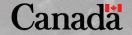


# **Community Improvement Plan**

**Downtown Core / Highway 6 Corridor Revitalization** 

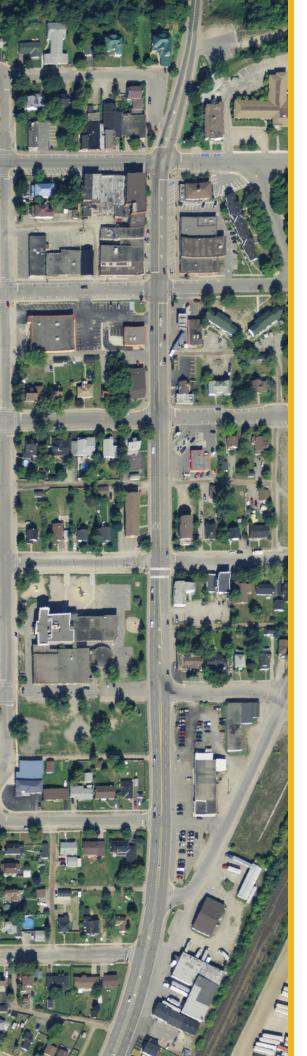












The Town of Espanola has completed a Community Improvement Plan for the Downtown Core / Highway 6 Corridor Revitalization.

This plan establishes a strategy for the revitalization of two commercial areas in Town, the Downtown Core and Highway 6 Corridor, and provides tax assistance support of multiple residential, seniors housing, or affordable housing projects within the Residential Project Area. This plan was developed through a consultative process with a Project Advisory Committee and workshops with the public. This plan provides design guidelines and incentive programs for improvements, including tax assistance, to assist with the rehabilitation and revitalization of the Town of Espanola's Downtown Core and Highway 6 Corridor and Residential Project Area.

For further information on the Community Improvement Plan for the Downtown Core / Highway 6 Corridor Revitalization, contact the Town of Espanola at:



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This project was funded with assistance from the Northern Ontario Heritage Fund Corporation (NOHFC) and FedNor.



The Town of Espanola is located on Highway 6 in the Sudbury District of Northeastern Ontario. It has a population of roughly 5,000 people who enjoy the benefits of quality lifestyles, natural and heritage amenities, and essential services. The Town is well-established with a historical urban townsite, and a significant rural area representing the amalgamation of two former municipal entities, the Town of Espanola and the Township of Merritt. The Town functions as a service and retail centre for the Lacloche - Manitoulin area which has a population of approximately 40,000. Espanola serves as a junction between the Highway 17 eastwest corridor from Sudbury to Sault Ste Marie and Highway 6 to Manitoulin Island. The Town also functions as a bedroom community for the urban centre of Sudbury which is only 45 minutes away.



The Town is embarking on a Community Improvement Planning exercise in order to assist with improvements in the major commercial cores and corridor of the Town to enhance the visual aspects of those areas and incentivize improvements. The Plan also serves to encourage multiple residential development which the Town encourages as a form of intensification, housing for seniors, and affordable housing.

The Town has set up a Project Advisory Committee (PAC) to assist with decision making and recommendations for the duration of the project. Invitations were provided to the local business associations and the community at large. The PAC consists of four (4) residents, a representative from the LaCloche Manitoulin Business Assistance Corporation (LAMBAC), two (2) Town Councillors, and two (2) members of Town Staff.

#### 1.1 Purpose

The purpose of a Community Improvement Plan (CIP or Plan) is to allow for municipal incentives to stimulate private sector investment in a community. A CIP is a planning tool that establishes a framework for achieving community improvements to rehabilitate and revitalize project areas.

The CIP includes incentives to stimulate or encourage private and public sector investments and sets out design guidelines for public and private sector improvements. The CIP can provide programs for municipal grants, loans and rebates for private sector improvements.

#### 1.2 Goals and Objectives

The objectives of the Town of Espanola CIP project are to:

- Improve the physical aesthetic and functional appeal of downtown and Highway 6 Corridor
- Increase new small businesses within the downtown/highway core
- Provide affordable housing
- Increase the overall tax base through the creation of private sector jobs and new/improved buildings on the municipal tax roll
- Align with the Town's Strategic Plan and Economic Development Strategy
- Align with the Town's Official Plan

#### 1.3 Community Improvement Project Areas

The Community Improvement Project Areas were determined by the Project Advisory Committee at the first CIP PAC meeting on October 7, 2013.

The Community Improvement Project Areas are shown in Appendix A, and comprise three distinct project areas:

- The Downtown Core
- The Highway 6 Corridor
- The Residential Project Area

The Downtown Core Project Area includes properties which are zoned Town Centre Commercial, and those properties zoned otherwise, but which are also located on Centre Street. The northern boundary is the bridge leading in to Town, and the Southern boundary for the Downtown Core is Park Street. This area is defined as the Downtown Core because of its urban structure and density. There is a sense of enclosure along the majority of these streets. Along Centre Street buildings are often set back only to the Town sidewalk. There is the sense that one could move around the entire Downtown Core area, making several stops as necessary, as a pedestrian.

The Highway 6 Corridor Project Area extends from Park Street on the north to Darkie Creek on the south. This project area runs along the spine of the Town, Centre Street or Highway 6, and includes properties which are zoned Town Centre Commercial and properties which are located on Centre Street / Highway 6 and are zoned otherwise. In general this area caters to more highway commercial uses with increased building setbacks from the street, and vehicular traffic which necessitates large parking areas in these setbacks.

The entire urban area of Espanola has been identified for the CIP Residential Project Area. This area extends from the bridge in to Town to Darkie Creek at the south end, and from the industrial zoned properties at the east to the western edge of Township Lot 10 at the west. This area is identified for incentives to projects which provide for multi-residential development, seniors housing, or affordable housing. This area was selected as the majority of the land is already zoned or available for these types of projects, includes services, and access to amenities.



#### 2.1 Municipal Act

Municipalities are prohibited from directly or indirectly assisting industrial or commercial businesses by granting bonuses, as set out in Sections 106(1) and (2) of the Municipal Act. Prohibited actions include:

- giving or lending money or municipal property;
- guaranteeing borrowing;
- leasing or selling any municipal property at below fair market value; and
- giving a total or partial exemption from any levy, charge, or fee.

Section 106(3) of the Municipal Act provides an exception to this bonusing rule for municipalities exercising powers under the provisions of Section 365.1 of the Municipal Act or Section 28(6), (7), or (7.2) of the Planning Act.

Section 365.1(2) and (3) of the Municipal Act allows municipalities to pass a By-law providing tax assistance to an eligible property in the form of deferral or cancellation of part or all of the taxes levied on that property for municipal and education purposes during the rehabilitation period and development period of the property, both as defined in Section 365.1(1) of the Municipal Act. Section 365.1 of the Municipal Act operates within the framework of Section 28 of the Planning Act. A municipality with an approved CIP in place that contains provisions specifying tax assistance will be permitted to provide said tax assistance for municipal purposes. Municipalities may also apply to the Minister of Finance to provide matching education property tax assistance through the Brownfields Financial Tax Incentive Program (BFTIP).

#### 2.2 Planning Act

Section 28 of the Planning Act allows municipalities, with provisions in their Official Plans relating to community improvement, to designate a "Community Improvement Project Area" by By-law and prepare and adopt a CIP for the Community Improvement Project Area. Once the CIP has been adopted by the municipality and comes into effect, the municipality may exercise authority under Section 28(6), (7), or (7.2) of the Planning Act or Section 365.1 of the Municipal Act in order that the exception provided for in Section 106(3) of the Municipal Act can be applied.

The Planning Act defines a "Community Improvement Project Area" as "a municipality or an area within a municipality, the community improvement of which in the opinion of the council is desirable because of age, dilapidation, overcrowding, faulty arrangement, unsuitability of the buildings or for any other environmental, social or community economic development reason."

"Community Improvement" is "the planning or replanning, design or redesign, clearance, development or redevelopment, construction, reconstruction and rehabilitation, improvement of energy efficiency, or any of them, of a community improvement project area, and the provision of such residential, commercial, industrial, public, recreational, institutional, religious, charitable, or other uses, buildings, structures, works, improvements or facilities, or spaces therefore, as may be appropriate or necessary," as defined in Section 28(1) of the Planning Act.

Once a CIP has come into effect, the municipality may:

- 1. acquire, hold, clear, grade, or otherwise prepare land for community improvement (Section 28(3) of the Planning Act);
- 2. construct, repair, rehabilitate, or improve buildings on land acquired or held by it in conformity with the community improvement plan (Section 28(6));
- 3. sell, lease, or otherwise dispose of any land and buildings acquired or held by it in conformity with the Community Improvement Plan (Section 28(6)); and
- 4. make grants or loans, in conformity with the Community Improvement Plan, to registered owners, assessed owners and tenants of land and buildings within the community improvement project area, and to any person to whom such an owner or tenant has assigned the right to receive a grant or loan, to pay for whole or any part of the eligible costs of the Community Improvement Plan (Section 28(7)).

Section 28(7.1) of the Planning Act specifies that the eligible costs of a CIP for the purposes of Subsection 28(7) may include costs related to environmental site assessment, environmental remediation, development, redevelopment, construction, and reconstruction of lands and buildings for rehabilitation purposes or for the provision of energy efficient uses, buildings, structures, works, improvements, or facilities.

Section 28(7.3) of the Planning Act specifies that the total of all grants and loans made in respect of particular lands and buildings under Section 28(7) and (7.2) of the Planning Act and tax assistance provided under Section 365.1 of the Municipal Act, 2001 in respect of the land and buildings shall not exceed the eligible cost of the Community Improvement Plan with respect to those lands and buildings.



#### 3.1 Provincial Policy Statement, 2005

The Provincial Policy Statement (PPS) is issued under Section 3 of the Planning Act and is intended to guide municipalities in making planning decisions. The Planning Act requires that municipal decisions in respect of the exercise of any authority that affects a planning matter "shall be consistent with" the PPS. The PPS supports economic stability, business retention, growth remediation and redevelopment of brownfield sites. Section 1.7.1 b) of the PPS states that "long term economic prosperity should be supported by maintaining and, where possible, enhancing the vitality and viability of downtowns and main streets."

