TOWN OF FOGO ISLAND
NEWFOUNDLAND AND LABRADOR

INTEGRATED COMMUNITY SUSTAINABILITY PLAN (ICSP)

&

PLANNING BACKGROUND REPORT
FOR THE MUNICIPAL PLAN 2012-2022

FINAL REPORT
6 NOVEMBER 2012

HMJ Consulting Limited
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Table of Contents

1.0 Introduction ..................................................................................................................... - 1 -
  1.1 Planning for the Town of Fogo Island .......................................................................... - 1 -
  1.2 Integrated Community Sustainability Plans and Municipal Plans ............................... - 2 -
  1.3 History and Its Lessons: Looking Back and Forward ................................................... - 3 -
2.0 Community Assessment ................................................................................................. - 5 -
  2.1 Self-Assessment by Town Officials .............................................................................. - 5 -
  2.2 Public Consultation ...................................................................................................... - 6 -
  2.3 Key Points Arising from Assessment and Consultation .................................................... - 7 -
    2.3.1 Governance ................................................................................................................ - 7 -
    2.3.2 Economy .................................................................................................................. - 12 -
    2.3.3 Environment ............................................................................................................ - 17 -
    2.3.4 Social Conditions ...................................................................................................... - 19 -
    2.3.5 Cultural Matters ....................................................................................................... - 21 -
3.0 Community Vision ......................................................................................................... - 23 -
4.0 Goals and Actions .......................................................................................................... - 23 -

Appendices:

A  Comments by Departments and Agencies
B  Information Required for Site Plan Evaluation
C  Shorefast Foundation Description of Objectives and Actions
D  Capital Projects
1.0 Introduction

1.1 Planning for the Town of Fogo Island

The Town of Fogo Island is a newly created municipal unit in Newfoundland and Labrador, whose municipal jurisdiction is the entire extent of Fogo Island. The municipal units on the island which formerly were incorporated as towns were the four Towns of Fogo, Joe Batt’s Arm-Barr’d Islands-Shoal Bay, Seldom-Little Seldom, and Tilting. In addition, a recent innovation saw the incorporation of the Fogo Regional Council to provide certain municipal governance functions related to some facilities of service to the whole island and to provide a form of local government for the otherwise unincorporated areas on the island.

In early 2011, the Town of Fogo Island was formally incorporated, and the former, separate municipal units ceased to exist as municipal entities. All of their functions, assets, liabilities and instruments of government such as real property, municipal property services (central water and sewer systems), bylaws and personnel, were conveyed to the new municipal unit. This naturally represented the beginning of a period of transition, with numerous challenges and opportunities placed in the hands of the new Council.

Among the many matters of immediate concern to the new Council is that of integrating and updating municipal planning documents, including the Municipal Plan and Development Regulations which some of the former units had put in effect. Only one of the units’ plans is reasonably up to date, and the others date back to the mid 1980s and early 1990s. In any event, the amalgamation of the municipalities into a unitary government entity requires that a fresh look be taken at the planning needs of the entire island, regardless of the age or absence of their planning documents.

As a matter of coincidence, the research and preparation of the new Municipal Plan and Development Regulations is taking place at the same time that another type of plan must be prepared for the new Town of Fogo Island: the Integrated Community Sustainability
Plan (ICSP). Its nature and purpose is explained in the next section. In the ordinary course of events, each of the former municipal units would have prepared and adopted their own ICSP, but the timing and circumstances of the amalgamation of the former units caused that process to be laid over, to be accomplished by the new Council.

A word of explanation and caution is in order concerning the status of an ICSP and the Municipal Plan. These documents are not intended to be comprehensive encyclopedias of all knowledge of the history and future of the communities on Fogo Island. These documents are exclusively policy statements which are (when approved by Council) concise expressions of the objectives of the municipal government and the ways and means by which it intends to exercise its statutory mandate to provide local government and services.

These documents will be concisely written for the simple reason that good governance is enhanced by policy statements which are clearly written and not encumbered by excessive language. For all concerned, it should be recognized that a short, to-the-point document is more likely to be read and used in practice, than one which is lengthy and convoluted.

1.2 Integrated Community Sustainability Plans and Municipal Plans

An Integrated Community Sustainability Plan is a planning document intended to be adopted by municipalities pursuant to the Canada – Newfoundland and Labrador Agreement on the Transfer of Gas Tax Funds, 1 August, 2006, and subsequently the Gas Tax Agreement signed between the provincial government and local governments. The ICSPs were ordinarily to be adopted on or before the end of March, 2010. As said above, the unique circumstances surrounding the creation of the Town of Fogo Island has caused this to be done at this time.

The Newfoundland and Labrador program guidelines provide for a choice of methods by which a municipality can prepare and adopt an ICSP. There are numerous common elements in the subjects addressed by a Municipal Plan and an ICSP, and it is thus sensible to use the process of preparing a Municipal Plan as a convenient means of concurrently developing the information required for an ICSP. The Municipal Plan would make reference to the ICSP, but the ICSP is not itself subject to the statutory status or requirements related to a Municipal Plan.

The Town of Fogo Island has chosen to prepare its ICSP by way of concurrently preparing its Municipal Plan for 2012-2022 and developing its ICSP. Since the newly formed unitary municipal government with jurisdiction over the whole island inherited some existing Municipal Plans which covered parts of the island, this is an ideal opportunity to consider the ICSP and a fresh, overall Municipal Plan in a convenient and cost effective way to achieve both purposes simultaneously.
According to the federal-provincial agreement, an ICSP is:

“...a long term plan, developed in consultation with community members, that provides direction for the cities, towns and regions to realize sustainability objectives it has for the environmental, cultural, social and economic dimensions of its identity.”

The overall scope of an ICSP is meant to be comprehensive, touching on virtually all issues or objectives which the community may identify. The process followed by the Town of Fogo Island has endeavoured to identify and analyze the issues and opportunities which are relevant to the community’s objectives and which fall within the scope of Municipal Plans and Development Regulations and within the meaning of an ICSP.

This ICSP document therefore serves a dual purpose: it functions as an ICSP and simultaneously as the Planning Background Report which is traditionally prepared in the course of preparing or reviewing a Municipal Plan and the accompanying Development Regulations.

### 1.3 History and Its Lessons: Looking Back and Forward

“The Town of Fogo Island” is a new name in the list of municipalities in Newfoundland and Labrador. The familiar names of the communities on Fogo Island until recently were reflected in several incorporated towns, and some other community names of places which lay in the previously unincorporated area. The identity of those communities will not cease to exist, as each continues to be an ongoing local focus of social, economic and cultural activity. But the question relevant to planning by the new municipal government is: how will those communities now interact and take action in their common interest, and, what is the desired role of the municipal government in this regard?

The answer can be found in their history. Though each community has its own history, each different in some ways from the others, they share a history which is a vivid reminder of the need for individuals, communities, associations, and enterprises to recognize their common goals and to help each other survive. It is said that the very existence of permanent human settlement on the island in the 21st Century should not be taken for granted—it very nearly came not to be, and the only reason the island is populated today is instructive.

At a point in time not long ago, in the 1960s, there was pressure to resettle the population to the mainland, one of many such cases around coastal Newfoundland and Labrador. At
the time, the deterioration of the fishery and isolation from public services had imposed
dire economic conditions and poorly provided health and education facilities on the
island. It was through a community development process, known as the Fogo Process,
that self-awareness of common problems and a vision for a viable future that saw
islanders remaining on the island, emerged. Against considerable odds, a fisheries
cooperative was established and other local development efforts were begun, that saw the
vision realized. Though there was certainly resettlement of communities on and near the
island, the communities that are seen today are well established, functioning places.

Today, some old challenges continue and new ones present themselves, but the spirit of
the Fogo Process lives on. People from away will often hear islanders say that “....we are
survivors…”, which aptly captures that spirit.

As said above, it is not intended that this document be an encyclopedia of all things
concerning Fogo Island. There is reason to be optimistic that the lessons of history have
not been forgotten and that today’s initiatives, which includes establishing a unitary
municipal government for all of the island, can bear fruit. The fundamental lesson of
islanders’ history is that the basis of their survival is that of common action on common
issues and opportunities.

There are numerous initiatives now operating on the island, both large and small, that
together can make the island a good place to live, work, and visit. The challenge facing
the new Town of Fogo Island, as a municipal government led by its Council and
administered by its staff, is how best to support and encourage the many and diverse
efforts that are needed to make it possible. The municipal government should neither sit
back and only hope that all will go well, nor should it think that it will lead and direct all
that needs to be done. The policies and specific actions laid out in the new Municipal
Plan will provide the detailed plan of action that will guide the new local government.
2.0 Community Assessment

The ICSP guidelines provides a very good framework for self-assessment and public consultation, both of which were followed in the analysis which is presented in this section. The significant points which were revealed are brought forward in this Section.

2.1 Self-Assessment by Town Officials

The process of self-assessment in ICSP programming usually begins with completion of a questionnaire provided in program documents. In the case of the Town of Fogo Island, this requires some adjustment to the fact that the municipal units which ordinarily would have done this no longer exist.

The purpose of the self-assessment is to try to identify priority issues, to ensure that they are not forgotten or minimized as plans evolve. The following is the new Town Council’s self-assessment of the state of these topics, island-wide. The questionnaire probes into practically every facet of municipal government and community functioning.

