

# HEART'S CONTENT

## INTERPRETIVE FRAMEWORK & LANDSCAPE DEVELOPMENT PLAN



**Final Report**  
June 2021

**MILLS &  
WRIGHT**  
LANDSCAPE ARCHITECTURE



## Acknowledgments

This project was led by the Heart's Content Community Development Corporation with generous financial support from its partners: Atlantic Canada Opportunities Agency & Government of Newfoundland and Labrador.



Atlantic Canada  
Opportunities  
Agency

Agence de  
promotion économique  
du Canada atlantique

With special thanks to the residents who participated in the public engagement activities to share their vision for Heart's Content, and the following individuals:

### Heart's Content Community Development Corporation

Ted Rowe	Chair
Dave Lough	Vice Chair
Eileen Matthews	Treasurer
Tim Anderson	Secretary

### Town of Heart's Content

Mayor Fred Cumby  
Councillor Mike Middelkoop

### Heritage Foundation of Newfoundland and Labrador

Jerry Dick Executive Director

### Provincial Historic Sites

Gerry Osmond Director of Arts and Heritage  
Scott Andrews Manager of Provincial Historic Sites

### Mizzen Heritage Society

Ed Arnott President  
John Warren Member

### Consulting Team

Matthew Mills Project Lead & Landscape Architect  
Rachael Fitkowski Landscape Architect  
Jane Severs Interpretive Planner  
Emma Lang Folklorist and Interpretive Planner  
Mark Whalen Architect  
Ian Higenell Architect

# Table of Contents

<b>Executive Summary</b>	4
<b>Introduction</b>	8
<b>Section One: Engagement</b>	10
<b>Section Two: Guiding Principles</b>	12
<b>Section Three: Interpretation</b>	16
Interpretive Framework	20
Interpretive Content Matrix	23
Interpretive Development Approach	28
Visitor Experience Recommendations	32
<b>Section Four: Landscape Development Areas</b>	42
The Registered Heritage District	44
Mizzen Centre	68
Town Land near Cable Park	70
Hopkins Landing	74
Heart's Content Cable Station	78
Potential Future RV Park	80
<b>Section Five: Protecting Heart's Content's Assets</b>	82
<b>Section Six: Implementation</b>	88
Interpretive Framework Implementation	88
Landscape Development Implementation	96
Project Roles and Partners	98

## List of Appendices:

Appendix A: Heart's Content's Heritage Regulations

Appendix B: Asphalt Art Guide

Appendix C: Mizzen Heritage Society Museum Building Assessment Report

## Executive Summary

The Heart's Content Cable Station, along with the eastern terminus of the Transatlantic Cable in Ireland, are being considered for designation as a UNESCO World Heritage Site. To support the designation process, and to ensure a cohesive, sustainable, and well-planned vision for future development of Heart's Content heritage assets, the Heart's Content Community Development Corporation (HCCDC) was formed in 2020. In December of 2020, the HCCDC released a request for proposals and retained Mills & Wright Landscape Architecture, Jane Severs Interpretive Planning, and Higenell Whalen Architecture to assist in crafting this vision.

The Heart's Content Interpretive Framework and Landscape Development Plan outlines a number of recommendations to help achieve three key guiding principles:

- 1. Be Authentic**
- 2. Enhance the Overall Experience**
- 3. Prioritize Sustainability**

The Plan is broken down into two sub-categories; the Interpretive Framework and the Landscape Development.

## Interpretive Framework

In consultation with the client team and community stakeholders, the following requirements were identified for all proposed interpretive programs, products and infrastructure:

- » Will preserve and present the community's unique history and heritage (i.e. Heart's Content is NOT a typical outport town).
- » Be sustainable over the long-term by:
  - » Providing opportunities for revenue generation
  - » Leveraging resources through strategic partnerships
  - » Minimizing operations and maintenance costs, with a particular focus on staffing
- » Increase the capacity of the Heart's Content Community Development Corporation and the Mizzen Heritage Society by:
  - » Generating community capital e.g. volunteers, champions, advocates, and donors
  - » Generating social and economic impact

## Content Recommendations

- » Utilize Parks Canada's current Framework for History and Commemoration. Specifically, develop an interpretive framework that is dialogic, rather than didactic.
- » The history and heritage of Heart's Content is filled with examples of community building - of residents coming together and becoming a part of a collective action, or shared experience - and of the creation or maintenance of divisions - places, practices and/or beliefs that divided residents and kept them apart. It is recommended that the client team and its partners, harness the community's unique history to explore questions about identity, belonging, diversity, equity and inclusion. What does it mean to be connected to a place? What does it mean to be separate? How do people, places and/or practices transition from excluded to included, marginalized to accepted, foreign to familiar, stranger to neighbour?
- » Whenever possible, interpretive products and programs will draw from personal experiences and present the perspective of specific, identifiable individuals (either historical or contemporary). The goal is to depict the community's history from multiple, perhaps even conflicting perspectives.

