



West Hants
something inspiring awaits

WEST HANTS REGIONAL MUNICIPALITY
Planning and Heritage Advisory Committee (PAC/HAC) Agenda
September 11, 2025 – 6:00pm
AMENDED SEPTEMBER 10, 2025
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 (July 10, 2025)

~~**6.0 New Business**~~

~~6.1 File #25-07/11/12 Development Agreement and Rezoning: PIDs 45055241, 45190386, and 45366457, Wentworth Rd, Windsor (Will Hong & Alex Dunphy)~~

~~**7.0 Special Council Meeting**~~

8.0 New Business

8.1 File #25-15 Development Agreement: PID 45053220 King St, Windsor (Will Hong) - Pg. 3

8.2 A Historic Downtown Revitalization Framework for Windsor (KJ Conyers-Steede) - Pg. 57

9.0 Business Arising from the Minutes

9.1 Committee Q&A Dashboard - pg. 217

10.0 Business Arising from the Public Information Meetings (September 3, 2025)

10.1 File #25-20 Rezoning: PID 45285103, Old Walton Rd, Upper Burlington (Will Hong)

10.2 File #25-21 Rezoning: PID 45038510, Highway 14, Windsor Forks (Alex Dunphy)

11.0 File Updates - Pg. 218

11.1 File #24-22 Development Agreement: 411 King Street, Windsor Phase 2 (Alex Dunphy)

11.2 File #25-18 Development Agreement: Bear Lake Wind Farm Revised (Kari Fougere)

- 11.3 File #25-05 Development Agreement: PID 45382934, Highway 14, Windsor Forks (Alex Dunphy)
- 11.4 File #24-11 Development Agreement: 60 Old Walton Rd, Upper Burlington (Will Hong)
- 11.5 File #25-04 Development Agreement Amendment: PID 45056363 Upper Water Street, Windsor (Kari Fougere)
- 12.0 Building and Development Activity Reports (July and August 2025) - Pg. 220**
- 13.0 Notices from Adjacent Municipal Units**
- 14.0 Public Comments**
- 15.0 Next Meeting Date (October 9, 2025) / Adjournment**



WEST HANTS REGIONAL MUNICIPALITY REPORT

| | | | |
|--------------------------------------|------------------|---|--|
| Information <input type="checkbox"/> | Recommendation X | Decision Request <input type="checkbox"/> | Councillor Activity <input type="checkbox"/> |
|--------------------------------------|------------------|---|--|

To: Members of Planning and Heritage Advisory Committee (PAC/HAC)

Submitted by: _____
Will Hong, Planner

Date: September 11, 2025

Subject: File#25-15 Development Agreement: PID 45053220, King Street, Windsor

LEGISLATIVE AUTHORITY

Municipal Government Act Section 230

RECOMMENDATION

Staff recommend 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 for a new multiple unit residential building at PID 45053220 on King Street, Windsor in a manner substantively the same as the draft set out in Attachment C of the report File #25-15 to the Planning and Heritage Advisory Committee report dated September 11, 2025.

...that PAC/HAC recommends that Council require that the development agreement with Pinnacle Construction Ltd. 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 X | Public Opinion <input type="checkbox"/> | Environment <input type="checkbox"/> | Social <input type="checkbox"/> | Economic <input type="checkbox"/> | Councillor Activity <input type="checkbox"/> |
|------------|--|--------------------------------------|---------------------------------|-----------------------------------|---|

A completed application was received from UPLAND Planning Design Studio on behalf of Pinnacle Construction Ltd. on April 3, 2025. The application was to consider permitting a new apartment building on a vacant property at PID 45053220 on King Street, Windsor.

The subject lot PID 45053220 is a 1.67-acre of land designated Residential on the Windsor Generalized Future Land Use Map (GFLUM) (Figure 1) and zoned General Commercial (GC) on Schedule A of the Windsor Land Use By-law (WLUB) (Figure 2). This parcel is currently a vacant lot with road frontage on King Street.

It is worth noting that the subject lot is currently owned by the Province of Nova Scotia, and the Developer is in the process of acquiring the subject property under the Provincial Land for Housing program to build a portion of affordable housing units within the Development. Staff have confirmed with the province that obtaining municipal approval would be considered an important step towards the transfer of ownership between the province and the Developer.

This property is surrounded by a mix of commercial and residential uses, with zoning ranging from Single Unit Residential (R-1) to High Density Residential (R-4) under the former WLUB. One adjacent property, designated Community Use and zoned Institutional (I), is the Dykeland Lodge long-term care facility, which directly borders the rear of the subject lot. There is also a one-storey, 12-unit grouped dwelling located directly across from the subject lot. In addition, a separate developer recently completed a three-storey, 24-unit apartment building on the opposite side of King Street, also across from the subject property.

The applicant proposes to construct a multiple unit residential building on the noted land. The major aspects of the proposal are as follows:

- Apply a development agreement to allow an apartment building containing 72 dwelling units;
- A total of 4-storey above grade with one additional basement level;
- A minimum of 72 outdoor parking spaces; and
- 25 percent of the 72 dwelling units will be offered as affordable housing for a 25-year period in agreement with the Province of Nova Scotia under the Provincial Land for Housing Program.

DISCUSSION

Staff have reviewed the proposal in relation to all applicable policies and advise that it is reasonably consistent with the intent of the Windsor Municipal Planning Strategy (WMPS). Attachment A and B provides an evaluation of the proposed development against the applicable WMPS policies.

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 (LUB) and the Municipal Planning Strategy (MPS) 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 MPS Council usually identifies both specific and general criteria which must be considered when making decisions regarding a development agreement amendment.

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

Proposed Development Agreement

It is worth noting that this application was received before the official provincial approval of Council's adoption of the HAF amendments to the Planning Documents in March 2025. Therefore, the application is measured against the policies and general criteria in the former Windsor Municipal Planning Strategy and former Windsor Land Use By-law.

The applicant proposes to develop one (1), four (4) storey, 72-unit apartment building which include 15,300 sq ft of recreational spaces. The permitted uses on the lot are outlined in Section 2.1, Use, of the draft development agreement. Attachment C contains the draft development agreement for the subject lot and listed conditions under which the development may occur.

Section 1.4, Condition Precedent, of the draft development agreement requires the developer to enter into an agreement with the Province respecting the conveyance of the subject lot regarding the proposed development with affordable housing units by July 30, 2026. The rest of the agreement is contingent on the satisfaction of this condition. This section ensures that the proposed development shall only be developed under the provincial Land for Housing program to include a portion of affordable housing units within the Development.

Section 2.3, *Site Requirements*, of the draft development agreement requires the proposal to be generally consistent with the development standard in the former High Density Residential (R-4) zone. The site plan shows that the development complies with rear and side yard setback requirements, with the exception of the front yard. The applicant is proposing a four-storey (excluding basement level) main building with an approximate height of 58 feet. Following consultation with the Development Officers, no concerns were identified regarding the reduced front yard setback from 35 feet to 25 feet and the proposed building height. These variations are permitted through the development agreement process, which provides flexibility in meeting standard zoning requirements, provided they are satisfactory to the Development Officers.

The applicable WLUB requires 1.5 parking spaces per dwelling unit for dwellings with three or more units. Due to the location of the lot in a Growth Centre and the proximity of the lot to surrounding services as well as Council's intention to reduce parking requirements within the Growth Centres, staff determined that it would be appropriate to reduce the amount of parking required per dwelling unit. As outlined in Section 2.5, *Parking*, of the draft development agreement, a minimum of one (1) parking space will be required per dwelling unit. The minimum size of each parking space will be 9 ft. x 20 ft. (2.7 m. x 6.1 m.). As depicted in the site plan in Schedule B of the draft development agreement, the developer also plan to include seven (7) bicycle parking spaces near the western entrance. This parking ratio has also been applied to other recently approved multi-unit developments in Windsor.

Section 2.9, *Landscaping*, of the draft development agreement requires the developer to retain as many existing trees as possible during the construction. It further requires that any trees that are removed shall be replaced on a one-to-one basis with the same species. To provide some flexibility and encourage low impact development features, the required number of tree replacements may reduce by 50% if one of the listed low impact features under Section 2.9 (d) is incorporated into the subject lot.

As per the draft development agreement the developer will be required to provide certain plans, studies to the Development Officer and Municipal Engineer prior to a development permit being issued for the proposed uses. These include:

- a stormwater management plan for the site that satisfies the Municipal Engineer that historical flooding patterns and area drainage systems have been considered and that storm water discharge balance pre- and post- construction flows to ensure there will not have a negative impact on downstream properties as outlined in Section 2.7, *Site Drainage*;

- design plans of the water and sewer servicing connections and layout as outlined in Section 2.8, *Servicing*.

Section 3.3 of the draft development agreement outlines substantive matters of the development agreement. Substantive matters are any items that Council has determined that would significantly alter the intended effect of the development agreement if changed. If a request is received from the developer to change a substantive matter outlined in a development agreement, the request must go through the entire development agreement process including Public Hearing before Council prior to Council making a final decision on the proposed amendment. Staff have determined the following items in this draft development agreement are substantive matters:

- the uses permitted on the Property as listed in Section 2.1, *Use*;
- the maximum number of units permitted within the apartment building;
- maximum building height of the apartment building;
- the requirements for a stormwater management plan to be submitted prior to a development permit being issued as listed in Section 2.7, *Site Drainage*;
- the requirements for the number of tree replacements as listed in Section 2.9, *Landscaping*.

The draft development agreement can be found in Appendix C.

Windsor Land Use By-law Review

Section 6.0 of the former WLUB, *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*”:

- (b) multiple unit residential development consisting of three or more units in a Residential designation in accordance with Policy 5.4.6 of the Municipal Planning Strategy;

Windsor Municipal Planning Strategy Review

WMPS Specific Criteria

Policy 5.4.6 of the former WMPS establishes Council’s intention to consider new multiple unit residential development in a Residential designation. This policy also outlines the criteria to be considered by Council, which are examined in detail in Attachment A.

In summary, the criteria are met since:

- The development is generally consistent with the former High Density Residential (R-4) zone standards;

- the development is compatible with adjacent land uses with respect to the height, bulk, lot coverage and architectural style of the building;
- the development is compatible with the residential character of the area with respect to traffic generation and population density;
- consideration has been given to the provision of landscaping as part of the residential development to minimize effects on adjacent land uses;
- the development provides adequate on-site parking and parking areas are well designed;
- the development provides adequate on-site recreational open space suitable in extent and design to the nature of the development; and
- the development abuts an arterial street that is compatible with the level of traffic generation from this development.

WMPS General Criteria

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

- the proposal is not premature or inappropriate for the area;
- no municipal costs related to the proposal are anticipated;
- the Fire Chief, development officers, Manager of Building and Fire Inspection Services, Municipal Engineer, and Manager of Operations have no concerns which have not been addressed in this report or the development agreement.

West Hants Regional Municipality Housing Action Plan Review

Adopted by Council on January 30, 2024, the Housing Action Plan recognizes the need to increase affordable housing in the Municipality. In addition, the Housing Accelerator Fund contribution agreement with CMHC also outlined Municipality's commitment to meet the target of six (6) affordable housing units by the end of funding period in 2027. As noted, the proposed development is part of the provincial Land for Housing program, through which the land was provided by the province at a discounted price to a selected developer in exchange for a commitment to include a certain number of affordable housing units within the development. The developer has indicated that 25 percent of the total units will be designated as affordable, resulting in 18 affordable housing units. This is the first development application that the Municipality has received through this provincial program. Once completed, the project will make a significant contribution to the affordable housing supply in West Hants and help the Municipality meet its CMHC contribution target for affordable housing units.

Public Engagement

A public information meeting was held on June 4, 2025. A total of 17 members of the public joined the meeting, with 13 members participated in person and 4 members joined via Zoom.

There were 12 members of the public asked question and provided comments during the meeting. Following the meeting, there was also a public comments period that concluded at noon of June 18, 2025. During this time, staff received one phone call and seven written submissions. A detailed summary of the public information meeting, along with all written correspondence, is included in Attachment D.

Staff summarized the following main concerns and have provided a more in-depth analysis with reference to applicable policies and responses from other subject matter experts.

Compatibility

Criteria of Policy 5.4.6 place emphasis on the topic of compatibility. Specifically, subclause (a) (i) of Policy 5.4.6 states *“in the case of a new building or the conversion of an existing non-residential building, that the development is generally consistent with the High Density Residential (R-4) zone standards”*. Comments from the Development Officer indicate that the subject lot has a total area of 72,745 sq ft and the High Density Residential (R-4) zone would require a total lot area of 112,000 sq ft, if built as-of-right. However, the Development Officer also commented that the development agreement process allows for flexibility in meeting standard zone requirements and expressed no concerns about the proposed use conflicting with surrounding land uses. In addition to this, the proposal is of a similar bulk and scale to other buildings that would be permitted in the former High Density Residential (R-4) zone and would be considered compatible. With regard to traffic generation, the Manager of Operations stated they have no concerns about the impact of the development with respect to the adequacy of road networks adjacent to or leading to the development.

Existing Green Space

Members of the public advocated, both at the public information meeting and in writing correspondence, for the preservation of green space including mature trees. Staff note that the current WMPS policy does not include criteria to evaluate the application from the perspective of green space or trees preservation, nor does it restrict the removal of existing mature trees from the site. However, staff shared this concern with the developer during the negotiating process and managed to include provisions in the draft development agreement to protect mature trees and require replacements where removal is necessary for construction as outlined in Section 2.9, *Landscaping*, of the draft development agreement.

Nova Scotia Power Capacity

One member of the public raised concerns over the adequacy of electrical capacity from Nova Scotia Power to support this development at the public information meeting. Electrical capacity is not evaluated by the Municipality however in response to this concern, staff reached out to Nova Scotia Power and received a formal response stated, *“there are no issues from our side from a service capacity perspective for a building of this size”*.

Nova Scotia Health Helicopter Flight Paths and Service Capacity

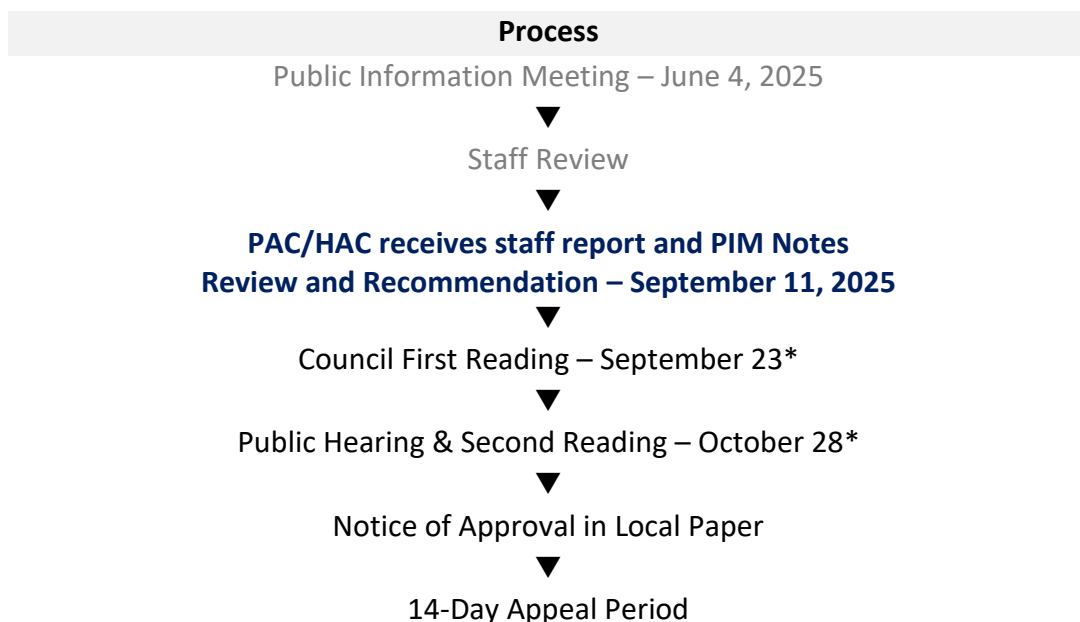
One member of the public raised concerns over potential cranes interference with the adjacent hospital helicopter flight paths during the construction phase. In response to this concern, staff reached out to Nova Scotia Health to inquire about flight path and potential impact on hospital operation capacity from this development. In response to this inquiry, Nova Scotia Health commented that this development will not impact on the LifeFlight helicopter due to its distance from the hospital and there are no concerns from the operational perspective.

MUNICIPAL CLIMATE CHANGE ACTION PLAN

The Municipal Climate Change Action Plan Coastal Flooding map and Inland Flooding map don't show any risks of coastal or inland flooding on the subject lot. Property owners are responsible for ensuring that their lot is suitable for the proposed uses.

NEXT STEPS

As noted above, the proposed development agreement has been considered within the context of both the specific and general policies of the WMPS and is consistent with the intent, objectives, policies and criteria of the WMPS. As a result, it is reasonable to enter into an development agreement to allow an apartment building containing 72 dwelling units on PID 45053220 on King street.



*anticipated dates; final dates set by Council

FINANCIAL IMPLICATIONS

There are no financial implications to the Municipality with regard to the filing of this report.

ALTERNATIVES

In response to this application, the 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;
- provide alternative direction, such as requesting further information on a specific topic.

ATTACHMENTS

| | |
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| Figure 1 | Windsor GFLUM Extract |
| Figure 2 | Windsor Zoning Map Extract |
| Attachment A | Specific Criteria for a Development Agreement |
| Attachment B | General Criteria for a Development Agreement |
| Attachment C | Draft Development Agreement |
| Attachment D | Public Information Meeting Notes |

