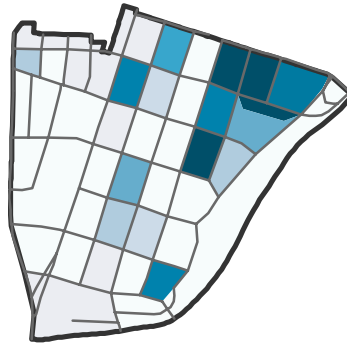


DOWNTOWN POPULATION DENSITY

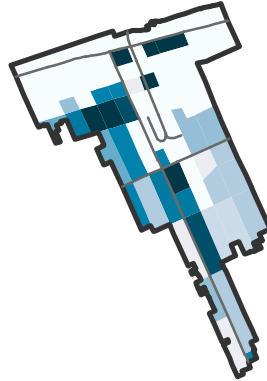
*Scale is shown beside each map



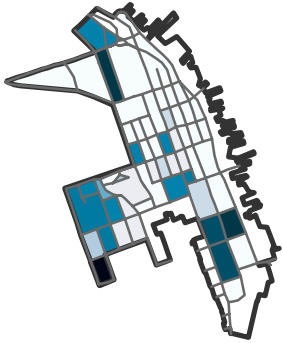
REGINA
1:25, 000



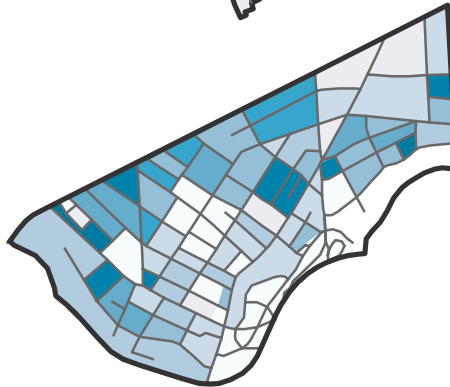
SASKATOON
1:30, 000



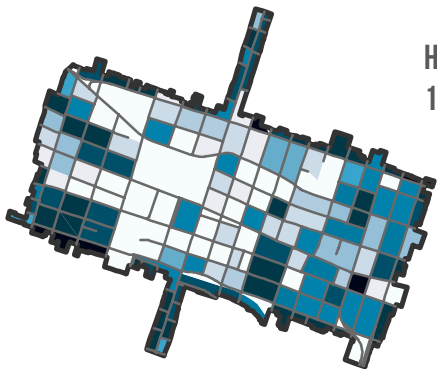
WINDSOR
1:40, 000



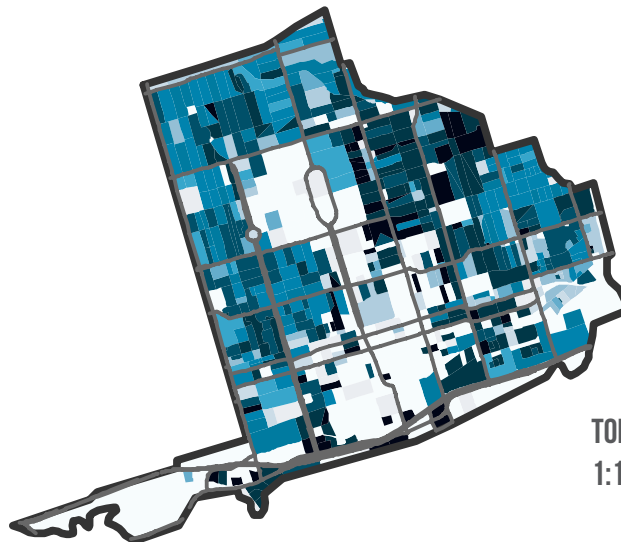
HALIFAX
1:40, 000



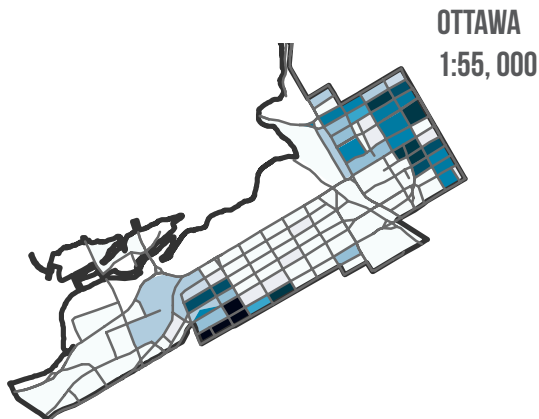
ST. CATHARINES
1:35, 000



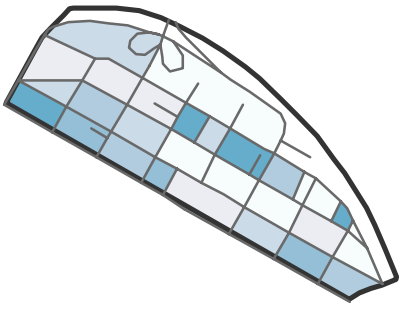
HAMILTON
1:55, 000



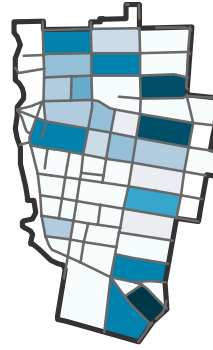
TORONTO
1:110,000



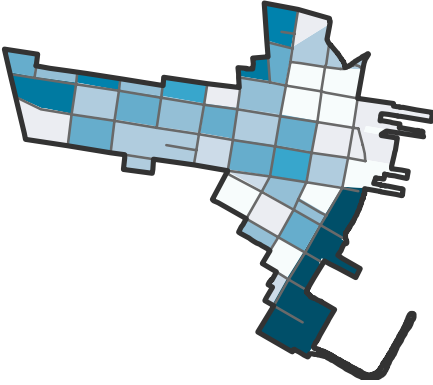
OTTAWA
1:55, 000



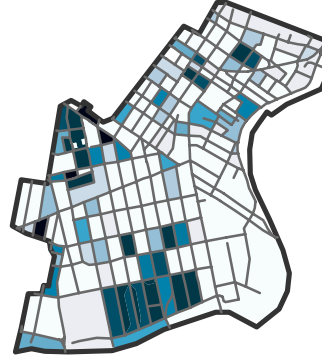
FREDERICTON
1:30,000



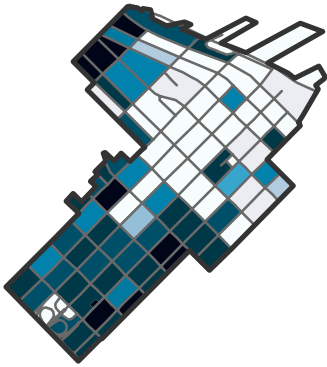
VICTORIA
1:30,000



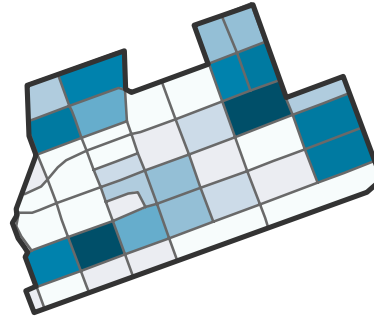
KINGSTON
1:25,000



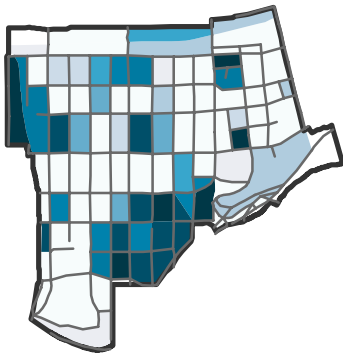
WINNIPEG
1:55,000



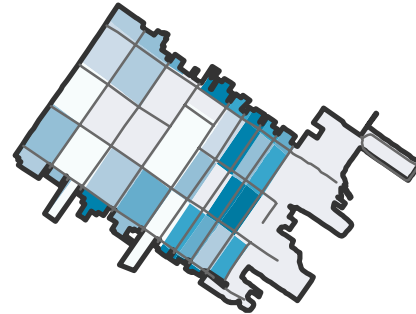
VANCOUVER
1:40,000



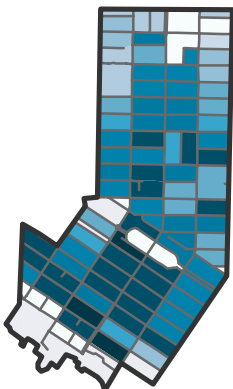
LONDON
1:30,000



EDMONTON
1:30,000






CHARLOTTETOWN
1:25,000



NORTH VANCOUVER
1:80,000

LEGEND

Dissemination Blocks (people/Ha)

-  501 +
 -  201 - 500
 -  121 - 200
 -  101 - 120
 -  61 - 100
 -  51 - 60
 -  41 - 50
 -  31 - 40
 -  21 - 30
 -  11 - 20
 -  1 - 10
 -  0
-  Downtown Boundary
 -  Major Streets

DOWNTOWNS ARE MIXED-USE COMMUNITIES

While the downtown case studies are dominated by commercial development, they also accommodate substantial areas of institutional, retail, recreational and residential uses.

To illustrate this point, the following page provides an overview of land use data for most of the downtown case studies. It is acknowledged this data has some limitations. The key challenge stems from differences in the way that municipalities collect and categorize 'land use' information. There is also some complexity when it comes to mixed use development; residential buildings with retail at grade are classified in all manner of ways by their respective municipalities. To reconcile this issue, CUI showed the predominant use at the parcel level.

For example, a condominium building with retail at grade would be classified as 'residential' for the purposes of this study. Therefore it is important to interpret this data cautiously and with the knowledge that it is intended to provide a starting point for further investigation.

This data provides insight into the development opportunities that exist in each of the downtown case studies. The 'transportation' category generally provides an indication of the amount of surface parking in the downtown. When combining this with 'vacant' land there is an even more accurate picture of how much developable land is in the core.

For example in downtown Winnipeg, more than a quarter (27%) of the total land area is categorized as either 'vacant' or 'transportation,' representing significant development opportunities.

Downtown Victoria also has a large portion of 'transportation' land (19%), some of which are

the large parking lots along the harbourfront, which offer tremendous opportunity for future redevelopment.

The scarcity of land in downtown Vancouver and North Vancouver is represented with a mere 1% of land classified as 'vacant' respectively.

The downtowns of capital cities have the largest proportions of institutional functions. Just under a third (30%) of land in downtown Fredericton is occupied by institutional uses. In Ottawa a fifth of land area (20%) is classified as having an institutional function. Downtown Winnipeg and Edmonton have 16% and 12% of institutional uses respectively. Downtown Victoria and Regina are slight exceptions to this pattern, due to their Legislatures being just beyond the boundaries of the respective downtown study areas.

Additionally, the ceremonial role and functions carried out in Ottawa are reflected with the high proportion of open spaces, 32% of land downtown.

These data sets also help us see how successful downtowns have been at attracting residential growth.

Winnipeg, Ottawa, Saskatoon and Victoria have seen a recent residential influx, yet residential land uses still only occupies a small area of the core (under 10% of land area). Edmonton and London have similar proportion at 15% and 16% respectively. Downtown Fredericton, St.Catharines and Hamilton have high portions of residential land uses, yet this largely reflects the often lower density dwellings that circle these downtowns' historic financial cores. Downtown Vancouver and Downtown North Vancouver have a large area of their land dedicated to residential uses, 29%, and 68% respectively.

EACH DOWNTOWN TRULY HAS MIXED USES, AND PROVIDES AN IMPORTANT MODEL FOR DEVELOPMENT IN OTHER LOCATIONS.

DOWNTOWN LAND USES



LEGEND

- Commercial
- Industrial
- Institutional
- Residential
- Open Space
- Transportation
- Vacant

“ WE NEED TO DEVELOP A CULTURE HERE THAT IS OUR OWN...THE CHALLENGE ISN'T GETTING PEOPLE TO COME HERE, BUT GETTING PEOPLE TO THINK THAT THIS IS A GREAT PLACE TO LIVE. ”

Interviewee, City of St. Catharines



DOWNTOWNS ARE ACCOMMODATING BOTH YOUNGER AND OLDER RESIDENTS IN SMALLER HOUSEHOLD SIZES

Generally the downtowns had a substantial cohort of young people, compared to citywide information. They also had consistently smaller household sizes and their residents typically had higher levels of education.

In many cases, this is likely linked to the presence of post secondary institutions downtown. The downtowns are also accommodating a growing number of seniors; this trend was particularly clear in Windsor, Kingston, Charlottetown and St. Catharines.

Older populations have some specialized needs and it is important that downtown neighborhoods are accessible and able to meet these needs.

Overall, the demographic profile of our downtowns will be important to understand, as it could contribute to less diverse communities.

For example, in CityPlace in Toronto, a “doorman survey” conducted by a local councillor found only 128 children living in the nearly 5,000 units that are in the neighbourhood.⁴ As each of the downtowns continues to grow, it will be important that strategies are developed to achieve vibrant, diverse, and multi-generational communities.



AS EACH DOWNTOWN CONTINUES TO GROW, IT WILL BE IMPORTANT THAT STRATEGIES ARE DEVELOPED TO ACHIEVE VIBRANT, DIVERSE, AND MULTI-GENERATIONAL COMMUNITIES.

⁴ Keenan, E. (2011). Is City Place Toronto's Next Ghetto. Retrieved from <http://www.thegridto.com/life/real-estate/is-city-place-toronto%E2%80%99s-next-ghetto/>. Accessed 2012 January 16.

MODE OF TRANSPORTATION IN DOWNTOWNS VS. CITY



LEGEND

- By car (%)
- Other modes of transport (%) (bicycle, transit, walking etc.)



DOWNTOWNS ARE GREAT PLACES TO ENCOURAGE WALKABILITY, CYCLING, AND TRANSIT USE

The downtown case studies tend to be the city's most easily accessible neighbourhoods. The downtowns are generally at the centre of their city's transit network and are invariably well served by the road network. Downtowns also tend to be the focus, or at least a key node, in the delivery of new transit projects. Downtown residents have far higher rates of walking, cycling and utilizing transit, which is important for moving people more seamlessly around the city.

More specifically, downtown residents are more likely to use alternative modes of transportation as part of their daily commute. In St. Catharines, nearly 90% of city-wide residents commuted to work by car, while only 60% of downtown residents commuted to work by car. Likewise, in Kingston 79% of citywide residents commuted to work by car, compared to only 30% of downtown residents commuting by car. Both cities have made substantial investments in walking and cycling infrastructure downtown. North Vancouver and Hamilton are notable for their high proportion of car use by downtown residents in getting to work (both over 60%), which could partly reflect a lack of local jobs, as well as the proximity of these municipalities to large urban regions with dispersed employment offerings.



STRATEGY



IS THE CITY INVESTING STRATEGICALLY IN ITS FUTURE?



BIG INVESTMENTS GROW CONFIDENCE IN THE DOWNTOWN, BUT THE VALUE OF THESE INVESTMENTS CAN BE MAXIMIZED WITH SMALL-SCALE FINANCING INCENTIVES

Downtown revitalization efforts are maximized when they are happening on multiple levels.

The impression emerging from dozens of interviews is that big investments are important to grow confidence and increase the profile of the downtown core, yet small scale financial incentives can lead to many improvements that add up.

A mix of these actions can therefore demonstrate a City Council's ongoing commitment to enhancing the core and help spur more favourable market conditions to attract private investment.

The City of London has had significant success investing in both large scale cultural and entertainment facilities designed to bring new users to the core, coupled with smaller scale financing programs and waiving of residential development charges in priority areas of the downtown. As a result the core has increased its levels of vitality with more visitors and residents, as well as seen significant public realm improvements from property owners making use of incentive programs to enhance their buildings.

The City of Edmonton has adopted a similar approach, yet they have taken the lead on many public realm improvements in emerging neighbourhoods to increase the attractiveness of these areas for new residential developments. Reportedly, this formula has seen significant success and has been used to stimulate growth in various new neighbourhoods across the core.

The City of Hamilton has also put in place an aggressive public investment program. These investments were largely made following the financial crisis and were important in stimulating local economic growth and supporting local construction firms. Again these investments have been coupled with a Community Improvement Plan that has been strategic in the way it attracts private developers into the downtown with financial incentives. The City of Hamilton has also maintained a strong focus on marketing and positioning itself as a creative city where one can enjoy a high quality of life.

The Regina Revitalization Initiative is another highly innovative and ambitious project, which seeks to redevelop the downtown rail yards. This major redevelopment project will involve the creation of a new stadium, new housing and an entertainment district. This plan has benefitted from continued support through political cycles, which will be critical given the scale of this major revitalization project. To move this plan forward, it is critical to ensure efforts can continue to be made at multiple levels and that the public and private sectors can be equal partners.

A downtown that has generally made large scale investments is Winnipeg. These investments have increased confidence in the core, signaled by the return of the Winnipeg Jets and high levels of commercial growth.⁵ Yet one interviewee commented that while downtown Winnipeg received lots of large scale investments, these alone have not attracted the residential development that city builders hoped to see. In response new residential incentives have been introduced to the core and this is reportedly spurring residential development in downtown Winnipeg.

Downtown Ottawa, on the other hand, has been focused on small scale investments in the downtown, primarily through the waiving of development charges that has helped the City see \$235M in residential growth between 2002 and 2011. Downtown Ottawa also benefited from significant investments in the public realm at the direction of the National Capital Commission.

Downtown Toronto, Vancouver and North Vancouver have not had to go to the same lengths to attract new growth to their downtowns. This could be due to a range of factors, such as their size, economic conditions, land constraints, established residential populations, or local life style preferences.

In fact the City of Vancouver has had to place limits on residential growth in the core. A recent report on the competitiveness of Toronto's office market by the CUI was also critical of a trend that has seen a steady reduction in the number of sites for office developments in the downtown.⁶

Additionally, all three cities are leveraging private funds from new developments rather than providing financial incentives to attract growth. Each has

benefited from private investment in community facilities, public realm upgrades, parks, public art. For example, as part of the Time development on West First Street, the City of North Vancouver leveraged \$40M for the development of a community centre.

Overall there is no one 'right way' for a City to invest, yet it seems that many of the downtowns which are receiving both large and small scale public investments are seeing some of the most significant transformations.

Moreover the impression emerging from dozens of interviews with private developers is that they are motivated to invest in the downtown if they see a City Council consistently prioritizing the core, showing high levels of both vision and commitment to a variety of investments over a sustained period of time.

Therefore having a comprehensive range of investments allows for a municipality to lead by example and demonstrate its ongoing support for the downtown.



The Shaw Conference Centre was a major investment for the city of Edmonton, AB.

**DOWNTOWN REVITALIZATION EFFORTS
ARE MAXIMIZED WHEN THEY ARE
HAPPENING ON MULTIPLE LEVELS.**

5 Downtown Winnipeg Biz. (2011). BIZ Trends 2010-2012. Retrieved from: http://www.downtownwinnipegbiz.com/resource/file/DBIZ_Trends_2010.pdf. Accessed 2011 November 29.

6 Canadian Urban Institute. (2011). The New Geography of Office Locations, As Consequences of Business as Usual in the GTA. Retrieved from: http://www.canurb.com/sites/default/files/reports/2010/TOC_CUI_Report_April2011.pdf. Accessed 2011 October 15.

DOWNTOWNS ARE SUPPORTING A WIDE RANGE OF NEW CAPITAL PROJECTS, YET THERE ARE MANY CHALLENGES TO GAINING A FULL PICTURE ON PERFORMANCE

When a city makes a major investment it would be ideal if they could have a clear understanding of the impact it has on their downtown.

It would be even better if a city could gain an understanding of the benefits of one investment over another or the way that various investments are able to support each other.

This study provides a baseline to begin considering the impact of these investments and it is hoped that this baseline can be built upon into the future.

It is acknowledged that the data underpinning the capital projects information presented in this study has some limitations. For example, the data varies in terms of the years collected, as capital projects are funded over many years and this makes it difficult to separate out the period being studied.

Municipalities can also be challenged to spatially query their capital projects data, which can mean that not all investments are captured.

On a positive note however there are many similarities between the data collection process and data collected for downtown Kingston, Hamilton, St.Catharines, Windsor, Regina and North Vancouver, Halifax, Vancouver, Fredericton, Edmonton, Saskatoon, Charlottetown and London and thus we have an opportunity to cautiously compare this information.

TO COMPARE THE TYPES OF INVESTMENTS THAT HAVE BEEN MADE, THE PROJECT TEAM HAS CATEGORIZED THE CAPITAL PROJECTS AS FOLLOWS:

CIVIC SPACES AND STREETSCAPES

Streetscape projects, city squares, urban design studies for streetscape improvements, street tree programs, new furniture and large scale programs.

COMMUNITY FACILITIES AND SERVICES

Improvements to City Hall, social housing, community child care, police stations, fire stations and public pools.

ARTS AND ENTERTAINMENT

Entertainment venues and arenas, public art programs, statues and galleries.

PARKS AND OPEN SPACE

Upgrades to parks and facilities i.e. upgrade to parks spaces and park buildings etc

EDUCATIONAL

Universities, high schools, elementary schools, research facilities, libraries and museums.

COMMERCIAL AND CONFERENCE FACILITIES

Conference centres, car parking facilities, investments in hotels or office buildings.

DEVELOPMENT INCENTIVES

Investments to leverage private investment or large scale redevelopments.

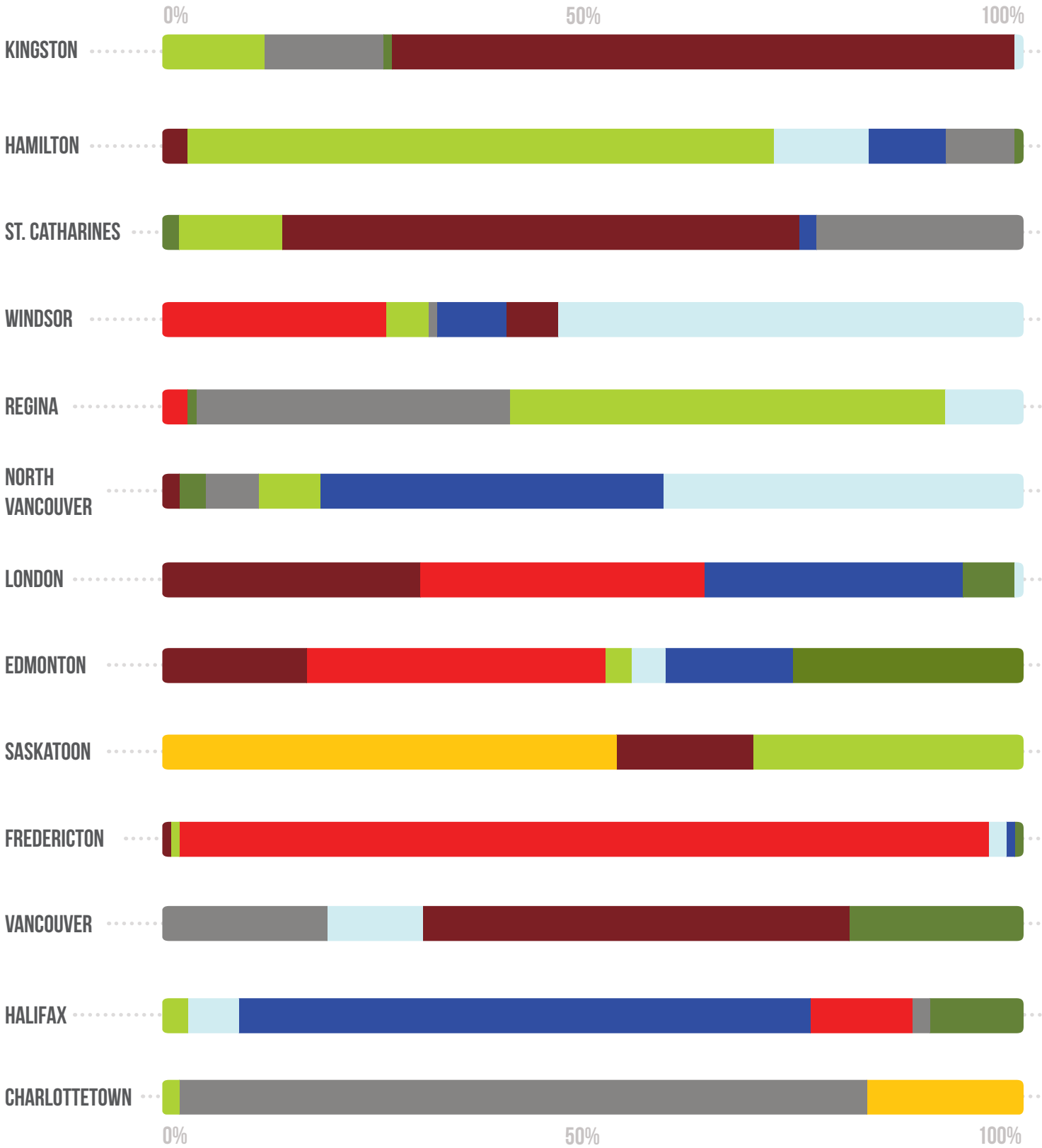
INFRASTRUCTURE, UTILITIES AND TRANSPORTATION

Investments in water, energy and/or transportation infrastructure.



Byward Market, Ottawa, ON

TYPES OF MUNICIPAL CAPITAL INVESTMENTS IN DOWNTOWN, SHOWN AS A PERCENT OF TOTAL



LEGEND

- Parks & Open Space
- Civic Spaces & Streetscapes
- Arts & Entertainment
- Educational
- Community Facilities & Services
- Commercial & Conference Facilities
- Development Incentives
- Infrastructure, Utilities & Transportation

**TOTAL MUNICIPAL
CAPITAL INVESTMENT :**
**LARGEST INVESTMENTS
MADE :**

\$85,668,293	\$45M : K-Rock Sport and Entertainment Centre \$18M : Total Grand Theatre renovations
\$203,231,000	\$75M : City Hall improvements \$10M : Central Library improvements
\$30,602,540	\$18M : Niagara Centre for the Arts \$11M : Carlisle St. Parking Garage
\$138,900,000	\$62.6M : Downtown Family Aquatic Complex \$45.6M : 1 Riverside Dr. Office Building redevelopment
\$15,037,000	\$7M : City Square WOW Project \$4.5M : Lorne Street reconstruction
\$87,887,058	\$33.6M : Library and Block 62 \$16M : City Hall
\$174,100,000	\$52.8M : John Labatt Centre (multipurpose venue) \$40.5M : London Convention Centre
\$149,552,000	\$47.3M : Shaw Conference Centre \$36.7M : Louise Mickinney Riverfront Park
\$109,831,568	\$50M : River Landing (mixed-use community) \$21.5M : 25 Street Redevelopment (mixed use neighbourhood)
\$84,097,550	\$34M : Provincial Office building \$32M : East-End Project (new convention centre)
\$148,860,000	\$60.7M : Queen Elizabeth Theatre \$27M : Emery Barnes Park, Phases 1-3
\$34,017,000	\$20.3M : downtown Central Library \$3M : City Hall stone restoration \$56M : downtown Convention Centre
\$21,477,150	\$9M : Investments in downtown parking parkades \$7M : Downtown Wastewater Treatment Plant

Data from every downtown was compiled by its corresponding City based on a list of major capital projects in the Downtown (1998-2011). There could be other smaller scale improvements that have not been captured in this data. Additionally, this data does not reflect individual grants, loans or incentives in the downtown.

QUICK WINS

Over the course of CUI's research it was apparent that many cities in Canada – both large and small – have come up with all manner of great ideas to strengthen their downtown cores. Moreover, CUI learned of other best practices from around the world that have also been highly successful at contributing to downtown revitalization.

This section is by no means a comprehensive review of best practice approaches to downtown revitalization. Rather, it intends to share some of the best ideas or the quick wins that the study team came across through its research.

These ideas are all about making better use of what is on the ground to achieve increased vitality without spending a lot of money. This section is aimed to spark ideas that could be tailored and applied to meet the needs of any downtown across Canada, as well as provide an evolving base of knowledge that can be built on and strengthened for years to come.

**“A CITY IS NOT AN ACCIDENT,
BUT THE RESULT OF COHERENT
VISIONS AND AIMS.”
-LEON KRIER, ‘THE
ARCHITECTURE OF COMMUNITY’**



MAKING USE OF UNDERUTILIZED SITES AND SPACES

Almost all of the downtown case studies had many vacant sites and/or surface parking lots. In the long term, these sites offer immense opportunity for redevelopment.

Yet in the short term, these vacant sites can be detrimental to downtown density, the pedestrian experience and people's overall impressions of the core.

Around the world cities are beginning to temporarily transform vacant lots into more humanized spaces that can both revitalize and differentiate the downtown core, until market conditions are in place to achieve a major redevelopment.

Street food programs are growing in popularity as both a means to expand the cultural offerings of a city and to grow the local economy of small businesses and entrepreneurs.

Portland has had high-profile success with its city-wide food cart program, including a downtown cluster of about 20 vendors that form an interesting, attractive envelope around a large surface parking lot.

Food trucks have also been successful in the revitalization of Gore Park, Hamilton. Parking lots can be used for programmed events, such as the farmers markets at Square One in Mississauga or an outdoor cinema.

Similar initiatives are already underway in Edmonton and Saskatoon, yet these programmed events could be expanded to make use of publicly owned parking lots, particularly on weekends. Fun events like PARKing day, born out of DIY urbanism, where citizens build small parks on to parking lots, are now worldwide and were successfully undertaken in downtown Victoria.

On larger sites there are also opportunities to increase their value in the shorter term until the market conditions are in place for a large scale redevelopment, such as energy generation or urban farming.

Copenhagen is a good example of the former, developing waste incineration plants in the city to solve the problem of the lack of space for waste whilst generating more energy for the city, and putting inner city spaces to good use.

The BIG-Bjarke Ingels Group Waste-to-Energy Plant furthers this effective use of underutilized space by aiming to create this 95,000 square meter development, also Denmark's largest environmental initiative, along with creating a 31,000 square meter ski slope on the roof, made up largely of recycled material. This ensures effective pedestrian connections while readdressing the relationship between waste management and the public.

Barcelona is a further example, requiring solar energy sources on new builds, and with its creation of Europe's largest sculptural solar panel (10,500m² surface area) in the Forum Esplanade's promenade.

Additionally, out of adversity, the world's largest urban farm (Hantz Farms) is being developed in Detroit by turning abandoned properties into agricultural fields. Many large and underutilized sites could lend themselves to this type of use.



Food trucks can add vitality and functionality to otherwise vacant strips in Calgary, AB

MAXIMIZING USE OF DOWNTOWN FACILITIES

A mix of uses increases downtown vitality. Yet this concentration of activity can be even further strengthened by encouraging downtown facilities to have multiple uses at all times of the day and night.

Some examples of this were 'The Atrium' in Victoria. This office development includes a large atrium that hosts performances and has late night restaurants around its edges bringing people to the building well beyond 9-5.

Similarly, some Toronto dance troupes have been finding rehearsal space in the the lobbies of large buildings.

Another interesting arrangement is between Ryerson University and AMC Theatre, where the movie theatres are used for both university lectures and to screen films.

These types of opportunities and partnerships could be more commonly considered to make better use of infrastructure, as well as add colour, interest and activity to the core.



The Atrium, Victoria, BC



Skating in Market Square, Downtown Kingston, ON

EMBRACING THE WINTER

Many downtowns in North America and Europe have embraced winter and are busy, interesting places year-round.

Perhaps the most famous example is Copenhagen, where sidewalk cafes remain open throughout the winter thanks to efficient heating, partial enclosure, free blankets provided by cafe owners, and vibrant street life that is worth sitting out in the cold to watch. In Canadian cities, on the other hand, sidewalk cafes are generally dismantled in November (if not earlier).

Skating is an accessible and popular winter activity that brings people outdoors. Downtown skating rinks are often iconic landmarks in their cities, like those at Rockefeller Center in New York City, or in front of the city hall in Toronto, or at Market Square in Kingston.

A length of the Rideau Canal, running through central Ottawa, is turned into a popular linear skating rink every winter and attracts skaters both locally and from across the country.

Large winter festivals like Quebec City's Winter Carnival, Charlottetown's Jack Frost Festival or Ottawa's Winterlude are effective ways to draw huge crowds downtown and make lots of people more comfortable with the downtown in winter, but such massive efforts are not always necessary.

Holiday-themed markets, for example, require only a small investment to operate in downtowns that already have regular outdoor farmer's markets in the summer, and are often very well patronized.

As at all times of the year, having good seating, interesting activities like musicians or buskers, lots of (warm) food and drink, welcoming lighting, and clear sidewalks are essential to making downtown hospitable.

CONNECTING THE DOWNTOWN WITH NATURAL FEATURES

Vibrant waterfronts, view planes to mountain ranges or natural features and natural corridors are just some of the ways that downtowns are trying to ensure that their cities feel a connection with the natural world.

Some downtowns have been highly successful with this. For example Ottawa, Fredericton and London have extensive trail systems radiating outward from the downtown core along their waterfronts, while other downtowns such as Kingston, Windsor, Edmonton, Toronto and Saskatoon have gone to significant effort to connect city dwellers with the waterfront through the creation of new parks and public amenities.

The North Shore Spirit Trail is also under development and will create regional connections with Lower Lonsdale in North Vancouver via a multi-use, fully accessible greenway from Horseshoe Bay to Deep Cove.

Another stand out is Vancouver's Stanley Park, connected to waterfront trails, that brings the beauty of nature to the centre of the city and provides spectacular mountain vistas. Both Vancouver and Halifax have developed strong design policies to protect view corridors.

PROGRAMMING PUBLIC SPACES IS A CRITICAL ELEMENT OF ANY DOWNTOWN'S EFFORTS TO DRAW PEOPLE OUT OF THEIR HOMES AND CARS IN THE WINTER.

CREATING COMPLETE COMMUNITIES

There is a trend in North America for young people, professionals, and older couples to move to the city centre to experience an urban lifestyle.

Cities are generally trying to capitalize on this trend and going to great lengths to attract the lucrative young-professional demographic. Yet sometimes downtowns may be “getting too much of a good thing.”

If the downtown does succeed at attracting more residents it is also important that it can attract a wide range of household types from a wide range of backgrounds, age groups and income brackets.

The City of Vancouver has made some strides here, pioneering designs that provide 2-3 bedroom units in the lower floors of residential buildings that look out over communal space where children can play. Additionally, high levels of safety and good schools are important to attracting families to life in a downtown core.

The City of North Vancouver has also been working hard to attract a range of housing types to its downtown core.

BUILDING STRONG PARTNERSHIPS

Building great relationships and strong partnerships is easier said than done, but collaboration is critical to achieving an exciting, diverse and prosperous core.