## Visitor Experience Recommendations:

Visitor experiences consist of interpretive programs, products and associated infrastructure.

- » **Self-Guided Walking Tour for Mobile Devices:** a smartphone/tablet based tour that leads visitors through a curated set of locations in the Registered Heritage District (RHD).
- » **Geranium Festival Special Event:** annual, community-wide special event recognizing the community's historic connection with geraniums.
- » **Mizzen Welcome Centre:** convert the Mizzen Museum into a community welcome centre that combines visitor services, retail, and amenities with heritage-based visitor experience.
- » **Ambassadors Program for Volunteers:** A rewards-based incentive program to incentive community volunteerism. Think Air Miles for volunteers.
- » **Partnered Special Events:** one-off special events facilitated by the community but organized and offered by external partners.
- » **Communications:** develop branding, create a website, and establish social media accounts to help promote Heart's Content.

## Landscape Development

Four locations were chosen as priority landscape development areas. These are spaces within Heart's Content that pose the greatest opportunity to align with the project's guiding principles. That is not to say that improvements or enhancement opportunities do not exist at other sites, but rather that these represent the sites with the greatest untapped potential.

The Registered Heritage District (RHD) encompasses the three other sites, along with other destinations like the Regional Arts Centre and the Cable Station. The Mizzen Centre, Town Land near Cable Park, and Hopkins Landing all have great potential to become their own destinations, offering different views and functions.

### Landscape Development Recommendations:

#### The Registered Heritage District

- » Utilize **unifying elements** when designing the public realm. These elements should be thoughtful and prescribed, as they create a welcoming and attractive environment in which people will want to spend their time. These elements include furniture, lighting, landscaping, and fencing.
- » **Circulation:** encourage safe and functional circulation systems that cater to pedestrians and vehicles.
- » **Pedestrian Safety:** create a safe walking zone on Main Road, and upgrade the laneways throughout the RHD. Add crosswalks and speed bumps to Main Road.
- » **Traffic Adjustments:** transition some internal roads in the RHD to one-way in order to remedy blind turns.
- » **Parking:** add additional small parking areas throughout the RHD so that visitors have options for parking throughout the area.
- » **Shared Streets:** adopt a shared street program for the RHD that uses painted asphalt to calm traffic and provide an opportunity for public art, wayfinding, and visual interest.
- » All future development within the RHD should comply with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and the *Operational Guidelines for the Implementation of the World Heritage Convention* to protect the district's character-defining elements, and potential UNESCO status.

## **Mizzen Centre**

- » Upgrade the outdoor space to provide opportunities for relaxation and outdoor programming.
- » Maintain the parking lot, add patio spaces, planting beds, and an accessible entrance to the building.

## **Town Land near Cable Park**

- » Improve the function of the space, and create opportunities for relaxation and interpretation.
- » Address shoreline erosion, add patio spaces and a lookout, and connect to Cable Park.

## **Hopkins Landing**

- » **Phase One:** create a welcoming green space where visitors can stop, stretch their legs, enjoy the view, and orient themselves before exploring the rest of the community.
- » **Phase Two:** accommodate the addition of a future marina by providing walkway connections, a washroom building, and a trailer parking area.

## **Protect Heart's Content's Assets**

- » Encourage residents and businesses to assist in overall beautification of the town through incentive programs and community initiatives.
- » Develop and adopt a Municipal Plan for the Town of Heart's Content that will help protect heritage assets well into the future.
- » Encourage the use of the Heritage Foundation's Grant Program for Municipally-Designated Recognized Heritage Structures Within a Registered Heritage District.

## **Foster Partnerships**

- » Encourage collaboration between the HCCDC, Non-Governmental and Local Organizations, the Government of NL, and the Federal Government.

## Introduction

The Town of Heart's Content, located on the east side of Trinity Bay, has had a rich and varied history. Like many outport communities in Newfoundland, the fishery has played an important role. It was the primary reason for the community's settlement in the 1600s when, according to Rowe (2011): "a tall-masted, square-rigged fishing ship" first found its way into Heart's Content harbour from England. The fishery would continue for hundreds of years, although it would face periods of uncertainty not unlike any other resource-based commodity, due in part to British settlement policies, various conflicts, and fluctuating demand, among others. Ultimately, however, the fishery would endure. The 1730s and 40s saw an increase in demand and more European settlers moving in to capitalize on the opportunity. Eventually, however, these settlers and the migratory ship fishery withdrew in the early 1800s, leading to an increase in demand in the European market and, subsequently, in the number of Newfoundland-based fishing businesses that would establish to meet that need. This brought tremendous growth to the province. In the 1860s, the Society of United Fishermen was established in Heart's Content and SUF Lodge No. 1 was built, a registered heritage structure and excellent example of vernacular architecture that remains a prominent part of the community. Today, the fishery remains an important industry for the town with the harbour being recognized as a Core fishing harbour (those critical to fishing and aquaculture industries) by the Federal Department of Fisheries and Oceans.