Report Prepared by: _____
Will Hong, Planner

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

Figure 1 – Windsor GFLUM Extract

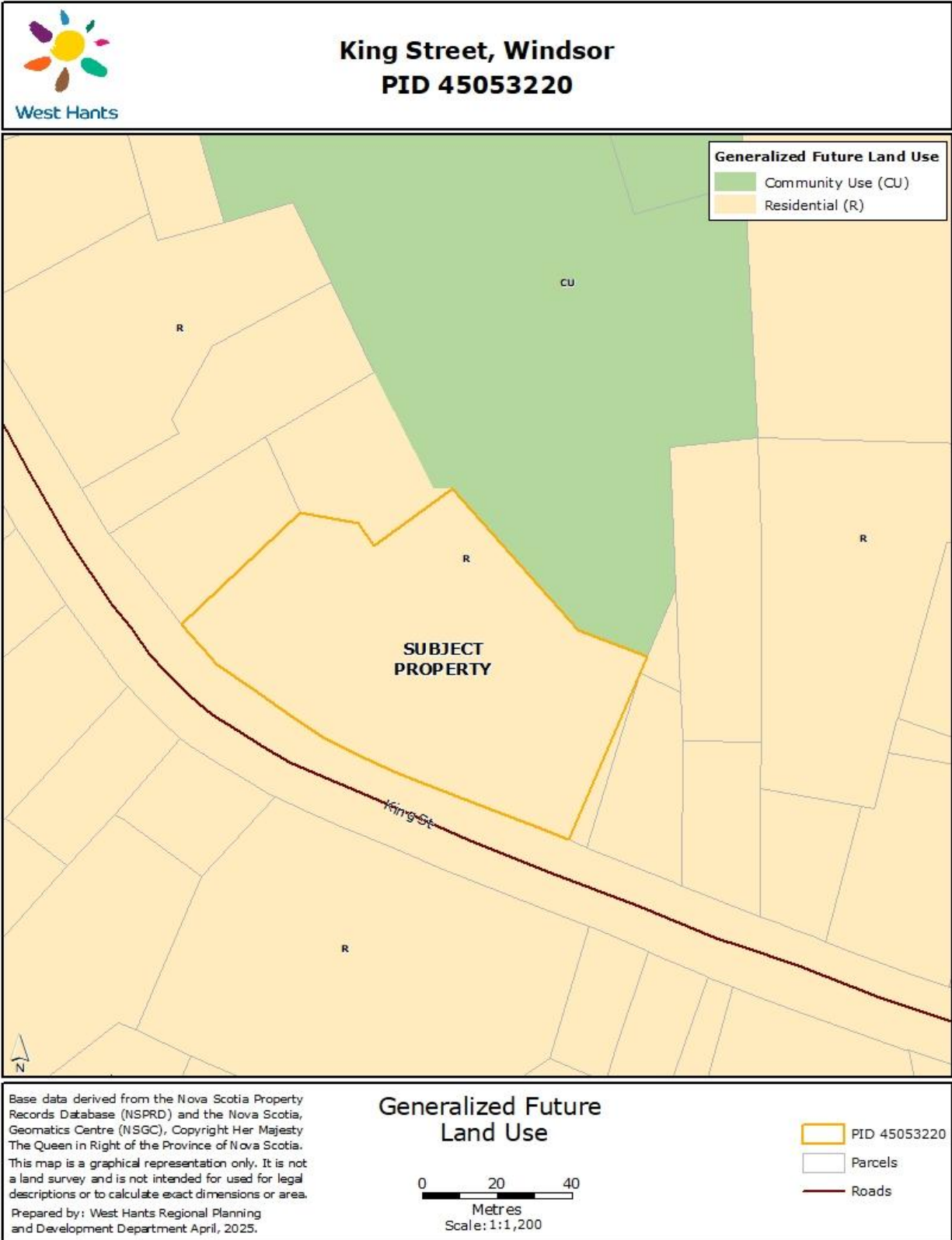
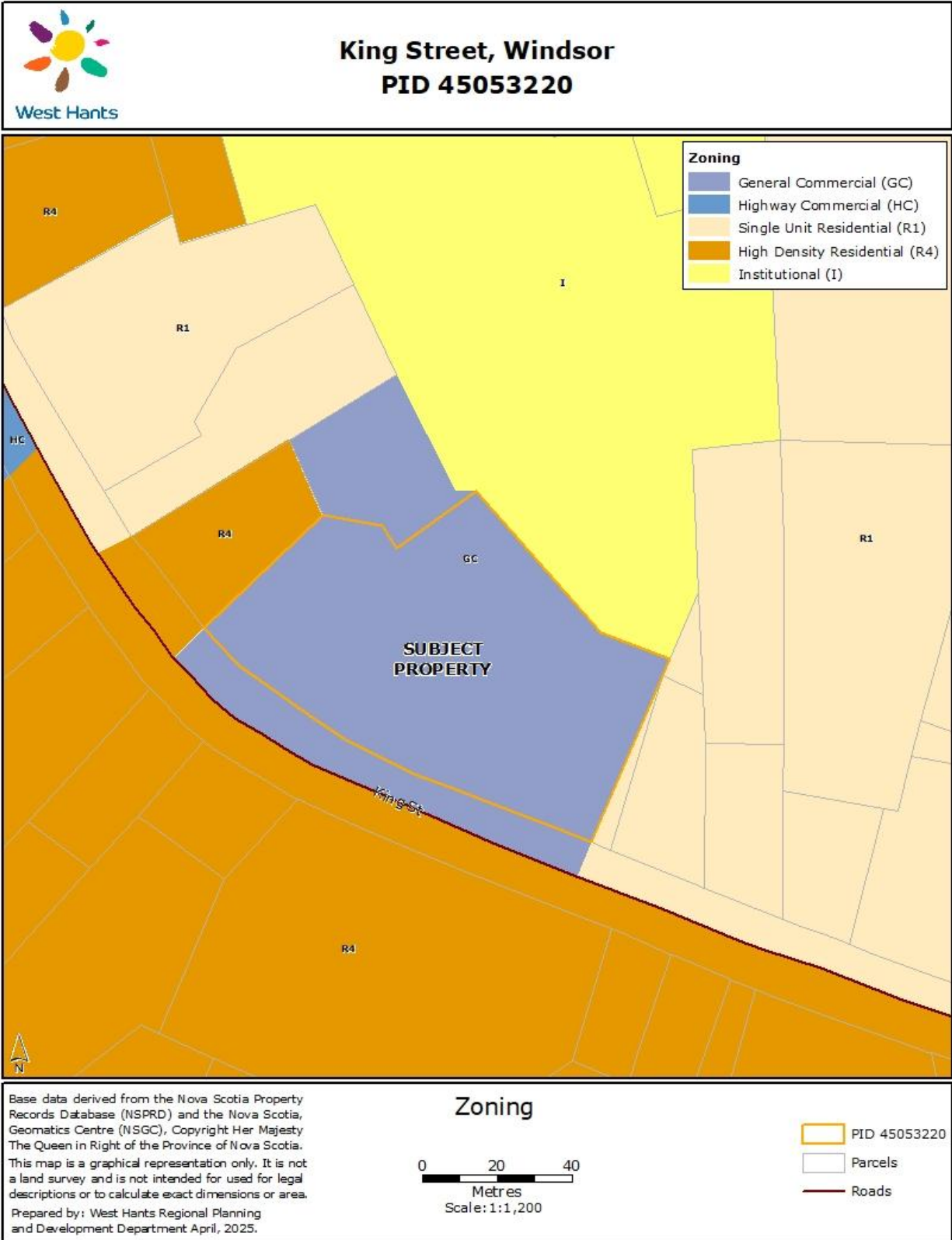


Figure 2 – Windsor Zoning Map Extract



Attachment A
Specific Criteria for Development Agreements

Windsor Municipal Planning Strategy

Policy 5.4.6 It shall be the policy of Council to consider entering into a development agreement to allow, in the Residential designation, new multiple unit residential development consisting of three or more units, grouped dwellings, boarding houses and residential care facilities, as well as the conversion of existing buildings to three or more units, subject to the following:

| CRITERIA | COMMENT |
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| (a) the proposed use meets one of the following: | |
| (i) in the case of a new building or the conversion of an existing non-residential building, that the development is generally consistent with the High Density Residential (R-4) zone standards; or | The developer is proposing to construct a 72-unit apartment building on the subject lot through the draft development agreement. The former High Density Residential (R-4) zone requires a minimum 35 ft for both front and rear yard setbacks, and a minimum 15 ft or ½ the height of the main building, whichever is greater on both side yard. The draft development agreement requires slightly less minimum front yard for this proposed development as the development meets the average front yard setbacks of the neighbouring properties. The draft development agreement also enables higher maximum building height at 60 ft (4 storey, excluding basement level), which will maximize the potential of the subject lots while maintaining compatibility through a greater side yard requirement. The minimum rear yard and side yard, as well as the maximum height of accessory buildings, is consistent with the High Density Residential (R-4) zone. |
| (ii) in the case of a conversion of an existing residential building, that any addition or enlargement to the building meets the | Not applicable as the subject lot is currently sitting vacant. |

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| <p>setback requirements of the zone in which it is located, or that any undersized setbacks are not further reduced by the addition or enlargement;</p> | |
| <p>(b) the height, bulk, lot coverage and appearance of any building is compatible with adjacent land uses;</p> | <p>In response to an inquiry, the Development Officer responded that the proposal is considered compatible in relation to the height, bulk, lot coverage and appearance as the adjacent land uses, including the existing group dwellings on PID 45052503 and a newly constructed apartment building on PID 45052578. Notably, the subject lot is immediately adjacent to both Low Density Residential and High Density Residential zones. Surrounding properties include a mix of Low Density Residential, High Density Residential, and Highway Commercial uses.</p> |
| <p>(c) the development is considered compatible with the residential character of the area with respect to traffic generation and population density;</p> | <p>The applicant is proposing a total of 72 units on an approximately 1.67-acre lot; a density of about 43 units per acre. If the former High Density Residential (R-4) zone is used as a guide, a density of 28 units per acre would be permitted on the subject lot as-of-right. However, the former High Density Residential (R-4) zone was limited to three storeys in height. With this proposal being for a four-storey building with one additional basement level, the additional storey and basement level on the building increases the number of units and the density on the subject lot respectively.</p> <p>In addition, the subject lot is situated in an area mainly comprised of a mix residential density, including group dwellings, small to medium size apartments, as well as single-unit</p> |

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| | <p> dwellings. The subject lot is also close to the Crossing development where population density is 522 people per sq. km. (Statistics Canada Census for 2021). Since this application is considered by development agreement and does not have to be an exact match with the former High Density Residential (R-4) zone standards , staff feel that this development is compatible with the residential character in this area with respect to population density while also adding more housing stock, particularly affordable housing units for the community of West Hants.</p> <p>With respect to traffic generation, the Municipal Traffic Authority commented that they had no concerns regarding the compatibility of the proposed development.</p> |
| <p>(d) consideration is given to the provision of fences and/or landscaping as part of the residential development to minimize effects on adjacent land uses;</p> | <p>Provisions for landscaping have been written in the draft development agreement to require any undeveloped area to be landscaped, and emphasis has been given to retain as many existing trees as possible and further require tree replacements when removed during the construction.</p> |
| <p>(e) adequate on-site parking is provided and parking areas are well designed;</p> | <p>The applicant proposes to provide one (1) parking space per dwelling unit. The municipal Development Officer has stated that they have no concerns with respect to the adequacy of on-site parking.</p> |
| <p>(f) there is adequate on-site recreational open space suitable in extent and design to the nature of the development; for conversion of existing buildings, nearby public parks may be deemed sufficient;</p> | <p>The site plan shows a 15,300 sq ft. recreational space. The municipal Development Officer indicated such space can include individual balconies, green/landscaped spaces, and common</p> |

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| | rooms. The subject lot is also within the proximity to nearby public parks such as the Tregothic Trail which would be sufficient to serve the residents of this development. |
| (g) the development abuts an arterial or collector street as shown on the Transportation Map (Map 2) if the development consists of 12 or more units, unless a traffic impact study indicates there will be minimal impact on traffic and an emergency access is provided if the site only has one road access. In circumstances where these parameters can be met, more than 12 units can be considered without abutting an arterial or collector street. | The subject lot fronts on King street, which is shown as an arterial on the Windsor Municipal Planning Strategy Transportation Map (Map 2). |
| (h) the architectural design of the development is reasonably consistent with the provisions of the Architectural Design Manual if the proposed development is located in an Architectural Control District; | Not applicable as the subject lots are not within an Architectural Control District. However, the architects used the Architectural Design Manual as a guide to blend historic architectural elements in their design. |
| (i) in the case of the conversion of an existing structure, renovations can be made to ensure the safety of residents in case of fire; | Not applicable as the subject lot is currently sitting vacant. |
| (j) any other matter which may be addressed in a development agreement; and | All other matters are addressed elsewhere in this report. |
| (k) the provisions of Policy 16.3.1 of the Municipal Planning Strategy. | Please see Attachment B for further details. |

Attachment B
General Criteria for Development Agreement

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:

| CRITERIA | COMMENT |
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| <i>(a) whether the proposal is considered premature or inappropriate in terms of:</i> | |
| <i>(i) the adequacy of sewer and water services;</i> | <p>In response to an inquiry, the Municipal Engineer stated that the subject lot has access to water and sewer services and that they do not foresee issues with the adequacy of either service for the proposed uses.</p> <p>The Director of Public Works further commented that “this area of King Street is not a combined sewer system. The area has a separate storm system, through a combination of open ditches and a piped storm collection system. However, given the age and condition of the sanitary system we do experience Inflow and Infiltration (I&I) during heavy rain events. Thus, one of the reasons for the proposed capital project for replacing the underground linear infrastructure to meet our future requirements along with required improvements.”</p> <p>The Municipal Engineer stated that “the stormwater management plan will require flow rates leaving the proposed development to be equal or less than existing. This will ensure that stormwater flows entering our system are not increased.”</p> |

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| <p><i>(ii) the adequacy of school facilities;</i></p> | <p>The Director of Operations for the Annapolis Valley Regional Centre for Education has stated previously that they will accommodate all students.</p> |
| <p><i>(iii) the adequacy of fire protection and other emergency services;</i></p> | <p>The Manager of Building and Fire Inspection Services noted that the buildings will require sprinkler systems as per the National Building Code requirements.</p> <p>The Windsor Fire Chief has stated that the West Hants Fire Service is capable of providing adequate fire protection for this structure. The Fire Chief also recommended any new construction adhere to FireSmart Canada recommendations for building construction and landscaping.</p> |
| <p><i>(iv) the adequacy of road networks adjacent to, or leading to the development; and</i></p> | <p>King Street is an arterial road as shown on the Transportation Map (Map 2) of the Windsor Municipal Planning Strategy. The definition in the Windsor Land Use By-law of an arterial street is “a street designed to move large volumes of vehicular traffic between major centres”.</p> <p>The Manager of Operations has stated that “no major infrastructure improvement will be needed to support the development. The driveway is sufficient.” They also stated they have no concerns about the impact of the development with respect to the adequacy of road networks adjacent to or leading to the development.</p> |
| <p><i>(v) the financial capacity of the Municipality to absorb any costs relating to the development.</i></p> | <p>There are no anticipated costs to the Municipality regarding this development.</p> |

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| <p><i>(b) the suitability with any aspect relative to the movement of auto, rail and pedestrian traffic;</i></p> | <p>As noted in 16.3.1 (a) (iv), King Street would be suitable to handle the anticipated traffic associated with the proposed development.</p> <p>The Traffic Authority has no concerns regarding movement suitability on the subject lot.</p> |
| <p><i>(c) the adequacy of the dimensions and shape of the lot for the intended use;</i></p> | <p>The draft development agreement reduces the required minimum setbacks for the front yard, as well as the minimum lot area for 72 units building by referencing the former High Density Residential (R-4) standard as a guide. The requirements of the proposed development agreement are similar to other development agreements for residential uses in Windsor. The Development Officer commented that the subject lot is suitable in terms of dimension and shape for this proposal.</p> |
| <p><i>(d) the pattern of development which the proposal might create;</i></p> | <p>The Development Officer commented that the proposed development is not anticipated to create or change the pattern of development in the area. The Surrounding properties include a mix of Low Density Residential, High Density Residential, and Highway Commercial uses.</p> |
| <p><i>(e) the suitability of the area in terms of steepness of grade, soil and geological conditions, location of water courses and wetlands, and susceptibility of flooding;</i></p> | <p>The subject lot is not located within the Dykeland Overlay or the Environmental Constraints Overlay. A site visit was made to the property on June 4, 2025, and staff noted that the lot slopes from front to rear of the property; with no visible signs of watercourses identified on the property.</p> <p>The Municipal Engineer has requested that a stormwater management plan for the site be required prior to development permits being</p> |

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| | <p>issued to ensure that historical flooding patterns and area drainage systems have been considered and that storm water discharge will not have a negative impact on downstream properties. This is outlined in Section 2.7 (a), Site Drainage, of the draft development agreement.</p> <p>It is the responsibility of the property owner to ensure the site is suitable for the proposed uses.</p> |
| <p><i>(f) 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</i></p> | <p>All Municipal, Provincial and Federal regulations will have to be met. In addition, Nova Scotia Power and Nova Scotia Health has stated that they have no concerns with this development.</p> |
| <p><i>(g) any other matter required by relevant policies of this Strategy.</i></p> | <p>There are no other relevant policies of this Strategy.</p> |

Attachment C – Draft Development Agreement

DEVELOPMENT AGREEMENT

THIS AGREEMENT made this day of , 20XX.

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 -

PINNACLE CONSTRUCTION LTD., a body corporate, with a head office at 19 Hamlet Lane, Dartmouth, in the County of Halifax, Province of Nova Scotia,

(Hereinafter referred to as the “Developer”)

OF THE SECOND PART

WHEREAS the Developer has entered into a Conditional Land Contribution Agreement with the Province of Nova Scotia (“Province”) for a parcel of land located on King Street, Windsor (PID 45053220) hereinafter referred to as the “Property”, which lands are more particularly described in Schedule A attached hereto; and

WHEREAS the Property is designated Residential on the Generalized Future Land Use Map of the Windsor Municipal Planning Strategy (the “Municipal Planning Strategy”) and zoned General Commercial (GC) on the Zoning Map of the Windsor Land Use By-law (the “Land Use By-law”);

WHEREAS the Developer, with consent of the Province, has requested that the Municipality enter into a development agreement to permit up one (1) apartment building including up to 72 residential units on the Property (the “Development”);

WHEREAS the former Policy 5.4.6 of the Municipal Planning Strategy and the former Section 6.1 (b) of the Land Use By-law enabled Council to consider entering into a development agreement to allow new multiple unit residential development consisting of three or more units in the Residential designation; and

WHEREAS the Council of the Municipality, at a meeting held on **Month xx, 2025** approved this request and adopted this Agreement by policy, subject to the execution of this development agreement by the parties hereto and the other conditions herein; and

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 Definitions

In this Agreement, all words or phrases used shall carry their customary meaning unless otherwise set out in the Land Use Bylaw, except those as defined as follows:

- (a) “Commencement” means the date the Developer begins Active Construction on the apartment buildings within this Agreement as permitted by an issued development and building permit; and
- (b) “Apartment building” means a building containing three or more dwelling units that shares common areas like hallways, entrances, and exits.

1.2 Schedules

The following attached schedules shall form part of this Agreement:

Schedule A - Legal Description

Schedule B – Site Plan

1.3 Municipal Planning Strategy, Land Use By-law and Subdivision By-law

- (a) *Municipal Planning Strategy* means the Windsor Municipal Planning Strategy effective on September 21, 2005, as amended, or successor By-laws;
- (b) *Land Use By-law* means the Windsor Land Use By-law, effective on September 21, 2005, as amended, or successor By-laws;
- (c) *Subdivision By-law* means the Windsor Subdivision By-law, approved on March 21, 2012, as amended, or successor By-laws.

1.4 Condition Precedent

Notwithstanding any other provision hereof, this Agreement is subject to the following condition precedent being satisfied, or waived by the Municipality, on or before July 30, 2026, 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 an agreement with the Province respecting the conveyance of ownership of PID 45053220, satisfactory in form to the Municipality for the purpose of constructing an apartment building with a designated portion reserved for new affordable dwelling units within the Development for a specified term.

In the event that the foregoing condition precedent is not satisfied or waived by the Municipality by July 30, 2026, this Agreement may be terminated by the Municipality or the Developer by written notice to the other Party hereto.

PART 2 DEVELOPMENT REQUIREMENTS

2.1 Use

- (a) The Parties agree that uses on the Property shall be limited to the following:
 - (i) those uses permitted by the underlying zoning in the Land Use By-law; and
 - (ii) an apartment building consisting of a maximum of 72 dwelling units.
 - (iii) surface parking for the uses within the building.

Except as otherwise provided in this Agreement, the provisions of the Land Use By-law and Subdivision By-law apply to any development undertaken pursuant to this Agreement.

2.2 Development Location and Design

- (a) The Development location and design shall be generally consistent with the Site Plan shown in Schedule B.
- (b) The Development Officer may approve in writing minor changes to the location of the building or other aspects of the Site Plan.

2.3 Site Requirements

- (a) The Building shown on the Site Plan in Schedule B shall be limited to a maximum of 72 dwelling units and shall conform to the following requirements:

| | |
|--------------------------------------|---|
| Minimum Front Yard | 25 ft. (7.62 m.) |
| Minimum Rear Yard | 35 ft. (10.67 m.) |
| Minimum Side Yard | 15 ft (4.57 m) or ½ the height of the main building, whichever is greater |
| Maximum Storey of Main Building | 4 storeys* |
| Maximum Building Height | 60 ft (17.68 m.) |
| Maximum Height of Accessory Building | 20 ft (6.1 m.) |

*Maximum storey of the main building shall not include the basement level.

- (b) Accessory buildings are permitted in accordance with Section 5.1 of the Land Use By-law, *Accessory Buildings and Structures* provided that the Development Officer approves a non-substantive amendment to the Site Plan.
- (c) Recreational space shall be regulated under Section 9.5 of the Land Use By-law, *Recreational Space*, and may include:
- (i) individual balconies;
 - (ii) dedicated indoor amenity space; and
 - (iii) common use landscaped areas.

2.4 Access and Egress

- (a) The Developer shall develop, construct, and maintain the driveways in the Development in general conformance with the driveways shown on Schedule B.
- (b) The driveways shown on Schedule B shall be paved with a minimum paved surface width of 20 ft. (6.09 m.). The vehicular entrance and exit shall be clearly demarcated.
- (c) no development permit shall be issued for a commercial use that involves the frequent shipping, loading or unloading of persons, animals or goods to an extent that a loading space would be required.

2.5 Parking

- (a) All parking spaces for vehicles using the Property shall be located on the lot and shall be generally located as shown on Schedule B.

- (b) The Developer shall provide a minimum of one (1) parking space per dwelling unit on the Property including a minimum of one (1) accessible parking space.
- (c) Outside parking aisles and spaces shall be constructed so as to create a stable surface for vehicle traffic and be clearly demarcated and lined by the Developer. They may be constructed using permeable construction materials to assist with stormwater retention.
- (d) Each parking space shall be a minimum of 9 ft. by 20 ft. (2.7 m. by 6.1 m.) exclusive of driveways and maneuvering aisles. Parking aisles shall be a minimum of 20 ft. (6.1 m.) wide.
- (e) The number of parking spaces may be varied in writing by the Development Officer in accordance with Section 2.13, Variance, of this Agreement.

2.6 Fire Safety

- (a) No development permit shall be issued until the location and connection design of any fire hydrant(s) to the municipal water supply has been approved by the water utility, in consultation with the district Fire Chief.
- (b) All curbs shall be designed to be mountable by emergency services vehicles.
- (c) All access routes shall be kept clear of overhead obstructions and wires and be maintained by the Developer to allow unimpeded access to the Property by emergency services vehicles, unless otherwise agreed to in writing by the Fire Chief.

2.7 Site Drainage

- (a) No development permit shall be issued until the Developer provides to the Development Officer a stormwater management plan (Plan) in accordance with the WHRM Municipal Service Systems Specifications Manual. The Plan must satisfy the Municipal Engineer that historical flooding patterns and area drainage systems have been considered and that storm water discharge will balance pre- and post-construction flows to ensure there is no negative impact on downstream properties. 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.