Several interesting partnership models have been identified in the downtown case studies, which have helped generate increased investment and vitality. For example, the Charlottetown Area Development Corporation (CADC) is a self-financed entity representing a partnership between the Province of PEI, the City of Charlottetown and the Town of Stratford. CADC attracts private sector commercial development and investment and has played a major role in redeveloping downtown Charlottetown’s waterfront.

In Downtown Halifax the Strategic Urban Partnership provides a forum for people to meet and discuss new developments and partnerships opportunities. This forum has been successful at connecting key stakeholders from different sectors and company backgrounds.

Similarly Edmonton created the Downtown Vibrancy Taskforce comprised of ‘blue ribbon’ businesses, community and social agencies that work together to prioritize and implement catalytic projects identified in the downtown master plan.

Winnipeg established the arms-length agency Centre Venture, which has had tremendous success at forming the partnerships and conditions needed to realize major investments and redevelopment projects.

Waterfront Toronto is another example of an arms-length agency that has bought more agility, flexibility and responsiveness than might be possible with a larger government agency. Waterfront Toronto has brought together three levels of government, quasi public and private interests to begin the transformation of the shores of Lake Ontario.

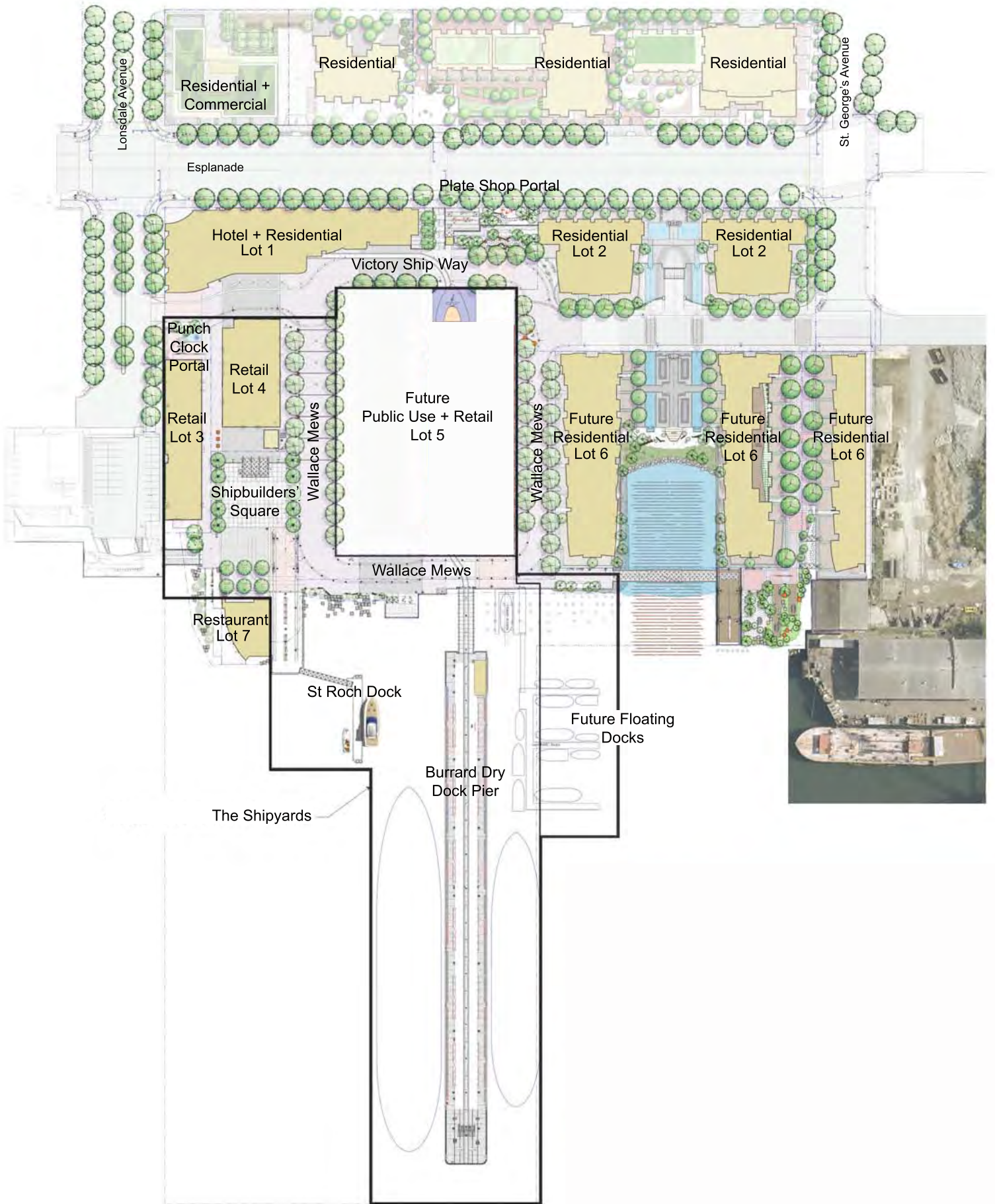
Partnerships are also important for realizing the full potential of individual redevelopments, and the Woodward’s Building in Downtown Vancouver demonstrates a successful partnership between Simon Fraser University, the Goldcorp Centre for the Arts, the City of Vancouver and the wider community.

Business improvement organizations can offer municipalities with a strong partner with high levels of commitment to downtown revitalization efforts.



“ WITHOUT A DOUBT, A SUCCESSFUL DOWNTOWN IS CRITICAL. THE CITY'S INVOLVEMENT IS EVEN MORE SO. DOWNTOWN'S DON'T HAPPEN - MOST OF THEM HAVE TO BE NURTURED AND WORKED ON FROM BOTH THE PUBLIC AND THE PRIVATE SIDE. ”





North Vancouver Pier Development Plan

QUALITY PLANNING PROCESSES AND COMMUNITY ENGAGEMENT

Halifax, Victoria, St Catharines, Regina, Kingston, Hamilton and Edmonton have undergone comprehensive planning processes to bring together and unify downtown stakeholders. Moreover London, Saskatoon, Ottawa and Fredericton are in the process of developing and/or releasing a new downtown specific master plan.

There was a general impression from interviewees that these planning processes were highly beneficial and were able to unify stakeholders, particularly the private sector with the public sector. Yet it was also emphasized that it is critical these downtown plans are underpinned by an investment strategy to make sure they can be implemented on the ground.

Zoning and regulatory tools can also offer municipalities with a strong tool to realize its plans. For example Downtown Edmonton addressed its large supply of parking by creating an innovative by-law package that limits additional downtown parking from being built.

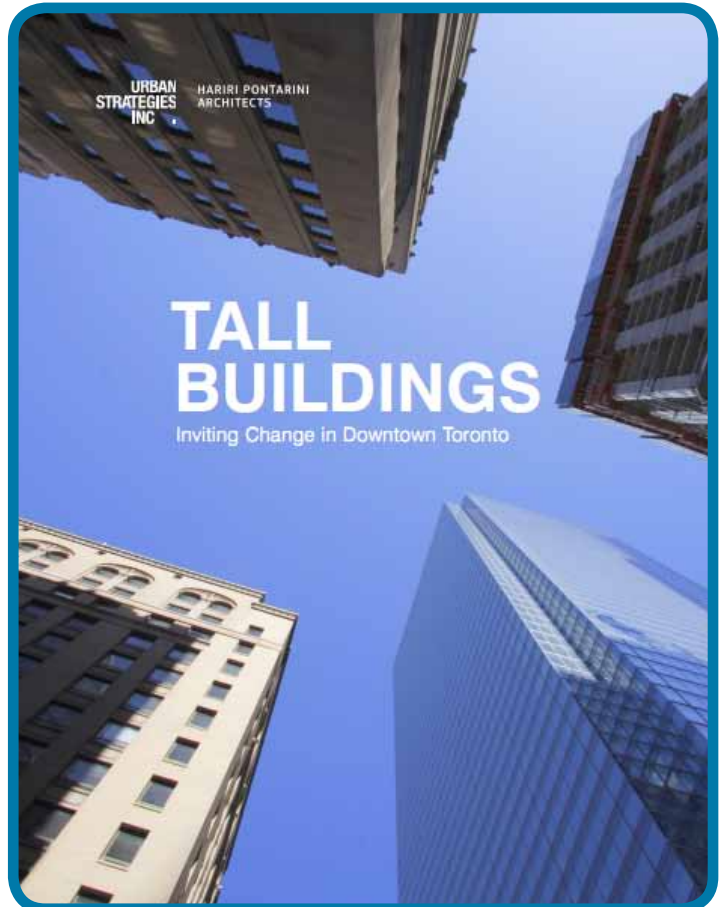
Similar moves have been made by other cities in North America and Australia. These tools also influence the type of use that can be developed on site.

For example, the City of Vancouver undertook its Metro Core Jobs and Economy Land Use Plan and implemented a series of policies to help protect land for commercial uses into the future.

Regina has also used planning policies to help concentrate jobs and employment within the core. Policies direct larger scale office buildings to the downtown core, except in limited and specific contexts (e.g. accessory to an institution). The new policy will ensure at least an 80/20 split between the central area office inventory and the rest of the city to maintain the core's dominance. A similar policy also exists in London, Ontario.

Planning processes can also deal with issues of contention in a community. One issue that was frequently raised was the height of new developments in the downtown. This issue seems to routinely aggravate the relationship between the public and private spheres and imposing building height regulations is a common response.

Vancouver and Toronto have both addressed this issue through the Downtown Vancouver Skyline Study and Toronto's Tall Buildings Plan, respectively. These planning processes have helped bring together the community and the private sector to ensure that the new development does not come at the cost of qualities the community most strongly values.



Toronto's Tall Building study has helped guide large development forms in the downtown core.

IN RECENT YEARS, THE DOWNTOWN CASE STUDIES HAVE INCREASINGLY BEEN THE SUBJECT OF DOWNTOWN-SPECIFIC MASTER PLANS.

REACHING THE BALANCE WITH HERITAGE

Balancing heritage preservation and new development is a major challenge for many cities. Moreover, communities can quickly become polarized around these issues and discussion can rapidly degrade to either “development equals destruction of heritage;” or “protecting heritage equals economic decline.”

Yet cities can have the best of both worlds and simultaneously achieve heritage protection and economic growth.

When Halifax found itself locked in a stalemate over heritage and development, it reversed the situation through an inclusive planning process that aimed to achieve a more positive dialogue with a focus on good design outcomes. This process has delivered design guidelines that have built trust, certainty, contributed to new development and encouraged significant re-investment in the Downtown’s treasured heritage buildings.

Downtown Kingston has also enhanced its heritage buildings, particularly heritage facades, by offering tax incentive and grants. Downtown Kingston! BIA and the City recognize these efforts through an awards program. Additionally, the Kingston’s Official Plan prohibits large format retail uses that interrupt pedestrian traffic and the building fabric in the

downtown. Therefore national retailers have had to adapt from their typical suburban forms in order to open locations downtown, which helps to enhance heritage qualities and create a high quality public realm.

Some cities are also managing challenges associated with past decisions to demolish heritage buildings. More specifically, many downtowns across Canada were the subject of major provincial or national urban renewal programs that left the super blocks (large scale retail or housing developments that are invariably inward looking).

In London the Galleria Mall opened in the 1960s, occupying one major street block and providing high, blank walls along each elevation. This mall has since folded and the City should be applauded for its efforts to revitalize the building and reconnect it with surrounding streets by attracting the new central library, office space, a post secondary institution and a smaller retail component (i.e. Goodlife Fitness with direct street access).

The Toronto Eaton Centre also sets a great example and has attempted to activate almost all of its edges to the street allowing for traffic to move seamlessly between the mall and the streets outside.





Town Clock, Downtown Halifax, NS

INNOVATIVE APPROACHES TO FINANCING NEW DEVELOPMENTS AND INFRASTRUCTURE

Cities have a number of incentives they can deploy to promote new development. The permits for certain kinds of proposals, for example, can be moved to the front of the queue, receiving quicker approvals. Application fees, development charges, and parking requirements can also be reduced or waived.

For example, the City of Ottawa waived development charges for a number of years, which coincided with a major influx of new residents to the core.

Some cities are experimenting with tax increment equivalent grants or loans, which essentially delay property tax increases on properties that are developed in ways that support city policy. Grants are given in anticipation of future tax revenue.

More specifically, the City of London has established a suite of downtown grant and incentive programs, as well as targeted incentive programs for its 'main street' that have been highly successful at attracting private sector investment. Since 2008 the City of London has issued a combined total of 104 grants and loans worth \$1.1 million, leveraging \$3.8 million in construction value from the private sector.⁷

Toronto has also leveraged high levels of private investment in the public realm through Section 37 of the Ontario Planning Act. This arrangement has allowed the developer to gain increased density and height in exchange for investment in various types of social facilities that will provide a public good.

Similarly, as part of the Pier Development on the waterfront, the City of North Vancouver negotiated nearly \$40M worth of public amenities provided by the developer at no cost to the taxpayers.

Another highly innovative approach to funding was established in Saskatoon by The Partnership. This collaboration between the City and the business improvement district sees money collected from parking meters being spent on upkeep and improvements of infrastructure. This has been successfully implemented since the 1980's and has resulted in major streetscape upgrades through the downtown.

⁷ City of London. (2011). *State of the Downtown Report 2011*. Retrieved from: http://www.london.ca/Planning/PDFs/SOTD_AnnualReport_09.pdf. Accessed 2011 October 20.

ENCOURAGING ALTERNATIVE MODES OF TRANSPORTATION

A highly visible and irritating quality of any successful downtown is congestion. Yet a certain amount of congestion contributes to the “buzz” associated with vibrant downtowns.

The greatest asset of any downtown is its density of people and jobs, and its intensity of activity. The challenge for cities is to accommodate as much density and intensity as possible without grinding to a halt or affecting the quality of the urban experience. The key is to find the balance.

In contemporary Canadian cities, this generally involves getting people out of their cars, because automobiles are inefficient users of land and incompatible, in great numbers, with vibrant, prosperous downtowns. While transit undoubtedly plays a key role here, there are other less costly options that could be considered to help move people away from private vehicles.

Residents of several Canadian cities have access to car sharing programs which offer residents short-term rentals at an affordable cost. Car sharing programs allow downtown residents to live without the high costs of maintaining or parking a car, while still having a convenient option to drive when necessary. Many municipal planning departments are requiring condominium developments to provide car shares in parking lots.



Bixi bikes in Montreal, QC.

Similarly, bicycle sharing programs have recently been established in a number of North American cities. As well as serving local residents they have the added attraction of being accessible to tourists and non-drivers. In combination with safe cycling infrastructure, bicycle sharing can make short trips around the downtown faster and more reliable than by car or public transit.

Today, these programs tend to be unprofitable in Canada, but they are still young; the oldest, Montreal's Bixi, has only been in operation since the fall of 2008. Downtown Toronto and Ottawa also have Bixi programs.

The availability of car parking also significantly influences car usage. If there is ample and cheap supply of parking in a downtown, it will be incredibly difficult to encourage people to consider other modes of transit to access the Downtown. Yet pricing parking effectively can act as a deterrent and also help reflect the real cost of parking on a downtown core.

In San Francisco, a new system of 'smart parking' has been implemented, whereby sensors monitor spaces and determine prices based on parking data. The cost varies by time, day and block, and the price is adjusted every six weeks or so based on supply and demand. This scheme was set up as an attempt to reduce car use and congestion in the city centre, and also allows online checking of parking space availability.

A HIGHLY VISIBLE AND IRRITATING QUALITY OF ANY SUCCESSFUL DOWNTOWN IS CONGESTION. YET THIS IS ALSO WHAT CONTRIBUTES TO THE 'BUZZ' ASSOCIATED WITH A VIBRANT DOWNTOWN.

APPENDIX 1: PROJECT DESIGN

This study has been designed to have two key components.

Firstly, it aims to provide an in-depth analysis on the performance of 17 downtowns. It brings together a wide range of data on how a particular downtown has been performing overtime and how it is performing relative to the rest of the city.

Secondly, this report aims to compare the results from these in-depth case studies to see how downtowns are performing across Canada.

To achieve these aims we have developed a consistent approach to defining the downtown boundaries, collecting data and measuring and benchmarking performance. These components of the project and approach to achieving them are described in the following pages.



PROJECT COMPONENTS

IN-DEPTH ANALYSIS OF 17 DOWNTOWNS :

CUI designed the study to include an in-depth analysis for seventeen downtown case studies to date. This analysis provides an overview of how the downtown case studies have evolved overtime and important lessons that the downtowns have learned throughout their development.

To inform this analysis, the project team researched each downtown case study (within a defined downtown boundary) by collecting quantitative data; Geographic Information Systems data (GIS); and interviews with key stakeholders. The study team then used this data to measure and provide an assessment on how well the downtown had performed.

COMPARISONS BETWEEN 17 DOWNTOWNS :

CUI studied 17 unique downtowns that stretch from east to west across Canada. These downtowns range in population from the thousands to the millions and serve many distinct roles and functions. This diversity creates many challenges for a benchmarking study. The in-depth analysis is intended to maximize opportunities for comparison between the downtown case studies.

More specifically, to achieve comparability, every downtown was assessed against the same five principles and indicators that were developed to consistently present data collected from each city. Key indicators were also selected based on some of the more interesting results of this study to allow for a quick overview of key findings and an easy way to compare the varying cities to each other.

DEFINING DOWNTOWN BOUNDARIES

The first challenge for almost every project partner was defining the boundary for the downtown case studies. Every single person living in a city will likely have a different understanding of what constitutes their “Downtown” based on their personal frame of reference – are they a resident, a worker, how do they utilize the downtown and how often? - and the project partners had to balance these various expectations and other key considerations in selecting this boundary.

CUI provided support to each project partner to create a boundary that made sense for each city. The preferred approach was adopting the working definition of “Downtown” used by the relevant municipality in plans and policies. Yet, where the municipality had not created a definition of the “Downtown,” CUI developed general criteria and considerations to help guide the creation of these boundaries.

There were four key criteria/considerations for defining the downtown:

Financial core: Firstly, the downtown study area should function as the central business district for the wider city and/or include the city’s historic financial core.

Diverse ‘urban’ elements: Secondly, the downtown study area should include diverse urban elements such as the City’s main “high street”; a concentration of commercial and mixed use buildings; major civic buildings, such as the City’s Town Hall; major public spaces, such as a city square or plaza; religious or ceremonial spaces. Other features include high density residential housing well served by public transportation. This should ideally also generate high volumes of pedestrian traffic.

Hard edged boundary: Thirdly, the study area would ideally be bound by a hard edge, from manmade features such as major streets or train tracks, or a natural feature such as a body of water. Hard edges provide a clear justification for the location of the boundary.

Workable for data collection: Lastly, an overarching consideration is that the data being compiled must align with the selected downtown study areas. Therefore project partners had to consider Census Tracts and other important data collection boundaries that would make the study area workable and logical for the purposes of the project.

The study has been designed to balance challenges that come with each city determining their own boundaries. For example, some cities have decided on more generous boundaries than others. This could mean that when collecting raw data, the population of residents or jobs etc may appear to be larger than if a smaller area was selected.

To balance this, CUI measures many intensity factors (for example population and jobs per hectare) and trends over time (% growth), alongside raw numbers to allow for a clearer picture of downtown activity.

Moreover, this study provides significant commentary about key assets or pieces of infrastructure just beyond downtown boundaries, as well as the inner core suburbs that support each of the downtown case studies.

Overall, endless debate could be had around the exact boundaries of a downtown, what constitutes a downtown and what elements should be 'in and out.' Yet it is the hope of this study that anyone picking up this report and flicking to their home city will generally think : "Give or take a little, this downtown boundary makes sense to me for my own home city."

DATA COLLECTION

To gain a clear picture of what is happening in each of the 17 downtown case studies the project began with an extensive data collection phase. This stage was guided by CUI but was undertaken by the project partners.

It is important to emphasize that this is just the first step toward building a body of data that specifically relates to Canadian downtowns. CUI would encourage that this project is regularly updated and refined to ensure that a body of data relating to Canadian downtowns will grow into the future.

QUANTITATIVE DATA

Quantitative data was collected to develop a specific set of data that could help identify key trends occurring in the downtown overtime. The collection of quantitative data was generally undertaken by the municipal project partners with the support of their downtown BIAs. CUI guided this process through a standard Data Request List. To collect the diverse range of data requested, the project partners needed to facilitate conversations between their City's Planning, GIS and Finance Departments.

Data requested covers the following four key areas:

CENSUS DATA (2001, 2006, 2011): Data collected has covered three national census periods –2001, 2006 and where available 2011. Data requested relates to population, age structure, dwellings, labour force, ethnicity, incomes, employment, housing tenure, transportation and crime rates.

DOWNTOWN ECONOMY DATA: Economic data was collected to determine the economic health of the downtown and the wider city. This data was generally collected for the past decade and included: building permit activity and investment, commercial floor space, rents, vacancy rates, business growth, tourism and jobs.

MUNICIPAL FINANCE DATA: Municipal financial data was collected to derive the revenue generated by downtowns across Canada. This data was generally collected for the past decade and included taxable assessment data, tax revenue and non-tax revenue data for both the city and the downtown.

CAPITAL PROJECTS DATA: Understanding the types and impacts of capital investments was a key part of this project. Therefore, the project partners compiled downtown capital budget and city wide capital budget information. This data has created many

challenges for those responsible for data collection as it is often not collected on a downtown basis. This data provided a detailed picture of the downtown and its health overtime.

GIS DATA

The CUI developed an extensive GIS platform through this project to spatially represent the characteristics of each downtown.

The CUI was provided with GIS data that included: downtown and citywide boundaries, land uses, zoning, roads and transit routes, parcels fabric, heritage properties, assessment roll and building footprints.

This data allowed for the development of all the mapping components included in this project: a context map, a land use map and a capital projects map.

INTERVIEWS

Interviews were undertaken with a wide range of downtown stakeholders to develop local insights and knowledge into downtown growth and development. Questions asked during the interviews captured a range of perceptions, impressions, experiences, and opinions.

They covered themes such as: changes experienced in the downtown over time; perceptions on the downtown as a place to live/work/invest; aspirations for downtown future growth; leadership and partnerships; public and private investments, what drove these and their impact on the life of downtown; incentives and tools that have been adopted to strengthen and attract private investment in the downtown.

CUI spoke with all types of downtown stakeholders, such as politicians, planners, developers, downtown residents, business people, artists, architects and advocates to gain a diverse range of views. These interviews helped to augment data gaps and provide context for the data being reviewed. A minimum of five interviews was undertaken for each downtown. A full list of people interviewed is included in the “acknowledgements section.”

DATA LIMITATIONS

This project is the first of its kind, and to date no body of data specifically relating to “downtowns” exists in Canada. This project is a first attempt to compile downtown StatsCan Census data (2001, 2006, 2011), downtown economy data, municipal finance data, capital projects data and GIS data.

As a result, the project team faced some significant challenges with managing data gaps: such as accessing the data we required to undertake our analysis; to access data in a usable and understandable format; and to access consistent sets of data so we could compare City performance.

The partner cities also faced some challenges with having the time and resources available to support this very large data request.

DATA GAPS

From the outset of this project, it was clear that very few of our participating cities have organized data that distinguishes the performance of their downtown from the rest of the city.

There are some notable exceptions, the City of London has been tracking the performance of their downtown in great detail for more than a decade; the City of Edmonton have recently undertaken a detailed downtown master planning process where significant data was compiled and the City of Saskatoon have also recently completed a very exciting inventory project in their downtown to map and count downtown activity.

However, generally the data sets requested were being developed for the first time, which resulted in some cities not being able to fill the data requests or not being able to fill the entire request. As a result we have some of the following data gaps.

STATSCAN CENSUS DATA (2001, 2006, 2011): Given that the 2011 census data was not available when the first volume of this study was released, CUI updated and incorporated this data where possible for all 17 cities. This has allowed the CUI to provide up to date comparisons for all 17 downtowns studied. Also, to more accurately provide census information within the downtown boundaries, CUI developed a tool to provide population and dwellings estimates for 2011.

Another challenge CUI faced with Census data resulted from boundaries being redrawn between census periods. The project team have identified all places in the report, where this limitation has arisen.

DOWNTOWN ECONOMY DATA: Generally, downtown economy data was available to the project study team. Yet, many cities did struggle to access information relating the number of jobs in their downtown, as well as office space inventories and data on construction values and building permits that specifically related to downtown activity.

Less than a handful of cities had access to a retail inventory downtown. The project team was also unable to gain any data relating to retail sales downtown. It should also be noted that CB Richard Ellis provided support to the project team by generously providing office data for a few of the downtown case studies.

Overall, if the project team exhausted all options to fill these data gaps and was unsuccessful, then the partner city has been simply left out of the comparative analysis.

MUNICIPAL FINANCE DATA: The project study team found that municipal finance data, tax revenue and assessment is generally not collected on a downtown and city wide basis, so collecting this data involved significant effort from the finance departments of our partner cities.

With limited resources, some cities were only able to provide information on assessment base or tax revenue generated downtown and not both. Moreover, for the partner cities where a business improvement association was driving this study and not the municipality, such as in the case of Downtown Yonge for the City of Toronto, it was a significantly greater challenge to gain access to this type of sensitive data.

As a result, some cities do not have complete sets of data for the municipal finance indicators. Again, if the project team exhausted all options to fill these data gaps, then the partner city has been simply left out of the comparative analysis.

CAPITAL PROJECTS DATA: The biggest challenge for the project team was gaining an understanding of the portion of the capital budget being spent on the downtown. It is clear that almost every city organizes their budgeting process differently, with different elements in capital and operating budgets.

The vast majority of cities do not track capital investments geographically instead they track investments by departments so it is incredibly challenging to separate out downtown investments from city wide investments.

Moreover, an additional challenge is that cities develop a budget (forecasting) and then an actual budget (the money spent), and the actual budget (which the study team was interested in) can be very difficult to gain access to. To manage this gap, we have not been able to compare number of capital projects and portion spent on capital projects between cities overtime. Yet, this is some of the most interesting data collected, and is incredibly valuable for individual cities to review what is happening within their own boundaries.

As this project evolves into the future it is the hope of the project team that detailed capital projects data can start to be collected for every downtown case study.

Therefore, given these limitations to compare the level of investment for all our partner cities, the study team have developed a “Capital Projects Map.” This map depicts municipal expenditure and develops a category to see the type of investment. The study team have included all major projects and enhancements to the downtown that have been designed to grow interest in the downtown as a place to live, work and invest.

GIS DATA: The project team faced few limitations collecting GIS data. Generally, developing a quality GIS base seems to be a growing priority for all cities in Canada. Moreover, open data sites (such as in the City of Fredericton and the City of Vancouver) seem to be a growing trend.

RESOURCES

Collecting this data was a significant commitment for all partner cities. Many cities simply did not have the resources to commit to delivering this complete data request. As a result cities that did commit a high level of resources have much more complete data sets than cities that were challenged by a lack of resources.

Overall, this is a dynamic document and it is the hope of the study team that the importance of collecting data on downtowns will become a growing priority for cities across Canada. In time, it is hoped that data will continue to be collected for downtowns and eventually data will be fully available so every partner city can have a complete data set.

MEASURING AND COMPARING DOWNTOWN PERFORMANCE

Once this data was compiled and provided to the CUI, the study team organizes, synthesizes, and assesses the data against the five principles required for a successful downtown. CUI developed these principles following an extensive literature review and research into what factors contribute to a strong, vibrant and liveable downtown.

PRINCIPLES

The CUI developed a set of principles to explain and measure what makes a successful downtown in Canada. The principles had to be sufficiently broad and robust to account for the fact that each downtown is unique, with different characteristics, attributes and conditions that have shaped their evolution. Yet the principles must also be specific enough to allow for comparisons between the various downtown case studies to determine how they are performing over time and into the future.

DEVELOPING THE PRINCIPLES

The CUI developed these principles using a three-pronged approach. Through stakeholder surveys, extensive literature review and the lessons from the successes in the downtowns studied, CUI determined five key principles against which the 17 downtown case studies will be assessed.

The foundation of the five principles was the survey distributed to the Institute's Board and network of practitioners to answer the question - WHAT MAKES A DOWNTOWN GREAT? Based on the feedback received, the team developed the preliminary principles for analysis.

THE FOLLOWING REFLECTS THE OUTCOME OF THIS ENQUIRY:

ARCHITECTURE AND DESIGN: landmark projects, heritage protection, development at the human scale

CONNECTIVITY: appropriate forms of public transit, walking, cycling, marine, design for all ages

CULTURE: vibe, values, virtuosity

INNOVATION: education and research, partnerships and networks, venture capital, universities and colleges, educated and skilled labour force.

EMPLOYMENT: a variety of and medium sized enterprises, creative industries, diverse economic base

PUBLIC REALM: quality streets and streetscape, plazas and squares, parks and other gathering places, destinations, private space that enhances the public realm (e.g. sidewalk cafes)

SUSTAINABILITY: sustainable development, good air and water quality, community energy projects

DIVERSITY: open fluid society that facilitates participation and opportunities for new immigrants

VENTURE CAPITAL: availability of venture capital and management of research market

....AND "IT'S ALL THESE THINGS AT ALL TIMES OF ALL FRONTS" SUPPORTING EACH OTHER THROUGH INFRASTRUCTURE INVESTMENTS, GUIDED BY A CLEAR VISION AND LEADERSHIP WILLING TO TAKE RISKS.

Following this, a literature review was conducted and Michael A. Burayidi's (2001) text, *Downtowns: Revitalizing the Centers of Small Urban Communities*, served as the primary foundation for the research.

From this text, passages from Kent Roberston of Saint Cloud State University were used to help further articulate and define the principles.

Finally, the information gathered from the 17 downtown case studies was synthesized in accordance with the principles and specific examples were discovered which further reinforced the principles we established from the outset.

THE FIVE PRINCIPLES ARE AS FOLLOWS :

The five principles are as follows:

VISIBILITY



Does the downtown have an integral and central role in the life of the wider city?

VISIONARY



Does the downtown benefit from a multiplicity of strong, bold leaders who collaborate to achieve and sustain a shared vision?

PROSPERITY



Does the downtown have a robust and innovative economy?

LIVEABILITY



Is the downtown vibrant, liveable and connected?

STRATEGY



Is the city investing strategically in its future?

The next step was to develop methods of assessment to determine if the downtown case studies are evolving in a way consistent with the five principles. In other words, are these downtowns evolving into great downtowns?

To this end, the team utilized a range of qualitative and quantitative measures and indicators. In collecting qualitative data, the CUI undertook surveys and interviews to learn about the history of each of the downtowns, gain perspectives and insights concerning the drivers of growth and change, as well as to learn about each city's leaders and how they have approached and prioritized downtown development.

The team also analyzed quantitative data and developed indicators to baseline the downtown performance relative to the wider city. The goal is to ensure that quantitative data is consistently available across Canada for each of the 17 downtown case studies.

INDICATORS AND BENCHMARKING

The team then analyzed quantitative data and developed indicators to baseline the downtown performance relative to the wider city. The goal is to ensure that quantitative data is consistently available across Canada for each of the 17 downtown case studies.



VISIBILITY

DOES THE DOWNTOWN HAVE AN INTEGRAL AND CENTRAL ROLE IN THE LIFE OF THE WIDER CITY?

A downtown can have a complex relationship within a large, sprawling city. In the context of ongoing expansion, a downtown can suffer declining interest from the public and private sector, as well as the general community.

Strong public and political support is necessary if downtowns are to remain prominent, strong in the hearts and minds of citizens, and able to grow seamlessly with the city as a whole.

To measure how well a downtown is performing against this principle the CUI team has been undertaking interviews to learn about the history and understand the make-up of each downtown, as well as surveying stakeholders to gain their perceptions on the downtown -- its role, function and vitality.

Quantitative and GIS data is also being assembled on the contribution that the downtown makes to the entire city and how the relationship between the downtown and the city as a whole is changing over time.

INDICATORS TO MEASURE PERFORMANCE AGAINST PRINCIPLE:

- Downtown proportion of land area
- City Typology
- Downtown proportion of population
- Downtown proportion of office, housing, retail and open space
- Downtown proportion of jobs
- Downtown proportion of tax revenue
- Downtown proportion of assessment value



VISIONARY

DOES THE DOWNTOWN BENEFIT FROM A MULTIPLICITY OF STRONG, BOLD LEADERS WHO COLLABORATE TO ACHIEVE AND SUSTAIN A SHARED VISION?

Strong leaders, a bold vision and a high degree of collaboration are critical ingredients for a downtown to achieve its potential. A clearly articulated vision can unite a city's public and private stakeholders, align their interests and lead to more strategic growth and investment.

To measure the strength of the vision in each downtown, the team analyzed the perceived effectiveness of downtown plans and policies, as well as attitudes towards collaboration and the ways that the public and private sector are working together to achieve the shared vision for the downtown.

INDICATORS TO MEASURE PERFORMANCE AGAINST PRINCIPLE:

- Years that a plan specific to the downtown has been in effect



PROSPERITY

DOES THE DOWNTOWN HAVE A ROBUST AND INNOVATIVE ECONOMY?

A cornerstone of a strong downtown is a prosperous and diverse economy. A strong economy generates jobs and leads to economic opportunity. A strong downtown with vibrant businesses and growth also provides a city with a strong tax base and a major source of revenue.

To measure the strength of a downtown's economy, the team tracked assessment value for downtown and city-wide revenue and analyzed how this has changed over time.

Data was also collected that examines property market i.e. the types, values and styles of new development for residential, commercial and institutional sectors.

Finally, jobs and household incomes were examined across each city to measure opportunities for wealth generation.

INDICATORS TO MEASURE PERFORMANCE AGAINST PRINCIPLE:

- Commercial office, retail, residential and institutional development (value and changes to inventory overtime)
- Municipal tax base (changes overtime)
- Educational Institutions and Students
- Household income



LIVEABILITY

IS THE DOWNTOWN VIBRANT, LIVEABLE AND CONNECTED?

Presently, downtowns across North America are adopting all manner of tools and policies to stimulate the growth of residential populations in downtown.

This growth is seen as critical to downtown vitality and facilitates activity beyond the working day. This vibrancy allows the downtown to become more attractive to existing residents, visitors and newcomers alike, and cement its place as the literal and symbolic heart of the city as a whole.

One measure of liveability is the strength of residential growth in downtown; another is whether there is sufficient infrastructure available to support a downtown population.

A third indicator is the nature of urban form and quality of the urban fabric to determine if the downtown is offering an interesting urban experience for current and future residents.

INDICATORS TO MEASURE PERFORMANCE AGAINST PRINCIPLE:

- Population growth (changes overtime)
- Migration (domestic and international migration)
- Housing (types and household sizes)
- Safety (crime counts)
- Land use downtown on per capita basis
- Car parking spaces (particularly surface parking)
- Average parcel size, block size and road width
- Transportation mode split



STRATEGY

IS THE CITY INVESTING STRATEGICALLY IN ITS FUTURE?