Perhaps one of the single biggest moments in the community's history occurred with the landing of the first successful Transatlantic Cable in 1866. This submarine connection between Europe and North America immediately established Heart's Content as an important hub for international communications. This brought significant attention to the small town and resulted in rapid growth and population increase. Heart's Content became the province's first company town, something previously unseen in outport communities, and new industries as well as social and cultural norms began to emerge.

Today, these and other important milestones in the community's history form the foundation of the Town's heritage. Through the hard work and determination of the Town, the Heart's Content Community Development Corporation, Heritage NL, the Mizzen Heritage Society, and other partners, the community has preserved, protected, and proudly celebrated its many stories, traditions, and heritage elements of the landscape and built environment. This has led to several noteworthy accomplishments such as designations of the Cable Station as a Provincial Historic Site and of the Town's Registered Heritage District.

Building on these successes, the Cable Station, along with the eastern terminus of the Transatlantic Cable in Ireland, are being considered for designation as a UNESCO World Heritage Site. To support the designation process, and to ensure a cohesive, sustainable, and well-planned vision for future development of the Town's heritage assets is in place, the Heart's Content Community Development Corporation (HCCDC) was formed in 2020. In December of 2020, the HCCDC released a request for proposals and retained Mills & Wright Landscape Architecture, Jane Severs Interpretive Planning, and Higenell Whalen Architecture to assist in crafting this vision.





*Aerial Image of Heart's Content (HCCDC)*

## Section One: Engagement

The community engagement phase is an important part of our project planning process. We do it up front, before any design work has been completed or project decisions have been made, to ensure that we have an understanding of the opportunities and challenges that exist, as well as the wants and needs of various stakeholders. In turn, this shapes the very direction of the project. The engagement phase for this project occurred from February to April 2021.

The project team spoke with a number of Key Informants, including:

- » The Town of Heart's Content
- » Heart's Content Community Development Corporation
- » Mizzen Heritage Society
- » Heritage Newfoundland and Labrador
- » Provincial Historic Sites
- » Parks Canada
- » Legendary Coasts

A public open house was also held virtually on Wednesday, March 31st to allow residents and members of the public to provide feedback. Forty-one people attended including full-time and seasonal residents as well as ex-pats.

The following page summarizes the themes that emerged during these consultations. It should be noted that this is not a summary of everything we heard, but rather key ideas that kept coming up time and again. This tells us that these are the most likely priorities among all stakeholder groups.



*Screenshot of the Virtual Engagement Session with the Mizzen Heritage Society*



Ensure that any development supports the UNESCO application



Encourage exploration throughout the community outside the RHD (+ improve wayfinding and interpretive signage)



Restore the trail leading to the top of Mizzen Hill



Showcase and improve interpretation for the historic cemeteries



Encourage exploration on foot within the Registered Heritage District (+ create safer pedestrian routes on Main Road + explore parking options)



Ensure that any development caters to both residents and tourists

*"a great place to live is a great place to visit"*



Maintain the natural beauty of the lighthouse + its landscape



Re-envision the Mizzen Heritage Museum as a visitor centre



Tell the stories of Heart's Content beyond the Cable Station



Develop the waterfront and former Hopkins property as a gateway to the Registered Heritage District (+ incorporate plans for a future marina)



Consider upgrading the D'Iberville Trail



Develop the Wye as a recreational hub for residents & visitors (+ explore the feasibility of a RV park in the area)



Explore the dynamics of livyer and newcomer relations and the role they have played in the evolution of Heart's Content



Upgrade the trail from Southern Cove to Lousy Rock

## Section Two: Guiding Principles

Guiding principles are a set of strategic statements that are intended to summarize and convey the direction, goals, and focus for the project. These are based upon items asked for in the initial RFP, the consulting team's background research on Heart's Content, and the feedback received during the engagement phase of the project. The guiding principles provide an agreed upon criteria which can be used to guide design decisions and measure project success.

### Guiding Principle 1 / Be Authentic

Genuine, true-to-place experiences create positive and lasting visitor impressions as well as foster a sense of community pride. The qualities that make Heart's Content unique are the foundation for these experiences; its people, culture, heritage, and landscape. These are the things that give Heart's Content its very essence and sense of place. This plan will build upon these qualities as the foundation of a truly unique and complete visitor experience that will create a memorable and lasting impression, set Heart's Content apart in the travel destination landscape, as well as contribute to enhancing the community and quality of life for residents.