2.8 Servicing

(a) Waste Collection

- (i) The Developer shall make provisions for private waste collection for the Property.
- (ii) The Developer shall keep any outdoor storage of garbage in an enclosed structure or in some way adequately screened so as not to be visible from or cause a nuisance to nearby properties and abutting roads and it shall not be located closer than 10 ft. (3.05 m.) to an abutting property.

(b) Water and Sewer Services

- (i) The Development shall be serviced with water and sewer services provided by West Hants Regional Municipality authorized by the Municipal Engineer. Detailed design plans of the water and sewer servicing connections and layout shall be in accordance with the Municipal Services Specifications Manual and shall be submitted to the Municipal Engineer for approval prior to construction.
- (ii) The Developer shall be responsible for constructing, installing and maintaining the water and sewer services on the Property.

(c) Snow Plowing

The Developer shall have sole responsibility for snow plowing on the Property.

2.9 Landscaping

- (a) The Developer shall keep all undeveloped areas of the Property landscaped which may include grass, shrubs, trees or other appropriate vegetative cover.
- (b) The Developer shall retain as many trees as feasible when grading or building the Development.

- (c) Any trees that are not feasible to retain shall be replaced at a ratio of one new tree for each tree removed. Replacement trees must be of the same species, have a minimum caliper size of 60 mm, and shall be planted on the Property.
- (d) Notwithstanding section 2.9 (c), with the consent of the Development Officer which shall not be unreasonably refused, the required number of replacement trees may reduce by 50% if any one of the following low impact development features are incorporated into the Property:
 - (a) Rain gardens;
 - (b) Permeable pavements used on the parking lots as shown on Schedule B;
 - (c) Green roofs; or
 - (d) Other low impact development features deemed satisfactory by the Municipal Engineer.

2.10 Signs and Lighting

Signage and illumination shall be regulated under Sections 5.18 and 7.0 of the Land Use By-law, *Illumination* and *Signs*, which control lighting, size, location, and number of signs. Exterior lighting for driveways, parking areas, signs or structures shall be shielded and directed downward to ensure there is no light spilling, glare or light cast over neighbouring properties or the street.

2.11 Variance

In accordance with Section 5.48 of the Land Use By-law, *Variance*, the Development Officer may grant a variance for one or more of the following requirements subject to the requirements of the *Municipal Government Act*:

- (a) minimum required yard dimensions;
- (b) number of parking spaces required; and
- (c) height and area of a sign.

2.12 Subdivision

No alterations to the lot configuration are permitted except those required by the Municipality for the purpose of creating or expanding open space within the Property or those required by the road authority for the purpose of creating or expanding a public street over the Property.

2.13 Maintenance

- (a) The Developer shall keep the Property and buildings and any portion thereof clean and in good repair. Any driveways, fences, lawns, trees, shrubs, walkways and other landscaping elements shall be regularly maintained and kept in a tidy state and free from unkempt materials or matter of any kind.
- (b) The Developer shall maintain the driveway to a level adequate to allow for access by emergency services vehicles.

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 approved in writing by the Development Officer without a public hearing, in accordance with Section 230 of the *Municipal Government Act*, provided that the Development Officer determines that the changes do not significantly alter the intended effect of this Agreement.
- 3.3** The following matters are substantive matters:
 - (a) the uses permitted on the Property as listed in Section 2.1, *Use*;
 - (b) the maximum number of units permitted within the building on the Property as listed in Section 2.1, *Use*;
 - (c) maximum building height as listed in Section 2.3, *Site Requirements*;
 - (d) the requirements for a stormwater management plan to be submitted prior to a development permit being issued as listed in Section 2.7, *Site Drainage*;
 - (e) the requirements for the number of tree replacements as listed in Section 2.9, *Landscaping*.
- 3.4** Notwithstanding the foregoing, discharge of this Agreement is not a substantive matter, and this Agreement may be discharged by the Chief Administrative Officer in accordance with Section 229 of the *Municipal Government Act*.
- 3.5** Notice of Intent to Discharge this Agreement may be given by the Municipality to the Developer 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 applicable Land Use By-law or a new agreement has been entered into.

3.6 Council may discharge this Agreement 30 days after a Notice of Intent to Discharge has been given.

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 forty-eight (48) 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 Developers are bona fide delayed from commencing the development for reasons which are beyond the Developers' control, the determination of which shall be at the sole discretion of the Development Officer, then performance by the Developers is excused for the period of the delay and the time period for the Developers 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 portion of the Development for which an engineered design is required within ten (10) days of completion of any work which requires the engineered design.

- (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 (other than from the Land Use By-law to the extent varied by this agreement) 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-laws to the extent varied by this Agreement) or any statute or regulation, the higher or more stringent requirements shall prevail.

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 by-laws shall be deemed to be references to any successor legislation and by-laws 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 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, the Municipality may notify the Developer in writing. In the event that the Developer 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 land 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 the site. It is agreed that all reasonable expenses, whether arising out of the entry on the land or from the performance of the terms are a first lien on the land that is the subject of the Development Agreement.

5.6 Costs

The Developer shall pay all costs associated with registering this Agreement and all costs associated with any amendment thereof.

5.7 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 land which is the subject of this Agreement until such time as it is discharged by the Municipality in accordance with Section 229 of the *Municipal Government Act*.

5.8 Assignment of Agreement

The Developer may, at any time and from time to time, transfer or assign this Agreement and its rights hereunder and may delegate its obligations hereunder to an assign, successor, heir, or purchaser of the land bound by this Agreement.

5.9 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 Pinnacle Construction Limited, 19 Hamlet Lane, Dartmouth, Nova Scotia, B2Y 0E7 or at any other address provided by the Developer.

- (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.

5.10 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.

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

)

)

)

) **PINNACLE CONSTRUCTION LIMITED**

)

)

Per: _____

Witness

) xxxx, Title

**PROVINCE OF NOVA SCOTIA
COUNTY OF HANTS**

ON THIS day of , A.D. 2025, 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 presence.

A Commissioner of the Supreme Court of Nova Scotia

**PROVINCE OF NOVA SCOTIA
COUNTY OF HANTS**

ON THIS day of , A.D. 20XX, 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, **Name**, one of the parties thereto, signed, sealed and delivered the same in 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).

I certify that on this _____, 20XX
the Municipal Clerk, Deanna Snair came before me, made oath,
and swore the foregoing affidavit at
_____, Nova Scotia.

A BARRISTER/COMMISSIONER OF THE
SUPREME COURT OF NOVA SCOTIA

Deanna Snair, Clerk

Canada
Province of Nova Scotia

AFFIDAVIT & PROOF OF EXECUTION (CORPORATE)

I, **Name**, Nova Scotia, make oath and say that:

1. I **Name** of **PINNACLE CONSTRUCTION LIMITED** 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 _____, 2025
the Deponents came before me, made oath,
and swore the foregoing affidavit at
_____, Nova Scotia.

A BARRISTER/COMMISSIONER OF THE

Name, Title

Schedule A
Legal Description

PID 45053220

Parcel Description

ALL that certain lot, piece or parcel of land situate in the Town of Windsor, in the County of Hants, Province of Nova Scotia and shown on a Plan of Survey certified by Eric J. Morse, N.S.L.S., dated February 1, 2010, and revised February 25, 2010, Plan No. 2010-013RevFeb25, and bounded and described as follows:

COMMENCING at N.S.C.M. No. 8627;

THENCE South 86 degrees 50 minutes 53 seconds East 188.74 feet to a survey marker on the north boundary of King Street, said survey marker being the POINT OF BEGINNING;

THENCE North 70 degrees 02 minutes 03 seconds West 182.25 feet along the north boundary of King Street to a calculated point;

THENCE westerly along the north boundary of King Street following a curve to the right of radius 470.00 feet an arc distance of 221.07 feet to a survey marker, said survey marker being North 56 degrees 33 minutes 34 seconds West 219.04 feet from the aforesaid calculated point;

THENCE North 47 degrees 43 minutes 24 seconds East 153.67 feet along the south boundary of lands now or formerly of R & D Dunham Holdings Limited to a survey marker;

THENCE South 80 degrees 43 minutes 11 seconds East 52.84 feet along the west boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a survey marker;

THENCE South 33 degrees 49 minutes 40 seconds East 23.35 feet along the west boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a survey marker;

THENCE North 53 degrees 25 minutes 08 seconds East 83.69 feet along the south boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a survey marker;

THENCE North 81 degrees 08 minutes 16 seconds East 17.23 feet along the south boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a calculated point;

THENCE South 39 degrees 31 minutes 07 seconds East 3.00 feet along the west boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a witness survey marker;

THENCE continuing South 39 degrees 31 minutes 07 seconds East 151.00 feet along the west boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a survey marker;

THENCE South 66 degrees 41 minutes 03 seconds East 60.00 feet along the south boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a survey marker;

THENCE South 22 degrees 06 minutes 32 seconds West 20.00 feet along the west boundary of lands now or formerly of A. Edward Lyons and Audrey K. Lyons to a survey marker;

THENCE South 20 degrees 00 minutes 30 seconds West 159.47 feet along the west boundary of lands now or formerly of A. Edward Lyons and Audrey K. Lyons to a survey marker, said survey marker being the POINT OF BEGINNING.

A tract of land containing an area of 1.6674 acres.

BEING AND INTENDED to be the remaining lands of The Family and Children's Services of Hants County as described in Book 262 at Page 53.

SUBJECT TO a right of way for all manner of traffic across the lands being retained by the Family and Children's Services which right of way may be more particularly described as follows and shown of the aforementioned plan of survey.

COMMENCING at N.S.C.M. No. 8627;

THENCE South 86 degrees 50 minutes 53 seconds East 188.74 feet to a survey marker on the north boundary of King Street;

THENCE North 70 degrees 02 minutes 03 seconds West 182.25 feet along the north boundary of King Street to a calculated point;

THENCE westerly along the north boundary of King Street following a curve to the right of radius 470.00 feet an arc distance of 170.40 feet to a calculated point, said calculated point being North 59 degrees 38 minutes 52 seconds West 169.47 feet from the aforesaid calculated point, said calculated point also being the POINT OF BEGINNING;

THENCE continuing westerly along the north boundary of King Street following a curve to the right of radius 470.00 feet an arc distance of 20.17 feet to a calculated point; said calculated point being North 48 degrees 01 minutes 54 seconds West 20.17 feet from the aforesaid calculated point;

THENCE North 44 degrees 33 minutes 03 seconds East 169.25 feet to a calculated point;

THENCE South 80 degrees 43 minutes 11 seconds East 24.68 feet along the south boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a calculated point;

THENCE South 44 degrees 33 minutes 03 seconds West 182.60 feet to a calculated point, said calculated point being the POINT OF BEGINNING.

ALSO SUBJECT TO an easement for the right, at any time, to enter upon the lands hereinafter described, for the purpose of laying down and constructing sewers, drains, pipes for water and conduits for wires of all kinds, in, under and upon the said lands, and of keeping and maintaining them at all times in good condition and repair; and for ever such purpose the grantee shall have access to the said lands at all time, by its servants, employees and workmen. The lands affected by this easement are shown on the aforementioned plan, and described as follows:

COMMENCING at a survey marker at the intersection of the south boundary of lands now or formerly of R & D Dunham Holdings Limited and the east boundary of King Street;

THENCE southerly along the east boundary of King Street following a curve to the left of radius 470.00 feet an arc distance of 10.50 feet to a calculated point, said calculated point being South

43 degrees 43 minutes 50 seconds East 10.50 feet from the aforesaid survey marker; said calculated point also being the POINT OF BEGINNING;

THENCE North 48 degrees 52 minutes 55 seconds East 164.41 feet to a calculated point;

THENCE South 80 degrees 43 minutes 11 seconds East 9.29 feet along the south boundary of Lot 1XA lands now or formerly of Hants County Residence for Senior Citizens to a calculated point;

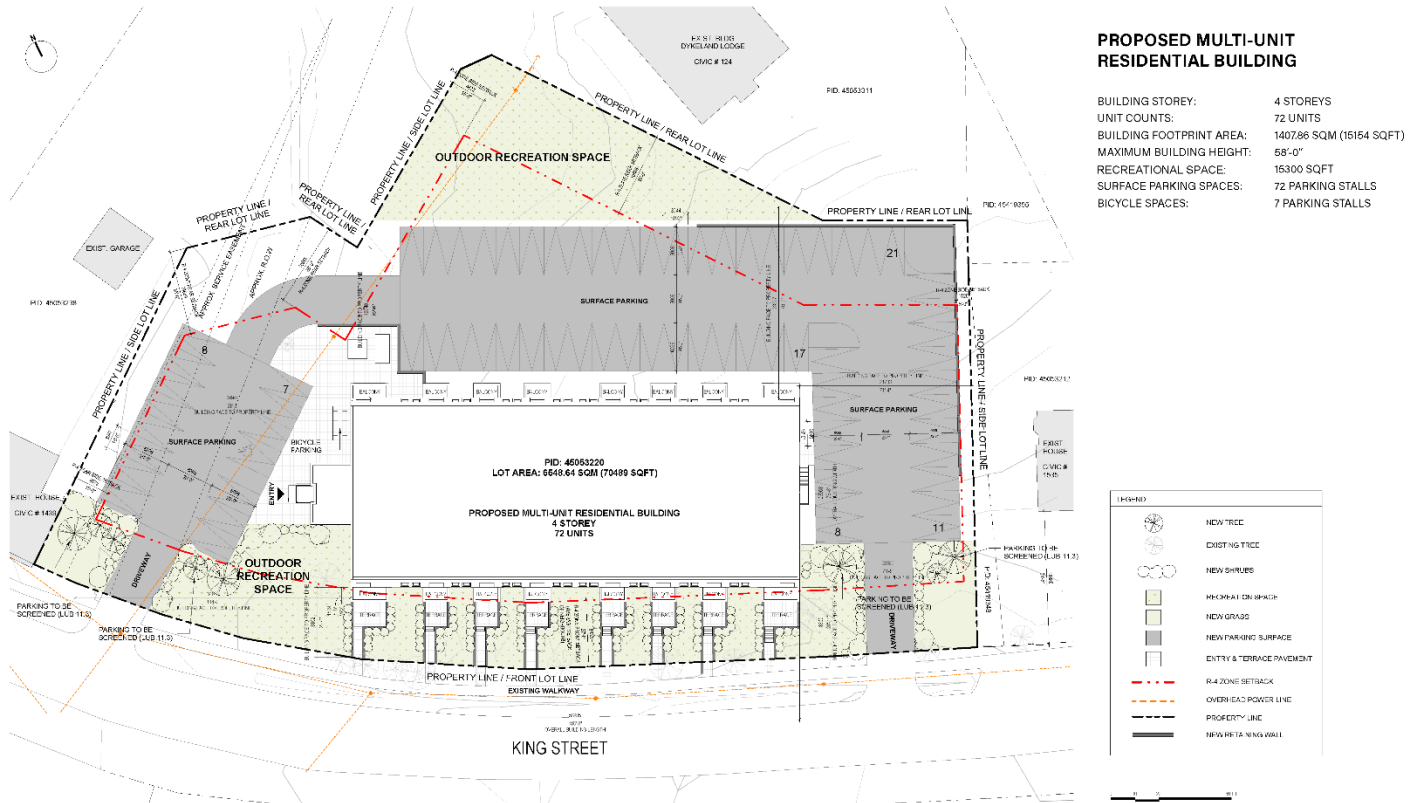
THENCE South 44 degrees 33 minutes 03 seconds West 169.25 feet to a calculated point on the north boundary of King Street;

THENCE northerly along the east boundary of King Street following a curve to the right of radius 470.00 feet an arc distance of 20.00 feet to a calculated point, said calculated point being North 45 degrees 34 minutes 59 seconds West 20.00 feet from the aforesaid calculated point, said calculated point also being the POINT OF BEGINNING.

Being an area of land lying immediately to the north of the right of way aforementioned.

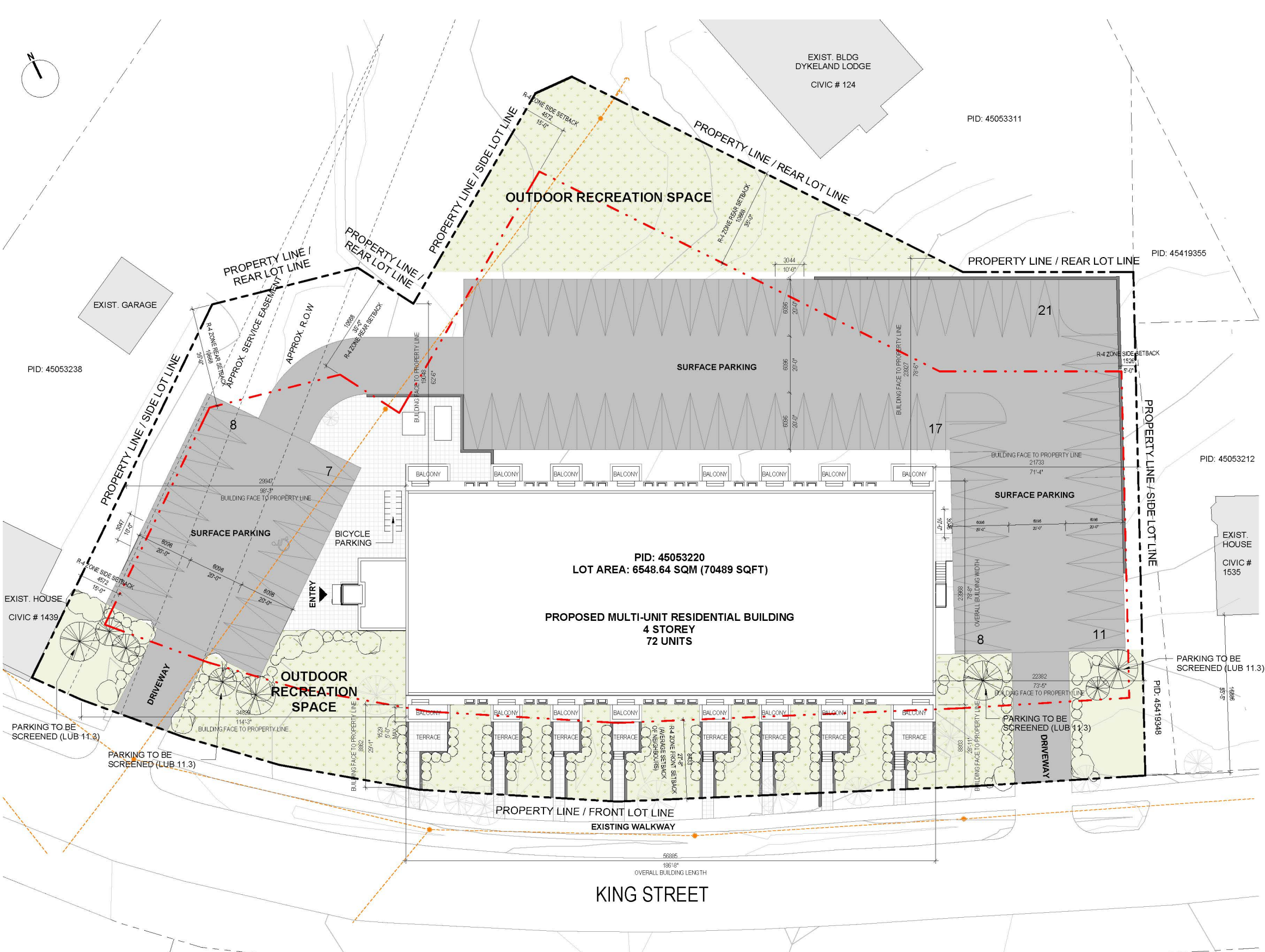
This parcel is not subject to the subdivision provisions of Part IX of the Municipal Government Act because the subject parcel was created in 1966 and is exempted from subdivision requirements by virtue of an act to validate the transfer of certain real property.