Public investments should be strategic and maximize opportunities for revitalization in the downtown.

Ideally, they will leverage existing investments and infrastructure and be able to support the investments from the private sector. This allows for the city and the wider community to gain maximum returns on their investments.

To measure the degree to which investments have been made strategically, the CUI examined the type, value and location of public investment. It has also been important to learn about the rationale behind these investments, as well as how various investments fit together to complement and support each other in terms of the vision for the downtown.

A key goal is to determine the extent to which private investments can be said to have emerged in response to public investments.

INDICATORS TO MEASURE PERFORMANCE AGAINST PRINCIPLE:

- Number of capital projects (overtime) and proportion of total capital budget
- Dollar value spent on municipal capital projects and proportion of total capital budget

APPENDIX 2: REFERENCES





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Cat Empire performing at the Winnipeg Music Festival, Winnipeg, MB. Photo credit unavailable. Retrieved from : <http://en.wikipedia.org/wiki/File:CatEmpireFF2013.jpg>

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The Shaw Conference Centre, London, ON. Photo credit : Edmonton Economic Development Corporation. Retrieved from : <http://www.flickr.com/photos/edmontonliveallyear/8456477290/>

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Byward Market, Ottawa, ON. Photo credit unavailable. Retrieved from : http://en.wikipedia.org/wiki/File:Byward_Market_Ottawa_View_South.jpg

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Downtown Detroit as seen from the waterfront, Windsor, ON. Photo credit : Aidan Wakely-Mulroney. Retrieved from <http://www.flickr.com/photos/aidaneus/7612700146/>

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Food trucks in Calgary, AB. Retrieved from : <http://www.avenue-calgary.com/blogs/calgary-food-trucks-hit-the-streets>

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The Atrium, Victoria, BC. Photo credit : Jawl Properties. Retrieved from : <http://www.jawlproperties.com/jawl-properties/atrium-800-yates-st>

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Bixi Bikes in Montreal, QC. Photo credit : James D. Schwartz. Retrieved from : <http://www.flickr.com/photos/36871124@N04/5052588931/>

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Maman, by Louise Bourgeois, National Gallery of Canada, Ottawa, ON. Photo credit : John Talbot. Retrieved from : http://en.wikipedia.org/wiki/File:Giant_spider_strikes_again!.jpg

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The Redball Project, Old City Hall, Toronto, ON.



Heritage NL

ANNUAL REPORT

2018-19





Heritage NL

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Cover: Memorial United Church Registered Heritage Structure, Bonavista, is undergoing a multi-year restoration with support from Heritage NL. This massive, Classical Revival wood structure is a focal point of Church Street.



A Message From the Chair

As Chair of the Board at Heritage NL, it is my privilege to present the Annual Report for 2018-19. Heritage NL has responsibility to provide leadership and stewardship for the rich and diverse cultural heritage of Newfoundland and Labrador. Our unique built heritage resources and our strong Intangible Cultural Heritage is not only a source of great pride but is also a key foundation of a sustainable economic base for our Province. In 2018 the Heritage Foundation board approved the change of its name to Heritage NL as part of its brand refresh. The legal name of the Foundation remains the Heritage Foundation of Newfoundland and Labrador.

We are mandated to not only support the protection and safeguarding of our heritage assets but to adapt and present places, stories, and traditions for all to enjoy, today and going into the future. Using our financial resources wisely, we have been able to accomplish a very significant level of community engagement and have mobilized the creative energy and knowledge of a wide range of citizens including youth, seniors and community leaders to help us deliver on our mandate.

We are indebted to the committed, professional staff of Heritage NL and the large number of property owners and volunteers in every part of the Province who are dedicated to ensuring that the rich culture and heritage of Newfoundland and Labrador are managed with care and pride, ensuring their survival for the benefit of future generations.

This report is submitted in accordance with the obligation as a Category 3 entity under the **Transparency and Accountability Act** of the Government of Newfoundland and Labrador and was prepared under the Direction of the Board which is accountable for the results reported.

Sincerely,

Dave Lough
Chair

Overview

Vision

The vision of the HFNL is of a province that is aware of and values its unique heritage and which protects and safeguards its historic places and its intangible cultural heritage for the benefit of its residents and future generations.

Mission

Heritage NL supports the province's heritage in a number of ways: a) by raising awareness of and commemorating its built heritage, its history and, its Intangible Cultural Heritage; by supporting the preservation of its built heritage and historic places through funding programs and the provision of technical assistance and; by safeguarding its Intangible Cultural Heritage through a variety of initiatives that document, transmit and celebrate it.

Background

The Heritage Foundation of Newfoundland and Labrador, now known as Heritage NL, is a Crown agency established under Part IV, sections 19-29 of the **Historic Resources Act** and operates under a Board of Directors appointed by the Lieutenant-Governor in Council. The Board of Directors is presently composed of 8 members: Chairperson, Vice-Chairperson, government representative and several Board members. It operates with five permanent staff comprising an Executive Director, Accountant (part-time), two Heritage Development Officers and an Intangible Cultural Heritage (ICH) Development Officer. In addition, the Heritage NL employs summer students and interns on a regular basis.

The annual budget of Heritage NL is \$677,926. A detailed breakdown of the 2018-19 audited financial information is found in the Financial Statements.

Board of Directors

At the end of this reporting period, March 31, 2019 the board consisted of the following members:

Chairperson	Dave Lough, St. John's
Vice Chair	Lloyd Kane, Cupids
Treasurer	Sarah Wade, St. John's
Secretary	Jim Miller, Trinity
Members	Lisa Daly, St. John's
	Philip Wood, Bay Roberts
	Elizabeth-Ann Murphy, Parker's Cove
	Gerry Osmond, Department of Tourism, Culture, Industry and Innovation Representative (ex-officio)

Highlights

Heritage NL's ICH Work Receives National Recognition

Heritage NL received an honourable mention in the **2018 Governor General's History Award for Excellence in Community Programming**. Its "Oral History Roadshow" project saw ten communities record stories about local heritage, everything from goats and jukeboxes, to old shops and traditional crafts which were featured in a series of booklets. See: <http://heritagenl.ca/discover/publications-ich/>

Adaptive Reuse Toolkit Launched

If the province's built heritage is to survive into the future it needs to adapt. Empty or under-utilized heritage structures need to find new uses; new approaches are needed for operating and managing historic structures in sustainable ways. Drawing on a successful conference in 2017 on the theme, Heritage NL developed an online toolkit, "Adapting Heritage" which contains a wealth of information on such things as: identifying new uses for old buildings; greening historic structures; working with the development community and; new models for managing older buildings. To date, there have been nearly 800 clicks on the toolkit. See: <http://heritagenl.ca/wp-content/uploads/2019/03/Adapting-Heritage-Toolkit-March2019.pdf>

Heritage Landmarks

Heritage NL: introduced a new program in 2018-19 that identifies those Registered Heritage Structures that are considered some of the province's most important in terms of their architectural or historical values. To date, 35 structures have received "Registered Heritage Landmark" status that run the gamut from the RC Basilica complex to the relatively modest #1 SUF Lodge in Heart's Content which commemorates an important chapter in the province's social history.

Foundation Rebrand

To give itself a fresher appeal the Heritage Foundation of Newfoundland and Labrador rebranded itself as Heritage NL along with an updated logo and website. This was accompanied by a communications strategy developed with input from Perfect Day Media.

Terra Barrett of Heritage NL travelled to Ottawa to accept an honourable mention in the Governor General's History Award for Excellence in Community Programming (see above). L-R: Wanda Garrett and Elaine Spurrell of the Southwest Arm Historical Society, Terra Barrett of Heritage NL, Joanna Dawson of Canada's National History Society, and Lester Green of Southwest Arm Historical Society.



What We Do

I. Designation and Funding Programs

Heritage NL operates the following programs in support of heritage conservation:

1. **Registered Heritage Structure/Registered Heritage Landmarks Designation Program** – Heritage NL has designated approximately 330 heritage structures in every part of the province of which 35 are classified as “Heritage Landmarks.” (see Heritage NL’s searchable database for a listing of designated historic places: <http://heritagenl.ca/discover/heritage-property-search/>)
2. **Registered Heritage Districts** – This program recognizes significant clusters or groupings of heritage buildings or cultural heritage resources that tell some of the most important stories of our province. There are 6 Registered Heritage Districts: Bay Roberts Cable Avenue (telegraph history); Water Street Harbour Grace (mercantile history); Heart’s Content (cable history); Port Union (Fisherman’s Union); Tilting (fishing outpost); Downtown Woody Point (west coast mercantile centre).
3. **Registered Heritage Structure Restoration Grants Program** – Heritage NL provides \$150,000 in grants on an annual basis to owners of Registered Heritage Structures for activities related to heritage conservation. Since its inception Heritage NL has provided nearly \$2.5 million in grants which is estimated to have leveraged at least \$10.5 million in funding from other sources (mostly private) for heritage restoration work on close to 200 structures.
4. **Registered Heritage Structures Building Assessment Program** – A grant that supports the assessment of a heritage structure by a professional prior to the commencement of restoration work to ensure that conservation work is appropriate and follows acceptable standards.
5. **Registered Heritage Structure Maintenance Grant Program** – All owners of Registered Heritage Structures are eligible for up to \$5,000 over a five-year period to ensure maintenance on heritage structures.



Restoration of Harbour Grace Railway Station Registered Heritage Structure, Harbour Grace, was completed in 2018 with support from Heritage NL. Perhaps the earliest purpose-built station in the province, the project saw the preservation of its original wood shiplap cladding and reinstatement of its historic wood roof.

To date:

293

REGISTERED HERITAGE STRUCTURE
DESIGNATIONS

35

LANDMARK DESIGNATIONS

6

REGISTERED HERITAGE DISTRICTS

\$2.5

MILLION IN RESTORATION FUNDING
DISBURSED

\$10.5+

MILLION IN PRIVATE FUNDING
LEVERAGED (ESTIMATED)

*4 Taverner's Path
Registered Heritage
Structure, Trinity, TB, was
built in 1910 as a railway
hotel and restored ending
in 2018 with support from
Heritage NL. It operates
today as Rosewood
Suites. Visit: [https://
rosewoodtrinity.com/](https://rosewoodtrinity.com/)*



II. Commemorations

1. **Plaquing Program** – All Registered Heritage Structures and Registered Heritage Districts are provided with plaques that describe their historical significance. In 2018 Heritage NL launched a new plaque design which includes more historic information on each property.
2. **Provincial Historic Commemorations Program** – In 2016-17 Heritage NL assumed responsibility for the Provincial Historic Commemorations Program (PHCP) which recognizes the following that are of provincial significance: people from the past; historic events; historic places; aspects of traditional culture; living tradition bearers. Nominations under the program are reviewed by a PHCP Sub-committee of Heritage NL. In 2018-19 Heritage NL had two research papers written for nominated subjects which were undertaken by summer students. Heritage NL received \$1,000 from NLCU to support the program through its efforts to find a sponsor. To date 33 subjects have been recognized under the program (see: <http://commemorations.ca/category/uncategorized/>).
3. **Provincial Registry of Historic Places (PRHP)** – The Provincial Registry of Historic Places, maintained by Heritage NL, lists all provincially- and municipally-designated structures and historic districts in Newfoundland and Labrador and serves as a public portal for those wishing to learn about historic places in the province. The registry includes 950 listings which comprise approximately 700 distinct places designated that have been designated by Heritage NL and municipal governments across the province. (see: <http://heritagenl.ca/discover/heritage-property-search/>)

III. Education and Outreach

Heritage NL undertakes a number of initiatives to raise awareness amongst the general public about the value of our built and intangible cultural heritage and amongst the heritage community about best practices in heritage conservation. Outreach initiatives include:

- “How to” publications to inform the public on the correct procedures dealing with the restoration of heritage buildings
- A semi-annual newsletter, “The Heritage Post” targeted to owners of Registered Heritage Structures filled with practical information on the maintenance and management of heritage structures
- Heritage Updates – an online newsletter published 4 times a year that highlights the work of Heritage NL to a general audience
- Heritage Poster Contest, targeted to the province’s K-12 school system in which participants create a poster highlighting an historic place in their community or province. This year’s competition saw 1,290 entries from 59 schools across Newfoundland and Labrador
- The provision of technical information on best practices in heritage conservation to those engaged in conservation work



Overall and Elementary Winner, Heritage Day Poster Contest 2018-19, "The Boat Launch, Pouch Cove" by Brooklyn Nichols, Grade 4, Cape St. Francis Elem., Pouch Cove.



Jubilee House Registered Heritage Structure, Bonavista, benefited from Heritage NL maintenance funding this year. The historic house welcomes guests from around the world as part of the Russelltown Inn. Visit: <https://www.russelltowninn.com/>

IV. Heritage Resource Identification

A community's cultural heritage resources (historic places, stories, cultural traditions and traditional knowledge) are some of the most valuable resources that it possesses in terms of: supporting local identity and culture; distinctive branding; and creating new economic opportunities. An important focus of Heritage NL is working with communities and organizations to identify and map their heritage resources. It does this through:

1. **People, Places & Culture Workshops** – Heritage NL works with interested communities to map their cultural heritage assets, to identify clusters or themes that make their community distinctive and point the way to development opportunities, and to consider ways to protect their heritage resources. The program has helped a number of communities to focus their efforts and has served as the basis for community development plans. In 2018-19 Heritage NL undertook workshops in 5 communities/regions.
2. **Collective Memories and Community Mug-ups** – Heritage NL's "Oral History Roadshow" booklets project was completed in partnership with 10 communities across Newfoundland and Labrador. It also undertook a multicultural oral history project called "Tales from Afar" which was featured at a presentation at The Rooms.
3. **ICH Enterprise Case Studies** – Heritage NL actively promotes the use of heritage resources as a tool for enterprise and community economic development. In support of this the ICH Office completed the first three of an ongoing series of PDF-format case studies examining the links between intangible cultural heritage/traditional knowledge and enterprise/community economic development in Newfoundland and Labrador: Exploring Folklore Through Craft; Knitting Together Business and Heritage; and The Livyers' Lot Économusée (Burin Peninsula).
4. **Support for Municipal Heritage Designations** – Heritage NL provides guidance to municipalities in designating historic places of municipal significance, including developing Statements of Significance that it includes on the Provincial Registry of Historic Places.

V. Safeguarding Newfoundland and Labrador's Intangible Cultural Heritage

The ICH Program seeks to safeguard, strengthen and celebrate Newfoundland and Labrador's distinctive intangible cultural heritage which is vital to sustaining the province's innate creativity and sense of identity. ICH comprises such things as traditional knowledge, beliefs, skills, and cultural practices. Heritage NL supports initiatives that celebrate, record, disseminate and promote the province's living heritage and helps to build bridges between diverse cultural groups within and outside Newfoundland and Labrador. Heritage NL's ICH Office regularly offers community training workshops, and works to identify, inventory, and safeguard traditions and bodies of knowledge that are under threat. The work of Heritage NL in the area of ICH is recognized nationally and internationally for its grass roots approach to supporting communities in the safeguarding of their cultural traditions and knowledge.

Partnerships

Partnerships have been key in helping Heritage NL to realize its mandate. These include government and community agencies, the private sector and educational institutions. A few key partnerships include:

University of Waterloo

Heritage NL is an active partner in a 3-year initiative headed by the University of Waterloo's School of Architecture and funded by the Social Sciences and Humanities Research Council to explore how innovative design can support quality of life, community development, and heritage adaptive reuse in two rural areas of the province: Bell Island and Fogo Island.

College of the North Atlantic

Heritage NL has been working with CNA's Geomatics program to provide meaningful learning opportunities for students while supporting clients of Heritage NL to undertake the digital documentation of historic buildings and to produce searchable databases of cultural heritage resources.

Parks Canada

Heritage NL has signed a Memorandum of Understanding with Parks Canada (Eastern Region Newfoundland & Labrador) to collaborate on initiatives that will support heritage conservation in the province.

Municipalities Newfoundland and Labrador

Heritage NL was an active partner in planning for the redevelopment of the province's "Tidy Towns" program. The focus of this initiative has been to broaden the types of community enhancement initiatives receiving recognition (Heritage & Arts; Community Infrastructure & Amenities; Food Security; Environmental Stewardship; Climate Change

St. John's Farmers' Market

Together with the St. John's Farmer's Market, Memorial University's Department of Folklore, and CHMR Campus Radio, Heritage NL produced a 12-part audio podcast series on craft and culinary traditions.

Virtual Museums of Canada (Canadian Museum of History)

Heritage NL worked with the Grand Falls-Windsor Heritage Society to complete a Virtual Museums of Canada project, "Remembering the Merchants of Main Street, Windsor." This exhibit helps visitors discover the stories behind the street's many businesses, and learn how immigration and development have impacted the community.



**REPORT ON
STRATEGIC
OBJECTIVES**

1 Adaptation of Historic Places

Demographic, economic, social and cultural changes are having a big impact on the province's built heritage. Rural depopulation, a decline in church attendance and economic changes are creating challenges for building owners to maintain their historic structures. In many instances, historic buildings have become redundant and left vacant. In St. John's, new development is placing pressure on heritage buildings. Key to preserving heritage structures is finding ways to adapt them to better meet the needs of occupants or to find appropriate new uses while protecting heritage character.

Objective By March 31, 2019 Heritage NL will have promoted best practices in the adaptation of heritage buildings to ensure their protection.

Indicator Heritage NL will have produced a tool kit from the proceedings of the forum "Adapting Heritage to the 21st Century" for public distribution.

Result Heritage NL completed a professionally-designed online "Adapting Heritage Toolkit" in the late fall of 2018, which is featured on Heritage NL's website. This 37-page document, with several links, covers four main themes:

1. Tools for identifying potential new uses of heritage structures, making the business case for heritage adaptive reuse, and using built heritage as a resource for community development
2. Tools for making heritage structures more sustainable from environmental and financial perspectives
3. Design Issues around Adapting Historic Places
4. Giving greater meaning to Historic Places through stories

The toolkit comprises 16 entries or case studies/presentations based on presentations made at the 2017 "Adapting Heritage" conference. To promote the toolkit, a media release was sent out upon the launch of the tool kit which resulted in an interview with CBC Radio. A notice about the toolkit was sent to all municipalities in the province as well as participants in the Adaptive Heritage conference. To date nearly 800 individual clicks have been made on the online toolkit (see: <http://heritagenl.ca/restoration/adapting-heritage-toolkit/>).

2. Identification, Protection, and Development of Heritage Resources

A community's heritage resources, be they in the form of historic places and structures, traditional knowledge, cultural practices, or stories, are key to building local identity and pride. They are also some of the most important assets that a community has in terms of branding, and tourism and economic development. Knowing what a community has, developing strategies for protecting and safeguarding, heritage assets and creating long-term development plans are key.

Objective By March 31, 2019 Heritage NL will have promoted the identification, protection and development of heritage resources (tangible and intangible) as a community development tool, in particular as it relates to enhancing the tourism product offerings in the province.

Indicator By March 2019 Heritage NL will have evaluated its "People, Place and Culture" pilot projects, made refinements, and delivered additional projects in 2-3 communities in the province.

Result In evaluating the pilot workshops, Heritage NL made some changes. For one, it adapted the format to suit the specific needs of communities which meant, in one case, giving it a more regional focus and, in another, focusing on a particular area of a community. As well, it made some additions to the final workshop report which include not only the results of the workshop, but recommendations from Heritage NL on how a community can move forward most productively in realizing the potential of its heritage resources, and a list of government programs and resources that can assist community efforts.

In 2018-19 Heritage NL facilitated “People, Places & Culture” workshops in the following 5 communities/regions: Flat Bay; St. George’s; Harbour Grace; Carbonear; and a cluster of communities that included: Heart’s Content, New Perlican, Winterton, and Hant’s Harbour.

Efforts to plan for the redevelopment of the Heart’s Content Registered Heritage District led to a local sentiment that planning efforts focused on heritage resources would best be undertaken in collaboration with 3 other neighbouring communities on Trinity Bay. This was in response to a declining and aging volunteer base in each of the communities and the need to pool efforts and resources. The People, Places and Culture workshop in the region resulted in a series of ongoing meetings, facilitated by Heritage NL, that explore opportunities for collaboration in tourism promotion and development.

In the case of Carbonear, the session focused on the community’s historic waterfront and commercial district in support of efforts by the town to implement a downtown infrastructure redevelopment strategy. It too resulted in follow-up sessions with Heritage NL to explore comprehensive approaches to downtown redevelopment.

The Harbour Grace workshop, attended by approximately 25 individuals, led to the creation of a heritage development corporation which is seeking to actively implement a number of the development opportunities that were identified in the final workshop report.

The Flatbay workshop, the first held in an Indigenous community, identified how a long tradition of guiding could form the basis of new tourism experiences. A critical piece was ensuring that traditional knowledge was passed on from older generations to local youth. A successful elder-youth mentorship initiative from Labrador was put forward.

3. Supporting Social Inclusion and Tourism Development through Intangible Cultural Heritage

In our modern, fast-paced society the experience and knowledge of seniors is generally not valued as it once was and many seniors find themselves increasingly isolated. In the past, traditional knowledge and local history was passed on naturally from generation to generation. Today that happens less frequently as younger generations leave rural communities or lead busy lives. The collecting of oral histories and local knowledge can be a valuable tool for validating the knowledge and experience of seniors and for supporting greater social inclusion, particularly when efforts are made to connect seniors with youth to allow them to share their knowledge.

Cultural traditions and knowledge can also form the basis of new enterprise, often in the area of tourism and craft industries. Creating greater awareness of ICH can serve as an inspiration for new business development.

Objective By March 31, 2019 Heritage NL, through its ICH Office, will have undertaken activities to promote ICH as a tool for social inclusion (seniors and youth) and for tourism development in support of the Province’s goal of enhancing tourism spending.

Indicator By March 2019 Heritage NL, building on its experience with “Collective Memories,” will have developed and disseminated tools for communities to engage seniors on ICH initiatives that support social inclusion.

Result Based on experience gained through its Collective Memories initiative, the ICH office launched an online set of tools to encourage communities to celebrate, record, disseminate and promote the voices and memories of local seniors. The toolkit offers advice on project planning, interviewing, and consent issues, as well as how-to guides for running “Memory Mug Up” oral history storytelling sessions for seniors. The toolkit is available online at www.ichblog.ca under “Oral History.”

Along with the online resources, the ICH office ran workshops on oral history, audio equipment and sound tips, and developed a “Digital Storytelling” workshop for seniors. Over 850 people attended approximately 40 ICH events and meetings, with representation from the following 22 communities: Bauline; Bell Island; Carbonear; Cupids; Gander; Grand Falls-Windsor; Glenwood; Hant’s Harbour; Harbour Grace; Heart’s Content; Heart’s Delight-Islington; Hillview; Logy Bay Middle Cove Outer Cove; Lower Island Cove; Marystown; Mount Pearl; New Perlican; Portugal Cove-St. Philip’s; Spaniard’s Bay; St. John’s; Torbay; and, Winterton.

Participants at the “People, Places, and Culture” workshop held in Harbour Grace.



**Participant in the
Memory Mug Up
project:**

“Collecting the memories of people who worked at Harmon Air Force Base from 1941-1966 provided a forum for seniors to reminisce and share experiences. We were ever so grateful to have John Young’s story (Retired US serviceman stationed at Harmon AFB) recorded. He was bound and determined to travel from the US to Stephenville one last time even when his health was failing him. John died shortly after his story was recorded. We are appreciative he shared a piece of his life story with us.”

**Participant in the
Merchants of Main
Street project:**

“This project has been one of the most rewarding experiences I have ever had and it has taught me a lot about my adopted community. Our booklet isn’t even available as I’m writing this yet there is so much interest. The people we interviewed are anxiously awaiting its publication and I’m looking forward to the townspeople’s reactions. The board of the Grand Falls-Windsor Heritage Society has been working hard to get our story out and get more people involved. I think this project will ‘put us on the map’ as they say.”

Objectives and Indicators 2019–20

- Objective** By March 31, 2020 the Heritage NL will have promoted best practices in the adaptation of heritage buildings to ensure their protection.
- Indicator** By March 31, 2020, Heritage NL will have worked with one or more operators of community-owned heritage properties to develop a business plan that explores the feasibility of different options for sustainable adaptive reuse.
- Objective** By March 31, 2020 the Heritage NL will have promoted the identification, protection and development of heritage resources (tangible and intangible) as a community development tool, in particular as it relates to enhancing the tourism product offerings in the province.
- Indicator** By March 31, 2020 Heritage NL will have created a template for the development of regional guides to Registered Heritage Structures as a means to create greater awareness about the province’s built heritage and to enhance visitation. The template will have been piloted in at least one region of the province.
- Objective** By March 31, 2020 the Heritage NL, through its ICH Office, will have undertaken activities to promote ICH as a tool for social inclusion (seniors and youth) and for tourism development in support of the Province’s goal of enhancing tourism spending.
- Indicator** By March 2020 Heritage NL will have developed six case studies to promote the links between living heritage, entrepreneurship, and economic/tourism development in Newfoundland and Labrador. These case studies will be shared on social media, the web, and delivered as a set of print copies to business development agencies across the province.

Opportunities and Challenges

Opportunities

Enhancing the Use and Preservation of Heritage Resources as a Community Economic Development Tool – Places like Bonavista, Trinity, Port Union, Woody Point, and Battle Harbour have put themselves on the map through the conservation and development of their heritage assets. There is a lot of potential for other communities in Newfoundland and Labrador to do the same. There are opportunities for Heritage NL to work more closely with communities across the province, particularly those that have Registered Heritage Districts or significant concentrations of heritage assets. Currently, Heritage NL is piloting an initiative in the Heart's Content Heritage District to put in place protection and funding measures for heritage assets.

Challenges

Lack of Professional Heritage Conservation Expertise – A critical aspect of ensuring the conservation of Newfoundland and Labrador's historic places is the availability of specialized conservation expertise. With a relatively small market for heritage conservation work, this is a particular challenge in this province. In many cases it has been necessary to rely on expertise from outside the province. Heritage NL is seeking to address this with professional training and skills development in partnership with agencies like Parks Canada and educational institutions and professional associations.

Resourcing Heritage Restoration Work around the Province – Through program changes and awareness, the demand for Heritage NL financial support for conservation is outstripping its resources. This is particularly the case for a number of the province's landmark structures which require significant resources to maintain. Examples include:

- **Bridge House, Bonavista**, the oldest documented residence in NL;
- **Masonic Temple, St. John's**, one of the finest Masonic lodges in Canada;
- **Immaculate Conception Cathedral, Harbour Grace**, a large stone church to be redeveloped as a hospitality business; and
- **RC Basilica Complex, St. John's**, one of the finest collections of ecclesiastical buildings in Canada, and part of a National Historic Site, which will require tens of millions of dollars over the coming decades to maintain



The Basilica and surrounding campus have undergone extensive documentation with support from Heritage NL. This groundwork will facilitate future project planning and allow input from physically remote teams of experts.

Next page: Aerial photography completed as part of the Basilica documentation project permits safe inspection of inaccessible architectural elements.



**FINANCIAL
STATEMENTS**

**HERITAGE FOUNDATION OF
NEWFOUNDLAND AND LABRADOR**

FINANCIAL STATEMENTS

MARCH 31, 2019

Management's Report

Management's Responsibility for the Heritage Foundation of Newfoundland and Labrador Financial Statements

The financial statements have been prepared by management in accordance with Canadian public sector accounting standards and the integrity and objectivity of these statements are management's responsibility. Management is also responsible for all of the notes to the financial statements, and for ensuring that this information is consistent, where appropriate, with the information contained in the financial statements.

Management is also responsible for implementing and maintaining a system of internal controls to provide reasonable assurance that transactions are properly authorized, assets are safeguarded and liabilities are recognized.

Management is also responsible for ensuring that transactions comply with relevant policies and authorities and are properly recorded to produce timely and reliable financial information.

The Board of Directors is responsible for ensuring that management fulfills its responsibilities for financial reporting and internal control and exercises these responsibilities through the Board. The Board reviews internal financial information on a periodic basis and external audited financial statements yearly.

The Auditor General conducts an independent audit of the annual financial statements of the Foundation, in accordance with Canadian generally accepted auditing standards, in order to express an opinion thereon. The Auditor General has full and free access to financial management of the Heritage Foundation of Newfoundland and Labrador.

On behalf of the Heritage Foundation of Newfoundland and Labrador.



Jerry Dick
Executive Director



**AUDITOR
GENERAL**
of Newfoundland and Labrador

INDEPENDENT AUDITOR'S REPORT

To the Chairperson and Members
Heritage Foundation of Newfoundland and Labrador
St. John's, Newfoundland and Labrador

Opinion

I have audited the financial statements of the Heritage Foundation of Newfoundland and Labrador (the Foundation), which comprise the statement of financial position as at March 31, 2019, and the statements of operations, change in net financial assets, and cash flows for the year then ended, and notes to the financial statements, including a summary of significant accounting policies.

In my opinion, the accompanying financial statements present fairly, in all material respects, the financial position of the Foundation as at March 31, 2019, and the results of its operations and its cash flows for the year then ended in accordance with Canadian public sector accounting standards.

Basis for Opinion

I conducted my audit in accordance with Canadian generally accepted auditing standards. My responsibilities under those standards are further described in the *Auditor's Responsibilities for the Audit of the Financial Statements* section of my report. I am independent of the Foundation in accordance with the ethical requirements that are relevant to my audit of the financial statements in Canada, and I have fulfilled my other ethical responsibilities in accordance with these requirements. I believe that the audit evidence I have obtained is sufficient and appropriate to provide a basis for my opinion.

Other Information

Management is responsible for the other information. The other information comprises the information included in the annual report, but does not include the financial statements and my auditor's report thereon. The annual report is expected to be made available to me after the date of this auditor's report.

My opinion on the financial statements does not cover the other information and I will not express any form of assurance conclusion thereon.

In connection with my audit of the financial statements, my responsibility is to read the other information identified above when it becomes available and, in doing so, consider whether the other information is materially inconsistent with the financial statements or my knowledge obtained in the audit, or otherwise appears to be materially misstated. When I read the annual report, if I conclude that there is a material misstatement therein, I am required to communicate the matter to those charged with governance.

Independent Auditor's Report (cont.)

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is responsible for assessing the Foundation's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Foundation or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Foundation's financial reporting process.

Auditor's Responsibilities for the Audit of the Financial Statements

My objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes my opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

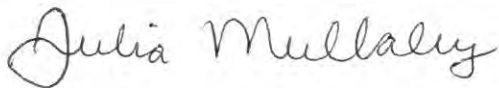
As part of an audit in accordance with Canadian generally accepted auditing standards, I exercise professional judgment and maintain professional skepticism throughout the audit. I also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for my opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Foundation's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.

Independent Auditor's Report (cont.)

- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Foundation's ability to continue as a going concern. If I conclude that a material uncertainty exists, I am required to draw attention in my auditor's report to the related disclosures in the financial statements or, if such disclosures are inadequate, to modify my opinion. My conclusions are based on the audit evidence obtained up to the date of my auditor's report. However, future events or conditions may cause the Foundation to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

I communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that I identify during my audit.



JULIA MULLALEY, CPA, CA
Auditor General

July 2, 2019
St. John's, Newfoundland and Labrador


HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
STATEMENT OF FINANCIAL POSITION
As at March 31

	2019	2018
FINANCIAL ASSETS		
Cash	\$ 34,108	\$ 99,835
Portfolio investments (Note 4)	847,110	969,159
Accounts receivable (Note 5)	30,171	39,346
	911,389	1,108,340
LIABILITIES		
Accounts payable and accrued liabilities	12,445	2,450
Accrued employee benefits	17,902	21,456
Employee future benefits (Note 6)	-	21,904
Deferred revenue (Note 7)	749,376	899,550
	779,723	945,360
Net financial assets	131,666	162,980
NON-FINANCIAL ASSETS		
Tangible capital assets (Note 8)	4,952	7,485
Prepaid expenses	1,463	1,563
	6,415	9,048
Accumulated surplus (Note 9)	\$ 138,081	\$ 172,028

Contractual obligations (Note 13)

*The accompanying notes are an
integral part of these financial statements.*

Signed on behalf of the Foundation:


Chairperson


Member

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
STATEMENT OF OPERATIONS
For the Year Ended 31 March

	2019 Budget	2019 Actual	2018 Actual
	(Note 15)		
REVENUES			
Province of Newfoundland and Labrador (Note 16)	\$ 506,000	\$ 668,866	\$ 662,914
Government of Canada	85,500	36,939	24,220
Conference fees	-	-	20,116
Income from portfolio investments	20,000	20,026	18,316
Miscellaneous	25,500	1,000	3,691
	637,000	726,831	729,257
EXPENSES (Note 10)			
Heritage grants	150,000	314,211	206,944
Fisheries Heritage Preservation Initiative	5,000	-	3,569
Restricted Heritage District	10,000	1,082	12,142
Special projects (Note 11)	84,750	8,588	87,115
Administration	317,976	305,579	375,239
Intangible Cultural Heritage Strategy (Note 12)	110,200	131,318	100,120
	677,926	760,778	785,129
Annual deficit	(40,926)	(33,947)	(55,872)
Accumulated surplus, beginning of year	172,028	172,028	227,900
Accumulated surplus, end of year	\$ 131,102	\$ 138,081	\$ 172,028

*The accompanying notes are an
integral part of these financial statements.*

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
STATEMENT OF CHANGE IN NET FINANCIAL ASSETS
For the Year Ended March 31

	2019 Budget	2019 Actual	2018 Actual
	(Note 15)		
Annual deficit	\$ (40,926)	\$ (33,947)	\$ (55,872)
Tangible capital assets			
Acquisition of tangible capital assets	-	-	-
Amortization of tangible capital assets	-	2,533	2,533
	-	2,533	2,533
Prepaid expenses			
Acquisition of prepaid expense	-	(1,463)	(1,563)
Use of prepaid expense	-	1,563	383
	-	100	(1,180)
Decrease in net financial assets	(40,926)	(31,314)	(54,519)
Net financial assets, beginning of year	162,980	162,980	217,499
Net financial assets, end of year	\$ 122,054	\$ 131,666	\$ 162,980

*The accompanying notes are an
integral part of these financial statements.*

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
STATEMENT OF CASH FLOWS
For the Year Ended March 31

	2019	2018
Operating transactions		
Annual deficit	\$ (33,947)	\$ (55,872)
Adjustment for non-cash items		
Amortization of tangible capital assets	2,533	2,533
	(31,414)	(53,339)
Change in non-cash operating items		
Accounts receivable	9,175	20,568
Accounts payable and accrued liabilities	9,995	(7,959)
Accrued employee benefits	(3,554)	(8,301)
Employee future benefits	(21,904)	(28,695)
Deferred revenue	(150,174)	(157,234)
Prepaid expenses	100	(1,180)
Cash applied to operating transactions	(187,776)	(236,140)
Capital transactions		
Purchase of tangible capital assets	-	-
Cash applied to capital transactions	-	-
Investing transactions		
Purchase of portfolio investments	(700,105)	(368,935)
Redemption of portfolio investments	822,154	600,000
Cash provided from investing transactions	122,049	231,065
Decrease in cash	(65,727)	(5,075)
Cash, beginning of year	99,835	104,910
Cash, end of year	\$ 34,108	\$ 99,835

The accompanying notes are an integral part of these financial statements.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

1. Nature of operations

The Heritage Foundation of Newfoundland and Labrador (the Foundation) operates under the authority of the *Historic Resources Act*. Its affairs are managed by members of the Foundation appointed by the Lieutenant-Governor in Council.