The self-assessment comprises the answers to questions of the most basic type, as outlined in the following table of “Operational Basics and Legislative Requirements”, to borrow the title from the guidelines:

<table>
<thead>
<tr>
<th>Basic Questions of Sustainability: Yes or No?</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>In general are you able to get candidates to run for municipal council?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Does your council hold at least one public council meeting per month?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Has the municipality been able to avoid an operating deficit continuously in the past 2 years?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Is your debt servicing level within the Provincial benchmark of 30%?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Is your Municipal Plan up to date?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Do you have adequate municipal buildings to meet your current needs?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Do you currently meet all conditions of your permit to operate your water system?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Are you able to meet all Provincial and Federal requirements for sewage treatment?</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Do you have sufficient water and sewer infrastructure to meet the needs of your residents?</td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Does your council keep at hand, adopted rules of procedure?</td>
<td></td>
<td>X</td>
</tr>
</tbody>
</table>
Do you currently employ all the staff you require to meet the operational needs of you municipality.  

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is your solid waste collected at least once a week and disposed of at a department of Environment approved site?</td>
<td>X</td>
</tr>
<tr>
<td>Do you provide, or contract for, adequate emergency response services?</td>
<td>X</td>
</tr>
</tbody>
</table>

Most municipal government people realize that the simple Yes – No answer format is too simple—few of the issues really lend themselves to an absolute answer one way or the other. Most of the questions should be answered with a “yes, in part…”, or “no, but it depends on how broad the question is…”

The detailed discussions with town officials in the information gathering stage of preparing this report revealed a more nuanced and forward looking set of responses to the many more questions in the full questionnaire in the guidelines. These are addressed in much more detail later in this ICSP.

The self-assessment indicates that the immediate issues facing Council concern the need for a new Municipal Plan (which this process addresses), serious water and sewer infrastructure needs, and recruiting and developing an adequate operational staff.

### 2.2 Public Consultation

The Town began its process of consultation with an initial round of discussions with representatives of a number of organizations who were invited to meet with the Town Manager and the consultant retained for preparation of this ICSP and the Municipal Plan and Development Regulations. In that first step in the process, the town’s consulting planner, Mr. Jens Jensen, came to the community for several days in late November, 2011. In addition to these meetings, he toured every nook and cranny accessible by road on the island. It should also be noted that he has visited most island visitors’ attractions during earlier years’ personal visits to the island, during the summer seasons.

The Town Manager notified a wide variety of stakeholders to meet for discussions during that visit, and the response was good. The meetings provided valuable insight on concerns, needs and opportunities. Much of the basic background information gathering and consultation with Town staff and local organizations and public agency representatives was accomplished, to build the initial information needed for the assignment. Opinions and discussion were noted during the meetings. Earlier plans, reports, statistics, maps, and reports of a wide variety were found and were used for background information.
In addition, since the process of reviewing the Municipal Plan and Development Regulations is to be concurrently carried out, the town followed the usual step of contacting the Department of Municipal Affairs to arrange for the circulation of a letter to all affected government departments and agencies requesting that they identify any plans or policies which would have a bearing on the review. This is a routine procedure which the Department organizes to assist municipalities when planning revisions to these documents. The Department’s call for comments in this way has been made, and those received are copied in Appendix A.

The general public were also notified of the overall process through circulation of a flyer and a posting on the Town’s web site. In the next step of the process, a public meeting was held on 4 April, 2012, to present the first draft of the ICSP and seek comments. Information gathered at that meeting, and from other sources, have been used to suggest revisions to the first draft to result in this draft of the ICSP, and to prepare the draft Municipal Plan and Development Regulations. At a later date, 21 June 2012, the revised ICSP and the draft planning documents were presented at a public meeting which was similarly advertised. Following that, the final Municipal Plan and Development Regulations have been prepared, and the routine process of review and release by the Department of Municipal Affairs, further revision as needed, adoption, and official public hearing required by the Urban and Rural Planning Act, 2000, are underway.

### 2.3 Key Points Arising from Assessment and Consultation

The key points arising from the processes described above are as follows, organized under the Sustainability Pillar headings:

#### 2.3.1 Governance

As said above, an important initial step in the preparation of this ICSP was the completion of the basic “Yes-No” questionnaire on “Operational Basics and Legislative Requirements”. An insight into the management and resources situation of the Town was gleaned from that review as well as from interviews.

The Town’s municipal government appears to be off to a good start in that the initial staffing of management and administrative positions has been completed and basic policy and administrative practices are being formalized. Council certainly is well informed and wishes to act proactively in dealing with the many services and administrative tasks required of municipalities in this province. There is no doubt that all are devoted to making the new municipal government function efficiently and effectively.

Observations and recommendations related to the sustainability of the governance of the new Town of Fogo Island are:
A topic which ought to be addressed very soon is that of the structure of the new Council. Town Council is expected to determine the new structure in time for the 2013 local government elections. The options are well defined in the *Municipalities Act, 1999* at Section 14. Essentially, Section 14 deals with the fundamental matter of whether a Town should be divided into wards for election of Councillors, and if so, the structure of the new Council. Section 14(1) deals with the procedure when a town is first constituted, and thus the Council put in place upon the creation of the new municipal unit of the Town of Fogo Island is an interim Council established on a purely ward system.

As this is an important and complex topic for the new Town of Fogo Island, it is well to pay attention to the details in the *Act*, quoted from Section 14 as follows:

14. (1) Where a town is first constituted, the minister may, by order, divide a town into 2 or more wards, define the boundaries of those wards and fix the number of councillors to be elected for each ward.

(2) A town council may, by a 2/3 vote of the councillors in office, divide its town into 2 or more wards, define the boundaries of those wards and fix the number of councillors to be elected for each ward.

(3) A town council may, by a 2/3 vote of the councillors in office, vary or repeal the wards and their boundaries established under subsections (1) and (2).

(4) Notwithstanding subsections (1), (2) and (3), where the minister or a town council fixes the number of councillors to be elected for each ward, the minister or council shall also fix the number of councillors to be elected at large and the number of councillors elected at large shall be not less than the total number of councillors elected for the wards plus one councillor.

(5) Notwithstanding subsection (4), where a town is first constituted, the minister may

(a) fix a number of councillors to be elected for each ward that results in the total number of councillors elected for the wards being equal to or exceeding the number of councillors elected at large; or

(b) direct that all the councillors to be elected shall represent wards.

(6) At least 6 months before the next scheduled election under section 5 of the *Municipal Elections Act*, the town council of a town where

(a) the total number of councillors elected for the wards at the previous election was equal to or exceeded the number of councillors elected at large; or

(b) all the councillors elected were for wards,

shall comply with subsection (4) for the purpose of the next and subsequent scheduled elections.

(7) Where a town council does not comply with subsection (6), the minister may fix the number of councillors as if the minister were the council.
Since the next election is to be held on the last Tuesday of September, 2013, Council must indicate its decision by about the middle of March of that year, failing which the Minister of Municipal Affairs may (and likely will) do so. The fundamental decision will centre on the question of whether a ward system is to be put in place, and if so, the location of the ward boundaries and the number of Councillors for each, bearing in mind that if Councillors are elected for wards, there must be at least as many (plus one) elected at large. Council should not delay in addressing this matter, and would be well advised to consult the residents of the island as to their views.

- It is extremely important to the sustainability of the community that the municipal staff and the resources and management structure be maintained at a level capable of effectively providing the services needed by the community, since there is practically no other local entity which can effectively try to provide for any shortfalls in the community’s need for essential services. As noted in the self-assessment process, there is a need to provide adequate numbers of trained operational staff to be able to provide the needed level of service. Council should not delay in its human resources planning in this respect.

- The qualifications, experience and initiative of town managerial and administrative staff are commendable and should provide for a knowledgeable and judicious administration of the Town’s local government. This is a key element in ensuring the sustainability of the community, as so much depends on having a forward looking, creative, and competent senior staff to complement the same qualities always hoped to be found in Councils. Both staff and Councillors should continue to be engaged in on-going learning through job-related courses and conferences of peers.

- The Town Council recognizes the value of an administration founded on a system of written policies, which enables the Town Manager to carry out the general objectives of Council with only general direction.

- The resources and management of municipal services are off to a good start, though new challenges will be faced as new and more complex projects and services are encountered, especially to do with water and sewer systems.

- The Town must continue to be engaged in participation in regional committees and boards, in order to ensure that the interests of the Town be well advocated in those settings. Fortunately, Council and staff are experienced in this regard from earlier service at the municipal level.

- Transition from the five predecessor municipal governments (the four Towns and the Regional Board) to the unitary government unit is a complex undertaking. A great deal of effort is required to unify accounting, personnel, service contracts, communications and
logistics. In regard to the planning function specifically, the transition from earlier municipal plans and provincial regulations to the new Municipal Plan and Development Regulations will extinguish the following:

- Former Town of Fogo Municipal Plan and Development Regulations, in effect since 1992
- Former Town of Joe Batt’s Arm-Barr’d Islands-Shoal Bay Municipal Plan and Development Regulations, in effect since 2008

The existing Municipal Plan and Development Regulations for the former Town of Fogo and the Central Local Area Plan noted above were developed and adopted quite a long time ago, and thus would have been overdue for review. The 2008 documents for the former Town of Joe Batt’s Arm-Barr’d Islands-Shoal Bay are much more up to date. These documents are now still in force, pending the coming into effect of the new documents which are the subject of this ICSP & Planning Background Report.

The existing documents are quite complex, in that the land use designations which they established endeavour to sharply distinguish a number of land use categories, based on the familiar strategy of separating incompatible land uses. That is quite defensible when designating protected water supply areas, for example, which all would agree should not be encroached upon by practically any development. However, the categorization of separate residential and mixed use areas while at the same time providing for many discretionary uses which cross over the categories is unnecessarily complicating, which is a detriment to its effective use.