#### How do we apply Guiding Principle 1? What does it mean for the project?

- » When determining which landscape spaces to focus on, the consulting team will prioritize spaces that provide the greatest opportunity to tell the stories of Heart's Content.
- » When completing the design of landscape spaces for this project, the team will aim to preserve and enhance the character-defining elements of the townscape (for example, waterfront views, built form, natural and cultural landscapes, etc.).
- » Design elements proposed will be context-sensitive and place appropriate (ie. avoid generic, placeless, cookie-cutter solutions).

## Guiding Principle 2 / Enhance the Overall Experience

It takes but a few conversations to understand that Heart's Content already has what it needs to succeed as a tourism destination. Livyers have a profound and proud sense of place; ex-pats long to return to the community they love; and visitors experience truly unique attractions such as the Cable Station, Lighthouse, and the Registered Heritage District. The recommendations of this plan will aim to elevate the cherished and already rich experience of Heart's Content by providing high-quality amenities and new programming opportunities that strengthen existing experiences, meet the expectations of contemporary travelers, fill gaps, and improve the quality of life for residents.

### How do we apply Guiding Principle 2? What does it mean for the project?

- » The consulting team will aim to create a landing zone (a clearly defined area for visitors to stop, get oriented, and plan their stay).
- » The team will create a series of signature spaces that act as attractions, places to linger, and can form a part of a self-guided community tour.
- » Through design, the team will look to improve connectivity between the landing zone and other destinations in the community, making it easy and intuitive to explore the community on foot.
- » The team will make suggestions that aim to improve pedestrian safety, comfort, and accessibility.
- » Provide amenities and programming that appeal to all ages and abilities.
- » Consider programming that encourages exploration (cemetery tour, visitor's map, audio tour, etc.) as well as other new programming that may fill a needed gap.

## Guiding Principle 3 / Prioritize Sustainability

Vision, creativity, and big ideas are an important part of the planning process, but to be successful in the long-term and to appeal to potential project partners, these ideas must be practical, implementable, and maintainable for the Town of Heart's Content, the Community Development Corporation, and the Mizzen Heritage Society well into the future.

### **How do we apply Guiding Principle 3? What does it mean for the project?**

- » Ensure we have a clear understanding of the cost implications for proposed recommendations.
- » Align the recommendations of this project with funder priorities to improve the chances for success.
- » Ensure recommendations are able to be implemented incrementally over time.
- » Ensure recommendations fall within the capacity of the Town, the Community Development Corporation, and the Mizzen Heritage Society (as well as other partners).
- » Use materials and elements that are durable and appropriate for the context and the climate.
- » Design spaces that can serve multiple functions to provide flexibility in use.
- » Design spaces that are able to be used year-round.



*Aerial Image of Heart's Content (HCCDC)*

## Section Three: Interpretation

### Mapping the Visitor Journey

The first step in our interpretive planning process is to assess the community's current visitor experience. This involves:

- » Mapping the visitor journey from beginning to end
- » Identifying visitor wants, needs and expectations at each phase of their visit
- » Identifying potential “pain points” for visitors and propose possible solutions

#### PHASE 1: PRE-TRIP

##### Visitor Questions:

- How do I learn about Heart's Content?
- What is there to see and do?
- How/Where can I access the information I need to plan my visit?

##### Assessment:

- No single, user-friendly online source of information about the community.
- Potential visitors must piece together information from multiple on-line locations e.g. Provincial Historic Sites and Mizzen Heritage Society webpages, Trip Advisor, the Town of Heart's Content Facebook page, and the Newfoundland Tourism website.

##### Pain Points

- Lack of single on-line source for visitor information

#### PHASE 2: EN ROUTE

##### Visitor Questions:

- Where is Heart's Content?
- Am I lost?

##### Assessment:

- Heart's Content is quite easy to find.
- Community is signed along Provincial Highways.
- Provincial Historic Sites has roads signs for the Heart's Content Cable Station which also help with wayfinding

##### Pain Points

- None



### PHASE 3: ARRIVAL

#### Visitor Questions:

- Am I here?
- Where should I park?
- What should I do first?
- Where can I pee?

#### Assessment:

- Welcome sign and community map currently mark the entrance to the community. However, it's located along a busy highway and there is no safe or convenient way for visitors to stop and view this information.
- Nothing that creates a sense of arrival, builds anticipation, or sets the tone for the visit ahead.

#### Pain Points

- Lack of sense of arrival
- No clear direction re. where and how to begin visit.

### PHASE 4: ON SITE

#### Visitor Questions:

- What is there to see and do?
- Is it worth my time/money?