The objectives of the Foundation are:

- (a) to stimulate an understanding of and appreciation for the architectural heritage of the Province;
- (b) to support and contribute to the preservation, maintenance and restoration of buildings and other structures of architectural or historical significance in the Province; and
- (c) to contribute to the increase and diffusion of knowledge about the architectural heritage of the Province.

The Foundation is a Crown entity of the Province of Newfoundland and Labrador and as such is not subject to Provincial or Federal income taxes.

2. Summary of significant accounting policies

(a) Basis of accounting

The Foundation is classified as an Other Government Organization as defined by Canadian Public Sector Accounting Standards (CPSAS). These financial statements are prepared by management in accordance with CPSAS for provincial reporting entities established by the Canadian Public Sector Accounting Board (PSAB). The Foundation does not prepare a statement of remeasurement gains and losses as the Foundation does not enter into relevant transactions or circumstances that are being addressed by the statement.

(b) Financial instruments

The Foundation's financial instruments recognized on the statement of financial position consist of cash, portfolio investments, accounts receivable, accounts payable and accrued liabilities, and accrued employee benefits. The Foundation generally recognizes a financial instrument when it enters into a contract which creates a financial asset or financial liability. Financial assets and financial liabilities are initially measured at cost, which is the fair value at the time of acquisition. The Foundation subsequently measures all of its financial assets and financial liabilities at cost.

The carrying values of cash, portfolio investments, accounts receivable, accounts payable and accrued liabilities, and accrued employee benefits approximate fair value due to their nature and/or the short term maturity associated with these instruments.

Interest attributable to financial instruments is reported on the statement of operations.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

2. Summary of significant accounting policies (cont.)

(c) Cash

Cash includes cash in the bank.

(d) Employee future benefits

- (i) Severance pay is calculated based on years of service and current salary levels. Consistent with a change in Government's severance policy, the Foundation changed its severance policy during the year. As a result, no further severance accrued for employees after May 31, 2018. Employees who had at least one year of eligible service as at May 31, 2018 had the option of receiving their severance entitlement during the fiscal year ended March 31, 2019, or deferring it to a later date. All employees elected to receive their severance entitlement during the current fiscal year.
- (ii) The employees of the Foundation are covered by the *Public Service Pensions Act, 1991*, or a self-directed RRSP. For employees covered by the self-directed RRSP, the Foundation will contribute at the same rates as the Public Service Pension Plan based on the employee's salary to the self-directed RRSP but there is no requirement for the employee to match the contributions.

For employees covered by the *Public Service Pensions Act, 1991*, employee contributions are matched by the Foundation and then remitted to Provident¹⁰ from which pensions will be paid to employees when they retire. This plan is a multi-employer, defined benefit plan, providing a pension on retirement based on the member's age at retirement, length of service and the average of their best six years of earnings for service on or after January 1, 2015, and, for service before January 1, 2015, the higher of the average of the frozen best five years of earnings up to January 1, 2015, or the average of the best six years of earnings for all service.

The contributions of the Foundation to both the self-directed RRSPs and Provident¹⁰ are recorded as an expense for the year.

(e) Tangible capital assets

Tangible capital assets are recorded at cost, including amounts that are directly related to the acquisition of the assets.

The cost, less residual value, of the tangible capital assets is amortized on a straight-line basis over their estimated useful lives as follows:

Systems development	5 years
Office and computer equipment	5 years

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

2. Summary of significant accounting policies (cont.)

(e) Tangible capital assets (cont.)

Tangible capital assets are written down when conditions indicate that they no longer contribute to the Foundation's ability to provide services, or when the value of future economic benefits associated with the tangible capital assets are less than their net book value. The net write-downs are accounted for as expenses in the statement of operations.

Minor tangible capital asset purchases are charged to operations in the year of acquisition.

(f) Prepaid expenses

Prepaid expenses are charged to the expense over the periods expected to benefit from it.

(g) Revenues

Revenues are recognized in the periods in which the transactions or events occurred that gave rise to the revenues. All revenues are recorded on an accrual basis, except when the accruals cannot be determined with a reasonable degree of certainty or when their estimation is impracticable.

The Foundation recognizes government transfers as revenues when the transfer is authorized, any eligibility criteria are met, except when and to the extent that transfer stipulations give rise to an obligation that meets the definition of a liability for the Foundation. Transfers are recognized as deferred revenue when transfer stipulations give rise to a liability. Transfer revenues are recognized in the statement of operations as the stipulations related to the liabilities are settled. Government transfers consist of funding from the Province of Newfoundland and Labrador and the Government of Canada.

Income from portfolio investments is recorded as earned.

(h) Expenses

Expenses are reported on an accrual basis. The cost of all goods consumed and services received during the year is recorded as an expense.

Government transfers are recognized as expenses in the period in which the transfer is authorized and all eligibility criteria have been met. Government transfers include grants and subsidies under the Foundation's Registered Heritage Structures grant program, the Fisheries Heritage Preservation grant program, and other projects as directed by the Province.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

2. Summary of significant accounting policies (cont.)

(i) Measurement uncertainty

The preparation of financial statements in conformity with CPSAS requires management to make estimates and assumptions that affect the reporting amounts of assets and liabilities, and disclosure of contingent assets and liabilities, at the date of the financial statements and the reported amounts of the revenues and expenses during the period. Items requiring the use of significant estimates include the useful life of tangible capital assets and estimated employee future benefits.

Estimates are based on the best information available at the time of preparation of the financial statements and are reviewed annually to reflect new information as it becomes available. Measurement uncertainty exists in these financial statements. Actual results could differ from these estimates.

3. Change in accounting policy

On April 1, 2018, the Foundation adopted *PS 3430 Restructuring Transactions*. This is a new standard on how to account for and report restructuring transactions by both transferors and recipients of assets and/or liabilities. This accounting change had no impact on the financial statements.

4. Portfolio investments

	<u>2019</u>	<u>2018</u>
<u>Portfolio investments, at cost</u>	<u>\$ 847,110</u>	<u>\$ 969,159</u>
<u>Portfolio investments, at market</u>	<u>\$ 847,110</u>	<u>\$ 969,159</u>

Investments consist of Guaranteed Investment Certificates, with maturity dates ranging from July 8, 2019 to August 15, 2020, and interest rates ranging from 1.25% to 2.70%.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

5. Accounts receivable

	<u>2019</u>	<u>2018</u>
Investment income receivable	\$ 14,442	\$ 9,687
Harmonized sales tax receivable	5,878	14,352
Province of Newfoundland and Labrador	8,700	8,700
Trade accounts receivable	1,151	6,607
	<u>\$ 30,171</u>	<u>\$ 39,346</u>

There is no allowance for doubtful accounts since all amounts are considered collectible.

6. Employee future benefits

(a) Severance pay

Employee future benefits consist of the liability for severance pay of \$0 (2018 - \$21,904).

(b) Retirement benefits

The Foundation and certain of its employees are subject to the *Public Service Pensions Act, 1991*. The plan is administered by Provident¹⁰, including payment of pension benefits to employees to whom the *Act* applies.

The plan provides a pension to employees based on their age at retirement, length of service and rates of pay. The maximum contribution rate for eligible employees was 11.85% (2018 - 11.85%). The Foundation's contributions equal the employee contributions to the plan. Total pension expense for the Foundation for the year ended March 31, 2019 was \$24,943 (2018 - \$25,675).

For those employees not covered by the Public Service Pension Plan, the Foundation will make an annual contribution equal to the rate provided under the Public Service Pension Plan (maximum of 11.85% of the employee's salary) to a self-directed RRSP. There is no requirement that the employee make a matching contribution. Contributions to self-directed RRSPs for the year ended March 31, 2019, were \$2,008 (2018 - \$8,591).

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

7. Deferred revenue

Deferred revenue includes contributions received from the Province of Newfoundland and Labrador and Government of Canada. The contributions received from the Province of Newfoundland and Labrador are to be used for the payment of heritage grants and other heritage initiatives as directed by the Province. The contributions received from the Government of Canada are to be used for the New Horizons for Seniors Program.

	Balance, beginning of year	Receipts during year	Transferred to revenue	Balance, end of year
Registered Heritage Structures	\$ 679,687	\$ 150,000	\$ 314,211	\$ 515,476
Fisheries Heritage Preservation Program	51,667	-	-	51,667
Ecclesiastical Structures	95,336	-	-	95,336
Registered Heritage Districts	62,971	-	1,082	61,889
Collective Memories Project	6,324	-	2,783	3,541
New Horizons for Seniors Program	-	21,467	-	21,467
JCP Project for Intangible Cultural Heritage Program	3,565	-	3,565	-
	\$ 899,550	\$ 171,467	\$ 321,641	\$ 749,376

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

8. Tangible capital assets

Cost	Systems development	Office and computer equipment	Total
Balance, March 31, 2018	\$ 267,096	\$ 78,224	\$ 345,320
Acquisition of Tangible Capital Assets	-	-	-
Balance, March 31, 2019	267,096	78,224	345,320
Accumulated amortization			
Balance, March 31, 2018	267,096	70,739	337,835
Amortization expense	-	2,533	2,533
Balance, March 31, 2019	267,096	73,272	340,368
Net book value, March 31, 2019	\$ -	\$ 4,952	\$ 4,952
Net book value, March 31, 2018	\$ -	\$ 7,485	\$ 7,485

9. Accumulated surplus

Section 25 of the *Historic Resources Act* requires the Foundation to maintain a Fund of monies voted to it by the Legislature and of other monies received by way of gift, bequest, donation or otherwise. Disbursements from the Fund may be made by the Foundation for the purposes set out in the Legislation. The Fund consists of the accumulated surplus of the Foundation. As at March 31, 2019, the Fund balance was \$138,081 (2018 - \$172,028).

10. Expenses by object

The following is a summary of expenses by object:

	<u>2019</u>	<u>2018</u>
Salaries and benefits	\$ 400,760	\$ 457,358
Grants	313,022	204,890
Purchased services	24,615	48,070
Travel	11,144	41,214
Professional services	5,946	26,355
Communications	2,696	2,548
Amortization	2,533	2,533
Property, furnishings and equipment	62	2,161
	\$ 760,778	\$ 785,129

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

11. Special projects

The Foundation incurred expenses related to the following special projects.

	<u>2019</u>	<u>2018</u>
Collective Memories Project	\$ 2,783	\$ 40,680
Ecclesiastical Conference	-	38,604
Other	5,805	7,831
	<u>\$ 8,588</u>	<u>\$ 87,115</u>

12. Intangible Cultural Heritage Strategy

In 2008, the Province appointed the Foundation to lead and implement the Province's Intangible Cultural Heritage Strategy. The mission of the Strategy is to safeguard and sustain the Intangible Cultural Heritage of Newfoundland and Labrador for present and future generations, as a vital part of the identities of Newfoundlanders and Labradorians, and as a valuable collection of unique knowledge and customs. During the year, the Foundation recognized \$92,991 (2018 - \$91,341) in revenue related to the Strategy. The Foundation also incurred expenses of \$131,318 (2018 - \$100,120) related to the Strategy.

13. Contractual obligations

(a) Grant commitments

As at March 31, 2019, the Foundation had committed \$295,793 (2018 - \$584,361) in the form of heritage grants approved but not yet disbursed or rescinded. Future disbursements related to these heritage grants will be recorded as reductions to deferred revenue. The Foundation adopted a policy with respect to heritage grant commitments requiring that all grants approved be available for a period of two years from the date of grant approval. Clients not utilizing the heritage grants within this timeframe will forfeit their right to these heritage grants, unless an extension is granted.

As at March 31, 2019, the Foundation had also committed \$0 (2018 - \$0) in the form of Fisheries Heritage Preservation Initiative grants approved but not yet disbursed or rescinded. Future disbursements related to these Fisheries Heritage Preservation Initiative grants will be recorded as reductions to deferred revenue. The Foundation's policy with respect to Fisheries Heritage Preservation Initiative grant commitments requires that all grants approved be available for a period of one year from the date of grant approval. Clients not utilizing the Fisheries Heritage Preservation Initiative grants within this timeframe will forfeit their right to these grants, unless an extension is granted.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

13. Contractual obligations (cont.)

(b) Operating lease obligation

Office equipment has been leased by the Foundation. Minimum lease payments over the remaining term of the lease are as follows:

2019-20	\$ <u>1,073</u>
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14. Financial risk management

The Foundation recognizes the importance of managing risks and this includes policies, procedures and oversight designed to reduce risks identified to an appropriate threshold. The risks that the Foundation is exposed to through its financial instruments are credit risk, liquidity risk and market risk. There was no significant change in the Foundation's exposure to these risks or its processes for managing these risks from the prior year.

Credit risk

Credit risk is the risk that one party to a financial instrument will cause a financial loss for the other party by failing to discharge an obligation. The Foundation's main credit risk relates to cash, portfolio investments and accounts receivable. The Foundation's maximum exposure to credit risk is the carrying amounts of these financial instruments. The Foundation is not exposed to significant credit risk with its cash or portfolio investments because these financial instruments are held with a Chartered Bank. The Foundation is not exposed to significant credit risk related to its accounts receivable as these amounts are due primarily from the Province of Newfoundland and Labrador, a Chartered Bank, or the Government of Canada. Accordingly, there is no allowance for doubtful accounts as all amounts are considered collectible.

Liquidity risk

Liquidity risk is the risk that the Foundation will be unable to meet its financial liabilities and contractual obligations. The Foundation's exposure to liquidity risk relates mainly to its accounts payable and accrued liabilities, accrued employee benefits, and its contractual obligations as disclosed in Note 13. The Foundation manages liquidity risk by monitoring its cash flows and ensuring that it has sufficient resources available to meet its financial liabilities and contractual obligations.

Market risk

Market risk is the risk that the fair value or future cash flows of a financial instrument will fluctuate because of changes in market prices. Market risk comprises three types of risk: currency (foreign exchange) risk, interest rate risk and other price risk. The Foundation is not exposed to significant foreign exchange or other price risk. The Foundation is not exposed to significant interest rate risk related to its portfolio investments because these investments have fixed interest rates and fixed values at maturity.

HERITAGE FOUNDATION OF NEWFOUNDLAND AND LABRADOR
NOTES TO FINANCIAL STATEMENTS
March 31, 2019

15. Budgeted figures

Budgeted figures, which have been prepared on a cash basis, are provided for comparison purposes and have been derived from the estimates approved by the Board of Directors of the Foundation.

16. Related party transactions


- (a) The Foundation receives grant funding from the Province of Newfoundland and Labrador. During the year, the Foundation received grants totaling \$497,225 (2018 - \$529,900). The Foundation recognized \$668,866 (2018 - \$662,914) in revenue from the Province of Newfoundland and Labrador, including deferred revenue recognized in the fiscal year in which it is spent.
- (b) The Foundation leases office space from the Province of Newfoundland and Labrador at an annual rate of \$1.
- (c) Accounts receivable includes amounts due from related parties of \$8,700 (2018 - \$8,700)


17. Non-financial assets


The recognition and measurement of non-financial assets is based on their service potential. These assets will not provide resources to discharge liabilities of the Foundation. For non-financial assets, the future economic benefit consists of their capacity to render service to further the Foundation's objectives.



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PROJECTS

Historic home project part of bigger plans for Bonavista

Don Procter February 4, 2022



TOWN OF BONAVIDA - Set in a 1930s former woodworking building, Bonavista Creative Workshop employs 30 craftspeople including heritage carpenters who make and install historic reproduction wood windows, doors, cedar shake roofs, staircases, interior architectural features and even stained glass windows. Pictured working on a door is Dion Wayne of Bonavista Creative Workshop.

Repairs and restoration work to the oldest documented home in Newfoundland and Labrador is just one part of an ambitious long-range plan by leaders of the Town of Bonavista to see many of its 1,100 historic homes and buildings brought back to their appropriate period.

It is a far-sighted economic initiative that not only creates jobs for local builders and renovators but will attract tourists to the town of 4,000 residents overlooking Bonavista Bay and the north Atlantic, a three-and-a-half-hour drive north of St. John's.

The tourism industry has become a mainstay in Bonavista since the Cod moratorium put a halt to the commercial fisheries in 1992, the lifeblood of the town at the time.

"If we are going to increase tourism, we know that we definitely need these houses," says David Hiscock, treasurer of the Bonavista Historic Townscape Foundation (BHTF), which offers residents incentives – often in the form of grants – for their restoration efforts.

So far the plan is working.

"We have actually grown in size and grown in jobs where most of our towns in Newfoundland, like towns in any province, have not," says Hiscock, adding more residents are seeing restoration and renovation as an investment in their homes and the town's well-being.

To meet the demand for historic-appropriate windows and doors and other architectural elements, a local woodworking business was established and eventually taken over and expanded by John Norman. Set in a 1930s former woodworking building, Bonavista Creative Workshop employs 30 craftspeople including heritage carpenters who make and install historic reproduction wood windows, doors, cedar shake roofs, staircases, interior architectural features and even stained glass windows. The seven-year-old company even has a house mover on staff.

Norman, now serving his second term as Bonavista's mayor, says his company has become the largest heritage woodworking shop in the province. Orders come from St. John's, other parts of the province and the company has even done work for clients as far away as Cabbagetown, a historic neighbourhood in Toronto.

Expected to cost well in excess of \$1 million, the restoration of the Alexander Bridge House is part of a \$1.8 million multi-level government grant that includes the construction of a boardwalk connecting parts of downtown in seaport.

A three-bay, Georgian style home constructed between 1811 and 1814, has sat vacant and neglected for decades. It made the Heritage Canada Foundation's national list of most endangered properties.

Norman says his woodworking shop will probably bid on windows, doors and other architectural elements for the Bridge House project expected to start this spring.

Once the project is completed, the property will be managed by the BHTF which will put out a request for proposals for its use.

Hiscock says it could possibly be leased as a high-end seafood restaurant on the main floor and offer a museum to the home's history on the second floor.

While tourism has taken a hit around the globe through the pandemic, Bonavista is holding its own, largely because of the province and the country's marketing push for staycations.

But Norman says the town faces growing problems normally associated with big cities like Toronto, a shortage of affordable housing and labour scarcities.

He says residential real estate has jumped by 70 per cent in the past couple of years and the market for sales is hot.

“If I had 20 (historic) houses (for sale) I could sell them all tomorrow.”

The pandemic has played a role in the housing surge as the work-at-home shift has people in big cities including Toronto realizing they could work from a home they buy in Bonavista for well under \$300,000, the mayor says.

The housing demand, however, has created a scarcity of skilled labour in construction and while most of Norman’s company’s lumber supplies are being met on time, door and window hardware and weather stripping from Quebec and the U.S. are seeing delays because of the pandemic, he says.

“I think the biggest impact of COVID is exacerbating the housing market from a six-month to one-year wait list to now two or three years, depending on what kind of property you are looking for.”

The Alexander Bridge House and boardwalk projects are funded largely through the Atlantic Canada Opportunities Agency, with a smaller percentage provided by the province. The BHTF is contributing 10 per cent (\$180,000) to the restoration effort.



SUBMITTED PHOTO – The restoration of the Alexander Bridge House in the Town of Bonavista in Newfoundland and Labrador is part of a \$1.8 million multi-level government grant that includes the construction of a boardwalk connecting parts of the downtown.



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WEST HANTS REGIONAL MUNICIPALITY REPORT

Information <input type="checkbox"/>	Recommendation <input checked="" type="checkbox"/>	Decision Request <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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To: Members of Planning and Heritage Advisory Committee (PAC/HAC)

Submitted by: _____
Kari Fougere, Acting Director of Planning and Development

Date: July 10th, 2025

Subject: Development Agreement: Bear Lake Wind Project; File # 25-18

LEGISLATIVE AUTHORITY

Municipal Government Act Section 230

RECOMMENDATION or DECISION REQUEST

Staff recommends that the PAC/HAC forward a positive recommendation by passing the following motion:

...that PAC/HAC recommends that Council give First Reading and hold a Public Hearing to consider entering into a development agreement to allow a Wind Farm on PIDs 45399540, 45399573, 45381217, 45381209, 45399532, 45060068, and 45060076 which is substantively the same as the draft set out in Attachment D of the report File #25-13 to the Planning and Heritage Advisory Committee dated March 13, 2025.

...that PAC/HAC recommends that Council require that the development agreement with Bear Lake Wind Ltd., Wagner Forest NS Ltd., and Atlantic Star Forestry Ltd., for PIDs 45399540, 45399573, 45381217, 45381209, 45399532, 45060068, and 45060076 be signed within 120 days from the date of final approval by Council or the date that any appeals have been disposed of; otherwise this approval will be void and obligations arising hereunder shall be at an end.

BACKGROUND

Property <input checked="" type="checkbox"/>	Public Opinion <input type="checkbox"/>	Environment <input checked="" type="checkbox"/>	Social <input type="checkbox"/>	Economic <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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An application for a development agreement to permit a new wind farm in the communities of Vaughn and Upper Vaughn was submitted in March 2024. The application was evaluated over

the course of several months and was submitted to PAC/HAC on October 10, 2024 where it received a positive recommendation, with amendments. The application and recommendation were presented to Council on November 28, 2024 for consideration for first reading. At that time, Council postponed first reading requesting further detail by way of a Cumulative Visual Effects Study. In February 2025, representatives of Bear Lake Wind Ltd. resubmitted their application for a development agreement to be considered under recently amended Municipal Planning Strategy policy. The application was submitted by Andrea Cosman and Mark Stewart on behalf of Bear Lake Wind Ltd, and deemed complete on February 25, 2025. Further, that application was withdrawn and this application was submitted on April 28, 2025 with a revised development concept.

The project is proposed to have a total of 11 wind turbines, with 2 wind turbine located in the Municipality of Chester and another 2 located in Halifax Regional Municipality. The proposal for West Hants Regional Municipality (WHRM) is a 7 turbine wind farm. Each turbine has a capacity of 8.0 MW and a total height of 211 m. The proposal also includes four alternate turbines locations to be used in cases of constructability issues at the time of development which have been predetermined in the development agreement and will be subject to the same requirements. The development agreement only allows for a total of 7 turbines.

On December 13, 2023, the Minister of the Department of Environment and Climate Change gave the Bear Lake Wind Project Environmental Assessment Approval, subject to a list of conditions (Attachment F). Further, The Nova Scotia Environment and Climate Change's (ECC) EA Branch, along with relevant government reviewers, have reviewed the proposed changes to the wind farm layout. The EA branch in an email received by the applicant on Monday 28 April 2025 approved the changes noting that an additional Environmental Assessment is not required, provided the following conditions are met:

- *Provide updates to information required through Terms and Conditions of the EA approval to reflect the proposed changes, as required. It will be particularly important to work with NS Natural Resources to ensure that the required Wildlife Management Plan reflects the proposed changes and considers the impacts of the project with the new footprint.*
- *Ensuring updated archeological assessments are provided and approved by Communities, Culture, Tourism, and Heritage prior to construction.*
- *Obtain all required approvals under Part V of the Environment Act from the local ECC office.*

On January 24, 2025 new West Hants Municipal Planning Strategy policy came into effect pertaining to large wind turbine development that will be used to evaluate this development agreement. These changes included new separation distances and the removal of visual intrusiveness policy criteria.

DISCUSSION

The Bear Lake Wind Farm proposal consists of 7 separate PIDs within WHRM. One lot is Crown land owned by the Province of Nova Scotia who has given permission for the applicants to apply for a development agreement for the proposed wind farm on the Crown land, with the understanding that the final agreement will not be recorded on those lots until the applicant has a land lease with the Province. The lease process is underway, and the draft development agreement acknowledges that this lease should be in place before June 30, 2026. 2 turbines are proposed on the Crown Land lot.

The other 6 lots are primarily cleared forestry land with an existing network of forestry service roads. These lots are owned by Atlantic Star Forestry, and either leased by Bear Lake Wind Ltd. or leased by Wagner Forestry and sub-leased by Bear Lake Wind Ltd. for this wind project. Five turbines are proposed on private land within WHRM.

All of the lots are designated Resource on the Generalized Future Land Use Map (GFLUM) of the West Hants Municipal Planning Strategy (Figure 2) and are zoned General Resource (GR) on the Zoning Map of the West Hants Land Use By-law (Figure 3). Uses permitted in the General Resource (GR) zone include agricultural uses, automobile service stations, forestry and other resource uses, low density residential uses, retail and service shops.

All properties abutting the project area are designated Resource and zoned General Resource (GR). The private road community of Chalet Hamlet is centrally located to the subject lots. While the project area does abut these residential uses, the closest proposed wind turbine is setback a distance of 1043 meters from the closest dwelling.

West Hants Land Use By-law

Section 6.0 of the WHLUB, *Development Agreements*, states that *“The following developments may be considered only by development agreement in accordance with the Municipal Government Act and the Municipal Planning Strategy:*

(aa) permanent or long-term installations of large wind turbines or wind farms outside the Growth Centre, Village and Hamlet designations in accordance with Policy 4.24.4 of the Municipal Planning Strategy.”

Development Agreement

A development agreement is a contract between an owner of land and the Municipality to allow Council to consider a use that is not a listed permitted use within a zone on a specific lot. The ability for Council to consider a development agreement must be stated in the Land Use By-law and the Municipal Planning Strategy must identify the kinds of uses Council may consider in each area. Uses which Council may consider are those which Council has determined may have sufficient impact on an area that a negotiated process is required to ensure the potential impact is minimized. In the Municipal Planning Strategy Council usually identifies both specific and general criteria which must be considered when making decisions regarding a development agreement.

A proposal being considered must be measured against only the specific and general criteria in the Municipal Planning Strategy and not any other criteria.

Proposed Development Agreement

The draft development agreement in Attachment D outlines the parameters of the proposed 7 turbine wind farm within WHRM.

Section 2.3 of the draft development agreement requires a minimum setback from any lot line not included in the project area of 1.1 times the height of the turbine and 550 m. (1,804 ft.) from any woods camps existing as of the date the agreement is approved. There is also a minimum separation distance between any turbine to any residential dwelling of 4 times the height of the turbine or the distance required to ensure that sounds level from the wind turbine do not exceed 40 dBa at the exterior of a residential dwelling and, a residential dwelling receives less than 30 minutes per day of 30 hours per year of shadow flicker. These distances meet and exceed the separation distances required by Policy 4.24.4 in the West Hants Municipal Planning Strategy (WMPS) and minimum planning requirements set out in the Municipal Government Act. The wind farm requires the primary road access to be provided from Highway 14 and requires an external point of entry/exit to Chalet Hamlet for emergency use only. This section also speaks to the four alternative turbines locations which may be used in the event that constructability issues are encountered at one or more of the planned turbine locations, subject to the requirements within the development agreement. The development agreement allows for a maximum of 7 turbines.

Section 2.5 of the draft development agreement requires the applicant to install either an automatic aircraft detection system or dimmable lighting on each turbine, if approved by Transport Canada to reduce visual impact. Section 2.7 of the draft development agreement requires the applicant to consult with the local Fire Chief on the design and construction of the Facility to ensure adequate access for fire vehicles, the installation and operation of a passive fire detection and suppression system in the nacelle of each turbine, and to provide a copy of an emergency response plan to the local Fire Chief and the Municipal Emergency Management Coordinator. The applicant is also required to provide a stormwater management plan prior to any development permits being issued to show that storm water discharge will balance pre- and post-construction flows to ensure there is no negative impact on downstream properties or watercourses.

Section 2.10 and 2.11 outline the requirements of decommissioning and a decommissioning fund being required. By the tenth anniversary of the commencement of commercial operation of the wind farm, the applicant is required to provide proof that the decommissioning fund holds a sum of money sufficient to decommission the project. The decommissioning fund is a financial reserve set aside by the wind farm owners or operator to cover the cost of removing turbines and restoring the land at the end of wind farms operation life and is triggered by the notice of intent to discharge the agreement.

The Executive Director of Land Services with the Provincial Department of Natural Resources and Renewables has indicated that the Province will not participate in a development agreement, as they are a higher level of government than the Municipality and the land lease (if approved) will be more stringent than Municipal requirements. The Municipal Solicitor has removed reference of the Province being party to the agreement but acknowledges that a land

lease must be obtained from the Province before the development agreement is executed on those lots.

Public Input

A Public Information meeting for File #25-18 was held on May 21, 2025. The public will be given another opportunity to provide input at the Public Hearing prior to Council making a final decision on the application.

After the Public Information meeting held in May 2025, staff received some comments from the public during the Public Information Meeting (PIM) comment period. All comments received were considered by staff when drafting this report and draft development agreement. A copy of the complete comments can be found in Attachment F. Staff have summarized the themes of the public comments from the PIM and those emailed to staff below.

- Those opposed to the project cited the following concerns:
 - Environmental impacts
 - Well water / drinking water impacts from blasting
 - Cost and repairs
 - Monitoring of the requirements in the Environmental Assessment
 - Aircraft detection system and radar interference
 - Perceived health impacts
 - Exporting power
 - Too many wind farms
 - Perceived impact to property values
 - Fire suppression concerns

The concerns regarding environmental and health impacts of the project are reviewed in the Provincial Environmental Assessment process and the conditions set as part of project approval require additional studies to be provided at various stages of project construction, including but not limited to a surface water management plan, a detailed sediment and erosion control plan, a wildlife management plan, and a blasting plan. The conditions of the Environmental Assessment approval require the applicant to ensure that operational noise levels at any permanent or seasonal receptors do not exceed 40 dBA and that shadow flicker does not exceed the shadow flicker limits of 30 minutes per day, or 30 hours per year, at any permanent or seasonal receptor. The conditions also require the applicant to provide updated shadow flicker assessment, noise modelling (including background/baseline noise), and the final turbine selection / placement to the Department of Environment and Climate Change prior to road construction and/or upgrades.

The inclusion of Crown land in the project site is at the discretion of the Provincial Department of Natural Resources and Renewables. As noted, a land lease with the Province is required to

allow the wind turbines to be constructed on Crown land. The lease process is underway, and the draft development agreement acknowledges that this lease should be in place before June 30, 2026. From staff's understanding, if the lease is approved by the Province, the Crown land lease will be specific to the location of the turbines and potential roadways, and not impede full access of the Crown land.

The Provincial Department of Public Works was contacted for comment on the adequacy of road networks leading to the subject lots. The applicant is working directly with representatives from NSDPW to address all necessary permitting and upgrades required for the proposed wind farm.

Requirements for decommissioning and fire protection are outlined in the draft development agreement. The applicant provided additional information on the fire prevention and monitoring systems for the proposed turbines. They noted that they employ fire prevention and mitigation methods and have a site-specific emergency response plan for both construction and operations phases of the project.

Those in favour of the project cited the following benefits:

- Community benefits agreements
- Tax revenue for the municipality
- Secondary access for Chalet Hamlet

Bear Lake Wind has proposed the draft Community Benefit Agreement (CBA) (Attachment E). The draft CBA outlines the parameters for employment opportunities, proximity payments, the community vibrancy fund, and the proposed bursary program. The draft CBA specifies the establishment of a committee to oversee the disbursement of the benefits, the committee has already been established and a member of Council has been appointed.

A Community Benefit Agreement is not required as part of the policy criteria evaluated for wind turbine proposals, however it does provide transparency for staff, Council and the community in relation to the benefits the wind farm developer is committing to providing if the project is approved. The draft CBA has been reviewed by the Municipal Solicitor. Council will be asked to review and approve the CBA at Second Reading for the draft development agreement.

West Hants Municipal Planning Strategy

WHMPS Specific Criteria

Policy 4.24.4 of the WHMPS establishes Council intent to consider installations of large wind turbines or wind farms outside of the Growth Centre, Village, and Hamlet designations by development agreement. The criteria of Policy 4.24.4 are examined in detail in Attachment A. In summary:

- the proposed development has received Environmental Assessment Approval from the Minister of Environment and Climate Change;
- the proposed development is required to provide an updated shadow flicker assessment and noise modelling prior to road construction and/or upgrades as specified in the conditions of the Environmental Assessment Approval to ensure that adequate

separation distances are maintained from adjacent land uses to minimize impacts of noise and shadow and to ensure public safety;

- the turbine selection and siting, and requirements for automatic aircraft detection system or dimmable lighting on each turbine will reduce the visual intrusiveness of the proposal; and
- the developer is working directly with the Nova Scotia Department of Public Works to ensure that all necessary permits and road upgrades are completed.

WHMPS General Criteria

The proposed development will meet the general criteria for development agreements set out in WHMPS Policy 16.3.1. These criteria are examined in detail in Attachment B. In summary:

- the proposal is not considered premature or inappropriate for the area;
- no municipal costs related to the proposal are anticipated; and
- the Development Officer, Manager of Building and Fire Inspection Services, Fire Chief, and Area Manager of the Nova Scotia Department of Public Works have no concerns which have not been addressed in this report.

MUNICIPAL CLIMATE CHANGE ACTION PLAN

The Municipal Climate Change Action Plan (MCCAP) for West Hants (2013) Inland Flooding map shows part of the properties identified as having a 0.11 - 0.50m depth to water table. Section 4.3.2 of the MCCAP (pg. 40-41) explains the Inland Flooding map in more detail. It states *“The Depth to Water Table categories, as seen on the map, indicate quality of drainage: the 0-0.10 m class is generally associated with poor drainage and the 0.11-0.50 m class with imperfect drainage. These areas can be used to infer where water will naturally flow and/or accumulate in the landscape.”*

The draft development agreement requires a stormwater management plan to be submitted to the Public Works Engineering Division to ensure pre- and post-development flows are met prior to receiving a development permit for the proposed uses.