If a Municipal Plan and Development Regulations were to call for many change of use decisions to be dealt with by the very time consuming and expensive process of rezoning for relatively simple or straightforward matters, there would be much frustration due to delays in the approvals process. It is therefore recommended that the Municipal Plan for the new Town of Fogo Island be concisely written and deal with benign development decisions by way of standard “as of right” requirements as possible, which enables quick approval where conditions are met.

The Development Regulations should therefore call for discretionary approvals by Council for those cases requiring an opportunity for public comment in an efficient time frame. The Municipal Plan states the policies that would be considered in the course of evaluating applications for discretionary approval. The mechanism is referred to as a “Site Plan” approval. A typical list of information requirements which would be asked of applicants is attached as Appendix B.
The recommended scheme of designating land use classes should be much simplified. Only the most obviously intrusive developments would be subjected to the mechanism of amendment to the Municipal Plan and Development Regulations to deal with approvals. In addition to making for a less complex administrative protocol, it will also very much enhance the turnaround time for many development applications, which is a factor affecting the ability of investors and entrepreneurs to pursue their plans.

The process of preparing the new documents should include a public education component by which residents can come to appreciate the limits to the legislative authority of a municipal Council in this province. For example, it is important that all understand that while municipalities have the authority to regulate land use and in doing so specify requirements for the types of permissible development and the standards applicable to lot sizes, architectural styles, setbacks, and servicing, among other things, a municipality cannot regulate the ownership or business operation of private enterprises.

Throughout all of the province, it is generally expected that municipal government will be involved in working as a partner with volunteer groups to develop and sustain a wide variety of essential services (such as the volunteer fire department) and many amenities (such as recreation programs). This is an important element in the sustainability of certain services and activities in each community. In contrast to the municipal governments of many small communities elsewhere in the province, a challenge in the case of Fogo Island is that this municipal government must serve and respect the aspirations of a substantial number of distinct communities. This will be a major challenge, considering the limited human and financial resources which the Town will have.

The specific means by which Town officials and resources and volunteers will work in a spirit of partnership must be identified. The consensus derived from the first round of consultations recognized a common thread concerning volunteer efforts, in that the sort of support mentioned above does not involve only those devoted to economic development but applies equally to the support needed by those volunteering in recreation, health care, and cultural programs. It was said that volunteer groups are becoming hard pressed to find suitable space in which to carry out their activities. Not only is there a shortage of space for program needs, including storage, but the expenses of renting or keeping up the premises is draining some groups of their resources and enthusiasm.

The amalgamation of the municipal units has created an opportunity related to this topic. The Town owns or controls a number of buildings, including former municipal offices and work spaces. In the past, these were used in some communities as the venues for community programs and meetings, and the loss of them should the new Town dispose of them could affect some of the valued volunteer work in those locales. While this is not a major issue in some communities, it has the potential to affect volunteer work in others.
The specific support which the Town could render is that of continuing its own ownership and basic maintenance and operation of suitable buildings in those communities which lack premises for the use of such groups. However, this will be a complex undertaking in that agreements will need to be negotiated with community groups who desire the continuation of local Town premises solely for their local purposes.

The Town’s options are somewhat limited as the Municipalities Act, 1999, at Section 201 does not allow the Town to convey such properties to community groups without a public tendering process wherein market values must be recognized. The same principle could be said to apply to rental at below market rates for these groups’ uses. The Council should deal with the needs of communities lacking local premises on a case by case basis, in order to focus its limited resources on the cases where the Town may be able to assist in some way permitted by the legislation. In any event, it must also be recognized that the Town is not in a position for financial reasons to provide free or sub-market rentals to all community groups.

2.3.2 Economy

Strenuous efforts to improve and diversify the local economy are being made by local, provincial and federal government economic development agencies, to face the challenges of the decline of the fishing industry and out-migration. The fishery remains the dominant economic sector, but there is consensus that there is a compelling need to diversify and strengthen the island economy. This fact is emphasized by the statistics very recently released for the 2011 federal census, as shown in Table 1.

Table 1: Population and Housing Census Statistics, 2006-2011

<table>
<thead>
<tr>
<th>Population &amp; Dwelling Counts</th>
<th>Tiltin g</th>
<th>JB</th>
<th>Seldom/ LS</th>
<th>Fog o</th>
<th>Subtot al (acros s)</th>
<th>Colum n1</th>
<th>Colum n2</th>
<th>Total (1+ 2)</th>
<th>#Change</th>
<th>%Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population 2006</td>
<td>248</td>
<td>77</td>
<td>8</td>
<td>444</td>
<td>748</td>
<td>2218</td>
<td>488</td>
<td>2706</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population 2011</td>
<td>204</td>
<td>68</td>
<td>5</td>
<td>427</td>
<td>658</td>
<td>1974</td>
<td>421</td>
<td>2395</td>
<td>-311</td>
<td>-13.0%</td>
</tr>
<tr>
<td>Private Dwellings 2006</td>
<td>144</td>
<td>39</td>
<td>7</td>
<td>190</td>
<td>351</td>
<td>1082</td>
<td>244</td>
<td>1326</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Private Dwellings 2011</td>
<td>151</td>
<td>38</td>
<td>8</td>
<td>186</td>
<td>355</td>
<td>1080</td>
<td>237</td>
<td>1317</td>
<td>.9</td>
<td>-0.7%</td>
</tr>
<tr>
<td>Normally Occupied 2006</td>
<td>97</td>
<td>30</td>
<td>7</td>
<td>165</td>
<td>297</td>
<td>866</td>
<td>197</td>
<td>1063</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Normally Occupied 2011</td>
<td>97</td>
<td>30</td>
<td>4</td>
<td>163</td>
<td>278</td>
<td>842</td>
<td>178</td>
<td>1020</td>
<td>-43</td>
<td>-4.2%</td>
</tr>
</tbody>
</table>
The census population of the island fell from 2,706 to 2,395 persons (311 people) between 2006 and 2011, representing a loss of 13.0%. The decline varied somewhat from community to community, but the combined total of the four former incorporated towns fell by 12.4% whereas the areas outside those four areas fell by 13.7%. One may say that the decline was generally felt to about the same extent in every community.

These losses are in the same order of magnitude as the drop in island population from 2001 to 2006. The story is familiar: aging population, declining birth rates, outmigration of working age people seeking better incomes and security, continuing a trend long established. This is a scenario found throughout most of rural Newfoundland and Labrador, from which workforce members are moving and concentrating in a few provincial growth centres or leaving the province altogether. Clearly, strong efforts and imagination are required to provide a better economic base by which people who want to stay can make it possible.

It can also be seen that the number of private dwellings occupied has actually dropped in that period, but that the number no longer normally occupied has dropped as well. This should indicate that there is some shifting in the use of housing, in that the overall housing stock is not rising, and that some of the formerly unoccupied housing is now being occupied. The unoccupied houses are not necessarily abandoned, as a good number are no doubt used as summer homes or their owners may have plans to someday reoccupy them. With later releases from the 2011 census, it may be possible to decipher this statistic more meaningfully.

As said first in this section, the fishery has been and continues to be the life blood of the island economy. The brief account of the Fogo Process given there should make it clear that the fact that the fishery survived at all, and the island as a populated place rather than now being a resettled artifact, was not due to external influences on the island fishing industry. It is well known to islanders, but it bears repeating, that island fishers formed a producers co-operative to manage their struggle to survive. As the co-operative’s website summarizes it:

“Following a process of community self-discovery now known worldwide as the Fogo Process, our fishers formed the Fogo Island Co-operative Society, a community based enterprise on which we built the economy of our island. We built more boats. We built bigger boats. We took over processing facilities abandoned by private enterprise. We built more plants. We sought new markets.

The Fogo Island Co-op has not only survived, it has thrived now for over forty years. When giants in this industry failed, some merged, some sought government interventions. The Fogo Island Co-op has remained resilient and continues to focus on the future.”

Though much has been accomplished, the cooperative still must compete with other suppliers of fish to the world market, and face the continuing threat of downsizing of fish
catch and processing quotas. It is a fact that the co-op is a not for profit, community based co-operative which distributes its net income to its five to six hundred members, but it can not force island fishers to support their collective effort to process and market product. Not all island fishers do support the co-op, and take their catches elsewhere, and should that become the prevalent behavior, the island fishery will suffer greatly, to the detriment of its communities.

However, the co-op has not been static in its efforts to diversify the product and advance its managerial strategy so as to strengthen the island fishery. New species are being pursued, including but not limited to sea cucumbers, crab and shrimp, which had little significance when cod was king. The co-op is attempting to buy back licenses with the objective of improving the per-fisher incomes now experienced. However, the co-op needs to be supported in its efforts to transform the fishery into a strong and innovative industry.

The co-op is challenged by some adverse factors which require attention. Ironically, processing of some of the new species has brought a need to dispose of considerable quantities of waste. Waste disposal of the large quantities involved, and the nature of the materials, is not possible through public waste management facilities on the island. Shrimp waste must be trucked off the island, and finished product in season must also be taken off island to market. The ferry service to the mainland is very stressed at times, such that its capacity has become a negative influence on economic development. The Town Council should certainly be doing all possible to influence government to better provide for this vital access.