The PPS supports Smart Growth through urban growth management. For example, Section 1.1.3.3 of the PPS states "planning authorities shall identify and promote opportunities for intensification and redevelopment where this can be accommodated, taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs." Therefore, the PPS supports downtown revitalization and brownfield redevelopment as a way to achieve the goal of promoting intensification and redevelopment. Other policies in the PPS (Sections 1.1.1 a), 1.1.1 g) and 1.6.2) support the management of growth to achieve efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term. This Community Improvement Plan is consistent with policy statements issued under the Act.

#### 3.2 Growth Plan for Northern Ontario

The Growth Plan for Northern Ontario (2011) is a strategic framework to guide decision making and investment planning in Northern Ontario. The province recognizes the distinct competitive advantages that Northern Ontario can offer in certain economic sectors.

There are few specific directives or benchmarks in the Growth Plan. The Growth Plan will identify economic and strategic hubs to accommodate population growth, function as service centres, and function as economic hubs. The Plan identifies larger municipalities with strategic core areas as preferred investment areas. The Town of Espanola is not identified as having a strategic core area. The province will identify regional economic planning areas for long-term economic development, labour market, and infrastructure planning across municipal boundaries.

#### 3.3 Town of Espanola Strategic Plan

The Town of Espanola completed their Strategic Plan in 2013, as a community-based process to chart a vision, employ goals and measurable initiatives to guide the course of governance into the next elected term of Council. The Strategic Plan consulted with the Town through interviews, surveys, and community consultation meetings and involved over 550 people.

The Strategic Plan consists of a number of initiatives or action items grouped into four priorities; environmental, economic and social sustainability and excellence in governance. Action in these four areas will enable the Town to realize its vision of the future. That Vision is that Espanola will be:

"A safe, healthy community in which to live, work and thrive."

The Strategic Plan also developed the following Mission Statement for the Town: "The Corporation of the Town of Espanola is committed to serving the needs of our community by supporting the positive, well-balanced, economic and physical growth of the Town. We will continue to pursue excellence by providing accountable and affordable services while promoting the highest quality of life."

Those areas of the Strategic Plan related directly to CIP initiatives include:

#### Strategic Goal 1 – Improve and Maintain infrastructure

Under this goal, the Town would like to ensure infrastructure supports programs and services, including compliance with Accessibility standards. The CIP can make grants available to businesses undertaking accessibility improvements. The Town also identifies the initiative to collaborate with community partners to address housing needs. The CIP can assist by making grants available for multi-residential units and other forms of affordable housing.

#### Strategic Goal 2 – Sustainable Economic Growth & Prosperity

Under this goal the Town would like to increase the assessment base and attract employment opportunities. The CIP can be used to assist with affordable housing options, and offer incentives to businesses that improve or renovate, thus increasing their assessment. This can include grants or loans, or tax increment grants.

#### Strategic Goal 3 - Excellence in Governance

Under this goal the Town will be environmentally responsible, including having well maintained and reliable municipal services, and optimizing and developing municipal land for community-based gardens. The CIP can help with developing urban design guidelines for redevelopment of streetscapes, and encouraging landscaping through grant incentives.

#### Strategic Goal 4 – Safe and Healthy Community

Under this goal the Town will encourage citizens to lead healthy lifestyles, by providing a pedestrian friendly environment, and provide safe neighbourhoods, that are inviting and people-friendly. The CIP can assist with these goals by developing urban design guidelines for redevelopment of streetscapes, and providing pedestrian friendly amenities, and by encouraging businesses to improve their facades and outdoor spaces through incentives.

#### 3.4 Town of Espanola Economic Strategy

The Economic Strategy was completed in 2010 and sets out the following Vision for the Town: "Espanola will set the standard as the full service community providing diversity in both economic opportunities and outstanding quality of place."

To achieve this vision and diversification, the Town identified four key strategies:

- 1. Strengthen the Town's position as a Regional Service Hub
- 2. Support the local business community
- 3. Expand and enhance quality of place
- 4. Provide leadership in regional collaboration and outreach.

#### 3.5 Town of Espanola Official Plan

The Town of Espanola's Official Plan (OP) was adopted by Town Council in 2009, and approved with modifications by the Ministry of Municipal Affairs and Housing in 2010. Section 3.5 of the OP contains the Community Improvement policies for the Town. The OP sets out the rationale for preparing a CIP, criteria to be considered when designating a community improvement project area, priority areas for community improvement, and the range of actions that Council may undertake to implement CIPs. The OP also contains urban design considerations for the residential and commercial land use designations.

More detailed information on the OP policies which relate to the CIP can be found in Appendix B.

#### 3.6 Town of Espanola By-laws

The Town of Espanola Zoning By-law 2368/11 was adopted by Council in 2011. The Zoning By-law zones more of the lands within the Downtown Core and Highway 6 Corridor Project Areas as Town Centre Commercial or Highway Commercial. There are also several properties zoned Special Industrial Commercial and Residential First Density. In these areas, proposed improvements will need to meet Zoning By-law requirements, or will require applications for a Zoning By-law amendment or Minor Variance.

There is a wide variety of zones that are captured under the Residential Project Area, as it comprises most of the urban area of Espanola. Any proposed residential intensification projects in this area will need to conform to the Official Plan and meet Zoning By-law requirements, or will require applications for amendments to the Town's documents.

The Town's Sign By-law No. 2445/12 was adopted by Council in 2012 to regulate signs and other advertising devices.

The Town's Property Standards By-law 1684/03 provides the Town with standards for maintenance and occupancy of property, and allows for the Town to ensure that property owners maintain their property to certain conditions.



#### 4.1 Project Advisory Committee

The Project Advisory Committee (PAC) was formed to provide comments and advice on the CIP's background information, Study materials, design guidelines, business incentives, and public workshops. The PAC consists of:

- Town of Espanola Council (2 members of Council)
- Town of Espanola Staff (Deputy Clerk, Economic Development Officer)
- LaCloche Manitoulin Business Assistance Corporation (LAMBAC) (1 representative)
- Local business owners & citizens at large (4 representatives that were interested)

During the first PAC meeting, held on October 7, 2013, the project study areas were determined, in consultation with funding requirements, zoning by-law schedules, and local knowledge.

During the second PAC meeting, held on December 2, 2013, the project team examined photographs of the two commercial project areas to identify target categories for improvements. The priorities for the Downtown Core were determined to be façade improvements, signage, accessibility, and parking and landscaping. The priorities for the Highway 6 Corridor were determined to be façade improvements, signage, accessibility, parking and landscaping, demolition. Another priority for the entire urban area was determined to be the provision of multi-residential units, seniors housing, and affordable housing.

During the third PAC meeting, held on February 19, 2013, the project team reviewed draft incentive programs and provided input on proposed grant amounts, disbursements, grant requirements, and overall program administration and monitoring.

#### 4.2 CIP Workshops

Three (3) workshops were held as part of the CIP with directed invitations sent out to members of the business community and residential development community in Espanola. Potential project area improvements (before-and-after visualizations, highlighting façade improvements, signage, accessibility and parking and landscaping were shown) and potential CIP incentive programs were discussed. In particular the project team sought comments to indicate which programs had the potential to be supported and used by the business community and residential development community, and what levels of funding might be needed to incent improvement projects. Notes from these Consultation sessions can be found in Appendix C.



There are no specific municipal projects for public works identified within the project area (i.e. no road improvements or municipal water/sewer projects resulting in road reconstruction) in the immediate future. As such, specific public improvement projects are not identified as part of this CIP

However, the Town may decide to participate in improvements to public lands and facilities as follows:

- Streetscape improvements within the municipal right-of-way including new street trees, tree planters, bicycle stands, and/or street furniture or other improvements;
- Trail developments; and
- Coordination of public art / murals on large empty walls, and/or municipal lands.



Espanola has a rich history as a pulp and paper town located on the Spanish River. Overcoming challenges is one of the community's greatest strengths for it bounced back from near ghost town status after the great depression to become the bustling town it is today. While its roots are in pulp and paper, Espanola's true resource is the people that call the community home.

#### 6.1 Challenges

The "company town" is soon becoming a thing of the past. Although Espanola is still strongly associated with its largest employer, the community has been diversifying its economy. Infrastructure such as the hospital, long-term care facilities, and big box retail outlets have helped in this diversification plan. However, there are a number of markets that have gone untapped and it will take creative entrepreneurial-type thinking to further diversify the Town of Espanola.

The Highway 6 Corridor is a thoroughfare for tourists, cottage owners, and residents traveling to and from Rainbow Country to the Northeast and Manitoulin Island to the South. The tendency for travelers heading south is to drive through the town on route to their destination. Creating an environment and a reason to entice travelers to stop will be a critical challenge for the Town.

Espanola has a strong commercial base, comprised of two distinct areas both of which are found along the Highway 6 Corridor – the traditional Downtown Core area and the Highway 6 South corridor area. Creating connections and commonalities between these two areas is one of the key challenges the Town faces.

The building stock within the downtown is of mixed vintage. Many buildings were constructed in the 1950's, 60's, and 70's which makes them challenging to renovate and alter. Many of the buildings were not designed by architects and engineers, or if they were, plans of the existing buildings are long gone. Building codes have changed over time, making some modifications to existing buildings challenging to realize.

#### 6.2 Strengths to Build On

The Highway 6 Corridor is just that, a major thoroughfare for any vehicle travelling South. Because of this strategic position, Espanola has a captive market of thousands of vehicles passing through the CIP area every day. An opportunity exists for businesses along the Highway 6 Corridor to attract visitors and entice travelers to stop and get out of their vehicles. This could bring additional, sustainable economic activity to the Town.

A number of buildings within the Highway 6 Corridor are architecturally significant. With relatively small scale enhancements buildings can become more pedestrian friendly and inviting to people. The people who live in Espanola are the Town's true resource. There are a number of community initiatives that exemplify this and help set the Town apart from other small Northern Ontario communities. Events like the Espanola Fibre Arts Festival are a great example of Espanola's character. Showing off this uniquely Northern culture represents an opportunity for the Town's future.

The Provincial Government is actively searching for pilot projects for "complete street" design projects and have announced funding for such projects. There is an opportunity for the Town to leverage its CIP program with additional provincial funding that could further develop the Highway 6 Corridor into a brand new streetscape that is designed for cyclists, pedestrians, and vehicles. The CIP design guidelines are organized in the following categories:

- Façade Improvements Non Signage
- Façade Improvements Signage
- Accessibility Improvements
- Parking Area and Landscaping Improvements

#### 6.3 Façade Improvements - Non Signage

Storefronts can be used as a marketing tool to effectively promote a business and should be considered as an integral part of any façade improvement or new development.