Schedule B Site Plan














PROPOSED MULTI-UNIT RESIDENTIAL BUILDING

| | |
|--------------------------|--------------------------|
| BUILDING STOREY: | 4 STOREYS |
| UNIT COUNTS: | 72 UNITS |
| BUILDING FOOTPRINT AREA: | 1407.86 SQM (15154 SQFT) |
| MAXIMUM BUILDING HEIGHT: | 58'-0" |
| RECREATIONAL SPACE: | 15300 SQFT |
| SURFACE PARKING SPACES: | 72 PARKING STALLS |
| BICYCLE SPACES: | 7 PARKING STALLS |



LEGEND

-  NEW TREE
-  EXISTING TREE
-  NEW SHRUBS
-  RECREATION SPACE
-  NEW GRASS
-  NEW PARKING SURFACE
-  ENTRY & TERRACE PAVEMENT
-  R-4 ZONE SETBACK
-  OVERHEAD POWER LINE
-  PROPERTY LINE
-  NEW RETAINING WALL



Attachment D – Public Information Meeting Notes

June 4, 2025

Development Agreement: PID 45053220, King Street, Windsor; File # 25-15

| | |
|---|--|
| Meeting date and time | A Public Information Meeting was held on June 4, 2025 beginning at 6:00 p.m. The meeting was broadcast live on the Municipal YouTube Channel. |
| Attending | In attendance for the meeting: One (1) Chair: <ul style="list-style-type: none">• Councillor Jim Ivey Three (3) members of staff: <ul style="list-style-type: none">• Acting Director Fougere• Planner Hong• Planning Assistant Lake Approximately 13 members of the public joined in-person with 4 members of the public joined via Zoom |
| Applicant UPLAND Planning + Design Studio on behalf of Pinnacle Construction Ltd Property PID 45053220, King Street, Windsor | Planner Hong outlined the application is for a development agreement to permit a multi-unit building on the vacant property with 72 units. |
| Comments | Comments from the public could be submitted by mail, e-mail and telephone between June 4 – June 18, 2025 Staff received one phone call and seven written submissions during the comment period. The following comments and questions were made at the Public Information Meeting. Staff and applicant responses are included in purple text . One PAC/HAC member asked the following questions and made the following comments: <ul style="list-style-type: none">• Guido Furlani asked if it is possible to better camouflage the building (make it fit in better)? Regarding the apartment building already in the area, has the compound effect on traffic been considered? |

Councillor Ivy mentioned that the traffic authority will look into it.

12 members of the public asked the following questions:

- Richard Poole asked whether a traffic study has been conducted? Arnav responded no. Will further mentioned that impact on traffic generation is part of the policy criteria and will seek advice from the traffic authority.
- Ken Rippey stated concerns about the sewer capacity in the area. Will replied that Policy 16.3.1 speaks to water/sewer capacity and it will look at servicing as part of staff review. Further information will be included in the staff report.
- Krista Beeler from Dykeland Lodge asked if there is a timeline for this project. Arnav responded still very early in the process and will provide more information as it becomes available.
- Peter Murrary from Dykeland Lodge asked if this development is specific for seniors. Arnav responded no.
- Peter Murrary stated concerns about noise for Dykeland residents, as the project is close to their resident rooms and the project is not limited to senior living and asked about the turnaround time. Arnav responded it is too early in the process, and he is happy to stay in touch with Dykeland.
- Richard Poole asked whether the questions should be directed to Council or to planning staff. Councillor Ivy responded that it should direct planning staff, specifically the planner of the file; everything that goes to planning will go to Council in the future.
- Justin Haynes asked if there has been consideration for cranes interference with the adjacent hospital helicopter flight paths? Arnav responded that it has not yet been considered but will likely during construction phase.
- Justin Haynes stated concerns about traffic impact to/from Chester Road and asked if there will be any

lane closures. Arnav answered it is too early to say, as the development agreement process may have changes in the final result.

- Theresa Newcombe stated concerns about losing green space and asked if there are any criteria that may protect it. Will stated that there are no criteria in the existing policy that protect the on-site green space/trees from being removed, but there are regulations for setbacks, landscaping, and required recreation space, which Development Officers will review.
- Maya Renvig asked whether an NSP study has been done and raised concerns about lights flicker and power supply in Windsor and wanted to know if the new development will exacerbate the problem. Will replied that power has not come up as an issue before, but he will reach out to the relevant department and include any comments in his staff report.
- Tom Samuel raised concerns about the aesthetic of the building and compatibility and asked why it is four storeys. Arnav replied DA Policy standards in the R-4 zone cap buildings at 3 stories. The mansard roof hopefully reduces the impact of the building's height. Need the extra units because of the 25% affordable housing requirement and need to have more units to make it viable due to the lower rents of some units.
- Janet Lowe raised concerns about other multi-unit buildings being constructed in Windsor and raised questions about whether these buildings will be filled with enough tenants once they are built. Councillor Ivy commented that developers are responsible for doing front-end research and there is a demand for housing in our region.
- Mike Lyons stated concerns about water run-off and potential water coming down the driveways. He also asked who the developer is and whether they are Nova Scotia based. Arnav replied Pinnacle is a Nova

| | |
|--------------------|--|
| | <p>Scotia company and it will be all rentals. Will further explained that stormwater management is part of the DA requirement and criteria will be looked at by subject matter experts.</p> <ul style="list-style-type: none"> • Paul Beazley via Zoom asked if there was any opportunity to have the front setback moved to the minimum 35 feet. Arnav replied that 27.7 ft setback is based on the average, which is generally consistent with the Windsor Municipal Planning Strategy. Ian further explained that lot grade also needs to be taken into consideration, if the front setback were increased, the building would sit further up the hill, making it appear taller. • Joni Airisto via Zoom asked whether the residents of the Dykeland Lodge have been considered. Councillor Ivy responded that representatives from Dykeland Lodge were present tonight and offered preliminary input, which shows that they were aware of the development that was about to occur. |
| Adjournment | The Public Information Meeting was adjourned at approximately 7:20 p.m. |

Public Email Responses Submitted for the Application PIM

June 4, 2025

From: Justin Haynes

To: Will Hong

Hi Will,

As I mentioned in the meeting tonight, I am biased towards this as a Technical Committee member for CSA Group, but I would encourage your team to consider either in part or in whole, the following CSA Standard for ICT related infrastructure. As we all know more devices are becoming network connected which requires infrastructure and introduces risk to the owner and associated tenants.

<https://www.csagroup.org/store/product/2431684/>

If you have any questions, please reach out anytime, I'm happy to discuss in general or as it relates to this development.

Thanks,

Justin Haynes

June 6, 2025

From: Ken Rippey

To: Will Hong

Good day,

I just want to put into writing the concerns to myself and other residents within close proximity of this new development on King Street. Under 16.3.1 Water and Sewage Policy and Procedure at this time the water is not so concerning other than numerous breaks and shut downs in the very old system. Currently the sewage infrastructure in place is not adequate to handle the number of residents tied into the system, along with some modification done in front of the Clock Maker's Inn. I'm not sure of the year, but I am sure these modifications would be on file. Prior to the modifications we had no problems like we have now with raw sewage ending up in our backyards and also causing basement flooding. The rains do not need to be torrential to cause the overflow out of the manhole cover and flooding of raw sewage.

Before there is approval to add 72 more units to an already over loaded system, let's be smart for a change and do the proper ground work first. Not to mention the 24 unit that is being built just up the street and is tied into the same system.

I know this is in the very early stages of approval, so all bases have to be covered before approval is granted. Could you please send me a copy of the approval process and a copy of the 16.3.1 Water and Sewage Policy and Procedure.

Thank you for your considerations, I look forward to hearing from you!

Best Regards,

June 8, 2025

From: Richard Poole

To: Will Hong

Good day, I hope this email finds you well. My name is Richard Poole and I am a resident on King Street. I attended the meeting on June 4th in regards to the proposed 5 storey, 72 unit building on King street and had made several inquires. I would like to take the time to touch on those points a little further in this email. There were also several of my neighbours, some of who were in attendance and some that were not that echo the concerns I am about to address.

The first point that I would like to address is the traffic on King street. King street is extremely busy from early morning until late evening. Traffic also gets congested on Chester road feeding onto King street. These vehicles not only slow down traffic on King street but they also create a lot of noise and pollution. Adding another 72 units on this street will only create more of a traffic burden along with more noise and pollution. King street and the sidewalks are also in poor condition and having the additional traffic will only make it worse. I would also like to point out that another apartment building is almost done construction in close proximity from this proposed site. This building will already be adding to the concerns I have just raised.

Secondly, and this hits hard with a lot of residence here. King street is a well established, aging community with Century old homes. This area has a beautiful atmosphere with the older homes and large trees. Adding a 5 story apartment building in this area will be devastating for the residence. Not only will this building look out of place, it will also infringe on people's privacy. Imagine living here for years and now having to worry about people looking at them while they relax in their backyard or by the pool. With 72 units there will also be an increase in noise, not only by the residents but by their vehicles and multiple HVAC systems heating and cooling the units.

We all understand that there is a housing crisis in our province but the development has to be done not only strategically but keeping in mind the maturity of the community, its residence, traffic, and overall appearance.

I (we) are wondering why so many apartment buildings have to be placed within Windsor? This is a beautiful town but it does not have the infrastructure or the ability to have the roads widen to handle the influx of traffic that will be created.

Windsor is the type of town that people want to come to avoiding the city type atmosphere as well as large buildings and traffic.

Unfortunately if we keep this kind of development going forward we are going to end up like Sackville. Ongoing traffic and congestion, noise and pollution. These types of multi unit buildings will also put a big strain on our already strained health care system.

We are not opposed to some type of development here, our concern is that it needs to represent the area and taking into account neighbouring properties, traffic congestion and noise.

I look forward to hearing back from you and would appreciate if you could keep me apprised of any upcoming meetings or developments on the property.

Please feel free to contact me with any questions you may have and I thank you for your time.

Richard Poole

June 11, 2025

From: Jamie Bird

To: Will Hong

Good morning Mr Hong,

Please find attached my letter concerning the proposed project plan for the land on King St in Windsor.

I am the resident in the house directly facing this proposed building, and I have included all my thoughts and concerns in the attached PDF for your review.

I would also like to mention that my husband and I both virtually attended the information session about this project last week. We both agreed with the rest of the citizen that spoke about their concerns regarding this project, and, like them, do not understand why a project of this scale is being considered for this area.

I thank you for taking the time to read through my concerns and remain at your disposal should you have any additional information that could address my concerns.

Warm regards,

Jamie

See Attached Letter

Jamie Bird

1470 King St

Windsor, NS, B0N 2T0

jb-xx@hotmail.com

581-991-3970

Date: June 11th 2025

Dear Mr. Hong,

I am writing to express my concerns regarding the proposed apartment building project **PID 45053220, King St, Windsor** currently under discussion in our community. While I understand and support the need for development, I believe it is essential that such projects are approached with a comprehensive view that goes beyond zoning and density considerations.

I am not opposed to development on this site; however, the scale of the proposed building raises several concerns:

- **Traffic Congestion:** The location is already situated on a very busy road. Adding at least 72 additional vehicles will significantly increase congestion and could pose safety risks for both drivers and pedestrians.
- **Environmental Impact:** The site currently hosts many mature trees that provide shade, support local wildlife, and help mitigate flooding. There is already an existing building footprint that could be used for a smaller-scale development, preserving more of the natural environment.
- **Wind and Microclimate Effects:** This area is known for being particularly windy, and the introduction of a large building could intensify wind gusts, making the environment less comfortable and potentially hazardous for pedestrians. Additionally, the removal of mature trees would have a significant impact on the local microclimate. These trees currently provide essential shade to nearby homes and to pedestrians using the sidewalk, helping to reduce heat during warmer months. Their root systems also play a critical role in absorbing rainwater and reducing runoff. As my home is located directly in front of the proposed building, I am particularly concerned that the loss of these trees could increase the risk of flooding—especially as our climate becomes more unpredictable. In times like these, we must work with nature, not against it, to build resilient communities.
- **Walkability and Car Dependency:** The site is not very walkable, which will likely make future residents heavily car dependent. The parking for this project is planned to be a 1:1 ratio, meaning 72 parking spaces for the residents, and the designated parking lot already is taking up most of the space on this land. How will people with more than one car, which is the case in most dual income households, park? This raises questions about sustainability and accessibility.
- **Impact on Dykeland Lodge Residents:** The proposed building would overlook Dykeland Lodge, replacing their current view with that of a parking lot. This change

could negatively affect the quality of life for those residents. Will the outdoor recreational space be a park with a lot of tall trees and greenery?

- **Loss of Green Space:** Across Windsor, we are seeing a concerning trend of diminishing green spaces. Most green spaces are in the town centre. As we consider the township's outward growth and expansion, it is important to recognize that sustainable development involves more than just housing and commercial infrastructure. To foster vibrant, livable communities, we must also prioritize the inclusion of green spaces and community amenities in these expanding areas. These elements are essential for supporting resident's well-being, encouraging social connection, and enhancing overall quality of life. This particular site would be ideal for a park, offering long-term benefits to the community.
- **Urban Planning Considerations:** If the goal is to develop Windsor in a way similar to Bedford, we must also consider the infrastructure that supports such growth—like public transportation and walkable amenities—which Windsor currently lacks.
- **Building Setbacks and Height:** I urge the municipality to respect the 35-foot setback from the road and the 3-story maximum height guideline. These standards help maintain the character and livability of our neighborhoods.
- **Privacy and Landscaping:** A large building so close to the road raises concerns about privacy for nearby residents. I would also like to know what kind of landscaping is planned—mere shrubs will not be sufficient to mitigate the visual and environmental impact.

While I appreciate the developer's intention to design a building that aligns aesthetically with the surrounding homes—such as incorporating a mansard roof and dormer-style windows—I am not convinced that these features alone will ensure compatibility with the neighborhood. A 4.5-storey complex set back only 27 feet from the road feels disproportionate to the area's character. Surely, a smaller, more appropriately scaled building with greater setback would better suit this location and allow for the preservation of mature trees and local wildlife.

Just because we *can* build something does not necessarily mean we *should*. While the zoning may permit it, the lot is vacant, and it may be part of the provincial land for housing program, that does not automatically justify placing a development of this scale in this space. I understand that development is important—and I fully agree that we need more housing—but density and zoning should not be the only considerations. We must also think about what makes a town worth living in. Do we want Windsor to become merely a bedroom community for Halifax, or do we want new residents to feel connected and invested in this town? Green and community spaces, services, and walkability are essential to that vision. I was pleased to see the inclusion of bike parking in the proposal—an excellent idea—but Windsor currently lacks bike lanes. With increased traffic from this and other developments, I worry that biking will not be a safe or practical option.

I hope these concerns will be taken into serious consideration as the project moves forward. I appreciate your time and commitment to ensuring that development in Windsor is thoughtful, sustainable, and community oriented.

Sincerely,

Jamie

June 17, 2025

From: Kelly Bingham

To: Will Hong

To Whom It May Concern,

Re: Protection of Green Space – PID 45053220 (King Street)

I am writing to express my deep concern regarding the potential development of the green space located at PID 45053220 on King Street. As a member of this community, I urge the municipality to reconsider any plans for dense urban development on this property, and instead protect and preserve it for current and future generations.

This parcel of land is not just another empty lot — it is a living piece of our community's heritage, home to heritage trees and rare species that deserve recognition and protection. The natural landscape provides beauty, biodiversity, and a unique sense of place that simply cannot be replaced once lost.

Just behind this property lies a seniors' home, whose residents benefit from the peace and natural surroundings. The presence of this green space contributes significantly to their quality of life. Losing it would not only affect the ecosystem but also the well-being of some of our most vulnerable citizens.

King Street is already a very busy road, and adding a dense housing development would exacerbate traffic congestion and safety concerns. Urban intensification should be thoughtfully placed — preferably in areas that already support it, such as vacant lots, underutilized spaces, or areas closer to groceries, services, and infrastructure already in development.

Every day, this space is quietly woven into the life of the community — children from local daycares, playschools, and high schools walk along its edges, often heading for a slice of pizza at Fred's or simply enjoying the outdoors. Imagine if this space was thoughtfully enhanced — with benches, paths, creating a small natural park, which already exists with mowing and maintenance. There's already a road and small parking area in place — the bones are there. All it needs is vision and stewardship.

Too many cities have grown too quickly and neglected to protect their natural assets. The result? Urban landscapes where murals and digital projections try to mimic what was once real. It is disheartening to see natural spaces sacrificed when we could be enriching what already exists.

I respectfully urge the municipality to preserve PID 45053220 as a natural green space, and consider more suitable locations for development that better align with infrastructure, traffic patterns, and access to amenities. Affordable housing is essential, but where we place it is equally important. Let us build a city that balances growth with the protection of nature — a city we can all be proud of.

Thank you for considering this important matter.

Sincerely,

June 18, 2025

From: Cara Sawka

To: Will Hong

Dear William Hong,

As with most beauty, it is a skill to recognize when and where to let it be.

PID 4505 3220, in Windsor, Nova Scotia, will hopefully be recognized and preserved.

Cara Sawka

June 18, 2025

From: Valerie Newcomb

To: Will Hong

This fine peaceful green area adds so much character to the neighbourhood.

Future development could bring noise pollution, light pollution, water runoff, increased volume for sewer line, and increased traffic.

I am opposed to this plan, Valerie Newcomb



WEST HANTS REGIONAL MUNICIPALITY

| | | | |
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| Information <input checked="" type="checkbox"/> | Recommendation <input type="checkbox"/> | Decision Request <input type="checkbox"/> | Councillor Activity <input type="checkbox"/> |
|---|---|---|--|

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

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Boosting visitor experiences on the Bonavista Peninsula

From: [Atlantic Canada Opportunities Agency](#)

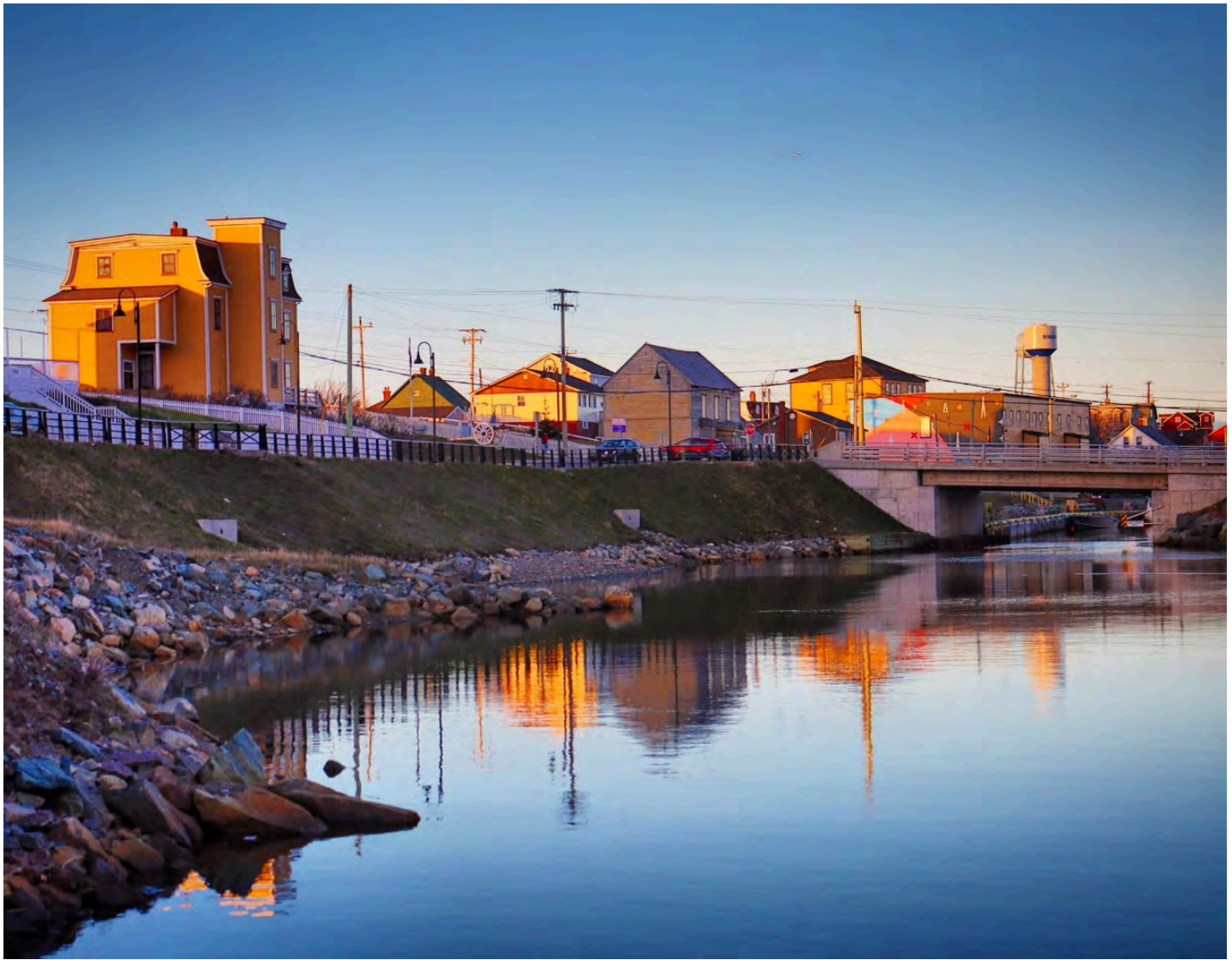
News release

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 \(COVID-19\)](#)

Contacts

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THE VALUE OF INVESTING IN CANADIAN DOWNTOWNS

OCTOBER 2013



Canadian
URBAN
Institute



International Downtown Association

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The City of Charlottetown
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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
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Downtown London
Downtown Yonge BIA
Downtown Rideau
City of Ottawa
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Rob Tamblyn, Downtown Kingston! BIA