#### Assessment:

- Although Heart's Content possesses incredible cultural and natural heritage resources, at first glance, there doesn't appear to be a whole lot for visitors to do.
- The Cable Station Provincial Historic Site is considered the "anchor attraction" for the area. In reality, it receives less than 6,000 visitors annually.
- The Mizzen Museum provides limited interpretation of the community's history. Like many community museums, its collection and exhibit has been pieced together over time. Objects are displayed with little to no contextual information, apart from simple identifying labels. Many of the organic materials on display show signs of damage from temperature and humidity fluctuations, likely due to the seasonal nature of the museum, and a lack of proper artifact storage and display. Overall, the museum does not inspire visitor confidence.
- A big positive, the museum does have public washrooms.
- Much of the built heritage in the Heart's Content Heritage District is not interpreted.
- The existing storyboards and signage are a hodgepodge of design.
- Limited opportunities for revenue generation.

**Pain Points**

- No personal welcome.
- No community orientation.
- Existing interpretation does not convey value for time/money.

**PHASE 5: DEPARTURE****Visitor Questions:**

- What should I do next?
- Where can I rest and refuel before I head home?

**Assessment:**

- Current lack of on-site information and orientation means visitors are left pretty much to their own devices when it comes to planning next steps. This is a missed opportunity in regards to directing visitor traffic to local businesses and extending visitors' stay on the Baccalieu Coastal Dr.

**Pain Point:**

- Missed opportunities to extend visitor length of stay and spend

**PHASE 6: POST TRIP****Visitor Questions:**

- How can I help spread the word about this amazing place?
- How can I support the community's ongoing efforts?

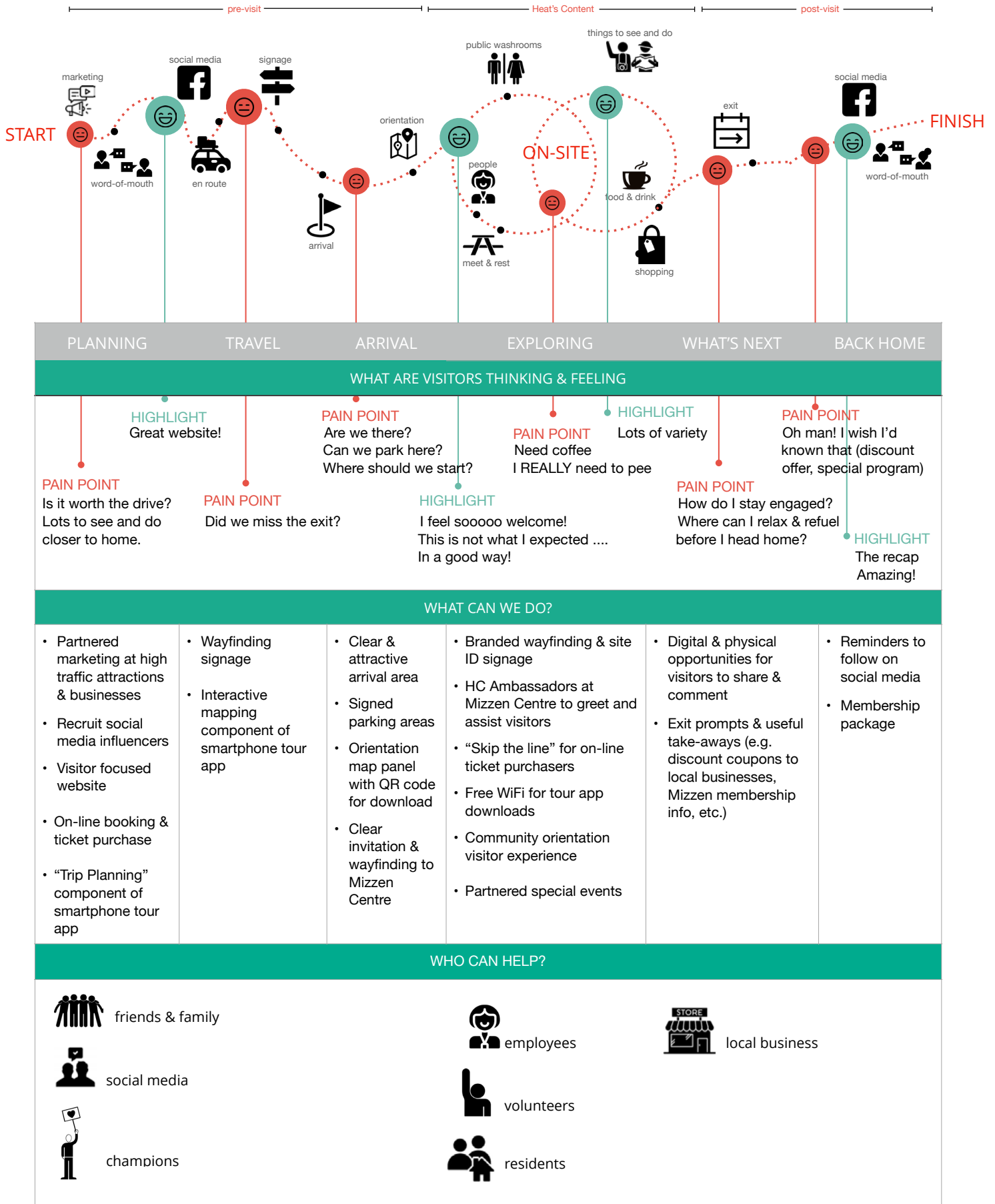
**Assessment:**

- Social media presence limited to Town's Facebook page
- Currently, no use of Instagram, Twitter or TiKTok
- Lack of social media presence means missed opportunities to engage visitors in conversations
- No way to convert visitor satisfaction to donations, volunteerism, advocacy, etc.