All the while, other efforts to build and diversify the island economy have been underway. The latest comprehensive analysis of opportunities and relevant strategies is the 2008 Fogo Island-Change Islands Socio-Economic Strategic Plan which was initiated by the Fogo Island Development Association (FIDA), and prepared under the auspices of the Kittiwake Economic Development Corporation (KEDC). That plan had its origins in an initiative by FIDA to revitalize and coordinate the work of stakeholders to strengthen the islands’ economy and improve residents’ quality of life. The process of consultation and consensus building culminated in the report. The KEDC Plan has been adopted as the strategic plan for social and economic development by the Town of Fogo Island.

Though the report indicates the direction which might be taken by the fishery, it also brings much insight to the other natural resources and the potential of tourism to provide a broader economic base. The factors that support or challenge the opportunities are well documented in the report, and the reader is referred to it for the full account.

It is important to note two categories of development opportunity, further to the fishery, identified in the report.

- Some natural resources other than the fishery have some potential. Among others, opportunities in fur farming (mink especially) and agriculture are worthy of exploration. From a municipal land use planning perspective, it is important to
ensure that land uses such as mink farms and intensive livestock operations which inherently conflict with other types of development need to be isolated. This can be accomplished through proximity rules. Development of the agricultural resource is already of interest, as evidenced by work by KEDC with the Fogo Island – Change Islands Agricultural Cooperative, in order to strengthen their function, and it is important the new Municipal Plan anticipate the special nature of the industry in terms of land use planning policy.

- The tourism resource base, both in natural features and cultural attractions, is hardly developed. There is great interest in the potential which this industry can have, if it is carefully promoted and if the infrastructure is developed concurrently.

Concerning tourism, it is important to note that the work of many local organizations in promoting and developing various aspects of the tourism resource has been underway for years. The KEDC report emphatically states that development of the tourism industry involves “…the dual role of preserving/celebrating heritage and on developing Fogo Island-Change Islands as a global tourism destination…” These roles are intertwined, in that the former provides a large part of the appeal of the area to that category of tourist called the “geotourist”. The KEDC report elaborates, saying that such travelers are “…interested in practices such as the use of energy and pesticides, local folklore and music, community land use practices, locally grown food, recycling and waste disposal…”

Some aspects of the protection and enhancement of the resources related to geotourism are clearly related to municipal government, such as protection of valued landscapes and heritage resources from development which would diminish their appeal in the eyes of such tourists. Municipal government has the legal tools in its planning powers to do so, and of course municipal government has an important political role to play in advocating the interests of tourism development to senior government and investors. Conversely, other aspects of the development of the tourism resource can best be accomplished by other organizations, such as those devoted to preserving and presenting histories and the material culture and lifestyles of islanders.

The recent initiatives by a relatively new organization, the Shorefast Foundation, have articulated the concept and are developing the initial infrastructure for a high-end, geo-tourism experience which draws on the unique cultural and natural features of the island.

Shorefast’s intentions and actions are very well described in detail in one of their recent documents, which is provided in full in Appendix C. Their objectives and actions relate not only to economic development of the island communities but also to their cultural sustainability. Indeed, it is a sustainable cultural resource upon which the success of the economic pillar rests, to use the terms found in ICSPs.

Among the resources provided by, or related to, the Inn referenced in their appended report, is an area of land granted by the Province of Newfoundland and Labrador to the former Town of Joe Batt’s Arm-Barr’d Islands-Shoal Bay in 2010, adjacent the property
upon which the Inn is located. It is the intention and condition of the Grant that the land so granted be “…developed and used as a Municipal Park.” (quoting the Grant). The land is located within a protected archeological site, requiring special attention to the provisions of the Historic Resources Act of the Province of Newfoundland and Labrador. The granted land clearly must be protected and used accordingly. The Shorefast Foundation has similar, commendable plans for the adjacent land upon which the Inn is located.

Continuing with considerations related to the Shorefast initiatives, it is instructive to see that KEDC included a major development initiative in their 2012 Integrated Business Plan, a project titled the Fogo Island Community Innovation Project.

That project is intended to operate, in “…conjunction with, and on behalf of, partners in the Fogo Island-Change ... to see the development, internal and external quality testing, and further refinement of six high quality experiential tourism products for the international travel market.” (IBP quote). In the future, it is the hope and expectation of the municipal government that these types of initiatives will build upon each other to foster a fully developed tourism industry.

In this province, the key governmental local economic development agencies are the regional economic development corporations, which have been complemented by other arms and agencies of government which have specific roles to play. It is important that the Town be an active participant in their work, and in all relevant public agencies, continuously advocating and initiating island opportunities.

Another important element in pursuit of economic development is Fogo Island’s pool of volunteers who take part in a large number of non-profit organizations whose purpose is in general improvement of the quality of life and development of their community or subject of interest.

Numerous local organizations play varying but vital roles in furthering the development of the island’s economy. They generally reflect a particular geographic area or topic of interest, and are led by individuals who have the knowledge and passion to devote many hours of time as volunteers to their respective endeavours. The result of their good works is that of a greatly enhanced quality of life on the island, and that is a factor in recruiting or retaining a work force.

That multitude of organizations is both a great thing, in that these organizations provide a mechanism for pursuit of all those good efforts, but it is also a fragile resource in that much of the work is done by a few overworked individuals. This essential factor is recognized in the KEDC 2008 report mentioned above, which says (and this has also been heard in the research leading to this ICSP) that “…volunteer burnout is an issue in general…”

This ICSP recognizes the challenge faced by volunteers as a major issue affecting economic development, and it needs to be faced by the municipal government. There is
no suggestion that municipal government can or should try to directly provide all the services and inspiration that volunteers bring to their work. Local government does need to support them in ways which are possible, at the least by publicizing and celebrating their work in public recognition events, for example.

As said earlier, the purpose of this ICSP is to concisely explain and state the actions which municipal government will take with regard to each of the pillars of sustainability. With regard to the economy, the Town of Fogo Island sees value in three major actions on its part:

- Participating aggressively but selectively in the array of public agencies, boards and committees in the region and more broadly, to advocate and promote the island as a good place to work, live and visit. “Selectively” because it would be almost impossible to take part in every one of them, and if Council and staff attempted to do so, their efforts would be so diluted as to be a source of frustration and result in little effect. Council should study the roster of these organizations, and focus its efforts on those which have the prospect of most effect for the available resources of time and energy. Senior governments are instrumental in their programs to promote investment on a regional basis, and are more likely to pay attention to areas whose leaders are in the forefront, with viable, well prepared concepts and projects ready for implementation. This is the external advocacy role.

- Supporting local initiatives being spearheaded by local volunteers and investors of all kinds, who want to pursue all forms of economic development or services to improve the quality of life on the island. This requires attention to nurturing and encouraging volunteers to continue their efforts, by assisting in ways which are possible, publicizing their successes, praising their efforts in public recognition of good work, and assisting them in dealing with senior governments in the pursuit of their goals. This is the internal self-help role.

- Operating its own municipal services and local public services provided by senior government in an efficient, high quality way, so as to ensure proper social and physical infrastructure including water and sewer services, road maintenance, fire protection and emergency response, health care, education, social services, and recreation. These services define the quality of life experienced by islanders and visitors. A high quality of life will attract people to stay even if they are being enticed to go elsewhere, and entice those who are considering investing and living on the island to do so. This is the public sector service role.

### 2.3.3 Environment

The Town is blessed with the beauty and amenity of its natural landscapes and the waters and minor islands surrounding it. There are particular opportunities to foster improvement and sustainability of the town’s natural environment, including:
Continuing the vigilance and development control related to the areas falling under Protected Water Area regulations, i.e.: for Fogo (Freeman’s Pond), Joe Batt’s Arm-Barr’d Islands-Shoal Bay (Long Pond), Seldom-Little Seldom (Bullock Cove Pond), and Tilting (Sandy Cove Pond). There are certain developments and activities which are prohibited in those areas by virtue of the Water Resources Act, over which the Town has no control. The Town can augment those restrictions with its own requirements in the Town’s Development Regulations, which will be prepared with this point in mind. In addition to those four supply areas which fall under Protected Water Area regulations, it is important to note a fifth area which has been used in recent history as an industrial potable water supply: Pillys Pond, near Fogo; the municipal planning documents should similarly protect it as it may again be needed. Also, in the future it is anticipated that surface water supplies to serve Island Harbour, Shag Harbour and Deep Bay will need to be developed, and those watersheds should be protected in the municipal documents. There are few regulations which are more important to the sustainability of the community than the protection of the water supply areas.

Taking part in the evolution of the solid waste management system now underway through the solid waste management authority, in which the Town and other outlying areas are partners. The Town should be pressing for progressive and responsible programs that minimize environmental impact and maximize waste diversion and recovery of the resource values in solid waste.

Seeking to add to the centralized public education efforts concerning solid waste management, with local initiatives in fostering recycling and minimizing use of household hazardous materials. Encouraging backyard composting, both at the home level and by encouraging the community garden model throughout the island.

Encouraging owners of properties to carry out energy use evaluations of their structures and practices, to lead to greater energy efficiency. For the Town, systematically investigating the opportunities to improve energy efficiency in its buildings, water and sewer system mechanical equipment, street lighting and mobile equipment. Similarly, to encourage efficient energy and water consumption by households, businesses and institutions. There are numerous small and large methods for reducing energy use in an affordable manner, which all together can result in substantial reduction of energy use and cost.

Identifying and prioritizing projects which require substantial funding assistance. At present, the tentative lists all relate to the environment and infrastructure topic. There are a considerable number of demands on scarce capital resources, including projects related to water and sewer works. Future challenges will include achieving today’s potable water quality standards where Town water is supplied, and the eventual need to comply with sewage treatment standards (which are not yet clear).
• Cooperation with the efforts of local development groups to develop the geotourism, environmental ethic theme by good stewardship and publicizing of efforts and successes in this regard.