The majority of buildings within the Downtown Core and Highway 6 Corridor were constructed to satisfy the basic needs of a thriving pulp and paper town. If there is an overarching character to the buildings in Espanola, perhaps it could be described as modest and practical, but the absence of a prominent architectural heritage is noted. Heritage buildings are rare, generally isolated and should be maintained and preserved.

The majority of the buildings structures, styles, and uses within the Downtown Core and Highway 6 Corridor differ significantly, posing a challenge in creating a set of specific design guidelines for façade improvements. Future developments and façade improvements could build on the northern rustic character to develop cohesion throughout the Downtown Core and Highway 6 Corridor without modifying existing building typologies. It is recommended that future developments adhere to a building height standard (maximum two to three stories) that will gradually establish a consistent scale for the streetscape.

The façade improvement program contains guidelines that apply to all building types, based on basic design principles related to the following facade elements:

- Shopfront and Entrance;
- Upper Floors and Roof;
- Awnings and Lighting;
- Materials and Colour;
- Boulevard Elements (seating, planters, landscape, etc.); and
- Public Art.

#### STANDARD BUILDING COMPONENTS



#### top

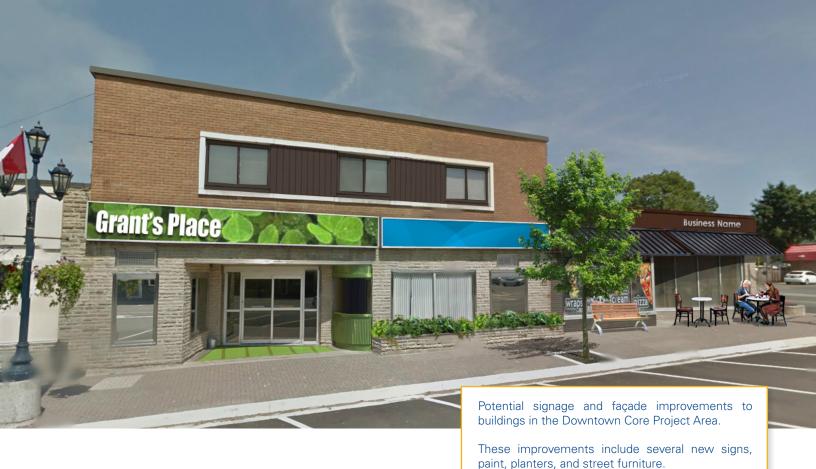
The roof condition, expressed as an upper storey or roof feature, should be distinguished from the rest of the building and designed to contribute to the visual quality of the streetscape.

#### middle

The middle or body of the building should contribute to the physical streetscape.

#### base

A base should be clearly defined that positively contributes to the quality and visual quality of the overall of the pedestrian environment in the level of animation, transparency, articulation and material quality.



#### **6.3.1 Shopfront and Entrance**

A commercial shopfront and its various elements can have an enormous impact on unifying a street. To reinforce the sense of place on a main street, building fronts should act as a continuous 'face', and as an extension of the streetscape with spaces that will activate and energize the street. This goal is also appropriate for rear courtyards and mid-block linkages. Where development occurs on vacant lots, continuous facades should be introduced that maintain the setbacks of the adjacent buildings. Where this is unlikely to occur, the voids should be treated to support street vitality and complement the public realm.

The following guidelines are recommended for shopfronts and entrances:

- Individuality should be expressed while maintaining continuity with the area.
- Shopfronts and entrances should be well proportioned, of human scale, and oriented to the pedestrian.
- Shopfronts should be a single system in what appears to be a single opening in the building.
- Shopfronts should occupy the entire width and height of a ground floor to create a higher degree of transparency and enhance the connection between inside and outside activity.
- Small, individual windows of a residential nature on the ground floor should be avoided as they create a sense of privacy that is inappropriate for commercial building façades. Windows and entrances should use large panes of glass as much as possible.
- Hospitality establishments, such as restaurants and cafés, are encouraged to have sliding doors to "open up" to the street during the summer months.
- Mixed uses should be expressly apparent with public uses at grade and private uses above.
- Shopfronts should take advantage of opportunities for marketing, but should avoid being filled with merchandise or obsolete signage and displays. Window displays or signage should obscure views as little as possible and be of proportion and scale that is appropriate to the window and shopfront.
- Shopfronts should be composed of materials of enduring quality and considered detailing.
- Where possible, shopfront elements should be painted to provide an update in the façade's appearance and protective maintenance to existing elements. Note that masonry (i.e. brick, etc.) should not be painted as this could cause irreparable damage to existing walls.

#### 6.3.2 Upper Floors and Roof

Generally, upper floors feel more private than ground floors, but should still consist of windows regardless of their use. The number of windows, their size, proportion, and location should be considered in relation to the width, height, and proportion of the exterior wall, all of which contribute to a balanced façade.

Recommendations for upper floor openings and details include:

- Cornices are appropriate for buildings located in the Downtown Core, while roof overhangs are appropriate and encouraged on commercial buildings in the Highway 6 Corridor. This provides further moisture protection to the building itself, and make the building more inviting and approachable as pedestrians are protected from weather as they enter and exit the building.
- New single-storey developments in the Downtown Core and where adjacent to 2-storey buildings in the Highway 6 Corridor should consider a façade with a tall parapet extending partially towards the average 2-storey building height, complete with a strong cornice line at the top.
- In the Downtown Core, flat roofs are preferred, pitched roofs are discouraged, and shed roofs should slope towards the back so that the highest point is at the front.
- Where possible, upper floor elements should be painted to provide an update in the façade's
  appearance and protective maintenance to existing elements. Note that masonry (i.e. brick,
  etc.) should not be painted as this could cause irreparable damage to existing walls.



#### 6.3.3 Awnings and Lighting

Awnings and lighting, together, have as much impact on the impression of the façade as the shopfront. They have the added benefit that they can usually be added to the existing façade without any significant downtime for the business.

Awnings can be added to an existing building and help create a welcoming feeling as they provide shelter from rain and provide shade on South-facing facades, reducing cooling loads in the summer months. Awnings can provide an additional signage opportunity for businesses.

Lighting should focus on signage and creating a sense of place. Additional lighting mounted to the exterior of the building and designed to a pedestrian scale should be considered. This type of lighting provides a sense of safety for pedestrians and cyclists. A good balance of lighting levels creates an atmosphere and maintains public safety.

The following guidelines are recommended for signage:

- Signage lighting in the Downtown Core should be installed on the façade above the shopfront signage to illuminate the signage. Where additional lighting is desired, it can be installed into the soffit of the overhang as a downlight. Entrances can be emphasized with discrete wall mounted lights shining downwards to avoid light-washing at eye-level.
- Awnings should be made of vinyl or canvas material and plastics should be avoided. Permanent awnings or overhangs could be considered, but should be constructed of natural materials.
- Awning signage is an effective way of identifying a business. Business names, logos, and their placement on the awning are important to the character of the street and should be integral to the design of the façade.

#### 6.3.4 Materials and Colour

Colour can be a powerful tool for branding commercial enterprises as certain colours or combinations thereof, elicit different human responses to buildings, spaces, signage, etc. It is important to consider colour not only for a single façade or building, but also as part of the larger streetscape context. For example, if there was a tradition on a street of each building being painted in strong, bold colours, then it would be appropriate for proposed projects to respect that tradition. Conversely, if a given street or sector was characterized by a palette of soft neutral colours, then it would be appropriate for proposed projects to follow that tradition. In the Downtown Core and the Highway 6 Corridor, the range of colours and schemes is quite diverse which makes it difficult to identify an overall trend or tendency.

Rather than limit the range of colours as a form of standardization, it is recommended that the approach be based on basic colour design principles as recommended below:

- The use of a material as a mere façade is discouraged in order to avoid a "Disney" effect, especially where the material is not a local vernacular. Honesty in materials and construction is the recommended approach in creating a character that is appropriate and feels genuine.
- The use of vinyl siding or exterior cladding is discouraged in any commercial area, especially on street facing façades. Both materials are easily susceptible to damage by vandalism.
- Industrial metal siding should be avoided within the Downtown Core altogether. It should also be avoided along the Highway 6 Corridor unless appropriate for the type of business (e.g. garage, lumber store).
- The use of quality materials and workmanship should be considered as one of the standards for approval.
- Consider colour for individual façades and buildings, and as part of the overall street context.
- Limit the number of colours to two one dominant and one complementary. Shades and tints of a colour are not considered an additional colour and can add depth to a colour scheme but should be subtle and not diminish the simplicity of a colour scheme.
- The façade material may count as one colour, in which case it should be an integral part of colour selection.

#### 6.3.5 Boulevard Elements (seating, planters, landscaping, etc.)

Seating, planters, and landscaping attract pedestrians by reducing the barrier between interior space and exterior space. They animate the street, breathing life into the public realm. When seating and landscaping are integrated with a shopfront's façade, they extend the activities from within the building to the outside, making the street more inviting and alive.

Trees and plantings are important in creating a successful streetscape. People are naturally attracted to tree-lined streets because of the protection and ambiance they offer, making them essential for a downtown street where walking, shopping, dining, and relaxing are desired and encouraged. Trees impact the pedestrian experience by providing protection from weather (wind, sun, rain, and snow), and the provision of cleaner air.

Salt and snow removal are hazards to tree growth and survival and should be a consideration in selecting the location and species of trees. Where possible, the use of local or Northern plant species should be selected.

The following guidelines are recommended for boulevard elements:

- Displays and spill-out activities, such as sidewalk cafés, should respect space for pedestrian movement.
- Boulevard elements should be integrated into the design of any new building to avoid the impression of an 'add-on'.
- Boulevard elements shall comply with all relevant building codes, By-laws, and standards.
- All work that is beyond the property line should be coordinated with the Town of Espanola, and any necessary permits should be obtained.
- The quality and character of boulevard elements should be consistent with that of the building to which they are associated.
- Introduction of a row of trees in the zone between the sidewalk and the street curb where the right-of-way allows is encouraged. Increased sidewalk widths, such as along Centre Street in the Downtown Core, provide better tree planting conditions, which promote better canopy growth.
- Trees species along corridors should be appropriate for Northeastern Ontario and could include a mixture of White Spruce and White Birch, for example, which are indigenous to the region and are robust by nature. The Tree Atlas prepared by the Ministry of Natural Resources (MNR) may be consulted for other examples of native trees. Property owners should be encouraged to plant a tree at the street edge of their property to help "green" the Town.
- Planter type and design should complement the quality and character of other street furnishings and optimize sidewalk space. Planters could incorporate a seat or perch for casual stops and informal conversations.
- Planting materials should be hardy perennial species, which are appropriate for the Northeastern Ontario climate. The Town of Espanola is located in plant hardiness zone 4a, and plants that are hardy to Zone 4 or lower should be selected.