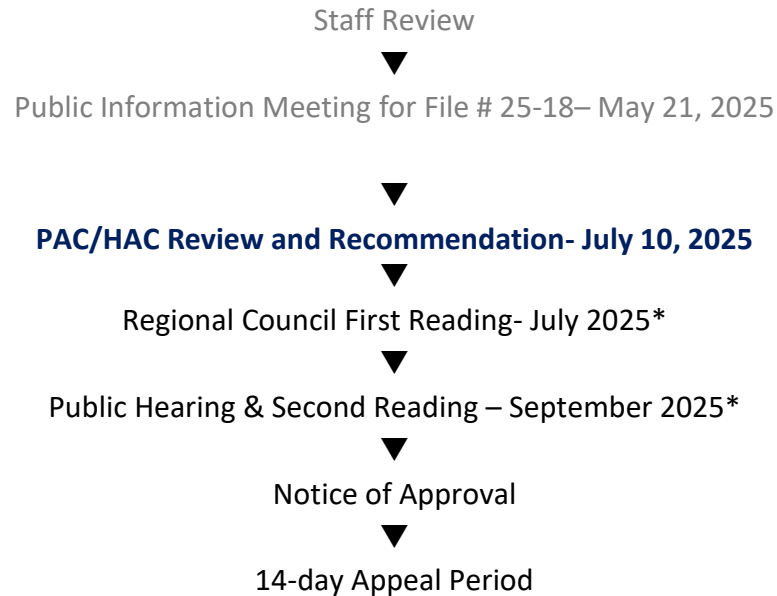
The Environmental Assessment Approval conditions require a surface water management plan to be provided to the Department of Environment and Climate Change prior to road construction and/or upgrades and a detailed sediment and erosion control plan to be submitted to the Department of Environment and Climate Change prior to commencement.

Property owners and/or applicants are responsible for ensuring that their project site is suitable for the proposed uses.

NEXT STEPS

The anticipated process for this application is as follows:

Process



*anticipated dates; final dates set by Council

FINANCIAL IMPLICATIONS

There are no financial implications to the Municipality or residents regarding the filing of this report.

ALTERNATIVES

In response to the application, PAC/HAC may recommend that Council:

- hold First Reading and authorize a Public Hearing to approve the development agreement as drafted or as specifically revised by direction of PAC/HAC;
- hold First Reading and authorize a Public Hearing to refuse the development agreement as drafted, citing the criteria that PAC/HAC consider not to be met; or

provide alternative direction, such as requesting further information on a specific topic.

ATTACHMENTS

Figure 1	Land Ownership of Project PIDs
Figure 2	GFLUM Extract
Figure 3	Zoning Map Extract
Attachment A	Specific Criteria for Development Agreement
Attachment B	General Criteria for Development Agreement

- Attachment C Draft Development Agreement
- Attachment D Draft Community Benefit Agreement
- Attachment E Environmental Assessment Approval and Terms and Conditions
- Attachment F Public Information Meeting Notes

Report Prepared by: _____
Kari Fougere, Acting Director of Planning and Development

Report Reviewed by: _____
Alex Dunphy, Senior Planner

Figure 2
GFLUM Extract

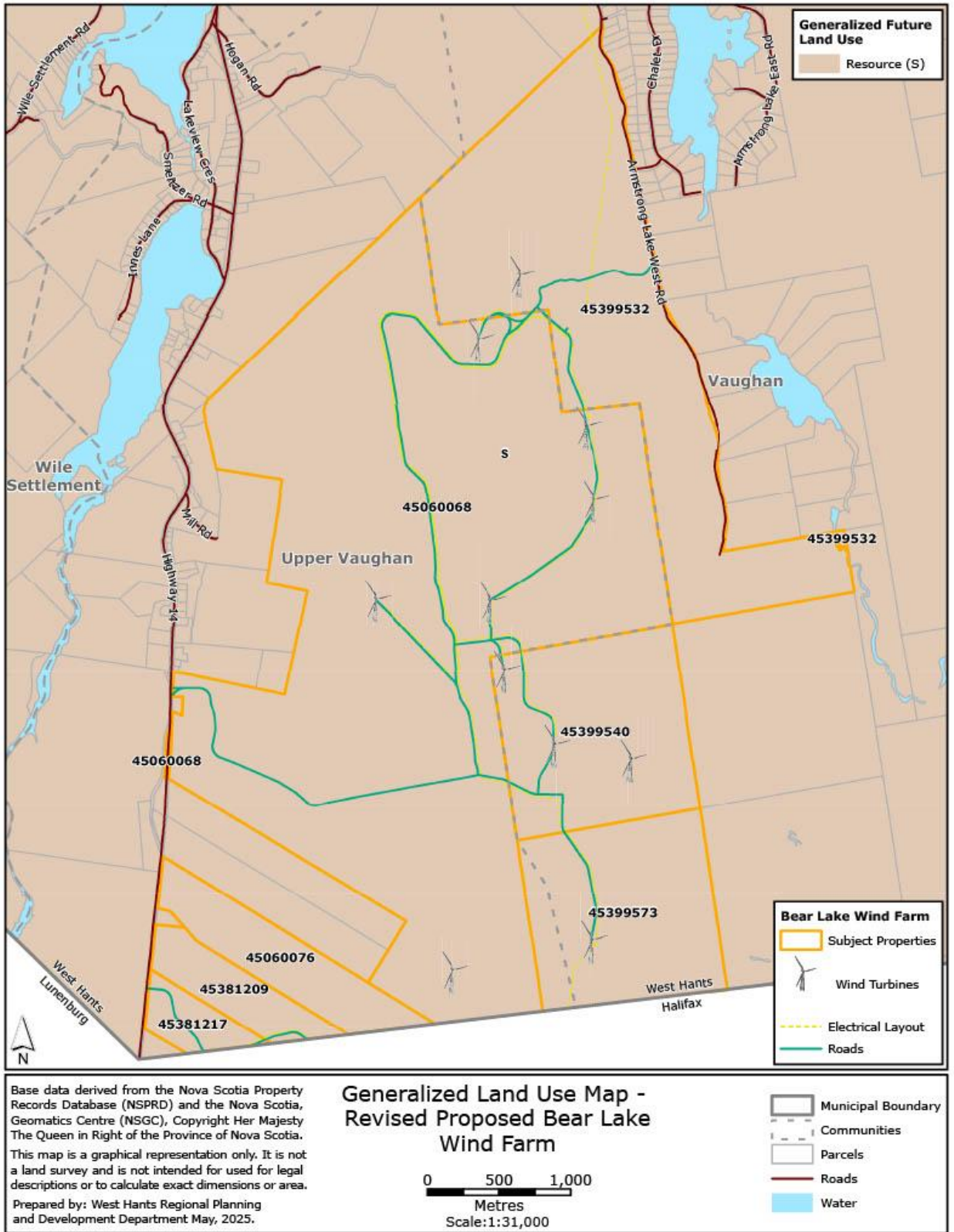
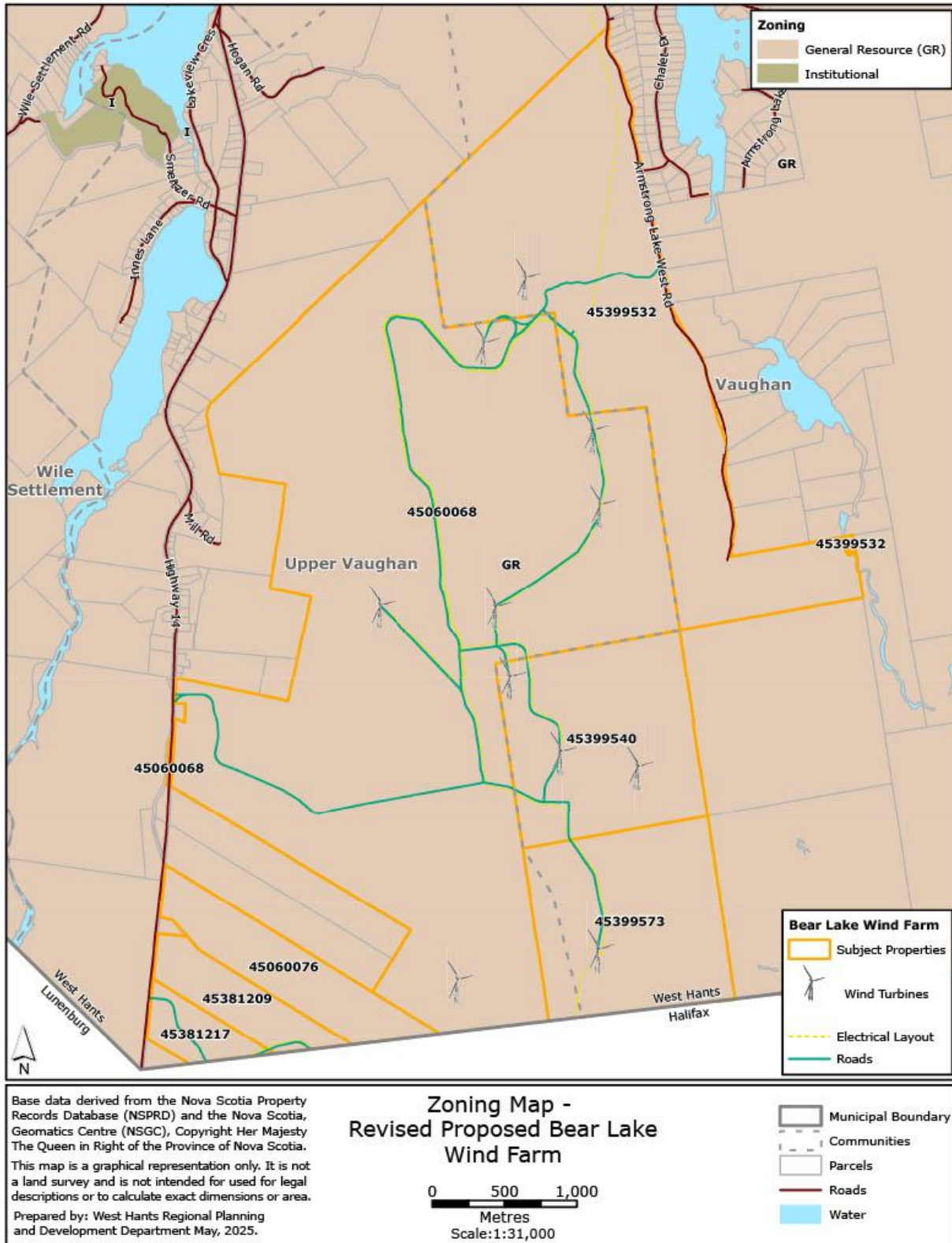


Figure 3
Zoning Map Extract



Attachment A
Specific Criteria for Development Agreements

West Hants Municipal Planning Strategy

Policy 4.24.4 It shall be the policy of Council to consider the development of permanent or long-term installations of large wind turbines or wind farms outside the Growth Centre, Village and Hamlet designations by development agreement, having regard to the following (amended by file #24-01 – effective January 24, 2025):

CRITERIA	COMMENT
<p>(a) any required provincial and/or federal government environmental assessment processes have been completed;</p>	<p>The Environmental Assessment for the Bear Lake Wind project was submitted to the Nova Scotia Department of Environment and Climate Change on October 24, 2023. The Minister of Environment and Climate Change granted Environmental Assessment Approval on December 13, 2023, stating that <i>“I am satisfied that any adverse effects or significant environmental effects of the undertaking can be adequately mitigated through compliance with the attached terms and conditions.”</i></p> <p>The Environmental Assessment Approval conditions require the applicant to provide the following to the Department of Environment and Climate Change:</p> <ul style="list-style-type: none"> • a surface water management plan, an Archaeological Resource Impact Assessment (ARIA) for heritage research permit and a program of subsurface testing for any areas of elevated archaeological potential identified under heritage research permit report, and a Mi'kmaq Ecological Knowledge Study (MEKS) for the project prior to

	<p>road construction and/or upgrades;</p> <ul style="list-style-type: none">• a detailed sediment and erosion control plan, a wildlife management plan, a comprehensive complaint resolution plan, a Mi'kmaq communication plan, and a comprehensive contingency plan prior to commencement;• a blasting plan prior to blasting;• a monitoring program for Mainland Moose and an adaptive management plan in relation to bird and bats prior to construction of turbines;• an additional year of baseline field bird and bat studies and a mortality monitoring program for birds and bats prior to turbines becoming operational;• decommissioning and site reclamation plan, two years prior to the end of operation. <p>Further, The EA branch in an email received by the applicant on Monday 28 April 2025 approved changes to proposed site plan noting that an additional Environmental Assessment is not required, provided the following conditions are met:</p> <ul style="list-style-type: none">• Provide updates to information required through Terms and Conditions of the EA approval to reflect the proposed changes, as required. It will be particularly important to work with NS Natural Resources to ensure that the
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	<p>required Wildlife Management Plan reflects the proposed changes and considers the impacts of the project with the new footprint.</p> <ul style="list-style-type: none"> • Ensuring updated archeological assessments are provided and approved by Communities, Culture, Tourism, and Heritage prior to construction. • Obtain all required approvals under Part V of the Environment Act from the local ECC office. <p>The development agreement is contingent on the proposed development adhering to the conditions of the Environmental Assessment Approval.</p>
<p>(b) adequate separation distances are maintained from adjacent land uses to minimize impacts of noise and shadow and to ensure public safety, but installations shall not be required to have separation distances from a dwelling that exceed the greater of;</p> <ul style="list-style-type: none"> i. four times the wind turbine height; and ii. the distance required to ensure that <ul style="list-style-type: none"> a. sound levels from the wind turbine do not exceed 40 dBA at the exterior of a residential dwelling, and b. a residential dwelling receives less than 30 minutes per day or 30 hours per year of shadow flicker; 	<p>The conditions of the Environmental Assessment approval require the applicant to ensure that operational noise levels at any permanent or seasonal receptors do not exceed 40 dBA and that shadow flicker does not exceed the shadow flicker limits of 30 minutes per day, or 30 hours per year, at any permanent or seasonal receptor. The conditions also require the applicant to provide updated shadow flicker assessment, noise modelling (including background/baseline noise), and the final turbine selection / placement to the Department of Environment and Climate Change prior to road construction and/or upgrades.</p> <p>Further, the turbine model being considered for this application has a total height of 211 metres. Therefore, the minimum separation distance required</p>

	<p>would be 844 metres between dwellings and the turbine. The site plan maintains separation distance ranging from 1043-4137 meters to closest dwellings for both proposed and alternate turbine locations which is over and above the minimum required by this policy.</p>
<p>(c) safe roadway access can be provided;</p>	<p>In May 2025, The Nova Scotia Department of Public Works (NSDPW) stated that: “</p> <ol style="list-style-type: none"> 1. <i>The department does not have any concerns regarding the proposed location of the wind turbines;</i> 2. <i>There are concerns regarding the adequacy of the existing Provincial road network as it related to the transportation of the turbine components;</i> 3. <i>There are no concerns with the location of the southern access from Highway 15 on PID 45381217. The location of the norther access is acceptable, however road improvements have been competed may require an adjustment to the existing access;</i> 4. <i>As previously stated, there are concerns regarding both the adequacy and suitability of the Provincial road network.”</i> <p>These concerns have been previously stated by the NSPW regarding applications for this wind farm, however the applicant will work directly with representatives from NSDPW to address all necessary permitting and upgrades required for the development and operation of the proposed wind farm.</p>
<p>(d) any other matter which may be addressed in a development agreement; and</p>	<p>All other matters are addressed elsewhere in this report.</p>

<p>(e) Policy 16.3.1.</p>	<p>Please see Attachment B for further details.</p>
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Attachment B

General Criteria for Development Agreements

Policy 16.3.1 In considering development agreements and amendments to the West Hants Land Use By-law, in addition to the criteria set out in various policies of this Strategy, Council shall consider:

(a) whether the proposal is considered premature or inappropriate in terms of:	
(i) the adequacy of sewer and water services;	There are no Municipal water and sewer services provided to this area of the Municipality. It is unlikely that the proposed wind farm would need sewer and water services, however any on-site services must meet the requirements of the Nova Scotia Department of Environment and Climate Change.
(ii) the adequacy of school facilities;	N/A
(iii) the adequacy of fire protection and other emergency services;	The Manager of Building and Fire Inspection Services noted that they had no comments in relation to this application as the Building Officials do not issue any building permits for wind turbines. Building permits would only be required for any building associated with the operation of the wind facility. In response to an inquiry the local Fire Chief commented that: <i>"There is adequate water supply in the vicinity of the proposed area. Any response to a turbine on fire would be strictly to observe and protect possible exposures. Either the fire will burn itself out or the structure will become compromised and collapse. In the event of a collapse then we would be able to enter the area and extinguish any remaining fire. The department will not</i>

enter the collapse zone of a turbine with an active fire, unless there are lives at risk.

The new DA has a different layout than the previous DA. This current proposed layout allows for easier access and evacuation routes if needed. In my opinion this is an improvement from the previous submission and I have no issues or concerns.

A fire suppression system would be ideal however, the passive fire prevention system does meet industry standard. Several online publishing's note that suppression systems are only a recommendation.

Windsystemmag.com has an article published Turbines and fire risk (michele-admin -July 15, 2021) which states "...while NFPA 850, the code for fire safety in power generation, does provide a standard for wind-turbine fire safety, fire detection and suppression systems are only recommended and not required." The same article also notes that Ontario has mandated fire suppression installation in new energy products and requires existing sites to be retrofitted. The CSA Guide to Canadian wind turbine codes and standards (csagroup.org) does not reference a fire suppression system at all. I have not found anything showing Nova Scotia requires a fire suppression system in wind turbines but that doesn't mean there won't be anything in the coming future. As this

	<p><i>development spans into two other counties, if Halifax and Lunenburg counties require a fire suppression system in each nacelle it would only make sense to install it in all of the nacelles in the project. Having a fire suppression system would not change how we approach a fire in a turbine.”</i></p> <p>Section 2.7 of the draft development agreement requires the applicant to consult with the local Fire Chief on the design and construction of the Facility to ensure adequate access for fire vehicles, consult with the Fire Chief on the installation and operation of a passive fire detection and suppression system in the nacelle of each turbine, and provide a copy of an emergency response plan to the local Fire Chief and the Municipal Emergency Management Coordinator.</p>
(iv) the adequacy of road networks adjacent to, or leading to the development; and	Please refer to 4.24.4 (b).
(v) the financial capacity of the Municipality to absorb any costs relating to the development.	There are no anticipated costs to the Municipality regarding this development.
(b) whether the development is serviced, or capable of being serviced, by a potable water supply and either central sewer or an approved on-site sewage disposal system;	Any on-site services must meet the requirements of the Nova Scotia Department of Environment and Climate Change.
(c) the suitability with any aspect relative to the movement of auto, rail and pedestrian traffic;	See Attachment A section 4.24.4 (c)

	<p>The applicant is working directly with representatives from NSDPW to address all necessary permitting and upgrades required for the proposed wind farm.</p> <p>The proposed wind farm will also provide an emergency access and egress for Chalet Hamlet as specified in Section 2.4 of the draft development agreement.</p> <p>There is no rail line in the area.</p>
<p>(d) the adequacy of the dimensions and shape of the lot for the intended use;</p>	<p>In response to an inquiry the Development Officer stated that <i>“We wouldn’t have concerns with the location of the wind turbines and associated substation as it is within the General Resource zone in a rural area and resource designation. The lots are adequate in the shape and dimensions to be large enough for this project, however, the wind turbines shall meet Policy 4.24.4 – specifically provision B to ensure there is acceptable separation distances to dwellings and to minimize impacts of noise and shadow and to ensure public safety.”</i></p>
<p>(e) the pattern of development which the proposal might create;</p>	<p>This is the third wind farm being proposed in the vicinity of the southern portion of WHRM. The South Canoe Wind Farm has been operational in Lunenburg County since 2013 and the Benjamins Mill Wind Farm was recently approved by WHRM Council through</p>

	<p>the development agreement process in 2023. The pattern of development for the Resource designation consists of private road residential developments, residential development along Highway 14, small scale commercial uses, resource uses (i.e., forestry activities), as well as the existing wind farms. The proposed development is consistent with the intent of the Resource designation.</p>
<p>(f) the suitability of the area in terms of steepness of grade, soil and geological conditions, location of water courses, wetlands, and susceptibility of flooding;</p>	<p>The contour mapping for the subject lots shows that the grade increases from Highway 14 to the proposed turbine sites. There are no watercourses depicted on the mapping of the subject lots.</p> <p>The Municipal Climate Change Action Plan (MCCAP) for West Hants (2013) Inland Flooding map shows part of the properties identified as having a 0.11 - 0.50m depth to water table. Section 4.3.2 of the MCCAP (pg. 40-41) explains the Inland Flooding map in more detail. It states “The Depth to Water Table categories, as seen on the map, indicate quality of drainage: the 0-0.10 m class is generally associated with poor drainage and the 0.11-0.50 m class with imperfect drainage. These areas can be used to infer where water will naturally flow and/or accumulate in the landscape.”</p> <p>The draft development agreement requires a stormwater management plan prior to any development permits being issued to show that post-</p>

development peak flows leaving the project area to be balanced to pre-development peak flows (Section 2.8). The Environmental Assessment Approval conditions require a surface water management plan to be provided to the Department of Environment and Climate Change prior to road construction and/or upgrades and a detailed sediment and erosion control plan to be submitted to the Department of Environment and Climate Change prior to commencement.

In the Minister of Environment and Climate Change Environmental Assessment Approval letter, the Minister notes that *“It will be important that you work with the Department of Natural Resources and Renewables to address and mitigate any impacts that may arise from your project given the naturally occurring uranium in the area.”* The Provincial government has a website entitled *“Uranium in Well Water”* and an online mapping portal *“Uranium Risk in Bedrock Water Wells”* which depicts large areas of Hants, Kings, Annapolis, Digby, Lunenburg, and Halifax counties showing high risk for uranium in well water.

<https://novascotia.ca/natr/meb/water-resources/uranium.asp>

The Environmental Assessment Approval conditions require the applicant to immediately contact the Department of Environment and

	<p>Climate Change and the Department of Natural Resources and Renewables if elevated levels of uranium mineralization are encountered on the project site, and at the request of the Department, develop and implement a plan to manage the uranium mineralization.</p>
<p>(g) whether the proposal meets the requirements of the appropriate provincial or federal agencies as well as whether it conforms to all other relevant municipal by-laws and regulations; and</p>	<p>The Province has given permission for the applicants to apply for a development agreement for the proposed wind farm on Crown land, with the understanding that the final agreement not be recorded on those lots until the applicant has a land lease with the Province. The lease process is underway. The Executive Director of Land Services with the Provincial Department of Natural Resources and Renewables has indicated that the Province will not participate in a development agreement, as they are a higher level of government than the Municipality and the land lease (if approved) will be more stringent than Municipal requirements. The Municipal Solicitor has removed reference of the Province being party to the agreement but acknowledges that a land lease must be obtained from the Province before the development agreement is executed on those lots. The draft development agreement acknowledges that this lease should be in place before June 30, 2026.</p> <p>All Municipal, Provincial, and Federal regulations will have to be met.</p>

<p>(h) any other matter required by relevant policies of this Strategy.</p>	<p>All relevant matters have been addressed in this report.</p>
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Attachment C
Draft Development Agreement



DEVELOPMENT AGREEMENT

THIS AGREEMENT made this day of , 2025.

BETWEEN:

WEST HANTS REGIONAL MUNICIPALITY, a body corporate pursuant to the *Municipal Government Act*, having its chief place of business at 76 Morison Drive, Wentworth Creek, in the County of Hants, Province of Nova Scotia,

(Hereinafter referred to as the “Municipality”)

OF THE FIRST PART

- and -

BEAR LAKE WIND LTD., a body corporate, with a Halifax office at 2101-1969 Upper Water Street, in the Regional Municipality of Halifax, Province of Nova Scotia,

(Hereinafter referred to as the “Developer”)

OF THE SECOND PART

- and -

WAGNER FOREST NS LTD., a body corporate, with an office at 1019 Prince Street, Suite B, Truro, in the County of Colchester, Province of Nova Scotia,

(Hereinafter referred to as the “Sublessor”)

OF THE THIRD PART

- and -

ATLANTIC STAR FORESTRY LTD., a body corporate, with an office at 1019 Prince Street, Suite B, Truro, in the County of Colchester, Province of Nova Scotia,

(Hereinafter referred to as the "Owner")

OF THE FOURTH PART

WHEREAS Owner has leased a portion of its lands to Sub-Lessor ("the Main Lease"), as evidenced by a Notice of Lease registered at the Nova Scotia Land Registry;

WHEREAS Sub-Lessor has entered into a sub-lease (the "Sub-Lease") with Nova Scotia Power Inc. (the "Original Sublessee") as to a portion of its leased premises (being, among others, 45399540, 45399573, 45060076, 45381209, 45381217 and 45399532 (portion of) in Vaughan and Upper Vaughan) being the Subleased Premises therein, and hereinafter referred to as the "WFNS Subleased Property" for the purpose of building and operating a Wind Energy Facility comprising wind turbines, access roads, fencing, service buildings and transmission equipment. The Original Sublessee has assigned its interest in the WFNS Sublease to the Developer who has assumed the same with the consent of the Sublessor.

WHEREAS Owner has joined in a Consent, Non-Disturbance, and Attornment Agreement relating to said Sub-Lease registered at the Nova Scotia Land Registry;

AND WHEREAS Owner has entered into a lease (the "ASF Direct Lease") with Nova Scotia Power Inc. (the "Original Lessee") as to certain other of its lands, being, among others, PID number 45399532 (portion of) in Vaughan and Upper Vaughan (being the ASF Leased Premises therein, and hereinafter referred to as the "ASF Direct Leased Property" for the purpose of building and operating a Wind Energy Facility comprising wind turbines, access roads, fencing, service buildings and transmission equipment. The Original Lessee has assigned its interest in the ASF Direct Lease to the Developer who has assumed the same with the consent of the Owner.

AND WHEREAS Developer has made application for a lease from the Crown in right of the Province of Nova Scotia in respect of Crown lands bearing PID 45060068 (the "Crown Land"),

and the Developer anticipates entering into a lease with the Crown in right of the Province of Nova Scotia in respect thereof (the “Crown Lease”) on or before December 31, 2025;

AND WHEREAS the Developer has requested that the Municipality enter into a development agreement to allow the development, construction and operation of its Wind Energy Facility, being a Wind Farm (as defined in the *West Hants Land Use By-law* (the “Land Use By-law”)), on the Property and on the Crown Land (the “Development”) pursuant to Policy 4.24.4 of the *West Hants Municipal Planning Strategy* (the “Municipal Planning Strategy”) and Section 6.1 of the Land Use By-law; and

AND WHEREAS the Council of the Municipality, at a meeting held on **[Month Day], 2025**, approved this request and adopted this Agreement by policy, subject to the execution of this development agreement by the parties hereto;

NOW THEREFORE THIS AGREEMENT WITNESSETH that in consideration of the mutual covenants and agreements herein contained, the parties agree as follows:

PART 1 AGREEMENT CONTEXT

1.1 Schedules

The following attached schedules shall form part of this Agreement:

Schedule A – Legal Description of the Property and of the Crown Land

Schedule B – Site Plan

1.2 Definitions

- (a) *Municipal Planning Strategy* means the Municipal Planning Strategy of the Municipality of the District of West Hants, approved on May 13, 2008, as amended, or successor by-laws;
- (b) *Land Use By-law* means the Land Use By-law of the Municipality of the District of West Hants, approved on May 13, 2008, as amended, or successor by-laws;
- (c) *Subdivision By-law* means the Subdivision By-law of the Municipality of the District of West Hants, approved on May 13, 2008, as amended or successor by-laws;
- (d) *Environmental Assessment Approval* means the Environmental Assessment Registration Document, any Addendum, the Minister's Decision, and the accompanying Terms and Conditions dated on or before December 13, 2023, as well as all supportive documents such as, but not limited to, the Environmental

Protection Plan and the Erosion and Sedimentation Control Plan which must be submitted to Nova Scotia Environment and Climate Change for approval;

- (e) *Project Area* means all properties which are included as part of the overall Property and Crown Land;
- (f) *Turbine* means a wind energy conversion system whose parts include a foundation, tower, nacelle, rotor assembly and any components within, or attached thereto;
- (g) *Turbine Height* means a vertical distance measured from grade to the tip of the highest extended rotor blade;
- (h) *Wind Energy Facility* (hereinafter sometimes referred to as the "Facility") means the facility containing all equipment and improvements necessary for the conversion and delivery of wind energy into electricity, to be developed by the Developer on the Property and the Crown Land, including, but not limited to:
 - (i) one or more Turbines and associated electrical controllers;
 - (ii) any electrical distribution lines or cabling, communication lines, electric transformers, towers, interconnection or switching facilities, telecommunication equipment, energy storage facilities, power generation facilities, access roads, driveways, meteorological towers, water wells, wind measurement equipment, maintenance/administrative/control buildings, maintenance yards, fencing, gates, berms or other earthworks for environmental protection, signage, and any related equipment, apparatus, accessories, works or appurtenances thereto;

and except where otherwise stated in this Agreement applies only to portions of the Wind Energy Facility located in West Hants;
- (i) *Commencement of Commercial Operation* means the date upon which energy is generated by the Wind Energy Facility for sale;
- (j) *Decommissioning Fund* means as defined in section 2.11 of this Agreement;
- (k) *Property* means collectively the WFNS Subleased Property and the ASF Direct Leased Property;

1.3 Conditions Precedent

Notwithstanding any other provision hereof, this Agreement is subject to each of the following conditions precedent being satisfied, or waived by the Municipality, on or

before June 30, 2026 each of which is acknowledged to be inserted for the exclusive benefit of the Municipality and may be waived by the Municipality, in its sole discretion:

- (a) The Developer entering into a Crown Lease in respect of the Crown Lands and registering this Agreement against its leasehold interests at the registry as defined in the *Municipal Government Act*; and
- (b) The Developer and the Municipality entering into a Community Benefits Agreement (“CBA”) in respect of the Development, on substantially the same commercial terms and conditions as provided for in the draft CBA presented to the Municipality on **[**date**]**.

In the event that either of the foregoing conditions precedent are not satisfied or waived by the Municipality by June 30, 2026, this Agreement may be terminated by the Municipality or the Developer by written notice to the other Parties hereto.

PART 2 DEVELOPMENT REQUIREMENTS

2.1 Use

The Parties agree that uses on the Property and on the Crown Land shall be limited to the following:

- (a) those uses permitted by the underlying zoning in the Land Use By-law; and
- (b) a Wind Energy Facility including all associated equipment and improvements necessary for the conversion of wind energy into electricity and delivery thereof.

Except as otherwise provided in this Agreement, the provisions of the Land Use By-law and the Subdivision By-law apply to any development undertaken pursuant to this agreement.

The uses permitted by this Agreement on the Property shall be limited to the proposed Wind Energy Facility, which consists of up to seven (7) turbines and associated facilities, together with all components associated with the Facility located in West Hants.

2.2 Development Location and Design

- (a) The development location and design shall be consistent with the layouts shown on Schedule B, which includes four (4) alternative turbine locations, which may be used in the event that constructability issues are encountered at one or more of the planned turbine locations.
- (b) The Development Officer may approve changes to the location of the equipment or other aspects of the site plan, and inclusion of additional parcels of land in the

Property and/or the Crown Land, provided that setbacks and/or separation distances listed in Section 2.3, *Site Requirements*, of this agreement are met. Changes to the site plan may also be approved in accordance with reports generated in response to Section 2.9, (c), *Environmental Assessment Approval*, of this agreement provided that the setbacks and/or separation distances listed in Section 2.3, *Site Requirements*, of this agreement are met.

- (c) The Developer shall ensure that the wind turbine colouring will conform with Transport Canada regulations for aviation safety.

2.3 Site Requirements

- (a) The turbines shall conform to the following site requirements:

Minimum Setback from any Lot Line*	1.1 times the height of the Turbine
Minimum Setback between any turbine measured from the closest edge of the base of the tower to any woods camp in West Hants existing as of [MONTH, DAY], 2024 unless written permission is given by the owner thereof	550 meters (1,804 feet)
Minimum Separation Distance between any turbine measured from the closest edge of the based of the tower to any residential dwelling existing as of Month Day, 202X	4 times the height of turbine or the distance required to ensure that sounds level from the wind turbine do not exceed 40 dBa at the exterior of a residential dwelling and, a residential dwelling receives less than 30 minutes per day of 30 hours per year of shadow flicker
The Developer shall ensure that Turbines which are part of the Wind Energy Facility but located outside the Municipality comply with these setbacks from residential dwellings and woods camps located within West Hants.	

- (b) Accessory buildings are permitted in accordance with Section 5.1 of the Land Use By-law, *Accessory Buildings and Structures*.

- (c) Nothing in this Agreement shall prevent the future reconstruction, repair or renovation of any accessory building on the Property or on the Crown Land which is part of the Wind Energy Facility, provided all requirements of this Agreement and the Land Use By-law can be met.

2.4 Access

The Developer shall reasonably minimize the duration and volume of traffic to and from the proposed Development in the vicinity of the primary accesses from Highway 14 and ensure that all required permits are received from Nova Scotia Department of Public Works and any other applicable traffic authority. The Developer shall also maintain at least 2 external points of entry/exit available to all internal roads within the Project Area located within West Hants, to provide redundancy of access and egress for emergencies such as wildfires.

2.5 Signs and Lighting

- (a) Signage and illumination shall be regulated under Sections 5.18 and 7.0 of the Land Use By-law, *Illumination* and *Signs*, which controls lighting, size, location, and number of signs.
- (b) The Developer shall ensure that any Turbine illumination will use an automatic aircraft detection lighting system, subject to Transport Canada approval, or in the absence of such approval will otherwise use dimmable lighting approved by Transport Canada.
- (c) The Developer shall ensure that any illumination not required by Transport Canada shall not project glare or direct illumination onto adjacent properties in West Hants other than those of the Owner and the Crown Land.

2.6 Operation and Maintenance

- (a) The Developer shall ensure that the Facility is operated in accordance with the Environmental Assessment Approval Conditions as registered with Nova Scotia Department of Environment and Climate Change as part of the Environmental Assessment Approval, and in particular that:
 - (i) the sound level generated by the operation of the wind turbines does not exceed the forty (40) dBA maximum relative to identified receptors as prescribed by Nova Scotia Environment and Climate Change in the Environmental Assessment Approval; and
 - (ii) the period of shadow flicker does not exceed thirty (30) hours per year, or thirty (30) minutes per day, relative to identified receptors as

prescribed by Nova Scotia Environment and Climate Change in the Environmental Assessment Approval.

- (b) The Developer shall build, repair and maintain the Facility so that it is in good repair and workmanlike condition in accordance with good utility practice.
- (c) The Developer shall obtain and maintain, as the case may be, all necessary permits and approvals required by the Federal, Provincial, and Municipal Governments.
- (d) The Developer shall ensure that the operation of the Facility is regularly monitored, remotely or by designated on site personnel so as to maintain awareness of its current condition.