• Regulation of wind turbines is needed to ensure that appropriate locational criteria are in place to mitigate environmental and other concerns, such as visibility in valued landscapes. Briefly, the concerns essentially focus on noise, safety and aesthetics. Noise is measured as sound pressure, in decibels (dB). A typical science-based approach is to require that the noise from wind turbines should not exceed normal background levels. In Ontario, for example, this means that in rural areas nighttime and daytime levels of 40 and 45 dB, respectively, would not be exceeded at surrounding receptors, such as homes, institutions, or sensitive places. Such standards can be achieved by separation distances for sound from modern large wind turbines in the order of at least 250 metres. Simulation models are available which enable reasonably accurate predictions of noise at specified locations, taking into account proximity, terrain and topography, and other factors. Safety concerns relate mainly to small units, as safety is mainly related to ice shedding from the blades, and large turbines are to be set back beyond the relevant distance. The Development Regulations should include provisions which provide for the opportunity for development of small and large wind turbines, in view of the renewable energy objectives of islanders, while also respecting the desire to mitigate or minimize substantial intrusion. References can be made to industry publications, such as those of the Canadian Wind Energy Association, and to typical regulatory measures taken in other areas (though it must be pointed out that there appears to be no consistency in North American municipal government practice in this regard). There are references which support proximity limits of up to or over 2 kilometres, for large units. A middling, fairly conservative approach is warranted, to require a proximity of no less than one kilometer from established developments for the large units.

2.3.4 Social Conditions

Social conditions on the island are always a concern, as the wellbeing of residents and the overall quality of life are not to be taken for granted. In every community in this province and elsewhere, there are individuals with need for support and at risk of adoption of undesirable lifestyles. Health, education, justice, public safety and recreation are always topics which define the quality of life in a community.

Key points raised during research include the following:

• This is a caring community, in that many in the public sector and volunteers do what they can to alleviate distressing conditions and promote healthy lifestyles through actions such as staffing recreation programs.
• The Town offers certain recreation programs and facilities as municipal operations, mainly focused on the Stadium and winter ice-related programs, but
there is a heavy reliance on volunteers to staff most organized activities. The Town should encourage and support these efforts in any way possible. These programs are particularly relevant to youth, who can easily become alienated from the community and disenchanted if the predominating thought is that “there is nothing to do here”

- The Stadium was constructed in 1995, and is in need of considerable refurbishment and improvement. Condensation issues and inadequate lighting together with inadequate icemaking capacity badly detract from the quality and duration of ice availability. Further improvements to the Stadium would enable more year-round use for indoor activities. A fitness room and support for soccer, the latter related to the new sports field nearby, have been suggested.

- New facilities such as the new sport field in the island centre are commendable as it provides some badly needed outdoor field sport capability, but recreational and social programs for seniors are equally desired, particularly for an aging population whose quality of life is greatly enhanced by positive social and physical activity. The Council is faced with a long list of needs and wants both in its own facilities and in those offered by others. In addition to buildings and space needs, there is a corresponding need to increase staffing to be able to respond to the opportunities and demands related to the Town’s programs.

- Alternative housing for seniors who are in unsuitable housing or require some level of assisted living make it possible for seniors to remain as independent and in their own community as is feasible, but there is a constant shortfall. With an aging population, this is a special challenge for the community. One response which can assist is that of permitting “granny flats” in existing dwellings, by which a small self contained apartment may be developed in part of an existing house to initially accommodate one or two aging family members in an extended family, and later, be available to other singles or pairs.

- The Town is fortunate in having a high quality emergency response services in the form of the local fire departments, an ambulance service, and the police force through the RCMP service. One challenging factor faced by emergency responders is that of the limited ferry service. It is difficult to quickly move emergency vehicles on and off the island. For example, when transporting prisoners, priority is given to the trip out, but no priority is given to the returning officer, and thus the island police service is understaffed for considerable times.

- The ability of health and social services agencies, including the hospital, to provide proper and timely care is limited by the availability of professional staff. Recruiting personnel from outside the community is influenced by the quality of life and amenities in Town. The Town needs to do all possible to enhance local conditions, including recreation programs, beautification, availability of housing, education, and a welcoming attitude toward newcomers, especially immigrant professionals who need positive support in becoming settled in unfamiliar physical and cultural conditions.
2.3.5 Cultural Matters

Fogo Island communities have a very strong sense of identity and history, and it is obvious that local leaders are determined to make the island a good place to live, work and visit. On this island, culture matters, not only for its own sake but as a critical element in the geo-tourism economic development strategy mentioned earlier. The information provided in the section on economic sustainability can and should be read in the same context in this section to do with cultural sustainability, as those two topics are intertwined. It would be redundant to repeat it here, but the reader is urged to read these sections together.

It can be said that the Fogo Process described above led to a keen self-awareness on the part of islanders about their special way of life. Much research and action has focused on the lifestyles, material culture and social histories which are precious legacies from islanders’ predecessors. The unique landscapes, ways of using land and buildings, and connection of people to place need to be recorded and remembered, not just for their economic development value but for continuing the connection of the people to the place. The powerful, leveling influence of mass culture and globalization of commerce on community identity and individuals’ sense of who they are, and where they came from, is capable of dulling and diminishing what is special about Fogo Island.

Fortunately, many islanders and people see the values in island heritage. For example, the designation of the community of Tilting as a historic district and as a cultural landscape speaks to the strength of local efforts to preserve its unique character. Buildings and sites which are designated as heritage properties stand as reminders of the cultural roots of the island communities. The hard work of continuing the programs of preservation and operation of interpretation centres and museums has been largely borne by volunteers organized in a number of groups.

In addition to the material of buildings, fences, land use practices, roads and lanes, the natural landscapes have long been recognized as striking and rare. The 2008 KEDC report mentioned above identifies the combination of landscapes and built features as a powerful resource which can be successful branded and marketed to build the tourism industry. This requires great effort which has been underway for years, but which must continue for greater results to be seen. No one private group, investor or public agency can do it all, as each brings a distinctive resource to the effort.

Specific policies and actions on the part of the Town of Fogo Island include these:

- The Town and residents alike need to continuously develop and improve facilities and programs related to preservation and appreciation of the history of the island. The Town recognizes that local historical interpretation and presentation is usually seen as a matter of local initiative. The broader story of the fishery, or the province as a whole, or Atlantic Canada, is quite likely to be carried forward by the provincial and federal governments, but keeping alive the Town’s own story is the islanders’ own responsibility.
• Maintenance and strengthening island culture is not just a matter of identifying heritage buildings and landscapes and operating museums and interpretation centres. Culture is also kept alive by continuing with local practices in food, music, folklore and theatrical expositions, and with the maintenance and improvement of the lanes and trails that make it possible for many to appreciate natural landscapes.

• To sustain the good work already being done will largely depend on volunteer effort, and as said in the section on governance, the Town administration plays a certain role in supporting and nurturing the volunteer efforts. This relationship should be deliberately recognized and not be taken for granted. However, it must be clear that the Town should not displace the work of the volunteer and industry groups, but will support them in ways which are feasible.

• The Municipal Plan and Development Regulations needs to recognize the significance of the designation of heritage buildings, districts and landscapes, so as to deal sensitively with these resources when considering development applications. Valued landscapes are most threatened by ribbon development along highways in otherwise pristine areas of the island. Such areas should be designated in the Municipal Plan and Development Regulations. These pristine areas should be preserved as such, for it is those landscapes that make the island such a special place both for residents and for visitors. Survey work carried out during work on this ICSP has identified road alignments along which relatively little damage would be done to special landscapes visible from those highway segments, if development were to occur.

• In addition to measures related to the visibility criteria just stated above, protection of certain natural park-like areas and public trails is needed. Planning of their use and infrastructure should be a priority. The initial designation of them will be in the Municipal Plan, and future designations would follow by way of Municipal Plan amendments.

• It is important to remember that the history and community identity of Fogo Island is intimately connected to that of neighbouring Change Islands. The connections are reflected in organizations such as the agricultural cooperative mentioned above and in the mutual interest of the two in improvement of the ferry service and promotion of tourism.

• Archaeological resources exist in the area, as has been pointed out in the 2008 KEDC report. Raising the awareness of the need to be vigilant while excavating for new development is important, and an educational pamphlet should be provided to people as development permits are issued.
3.0 Community Vision

It is clear that this is a community which is determined to not only survive but move forward in a progressive, well managed fashion. Its people also recognize that local initiative by the Town as a municipal government and by volunteers working in a wide variety of endeavours are the key to success.

The vision of the municipal government may well be expressed as:

“The municipal government of the Town of Fogo Island will spare no effort to see the island communities survive and prosper, by its own actions, by advocating the island’s needs to external parties whose help is needed, and by supporting volunteer efforts which have the same objective.”

4.0 Goals and Actions

This ICSP/Planning Background Report identifies the goals and actions which are relevant to use of the Gas Tax Agreement funding for round two in the program. The information will be expressed in the format specified in the program guidelines, as the Town proceeds to implementation.