#### 6.3.6 Public Art

The inclusion of public art within a Town is a strategy that helps boost local culture while at the same time, encourages visitors to stop and spend time within the community. Some towns have successfully incorporated public art within their downtowns and main streets including Huntsville, Ontario (Group of Seven murals); and Hope, B.C. (chainsaw carvings), for example. Large blank walls could easily become surfaces to permanently display public art. Fences, often an unsightly element in the urban character of a town, could be readily transformed into works of art.



The following guidelines are recommended for the display of public art:

- The Town, local businesses, and arts groups should look for funding opportunities through arts funding agencies and/or partnerships with neighboring art institutions such as the Art Gallery of Sudbury.
- Public art should be related to a single theme to provide consistency and a unifying theme throughout the Downtown Core and Highway 6 Corridor.
- Public art should tie into existing themes and local history. Themes could relate to the Spanish River, local historic photography, or paintings by Franklin Carmichael (a member of the Group of Seven who spent a lot of time in the area at his family cottage just South of Espanola).
- Public art projects should be combined with successful community events that already exist such as the Fibre Arts festival. For example, a series of wall murals made of knitting or textiles that form large scale reproductions of Franklin Carmichael paintings could contribute to an overall public art theme in the Town and be produced as part of the festival.
- Infrastructure should be put in place to protect public art (i.e. small overhangs, selection of materials, etc.)
- Lighting should be provided for public art pieces.
- Marketing materials could be produced that indicate the location and description of public art works throughout the Town.

#### **6.4** Façade Improvements – Signage

Signage has as much impact on the impression of the façade as the shopfront does and can usually be added to an existing façade without significant downtime for the business. Signage can be integrated into a façade, using the building material as a background to letters, or can be an applied as a "band" across the façade. In either case, signage should be carefully considered and designed such that the signage and building complement each other. Lighting should focus on signage and creating a sense of place.

The following guidelines are recommended for signage:

- Signage above the shopfront should occupy the entire width of the building that the business occupies.
- Text should be limited to a size that is proportionate to the size of the sign.
- Signage in the Downtown Core should be appropriate for pedestrians and vehicular traffic.
- Signage in the Highway 6 Corridor can cater to the travelling / vehicular public, but should not be garish or distracting.
- Backlit signage boxes are discouraged in the Downtown Core as their character is not suited to the area. This type of signage may be appropriate in the Highway 6 Corridor but should be contained within a single horizontal band.
- Services and products offered should be on a separate, lower order of signage below the brand or company signage, such as on windows or ground floor walls using smaller text sizes, for pedestrian viewing.
- Signage lighting in a Downtown Core should be installed on the façade above the shopfront signage to illuminate the signage. Where additional lighting is desired, it can be installed into the soffit of the overhang as a downlight.



#### 6.5 Accessibility Improvements

Accessibility in the context of buildings and streetscapes is defined as the ease with which all individuals, including those who are disabled, can safely access or move within buildings and the public realm.

All new development is reviewed for accessibility under the Ontario Building Code (OBC).

Many of the buildings along the Highway 6 Corridor were built during a time when their relationship to the street and accessibility was not a priority. As a result, the height of the ground floor in relationship to the current sidewalk varies from building to building, which poses a challenge for accessibility. This condition cannot be remedied with one solution for all cases and, therefore, should be dealt with on a case-by-case basis. The following are general principles for creating accessible buildings based on the severity of the case type.

#### Potential recommendations include:

- Where the distance between the ground floor and the sidewalk is one step or less, the difference in height could be accommodated in the form of a ramp within the building's entrance area, depending on the setback of the door from the sidewalk. In the case where the door is not set back, the entrance may be reconfigured to allow for a setback of the door.
- In the cases where the difference is two to three steps, a more complex modification to the storefront and entrance would be required, increasing the cost significantly. This condition may require a ramp that is parallel to the sidewalk in order to minimize the impact to the interior space, provided the storefront is wide enough.
- Where a building has a side or rear door, or has the potential to introduce a side or rear door, an owner may elect to provide a ramp on the side of their building from the door to the sidewalk.
- Where sidewalks or access to barrier free parking does not meet current OBC requirements, they should be reconstructed to meet current requirements where possible.
- Provisions for barrier free parking should be provided where possible.

#### 6.6 Parking Area and Landscaping Improvements

Recommended guidelines for parking area and landscaping improvements include:

- Parking area entrances and entrance widths should be kept to an operational minimum, with clearly defined entry and exit points.
- Where appropriate permeable materials may be used, but gravel should be prevented from migrating to adjacent properties, the sidewalk, and public right-of-way.
- Low-maintenance horticultural hedges of a low height could act as a screen to conceal parking and storage areas, while revealing signage and structures.
- Surface paving and path lighting should be considered to provide for user safety. Solar electric lighting could be considered to minimize installation costs.
- The quality and character of landscaping elements and parking area surface materials should be consistent with that of the building to which they are associated.
- Introduction of a row of trees and landscaping in between adjacent properties' parking areas is encouraged to break up a large paved area
- Trees species should be appropriate for Northeastern Ontario, and could include a mixture of White Spruce and White Birch, for example, which are indigenous to the region and are robust by nature. MNR's Tree Atlas may be consulted for other examples of native trees.
- Property owners should be encouraged to plant a tree at the street edge of their property to help "green" the Town.
- Landscaping type and design should complement the quality and character of other property. Planters could incorporate a seat or perch for casual stops and informal conversations.
- Planting materials should be hardy perennial species, which are appropriate for the Northeastern Ontario climate. The Town of Espanola is located in plant hardiness zone 4a, and plants that are hardy to Zone 4 or lower should be selected.

# POTENTIAL CIP INCENTIVES AND TOOLS

The following incentives and tools could be used to promote improvements in the Community Improvement Project Areas. The purpose, type, duration, eligibility criteria, and application requirements for each of the financial incentive programs are described in detail below.

#### **GENERAL PROGRAM REQUIREMENTS**

The general and program specific requirements contained in this CIP are not necessarily exhaustive and the Town reserves the right to include other requirements and conditions as necessary on a property specific basis. All of the financial incentive programs contained in this CIP are subject to the following general requirements, as well as the individual requirements specified under each program.

- a) The Town reserves the right to audit the cost of project feasibility studies, environmental studies, environmental remediation works, and/or rehabilitation works that have been approved under any of the financial incentive programs, at the expense of the applicant;
- b) The Town is not responsible for any costs incurred by an applicant in relation to any of the programs, including, without limitation, costs incurred in anticipation of a grant and/or tax assistance;
- c) If the applicant is in default of any of the general or program specific requirements, or any other requirements of the Town, the Town may delay, reduce or cancel the approved grant and/or tax assistance;
- d) The Town may discontinue any of the programs at any time, but applicants with approved grants and/or tax assistance will still receive said grant and/or tax assistance, subject to meeting the general and program specific requirements;
- e) All proposed works approved under the incentive programs and associated improvements to buildings and/or land shall conform to all Municipal By-laws, policies, procedures, standards, guidelines, including applicable Official Plan and Zoning requirements and approvals;
- f) The improvements made to buildings and/or land shall be made pursuant to a Building Permit and/or other required permits, and constructed in accordance with the Ontario Building Code and/or other municipal requirements. Outstanding work orders, and/or orders or requests to comply and/or charges from the Town (including tax arrears) must be satisfactorily addressed prior to grant and/or tax assistance payment;
- g) Outstanding charges from the Town (including tax arrears), work orders, and/or orders or requests to comply must be satisfactorily addressed prior to application processing and grant and/or tax assistance payment;
- h) Town staff, officials, and/or agents of the Town may inspect any property that is the subject of an application for any of the financial incentive programs offered by the Town; and,
- i) The total of all grants (excluding tax assistance) provided in respect of the particular lands and buildings of an applicant under the programs contained in this CIP shall not exceed 50% of the cost of rehabilitating said lands and buildings.
- j) In all cases, if the applicant is not the owner of the property, the applicant must provide written consent from the owner of the property to make the application and undertake the works.
- k) Proposed building and/or site improvements must comply with CIP design guidelines.
- In all cases, applicants shall enter into a maintenance agreement with the Town and shall undertake to keep the property and specifically those parts of the property subject to the CIP improvement project in good condition.
- m) Projects must be completed within one year of approval, but recipients may apply for a grant extension.

Council retains the right, in its sole and absolute discretion, to extend, revise, or alter this CIP beyond the five-year horizon, at any time during the five-year operational period of the Plan, subject to the objectives of Council and the satisfactory performance of the Plan in the opinion of Council.

The following programs are available to the Town during the initial five-year period of the CIP (2014-2018). However, Council will review its municipal budget on a yearly basis and decide on which programs are in effect on a yearly basis.