2.7 Hazardous Materials and Fire Protection

- (a) Any hazardous materials on site shall be stored, handled, and labeled in accordance with the Environmental Assessment Approval Regulations and the Workplace Hazardous Materials Information System (WHMIS) Regulations.
- (b) Nothing in this Agreement shall exempt or be taken to exempt the Developer or any other person from complying with the requirements of any other applicable statute or regulation of the Federal and Provincial governments, and the Developer agrees to observe and comply with all such laws and regulations in connection with the Development and use of the Property.
- (c) The Developer shall consult with the Chief of the Fire Department having jurisdiction on the design and construction of the Facility to ensure adequate access for fire vehicles.
- (d) The Developer shall provide necessary equipment, training or onsite infrastructure required for adequate emergency response, as reasonably determined by the Chief of the Fire Department having jurisdiction. The emergency response plan required by the Provincial EA shall be shared with the Chief of the Fire Department having jurisdiction and the Municipal Emergency Management Coordinator.
- (e) The Developer shall consult with the Chief of the Fire Department having jurisdiction on the installation and operation of a passive fire detection and suppression system in the nacelle of each turbine.

2.8 Stormwater Management

- (a) Prior to commencement of any earth works in the Project Area, a Stormwater Management Plan (Plan) for the Property and the Crown Land must be submitted to the Municipality in accordance with the WHRM Municipal Service Systems Specifications Manual. The Plan must satisfy the Municipal Engineer that storm water discharge will balance pre- and post-construction flows to ensure there is no negative impact on downstream properties or watercourses.
- (b) The Stormwater Management Plan must be designed to protect the Turbines and associated development in the Project Area from flooding during a 1 in 100-year storm event. Following construction, if the Municipal Engineer determines that the pre-and post-construction flows have not been sufficiently balanced through the implementation of the Plan (or for any other performance issues related to the implementation of the Plan), the Developer shall undertake such remediation as the Municipal Engineer may reasonably require. The Developer will be responsible for future adherence to the Plan, including ongoing maintenance of the stormwater management features included in the Plan. Nothing in this development agreement relieves the Developer or their stormwater engineer from any liability they would otherwise have to owners or occupants of other properties for post-construction stormwater flows, and neither the Municipality or the Municipal Engineer is liable in any way for acceptance of stormwater management plans stamped by a professional engineer accredited with Engineers Nova Scotia.

2.9 Environmental Assessment Approval

The Developer shall undertake to ensure that environmental impacts associated with the proposed Development are mitigated to the maximum extent possible, and in particular that:

- (a) any access roads or driveways constructed be kept to the minimum width reasonably necessary; and
- (b) any clearing of land for turbine foundations, crane pads, laydown areas or other Facility components is kept to the minimum area reasonably required; and
- (c) all activities are undertaken as prescribed by Nova Scotia Environment and Climate Change in the Environmental Assessment Approval, and all other applicable sections of this Agreement.

2.10 Decommissioning

- (a) In the event that Notice of Intent to discharge this Agreement is given to the Developer in accordance with Section 3.5 of this Agreement, the Municipality shall require the Developer to decommission the Wind Energy Facility.
- (b) The Developer shall ensure that the decommissioning of the Facility is carried out in compliance with all Nova Scotia Environment and Climate Change regulations and in accordance with the Environmental Assessment Approval Regulations.

2.11 Decommissioning Fund

The Developer shall create a decommissioning fund (the “Decommissioning Fund”) for the purpose of reserving or providing for necessary monies to decommission the portions of the Wind Energy Facility located on the Property. The Developer shall elect how to establish and manage this fund, which may include any one of the following:

- (a) a letter of credit reasonably acceptable to the Municipality in form and substance and from a financial institution reasonably acceptable to the Municipality, Owner and Sublessor;
- (b) creation of a performance bond reasonably acceptable to the Municipality, Owner and Sublessor;
- (c) creation of a special escrow account by the Developer reasonably acceptable to the Municipality, Owner and Sublessor; or
- (d) another effective alternate method reasonably acceptable to the Municipality, Owner and Sublessor.

The Developer shall provide notice within 30 days to the Municipality of the Commencement of Commercial Operation of the Wind Energy Facility, with a copy of such notice to the Owner and Sublessor.

On or before the fifth anniversary of the Commencement of Commercial Operation of the Wind Energy Facility (and at least 180 days prior to any proposed substantive change in the form or management of the Decommissioning Fund), the Developer shall provide to the Municipality a written description of its plan to establish (or alter) and manage the Decommissioning Fund, with a copy to the Owner and Sublessor. The Municipality, Owner and Sublessor may review the plan for its adequacy and shall provide written notice of acceptance or rejection (with reasons therefore) within thirty (30) days. If the parties cannot agree to a suitable plan within 90 days of the Municipality’s receipt of said plan, the matter may be arbitrated by a single arbitrator

under the *Commercial Arbitration Act* of Nova Scotia with the arbitrator having jurisdiction to stipulate the nature and terms of the Decommissioning Fund.

By the tenth anniversary of the Commencement of Commercial Operation of the Wind Energy Facility and at all times thereafter until and unless this Agreement is discharged, the Decommissioning Fund shall hold or provide for a sum of money estimated to be sufficient to decommission the portions of the Wind Energy Facility on the Property net of any salvage value, as reasonably estimated by an independent engineer or assessor designated jointly by the Developer, the Municipality, Owner and Sublessor and, if not, such failure shall constitute a default and entitle the Municipality to remedies for default as provided herein, including but not limited to the discharge of this Agreement.

By the 20th anniversary of the Commercial Operation Date and every ten years thereafter, an independent engineer or assessor designated jointly by the Developer, Municipality, Owner and Sublessor at the Developer's expense, shall estimate the sum of money estimated to be sufficient to decommission the portions of the Wind Energy Facility on the Property, net of any salvage value, which amount shall become the amount then required to be held in the Decommissioning Fund.

The sole purpose of the Decommissioning Fund is to pay (directly or through reimbursement) all expenses related to removing and lawfully disposing of the Wind Energy Facility and all of its components from the Property, down to the bare land except to the extent otherwise agreed by the Municipality, Owner and Sublessor in writing. Any interest earnings on the assets of the Decommissioning Fund shall be the property of the Developer, and any balance will be the property of the Developer at the discharge of this Agreement in the event that (i) the Wind Energy Facility has already been decommissioned by the Developer or (ii) the Municipality, Owner, Sub-lessor and the Developer mutually agree not to decommission the Wind Energy Facility. The Developer is liable for any and all costs of decommissioning the Wind Energy Facility, whether or not they are fully provided for by the Decommissioning Fund. This liability shall survive the discharge of this agreement.

If at any time:

- (1) the Owner and Sublessor give notice to the Municipality that the ASF Direct Lease and the Sublease have been terminated or expired and the Developer has failed to decommission the portions of the Wind Energy Facility located on the Property; or
- (2) the Municipality has discharged this Agreement and the Developer has not decommissioned the portions of the Wind Energy Facility located on the

Property in accordance with Section 2.10 despite an obligation of the Developer to do so;

and in either case the Owner and Sublessor then give further notice to the Municipality in respect of the same and the Municipality has not either:

(A) caused the Developer to decommission the Wind Energy Facility in accordance with Section 2.10; or

(B) enforced and collected upon the Decommissioning Fund, applied the proceeds against the decommissioning expense, and caused decommissioning to be completed,

within twelve (12) months of (1) or (2) above, the Municipality shall assign all the Municipality's right and interest in the Decommissioning Fund to the Owner and Sublessor jointly, unless they have otherwise provided a jointly executed direction to pay providing for a different allocation, and transfer any unspent funds received by the Municipality from the Decommissioning Fund to the Owner and Sublessor in the same manner, and the Owner or the Sublessor shall thereafter decommission the portion of the Wind Energy Facility on the Property in accordance with the requirements of Section 2.10(b). Provided however, in the event that the reason for the Municipality not having caused either (A) or (B) is due to its efforts being frustrated or prevented by legal proceedings, directive or order of a governmental body or order of a court of competent jurisdiction then the reference to "twelve (12) months of (1) or (2) above" shall be twelve (12) months from the date when such proceedings, directive or order shall cease to frustrate or prevent the Municipality from causing either (A) or (B).

2.12 Community Benefits

The Developer shall not assign this Development Agreement without having the assignee execute such document(s) as the Municipality may reasonably require to bind the assignee to the same terms as those in the CBA and in this section of the Development Agreement.

PART 3 CHANGES AND DISCHARGE

3.1 The Developer shall not vary or change the use of the Property from that provided for in Section 2.1 of this Agreement, *Use*, unless a new agreement is entered into with the Municipality or this agreement is amended.

- 3.2** Any matters in this Agreement which are not specified in Subsection 3.3 below are not substantive matters and may be changed with the written consent of Council without a public hearing provided that Council determines that the changes do not significantly alter the intended effect of these aspects of this agreement.
- 3.3** The following matters are substantive matters:
- (a) the uses permitted on the Property as listed in Section 2.1 of this Agreement, *Use*;
 - (b) the minimum setback requirements and separation distances as listed in Section 2.3 of this Agreement;
 - (c) the requirements for a stormwater management plan as listed in Section 2.8 of this Agreement; and
 - (d) the secondary emergency access requirement as specified in Section 2.4 of this Agreement.
- 3.4** Notwithstanding the foregoing, discharge of this Agreement is not a substantive matter and this Agreement may be discharged by Council without a public hearing.
- 3.5** Notice of Intent to Discharge this Agreement may be given by the Municipality to the Developer, with a copy to the Owner and Sublessor, following a resolution of Council to give such Notice:
- (a) as provided for in Section 4.1, *Commencement of Development*, of this Agreement; or
 - (b) at the discretion of the Municipality, with or without the concurrence of the Developer, where the Development has, in the reasonable opinion of Council on advice from the Development Officer, ceased operation for a period of at least twenty-four (24) months; or
 - (c) at any time upon the written request of the Developer, provided the use of the Property is in accordance with the Land Use By-law or a new Agreement has been entered into.
- 3.6** In the event that Notice is given pursuant to Section 3.5 of this Agreement the Developer shall immediately cease all electrical generation at the site and shall comply with any decommissioning requirements pursuant to Section 2.10 and 2.11 of this Agreement.
- 3.7** Council may discharge this Agreement 30 days after the Notice of Intent to Discharge pursuant to Section 3.5 of this Agreement has been given but may withhold discharge until decommissioning has been completed and liens arising from failure to decommission have been paid.

PART 4 IMPLEMENTATION

4.1 Commencement of Development

- (a) The Developer may not commence any construction or use on the Property until the Municipality has issued any development permit, building permit and/or occupancy permit that may be required.
- (b) Development as provided in Part 2 of this Agreement shall commence not later than twenty-four (24) months from the date this Agreement is signed. If, in the opinion of the Development Officer, this time limit has not been met, this Agreement may be discharged at the option of the Municipality's Chief Administrative Officer in accordance with Section 229 of the *Municipal Government Act* 30 days after giving Notice of Intent to Discharge to the Developer. Upon the written request of the Developer, the Municipality may grant an extension to the date of commencement of development without such an extension being deemed to be an amendment to this Agreement.
- (c) If the Developer is bona fide delayed from commencing the development for reasons which are reasonably determined by the Development Officer to be beyond the Developer's control, then performance by the Developer is excused for the period of the delay and the time period for the Developer to perform their obligations shall be extended by the Development Officer in writing for an equivalent period, without such an extension being deemed to be an amendment to this Agreement.

4.2 Material to be Provided

- (a) The Developer shall provide record drawings to the Development Officer for any turbine or building foundations within sixty (60) days of their completion and for other aspects of the development for which an engineered design is required, including but not limited to stormwater management, within one hundred and twenty (120) days of Commencement of Commercial Operation.
- (b) The Developer shall, upon written request, provide the Municipality with copies of any documentation, permits or approvals required by Provincial or Federal governments or agencies.

PART 5 ADMINISTRATION and COMPLIANCE

5.1 Compliance with other By-laws and Regulations

- (a) Nothing in this Agreement shall exempt the Developer from complying with Federal, Provincial and Municipal laws, by-laws and regulations in force or from

obtaining any Federal, Provincial, or Municipal license, permission, permit, authority, or approval required thereunder.

- (b) Where the provisions of this Agreement conflict with those of any by-law of the Municipality applicable to the Property (other than the Land Use By-law to the extent varied by this Agreement) or any statute or regulation, the higher or more stringent requirements shall prevail.
- (c) The Developer represents and warrants that the Sub-Lease complies in all respects with the *Municipal Government Act* of Nova Scotia and all other applicable provincial legislation and that if any amounts were payable for Deed Transfer Tax in respect thereof, that the same have been duly paid and that the same representations and warranties apply to any renewal or successor sub-leases.

5.2 Severability of Provisions

The provisions of this Agreement are severable from one another and the invalidity or unenforceability of one provision shall not affect the validity or enforceability of any other provision.

5.3 Interpretation

- (a) Where the context requires, the singular shall include the plural and the masculine gender shall include the feminine and neutral gender.
- (b) Where the written text of this Agreement conflicts with information provided in the Schedules attached to this Agreement, the written text of this Agreement shall prevail.
- (c) References to particular sections of statutes and bylaws shall be deemed to be references to any successor legislation and bylaws even if the content has been amended, unless the context otherwise requires.

5.4 Municipal Responsibility

- (a) The Municipality does not make any representations to the Developer about the suitability of the Property or the Crown Land for the development proposed by this agreement. The Developer assumes all risks and must ensure that any proposed development complies with this Agreement and all other laws pertaining to the Development.
- (b) Any failure of the Municipality to insist upon a strict performance of any requirements or conditions contained in this Agreement shall not be deemed a waiver of any rights or remedies that the Municipality may have and shall not be

deemed a waiver of any subsequent breach or default in the conditions or requirements contained in this Agreement.

5.5 Breach of Terms or Conditions

Upon breach of any term or condition of this Agreement in relation to the Property, the Municipality may notify the Owner, the Sub-lessor and the Developer in writing. In the event that the Developer, the Owner or the Sub-lessor has not cured any such breach or entered into arrangements with the Municipality related to such breach to the Municipality's satisfaction, acting reasonably, within six (6) months of such notice, then the Municipality may rely upon the remedies contained in Section 264 of the *Municipal Government Act* and may enter the Property and the Crown Land if the Developer remains in possession thereof and perform any of the terms contained in the Development Agreement, or take such remedial action as is considered necessary to correct a breach of the Agreement, including the removal or destruction of anything that contravenes the terms of the Agreement and including decommissioning on the Property. It is acknowledged that the Municipality may recover all reasonable expenses, whether arising out of the entry on the Property or on the Crown Land or from the performance of the terms in the following sequence – first, by realization of and enforcement of the Decommissioning Fund (to the extent that it has been funded as of the time of enforcement) to the extent that the expenses arise from activities on the Property; secondly by enforcement of a first lien against the above-ground components of the Wind Energy Facility except on any property owned by the Crown; thirdly, by enforcement of *in personam* liability against the Developer; fourthly, in the event that: (a) the Municipality has obtained a judgment against the Developer, which remains unsatisfied for a period of at least sixty (60) days, or (b) the Developer is bankrupt, by enforcement of a first lien against the Property to the extent the liability arises from activities on the Property and not upon the Crown Land; and fifthly by enforcement of any right the Municipality may otherwise have at law for *in personam* liability against the Owner or Sub-lessor to the Municipality to the extent the liability arises from activities or defaults on the Property and not upon the Crown Land.

5.6 Relationship of Parties and Severability

Nothing in this Agreement is intended to, or shall be deemed to, establish any partnership or joint venture between any of the parties, constitute any party the agent of another party, or authorize any party to make or enter into any commitments for or on behalf of any other party.

Neither the Owner nor the Sublessor shall have any liability or obligation with respect to the acts or omissions of the Crown, Developer or any other third party in respect of the

Crown Lands. Any right of the Municipality to a discharge of this Agreement against the Crown Lands shall not automatically establish a right to so discharge this Agreement against the Property. Each of the Owner and Sublessor shall be entitled to exercise any rights, remedies or defences it may have pursuant to this Agreement without regard to the Crown Lands.

5.7 Costs

The Developer shall pay all costs associated with registering this Agreement and all costs associated with any amendment thereof.

5.8 Development Agreement Bound to Land

This Agreement shall be binding upon the parties hereto and their heirs, executors, administrators, successors and assigns, and shall run with the Property which is the subject of this Agreement and shall run with the Developer's leasehold interest in the Crown Land until such time as it is discharged by the Municipality in accordance with Section 229 of the *Municipal Government Act*. The Developer and Sub-Lessor agree that the Sub-Lease shall be binding upon the parties thereto and their heirs, executors, administrators, successors and assigns, and shall run with their respective interests in the land. Owner agrees that its lease with Sub-Lessor shall be binding upon the parties thereto and their heirs, executors, administrators, successors and assigns, and shall run with the land.

5.9 Reduced Sub-leased Area

The Developer, subject to consent of the Owner and Sublessor: (1) may subdivide (if it can do so as of right); or (2) may apply to subdivide; the lots comprising the Property. Such subdivision will remove from the scope of this Development Agreement areas not required for the operation of the Wind Energy Facility. In the event of such application as provided in (2) herein the Municipality's Development Officer, in determining whether to approve such application shall not take into consideration as a reason to refuse the application that the subdivision would reduce the value of a potential statutory lien nor other reasons not permitted by law. In the event of such subdivision the parcels not required for the operation of the Wind Energy Facility shall automatically cease to be bound by this Development Agreement upon the necessary documentation being duly filed at the registry as defined in the *Municipal Government Act*.

5.10 Assignment of Agreement

The Developer may, subject to section 2.12 hereof, at any time and from time to time, transfer or assign, in whole or in part, this Agreement and its rights hereunder and may delegate its obligations hereunder to an assign, successor, heir, or purchaser of the

Developer's sub-leasehold interest therein provided that such successor, heir or purchaser be bound by the terms of this Agreement.

5.11 Written Notice

- (a) The Municipality may serve notice on the Developer personally or by ordinary mail which shall be deemed to have been received within three (3) business days of mailing, addressed to 2101-1969 Upper Water Street, Halifax, in the County of Halifax, Province of Nova Scotia.
- (b) The Developer may serve notice on the Municipality by registered mail addressed to the Chief Administrative Officer, West Hants Regional Municipality, 76 Morison Drive, P.O. Box 3000, Windsor, NS, B0N 2T0, or at any successor address provided by the Municipality to the Developer.
- (c) Notices to the Sublessor and Owner may be served personally or by ordinary mail which shall be deemed to have been received within three (3) business days of mailing, addressed to the at 1019 Prince St, Suite B, Truro, NS.

5.12 Full Agreement

This agreement constitutes the entire agreement and contract entered into by the Municipality and the Developer. No other agreement or representation, oral or written, shall be binding. Except where expressly provided otherwise in this Agreement, the Owner and the Sub-Lessor enter into this Agreement solely for the purpose of indicating their consent to the Municipality to issue a development permit to the Developer for the proposed development in accordance with this Agreement and to record the Development Agreement in the Land Registry. This Agreement may only be amended by signed written agreement of the Parties.

[remainder of page intentionally blank]

IN WITNESS WHEREOF this Agreement was properly executed by the respective parties hereto on the day and year first above written.

SIGNED, SEALED AND DELIVERED

In the presence of:

) **WEST HANTS REGIONAL**

) **MUNICIPALITY**

)

)

)

) Per: _____

Witness

) Abraham Zebian, Mayor

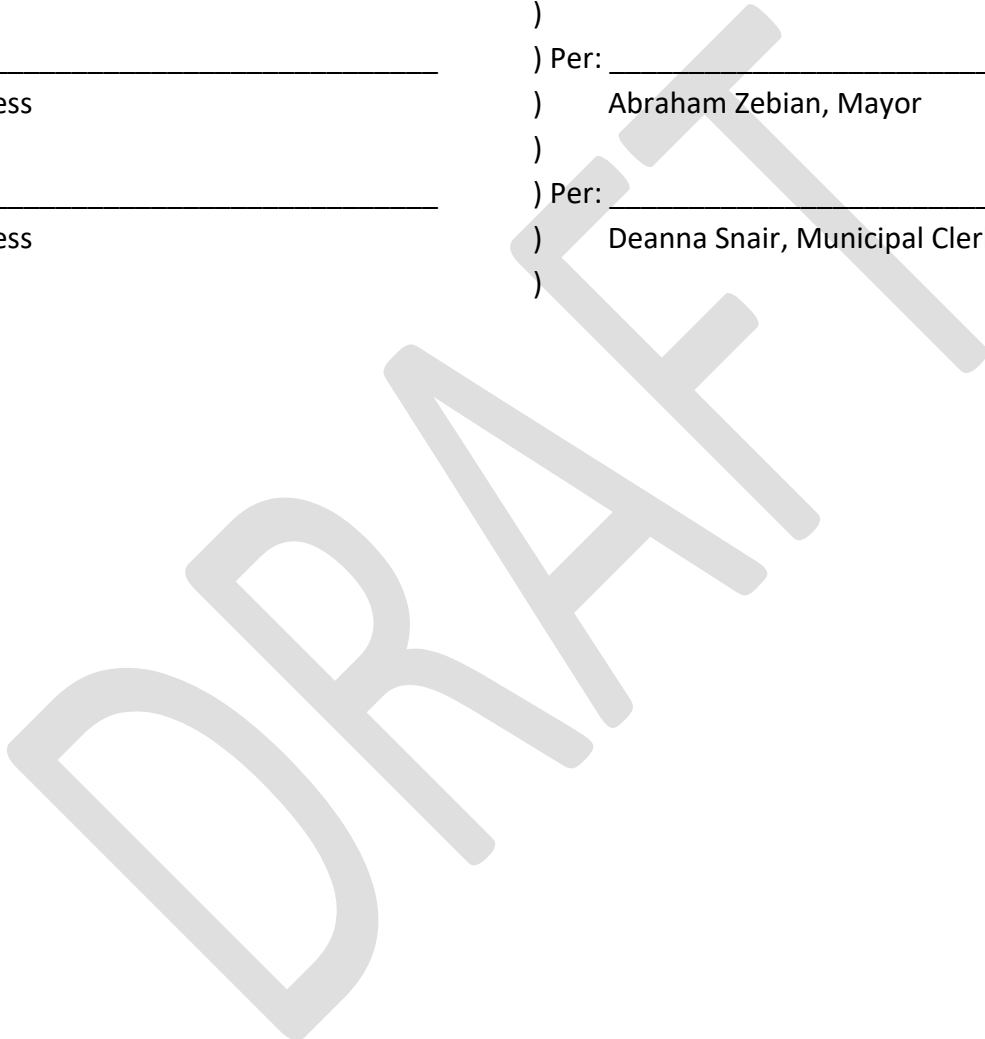
)

) Per: _____

Witness

) Deanna Snair, Municipal Clerk

)



) BEAR LAKE WIND LTD.

)

)

) Per: _____

) Matthew Tinari, CFO

)

Witness

DRAFT

) **Wagner Forest NS Ltd.**

)

)

)

) Per: _____

Witness

) Daniel H. Hudnut, President

)

)

) **Atlantic Star Forestry Ltd.**

)

)

)

) Per: _____

Witness

) Daniel H. Hudnut, President

DRAFT

**PROVINCE OF NOVA SCOTIA
COUNTY OF HANTS**

ON THIS day of , A.D. 202_ , before me, the subscriber, personally came and appeared , a subscribing witness to the foregoing Indenture, who, having been by me duly sworn, made oath and said that **WEST HANTS REGIONAL MUNICIPALITY**, one of the parties thereto, caused the same to be executed in its name and on its behalf and its corporate seal to be thereunto affixed in h presence.

A Commissioner of the Supreme Court of Nova Scotia

**PROVINCE OF NOVA SCOTIA
COUNTY OF HANTS**

ON THIS day of , A.D. 202_ , before me, the subscriber, personally came and appeared , a subscribing witness to the foregoing Indenture, who, having been by me duly sworn, made oath and said that, one of the parties thereto, signed, sealed and delivered the same in h presence.

A Commissioner of the Supreme Court of Nova Scotia

**AFFIDAVIT OF CLERK
WEST HANTS REGIONAL MUNICIPALITY**

I, Deanna Snair of _____, Hants County, Nova Scotia make oath and swear that:

1. I am the Clerk of the West Hants Regional Municipality (the "Municipality") and I have personal knowledge of the matters to which I have sworn in this Affidavit.
2. The Municipality is a body corporate pursuant to the *Municipal Government Act*, S.N.S. 1988, c.18, as amended.
3. I acknowledge that the Municipality executed the attached Instrument by its proper designates duly authorized in that regard under seal on the date of this Affidavit pursuant to subsection 13(3) of the *Municipal Government Act*, S.N.S. 1988, c.18, as amended. This acknowledgement is made pursuant to subsection 31(a) of the Registry Act, R.S.N.S. 1989, c.392 and/or clause 79(1)(a) of the Land Registry Act, S.N.S. 2001, c.6, as amended, for the purpose of registering or recording the Instrument.
4. The Municipality is resident in Canada for the purposes of the Income Tax Act (Canada).

Sworn before me at _____, Nova Scotia,
this _____, 20__.

A BARRISTER/COMMISSIONER OF THE
SUPREME COURT OF NOVA SCOTIA
Print name/affix seal

Deanna Snair, Clerk

I CERTIFY that on this date Deanna Snair personally came before me and swore under oath the foregoing Affidavit.

A BARRISTER/COMMISSIONER OF THE
SUPREME COURT OF NOVA SCOTIA
Print name/affix seal

Canada
Province of Nova Scotia

AFFIDAVIT & PROOF OF EXECUTION (CORPORATE)

I, _____, Nova Scotia, make oath and say that:

1. I am _____ of **Bear Lake Wind Ltd.**, the "Corporation".
Except as otherwise stated I have personal knowledge of the matters to which I have sworn in this Affidavit.
2. I acknowledge that I executed the foregoing instrument on behalf of the Corporation on the date of this affidavit; this acknowledgment is made for the purpose of registering such instrument pursuant to s.31(a) of the Registry Act, R.S.N.S. 1989, c.392 or ss.79 and 83 of the Land Registration Act as the case may be.
3. I verify that I have the authority to execute the foregoing instrument on behalf of the corporation and thereby bind the Corporation.
4. The Corporation is a resident of Canada under the Income Tax Act (Canada).
5. The ownership of a share or an interest in a share of the Corporation does not entitle the owner of such share or interest in such share to occupy a dwelling owned by the Corporation.

I certify that on this _____, 2024 the Deponent came before me, made oath, and swore the foregoing affidavit at _____, Nova Scotia.

A BARRISTER/COMMISSIONER OF THE
SUPREME COURT OF NOVA SCOTIA
Print name/affix seal

Schedule A – Legal description**WFNS SUBLEASED PROPERTY**

PIDs: 45399540; 45399573; 45060076; 45381209; 45381217; and 45399532

ASF DIRECT LEASED PROPERTY

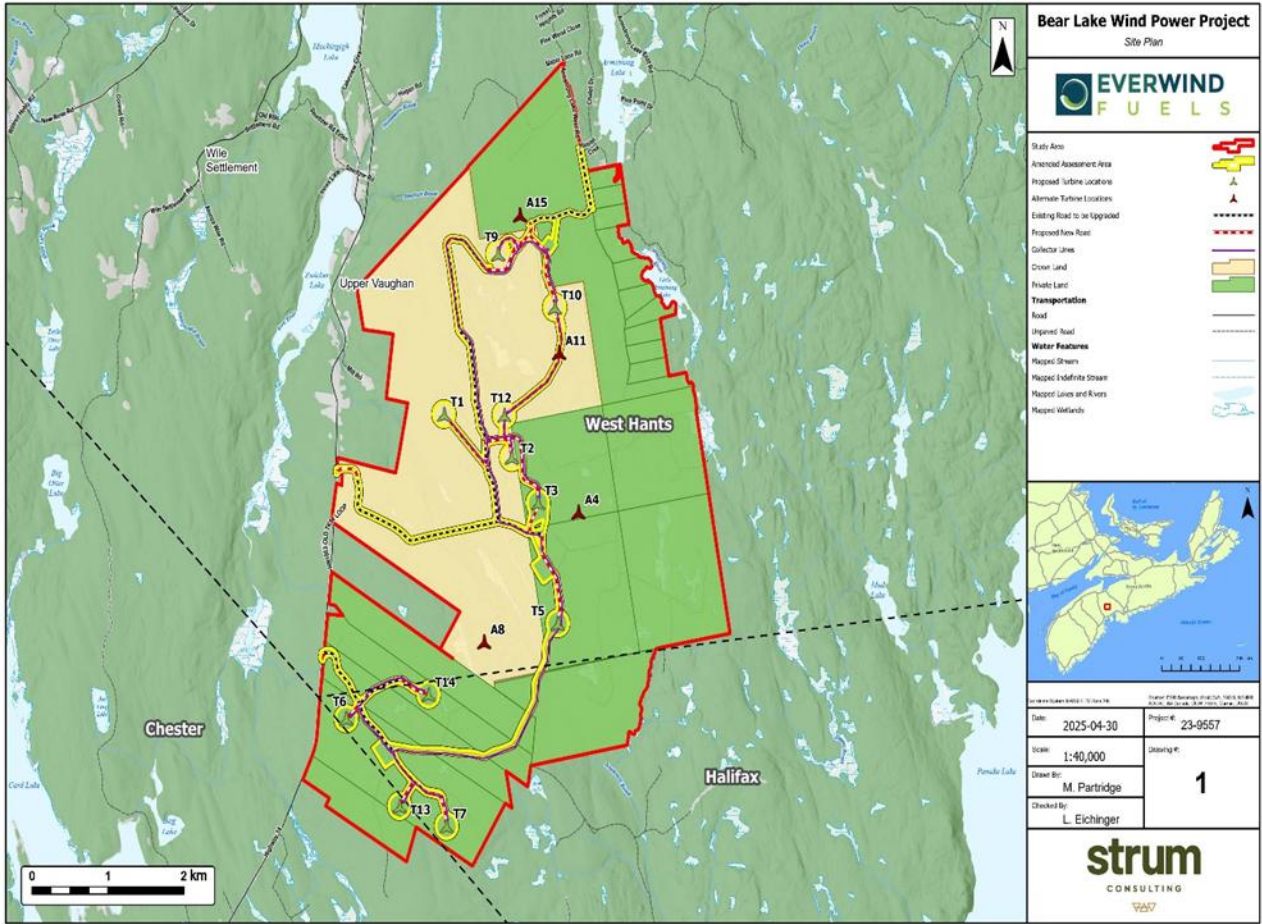
PID: and 45399532

CROWN LAND

PID: 45060068

DRAFT

Schedule B - Site Plan



Attachments
Draft Community Benefit Agreement

THIS **COMMUNITY BENEFITS AGREEMENT** made this [] day of [], 2025 (the “Effective Date”)

BETWEEN:

WEST HANTS REGIONAL MUNICIPALITY, a municipal body corporate (hereinafter referred to as “**West Hants**”)

AND: **HALIFAX REGIONAL MUNICIPALITY**, a municipal body corporate (hereinafter referred to as “**Halifax**”)

AND: **MUNICIPALITY OF THE DISTRICT OF CHESTER**, a municipal body corporate (hereinafter referred to as “**Chester**” and together with **West Hants** and **Halifax**, collectively the “**Municipalities**”)

AND: **BEAR LAKE WIND LTD.**, a company limited by shares incorporated under the laws of the Province of Nova Scotia (hereinafter referred to as “**Bear Lake Wind**”)

WHEREAS:

Bear Lake Wind is developing an 88 MW wind power project in the Municipalities known as the Bear Lake Wind Project (the “**Project**”);

AND WHEREAS:

Bear Lake Wind wishes to enter into this Community Benefits Agreement with the Municipalities, to benefit the Municipalities’ residents and communities;

Now this agreement witnesses that in consideration of the covenants and conditions set out below, the sum of \$1.00 and other good and valuable consideration, the receipt and sufficiency of which is acknowledged and agreed to by the parties, the Municipalities and Bear Lake Wind now agree as follows:

1. DEFINITIONS AND INTERPRETATION

1.1 Capitalized terms used in this Agreement shall have the meaning ascribed to such terms in the recitals above or in this Section 1.1, unless the context of their use requires otherwise:

- (a) “**Agreement**” means this Community Benefits Agreement;
- (b) “**Arbitration**” has the meaning set out in Section 9.2;
- (c) “**Arbitrator**” has the meaning set out in Section 9.2;

- (d) **“Bear Lake Commercial Operation Date”** means the date on which Bear Lake Wind commences delivering scheduled energy to its offtaker;
- (e) **“Business Day”** means a weekday (Monday to Friday) this is not a “holiday” as defined in the *Interpretation Act* (Nova Scotia);
- (f) **“Chair”** has the meaning set out in Section 7.3;
- (g) **“Contractor”** means any general contractor or subcontractor entering into a contract with Bear Lake Wind to undertake work on, and/or provide goods, products, equipment or services for, the development of the Project;
- (h) **“Dispute”** has the meaning set out in Section 9.1;
- (i) **“Dispute Notice”** has the meaning set out in Section 9.2;
- (j) **“Effective Date”** means the date set out on page 1;
- (k) **“Laws and Regulations”** means any and all applicable laws, statutes, bylaws, rules, regulations, ordinances, codes and orders of any and all governmental authorities (including regulatory bodies) and courts having jurisdiction;
- (l) **“Members”** has the meaning set out in Section 7.2;
- (m) **“Municipal Representatives”** has the meaning set out in Section 7.2(a);
- (n) **“Parties”** means the Municipalities and Bear Lake Wind, and **“Party”** means any one of them, as applicable;
- (o) **“Person”** or any word or expression descriptive of a person, includes any body corporate and politic, association, society, corporation, individual, joint stock company, joint venture, partnership, trust, or unincorporated organization, and their heirs, executors or administrators, or other legal representatives of such person;
- (p) **“Residents”** means all individuals residing in the Municipalities; and
- (q) **“Supplier”** means any business entity that supplies goods, products, equipment or services to Bear Lake Wind or its Contractors for the Project.