The Capital Projects list to which this ICSP relates is found in Appendix D.
APPENDIX B

Information Required for Site Plan Evaluation
Information Required for Site Plan Evaluation

When Site Plan approval is required, the owner or proponent shall prepare site development plans indicating items (a) through (e), and including some or all of the additional items listed below, according to the nature of the proposed development and directions of Council:

(a) the dimension of the site;
(b) the area of the site;
(c) dimensions to indicate the location of all buildings;
(d) dimensions of buildings to provide comprehensive information of their plan form, including future buildings or expansions;
(e) the distance between buildings and all yards;
(f) proposed use or uses, including a breakdown of floor area by proposed use;
(g) gross floor area of buildings;
(h) dimensions of all parking areas, access roads and driveways;
(i) function and type of landscaped areas;
(j) landscaping plan and specifications including:

- surface treatment (asphalt, grass etc.)
- tree and shrub types and sizes
  - location and number of trees to be retained or planted
  - dimensions of buffer zones, driveways, etc.
  - number and size of parking spaces and location
  - location and size of signage
  - location and width of all walkways, footpaths
  - location of loading zones
(k) proposed contours and drainage of surface water runoff;
(l) surrounding land uses, including the location and names of any heritage properties, sites, and districts, and, viewplanes indicating the lands or structures which would be visible from public highways;
(m) site constraints, e.g. right-of-ways which exist on site or adjacent to it, easements, fire routes, proximity to water bodies and watercourses;
(n) location and intensity specifications for lighting;
(o) location and use of outside storage areas;
(p) perspective drawings and plans showing 4 point building elevations and 2-way cross sections of all buildings shown on the Site Plan
(q) provisions for ongoing operation of features of the development which may involve commitments or obligations of the Town of Fogo Island or its departments and agencies.
The following document was provided by the Shorefast Foundation in May, 2012

THE SHOREFAST FOGO ISLAND PROJECTS (www.shorefast.org)

Overview
Shorefast Foundation is a federally registered charity. Shorefast was established by the Cobb family, which has centuries-long roots on Fogo Island. Shorefast is using business-like ways (social entrepreneurship) to help foster cultural resilience and diversify and expand the local economy.

The Shorefast approach is to lead with the arts and make strategic investments in key heritage, cultural assets. Shorefast is also investing in the local people so they can be employed in a world class geotourism industry that targets niche, high value markets and serves as a complementary industry to the traditional fishing economy. The goal is attract travelers from around the world who seek unique destinations for experiences with nature, art and culture.

Approach
Shorefast uses an integrated approach to help solve complex and long-standing socio-economic problems. The Shorefast projects are predicated on; a belief in the transformative power of art; Fogo Islanders’ instinctive hospitality; and the value of the island’s unique cultural and ecological attributes. Shorefast believes that these things give the island the potential to become a world-class destination. Shorefast uses business-minded ways to bring this potential to reality.

There are four integrated components to the Shorefast projects:
   1. Rejuvenation and revival of traditional culture and heritage
   2. Investing in the arts; creating an international venue for contemporary art
   3. Fostering business development activity through a focused business assistance fund
   4. Creating the Fogo Island Inn to become one of the leading rural inns in the world

(I)Traditional Culture and Heritage
Fogo Islanders have a unique genius that has come from their centuries-long, profound and noble encounters with the North Atlantic. The cultural knowledge, expertise and wisdom that has emerged from this struggle for survival is of great value. To quote Wade Davis “rediscovering a new appreciation for the diversity of the human spirit, as expressed by culture is one of the central challenges of our time”. The culture and heritage of Fogo Island has a great deal to offer to the questions of what it means to be human and alive; to be resourceful and innovative; to know “our place in the family of things”. The Shorefast projects are aimed at preserving this culture - not as a commoditized, static folkloric spectacle but as a living and dynamic force of imagination and progress.
Some of the Shorefast initiatives include: reviving the small wooden boat (punt) tradition by reintroducing the fast-disappearing boatbuilding skills of the older fishermen and celebrating the four centuries of seagoing heritage through an annual ten-mile open ocean rowing competition; revival of the waning practice of local agriculture; celebration of the ubiquitous partridgeberry as an entry point to unleash the future economic potential of the wild berries of the islands; and working with the islands craftspeople and artisans to help nurture a revival of the traditional crafts of the island, including textile and wood working crafts.

Shorefast has acquired key heritage buildings in danger of disappearing and are in the early stages of restoring the cultural and economic value of these community assets (e.g. Fisherman’s Hall and the Orangemen’s Lodge which will become annex buildings to the Inn).

(2) The Arts
The arts are one of the proven drivers of an innovation economy. The powerful geography and natural assets of Fogo Island along with its centuries’-old history of human innovation, creativity and survival make it an ideal place for a leading international arts venue. Shorefast established the Fogo Island Arts Corporation in 2009 to lead initiatives in the arts. The Arts Corporation offers international residencies to contemporary artists and through its locally-rooted production programming creates projects with universal and international relevance and recognition. The program is multi-disciplinary focusing on visual art, music, performing arts and writing.

The Arts Corporation currently operates four Todd Saunders’-designed studios, six restored heritage homes and five former churches as art and cultural spaces. The plan is to create two more artist studios and a sound studio to support the programming in music. In addition to its residency and art production programs, the Arts Corporation has a strategic partnership with the National Film Board to build on Fogo Island’s long history with the NFB (the Fogo Process) and the use of film as a tool for community engagement and development. In addition to the many benefits to citizens of an arts-active community, it is anticipated that the island will derive great benefit from the ambassadorial role that the professional artists and curators will play in creating the right kind of far reaching, niche visibility for the island.

(3) Business Development
The $1 million Shorefast Business Assistance Fund offers small loans to individuals and businesses to create new or expanded local enterprises consistent with the principles of geotourism. To date, some fifteen loans have been made with an average amount per loan of $25,000. Most of these businesses are in the early stages of growth; however it is encouraging that two have already experienced sufficient success to be able to repay their loans.

Shorefast manages its projects to provide opportunities for local people to improve their skills and knowledge and to create added economic value in the communities. For example, the artist studios were built by local people; the furnishings of the Fogo Island
Inn will be made locally; and the inn itself is being built with mainly local labour. The decision to source inn interiors locally based on contemporary interpretations of traditional furniture and furnishings has created a renaissance in traditional craft (as evidenced by the formation of the Wind and Waves artisans Guild) and, as well, has spurned a new energy around a more contemporary form of expression of local heritage and culture.

The Fogo Island Inn combines leading-edge, contemporary Saunders’-designed architecture with three hundred and fifty years of tradition and learning in an ecologically responsible structure on the edge of the north Atlantic – that tells and celebrates the story of Fogo Island. All of the surpluses from the Inn will belong to the people of Fogo Island and the Inn will be a public economic and cultural asset. In addition to its 29 rooms, the Inn will house a heritage library, a film house in partnership with the National Film Board, a conference facility and a contemporary art gallery. The restaurant will rejuvenate our traditional cuisine and modernize it in a way that makes it of interest and relevance to international food connoisseurs. The Inn, which is scheduled to open in the late fall of 2012, will appeal to well-travelled, individuals who thirst for meaningful experiences combined with responsible luxury as an antidote to a world of manufactured destinations. The whole Fogo Island experience will be authentic and original, challeging of mind, body and soul and offer a profoundly rewarding personal odyssey where deep connections can be made with the people, nature and oneself.

The international interest in the Inn and the feedback received to date from the travel market is extremely validating and encouraging -there is a strong demand for properties offering this caliber of experiences and responsible luxury. The projects have brought the attention of the world to Fogo Island including the NY Times, the Financial Times, Travel and Leisure magazine, National Geographic and a long list of others. For example: “...those who make the trek will be rewarded with a unique place and unique people and a tourism industry that could possibly be a model for other small endangered communities” UK Guardian, June 27, 2011

The international media coverage is to the goals and vision of the projects, and confirms that there is a universal yearning for solutions to the destruction of culture and the resulting consequences for human dignity.

**Project Structure**

Shorefast Foundation, the registered charity, will own all physical and other assets. The Arts Corporation, a not-for-profit entity funded in part by Shorefast, leases certain Shorefast assets for use in its arts programs. The Fogo Island Inn, a for-profit entity, will be operated by a Business Trust with surpluses generated by the Inn flowing back to the community.

Shorefast has a nine member Board made up of directors from the Canadian business and the local community as well as three members of the founding Cobb family. Shorefast, the Arts Corporation and the Business Trust follow a rigorous business discipline of
governance, operations reporting and all are audited annually by an independent audit firm.

**Project Financials**
The total capital cost of the Shorefast projects is projected to be approximately $30 million. The non-capital costs associated with the culture and heritage projects, the community projects and the arts projects over the period 2008-2017 is projected to be approximately $14 million for a total project cost over the 10-year period of $46 million. The majority of the funding for the Shorefast projects will come from the Cobb family, along with significant contributions from the Province of Newfoundland and Labrador and as well contributions from ACOA.

**What does success look like?**
In the long term, success will be that future generations of Fogo Islanders will be able to live and flourish as proud, productive people. But success will also benefit the current population of some 2700 Fogo Islanders. And because this is happening on a small island, success will be highly visible. Some specific indicators of success would be:

- The Fogo Island Inn is recognized as one of the top rural inns in the world.
- Within 5 years of opening, the Inn is generating sufficient surpluses to support the ongoing arts and community activities.
- The Arts Corp is receiving up to 30 artists a year from around the world and creating locally rooted art projects that make a difference in the world. The arts programming has achieved international recognition as one of the very best contemporary arts venues.
- Some 70 Fogo Islanders are employed by the Inn and the Arts Corporation. Another 100 Fogo Islanders will be employed in support and tertiary activities. Many of those people will be Fogo Islanders who have moved back home from away. In addition to the fishery, young Fogo Islanders will have a broader set of viable and attractive career options at home.
- There is an active and vibrant small business community and a spirit of entrepreneurial thinking in the community. The Business Assistance Fund is recouping its earlier investments and cycling these returns to fund new and expanding businesses.
- Fogo Island is recognized for being a destination that has preserved and repurposed its heritage structures and have added important, architecturally significant buildings to the world of contemporary architecture.
- Fogo Island is one of the best places in the province to experience outport culture. It is recognized internationally as a model for how a traditional community can embrace modernity on its own terms.
- Enrollment at the Fogo Island elementary school has stabilized and is trending upwards.
- The percentage of the working age population receiving Employment Insurance is at historic lows.
- Our success on Fogo Island will be a catalyst for a culturally vibrant, arts active and entrepreneurial economy along the north east coast.
• People from around the world will travel to the island to learn from the Fogo Island model and success.