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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
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Georgia Luyt, Researcher
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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

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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
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Kailey Lamont, Researcher

Megan Lovell, Researcher
David Johnson, Researcher
Michael Chung, Researcher
Lily Lin, Researcher
Nathan Valsangkar, Researcher
Shanda Suggit, Researcher
Nadiyah 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



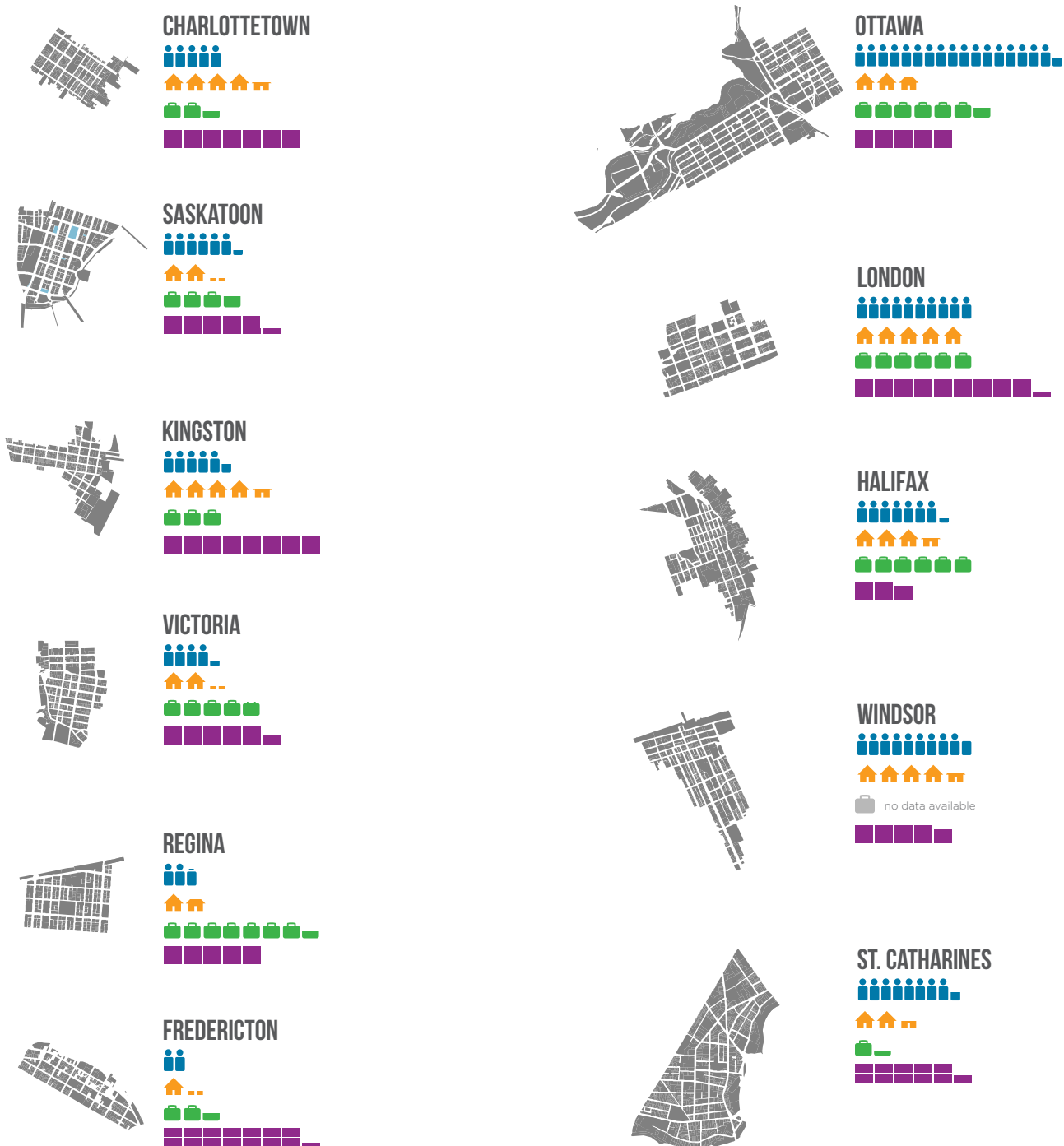
DOWNTOWNS AT A GLANCE

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

LEGEND

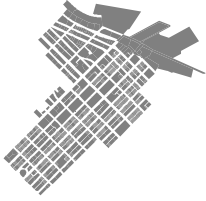
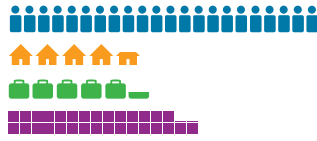
- Population  = 500 people
- Population Density  = 10 people / ha
- Job Density  = 50 jobs / ha
- Average Block Sizes  = 0.25 ha

SCALE





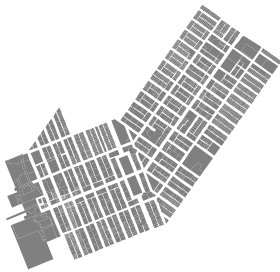
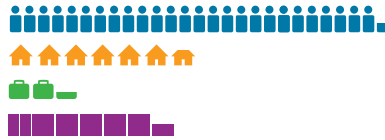
EDMONTON



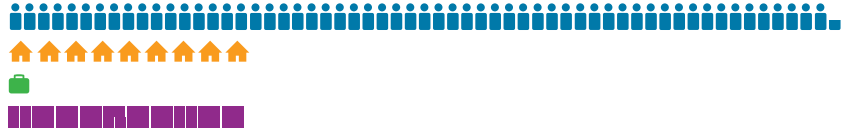
VANCOUVER



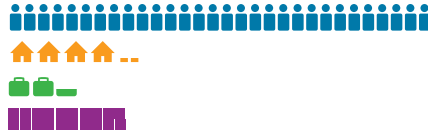
HAMILTON



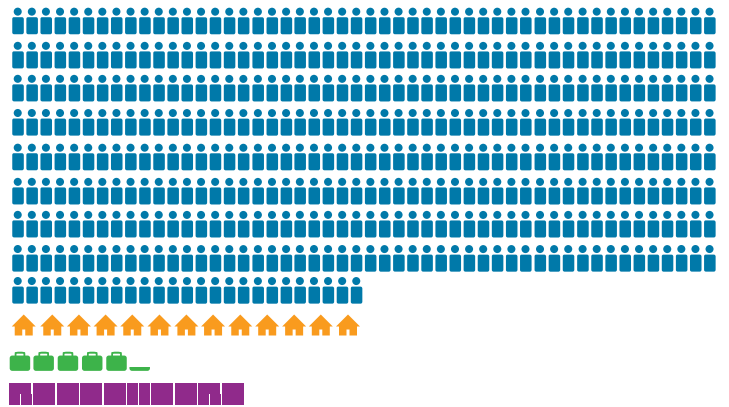
NORTH VANCOUVER



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



**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.



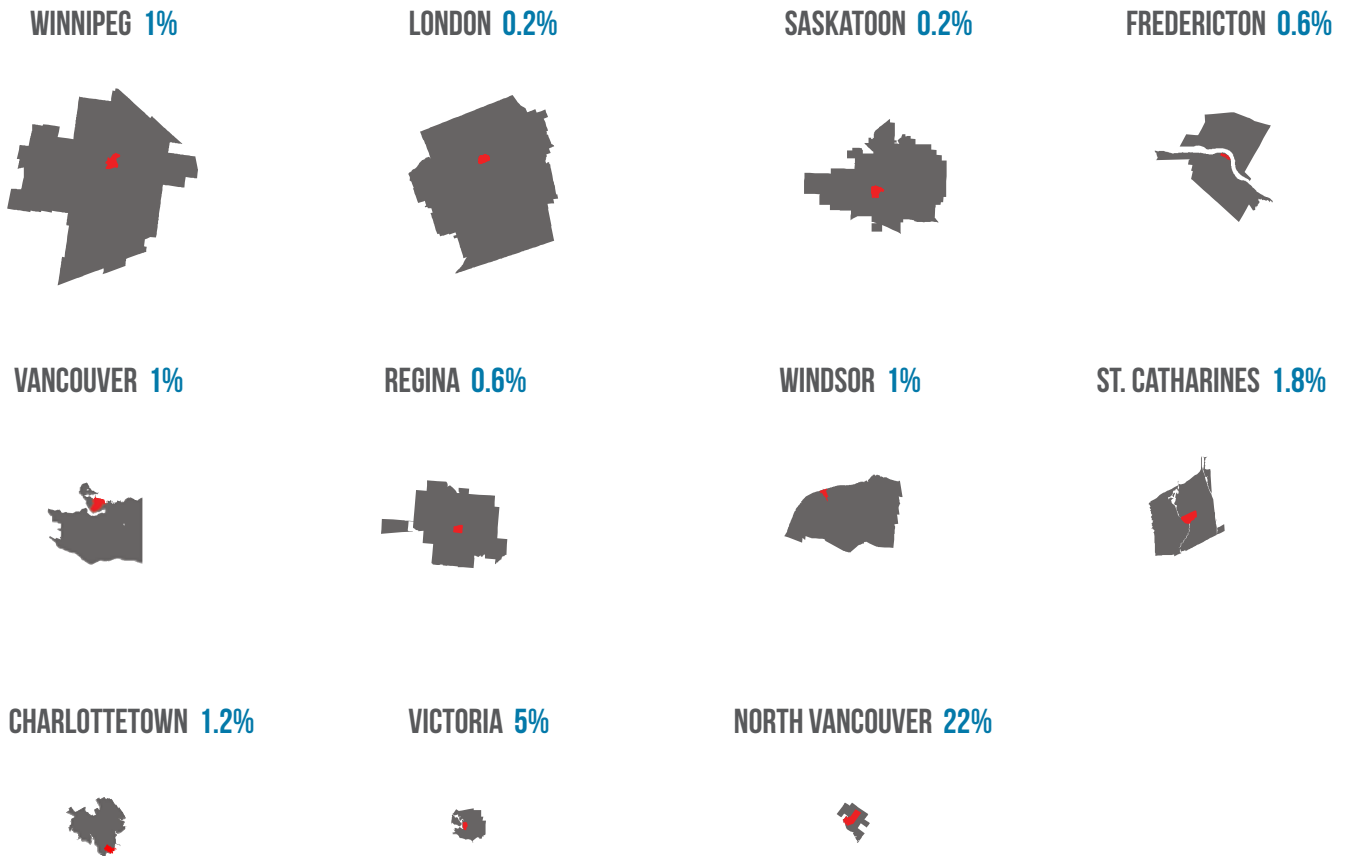
VISIBILITY OF DOWNTOWNS IN THEIR MUNICIPAL CONTEXTS

*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 :

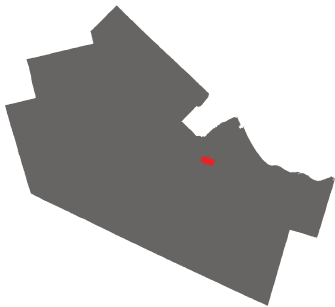
| | | | | | | | |
|---------|----------|-----------------|--------|----------|----------|----------------|-----------|
| TORONTO | WINNIPEG | NORTH VANCOUVER | OTTAWA | EDMONTON | HAMILTON | ST. CATHARINES | VANCOUVER |
| 1618 | 360 | 323 | 307 | 242 | 202 | 173 | 172 |

*Area is in hectares

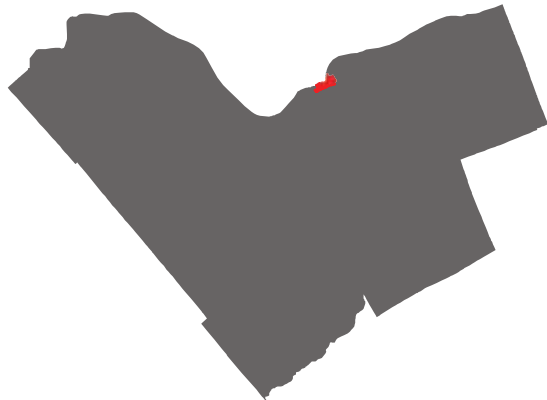
HALIFAX 0.0012%



HAMILTON 0.2%



OTTAWA 0.1%



TORONTO 3%



KINGSTON 0.1%



EDMONTON 1%



SASKATOON
117

WINDSOR
105

LONDON
99

VICTORIA
98.3

HALIFAX
98

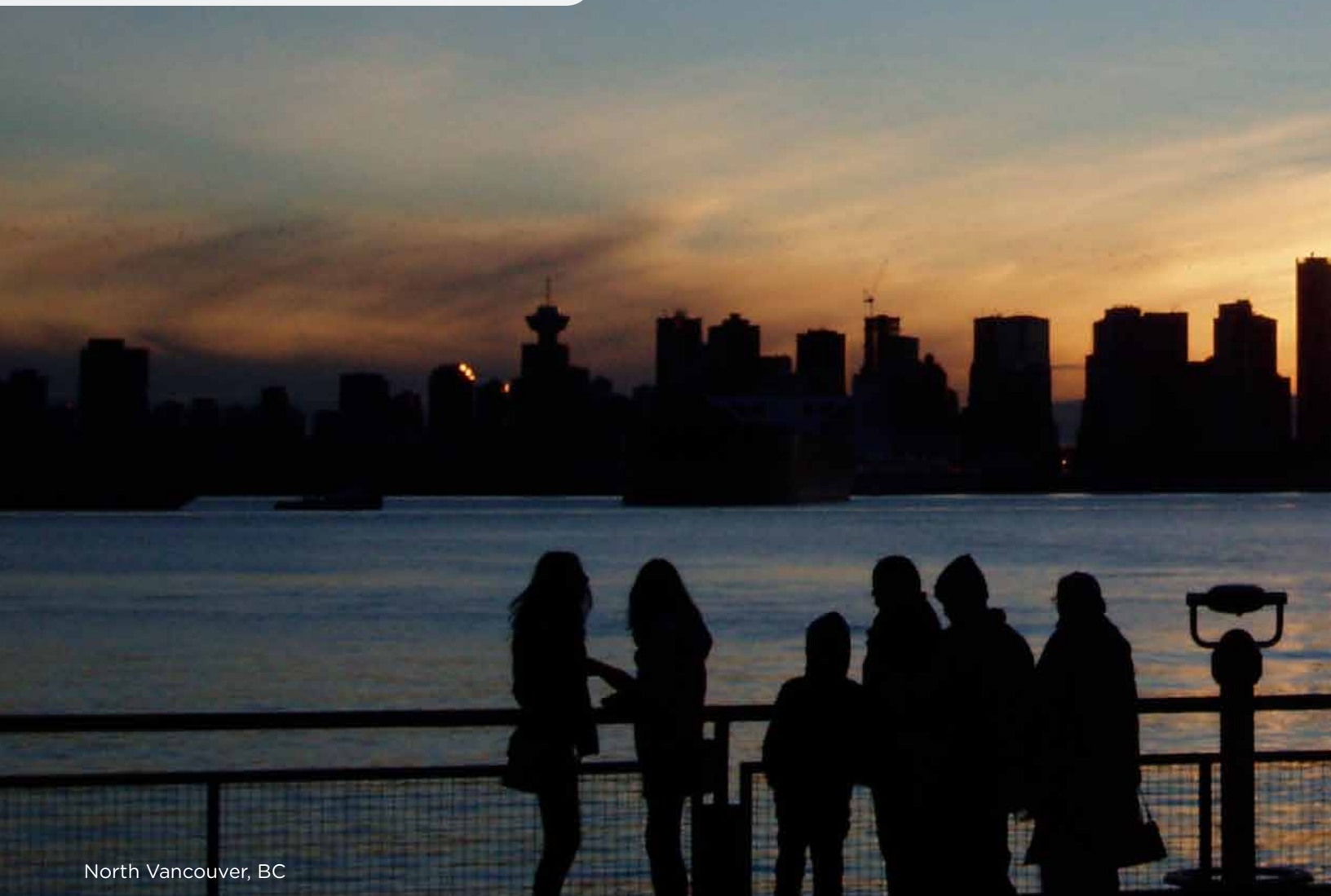
FREDERICTON
82

REGINA
82

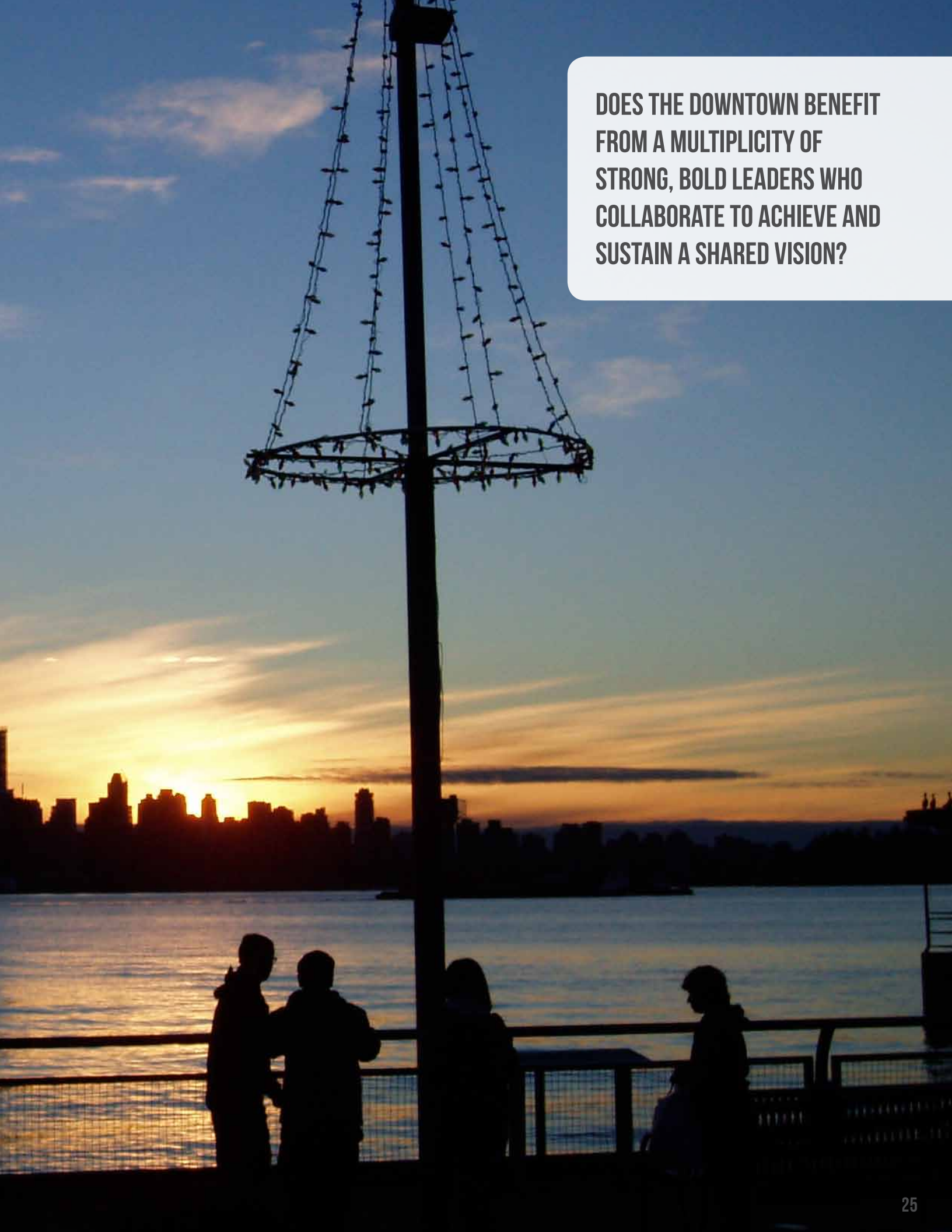
KINGSTON
59

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 highway 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.