#### **Building and Site Improvement Programs**

- 1. Façade Improvement Grant Program
- Signage Improvement Grant Program
   Accessibility Improvement Grant Program
- 4. Parking Area and Landscaping Improvement Grant Program
- 5. Architectural / Engineering Design Grant Program

#### **Municipal Fee Reduction & Tax Increment Grant Programs**

- 6. Municipal Application / Permit Fees Rebate
- 7. Tax Increment Grant Program

The following table presents a summary of the recommended CIP programs:

Program	Grant Amount	
Façade Improvement Grant Program	Up to maximum of 50% of eligible costs up to a maximum grant of \$4,000	
Signage Improvement Grant Program	Up to a maximum of 50% of eligible costs up to a maximum grant of \$2,000	
Accessibility Improvement Grant Program	Up to a maximum of 50% of eligible costs up to a maximum grant of \$5,000	
Parking Area and Landscaping Improvement Grant Program	Up to a maximum of 50% of eligible costs up to a maximum grant of \$4,000	
Architectural / Engineering Design Grant Program	Up to a maximum of 50% of eligible costs up to a maximum grant of \$1,000	
Municipal Application/Permit Fees Rebate	Building Permit Fees: up to 50% reduction in building permit fees; up to a maximum of \$2,500  Signage Permit Fees, Demolition Permit Fees: up to 100% reduction in permit fees; up to a maximum of \$500 for each type of permit  Landfill Fees: up to 50% rebate of landfill fees; up to a maximum of \$500	
Tax Increment Grant Program	For properties within the Downtown Core or Highway 6 Corridor Project Areas:  • 100% rebate in year 1  • 80% rebate in year 2  • 60% rebate in year 3  • 40% rebate in year 4  • 20% rebate in year 5  For Multi-residential, seniors housing, or affordable housing projects on properties within the Residential Project Area:  • 100% rebate in years 1-3  • 50% rebate in years 4-6  • 25% rebate in years 7-9	
Total amount per Property	<b>\$5,000 per property</b> (excluding tax increment grant)	

## **7.1** Façade Improvement Grant Program

Purpose	To stimulate private investment in the existing commercial areas of the Community Improvement Project Areas and to promote the undertaking of building façade improvements in accordance with the CIP Design Guidelines.
Grant Amount &	Matching grant of up to a maximum of 50% of eligible costs up to a maximum grant of \$4,000, whichever is less, per property;
Disbursement	The Grant will be disbursed as follows:  100% on Final Completion
Eligible Costs	<ul> <li>Improvements to the Front or Corner Side Façades designed specifically to enhance the look and appearance of these elevations of the property including:</li> <li>Restoration of the brickwork or cladding, including exterior painting;</li> <li>Replacement or repair of cornices, eaves, parapets, windows, doors, and other significant architectural details;</li> <li>Repair, replacement, or addition of awnings, marquees, and canopies;</li> <li>Repair, replacement, or addition of exterior lighting;</li> <li>Street furniture related to the façade;</li> <li>Modifications to the entranceway; and</li> <li>Any other work as approved by the Town.</li> </ul>
Applicable Project Areas	<ul> <li>All businesses located within the following project areas:</li> <li>Downtown Core Project Area</li> <li>Highway 6 Corridor Project Area</li> </ul>
Additional Requirements	Minimum improvement costs: \$1,000  Applicants will submit design drawings, architectural/engineering plans, and a work plan indicating proposed improvements, and a cost estimate for the works.
	The grant will be paid based on the actual cost of the work, up to the amount approved in the application.
	All completed drawings/plans must comply with the description of the work plan as provided in the grant application form.

## **7.2** Signage Improvement Grant Program

Purpose	To promote the undertaking of signage improvements in accordance with the CIP Design Guidelines.
Grant Amount &	Matching grant of up to a maximum of 50% of eligible costs up to a maximum grant of \$2,000, whichever is less, per property;
Disbursement	The Grant will be disbursed as follows:  100% on Final Completion
Eligible Costs	Improvements to or placement of new building or free-standing signage including:      Graphic design of signage;     Sign materials and construction;     Sign lighting; and     Any other signage-related work as approved by the Town.
Applicable Project Areas	All businesses located within the following project areas:  Downtown Core Project Area  Highway 6 Corridor Project Area
Additional Requirements	May apply to multiple signs, up to the maximum allotted per property.  Applicants will submit design drawings indicating proposed signage improvements, and a cost estimate for the works.
	The grant will be paid based on the actual cost of the work, up to the amount approved in the application.

## 7.3 Accessibility Improvement Grant Program

Purpose	To promote the undertaking of building accessibility improvements in Community Improvement Project Areas in accordance with CIP design guidelines.
Grant Amount &	Matching grant of up to a maximum of 50% of eligible costs up to a maximum grant of \$5,000, whichever is less, per property;
Disbursement	The Grant will be disbursed as follows:  100% on Final Completion
Eligible Costs	<ul> <li>Provision of accessibility improvements, including:</li> <li>Installation of wheelchair ramps;</li> <li>Installation of automatic doors;</li> <li>Installation of other accessibility improvements external to the building; and</li> <li>Any other related work as approved by the Town.</li> </ul>
Applicable Project Areas	All businesses located within the  Downtown Core Project Area  Highway 6 Corridor Project Area
	Minimum improvement costs: \$2,000 (i.e. minimum grant of \$1,000)
Additional Paguiromenta	Applicants will submit design drawings, architectural/engineering plans, a work plan indicating proposed improvements, and a cost estimate for the works.
Additional Requirements	The grant will be paid based on the actual cost of the work, up to the amount approved in the application.
	All completed drawings/plans must comply with the description of the work plan as provided in the grant application form.



## 7.4 Parking Area and Landscaping Improvement Grant Program

Purpose	To promote a greener and more aesthetically pleasing streetscape by providing for landscaping and parking area improvements in accordance with CIP Design Guidelines.
Grant Amount & Disbursement	Matching grant of up to a maximum of 50% of eligible costs up to a maximum grant of \$4,000, whichever is less, per property;  The Grant will be disbursed as follows:  100% on Final Completion
Eligible Costs	Site improvement works/materials, including the following:  Resurfacing and line painting;  Street furniture for the parking area or landscaped areas;  Labour;  Professional fees;  Purchase and/or installation of landscaping materials (excluding annual planting materials); and  Any other related work as approved by the Town.
Applicable Project Areas	All businesses and multi-residential buildings located within the  Downtown Core Project Area  Highway 6 Corridor Project Area
Additional Requirements	Minimum improvement costs: \$1,000  Applicants will submit design drawings, landscaping/site plans, a work plan indicating proposed improvements, and a cost estimate for the works.  The grant will be paid based on the actual cost of the work, up to the amount approved in the application.  All completed drawings/plans must comply with the description of the work plan as provided in the grant application form.  The Town reserves the right to request additional plans or studies, such as lot grading plans, drainage plans, and stormwater management plans.

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## 7.5 Architectural / Engineering Design Grant Program

Purpose	To promote the undertaking of planning concepts, urban design drawings, and architectural plans, and/or engineering studies for site development and building façade improvements in preparation for site/building redevelopment and improvement in accordance with the CIP design guidelines.
Grant Amount & Disbursement	Matching grant of up to a maximum of 50% of eligible costs up to a maximum grant of \$1,000, whichever is less, per property.  The Grant will be disbursed as follows:  100% on Final Completion of the CIP project improvement.
Eligible Costs	<ul> <li>May include the following professional fees:</li> <li>Architectural services, engineering consulting services, and/or planning consulting services;</li> <li>Concept plans;</li> <li>Design drawings;</li> <li>Building façade plans;</li> <li>Any other related study as approved by the Town.</li> </ul>
Applicable Project Areas	All businesses located within the:      - Downtown Core Project Area     - Highway 6 Corridor Project Area
Additional Requirements	This grant will apply to a maximum of one study per property.  Applicants will submit a work plan for the study indicating proposed improvements and a cost estimate for the study from a qualified consultant.  The grant will be paid based on the actual cost of the study, up to the amount approved in the application.  All completed drawings/plans must comply with the description of the work plan as provided in the grant application form.  Since this grant is disbursed only upon completion of the related works, it may be used in combination with another CIP incentive program.

## 7.6 Municipal Application / Permit Fees Rebate

Purpose	To stimulate private investment in properties in the Community Improvement Project Areas by reducing applicable municipal fees related to a CIP improvement project which improves the façade, signage, accessibility, parking areas, or landscaping, or provides residential units.
	Building Permit Fees: up to 50% reduction in building permit fees; up to a maximum of \$2,500
	Signage Permit Fees: up to 100% reduction in sign permit fees; up to a maximum of \$500
Grant Amount & Disbursement	Demolition Permit Fees: up to 100% reduction in demolition permit fees; up to a maximum of \$500
	Landfill Fees: up to 50% rebate of landfill fees; up to a maximum of \$500
	The Grant will be disbursed as follows:  100% upon completion of the work.
Eligible Costs	Grant applies to:  Building permit fees for improvements related to a CIP improvement Signage permit fees Demolition permit fees for demolitions related to CIP improvements Landfill fees
	All businesses and multi-residential properties located within the:  • Downtown Core Project Area
Applicable Project Areas	Highway 6 Corridor Project Area
Applicable Floject Aleas	Multi-residential, seniors housing, or affordable housing projects on properties within the:  Residential Project Area.
Additional Requirements	None.

#### 7.7 Tax Increment Grant Program

#### Purpose

To stimulate private investment in the CIP Project Areas and to promote the undertaking of building improvements and development on vacant land in accordance with the CIP Design Guidelines.

The total amount of the grant provided will not exceed the value of the work that resulted in the reassessment.

This grant excludes the education portion of the tax bill. The Town is only able to rebate the municipal portion of the tax bill.

For commercial or vacant properties located within the:

- Downtown Core Project Area
- Highway 6 Corridor Project Area

The grant is provided over 5 years, where the tax increase is paid back to the applicant as follows:

- 100% rebate in year 1
- 80% rebate in year 2
- 60% rebate in year 3
- 40% rebate in year 4
- 20% rebate in year 5
- •

The owner is paying based on the full assessed amount in year 6.

## Grant Amount & Disbursement

For Multi-residential, seniors housing, or affordable housing projects on properties within the:

Residential Project Area

The grant provided over 9 years, where the tax increase is paid back to the applicant as follows:

- 100% rebate in years 1-3
- 50% rebate in years 4-6
- 25% rebate in years 7-9
- •

The owner is paying based on the full assessed amount in year 10

The Grant will be disbursed as follows:

 100% after payment of taxes, once the property has been reassessed by MPAC, following completion of the CIP project.

The Town will collect the full amount of property taxes owed for each of the years of the program's applicability and will issue the grant to the approved applicant after final tax bills for each year have been collected. If the tax bill is not paid in full, the Town will cancel all future grants and collect past grants made as part of this program.

The grant will not be provided based on a graduated reassessment by MPAC if done prior to completion of the project.

#### Eligible Costs

Any improvements to properties/buildings in the CIP project areas which meet the CIP goals, objectives, and design guidelines.

All commercial or vacant properties located within the:

- Downtown Core Project Area
- Highway 6 Corridor Project Area

#### Applicable Project Areas

Multi-residential, seniors housing, or affordable housing projects on properties within the:

• Residential Project Area.