In achieving this success, Fogo Islanders will experience a measurable improvement in their quality of life without losing their way of life and the fabric of the community is strengthened.
TOWN OF FOGO ISLAND
NEWFOUNDLAND AND LABRADOR

INTEGRATED COMMUNITY SUSTAINABILITY PLAN (ICSP)

&

PLANNING BACKGROUND REPORT FOR THE MUNICIPAL PLAN 2012-2022

FINAL REPORT
6 NOVEMBER 2012

HMJ Consulting Limited
Project 11-099

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APPENDIX A

Comments by Departments and Agencies
APPENDIX A

Comments by Departments and Agencies

These are reproduced under separate cover.
April 4, 2012

TO: ALL REFERRAL AGENCIES

RE: TOWN OF FOGO ISLAND
MUNICIPAL PLAN REVIEW

The Town of Fogo Island is currently undertaking a review of its Municipal Plan. Would you please provide a statement respecting any interests or concerns which your Department or Agency may have within this community, and which you would like to be included or considered in the plan review process.

If you require Arc Shape files or Autocad files delineating the Planning Area Boundary, please contact Charmaine Winter at 709-729-6666 or e-mail cwinter@gov.nl.ca.

Please provide your input directly to Jens Jensen, MCIP, Partner, HMJ Consulting Limited, 1583 Hollis Street, Suite 200, Bank of Canada Building, Halifax, Nova Scotia, Canada, B3J 1V4 or email: jens.jensen@hmjconsulting.ca and send a copy to the Town of Fogo Island at townclerk@townoffogoisland.ca and to the undersigned at corriedavis@gov.nl.ca so that, in reviewing the completed document, we can ensure that your interests have been taken into account.

Yours truly,

CORRIE DAVIS, M.C.I.P.
Manager of Land Use Planning

cc: Charmaine Winter
cc: Town of Fogo Island
cc: Jens Jensen, MCIP, HMJ Consulting Limited
Government of Newfoundland and Labrador  
Department of Environment & Conservation  
Lands Branch  
Land Management Division

April 17, 2012

Mr. Jens Jensen  
HMJ Consulting Limited  
1583 Hollis Street  
Suite 200, Bank of Canada Building  
Halifax, NS  
B3J 1V4

RE: TOWN OF FOGO ISLAND  
MUNICIPAL PLAN REVIEW

Dear Mr. Jensen:

Thank you for the opportunity to comment on this matter.

The Land Management Division presently has no planning projects or land development proposals in this area.

There are six (6) Crown Land Infill Limits in the Town of Fogo Island, as indicated on the attached map. Applications for Crown land for most types of community development are not accepted beyond Infill Limits. Infilling Limits control development along provincial highways and high speed roads for safety reasons and to preserve the function of highways as conveyors of traffic. They also keep communities from over-expanding in order to control servicing costs and they prevent community development occurring where there is no public road access. Infilling Limits will be removed once the Municipal Plan is formally approved. However, it is recommended that zoning continue to restrict residential or other inappropriate development from having direct access onto roads where speed limits exceed 50 km/h or beyond public roads and areas where community services cannot be economically provided.

There are also registered hiking trails and ATV trails, as indicated on the attached map. Zoning along these trails should allow for recreational use.

If you have any questions, you may contact me at telephone number 729-3227.

Yours truly,

Jonathan Grandy,  
Senior Resource Planner

Attachment

cc: Mr. Corrie Davis, Dept. of Municipal Affairs  
Town of Fogo Island

P.O. Box 8700, St. John's, NL, Canada A1B 4X6  1-709-729-3227  F 709-729-3923
April 10, 2012

Jens Jensen, MCIP, Partner
HMJ Consulting Limited
1583 Hollis Street, Suite 200
Bank of Canada Building
Halifax, NS B3J 1V4

Re: Town of Fogo Island
Municipal Plan Review

Dear Sir:

With respect to the Town of Fogo Island Municipal Plan Review, Service NL would like to advise that any development within the referenced area may require permits and/or approval from the Government Service Centre.

It is advised that prior to the start of any development, the Town contact the regional office of the Government Service Centre at:
230 Airport Blvd.
Fraser Mall
P. O. Box 2222
Gander, NL A1V 2N9
Telephone: 709-256-1420

Please contact the undersigned if you have any questions.

Sincerely,

Roger LeDrew
Regional Director

cc: Town of Fogo Island
Corrie Davis, Dept. of Municipal Affairs
Robert Turner, Manager of Operations, GSC
2012-04-10

HMJ Consulting Limited
1583 Hollis Street
Suite 200, Bank of Canada Building
Halifax, NS
B3 J 1V4

Attn: Mr. Jens Jensen

Re: Municipal Plan Review
Town of Fogo
File: 402.00.28

Dear Mr. Jensen:

This is in response to a letter received by Newfoundland Power dated April 4th, 2012 relating to the above captioned.

Please be advised that we do not have any new major facilities planned in this area for the next ten years. Our only development will be routine reconstruction for system reliability or to improve voltage conditions. However, if present economic and development conditions change dramatically, we will reassess our situation and advise you accordingly.

Thank you for requesting our comments for this project.

Yours truly,

Brian Smith
Property Specialist
Engineering

/BMS

[Handwritten note: Support cancer care]
Jens Jensen

From: Breon, Crystal <crystalbreon@gov.nl.ca>
Sent: April 11, 2012 2:07 PM
To: jens.jensen@hmjconsulting.ca; townclerk@townoffogoisland.ca; Davis, Corrie
Subject: Town of Fogo Island - Municipal Plan review

To whom it may concern:

The Parks and Natural Areas Division, Department of Environment and Conservation, has no concerns with this referral.

Regards,
Crystal

Crystal Breon
GIS Specialist, Parks and Natural Areas Division
Department of Environment and Conservation
33 Reid’s Lane, Deer Lake NL A8A 2A3
p. (709) 835 - 4538  f. (709) 835 - 4541
www.env.gov.nl.ca/parks/

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Re: Fogo Island Municipal Plan Review

Dear Mr. Jensen,

In reply to the request for comments regarding the Fogo Island Municipal Plan Review, The Water Resources Management Division (WRMD) of the Department of Environment and Conservation has the following comments:

1. All development activities in a protected public water supply area require prior approval under Section 39 of the Water Resources Act.

2. An environmental buffer with a minimum width of 15 meters should be established and/or maintained along the high water mark of all bodies of water showing on 1:50,000 mapping including streams, ponds, wetlands, and the ocean. Any development activities, including fording, within this buffer area must be approved under Section 48 of the Water Resources Act. (For Buffer Zones within Protected Public Water Supply Areas, please refer to the following Policy Directive: Land and Water Related Developments in Protected Water Supply Areas W.R. 95-91) Contact Clyde McLean, Manager Water Investigations Section, (709) 729-5713

3. The owner/operator of a designated area is responsible for protecting the public water supply area by posting protected public water supply area signs and maintaining them, conducting routine surveillance of the area and monitoring approved development activities. Section 39 of the Water Resources Act details activities that are prohibited from protected water supply areas.

4. Please note that Protected Public Water Supply Areas, are protected under Section 39 of the Water Resources Act. The boundaries of Protected Water Supply Areas have been established by the Department of Environment and Conservation. Developments in these areas are regulated by the Department of Environment and Conservation to ensure protection of a water supply for the intended users. This should be considered if the subject boundary encompasses the protected water supply area of another community. If the subject boundary encompasses an unprotected public water supply area of another community, then the subject community may refer to that community for further information or to address any potential concerns. GIS files outlining protected areas can be found online at: http://www.gov.nl.ca/env/waterres/gis/index.html

Ben M. Hammond
Environmental Scientist

cc: Corrie Davis, Engineering & Land Use Planning Division, Department of Municipal Affairs
Robert Picco, Manager, Surface Water Section, Department of Environment and Conservation
Clyde McLean, Manager, Water Investigations Section, Department of Environment and Conservation
Town of Fogo Island
April 19, 2012

Mr. Jens Jensen, MCIP
HMJ Consulting Ltd.
1593 Hollis Street
Suite 200, Bank of Canada Building
Halifax, NS
B3J 1V4

Dear Mr. Jensen:

Re: Town of Fogo Island Municipal Plan Review

The Provincial Archaeology Office (PAO) has recently received a letter from the Engineering & Land Use Planning Division of the Department of Municipal Affairs indicating that you are currently undertaking a Municipal Plan review for the Town of Fogo Island, and to forward any concerns to your office. There are a number of known archaeological sites located within the municipal planning boundaries of Fogo Island that are protected under the Historic Resources Act. The PAO would appreciate it if all applications for proposed projects involving ground disturbance be referred to this office for review prior to granting approval.