2. EMPLOYMENT OPPORTUNITIES - CONSTRUCTION

- 2.1 Bear Lake Wind shall insert language in its contracts with its Contractors engaged in the construction of the Project or obtain letters of undertaking from its Contractors engaged in the construction of the Project, which will require the Contractors to:
 - (a) take reasonable steps to publicize, in the Municipalities, employment opportunities

in connection with the construction of the Project and give full and fair consideration to Residents who apply for such employment opportunities;

- (b) provide advanced notification of employment opportunities in connection with the construction of the Project to Residents, through advertisements in media active in the Municipalities;
 - (c) provide for training and hiring programs for Residents of the Municipalities in respect of skills required in connection with the construction of the Project; and
 - (d) work cooperatively with the Municipalities to remove or reduce barriers to employment for Residents by examining all qualifying criteria for jobs identified by the Municipalities to ensure that such criteria do not create unwarranted barriers to employment opportunities for Residents in connection with the construction of the Project.
- 2.2 Bear Lake Wind shall obtain an undertaking from its Contractors to ensure that all Residents hired by such Contractors in accordance with this Article 2, shall have the same pay rate and terms and conditions of employment as the other comparable employees of the Contractors hired for similar positions in respect of the construction of the Project.
- 2.3 Bear Lake Wind shall insert the following language in its contracts, purchase orders, request for bids, or other procurement documents with its Suppliers for the construction of the Project:

“Bear Lake Wind Ltd. is a company that continually tries to achieve the highest standards of social, ethical, environmental, and business practices in all facets of our work. We believe that our strong commitment to corporate social responsibility will not only help our company to prosper but will also help to bring sustainable social and economic benefits to the communities in which we do business. Bear Lake Wind Ltd. seeks out and builds relationships with suppliers who also support and practice corporate social responsibility. In particular, Bear Lake Wind Ltd. wishes to do business with suppliers whose actions and business principles will contribute to the development of West Hants, Chester and Halifax (the “Municipalities”). To this end Bear Lake Wind Ltd. is working collaboratively with the Municipalities and is committed to creating development opportunities for the Municipalities in connection with the Bear Lake Wind Project. Bear Lake Wind Ltd. encourages its suppliers to register and work with the Municipalities, and challenges its suppliers to engage employees, supplies and contractors from the Municipalities and to otherwise seek to generate social and economic benefits for the Municipalities as a result of their work on the Bear Lake Wind Project.”

- 2.4 On a bi-annual basis, Bear Lake Wind shall inform the Municipalities of the names of the material Suppliers and Contractors it has engaged for the Project, their addresses, and any

other information that would help the Municipalities to encourage Suppliers to register with the Municipalities.

3. EMPLOYMENT OPPORTUNITIES - OPERATIONAL

- 3.1 Bear Lake Wind agrees to work with the Municipalities to publicize, in the Municipalities, employment opportunities in connection with the operation of the Project and give full and fair consideration to Residents who apply for such employment opportunities.
- 3.2 Bear Lake Wind shall make commercially reasonable efforts to locate training programs for permanent operational Project employees at locations in the Municipalities.

4. COMMUNITY FUNDS

- 4.1 Bear Lake Wind shall, commencing in the first full fiscal year following the Bear Lake Commercial Operation Date, and thereafter while the Bear Lake Wind Project is operating, provide an aggregate of \$90,000.00 annually (the “**Bear Lake Annual Community Payments**”) for the following community purposes:
- (a) payments to residents with civic addresses located within a distance from turbine locations for the Project determined by the Bear Lake CLC (defined below) from time to time, which will be distributed pro rata among such residents annually and delivered to civic addresses via cheque (the “**Bear Lake Proximity Payments**”); and
 - (b) financial support for community development organizations within the Municipalities (the “**Bear Lake Community Vibrancy Fund**”), which, by way of example, may include, but may not be limited to, organizations focused on: low-income housing; hospital auxiliaries; non-profit community groups; sport & recreation; education, and placemaking and beautification.
- 4.2 The Bear Lake Annual Community Payments shall, commencing in the first full fiscal year following the Bear Lake Commercial Operation Date, be allocated amongst the Bear Lake Proximity Payments and the Bear Lake Community Vibrancy Fund as determined by the Bear Lake CLC from time to time. The Bear Lake Annual Community Payment amount is based on an 88 MW Project, will be adjusted proportionally according to the final installed nameplate capacity of the Project. For greater certainty, the Bear Lake Annual Community Payment will be based on the installed nameplate capacity of the Project, regardless of whether particular wind turbines are generating electricity in all or a portion of a fiscal year.
- 4.3 Allocations of the Bear Lake Community Vibrancy Fund each year will be determined by the Bear Lake CLC, and the Bear Lake CLC shall make reasonable efforts to allocated the Bear Lake Community Vibrancy Fund to organizations active in the Municipalities.

5. BURSARY PROGRAM

- 5.1 Bear Lake Wind shall establish, upon making a final investment decision for the Project, 10 bursaries for residents of the Municipalities who are entering the first year of a post-secondary education in fields relevant to the future personnel needs of Bear Lake Wind (the “**Bear Lake Bursary Program**”). Each bursary will be in the one-time amount of \$5,000.00 and will be awarded in consultation with the Bear Lake CLC based on merit, location of applicants’ residence, and the essay described in section 5.2.
- 5.2 To qualify for the Bear Lake Bursary Program, interested students must submit a short (500 words or less) essay identifying their awareness of, and interest in, the future health of our environment and planet. Students are encouraged to provide their personal perspective regarding what a ‘Green Future’ means to them, and how they may play a role in achieving a ‘Green Future’. The students will be required to submit proof of acceptance or enrollment at a qualified post-secondary institution.

6. BUSINESS AND DEVELOPMENT OPPORTUNITIES

- 6.1 Bear Lake Wind shall commit to work with Nova Scotia Works and Community Inc. to assess local labour market training and employment opportunities relevant to the skills required in connection with the Project.
- 6.2 Bear Lake Wind shall commit to work with Nova Scotia Works and Community Inc., with direct focus on the Windsor office, to assess pathways to support initiatives relevant to the skills required in connection with the Project.
- 6.3 Bear Lake Wind shall establish a Local Information / Project Office located in one of the Municipalities prior to construction of the Project. This office shall be maintained during construction of the Project.
- 6.4 Bear Lake Wind agrees that it will use commercially reasonable efforts to hold site progress meetings that are to be held in-person in the Municipalities related to the development of the Project, its construction and operation, within the Municipalities.
- 6.5 Bear Lake Wind agree that it will use commercially reasonable efforts to conduct site visits and provide progress updates in respect of the Project for residents and Municipal Councillors of the Municipalities during Project construction and operations.
- 6.6 Bear Lake Wind agrees that it will present to high schools and education institutions within the Municipalities on wind energy, green fuels production and the Bear Lake Bursary Program.
- 6.7 Bear Lake Wind shall ensure that all notices and advertisements by Bear Lake Wind related to the Project that are required by any governmental or regulatory body shall be made in media active in the Municipalities.
- 6.8 Bear Lake Wind (or an affiliate thereof) will maintain membership in the Avon Chamber

of Commerce.

- 6.9 Bear Lake Wind acknowledges and agrees that the municipal tax revenues from the development of the Project, which are anticipated to be in excess of **\$31,924,519.57** over the life of the Project (the calculation of this estimate is set out in Schedule “A” hereto), are part of the benefit to the Municipalities and to the community as contemplated in this Agreement. Bear Lake Wind agrees to pay all municipal property taxes in accordance with the assessments as determined by the Property Valuation Services Corporation of Nova Scotia, subject to all rights of appeal thereto, and will not seek any legislation by the Province of Nova Scotia capping or reducing the amount of municipal property tax payable with respect to the Project or any part thereof.

7. COMMUNITY LIAISON COMMITTEE

- 7.1 The Parties shall establish a “Bear Lake Community Liaison Committee” (the “**Bear Lake CLC**”) to:
- (a) advise Bear Lake Wind with respect to the implementation of this Agreement;
 - (b) administer the Bear Lake Annual Community Payments in accordance with Article 4 and the Bear Lake Bursary Program in accordance with Article 5 of this Agreement;
 - (c) facilitate ongoing dialogue and cooperation between the Municipalities and Bear Lake Wind in respect of this Agreement and the Project; and
 - (d) develop such practices, procedures, and policies as are needed to fulfill its mandate.
- 7.2 The Bear Lake CLC shall be comprised of only the following members (“**Members**”):
- (a) up to one representative appointed by the Councils of each of Halifax and Chester and up to two representatives appointed by the Council of West Hants (collectively, the “**Municipal Representatives**”); and
 - (b) two representatives from Bear Lake Wind.
- 7.3 One of the Municipal Representatives, as chosen by the Municipalities, will chair all meetings (the “**Chair**”).
- 7.4 The Chair, in consultation with other Members, shall establish the meeting times, and shall, upon the written request of any two Members, call a meeting. Except with the consent of all the Members a minimum of 48 hours of notice will provided for all meetings.
- 7.5 Bear Lake Wind agrees to provide to the Municipalities, quarterly written reports during the construction phase of the Project, outlining the steps taken to comply with its employment, supplier and training commitments set out in this Agreement.

- 7.6 Commencing on the Commercial Operation Date, Bear Lake Wind shall provide annual reports to the Municipalities outlining the steps taken to comply with its commitments set out in this Agreement.

8. NOTICES

- 8.1 All notices and other communications under this Agreement shall be sufficiently given if sent by e-mail, courier or registered mail to the following addresses:

To West Hants:

Chief Administrative Officer of West Hants
76 Morison Dr.
Windsor, NS B0N 2T0

To Chester:

Chief Administrative Officer of Chester
151 King Street
Chester, NS B0J 1J0

To Halifax:

Chief Administrative Officer of HRM
1841 Argyle St.
P.O. Box 1749
Halifax, NS, B3J 3A5

To Bear Lake Wind:

1969 Upper Water Street, Suite 2101
Halifax, Nova Scotia
B3J 3Y5
Attention: Trent Vichie
e-mail: trent.vichie@everwindfuels.com

Or at such other addresses in Nova Scotia as any Party may, in writing, advise the others.

Any notice or other communication shall be deemed to have been given and received, if delivered or sent by e-mail, courier or registered mail, on the Business Day on which it is received if received prior to 4:00 p.m. (Atlantic Time) and, if received after 4:00 p.m. on such Business Day, shall be deemed to have been received on the next Business Day.

9. DISPUTE RESOLUTION

- 9.1 This Article 9 will apply to any dispute arising out of or relating to this Agreement (a “**Dispute**”)
- 9.2 In the event of a Dispute, within ten (10) days following the delivery of a written request by a Party (a “**Dispute Notice**”), each Party to the Dispute shall nominate a senior officer with authority to irrevocably bind such Party to a resolution of the Dispute. Within ten (10) Business Days after delivery of a Dispute Notice, the senior officers for the Parties to the Dispute shall negotiate in good faith to resolve the Dispute. If the Parties to the Dispute are unable to resolve the Dispute in accordance with this Section 9.2 within fifteen (15) Business Days following delivery of the Dispute Notice, the Parties to the Dispute shall submit the Dispute to binding arbitration and shall otherwise conform to the requirements set forth below.
- (a) The Dispute shall be submitted to arbitration by one arbitrator pursuant to the Arbitration Rules of the procedure set forth in this Section 9.2 and pursuant to the ADRIIC Arbitration Rules of the ADR Institute of Canada (“**Arbitration**”). If the provisions of this Section 9.2 are inconsistent with the ADRIIC Arbitration Rules, the provisions of this Section 9.2 shall prevail to the extent of such inconsistency.
 - (b) A Party may make a demand for Arbitration by sending a notice in writing to the other Party or Parties to the Dispute, setting forth the nature of the Dispute, the amount involved and the name of the arbitrator it proposes to be appointed.
 - (c) Within fifteen (15) Business Days after any demand for Arbitration under Subsection 9.2(b), the Parties shall agree on the designation of the arbitrator and should the Parties fail to do so, the arbitrator shall be appointed by a judge of competent jurisdiction upon motion of any Party to the Dispute (the “**Arbitrator**”).
 - (d) Arbitration hearings shall be held in Halifax, Nova Scotia or as otherwise agreed by the Parties, and shall commence no later than thirty (30) days after the appointment of the Arbitrator. The decision of the Arbitrator shall be made not later than sixty (60) days after the Arbitrator’s appointment. The decision of the Arbitrator shall be final, without appeal, and be binding on the Parties to the Dispute.
 - (e) Unless otherwise provided by the Arbitrator in his or her award, each Party shall bear the costs and expenses of all lawyers, consultants, advisors, witnesses and employees retained by it in any Arbitration, and the expenses and fees of the Arbitrator shall be paid equally by the Parties to the Dispute.
- 9.3 Notwithstanding the existence of a Dispute, and until the Arbitrator renders a decision, each Party shall be obligated to fulfill its obligations and continue its performance in accordance with the terms hereof.

10. GENERAL PROVISIONS

- 10.1 The Parties covenant and agree that, notwithstanding any other provisions of this Agreement to the contrary, they shall each, in performing their obligations under this Agreement, comply with all applicable laws and regulations.
- 10.2 This Agreement may not be modified or amended except by an instrument in writing of equal formality as this Agreement executed by the Parties or by their successors or assigns.
- 10.3 All obligations under this Agreement, which by their nature require fulfillment or performance following the expiry or earlier termination of this Agreement, shall survive such expiry or earlier termination.
- 10.4 Nothing in this Agreement shall derogate from the obligations of Bear Lake Wind under any other agreement(s) with the Municipalities or prejudice or affect the Municipalities' powers, duties or obligations in the exercise of their functions pursuant to the *Municipal Government Act*, as amended from time to time and the rights, powers, duties and obligations of the Municipalities under all public and private statutes, bylaws, orders and regulations which may be, if the Municipalities so elects, as fully and effectively exercised as if this Agreement had not been executed and delivered.
- 10.5 This Agreement and the rights and duties of the Parties hereunder shall be interpreted, performed, and enforced in accordance with the laws of the Province of Nova Scotia, without regard to the principles of conflicts of law and, Subject to Article 9, any suit, action or proceeding relating to or arising out of this Agreement shall be brought solely in the courts of the Province of Nova Scotia.
- 10.6 No Party shall assign its interest under this Agreement without the prior written consent of the other parties, which shall not be unreasonably withheld, delayed or conditioned.
- 10.7 The Parties acknowledge that this Agreement shall extend to, be binding upon, and enure to the benefit of the Parties and their successors and permitted assigns.
- 10.8 The Parties agree that nothing in this Agreement shall serve to create any agency, employment or other master and servant relationship, partnership or joint venture relationship, or fiduciary relationship amongst the Municipalities and Bear Lake Wind and accordingly, none of the Parties is or will be deemed to be, partners, appointees, employees or agents of any other Party. No Party shall represent to anyone that:
- (a) it has any authority to bind any other Party to this Agreement in any way; or
 - (b) it is an agent of any Party to this Agreement.
- 10.9 No failure by a Party to enforce any right under this Agreement at any time or times shall operate as a waiver of such Party's rights in respect of any continuing or subsequent breach of this Agreement or so as to defeat or affect in any way the rights of such Party in respect of a continuing or subsequent breach by the other Party(ies) and no waiver shall be inferred from or implied by anything done or omitted by such Party unless expressed clearly as a

waiver in writing of such a right.

- 10.10 If any provision of this Agreement is held to be invalid, illegal, or unenforceable, then such provision shall be deleted from this Agreement and the remaining provisions shall continue in full force and effect. The Parties shall in good faith negotiate a mutually acceptable and enforceable substitute for the invalid, illegal, or unenforceable provision, which substitute shall be as consistent as possible with the original intent of the Parties.
- 10.11 Wherever the singular or masculine is used in this Agreement, the same is deemed to include the plural or the feminine or the body politic or corporate wherever the context or the parties so require.
- 10.12 This is the entire Agreement among the Parties in respect of the subject matter hereof. No prior statement or correspondence shall modify or affect the terms and conditions hereof. Prior representations, promises, warranties or statements by a Party, or by any agent or employee of a Party, that differ in any way from the terms and conditions hereof shall be given no effect.
- 10.13 This Agreement may be executed in one or more counterparts, each of which shall be deemed an original, and all of which shall constitute one instrument.

IN WITNESS WHEREOF the Parties have executed this Agreement as of the Effective Date:

WEST HANTS REGIONAL MUNICIPALITY, by its authorized signatories:

per: _____

per: _____

MUNICIPALITY OF THE DISTRICT OF CHESTER, by its authorized signatories:

per: _____

per: _____

HALIFAX REGIONAL MUNICIPALITY, by its authorized signatories:

per: _____

per: _____

BEAR LAKE WIND LTD., by its authorized signatory:

per: _____

Name:

Title:

SCHEDULE “A” CALCULATION OF MUNICIPAL TAX PAYMENTS

The following is an estimate of the property taxes anticipated to be payable to the municipalities in which the Project is located, based on the assumptions set out below, and the provisions of the *Wind Turbine Facilities Municipal Taxation Act* (the “Act”) as they currently stand. These amounts are estimates only.

Assumptions

- The aggregate nameplate capacity of the Project will be 88 MW
- The first year the Project will be commissioned for at least six months will be 2027
- The useful life of the Project will be 35 years
- The Consumer Price Index to be applied is the Consumer Price Index, annual average, not seasonally adjusted (Statistics Canada table 18-10-0005-01) (“CPI”)
- CPI will increase by 2% in 2025 and 2026, such that CPI will be 167.4 as of the end of 2026

Analysis

The wind turbine facilities and related equipment, devices and structures comprising the Wind Farms are not subject to municipal property tax under the *Assessment Act*, but rather, they are taxed pursuant to the Act.

Sections 5(5) to 5(7) of the Act set out the municipal tax obligation for new wind turbine facilities. Section 5(5)(b) specifies the tax obligation for the first municipal taxation year:

where it is the 2007-08 or a subsequent municipal taxation year, the wind turbine facility tax rate is \$5,500.00 per megawatt plus a percentage of \$5,500.00 equal to the percentage increase in the Consumer Price Index for Canada at the end of the calendar year ending in the immediately preceding municipal taxation year relative to the Consumer Price Index for Canada at the end of the 2005 calendar year.

Under the above section, a wind turbine facility that is first taxed in 2027 would be taxed at the base \$5,500.00 per megawatt, plus the percentage change in the CPI since 2005. CPI at the end of 2005 was 107.0, and is assumed to be 167.4 at the end of 2026. This represents a 56.45% increase in the CPI, thus an additional \$3,104.75 would be added on top of the base rate of \$5,500.00 for a total tax of **\$8,604.75 per megawatt** for that year.

The first municipal taxation year in which a wind turbine facility is taxed will be the municipal taxation year in which the wind turbine facility has been commissioned for at least six months, as set out in s. 5(6) of the Act:

(6) Where in the first municipal taxation year in which a wind turbine facility is taxed the taxes on the initial nameplate capacity are for only part of the municipal taxation year, the tax is the same for the second municipal taxation year.

If the first municipal taxation year is less than a full year, taxes are prorated based on the number of days remaining in such municipal taxation year after commissioning, and are the same in the first full municipal tax year thereafter. After the first full municipal taxation year, the rate increases by one percent of per year, pursuant to section 5(7) of the Act.

The Act does not provide for any sharing of the municipal taxes payable thereunder with the Province – all such taxes accrue to the relevant municipality.

Pursuant to Section 8 of the Act, where a wind turbine facility crosses municipal boundaries such that it is located in two or more municipalities, the taxes payable pursuant to the Act are to be shared by the municipalities based on the proportion of the construction costs of the portion of the facility that is in each municipality.

It is important to note that the land on which the wind turbine facility is located, and any roads and buildings on the lands are taxed separately, in accordance with the regular municipal property tax requirements in the Province, as set out in section 4(2) of the Act. Such taxes are in addition to the taxes paid pursuant to the Act.

Calculation

\$8,604.75 per MW x 88 MW = \$757,218 in municipal taxes for first full year of operation.

Year	Turbine Taxes
Stub*	\$ 378,609.00
1	\$ 757,218.00
2	\$ 764,790.18
3	\$ 772,438.08
4	\$ 780,162.46
5	\$ 787,964.09
6	\$ 795,843.73
7	\$ 803,802.17
8	\$ 811,840.19
9	\$ 819,958.59
10	\$ 828,158.17
11	\$ 836,439.76
12	\$ 844,804.15
13	\$ 853,252.20
14	\$ 861,784.72
15	\$ 870,402.56
16	\$ 879,106.59
17	\$ 887,897.66
18	\$ 896,776.63

19	\$ 905,744.40
20	\$ 914,801.84
21	\$ 923,949.86
22	\$ 933,189.36
23	\$ 942,521.25
24	\$ 951,946.47
25	\$ 961,465.93
26	\$ 971,080.59
27	\$ 980,791.40
28	\$ 990,599.31
29	\$ 1,000,505.30
30	\$ 1,010,510.36
31	\$ 1,020,615.46
32	\$ 1,030,821.61
33	\$ 1,041,129.83
34	\$ 1,051,541.13
35	\$ 1,062,056.54
Total	\$ 31,924,519.57

*assumes half a year of operation

Attachment E
Environmental Assessment Approval and Terms and Conditions



**Environment and Climate Change
Office of the Minister**

PO Box 442, Halifax, Nova Scotia, Canada B3J 2P8 • Telephone 902-424-3736 • novascotia.ca

File number: 40100-30-338

December 13, 2023

Mark Savory, Executive Vice President, Project Delivery
Bear Lake Wind Power Project
c/o EverWind Fuels Limited
1969 Upper Water Street, Suite 201
Purdy's Wharf II
Halifax, NS B3J 2V1

Dear Mark Savory:

RE: Environmental Assessment – Bear Lake Wind Limited - Bear Lake Wind Power Project - Hants, Halifax and Lunenburg Counties, Nova Scotia

The environmental assessment of the proposed Bear Lake Wind Power Project in Hants, Halifax and Lunenburg Counties, Nova Scotia has been completed.

This letter is to advise that I have approved the above project in accordance with Section 40 of the Nova Scotia *Environment Act*, S.N.S., 1994-95 and subsection 13(1)(b) of the Environmental Assessment Regulations, N.S. Reg. 348/2022, made under the Act. Following a review of the information provided by Bear Lake Wind Limited, and the information provided by the Mi'kmaq of Nova Scotia, and the public during consultation on the environmental assessment, I am satisfied that any adverse effects or significant environmental effects of the undertaking can be adequately mitigated through compliance with the attached terms and conditions.

In your Environmental Assessment Registration Document, you identified that much of your project is on Crown land which will require a Crown land lease. It will be important that you work with the Department of Natural Resources and Renewables to address and mitigate any impacts that may arise from your project given the naturally occurring uranium in the area.

If you have any questions regarding the approval of this project, please contact Bridget Tutty, Manager, Environmental Assessment Branch, at (902) 452-7891 or via email at Bridget.Tutty@novascotia.ca.

Sincerely,

A handwritten signature in blue ink, appearing to read 'T. Halman'.

Honourable Timothy Halman, MLA
Minister of Environment and Climate Change

Encl.

cc: Bridget Tutty, Environment and Climate Change

Environmental Assessment Approval

Approval Date: December 13, 2023

BEAR LAKE WIND PROJECT

Bear Lake Wind Limited
Hants, Lunenburg and Halifax Counties, Nova Scotia

Terms and Conditions for Environmental Assessment Approval

1 Definitions

- 1.1 *Act* means Environment Act 1994-95, c.1, s.1, and includes, unless the context otherwise requires, the regulations made pursuant to the Act, as amended from time to time.
- 1.2 Department means the Department of Environment and Climate Change, and the contact for the Department for this Approval is:
- Nova Scotia Environment and Climate Change
Western Region, Kentville Office
136 Exhibition Street, Halifax NS B4N 4E5
Phone: 902-679-6086 Fax: 902-679-6186
- 1.3 Minister means the Minister of Environment and Climate Change.
- 1.4 Commencement means the same as to commence work, as defined in the Environmental Assessment Regulations.
- 1.5 EA means Environmental Assessment.
- 1.6 Surface watercourse means a watercourse as defined in the Environment Act, excluding groundwater.
- 1.7 Registration Documentation means the Registration Document and all documentation submitted as part of the EA process to the Department prior to the issuance of this approval as well as any supporting documentation.

2 Scope

- 2.1 This Approval (the "Approval") relates to the Approval Holder(s) and their Registration Documentation for the Bear Lake Wind Power Project, situated near Upper Vaughan, and within the counties of Hants, Halifax and Lunenburg, Nova Scotia, hereafter referred to as the "Project."
- 2.2 The Approval Holder(s) shall ensure the Project is carried out in accordance with this Approval and their Registration Documentation.

3 General

- 3.1 The Approval Holder shall conduct the Project in accordance with the Environment Act, as amended from time to time.
- 3.2 The Approval Holder shall, within two years of the date of issuance of this Approval, commence work on the Project unless granted a written extension by the Minister.
- 3.3 The Approval Holder shall provide written notification to the Department of the commencement date of the Project, at a minimum 30 days prior to the commencement.
- 3.4 The Approval Holder shall provide to the Department a concordance table detailing the status of the EA terms and conditions on or before January 31 of each year until released in writing by the Department.
- 3.5 Prior to any proposed expansion, modification, or relocation of any aspect of the Project from that proposed in the Registration Documentation, the Approval Holder must submit the proposal to the EA Branch for review and may require additional information from the Approval Holder or an EA.
- 3.6 Nothing in this Approval relieves the Approval Holder of the responsibility for obtaining and paying for all other licenses, permits, approvals or authorizations necessary for carrying out the Project which may be required by municipal by-laws or provincial or federal legislation. The Minister does not warrant that such licenses, permits, approvals or authorizations will be issued.
- 3.7 No authority is granted by this Approval to enable the Approval Holder(s) to commence or continue the Project on lands which are not in the control or

ownership of the Approval Holder(s). It is the responsibility of the Approval Holder(s) to ensure that such a contravention does not occur. Failure to retain said authorization may result in this Approval being cancelled or suspended.

- 3.8 The Approval Holder shall not transfer, sell, lease, assign or otherwise dispose of this Approval without the written consent of the Minister. The sale of a controlling interest of a business or a transfer of this Approval from a parent company to a subsidiary or an affiliate is deemed to be a transfer requiring consent.
- 3.9 Upon any changes to the Registry of Joint Stock Companies information related to the Approval Holder, the Approval Holder shall provide a copy to the Department within 5 days of the changes.
- 3.10 If there is a discrepancy between the Registration Documentation and the terms and conditions of this Approval, the terms and conditions of this Approval shall apply.
- 3.11 Where a timeline is associated with a condition(s) of the Approval, the Approval Holder shall fulfil the requirements of the condition(s) within the prescribed timeline, unless otherwise authorized in writing by the Department.
- 3.12 Where the provision of a plan is associated with a condition(s) of the Approval, the Approval Holder may submit the plan in phases, with the written consent of the Department, and shall fulfil the requirements of the condition(s). Where consent is provided in accordance with this section, work associated with and subject to a particular phase of a plan may only continue to the extent where the relevant phase(s) of the plan are complete.
- 3.13 The Approval Holder shall notify the Department of any incidents of non-compliance with this Approval immediately and in accordance with the Act and Regulations.
- 3.14 The Approval Holder shall bear all expenses incurred in carrying out the environmental management and monitoring required under the terms and conditions of this Approval, the Act or the Regulations.
- 3.15 Unless specified otherwise in this Approval, all samples required to be

collected by this Approval, the Act or the Regulations shall be collected, preserved, and analysed, by qualified personnel, in accordance with recognized industry standards and procedures and in accordance with any Standard under the Act or Regulations.

- 3.16 The Approval Holder shall ensure that this Approval, or a copy, is present at the Project site while personnel are on site and that personnel directly involved in the Project are made fully aware of the terms and conditions which pertain to this Approval.
- 3.17 The Approval Holder shall update and/or revise any of the plans, programs or other documents required in this Approval to reflect the progressive development of the Project, and at any time deemed necessary by the Department. The Approval Holder shall make the documents available upon request by the Department.
- 3.18 Throughout the life of the Project, the Approval Holder shall conduct any additional studies or monitoring and/or implement additional mitigation measures as required by the Department.
- 3.19 The Approval Holder shall provide to the Department a summary table detailing the results of the monitoring required in this Approval, or otherwise completed for the Project, on or before January 31 of each year until released in writing by the Department.

4 Project Design and Operation

- 4.1 Prior to road construction and/or upgrades, the Approval Holder shall submit an updated shadow flicker assessment, noise modelling (including background/baseline noise), and the final turbine selection/placement to the Department. The updated modelling must include specifications from final selected turbines and demonstrate compliance with this Approval.
- 4.2 The Approval Holder shall be responsible for the costs of any third-party review of plans, reports, or monitoring results deemed necessary by the Department over the life of the Project.

5 Water Resources

- 5.1 The Approval Holder shall not conduct any Project activities, construct a turbine, or remove vegetation within 30 metres of a surface watercourse

and/or a wetland unless otherwise authorized in writing by the Department.

- 5.2 Prior to road construction and/or upgrades, the Approval Holder shall submit a surface water management plan to the Department. This plan shall identify potential effects from construction of roads or other Project components on local surface water drainage patterns and identify mitigation measures for the protection of wetlands and surface watercourses. This plan shall be developed by a qualified professional engineer, hydrogeologist or geoscientist licensed to practice in the Province of Nova Scotia.
- 5.3 Prior to commencement, the Approval Holder shall submit a detailed sediment and erosion control plan to the Department. The plan shall include all clearing, grubbing, and stripping required for the Project and shall be designed by a professional engineer licensed to practice in Nova Scotia.
- 5.4 The Approval Holder shall immediately contact the Department should sulphide bearing material be encountered on the Project site, and at the request of the Department, develop and implement a plan to manage the sulphide bearing material.
- 5.5 Prior to blasting, the Approval Holder shall submit a blasting plan to the Department. The plan shall include completed pre-blast surveys and a water quality analysis for each water well within 800m of the point of blast that includes, but is not limited to, analyses for uranium and arsenic.
- 5.6 The Approval Holder, at their expense, shall replace any water supplies lost or damaged resulting from Project operations, as authorized and required by the Department.
- 5.7 The Approval Holder shall immediately contact ECC and NRR – Geosciences and Mines Branch should elevated levels of uranium mineralization be encountered on the Project site, and at the request of the Department, develop and implement a plan to manage the uranium mineralization.

6 Habitat, Flora and Fauna

- 6.1 Prior to commencement, the Approval Holder shall provide the Wildlife Division and Regional Services, NRR with digital way points and shape files revealing precise locations for wetlands, and species listed under the

Species at Risk Act (SARA) and/or Endangered Species Act (ESA), as well as Species of Special Concern (SOCC) (i.e. species assessed by the Committee on the Status of Endangered Wildlife in Canada as at risk, but not listed under SARA or ESA, and all S1, S2 and S3 listed species under the Atlantic Canada Conservation data Centre) identified during field work. The data provided to NRR shall include, at minimum, the date of the field observations and habitat description.

- 6.2 Prior to commencement, the Approval Holder shall submit a Wildlife Management Plan to ECC, NRR and Environment and Climate Change Canada (ECCC). The plan must describe how the Approval Holder intends to meet the requirements of relevant federal and provincial legislation, including but not limited to, *ESA*, the *Migratory Birds Convention Act* and *SARA*.
- 6.3 The Approval Holder shall complete baseline field surveys for turtles in spring 2024. Mitigation measures shall be employed to protect turtle habitat should clearing proceed prior to baseline surveys and could include clearing exclusion zones. The Approval Holder shall provide details of mitigation measures, methods and results of surveys to NRR.
- 6.4 The Approval Holder shall complete baseline field surveys for Mainland Moose over winter 2023/2024. The Approval Holder shall provide methods and results of surveys to NRR.
- 6.5 Prior to construction of turbine(s) the Approval Holder must develop and submit to NRR and ECC a monitoring program for Mainland Moose for not less than two years. The program shall be implemented from the time the turbines become operational.
- 6.6 Prior to the time turbine(s) become operational, the Approval Holder must complete an additional year of baseline field bird studies and submit results to ECC, NRR and ECCC to inform future monitoring and mitigation planning.
- 6.7 Prior to the time turbine(s) become operational, the Approval Holder must complete an additional year of baseline field bat studies and submit results to ECC, NRR and ECCC to inform future monitoring and mitigation planning.

- 6.8 Prior to the time turbine(s) become operational the Approval Holder must develop a mortality monitoring program for birds and bats for not less than two years and submit to NRR and ECCC. The program shall include associated reporting requirements and be implemented from the time turbine(s) become operational.
- 6.9 Prior to construction of turbine(s) the Approval Holder must develop and submit to ECC, NRR and ECCC an Adaptive Management Plan that includes a decision-making process to mitigate potential project impacts to bird and bat species, and the associated reporting requirements. The Plan shall be implemented from the time turbine(s) become operational. Additional mitigation measures may be required by the Department.

7 Air Quality, Noise and Visual Impact

- 7.1 The Approval Holder shall ensure that operational noise levels at any permanent or seasonal receptors do not exceed 40 dBA. At the request of the Department, The Approval Holder shall retain a qualified person to develop a plan to monitor noise in accordance with the Department's "Guidelines for Environmental Noise Measurement and Assessment, 2023", as amended from time to time. The plan shall be submitted to the Department and implemented upon request.
- 7.2 The Approval Holder shall ensure that all noise emissions meet sound levels limits specified in the Nova Scotia Environment and Climate Change "Guidelines for Environmental Noise Measurement and Assessment" (2023), as amended from time to time.
- 7.3 The Approval Holder shall ensure that shadow flicker does not exceed the shadow flicker limits of 30 minutes per day, or 30 hours per year, at any permanent or seasonal receptor.
- 7.4 At the request of the Department, the Approval Holder shall develop and implement a plan to monitor shadow flicker under varying seasonal conditions. The plan shall include sampling locations, parameters, monitoring methods, protocols and frequency.

8 Archaeological and Heritage Resources

- 8.1 The Approval Holder shall cease work and contact the Special Places

Coordinator, Nova Scotia Department of Communities, Culture, Tourism and Heritage (CCTH) immediately upon discovery of an archaeological, or paleontological site, artifact or fossil specimen unearthed during any phase of the Project. If the find is of certain or possible Mi'kmaq origin, the Approval Holder shall also contact the appropriate Mi'kmaq representatives as advised by CCTH.

- 8.2 Prior to road construction and/or upgrades, or any associated ground disturbance activities the Approval Holder shall complete the Archaeological Resource Impact Assessment (ARIA) for Heritage Research Permit A2023NS156, as described in the Registration Documentation. The report shall be made available to CCTH and ECC.
- 8.3 Prior to road construction and/or upgrades, or any associated ground disturbance activities, the Approval Holder shall complete a program of subsurface testing for any areas of elevated archaeological potential identified under Heritage Research Permit Report A2023NS156, that cannot be avoided in the course of development. Results shall be submitted to CCTH and ECC prior to construction to determine if further archaeological monitoring is required during ground disturbance activities of these areas.