**Pain Points:**

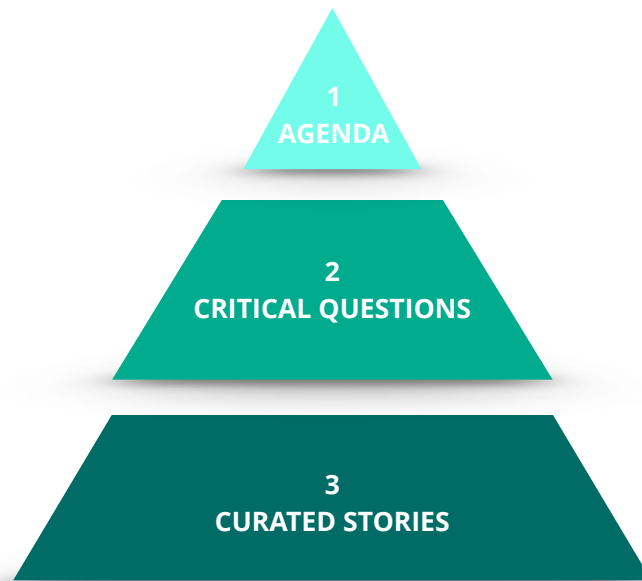
- No easy way to stay connected

# Heart's Content Visitor Experience Map



## Interpretive Framework

Heritage interpretation is more than a collection of interesting stories. It is selected stories, told from a specific perspective(s), that ask critical questions, in support of an overall agenda.



This approach is informed by Parks Canada's Framework for History and Commemoration (2019) which emphasizes:

- » Use of multiple voices/perspectives to encourage diverse readings of the past (polyvocality);
- » Making connections between the past and the present (relevance);
- » Expanding/sharing authority to define meaning;
- » Constantly evolving nature of historical interpretation (Constructivist theory of history);
- » Interpretation as a vehicle to encourage historical thinking/critical thinking;
- » Outlines an interpretive approach that is dialogic as opposed to didactic, and is focused on posing questions as opposed to providing answers. More specifically, dialogic questions are questions that:
  - » Are open ended, philosophical and challenging
  - » Encourage discussion
  - » Promote critical thinking and questioning of assumptions

## Interpretive Agenda

An interpretive agenda is an over-arching message, question or call to action. It articulates what we want visitors to ponder, feel and/or do as a result of their visit to Heart's Content. Simply put, an interpretive agenda answers the question "That's interesting, but does it matter?"

### (a)part

The history and heritage of Heart's Content is filled with examples of community building - of residents coming together and becoming a part of a collective action, or shared experience - and of the creation or maintenance of divisions - places, practices and/or beliefs that divided residents and kept them apart.

For most of its history, Heart's Content has been connected to the wider world - through its involvement in the global trade of fish and seal products, naval wars, and as the landing place of the first Transatlantic communications cable. But these connections have also been the source of cultural, social, and economic divisions within the community.

For centuries, the residents of Heart's Content have grappled with questions about identity, belonging, diversity, equity and inclusion. What does it mean to be connected to a place? What does it mean to be separate? How do people, places and/or practices transition from excluded to included, marginalized to accepted, foreign to familiar, stranger to neighbour?

The complex history of Heart's Content makes it a perfect place to:

- » Explore the universal themes of diversity, inclusion and belonging.
- » Create welcoming, safe spaces for the widest possible range of visitors.

## Stories

A story is a unit of knowledge. It consists of:

- » A person(s) + a situation(s)
- » A beginning, middle and end
- » A time and a place

Stories explore the dilemmas, desires and choices faced by a character, and provide insight and/or entertainment. D'Iberville's attack, the Landing of the first trans-Atlantic Cable, a meeting of the local branch of the SUF, the opening of the community's Chinese-owned laundry are all stories.

## Narrative

A narrative is an organizing structure. It determines how we select, group and order our stories. If each story is a pearl, then the narrative is the necklace. A clear narrative structure helps visitors to see patterns in the complex history and heritage of your community.

We've identified four "boxes" that help organize community stories connected to the (a)part agenda. Each of these boxes includes a series of critical questions.