There is always the possibility that other historic resources may be present as well. The PAO requests that any accidental discoveries be reported to this office. If you require further information please contact me at 729-2462 or Ken Reynolds at 729-5581.

Sincerely,

Martha Drake
Provincial Archaeologist

C

Town of Fogo Island

Corrie Davis
Land Use Planning
Mr. Jensen,

On behalf of Mr. Fred Allen, I have reviewed the 2012 Municipal Plan Review for the Town of Fogo Island and have found no conflicts with any existing onshore petroleum exploration, development or production activities. Therefore, this Division has no interests or concerns with respect to this Municipal Plan Review.

Sincerely,

Debi Keith

Departmental Programme Coordinator

Regulatory Affairs

NRNL

(709) 729-6393

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Hi:

Please find attached considerations for the protection of heritage resources in the current municipal plan review process for the Town of Fogo Island. The Town has a number of properties designated as Registered Provincial Heritage Structures as well as one Registered Provincial Heritage District in the community of Tilting. There may be additional issues identified from the Provincial Archaeology Office within this department. Please feel free to contact me if you would like to discuss any of this further.

Jerry

Jerry Dick
Director of Heritage
Dept. Tourism, Culture & Recreation
P.O. Box 8700
St. John’s, NL
A1E 1J3
Tel. 709-729-7589
Fax. 709-729-0670

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Heritage Considerations for Municipalities in Municipal Plan Review Process on Fogo Island

1) Preservation of Heritage Places

- It would be helpful to include measures to protect heritage structures and districts designated by the Heritage Foundation NL as “Registered Provincial Heritage Structures” or “Registered Provincial Heritage Districts.” These designations are commemorative only and afford no protection through provincial legislation. Municipalities should be encouraged to designate them municipally as permitted in the Municipalities Act, sections 200 (1) and (2). Heritage Districts can further protect them through municipal zoning. The Town of Tilting is one of the Province’s Registered Provincial Heritage Districts.
- In protecting designated structures and districts it is useful to protect the integrity of the surrounding landscape.
- It is important to preserve historic landscape features and elements that give a community a distinctive quality such as: road and property layouts; building setbacks; patterns of fencing; outbuildings such as sheds and root cellars, and gardens.
- Where historic areas of a community have declined economically or individual heritage structures have been vacated it is useful to consider special development provisions as well as incentives to support the adaptive re-use of these areas/structures.

2) Protection of Cultural Landscapes and Traditional Rights of Access

- In general protect access to areas that were considered shared or common in the community (e.g., woodlands, berry-picking, old trails, shoreline). As part of this it is important to properly document traditional rights of way and access to places in the landscape and to consider measures to protect them.
- Buffers along shorelines should be considered to ensure that public access and water views are protected.
- Ensure integrated approaches to community planning that fully consider unique local landscape values (heritage characteristics, agricultural uses, traditional knowledge about landscape and its management).

3) Protection of Archaeological Resources

- Numerous examples of where archaeological resources have been negatively impacted by municipal activities and plans.
- Municipalities should be encouraged to identify archaeological/paleontological sites within Municipal Plans to advise development within the municipality and to protect valuable archaeological resources.

Submitted by: Jerry Dick, Director of Heritage
Department of Tourism, Culture & Recreation
May 7, 2012

Mrs. Jens Jensen,
MCIP, Partner
HM3 Consulting Limited
1893 Hollis Street, Suite 200
Bank of Canada Building
Halifax, NS B3J 1V4

Dear Mrs. Jensen:

I write in response to the April 4, 2012, letter from Mr. Curtis Davis in relation to the Municipal Plan Review currently being undertaken by the Town of Fogo Island.

The Department of Fisheries and Aquaculture (DFA) has no facilities or infrastructure currently located within the town planning boundaries of Fogo Island. There is a locally owned fish plant in the town that should be considered in future development and municipal zoning. DFA has no further comments or comments to be incorporated into the plan at this time.

I hope that this information meets with your requirements. If you have any questions or concerns, please contact me at 709-729-5712.

Sincerely,

[Signature]
Pat Stogner
Director, Planning Services (A)

cc. Mr. Curtis Davis, MCIP, Municipal Affairs
Town of Fogo Island
August 3, 2012

Jens Jensen, Partner
HMJ Consulting Limited
1583 Hollis Street, Suite 200
Bank of Canada Building
Halifax, Nova Scotia
B3J 1V4

Via email: jens.jensen@hmjconsulting.ca

Dear Mr. Jensen:

RE: Town of Fogo Island Municipal Plan Review

It recently came to my attention that the provincial Wildlife Division has been asked to provide a statement regarding the Town of Fogo Island’s municipal plan review process and interests that we would like to have considered as part of that process.

The Province of Newfoundland and Labrador, through the Wildlife Division, implements a Municipal Habitat Stewardship Program for the conservation of Wetlands, Coasts and Species at Risk through community-based stewardship. By working closely with town councils and other committed volunteers within communities, our goal is to help towns, developers, and landowners become more aware of the value of wildlife habitat within their jurisdiction and to empower them to undertake their own actions to conserve these areas. This leads to more informed development decision-making and works towards minimizing negative impacts on wildlife habitat and local ecosystems as a whole. To date, twenty-eight municipalities, two corporate bodies and a number of private landowners in several communities have signed Stewardship Agreements with the Province to ensure that habitat for waterfowl, sea ducks, species at risk and other wildlife will not be forgotten in future land use planning decisions.

Wildlife Division staff have in recent years conducted field assessments on Fogo Island looking for rare plants given the area’s unique geology and island status. You should be aware that a number of rare plants have been found within the planning boundaries of what is now the Town of Fogo Island. In particular, some very rare species of Moonwort, have been identified near the beach area where the new luxury inn is being built close to Joe Batt’s Arm. It is on this basis, that we encourage the Town to give careful consideration to this and other ecologically significant and sensitive areas within their municipal planning.
boundaries, in particular the potential to conserve the areas via the signing of a Municipal Habitat Stewardship Agreement. We would be most pleased to meet with council to discuss these possible conservation actions and how they could be incorporated within the town's municipal plan. Council may also wish to consider with us, how the town and its residents could positively influence coastal habitat and associated plant, seabird and shorebird populations as part of this habitat and wildlife stewardship process.

Attached is a brochure introducing the Municipal Habitat Stewardship Program. Please contact us if you would like to inquire further about this opportunity.

Sincerely,

Jonathan Sharpe
Senior Wildlife Biologist
Wildlife Division

cc: Corrie Davis, Dept. of Municipal Affairs (corriedavis@gov.nl.ca);
    Mayor and Councillors, Town of Fogo Island (townclerk@townoffogoisland.ca)
APPENDIX D

Capital Projects
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<th>Year</th>
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$ 165,000

| Maintenance Items - Operating and Gas Tax | | | |
| Flow meter Seldom | Seldom | 2012 | $ 10,000.00 |
| Flow meter JBS | JBS | 2012 | $ 10,000.00 |
| Flow meter Tilting | Tilting | 2012 | $ 6,000.00 |
| Stadium - Compressor/Condenser Overhaul | Islandwide | 2011 & ongoing | $ 13,000 |
| Intake upgrade | Fogo | 2014 | $ 50,000 |
| Leak detection and repair work | Fogo | ongoing | $ 155,000 |
| Unspecified Roadwork | Islandwide | ongoing | $ 2,300,000 |

$ 2,505,000

<p>| Recreation Capital Items/Gas Tax | | | |
| New Community Playground | Stag Harbour | undetermined | $ 69,835 |
| New Playground Equipment | Tilting | undetermined | $ 20,000 |
| New Community Playground | Deep Bay | undetermined | $ 38,500 |
| New Community Playground | Island Harbour | undetermined | $ 75,780 |
| Stadium, Zamboni | Islandwide | 2012 | $ 150,000 |
| Stadium Dehumidifier | Islandwide | 2013 | $ 56,500 |
| Stadium Lighting | Islandwide | 2014 | $ 79,100 |
| Stadium - New Low-E Ceiling | Islandwide | 2014 | $ 96,050 |</p>
<table>
<thead>
<tr>
<th>Description</th>
<th>Location</th>
<th>Year</th>
<th>Cost</th>
</tr>
</thead>
</table>
| Stadium - New Sound System                 | Islandwide        | 2015 | $ 28,250
|                                            |                   |      | $ 614,015 |

**Outside Agency Funded Items**

<table>
<thead>
<tr>
<th>Description</th>
<th>Location</th>
<th>Year</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fosters Pond Conservation Area</td>
<td>Barr'd Islands</td>
<td>2013</td>
<td>$ 75,000</td>
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<tr>
<td>Walking Trail</td>
<td>Stag Harbour</td>
<td>2013</td>
<td>$ 105,880</td>
</tr>
<tr>
<td>Walking Trail</td>
<td>Deep Bay</td>
<td>2014</td>
<td>$ 218,860</td>
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<tr>
<td>Walking Trail</td>
<td>Island Harbour</td>
<td>2016</td>
<td>$ 236,170</td>
</tr>
<tr>
<td>Floating dock</td>
<td>Stag Harbour</td>
<td>undetermined</td>
<td></td>
</tr>
<tr>
<td>Floating dock</td>
<td>Island Harbour</td>
<td>undetermined</td>
<td></td>
</tr>
</tbody>
</table>

**FES Capital Items**

<table>
<thead>
<tr>
<th>Description</th>
<th>Location</th>
<th>Year</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire Pumper</td>
<td>Seldom</td>
<td>undetermined</td>
<td>$ 215,000</td>
</tr>
</tbody>
</table>