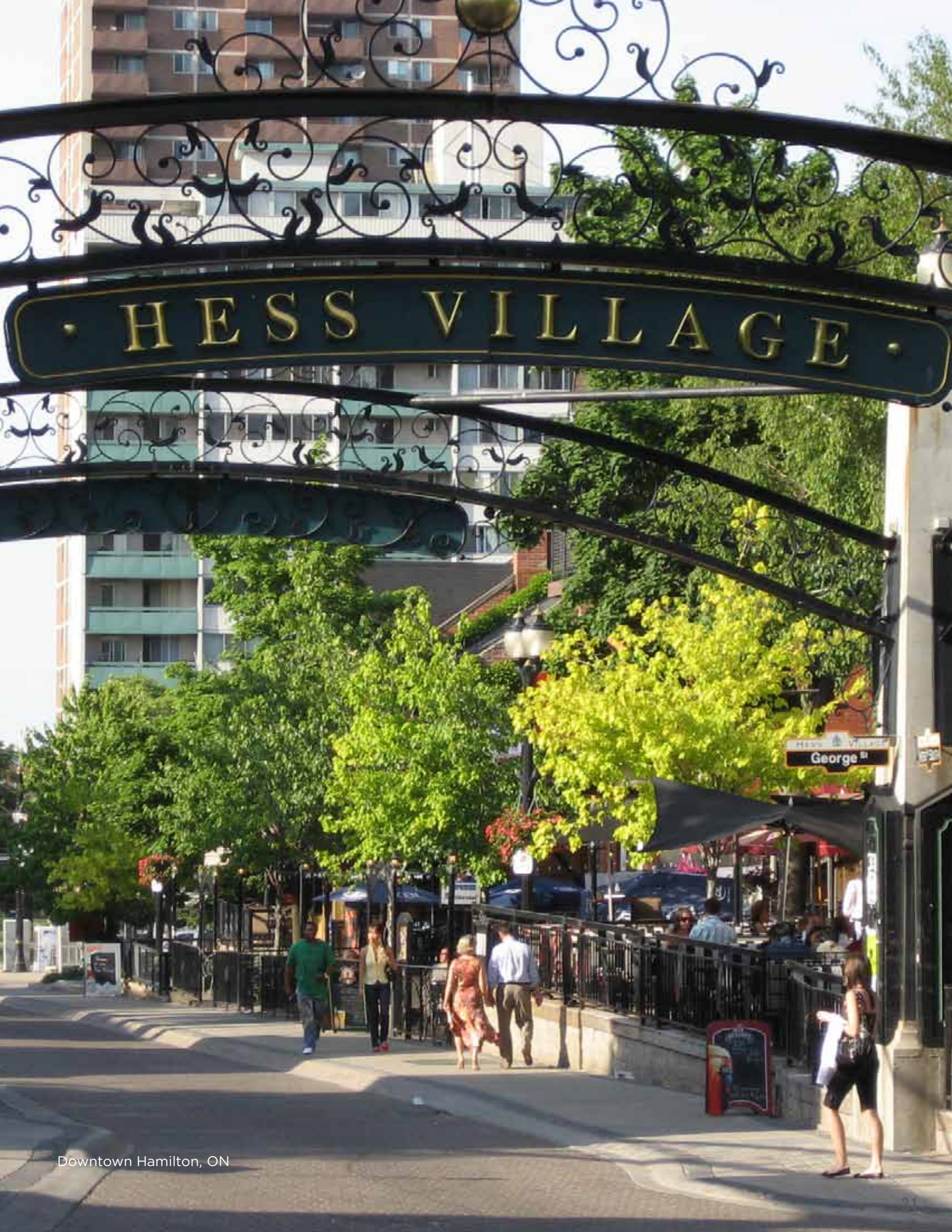
For example, downtown Windsor saw an opportunity to grow its post secondary sector; and the City and all levels of government have worked with St Clair College and University of Windsor to see the emergence of four new satellite campuses. This is a tremendous achievement that will likely redefine Windsor’s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

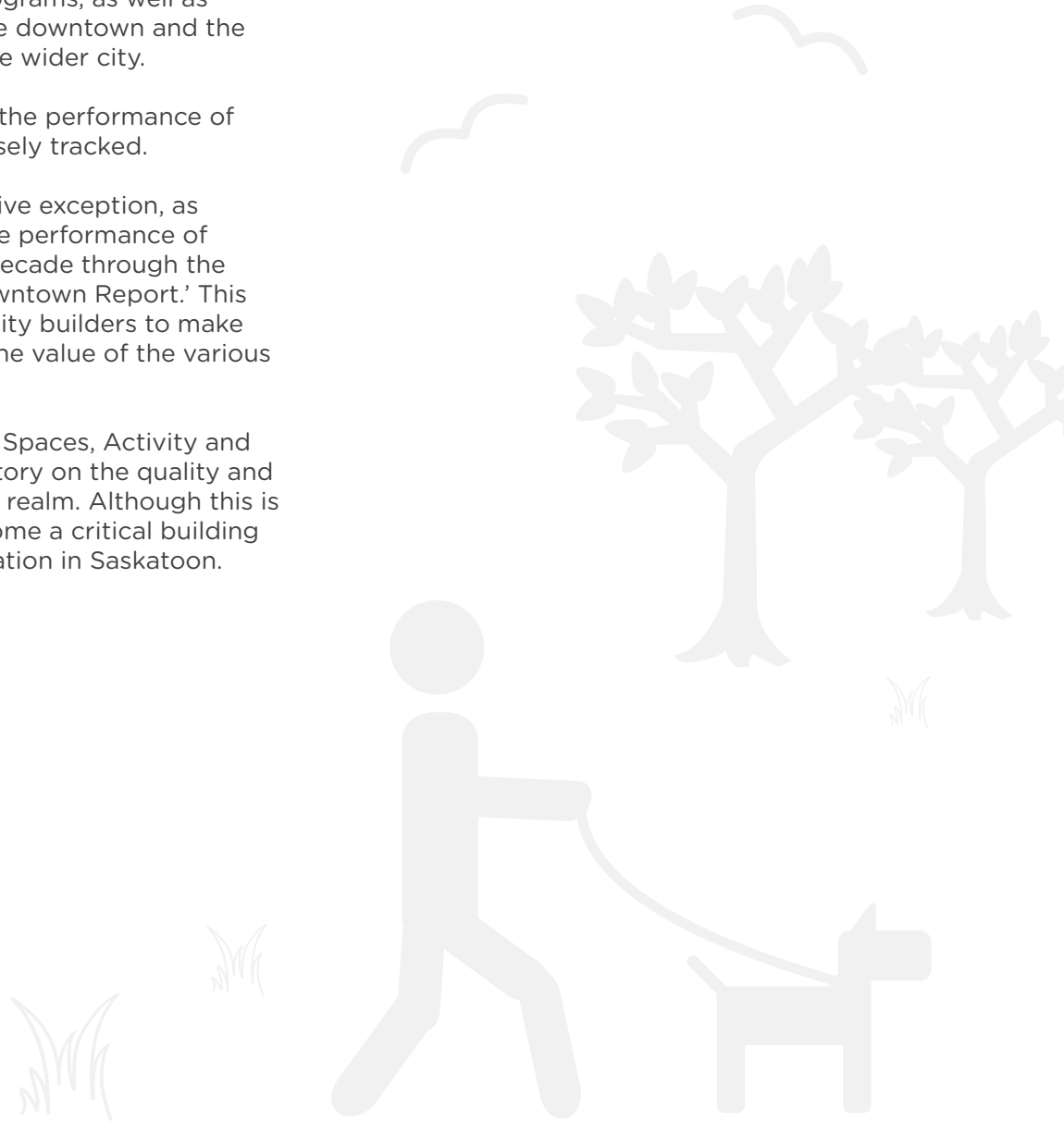
TRACKING AND MONITORING DOWNTOWN ACHIEVEMENTS IS INVALUABLE TO PLAN IMPLEMENTATION

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





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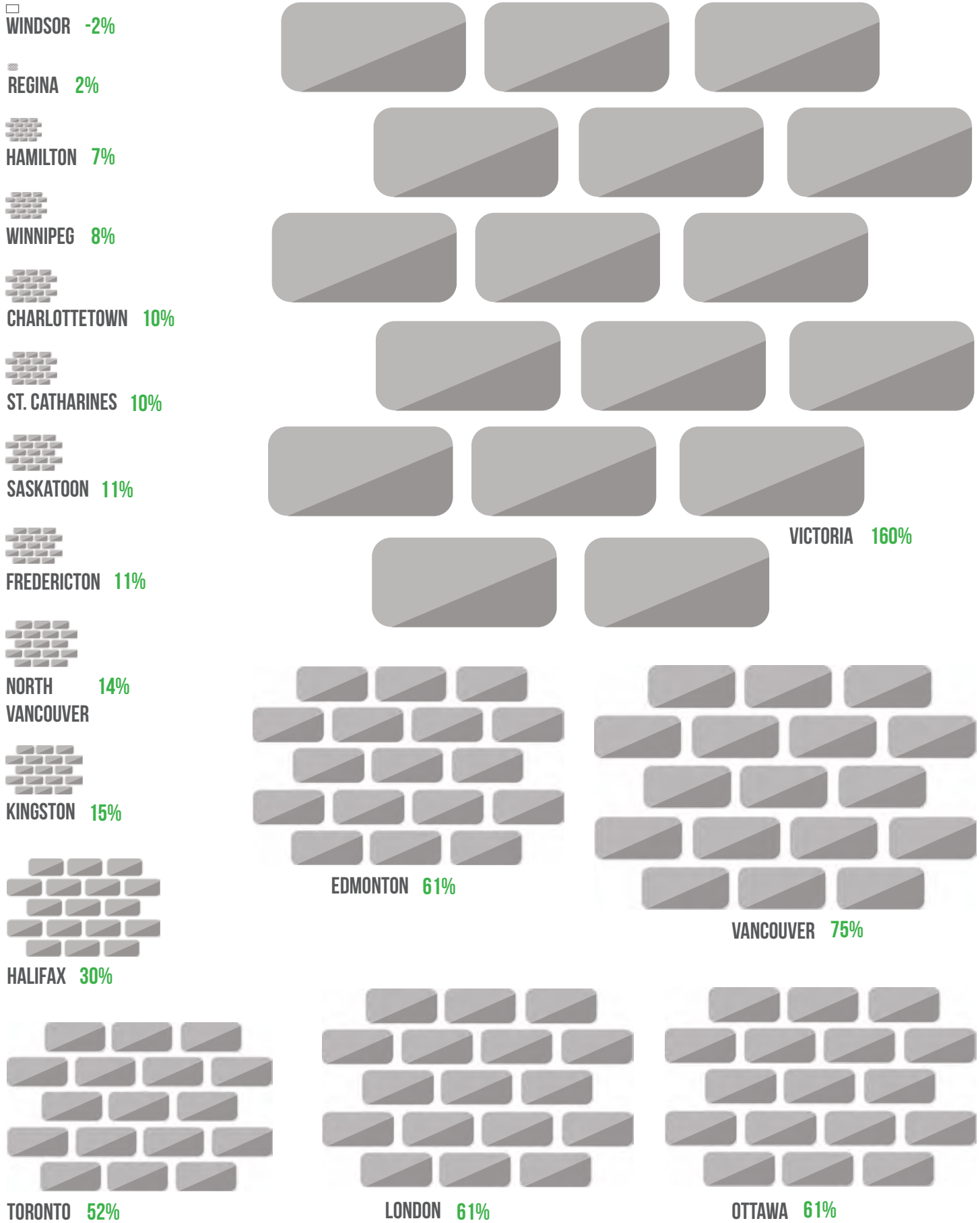
**WHAT WE ARE BEGINNING TO SEE IS
NEW DOWNTOWN DEVELOPMENT, NEW
CONDOMINIUMS GOING UP...NOW, NEW
RESIDENTS ARE SUPPORTING THE DOWNTOWN
JUST AS MUCH AS TOURISTS ARE.** ”

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.

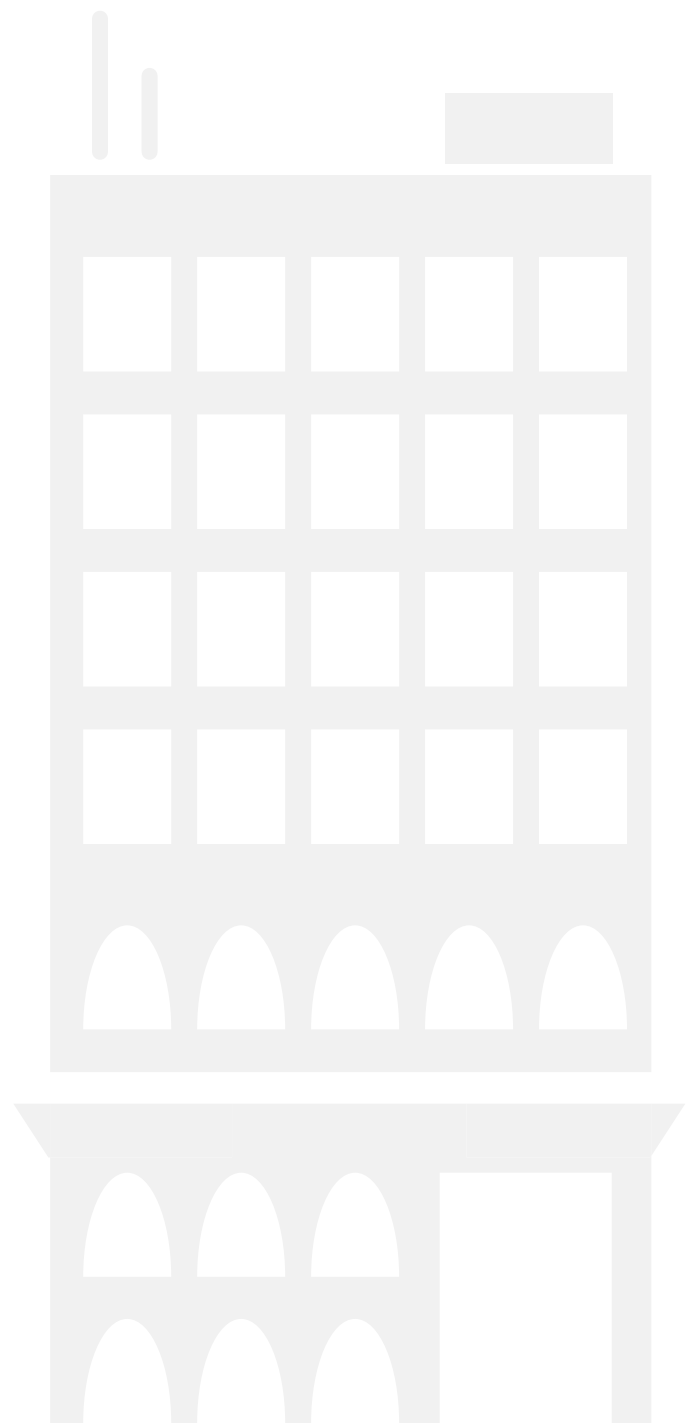
Windsor was involved in supporting development of one of the city's largest, newest and most prestigious office developments in the downtown. The City assembled properties to realize this building; leasing part of the space to see it built and spent \$16M on building the attached parking garage, which 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.

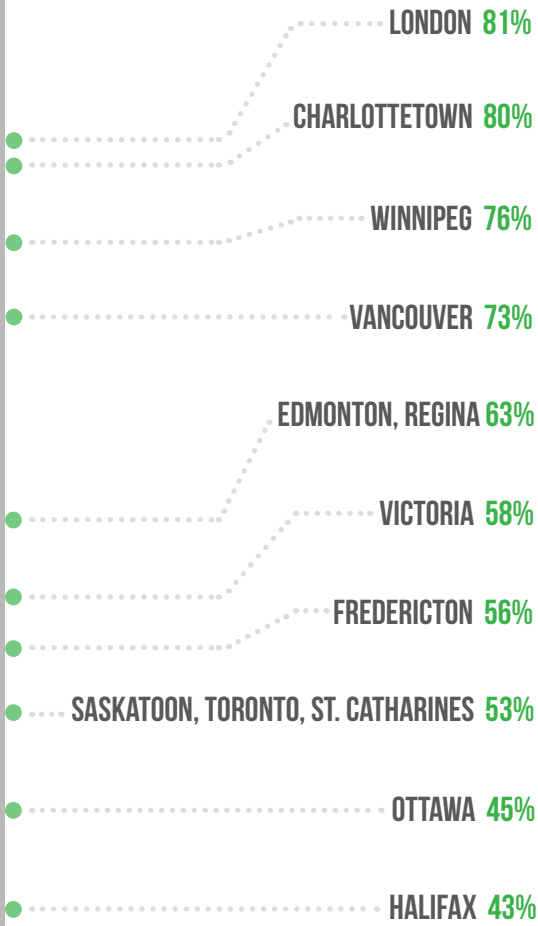
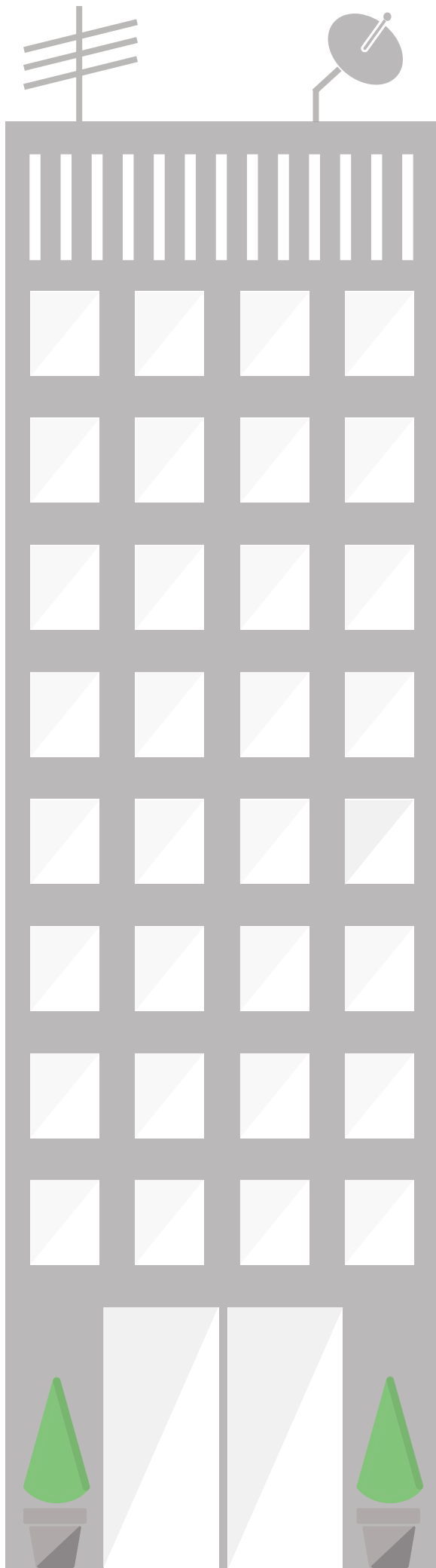
It will be critical for downtowns to help promote the market conditions to attract office space to the core.

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.