Minimum increase in assessment: \$25,000, directly related to a building permit for CIP improvements.

The Tax Increment Grant may be received by a property owner and/or assignee in combination with any other incentive program offered by the CIP

Property owners and/or assignees will be required to submit a complete application to the Town describing, in detail, the improvements that are planned. The application must be submitted to the Town and approved prior to the improvements being made in order to be eligible for this program. The Town will review the application to ensure that the improvements are eligible. For the purpose of this program, eligible improvements are deemed to be improvements that will lead to an increase in the property's assessed value by improving the physical condition of the building and/or property in a manner that is consistent with the CIP's intent and design guidelines.

Projects are required to be in compliance with the Town's other By-laws and policies, including zoning and building regulations.

The subject property shall not be in a position of tax arrears or any other financial obligation towards the Town.

#### Additional Requirements

This program does not exempt property owners from an increase in municipal taxes due to a general tax rate increase or a change in assessment for any other reason after property has been improved, except by reason of an assessment appeal.

The grant will be forfeited and repaid to the Town if the owner makes the decision to demolish or alter the property in a manner that does not comply with the CIP Design Guidelines before the grant period elapses.

If the property is sold prior to completion of the project and receipt of the grant, subsequent owners may re-apply to the Town to be eligible to receive the grant.

If the property is sold after completion of the project, and while the tax increment grant is being received, the grant expires upon transfer of ownership. Subsequent owners are not eligible to continue receiving the grant for the tax increase associated with the project which has already been completed.

The grant amount will be established after the final inspection of the improvements in accordance with the Ontario Building Code, and the Municipal Property Assessment Corporation (MPAC) has established a new assessment value based on the building permit for the CIP project.



#### 8.1 Application Review Process

Applications for the CIP incentive programs will be processed as follows:

- 1. Pre-application consultation with the Town.
- 2. Completion of application forms and submissions of any supporting documentation.
- 3. Screening of applications by the Town to ensure compliance with minimum eligibility requirements and design guidelines outlined in the CIP.
- 4. Evaluation by the Town.
- 5. The Town may require the signing of an agreement for certain programs which outline terms and conditions.
- 6. Prior to release of funds, the Town will require proof of all costs submitted by the applicant.

Evaluation of applications will be coordinated by the Economic Development Officer (EDO) and Chief Building Official (CBO) with assistance by other members of Town Council and Staff. The EDO will manage the implementation of the CIP.

Applications that require annual funding under the following programs will be accepted, evaluated, and determined on a 'first-come first-served' basis:

- Façade Improvement Grant Program
- Signage Improvement Grant Program
- Accessibility Improvement Grant Program
- Parking Area and Landscaping Improvement Grant Program
- Architectural / Engineering Design Grant Program
- Municipal Application / Permit Fees Rebate

For the above programs, all funds allocated during a calendar year will be taken from the annual budget for the CIP during the year of approval for funding, even where funds are disbursed in the following calendar year. Projects must be completed within one year of approval, but recipients may apply for a grant extension. Application intake for budgeted programs will occur until annual budgets are exhausted. These programs will be "closed" until the following year's municipal budget is approved.

There is no annual cap on the following programs, and application intake will occur on an ongoing basis, however applications will still need to be reviewed and approved by the Town:

• Tax Increment Grant Program

Applications are encouraged for projects which are eligible for funding under more than one program, up to the maximum of \$5,000 per property (excluding the Tax Increment Grant).

Council reserves the right to limit access to funding from multiple programs if, in its determination, there is a degree of overlap of funding that is not an appropriate use of scarce resources or the value of individual project funding is deemed to unduly limit the availability of community improvement funding to other projects in the Town.

At all times, the principle of matched funding necessitates that Council will not fund more than 50% of eligible costs or stated maximums, whichever is less.

Council may extend, revise, or alter this CIP during or beyond the initial five-year horizon subject to funding, the objectives of Council, and the performance of the CIP.

#### **8.2** Administration and Financial Implications

This Community Improvement Plan will be administered by the Town of Espanola as part of the implementation of the Community Improvement Policies of the Town's Official Plan.

For a CIP to be successful, it requires support from the business community and support from the Municipality in the form of funding and implementation. It is recommended that the Town allocate \$35,000 - \$50,000 per year towards grant incentive programs during the initial years of the CIP. This represents potential assistance to seven (7) to ten (10) properties per year with a \$5,000 maximum funding amount per property. In addition, the Town will be expected to provide assistance via foregone revenues (municipal tax increases). This would result in a significant improvement to the appearance of Espanola's Downtown Core and Highway 6 Corridor, and is meant to encourage further investments in properties and buildings in the community. As the private and public sectors increase their investment in the community, with the assistance of the CIP, the overall benefits will be significant.

The recommended funding is based on the anticipated level of development interest in the Community Improvement Project Area, recognition of the likely limitations on capital funds available to the Town, and scale of funding of incentives programs in comparable communities. It is not possible to accurately predict the number and scale of applications in advance of implementing the Plan. The recommended funds are minimums that should be approved in order to meet the goals of the Plan over the five-year term. These funding levels can then be evaluated and adjusted in future years of the Plan.

Funding allocations contained in this Plan are subject to review and approval by Town Council. Financial incentives proposed in this CIP are based on a five year cycle, but are also subject to the Town's fiscal situation and will be determined on a yearly basis during Council's annual budget allocation.

## **MONITORING AND AMENDMENTS**

Town Staff will conduct periodic reviews of the CIP programs and activities relating to Community Improvement to determine their effectiveness and provide an update to Council. Council may amend this Plan as is necessary to ensure that the goals and objectives outlined in this Plan are achieved. Any increase in program financing permitted under Section 28 of the Planning Act will require an amendment to this Plan. An extension to any program for up to an additional five years and any decrease in program financing due to Municipal budgetary constraints in any given year will not require amendments to this Plan.

The CIP will be monitored by the Town by reviewing the following performance measures:

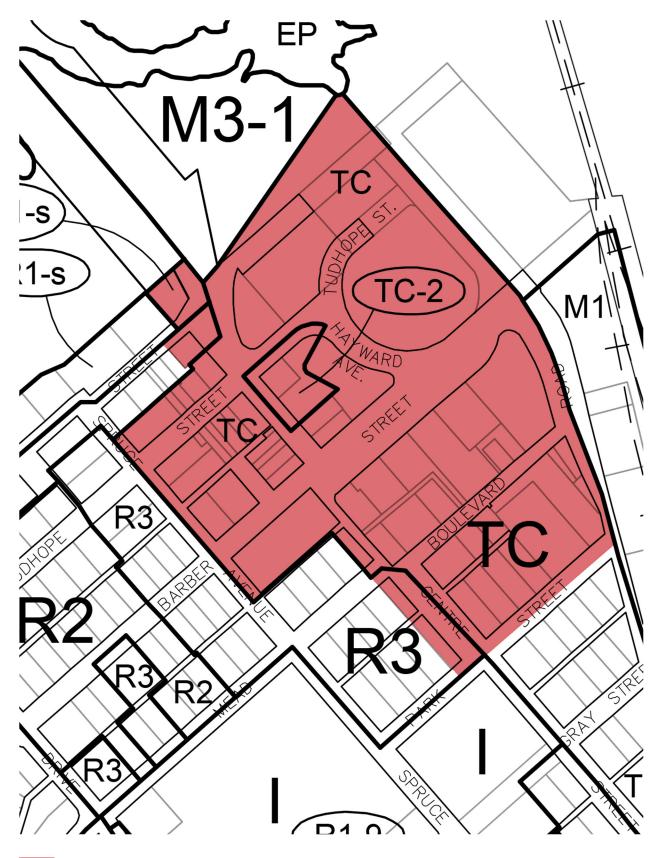
- total amount of funding committed annually
- uptake of each program (applications submitted, applications granted, amount of funding provided)
- total value of private sector investments related to CIP programs
- vacant lands in the Town
- property assessments
- applicant satisfaction with application process and other materials

Following the first year of the program, the Town should evaluate the effectiveness of the organizational and funding structure of the CIP process, the evaluation process, and the amount of staff resources and other resources to administer, monitor, and market the Plan.

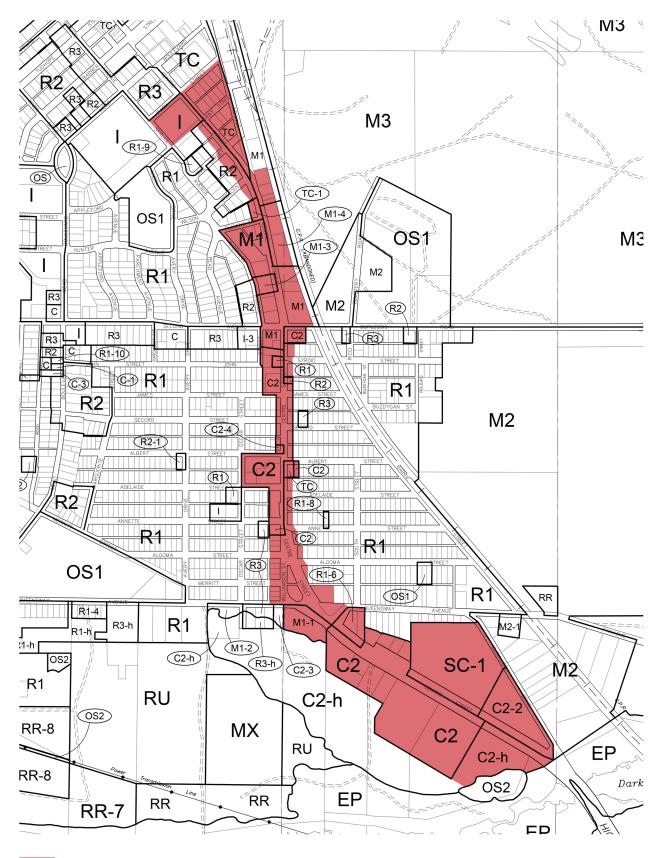
An amendment to the Community Improvement Plan requires a statutory public meeting with notice requirements in accordance with the Planning Act.