- » **Built environment** - How has the design of our built environment brought people together? How has it created or accentuated division?
- » **Community events** - How have community events fostered a sense of belonging and identity? Have these events always been open to anyone?
- » **Social spaces** - How can we have community spaces brought people together and encouraged interaction? What impact does the presence of exclusive spaces have on a community?
- » **Natural world** - How has the natural world and our relationship to it, brought residents closer together? How has it kept them apart?


There is clearly some overlap between these "boxes". We've assigned stories to the category that is most dominant.

## Voice

Voice describes the perspective stories are told from. Traditionally, heritage interpretation has been presented using a detached, third-person omniscient voice which promotes a sense of objectivity. In contrast, we suggest that, whenever possible, interpretation developed for Heart's Content draw from personal experiences and present the perspective of specific, identifiable individuals. The goal is to depict the community's history from multiple, perhaps even conflicting perspectives.

# Interpretive Content Matrix

NOTE: This is not an exhaustive list of stories that can be told. These are the ones that jumped out at us and a framework of how they fit into the proposed interpretive agenda and theme.



Story	A Part	Apart	Partner(s)
<b>Built Environment</b>			
Cable Station	Locals eventually becoming employees	Social, cultural and economic differences and/or divisions between Cable Station employees and livyers.  Limited access to Cable Station Resources (e.g. library)	Provincial Historic Sites
Company Housing for Families		These houses were much more modern than most livyers' homes. Sites of work for local women who served as domestic labour; Along with the cable station itself they served as the most visible example of difference between those who worked at the cable station and those who didn't.	Other heritage groups preserving and presenting company built towns e.g. Port Union, Bell Island, Grand Falls, Churchill Falls, etc.
The Wye	Heart's Content Branch Line operated from 1915-1939. Improved connections between Heart's Content and the rest of the province	Economic impact and feelings of loss and separation when the branch line was closed.	Railway Coastal Museum, Railway enthusiasts

Story	A Part	Apart	Partner(s)
Road to Carbonear (or roads built in the 19th and early 20th century more broadly)	<p>Connection between life in Heart's Content with other communities on the peninsula and decisions being made in St. John's.</p> <p>The history of road construction in NL is a story that is not told anywhere but their building was hotly debated and their construction was a way to employ under-employed men. What factors lead to the improvement of the road to Carbonear in 1971? How does the shift toward using cars not boats to get around NL connect to other changes that have happened in the community.</p>	The struggles to have roads built, and maintained (the latter is still true today) shows how divisions between communities are not always by choice.	
Company Housing for Single Men	<p>Men who worked together, lived together; Men who lived in the houses were connected by work and by not being from Newfoundland.</p> <p>Many Newfoundland men also lived in all male environments for part of the year, on boats and in lumber camps. How were the two groups' experiences similar or different. How does the lives of these men relate to people who work away from home today? Including rotational workers.</p>	These houses were much more modern than the houses most local people lived in.; sites of work for local women who served as domestic labour; Along with the cable station itself they served as the most visible example of difference between those who worked at the cable station and those who didn't	For thinking about modern connections see On the Move: <a href="https://www.onthemovepartnership.ca/">https://www.onthemovepartnership.ca/</a>



Story	A Part	Apart	Partner(s)
Chinese Laundry	The existence of a Chinese-owned laundry in Heart's Content provides an opportunity to explore a topic rarely mentioned in NL heritage experiences - the presence and role of non-white population in outport NL. There has been a big uptick in research on the Chinese community in NL but much of the research hasn't yet been brought into the public eye. This means Heart's Content has a great opportunity to tell a story that's not being told in other places and highlight current research.		Chinese Association NL MUN Department of Folklore
<b>Community Events</b>			
Community Bands	There were several bands in town and they played at all kinds of events. The bands themselves and their performances were ways the community came together.	Originally, the bands were almost exclusively for people who weren't directly connected to the Cable Station and were a way the local community asserted itself as separate from Cable station employees.	Opportunity to work with NL music community or school music programs to create audio tracks that bring the bands to life.
Clubs & Societies	Community members coming together in friendly societies.  Why did these societies flourish during the 1930s - a time when the NL economy was so terrible? Did these organizations provide economic relief of some sort as well as diversion? While the stories of these organizations has been explored in many locations, the connection between them and the depression is a new area to investigate and could be very interesting.	Were there potential divisions between those who could and could not participate?	Current clubs and societies, either the same ones that were present in the community in the 1930s, or similar organizations that continue today.