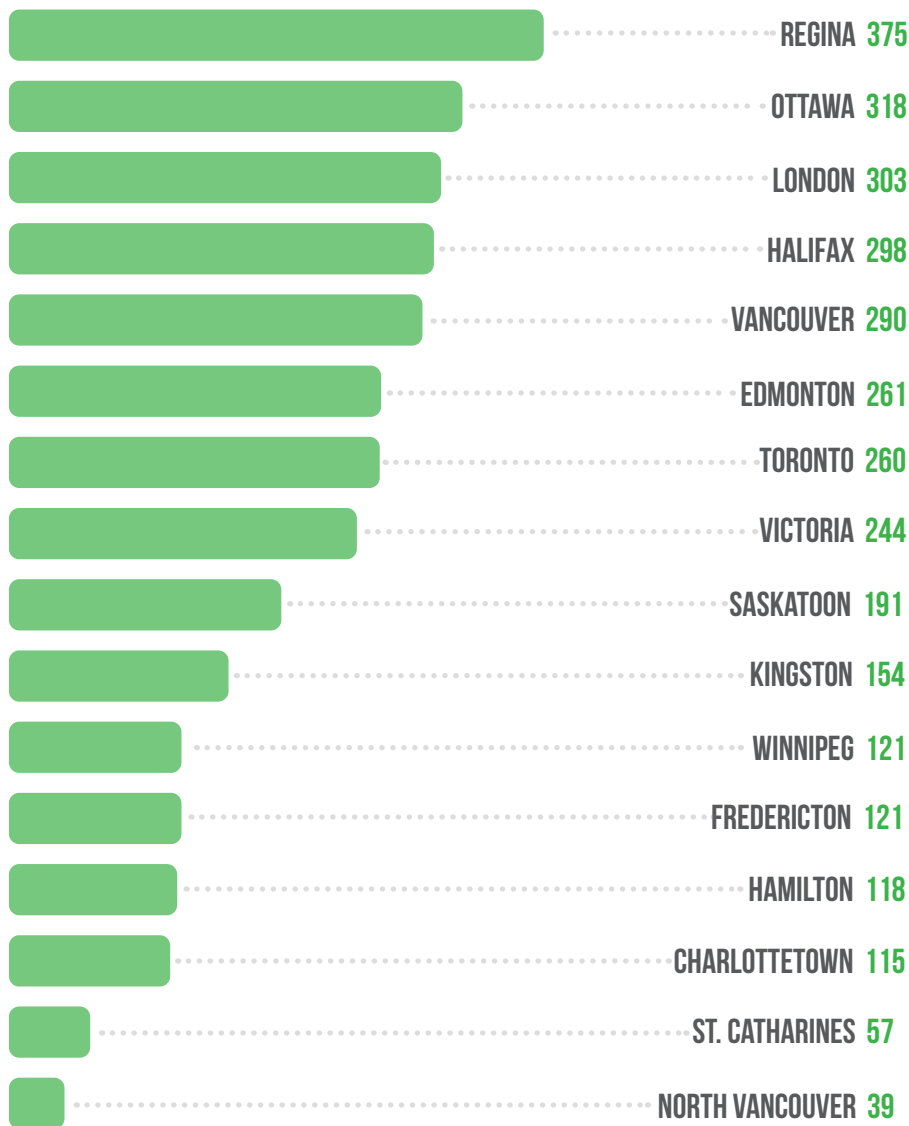
The provincial capital of Regina has the highest density of jobs at 375 per ha. The compact downtowns of London and Halifax have a similar number and density of jobs, with 303 and 298 jobs

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

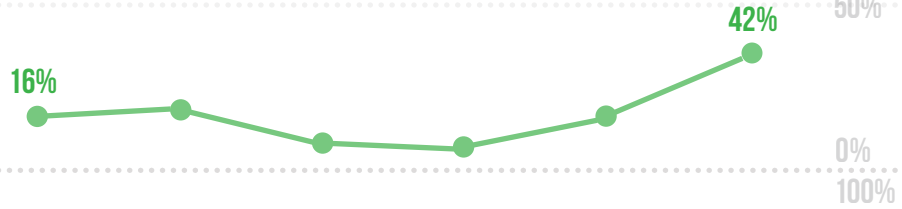
*Data points are omitted where data was unavailable
 *Some cities are omitted because data was unavailable

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



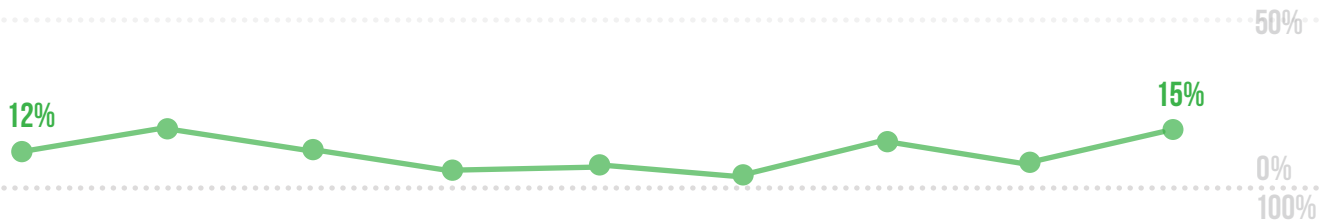
FREDERICTON

Peak : 42%



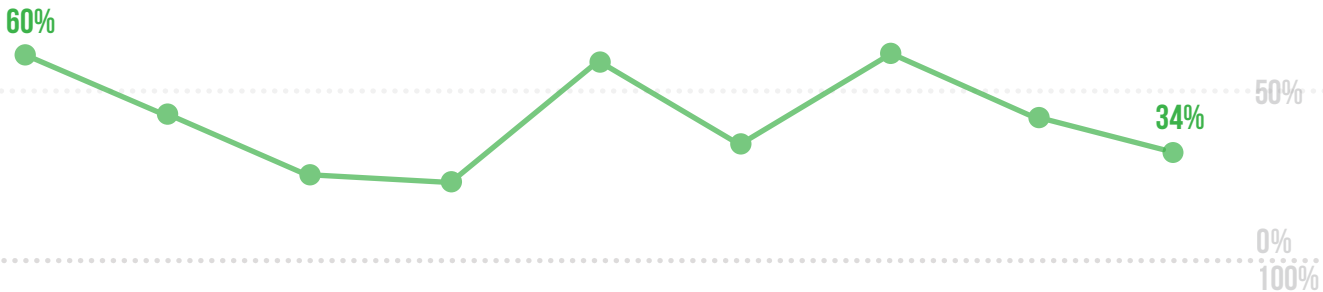
OTTAWA

Peak : 19%



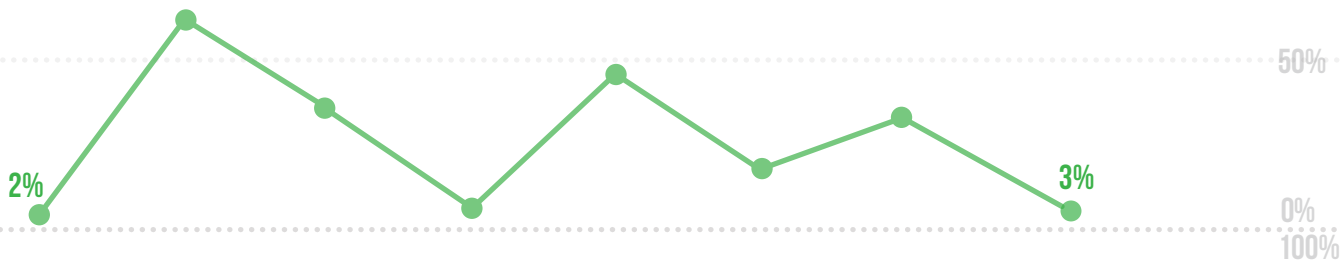
VANCOUVER

Peak : 60%



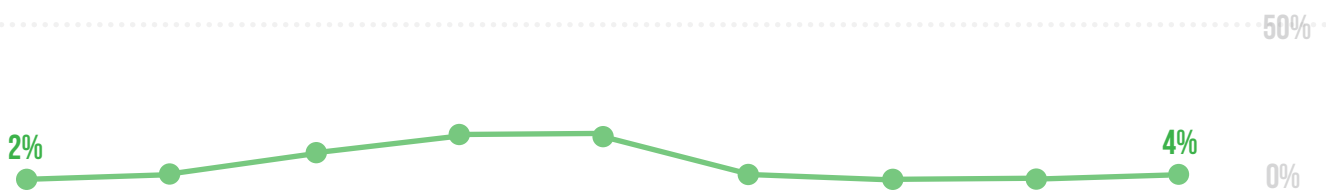
SASKATOON

Peak : 61%

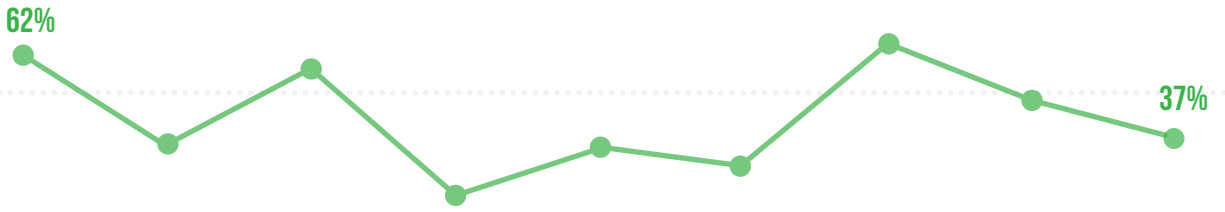


KINGSTON

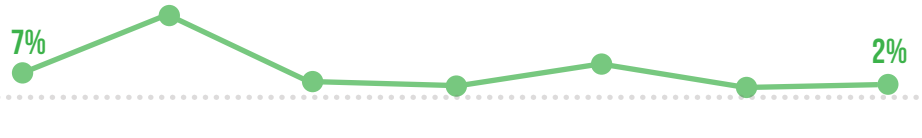
Peak : 17%



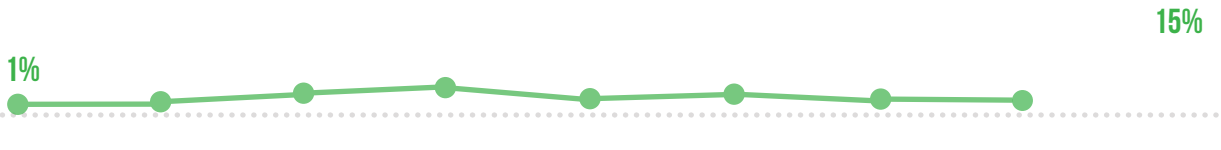
NORTH VANCOUVER
Peak : 62%



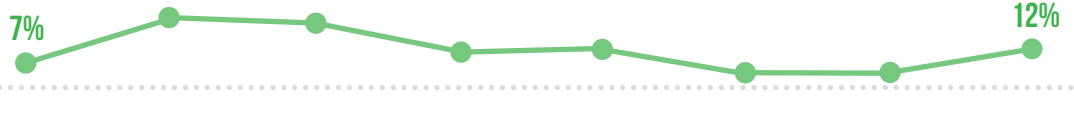
WINDSOR
Peak : 26%



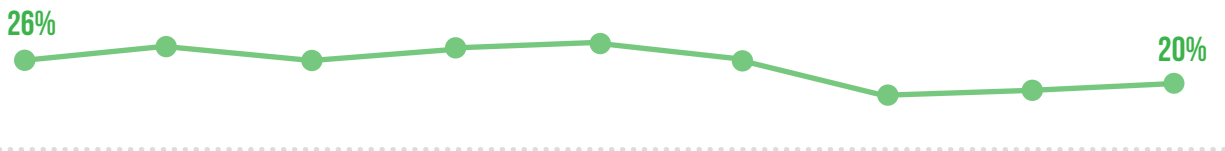
ST. CATHARINES
Peak : 8%



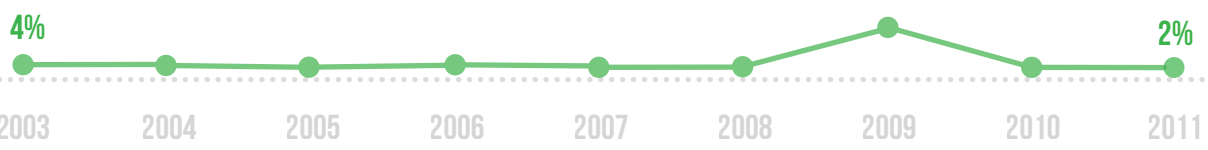
REGINA
Peak : 20%



TORONTO
Peak : 31%



HAMILTON
Peak : 16%



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.

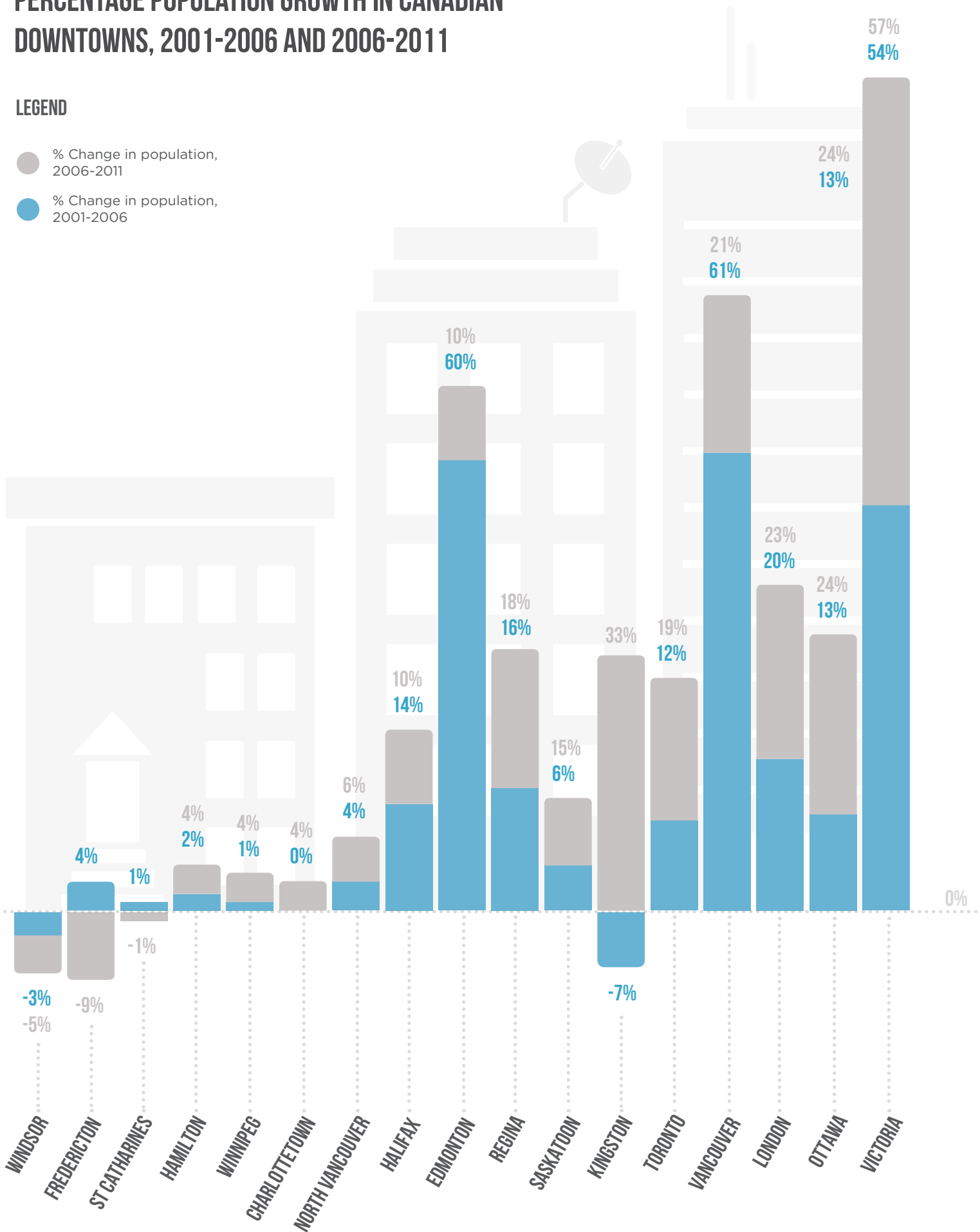
When reviewing these figures it is also worthwhile looking at the size of the study areas that were selected for each downtown. Some were significantly larger than others which can affect density calculations.

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

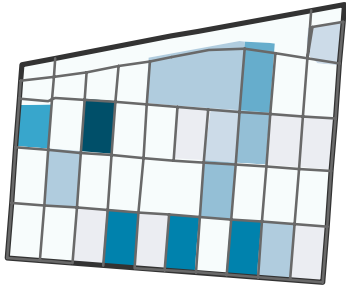
LEGEND

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

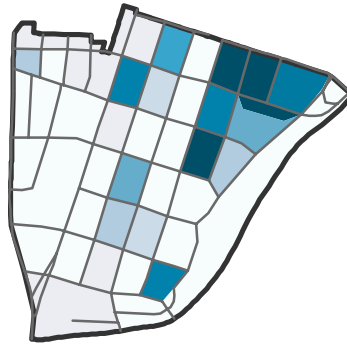


DOWNTOWN POPULATION DENSITY

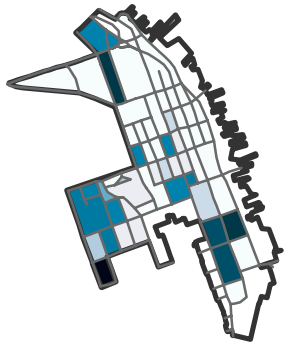
*Scale is shown beside each map



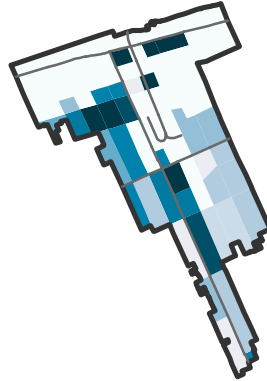
REGINA
1:25,000



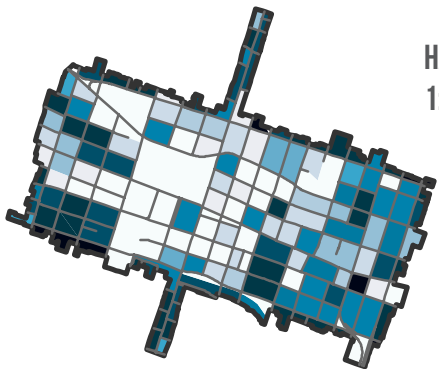
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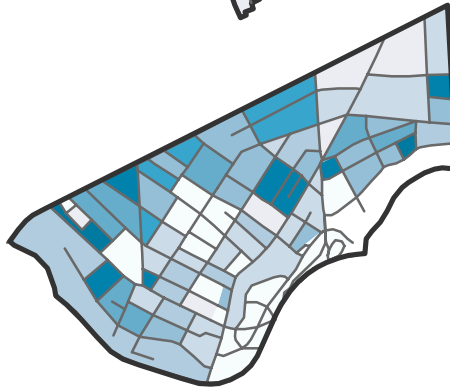
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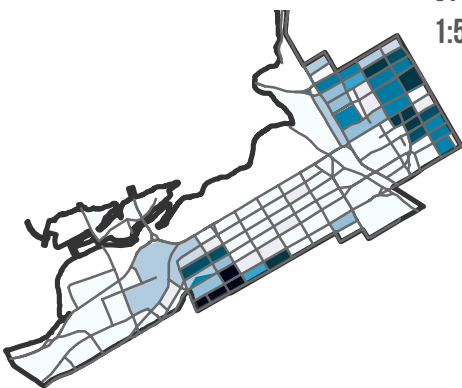
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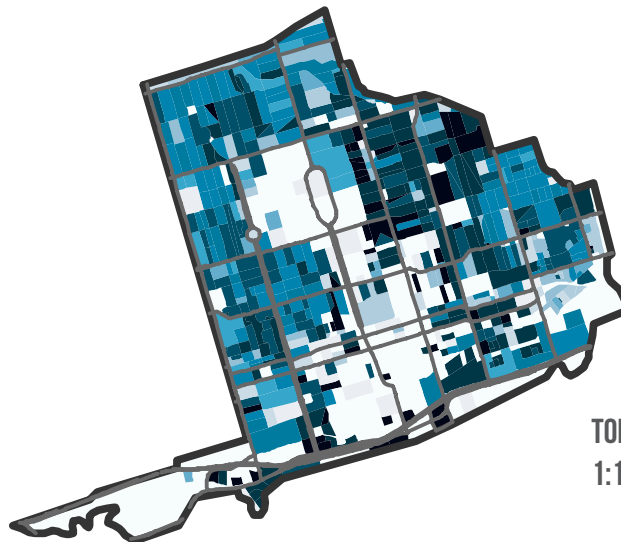
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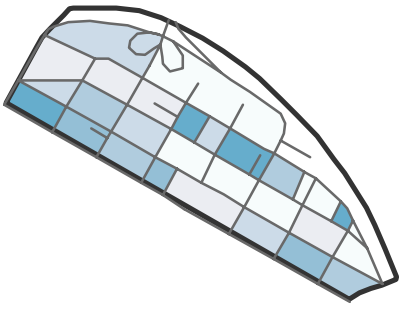
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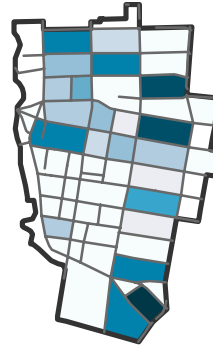
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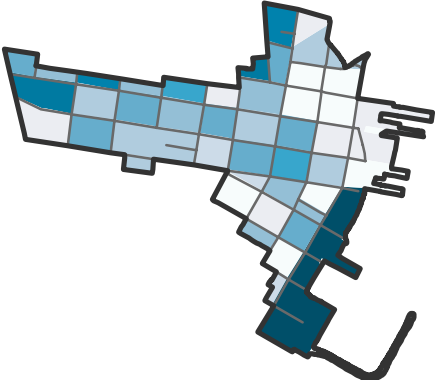
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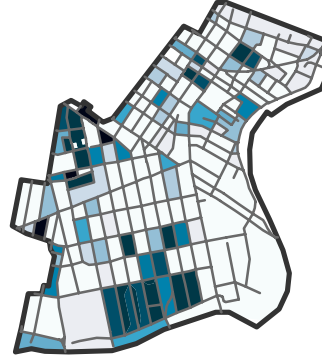
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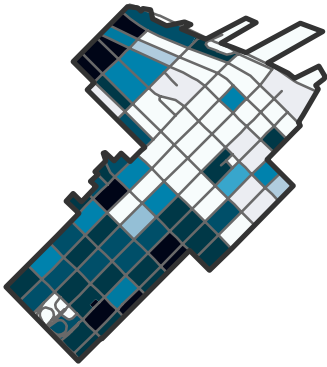
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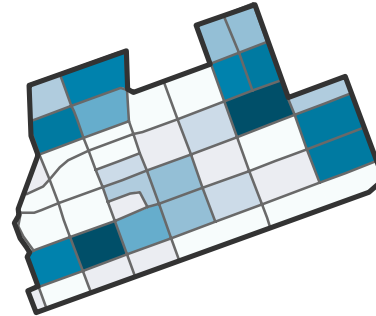
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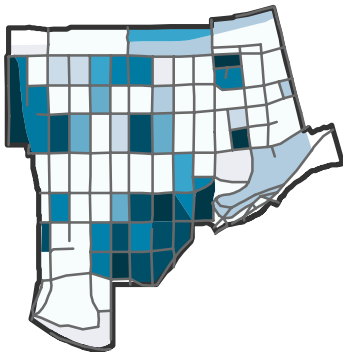
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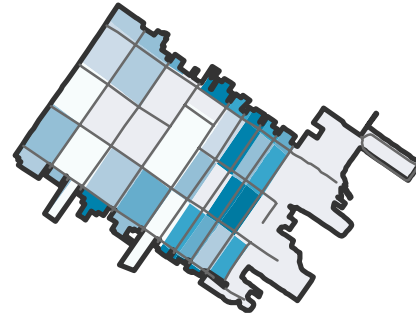
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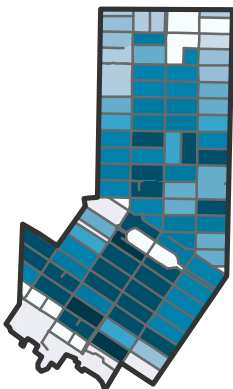
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1:30,000



EDMONTON
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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.