9 Public Engagement

- 9.1 Prior to commencement, the Approval Holder shall develop and implement a comprehensive complaint resolution plan for receiving and responding to complaints related to the Project. The plan will include, but not be limited to, a reporting system which records all complaints received, sets out a timeline for responding to complaints and establishes a recording system that details all corrective measures taken to alleviate the cause and prevent its recurrence. The plan shall be made available to the Department upon request.
- 9.2 Prior to commencement, the Approval Holder shall appoint a contact person designated to deal with complaints and shall provide the contact information to the Department.
- 9.3 At the request of the department, the Approval Holder shall develop and implement a plan for the formation and operation of a Community Liaison

Committee (CLC) including terms of reference, which meet the Department's Guide for the Formation and Operation of a Community Liaison Committee, as amended from time to time. The Approval Holder shall operate the CLC for the duration of the Project or until released in writing by the Department.

10 Engagement with the Mi'kmaq of Nova Scotia

- 10.1 Prior to commencement, the Approval Holder shall develop and implement a Mi'kmaq Communication Plan, which will include, but not be limited to, a process for communicating Project details and seeking input from the Mi'kmaq of Nova Scotia on the development and implementation of Project mitigation and monitoring plans. The plan shall be updated regularly and be available to the Department and the Mi'kmaq of Nova Scotia upon request.
- 10.2 Prior to road construction and/or upgrades, or any associated ground disturbance activities, the Approval Holder shall complete the Mi'kmaq Ecological Knowledge Study (MEKS) for the Project, as described in the Registration Documentation. The MEKS shall be provided to the Department and the Mi'kmaq of Nova Scotia.

11 Contingency Plan

- 11.1 Prior to commencement, the Approval Holder shall submit a comprehensive contingency plan to the Department which meets the Department's Contingency Planning Guidelines. The plan shall provide preventative measures and address accidental occurrences including, but not limited to, spills of hydrocarbons or other hazardous materials, failure of erosion and sediment control measures, fires and vehicular collisions. The plan shall be implemented, maintained, and updated over the life of the Project.
- 11.2 The contingency plan shall be maintained and updated as necessary, always kept on the Project site (while personnel are on-site) and be made available to the Department upon request.

12 Rehabilitation

- 12.1 The Approval Holder shall submit a decommissioning and site reclamation plan to the Department, two years prior to the end of operation.
- 12.2 Project operations shall be completed and reclaimed to the satisfaction of the Department and other appropriate regulatory departments.
- 12.3 In the event any turbine ceases to be operational for a period of two years, the Approval Holder shall submit a report to the Department outlining a timeline for reparation to the unit(s) to either render it fully functional or provide similar details for removing the turbine from the site within two years from the date the report was received by the Department.



Honourable Timothy Halman, MLA
Minister of Environment and Climate Change

Attachment F
Public Information Meeting Notes



Public Information Meeting Notes

May 21st, 2025

Development Agreement: Bear Lake Wind farm, Vaughan; File 25-18

Meeting date and time	A public information meeting was held on May 21, 2025, beginning at 6:00 p.m. in Council Chambers at 76 Morison Drive in Windsor.
Attending	<p>In attendance:</p> <ul style="list-style-type: none"> • Councillor Leary-Pinch, Chair <p>Two (3) members of staff:</p> <ul style="list-style-type: none"> • Acting Director of Planning and Development, Kari Fougere • Planning Administrative Assistant Vanessa Lake • CAO Mark Phillips <p>Applicants and presenters:</p> <ul style="list-style-type: none"> • Rebecca Crump, Head of Renewables • Brendan Chard, VP Power • Mark Stewart, Director of Engagement • Claire Parsons, Director of Communications • Jeff Bonazza, Director of Environment & Permitting • Hannah Matheson, Development Associate • Andrew Woods, Development Consultant <p>Council members:</p> <ul style="list-style-type: none"> • Mayor Abraham Zebian • Councillor Paul Wheadon • Councillor Crystal Remme • Councillor Jim Ivey <p>31 members of the public attended the meeting.</p>
Applicants	Acting Director Fougere outlined the request for a development agreement for Bear Lake Wind Ltd. to permit 7

<p>Rebecca Crump and Mark Stewart, Bear Lake Wind Ltd.</p> <p>Properties</p> <p>Multiple vacant properties in Vaughan and Upper Vaughan. PIDs include: 45060068, 45399540, 45399573, 45399532, 45060076, 45381209, and 45381217</p>	<p>large scale wind turbines across multiple properties in Vaughn and Upper Vaughan on lands owned by the Province of Nova Scotia and Atlantic Star Forestry. The planning process was reviewed, including the criteria used to evaluate the development agreement.</p> <p>Rebecca Crump and Mark Stewart, part of the application team, provided a presentation outlining the changes they have made to their development proposal since the initial proposal submitted in 2024. They discussed the reduction in turbines and access roads they will need for the development resulting in less impact on crown land and the natural environment. They talked about the utilization of an Aircraft Detection Lighting System (ADLS) that will keep the night skies dark. They then provided an overview of the new development concept on maps and site plans. They discussed adding alternate locations to help reduce the risk of future amendments to the site plan in case they run into issues during construction. They discussed that the turbines they removed were the ones with the most visual impact, two removed from crown land and the ones with the most environmental impact. They also removed one substation and moved another substation. Improve Armstrong Lake Road to the quality of access roads and provide an alternative egress out of Chalet Hamlet, for emergency access only. They discussed reduction in length of roads, reduction in impacts to wetlands based on less infrastructure, and less water crossing. Also discussed improvements to stormwater management, committing to working with the Public Works department and improving stormwater management with their improved limits of disturbance. They also talked about decommissioning costs requirements on crown land and private land leases as well as being built into the development agreement. They then outlined the details of the community benefits agreement. They discussed other benefits to the community such as job creation. Policy criteria were discussed and how the project meets or exceeds minimum requirements.</p>
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	<p>At 7:01 p.m. the floor was opened to the public for comments and questions.</p>
<p>Comments</p>	<p>The question was brought up during the presentation about who in Chalet Hamlet was consulted. Mark Stewart discussed that they have met with the Chalet Hamlet board and some of those members are also on the Community Liaison Committee (CLC). They are also presenting to the Chalet Hamlet Community again and accepting feedback.</p> <p>Brenda Kenty- Question was asked during the presentation about who makes up the CLC. Mark Stewart explained that the committee was established in the community as a way of establishing a communication and feedback network for interested members of the community in collaboration with the proponent for the best possible outcomes of the project. They solicited members through the paper, WHRM Council, and conversation with a number of individuals in the community. Currently 10 members and open to grow. Members are from communities in close proximity to the project site and members of the project team, none from Chester or HRM currently. A member of the CLC suggested including more members from the Vaughan area. Once the Terms of Reference are approved, the members list will be public. Brenda also asked if other roads in Chalet Hamlet will be upgraded or redeveloped. Rebecca Crump stated she would take it away and follow up at a later date to see if they can include that in the project. Brenda also had a question about Provincial oversight and if someone will be on the ground to monitor compliance with the EA. The applicants confirmed there will be monitoring.</p> <p>A member of the public raised concern about the egress road and where it will be located off of West Armstrong Lake Road and that the road could be used as a thoroughfare road. Applicants stated that it's not the intent to allow it to be used a thoroughfare. Rebecca Crump stated that they don't intend to install a gate at this time, but it will be enforced.</p>

Nancy Durnford- Question about what turbines have been eliminated from the previous application. Rebecca Crump stated T8, T4, T11 and T15 will be removed. She also asked where the substation will be located, Rebecca stated between T9 and T10. Transmission lines will still follow in close proximity to Armstrong Lake West Road. She also asked about the height of the turbine and how the extra height of the turbine contributes to shadow flicker. An updated shadow flicker survey has been completed, and requirements have been met. Nancy also raised a concern about blasting during the construction of the windfarm and impacts of the blasting. The applicants will follow up. Also question about whether or not waterways are being tested prior to construction; Jeff said no there were no requirements to establish a baseline water quality, but there are requirements to monitor wells within 800m prior to blasting and commitments and conditions in the EA speaking to impact on local wells and requirements to make sure they aren't impacted, and if they are, that they are fixed. Sampling will be required for Total Suspended Solids (TSS) under Provincial guidance. Questioned if Little Armstrong Lake will be tested prior to construction. Questioned if T15 has been removed and what the closest turbine to Armstrong Lake West. The Applicants will follow up.

Colin Hines- Raised a concern about the EA and how the requirements are monitored after the fact. That is within the Province's jurisdiction. Also had a question about the location of the transmission lines and whether they will be included in the DA. They will not, as they will become NSPI assets. There was also a question about whether the studies required through the EA process have been completed. All baseline requirements have been completed.

Seamus Marriott- Question about ADLS and if it can be added to the development agreement. Also question if they add or make changes to the turbine layout, what would be

the process and if this is the ultimate plan for build out. The Applicants confirmed that this is the final plan and Acting Director Fougere stated that any additional turbines would require the public process to be repeated. Also question if conditions of the EA have been met. All baseline requirements have been met. Question if the decommissioning fund follows the project not the owner-yes, it follows the project. Also question if the previous viewpoint studies have been updated. They are in process. Question about uranium and other minerals and what type of impact they might have on local water courses and wells and whether the municipality monitors that; Provincial jurisdiction. Applicants did confirm no high levels of arsenic or uranium were found during pre-tests. Question on fire suppression and whether they could get someone with more expertise in large structure firefighting to review the fire protection plan. Also a question about how deep core samples go, applicants will follow up.

Amanda Dunfield- Is the only development permitted under the development agreement wind turbines? Yes. Where would people go to find CLC member information, are the meetings recorded and are minutes taken and made available? Will be available online (Bear Lake project site) after ToR is finalized and member consent received. Question if the new layout is more economical? Options were weighed, and the community was prioritized, and costs are still being finalized. Costs are higher. Question about when stormwater management plans are done. Prior to clearing the site. Rebecca commented that they have made a commitment to improve stormwater management. Question about decommission and if it follows the project/property. Follows project. Also question about the CBA and how financial benefits are calculated. Bear Lake confirmed based on the exact nameplate capacity of 56 MW. \$450k for West Hants and \$90k annually for the community and distribution can be negotiated. Ongoing local employment- is that local to NS or local to West Hants? West Hants priority.

	<p>Community job fairs. Local sponsorships. Access road and question about the option of a gate as West Hants has a gate somewhere else. Question about the fire suppression system and qualification to attend to forest fires, also question about dry hydrants. Can be investigated. Asked if the Southwest fire chief has been contacted as well; Windsor/West Hants chief. Asked if there are plans to install dry hydrants. Discussions with the Chester fire chief, preferring pump to dry hydrant, waterbody was not identified for fire suppression. Applicants open to explore dry hydrants if local chief sees benefit.</p> <p>Ken Carver- Asked each Everwind representative if they ever lost a home to a fire. What are they going to do about a fire suppression system. Andrew provided information about the fire detection system and requirements and the risk of turbine fires. The fire chief was comfortable with a detection system instead of suppression, and monitoring and contingency measures will be in place. The chief did ask for egress to the turbine areas for emergency vehicles.</p> <p>Beth Brown-Carver- Question about public comments and if they have a chance to review the development agreement and provide comments on that. They will, at the Public Hearing. The June 4 deadline is for the PIM only. Also had a question about another meeting that Everwind will be attending and whether it will be open to the public. It is for Chalet Hamlet residents only and Everwind was specifically invited to update the community.</p> <p>Karen Wallace- Question about if less turbines means more savings for Everwind. No. Question about the ADLS and aircraft radar interference. Multiple studies were conducted through the permitting process, and the EMI approval has been reissued. Question about the allocation of CBA financial benefits. Reiterated \$450k for WH and \$90k for community annually, distribution to be negotiated with the community, CLC, and/or WHRM, and \$50k bursaries. Question if they</p>
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	<p>received funding from other levels of governments. No. Repayable loan through Export Development Canada. Question about jobs. 6-12 full-time jobs, hundreds during construction. Reputable companies for construction with contractual obligation to hire locally where possible. Question about communication and transparency. All information will be available on the Bear Lake project site. All environmental assessment conditions. Reiterate baseline studies completed. Further studies will be addressed as the project continues. 2 year moose monitoring starts after commercial operation begins. Question about the power generated and if that benefits the community. Energy going into the NS grid. Everwind will cover costs incurred by NSPI so that cost is not collected from other customers.</p> <p>Chris- Concerns about green energy leaving Canada. Concerned about being surrounded by windmills and is concerned about uranium. Concerns about where the tax dollars will go and if they will stay in the Vaughn area. Discussions with the community and/or CLC on how to utilize the \$90k annually. Concerns about noise and affects to his artesian well from blasting.</p> <p>Jason Hart- Commented on the close timing of the previous application being withdrawn and the new one submitted.</p>
Adjournment	There being no further business, the meeting adjourned at 8:55 p.m.

Public Email Responses Submitted for the Application PIM

May 20, 2025

From: Dave Paddock

To: Kari Fougere

Good afternoon,

This letter is in response to your letter dated May 8, 2025. The letter is an invitation to attend the "Public Information Meeting" being held on May 21, 2025 due to the fact I own a lot that's within 500 feet of the wind farm boundaries.

I am unable to attend the meeting in person, however I intend to view most of the meeting on the Municipal youtube page.

I wish to go on record that I support the benefits that the Bear Lake Wind Farm will bring to the community. I live in Chalet Hamlet and will be affected directly by the project, however the benefits of the project are worth more than any negative effects of the Wind Farm. For example, a secondary evacuation route that's open and maintained 24/7. Approx. \$450,000.00 annual tax revenue for West Hants, just to name a few.

A secondary evacuation route is a potential life saver in the event of fires and flash floods caused by heavy rains. If the project is rejected by the municipality and the worst case scenario occurs and lives are lost due to a secondary route not being built, who will be held responsible? It's an honest question that requires an answer. Will the municipality build us a secondary route if they vote to reject the project?

The new layout proposed by Res/Everwind is a good compromise on their side and should be approved by council.

Regards

Dave Paddock

June 4, 2025

From: Joseph Marzouca

To: Kari Fougere

Hi Kari

I am following up on the recent information regarding wind turbines.

Just formally confirming that I object to placing of a wind farm in upper Vaughn.

Sincerely

Joseph Marzouca

June 2, 2025

From: Nancy Durnford

To:Kari Fougere

Here we go again! This windfarm should not be built in the proposed area for a number of reasons:

1. Again the implications on the environment of the area is going to be disastrous . I was at a meeting on May 31 st regarding uranium development and the local indigenous groups are against this kind of development and want to protect the environment. Why does the Membertou group think it's ok to destroy our environment.

2. These super turbines will create effects that I don't think Nova Scotia and especially West Hants will be able to deal with. These turbines require a base of over a half an acre to support them plus the contractor must blast at least 15-30 feet into the ground and fill with concrete. The Bear Lake area is heavily concentrated with uranium which will cause multiple health and environmental issues if disturbed.

3. My husband and I purchased our land 24 years ago and have enjoyed the peace and tranquility of the Vaughan area. That's about to change if this windfarm should go ahead. We, along with many homeowners on Hwy 14 will have these 700 ft towers looming over our homes. We are not just talking about cottages. We are talking about people who live full time in the Vaughans. Who wants a 70 story structure with the woofing sound continuously happening 24/7. Not me!!

West Hants needs to stand up to the province and ensure this development doesn't happen. It can't always be about money. Please stand up for what is right!

Thank you

Nancy Durnford

May 22, 2025

From: Steven Vidito

To: Kari Fougere

- 8) - the meeting was only advertised on the municipalities Facebook page?
I haven't seen any other notifications, why not posted at the petrocan? We only recently obtained Internet and can may not have access yet.
- 9) - We are concerned about the projects impacts to local wildlife. There are wetlands that the project area includes. What is being done to mitigate the possible detrimental effects to wildlife?
 • migratory birds
 • endangered species
 • Takasago spring
 • ~~At least 1000~~
 • ~~of birds are affected~~
- 10) - we are concerned about possible expansions to the project if its approved.
- 11) - we are concerned about possible impacts to cell phone reception. Reception is currently spotty at best.
- 12) - what steps are being taken to ensure no pollution and proper cleanup after lifespan is completed.
- 13) - what land restrictions will be in place for local residents?

- Koula Leamy-Ginch
Dist 7 Councillor

- Bob Morton
Dist 6 Councillor

meeting may 15/25 with Kari Fougere Acting Director Planning and
Development Hants West,
1:30 PM.

- 1) - There are 2 properties omitted from PID map issued by
HWM.
45060068 Why are they missing?
45060076
45381209
45381217
45399540
45399573
→ 45317435
→ 45399532
→ 45317424
- 2) - The proposed turbine locations and Power line are not
illustrated on the Hants West map.
Have the proposed locations been identified?
- Why hasn't construction started on previous proposed
locations?
- Why is the municipality holding the meeting?
- representing project proponents?
 - partners in the project?
 - requirements of the EA process?
 - Will the Company and/or Consultant be present?
- 3) - Why are there revisions to the original proposed plan?
- There are a lot of other probably more suitable locations
for wind power generation further away from
residential properties.
• Shouldn't alternate locations further
away from homes be more seriously
considered?
- What are the real and tangible benefits to the property owners
with close proximity to the proposed project area?
• Land, minerals and jobs only temporary during construction.

May 19, 2025

From: Thomas W Smith

To: Kari Fougere

Kari,

I disagree with the idea of a wind farm. I haven't heard anything good ever coming from these and from what I understand the cost and repairs needed always outway the benefit. I believe this will only hurt the beauty of the area and most likely bring down our property value.

Not sure, if you are just telling us what you are going to do or if you are asking for a vote. If it's a vote, mine is nay.

Thank you for sharing my concerns,

Thomas W Smith



WEST HANTS REGIONAL MUNICIPALITY REPORT

Information <input type="checkbox"/>	Recommendation <input checked="" type="checkbox"/>	Decision Request <input type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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To: Members of Heritage Advisory Committee (HAC)

Submitted by: _____
Alex Dunphy, Senior Planner

Date: 2025-07-10

Subject: Heritage Grant Application: 294 Falmouth Back Road, Falmouth PID 45036720

LEGISLATIVE AUTHORITY

Council RCOFN-012.00, *Grants and Contributions Policy*

Council RCOPL-003.00, *Municipal Heritage Property Conservation Work Grant Policy*

RECOMMENDATION

Staff recommends that the HAC forward a positive recommendation by passing the following motion:

...that HAC recommends that Council provide up to 50% of eligible project costs up to a maximum of \$10,000 to the Richard & Helen Murphy, owners of 294 Falmouth Back Road, in order to facilitate replacement of windows on the main building located at 294 Falmouth Back Road, and that the funding be provided from account # 01-2-00-26-560-21130 only in accordance with the provisions of the *Municipal Heritage Property Conservation Work Grant Policy*.

BACKGROUND

Property <input checked="" type="checkbox"/>	Public Opinion <input type="checkbox"/>	Environment <input type="checkbox"/>	Social <input type="checkbox"/>	Economic <input checked="" type="checkbox"/>	Councillor Activity <input type="checkbox"/>
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An application was received for heritage grant funding on April 25, 2025 from Richard Murphy, owner of the Municipally designated heritage property located at 294 Falmouth Back Road, Falmouth (Attachment A). This is the first heritage grant application for this property.

DISCUSSION

The application received describes proposed work to replace four windows on the main building including replacing the sills for two of the windows, replacing trim for the windows, as well as priming, painting, and puttying.

Heritage Permit

Examination of the proposed work and the list of non-substantial alterations approved by Council on November 24, 2020 (Attachment B) has resulted in a staff determination that the proposed alterations are not substantial alterations. The proposed work is a replacement for compromised architectural elements of the exterior utilizing materials and configurations similar to the original. As a result, no Heritage Permit is required.

Municipal Grant

The Municipal *Heritage Property Conservation Work Grant Policy* (Attachment C) approved by Council on November 24, 2020, list specific work as either eligible or ineligible for funding. The repairs to the windows on the main building are eligible for funding in accordance with the Policy under “Replacement of architectural elements which still exist but which are beyond preservation or repair”. Staff conducted a site visit on Tuesday, June 24th, to ensure the proposed repairs are eligible prior to the staff recommendation to HAC. During the site visit, the property owner indicated the rot damage that had to be replaced on the windows, sills, and trim.

The 2025-2026 Operating Budget approved June 10, 2025, includes \$10,000 as “Heritage Grant” and is intended to provide funds for the *Municipal Heritage Property Conservation Work Grant* funding program.

There are currently 14 registered Municipal heritage properties in the Region that may be eligible for funding through the *Municipal Heritage Property Conservation Work Grant Policy*. No other application for funding has been received to date.

Applicants are eligible to receive a maximum grant of \$10,000 allocated on a 50% cost-sharing, matching basis within a five (5) year period for eligible conservation work. This is the first grant application for this property and therefore the maximum amount of \$10,000 can be considered. The number of incentives per property is limited to two (2) per fiscal-year and ten (10) in any five (5) year period. Project costs are based on actual eligible expenses; in kind contributions are not included. Based on the quote received, it is likely that the proposed work would cost approximately \$3,300 and the property owner would be eligible for half of that value as part of this grant program.

MCCAP

The Municipal Climate Change Action Plan (MCCAP) does not identify any issues with inland flooding or sea level rise in this location.

NEXT STEPS

Application received and staff review – April 25



Heritage Advisory Committee Review and Recommendation – July 10



Council decision – July 22*

*anticipated date; final date set by Council

FINANCIAL IMPLICATIONS

The 2025-26 Operating Budget includes \$20,000 as “Heritage Grant” and the Director of Financial Services confirmed an additional reserve of \$4,368.31, for a total of \$24,368.31. One application is currently award for \$10,000, leaving \$14,368.31 available for applications. No other grant applications for funding have been received so far this year.

There is capacity in the budget and reserves to provide this heritage grant to this property owner.

ALTERNATIVES

In response to the application, HAC may recommend that Council:

- determine that 50% of the funding to the maximum of \$10,000 be provided in accordance with the terms of the *Municipal Heritage Property Conservation Work Grant Policy*;
- determine that funding to a maximum of some other amount be provided, providing the reason why funding is limited; and
- not approve the recommendation and provide no funding for the work. This is not the staff recommendation, as the work meets the criteria for funding under the *Municipal Heritage Property Conservation Work Grant Policy*.

ATTACHMENTS

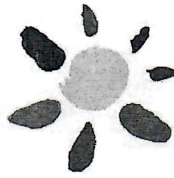
Attachment A	Heritage Grant Application
Attachment B	List of Non-Substantial Alterations
Attachment C	Municipal Heritage Property Conservation Work Grant Policy

Report Prepared by: _____
Alex Dunphy, Senior Planner

Report Approved by: _____
Kari Fougere, Acting Director of Planning

Report Approved by: _____
Carlee Rochon, Director of Financial Services

Attachment A – Heritage Grant Application



West Hants

something inspiring awaits

WEST HANTS REGIONAL MUNICIPALITY

HERITAGE GRANT APPLICATION

Owner Richard & Helen Murphy	Civic Address: 294 Falmouth Back Road
Mailing Address: Po Box 129, Falmouth NS., B0P1L0	PID: 45036720
Email: rmurphy.greenlanefarm@gmail.com	
Name of Property (if applicable): Green Lane Farm	
Work for Which Grant is Requested: (attach information if necessary) Replace 2 windows front of house and 2 storm windows on second level. repair and paint trim and sills as needed on the 4 windows.	
Date of Heritage Permit Issued/or Advised No Heritage Permit Required: Jun 2022	
Date Development Permit (if required) Issued: N/A	
Date Building Permit (if required) Issued: N/A	
Date Heritage Grant approved:	
Council: Maximum amount of grant:	
Date Work Completed:	
Total Cost of Work Completed:	
Attach Itemized costs based on invoices – arranged by date:	
Amount of Grant requested:	
IMPORTANT: PLEASE READ DECLARATION BELOW AND THEN SIGN	
It is clearly understood that this is only an application and does not imply that the funding will be approved. I certify that I am the owner of the property or am acting with the owner's consent.	
Date:	
Signature of Owner or Agent (attach written consent):	
I confirm that the work for which funding is requested: <ul style="list-style-type: none"> • has been done • is considered eligible work under the Municipal Heritage Property Conservation Work Guidelines 	
Print Name of Heritage Advisor:	
Date:	
Application Effective June 2021	

West Hants Regional Municipality

PO Box 3000, 76 Morison Drive, Windsor, NS, B0N 2T0

902-798-8391 Ext. 115 Email: cmerry@westhants.ca

Attachment B – List of Non-Substantial Alterations

Attachment B

Approved November 24, 2020

WEST HANTS REGIONAL MUNICIPALITY

**List of Alterations to Municipally Designated Heritage Properties which are to
be Considered Non-Substantial**

- replacement of or repair to any element of the exterior or public building interior where no change is intended;
- items which the Heritage Advisor considers to be maintenance;
- changes in storm windows from painted wood to aluminum;
- use of vinyl (or other material) window inserts within the existing opening;
- replacement of shingles with clad board with the same exposure, or clad board with shingles unless cladding is specified as a character-defining element;
- replacement of doors or storm doors with doors within the existing opening;
- replacement of non-traditional elements with traditional (i.e. clad or replace concrete steps with wood; shingle a wall now covered in plywood);
- installation of wooden gutters;
- addition of utilities such as air-conditioning vents and "Selkirk" chimneys to walls which are not visible from the public street;
- installation of solar panels on any roof surface;
- addition of minor accessory structures which do not require a building permit;
- alteration of existing minor accessory structures which do not require a building permit;
- placement of commercial advertising signs;
- construction and repair of fences; or
- landscaping elements such as ground level "patios" or stairways which are not connected to the main building.

Attachment C – Municipal Heritage Property Conservation Work Grant Policy

MUNICIPAL HERITAGE PROPERTY CONSERVATION WORK GRANT POLICY

Objective

To provide information for owners of Municipal Heritage properties regarding the financial assistance program which supports conservation of this important resource.

Eligible Applicants

The program provides eligible owners of Municipal Heritage properties with access to financial assistance comparable to that available to Provincially registered heritage properties. Within the limits of the annual budget, the Heritage Funding Program provides a maximum grant of \$10,000 within a five (5) year period for eligible conservation work.

Eligible owners include only not-for-profit organizations incorporated under the Societies Act of Nova Scotia and private owners.

General Project Requirements

- all work must be completed and the final claim made by March 31 of the year in which the work is done;
- an application must be completed and an estimate must be provided from one contractor for the proposed work;
- grants are provided at the discretion of Council and no grant will be provided for work started before the grant is approved.

Eligible Conservation Work & Materials

Projects related to architectural elements which support the designation of the property including:

- **Preservation** of existing architectural elements, including but not limited to, repair of windows, doors, cladding, roof, foundation, and architectural trim;
- **Replacement** of architectural elements which still exist but which are beyond preservation or repair, including doors, windows, cladding, roofing, foundation materials, and architectural trim, using materials and configurations similar to the original;
- **Restoration** of significant architectural elements which have been lost but for which the appearance can be determined from physical evidence or documentary sources such as historic drawings or photographs; and
- **Replacement or repair of structural elements** which support the building or structure.

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Ineligible Work & Materials

- modern materials or elements such as vinyl or aluminum clad windows, steel doors, vinyl siding, or synthetic cladding unless required to meet the requirements of the Building Code Act By-law;
- short-term routine maintenance, including minor repairs to non-original cladding or roofing;
- landscaping features and repairs to minor structures such as fences and retaining walls which do not support the building;
- work carried out prior to approval of the grant;
- poor or defective work;
- electrical, heating or plumbing work;
- construction of an addition;
- construction of an accessory building;
- new windows and doors that do not support the heritage character of the building; and
- owner's labour.

Project Evaluation

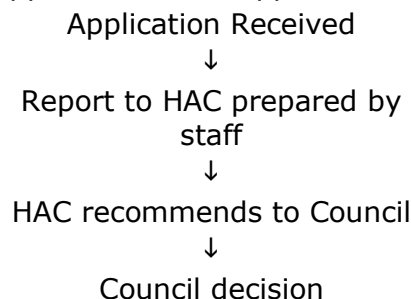
The project will be evaluated using criteria established under the Standards and Guidelines for the Conservation of Historic Places in Canada.

Priority will be given to:

- first-time applicants;
- work on structural or weatherproofing elements; and
- applications supported by a Building Conservation Plan (a drawing or a report which reasonably illustrates all intended work) prepared by an architect, building official, engineer, or restoration professional.

Application Review Process

The process for review of an application takes approximately three (3) months.



All eligible applications may not receive approval due to limited funds.

Grants & Applications

- Grants are awarded on a 50% cost-sharing, matching basis;

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- The minimum grant is \$500. per property;
- The maximum number of grants per property is two (2) per fiscal-year and ten (10) in any five (5) year fiscal period;
- Grants are based on eligible expenses; in-kind contributions are not included in calculating the grant.

Conditions of Approval & Payment of Funds

- Projects must be completed within the fiscal year for which they were approved unless exceptional circumstances arise following approval. Approval for extending the grant into a second fiscal year must be requested from the Chief Administrative Officer as soon as the need is known;
- Grants are conditional on completion of the approved and submission of receipts and paid invoices;
- Deadline for submission of receipts and paid invoices is March 31 each year;
- The applicant shall notify the Municipality of any proposed changes to the approved work and shall receive approval from Council before doing the work;
- Grants are tied to the work approved and will not be given for work which was not approved.

I, Rhonda Brown, Municipal Clerk of the West Hants Regional Municipality, in the Province of Nova Scotia, do hereby certify that this is a true copy of the Policy as adopted by the Council of the West Hants Regional Municipality at a meeting duly called and held on the **24th** day of **November, 2020**.

R. N. Brown
Municipal Clerk

<i>Adoption</i>	
<i>Notice to Council:</i>	November 13, 2020
<i>Approval:</i>	November 24, 2020
<i>Description:</i> Initial approval of the Municipal Heritage Property Conservation Work Grant Policy, RCOPL-003.00.	

8.0 Business Arising from the Minutes (File Updates)

Staff Review

8.1 File #24-22 Development Agreement: 411 King Street, Windsor Phase 2 (Alex Dunphy)

This is a development agreement application for Phase 2 of the residential development at 411 King Street, Windsor. The first phase is already approved and is for 18 stacked townhouse units on the site of the old Baptist church. The second phase is a 7-storey, 60-unit apartment building on the land behind the church. The PIM was held on November 6, 2024. Alex is processing feedback from inquires and working with the developer to address that feedback before he brings this file forward to the PAC/HAC.

8.2 PIDs 45055241, 45190386, and 45366457, Wentworth Rd, Windsor (Will Hong)

This is a rezoning and development agreement application to permit large-scale retail development on PID 45055241 and a portion of PID 45190386 on Wentworth Rd, Windsor. It is part of an application containing multiple requests. The Public Information Meeting for the application was held on March 5, 2025. The comment period was open until March 19, 2025, and staff did not receive any comments from the public during this period. Staff is in the process of drafting the Development Agreement and expects to present this application to PAC/HAC within the next few months.

8.3 File #25-15 Development Agreement: PID 45053220 King St, Windsor (Will Hong)

This is a development agreement application to permit a 4.5 storey, 72-unit residential building on the subject lot. The Public Information Meeting was held on June 4, 2025, with approximately 17 members of the public present. Several comments were made. The comment period was open until June 18, 2025. Will is reviewing feedback and working on the draft development agreement with the applicant.

First Readings / Public Hearings

8.4 File #25-05 Development Agreement: PID 45382934, Highway 14, Windsor Forks (Alex Dunphy)

This is a development agreement application to permit four geodesic domes (tourist accommodations) on the subject lot. The Public Information Meeting was held on April 2, 2025,

with mostly positive feedback. One comment was received during the comment period. PAC/HAC voted in favour of this application on June 12, 2025, and First Reading was held on June 24, 2025. Public Hearing and second reading are scheduled to be held on July 22, 2025.

Notice of Approval / Minister Review / Appeals

8.5 File #24-11 Development Agreement: 60 Old Walton Rd, Upper Burlington (Will Hong)

This is a development agreement application to permit an automotive repair shop on the subject property. The Public Information Meeting was held on April 2, 2025. PAC/HAC recommended in favour of this application on May 8, 2025. First Reading was held on May 27, 2025. Public Hearing and second reading were held on June 24, 2025, where Council approved the application. The Notice of Approval was posted in the paper on July 4, 2025, initiating the 14-day appeal period.

8.6 File #25-04 Development Agreement Amendment: PID 45056363 Upper Water Street, Windsor (Kari Fougere)

This is a development agreement amendment application to allow for updated unit designs, updated exterior finish, adding two (2) units to the second floor, and updating the required parking. The original development agreement was signed in 2009 for a mixed commercial and residential building. The Public Information Meeting was held on April 2, 2025. PAC/HAC recommended in favour of this application on May 8, 2025. First Reading was held on May 27, 2025. Public Hearing and second reading were held on June 24, 2025, where Council approved the application. The Notice of Approval was posted in the paper on July 4, 2025, initiating the 14-day appeal period.

8.7 File #23-33 Development Agreement: PID 45402831 Windsor Back Road, Three Mile Plains (Alex Dunphy)

This application is for a development agreement to permit 87 residential units in 3 multi-unit buildings on a vacant property on Windsor Back Road in Three Mile Plains. The Public Information Meeting was held on November 2, 2023. PAC/HAC recommended in favour of this application on June 13, 2024. First Reading was scheduled to be held on June 25, 2024, however Council requested staff get written confirmation from NSECC regarding the watercourse on the property. First Reading was then postponed until such confirmation is received. Written confirmation was received, and First Reading was held on July 23, 2024. The Public Hearing and Second Reading were held on September 24, 2024, where Council refused the application. Notification was sent to the applicant on September 27, 2024, outlining Council's reasonings for refusal and initiating the 14-day appeal period. The developer has appealed Council's decision on October 10, 2024.

The appeal hearing was held mid-February 2025. The Nova Scotia Regulatory and Appeals Board (formally UARB) made their decision on May 29, 2025, to allow the appeal. The Board directs Council to approve the application, with amendments to Section 2.9 (b) (iii) of the development agreement as outlined by their decision. Staff have been in contact with the developer and are in the process of executing the development agreement. This file may now be removed from the agenda.

ACTIVITY REPORT

For Month of June 6/30/2025

Type	Jun 2024			Jun 2025		
	Permits	Units	Value of Construction	Permits	Units	Value of Construction
Single Family	23	8	3,214,470	28	21	7,451,810
Duplex/Semi	0	0	0	1	3	1,200,000
Apartments	2	64	10,800,000	0	0	0
Other Residential	15	1	893,733	20	0	480,244
Commercial	4	6	260,000	2	0	175,000
Industrial	0	0	0	0	0	0
Inst & Gov	1	0	50,000	3	0	47,100
Agriculture	3	0	28,000	1	1	230,000
Other	1	0	2,000	0	0	0
Total	49	79	15,248,203	55	25	9,584,154
Year To Date	213	131	39,876,638	217	121	115,080,068
Demolition	0	0		1	0	
Sign Permits	1			0		
Sub Applications	5	11 (Lots Requested)		6	9 (Lots Requested)	