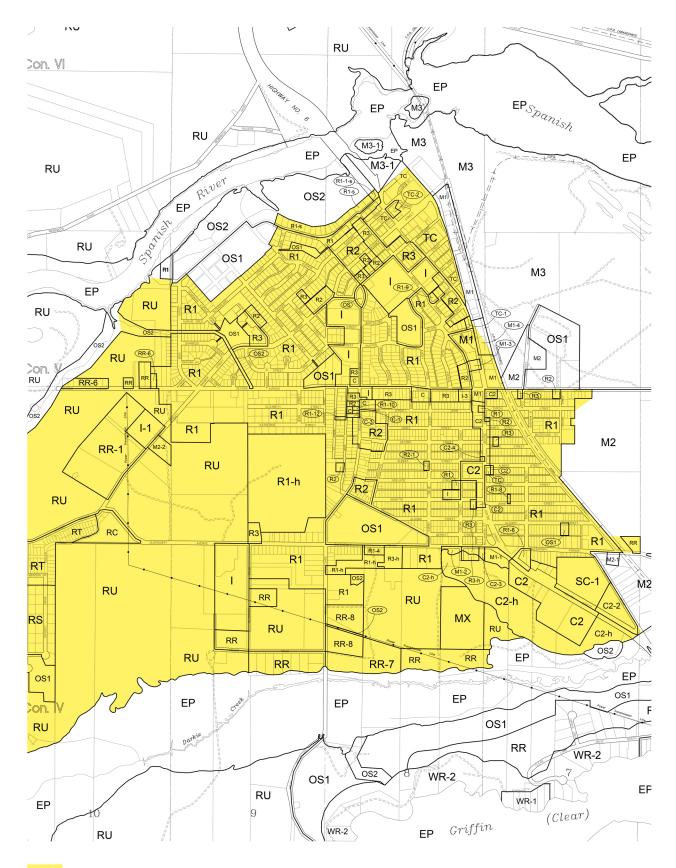
# Community Improvement Project Areas



Downtown Core Project Area



Highway 6 Corridor Project Area



Residential Project Area



#### TOWN OF ESPANOLA OFFICIAL PLAN - POLICY REVIEW

#### **Economic Development**

Section 2.5 of the Official Plan (OP) provides general guidance on economic development in the Town. Specifically related to the CIP, the OP indicates that the Town is pursuing key areas for economic development activities: residential marketing, retirement living, and business attraction. The CIP could provide incentives to assist in meeting these development goals.

### **Community Improvement**

The Community Improvement policies in Section 3.5 of the OP set out the rationale for preparing a CIP, criteria to be considered when designating a community improvement project area, priority areas for community improvement, and the range of actions that Council may undertake to implement CIPs. Section 3.5 states that:

"It is the Town's intention to encourage improvements to the quality of existing development, community facilities, and public services and to provide additional community facilities as circumstances and finances permit.

It is intended that the application of the Community Improvement Policies shall be directed towards the following objectives:

- a) Provide for the designation of "Community Improvement Project Areas" in areas of the Town that exhibit problems of instability, building deterioration, inadequate municipal services and facilities, or inappropriate arrangement of land uses.
- b) Promote the long term stability and viability of designated "Community Improvement Project Areas."
- c) Encourage the co-ordination of municipal expenditures and planning and development activity within designated "Community Improvement Project Areas."
- d) Encourage residential intensification opportunities, such as mixed use and infill developments, accessory apartments, and residential conversion of upper floors of commercial buildings.
- e) Stimulate private property maintenance and reinvestment activity.
- f) Facilitate the cleanup and redevelopment of brownfield properties.
- g) Enhance the visual quality of designated "Community Improvement Project Areas" through the recognition and protection of heritage buildings, and by enhancing streetscapes.
- h) Reduce the detrimental effects of incompatible land uses in designated "Community Improvement Project Areas."
- i) Upgrade physical services and social and recreational facilities in designated "Community Improvement Project Areas."
- j) Promote the improvement of energy efficiency standards for residential, commercial, industrial, public, recreational, institutional, religious, charitable or other uses within the designated "Community Improvement Project Areas."
- k) Support the creation of Affordable Housing by considering any municipally-owned, undeclared surplus land for Affordable Housing before any other use is considered.
- I) Support the implementation of measures that will assist in achieving sustainable development and sustainable living.
- m) Support the retention of heritage properties or areas.
- n) Fostering the improvement of businesses and public spaces to remove barriers which may restrict their accessibility.

The Town will maintain a municipal-wide "Community Improvement Project Area" designation of all lands within the corporate limits. The Town will identify and establish by by-law criteria for delineating community improvement plans, including a schedule of works for the maintenance, rehabilitation, repair and development of public and privately-owned facilities and lands."

# **Cultural Heritage**

Section 3.8 of the Town's OP enables the Town to designate properties to be of historic and/or architectural value or interest. The Town may establish a Municipal Heritage Committee (MHC) pursuant to Section 28 of the Ontario Heritage Act to advise and assist on matters related to Parts IV, V and VI of the Act. The retention, renewal and conservation of commercial built resources of historic and architectural merit will be encouraged if they are affected by an application for development or redevelopment.

#### **Land Use**

Those areas within the CIP's project study area are designated Residential and Commercial in the Town of Espanola's Official Plan.

The Residential designation is meant to encourage a range of dwelling types, and encourage infill residential development. Intensification projects in particular, through the conversion or expansion of commercial or residential uses to create new residential uses, for example, are addressed in the OP. The OP goes on to contemplate urban design principles for these projects in Section 4.1.1.3.g.iii that promote:

- 1. innovative and creative design standards;
- 2. complementing and/or enhancing significant natural features;
- 3. a diversity of styles, continuity, and harmony in architectural style with adjacent uses;
- 4. a similar relationship to the street as surrounding development;
- 5. regard for year-round sunlight conditions on adjacent properties and streets;
- definition of usable and secure open space areas to afford privacy to individual dwelling units; and
- 7. location and design of parking and driveways to facilitate maneuverability on site and between adjacent sites, and reduce traffic flow disruption to and from the property.

The Downtown and Highway Commercial designation applies to the Downtown Core and Highway 6 corridor areas, serving the traditional downtown core which is small-scale and accessible by both pedestrians and motorist, and Highway 6 which primarily serves the motoring public and relies upon automobile traffic. Section 4.1.2 indicates that:

"The Downtown and Highway Commercial area contains many of the Town's original buildings and some of the most architecturally important buildings in the Town. Support is given to establishing priorities for preservation and retention of buildings in this area through the provisions of Section 3.8. The policies on preservation are balanced against policies which promote growth and development in the Downtown Commercial area. The Town will support the blending of these two approaches to the Downtown by encouraging property owners to incorporate architecturally and/or historically important buildings and features into new development projects."

Renovations that are sensitive to heritage aspects can be enabled or assisted by the CIP.

Objectives of the Commercial policies, set out in Section 4.1.2 include:

- d) "encourage the enhancement of pedestrian-oriented shopping;
- e) facilitate vehicular and pedestrian movement into and within the area through improvements to the network of pedestrian facilities, roads and parking areas;
- f) encourage efficient traffic flows and the provision of adequate parking and pedestrian access and safety;
- g) support the development of services and facilities that will attract and support tourism;
- h) enhance the attractiveness and accessibility for residents, persons with disabilities, and visitors, with particular attention to attracting seniors and families with children;

- i) promote a high standard of design for buildings to be constructed in the strategic or prominent locations in the Downtown and Highway Commercial area and discourage development and design treatments that are considered detrimental to the functional success and visual quality of the area while allowing flexibility for individual design creativity and innovation;
- j) co-ordinate the planning and design of streetscape improvements, including the upgrading of building façades, signage, sidewalks, lighting, parking areas, and landscaping; and
- k) lighting poles and other surface utilities shall be carefully sited and advertising signs shall be in keeping with good design and highway safety practices in order to maintain the appearance and safety of the area."

Further, the Policies in Section 4.1.2 1. provide guidance for site development, and were referenced in the development of the design guidelines. These policies indicate that:

- Vehicular ingress and egress along Centre Street shall be limited with respect to the number, width, and location of driveways.
- A landscaped strip shall be provided at the frontage of any site to a public street with the exception of required entrances.
- Redevelopment projects will be encouraged to include pedestrian design features, such as the
  widening of sidewalks, the provision of landscaped areas accessible to pedestrians, and street
  benches.
- Consideration will be given to the upgrading of public streets to accommodate pedestrian traffic
  through measures such as the widening of sidewalks, the provision of weather protection,
  the use of accessibility design standards, and the development of at-grade, mid-block street
  crossings.
- Parkland dedication, which may be required of new commercial or residential development within the Downtown and Highway Commercial area, may be taken in the form of setbacks, parkettes, or public art that enhance pedestrian circulation or contribute to the visual amenity of the Downtown and Highway Commercial area.

#### **Roads and Transportation**

Policies related to streetscapes and site design are also found in the Roads section of the OP, which are relevant to the CIP as they encourage the use of streets and urban areas by pedestrians and cyclists, and provide design guidance on streetscapes and parking areas.

Section 6.2.4 provides that:

"one of the objectives of this Plan is to establish pedestrian-friendly environments... To encourage pedestrian travel, streetscapes should be safe, convenient and attractive for pedestrians. This may include providing sidewalks, locating commercial uses at street level, encouraging building design that provides shelter and providing appropriate lighting, street furniture and landscaping."

Section 6.2.5 provides that "This Plan shall encourage people to ride bicycles. Where Council considers it appropriate, new development or redevelopment will be expected to provide bike racks. When undertaking public works and where appropriate, the Town will include the provision of bike lanes and bike racks to address the needs of cyclists."

Section 6.3 of the OP notes that the Town may widen rights- of-way to accommodate:

- Sidewalks;
- wider right lanes to enable safe and proper side-by-side sharing of the road by cycles and motor vehicles;
- cycle facilities;
- utility services; and
- landscaped boulevards.

Section 6.4 of the OP indicates that the design of parking facilities should encourage the efficient and safe functioning of the transportation system. The following policies in section 6.4 are relevant to the design of parking areas for the CIP:

- b) "where possible, parking facilities shall be sited on a property such that large expanses fronting on public streets are avoided;
- c) parking for persons with disabilities is provided within oversized parking stalls with ramped sidewalks nearby and is well located in respect to convenience for the user, proximity to the building access points or public sidewalks and is protected, where possible, from adverse climatic elements;
- d) illumination of all areas to increase the safe, secure use of parking facilities
- h) pedestrian circulation routes through parking areas shall respect natural pedestrian travel routes, minimize hazards and inconvenience and maximize pedestrian security;
- i) the design and layout of parking areas shall ensure the safe and efficient operation of the facility; and
- j) parking facilities shall be designed, located and operated in such a manner that maximizes the security of motor vehicles and cycles from theft and vandalism and their users from assault or personal injury. In the case of cycle parking, the design and operation shall minimize the risk of physical damage to the cycle from the parking facilities or from other cycles sharing the facility."