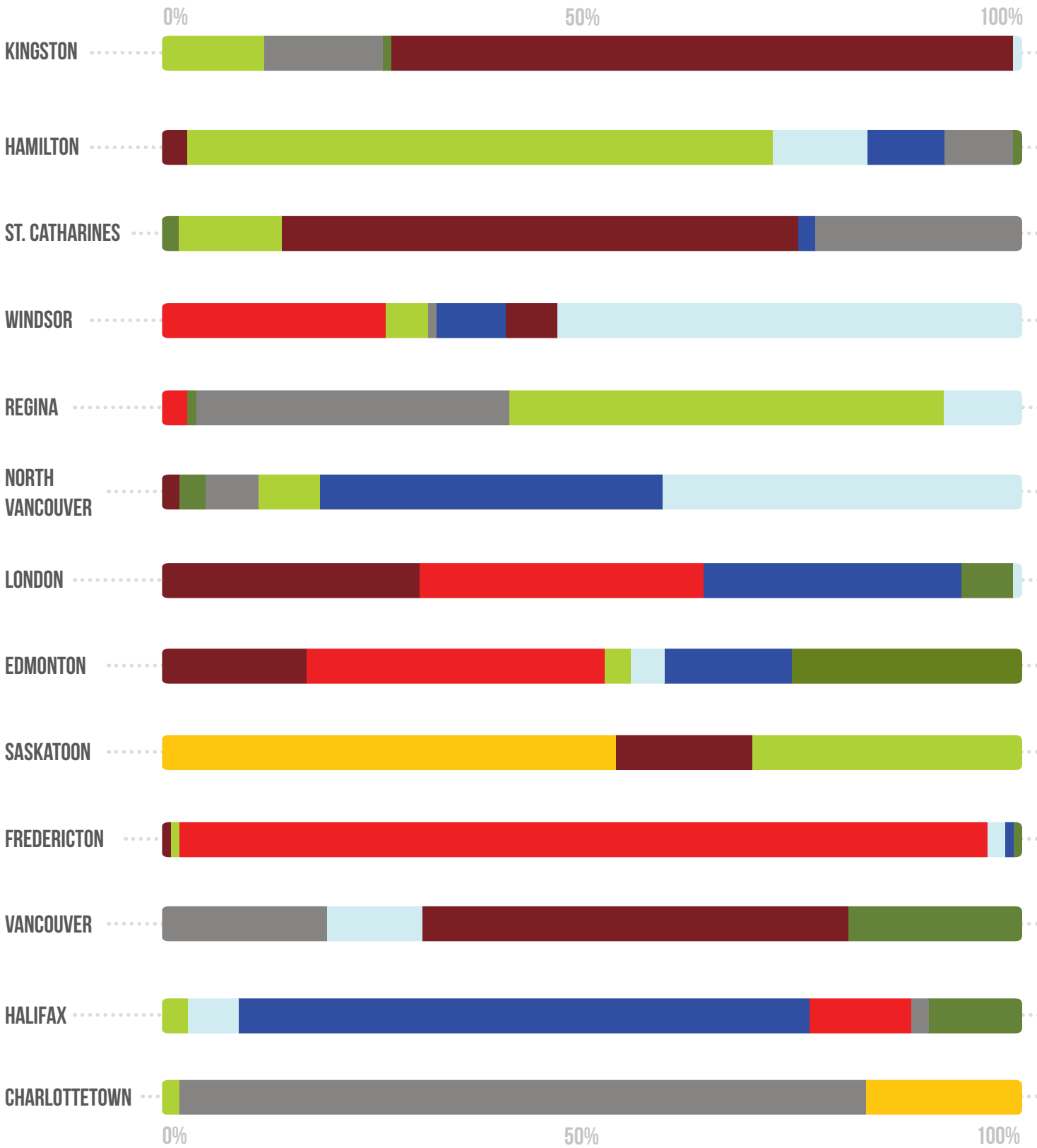
INFRASTRUCTURE, UTILITIES AND TRANSPORTATION

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 |

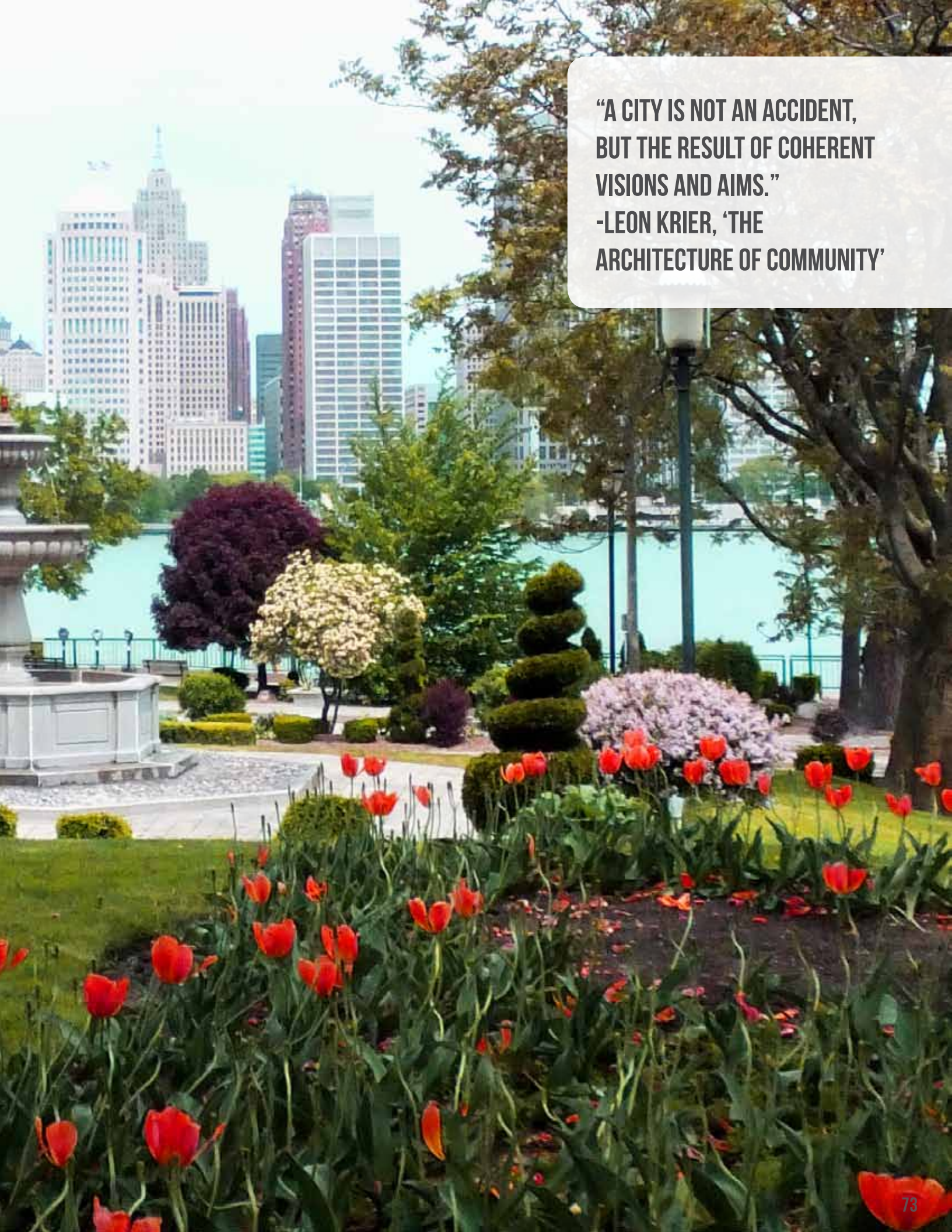
Data from every downtown was compiled by its corresponding City based on a list of major capital projects in the Downtown (1998-2011). There could be other smaller scale improvements that have not been captured in this data. Additionally, this data does not reflect individual grants, loans or incentives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

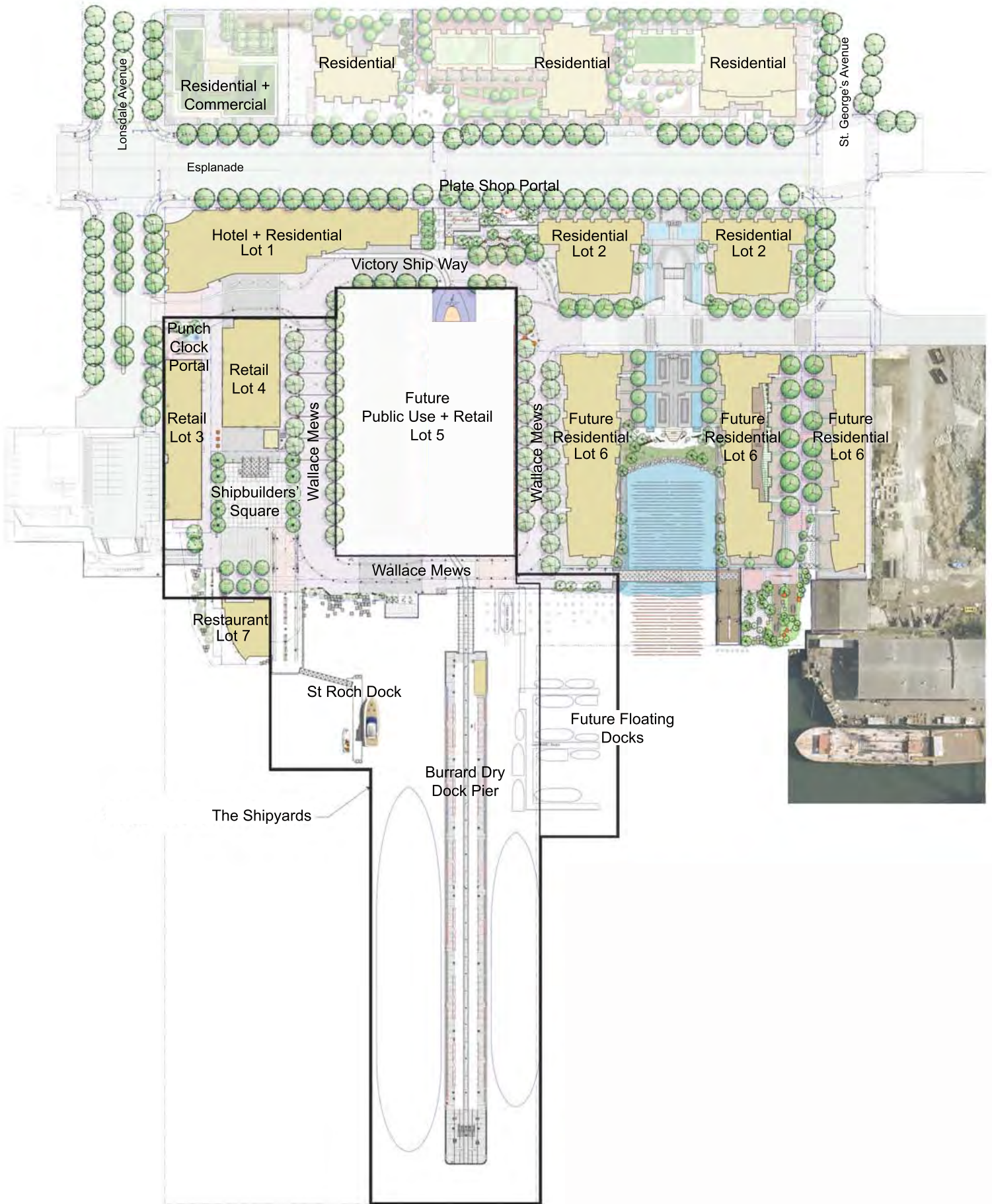
Partnerships are also important for realizing the full potential of individual redevelopments, and the Woodward’s Building in Downtown Vancouver demonstrates a successful partnership between Simon Fraser University, the Goldcorp Centre for the Arts, the City of Vancouver and the wider community.

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.

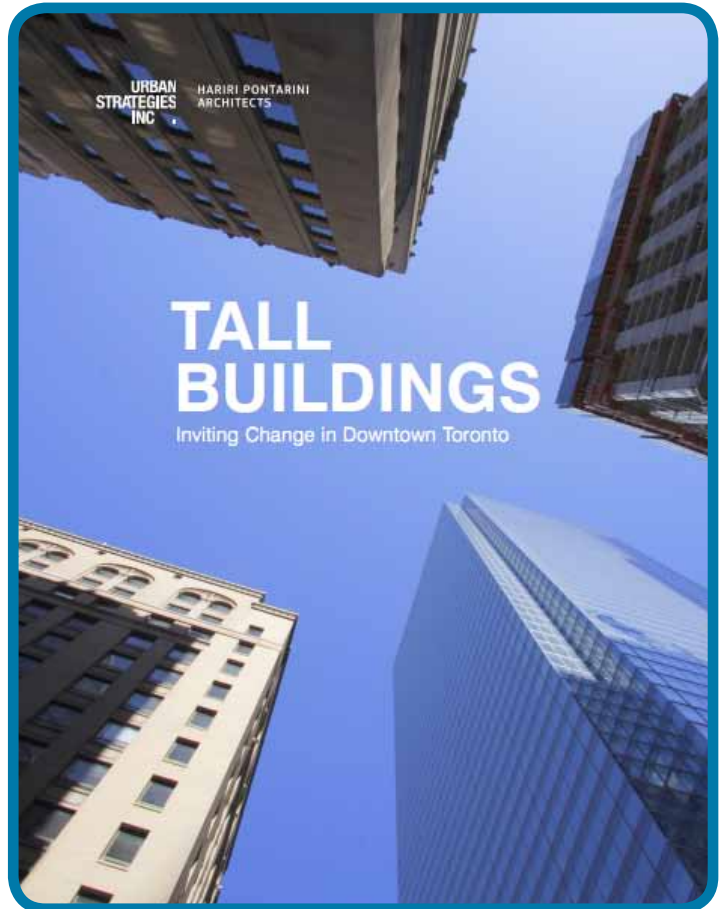
Similar moves have been made by other cities in North America and Australia. These tools also influence the type of use that can be developed on site.

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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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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Skating in Market Square, Kingston, ON. Photo credit : Kingstonist. Retrieved from : <http://www.flickr.com/photos/kingstonist/6619865575/>

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North Vancouver Pier Development Plan. Photo credit courtesy of the City of North Vancouver.

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Toronto's Tall Building Study. Photo credit courtesy of the city of Toronto. Retrieved from : <http://blog.buzzbuzzhome.com/2011/05/richard-witt-on-torontos-tall-buildings.html>

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Town Clock, Halifax, NS. Photo credit : Chris Campbell. Retrieved from : http://en.wikipedia.org/wiki/File:Town_Clock_at_Sunset.jpg

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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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Harvest Jazz and Blues Festival, Fredericton, NB. Photo credit : New Brunswick Tourism. Retrieved from : <http://www.flickr.com/photos/tourismnewbrunswick/6159375077/>

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The Redball Project, by Kurt Perschke, Old City Hall, Toronto, ON. Photo credit : Loozrboy. Retrieved from : <http://www.flickr.com/photos/30624156@N00/3615265773>



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 Brooklynn 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.

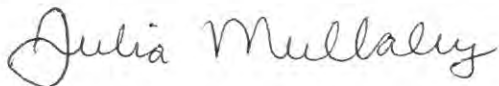
As part of an audit in accordance with Canadian generally accepted auditing standards, I exercise professional judgment and maintain professional skepticism throughout the audit. I also:

- 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> |
|---------|-----------------|

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.



Heritage NL

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PROJECTS

Historic home project part of bigger plans for Bonavista

Don Procter February 4, 2022



TOWN OF BONAVISTA - 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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PAC/HAC DASHBOARD - September 2025

| START DATE | MATTER/QUESTION | ACTION | STATUS |
|------------|--|-------------------------------------|---------|
| May-25 | New ideas for PIM notification methods | Committee to submit report to staff | pending |

9.0 Business Arising from the Minutes (File Updates)

Staff Review

9. 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 Public Information Meeting 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.

First Readings / Public Hearings

9. File #25-18 Development Agreement: Bear Lake Wind Farm Revised (Kari Fougere)

This is a development agreement application to permit 7 wind turbines in the Vaughan/Upper Vaughan area. This application was previously submitted under previous MPS policy and withdrawn; the applicants have resubmitted a new, revised, application to be considered under new MPS Policy. The Public Information Meeting was held on May 21, 2025, and several members of the public were in attendance. All comments received at the meeting and during the comment period were included in the staff report. PAC/HAC considered this item on July 10, 2025, where the majority voted in favour of this application. The Committee made a separate motion with additional items for Council to consider. First Reading was held on July 22, 2025, where Council voted to hold a Public Hearing on September 23, 2025.

Notice of Approval / Minister Review / Appeals

9. 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 were held on July 22, 2025, where Council approved the

application. A notice of approval was placed in the paper on August 1, 2025, initiating the 14-day appeal period. No appeals were received, and this item may now be removed from the agenda.

9. 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. No appeals were received, and this item may now be removed from the agenda.

9. 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. No appeals were received, and this item may now be removed from the agenda.

ACTIVITY REPORT

For Month of July 7/31/2025

| Type | Jul 2024 | | | Jul 2025 | | |
|---------------------|------------|--------------------|-----------------------|------------|---------------------|-----------------------|
| | Permits | Units | Value of Construction | Permits | Units | Value of Construction |
| Single Family | 36 | 16 | 5,936,260 | 20 | 16 | 5,420,802 |
| Duplex/Semi | 3 | 6 | 1,850,000 | 0 | 0 | 0 |
| Apartments | 3 | 7 | 840,750 | 0 | 0 | 0 |
| Other Residential | 9 | 0 | 349,000 | 26 | 0 | 733,400 |
| Commercial | 1 | 0 | 3,500 | 0 | 0 | 0 |
| Industrial | 2 | 0 | 5,760,800 | 1 | 0 | 4,704,000 |
| Inst & Gov | 1 | 0 | 20,000 | 2 | 0 | 287,000 |
| Agriculture | 1 | 0 | 30,000 | 1 | 0 | 150,000 |
| Other | 1 | 0 | 5,000 | 0 | 0 | 0 |
| Total | 57 | 29 | 14,795,310 | 50 | 16 | 11,295,202 |
| Year To Date | 270 | 160 | 54,671,948 | 267 | 137 | 126,375,270 |
| Demolition | 3 | 3 | | 0 | 0 | |
| Sign Permits | 1 | | | 0 | | |
| Sub Applications | 8 | 6 (Lots Requested) | | 6 | 13 (Lots Requested) | |

ACTIVITY REPORT

For Month of August 8/31/2025

| Type | Aug 2024 | | | Aug 2025 | | |
|---------------------|------------|---------------------|-----------------------|------------|--------------------|-----------------------|
| | Permits | Units | Value of Construction | Permits | Units | Value of Construction |
| Single Family | 25 | 17 | 2,633,650 | 26 | 11 | 3,846,472 |
| Duplex/Semi | 1 | 0 | 20,000 | 1 | 0 | 30,000 |
| Apartments | 1 | 0 | 15,000 | 0 | 0 | 0 |
| Other Residential | 16 | 1 | 403,192 | 20 | 0 | 453,004 |
| Commercial | 4 | 0 | 435,000 | 4 | 0 | 860,000 |
| Industrial | 2 | 0 | 407,000 | 3 | 0 | 45,000,000 |
| Inst & Gov | 0 | 0 | 0 | 0 | 0 | 0 |
| Agriculture | 1 | 0 | 20,000 | 0 | 0 | 0 |
| Other | 0 | 0 | 0 | 0 | 0 | 0 |
| Total | 50 | 18 | 3,933,842 | 54 | 11 | 50,189,476 |
| Year To Date | 320 | 178 | 58,605,790 | 321 | 148 | 176,564,746 |
| Demolition | 3 | 1 | | 3 | 2 | |
| Sign Permits | 0 | | | 1 | | |
| Sub Applications | 6 | 45 (Lots Requested) | | 2 | 1 (Lots Requested) | |