# **COMMUNITY CONSULTATION**

# **Local Entrepreneurs Workshops (Commercial Areas & Incentives)**

Two workshops to discuss commercial incentives were held on January 22, 2014, with approximately 45 residents/business owners in attendance in total.

Twelve questionnaires were completed and returned, providing the following information:

	Consider Using Program		Level of Importance			
	Yes	No	Very	Somewhat	Not At All	Comments
Façade Improvement Grant Program	9		6	2		\$2,500; \$1,000-2,000; 25%
Signage Improvement Grant Program	9		7	2		\$1,000; 50% up to \$1,000; 33%
Accessibility Improvement Grant Program	4	5	5	2	2	50% up to \$5,000; 25%
Parking/Landscaping Improvement Grant Program	5	3	7	1		\$1,000; 30%
Municipal Permit/Planning Fees Rebate	7	1	7	1	1	100% rebate
Tax Increment Grant Program	6	1	5	3		\$500; 5 years = 100%, 80%, 60%, 40% etc
Decommissioning Rebate	4	3	4	2	1	100% rebate

In addition there were written comments submitted and there was discussion on a variety of commercial development topics and the proposed CIP incentive programs, summarized below (responses to some questions are noted in italics):

#### **General Comments**

#### Administration of CIP

- The Town should meet with businesses after approval to describe in more detail the specific community plan and what is expected over the next 10 years.
- What about businesses that have already made improvements ahead of the CIP being completed/approved? The CIP programs will not be retroactive. One is only able to take advantage of the programs after the plan has been adopted and funds have been allocated. CIP incentives only apply to projects on a go-forward basis. Completion of a project through one's own means does not prohibit additional works or projects on the same property with the assistance of the CIP programs.
- Will the CIP allow for combinations of grant programs? Potentially the details of the CIP's incentives are to be determined, and comments are being solicited through the workshops and PAC. In all likelihood programs will be able to be combined.
- How will applications be evaluated? Will they be weighted? These details are to be determined.
   However, it is thought that all applications which meet basic criteria will be treated equally, on
   a first-come, first-serve basis until annual funding is exhausted.
- What about businesses that are outside of the project areas? Would like to see the project
  areas expanded to include 2nd Avenue. The proposed project areas are those that will have
  the most visual impact as they are the main commercial areas/corridors of the Town. If the
  Town would like to expand project areas in future years, they may do so by amending the CIP.

# General Building Comments

- There is a fear to start renovation projects with older buildings, as one change may lead to another (snowball effect).
- Businesses would be more inclined to fix up their properties if there was a tenant that would pay a proper rent.
- Need to give incentives to properties which are most in need of improvements.
- What if I improve my building, but other buildings around it are still not improved? Is there a way to make others improve their buildings? The Town can cite properties for non-compliance with the property standards by-law. However, the Town cannot force property owners to make additional improvements beyond complying with applicable by-laws. It is thought that if neighbouring businesses make improvements that businesses which are in need of improvements may be more inclined to do so, 1) so as not to be left out, or be the worst building on the street; and 2) since there may be incentives available to assist monetarily.
- Having a program in place would encourage me to use it. As a business, we outline annual
  improvements in our budgets these exterior improvements are being chosen in an attempt
  to beautify our exterior, landscaping, etc. and to tie in with the existing downtown décor.
  Beautifying our downtown core will encourage more residents and tourists to fully utilize the
  businesses.
- I would like to commend the Town for trying to address this issue. My commercial property has recently been rebuilt so there is no need to apply for any of this money.
- Making buildings look better has been discussed with the Chamber many times. I am sure commercial property owners would put some money into fixing up their buildings if there was a reasonable chance of attracting a decent tenant.

#### CIP Budget

- How is this being budgeted for? The CIP programs will come out of the Town's municipal budget, and the amount of funding (if any) for incentive programs may change on an annual basis depending on the municipal budget situation.
- It seems like the Town is taking from one group (taxpayers) to give to another (businesses).
- All residents of Espanola stand to benefit from an improved Downtown Core and Highway 6
  Corridor.

# Other Topics of Interest

- Local food security could be addressed in the CIP through zoning policies and tax incentives
  to encourage market gardening, food production on vacation land or rooftops; permission
  to sell local food on site from front gardens; allowances for local food trucks/development of
  vibrant outdoor social spaces for people to gather for food or entertainment; food bonds, small
  loans or incentive grants for local food enterprises and initiatives including food incubators,
  food clusters, shared use food facilities and food networks to promote access and distribution.
- I am not a business owner, so the CIP has no direct impact. But it seems that these improvements must be done in conjunction with municipal improvements, e.g. leveraging cycle tourism requires an overall approach for signs, lanes, bicycle racks, and promotion. Another area for program option may be support businesses in support of a strategic objective like "cycle tourism" that the municipality is working on.
- It seems to me that the CIP is being positioned as a program for and by private business owners incented by Town dollars. A recommendation that could be made by the PAC group is to say this program would be best implemented (i.e. most successful) if it was undertaken in conjunction with a municipal improvement program, towards things like: cycle tourism (maps, signage, lanes, promotion); complete streets (focus on pedestrians, cyclists, staying and living downtown). LAMBAC could help (?) fund this.

#### Façades

- Public art could include murals on empty walls like the Group of Seven murals that are located throughout downtown Huntsville, Ontario, for example. However, for this type of project to be successful, the Town would need to have artistic standards and rules. These projects also require maintenance and care.
- Will the CIP specify materials? The CIP will have a set of design guidelines. It may recommended preferred materials.
- Awnings do not last.
- I have a building in the downtown core and am considering façade improvements.
- Murals in the downtown could identify the Town's history, and serve to clean up the downtown.
- Would love to see an "art" related component murals, etc. community art project. What about the bridge as part of the art project?
- Could apply to restoration of brickwork, replacement of windows, signage, exterior lighting, with a % rebate.
- Include doors, windows, cladding, lighting, canopies.
- In Northern Ontario sometimes there are more overhead costs.
- Engineering and Architect fees can be very prohibitive, perhaps reimbursement of part or all of these fees can be included as an incentive. or if there were multiple projects, would there be a way to coordinate a joint review by an architect (thereby saving on some of the cost)? This is a great idea, however this is outside of the Town's role as part of the CIP, this could be achieved as a Chamber network or initiative of a group of business owners taking the lead.
- Some are afraid to make changes because of the stringent requirements of the Building Code.
- An idea was proposed that the Town tender out electrical work so there is one Electrician that property/business owners go to and they would have a set, pre-negotiated rate. This is a great idea, however this is outside of the Town's role as part of the CIP, this could be achieved as a Chamber network or initiative of a group of business owners taking the lead.
- It would be helpful to know costs upfront and ahead of time.

# Signage

- Most felt the Signage Improvement Program as a separate incentive is a good idea.
- Considering the potential lower cost for a signage improvement, an incentive might push some businesses to replace their sign.
- Is there a way to do a group tender? Such that a number of businesses could improve their signage, at a fixed rate with a designer/contractor (potentially benefitting from a reduced individual rate). This is a good idea, and could be pursued at the business/ Chamber level. The Town does not have the resources to administer such a project as part of the CIP.
- If a sign has already been replaced, the incentive could apply to signage lighting.
- Could apply to design support, with a % rebate.
- Start with signs.
- Lighting for signage.

### Accessibility

- Accessibility improvements to an entrance may trigger substantial interior improvements (with significant costs) as well.
- Will the CIP address going from private property to the Town's infrastructure (i.e. sidewalks) with respect to accessibility? The CIP can address public sector improvements. However, the Town is not planning on any major road reconstructions during the duration of the CIP, so these have not been examined in detail.
- Improvements may trigger the need for accessible washrooms.
- We are a small home-based business with no intention of becoming accessible.
- Considering installation of an automatic door some portion of a grant would be helpful.

# Parking Areas / Landscaping

- Would like to see "complete streets" idea implemented i.e. with pedestrian, cycling, and vehicular infrastructure. Street furniture, trees, water fountains all entice people to stop and stay in a more beautiful downtown core. Note that LAMBAC may be able to provide funding for cycling infrastructure (i.e. bike racks, etc) as well.
- Increase corner curbs and create mini plazas, green spaces with street furniture, cycling racks, green water catch belt, and re-greening of spaces not used.
- Parking improvements have been recently completed would be interested in cycle racks.
- Consider partnering with Canadian Tire for landscaping projects.
- I may think about applying to inquire about helping me repave the parking lot.

# Tax Increment

• Would this apply to building on vacant lots or demolition? The Town is considering this incentive to apply to both types of projects, given a minimum threshold of an increase in assessment is met.

# Municipal Fees

- Reimbursement for signage fees seems attractive.
- The sign permit fee is definitely perceived as an annoyance, despite the small fee amount.
- The Town should come to businesses and ask what can the Town do for you?
- Would like to see more assistance from the Town, potentially by hiring an architect for review.
   The Town may not need to cover the fees, but often it is simply the perception of assistance which is also appreciated.
- Would like to see total waiving of fees.
- Building permit/planning application fee rebates are a good incentive.

# Residential Projects Workshop

The workshop focussed on residential development was held on February 4, 2014 with three property owners in attendance. The following was noted:

- There are very large upfront costs to multiple residential development, at this point the Town may be unable to offer large enough incentives for the creation of residential units (costs to build are approximately \$150,000/unit if Town is only providing a grant for \$2,000/unit this is not attractive enough to incentivize development).
- Would prefer if municipal fees were rebated up front.
- The tax increment grant is appealing, over a longer period of time (potentially 10 years, with larger rebate potentially 100% for first few years). Over the first 10 years of a residential development there is often no profit to the landowner, so this type of incentive may assist.
- Using the Town's money for loans might not be the best use of limited resources, and could have significant administrative requirements.
- Would CIP incentive budgets be separate or grouped together for residential / commercial programs? This is to be determined based on the CIP incentive programs proposed.