Story	A Part	Apart	Partner(s)
Cricket Games	How can sport bring us together?	Cricket was primarily played by cable station employees and not by locals. It was a very visible example of how the two communities kept their social lives separate.  What stereotypes do we have around certain sports today?	Cricket NL
<b>Social Spaces</b>			
Ash House	Community members coming together to chat while dumping their ashes.  How was information shared before phones and the internet?	This is dirty work. Who does/ doesn't do the work? Why?  Great place to talk about the work of women and children.	
Water Pumps	Community members coming together to chat while getting water	Divisions in the community of who had to go to the water pumps versus those-- initially cable station employees--who had access to indoor water supplies. Also who in a house has the job to go get the water?	An opportunity to connect to current discussions around access to clean water as a basic human right.  Schools, youth groups, NL Water Resources Management Division, MUN faculty and students who work on water related issues.
Lakeview & CCCS Schools	Cable station families opting to send their children to the CCCS school after having previously established their own private school.	The establishment of Lakeview School as a private school for Cable Station families.  How have students in NL been separated (by religion, class, location etc.)?	
SUF Hall	A place where fishers came together for mutual aid.  Why was the SUF needed? Who does similar work today? History of change in how people who are in need are supported and safety at sea.	This was a local space where Cable Station employees did not spend time. It is as much a place of separation as one of coming together.	Current mutual aid and fisheries organizations

Story	A Part	Apart	Partner(s)
<b>Natural World</b>			
Trails	Locals coming together to pick berries, cut lumber; people walking between communities	Can connect to folklore around being "taken by the fairies"	MUN folklore students and the MUN Folklore and Language Archive
Waterfront	The ocean connects e.g. the waterfront as a gathering place when vessels came in; vessels being built for the global seal and fishery industries, site of d'Iberville's arrival; etc.	There is a history of waterfronts being a place where division of men and women's work is very clear. The story of the truck system is one of divisions between those who worked earning cash and those who only earned credit.	

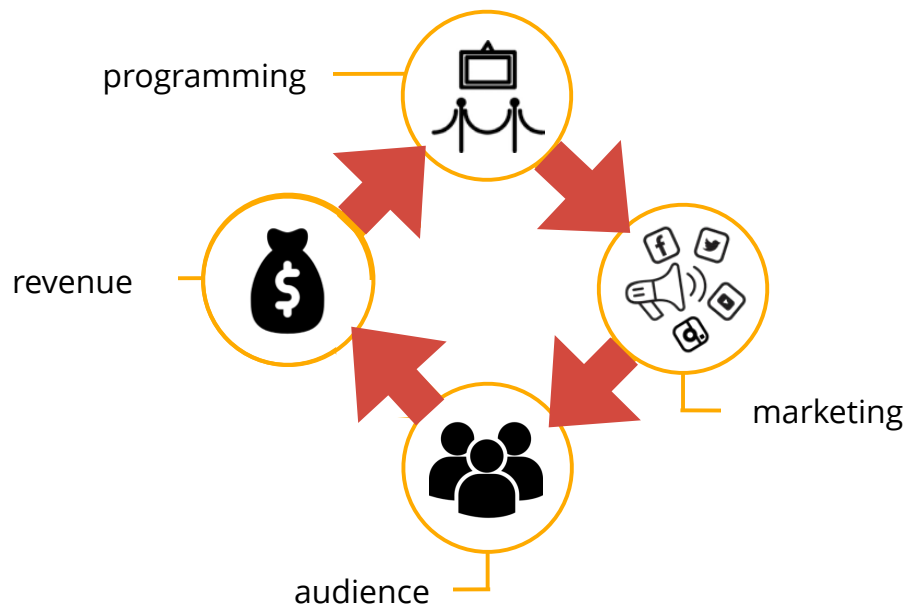
## Interpretive Development Approach

Visitor experiences consist of interpretive programs, products and associated infrastructure... which all have to be operated and maintained. Securing public and/or private investment for capital projects is relatively easy. Support for operational and maintenance costs? Not so much.

It is highly unlikely that earned revenue alone will cover all of your operating and maintenance costs, and enable you to reach the state of funding Nirvana known as “self sufficiency”. You will need your community’s support - volunteers, champions, advocates, partners, donors and sponsors. You will not succeed without them.

### Here’s Why

For many sector outsiders, the work of community-based cultural/tourism organizations appears to follow a fairly simple operating cycle:



In theory, with each successful completion of this cycle, organizations create greater revenues which are re-invested back into the work they do. They can hire more staff and improve facilities, which enables them to offer more, better programs and services, which attract even more visitors, who generate even more revenue, which can be re-invested back into the organization....

## But here's the rub

Community-based organizations, like Mizzen Heritage are businesses that create and provide products, experiences and services for visitors. These activities are the public face of the organization and yes, they do earn income. But community-based organizations are also part of civil society and, as such, undertake activities for the public good.

As a Registered Charity, Mizzen Heritage is required to devote the majority of its resources to activities that create public value, specifically the collection, preservation, and presentation of the history and culture of Heart's Content. These activities are the organization's primary, legal purpose. However, collection and preservation do not directly generate significant revenue. To complicate things further, community-based organizations in rural NL are often key players in rural development, PLUS they frequently fill roles that government and service organizations occupy in larger centres. Again, valuable functions, but not direct revenue generators. Which means, no matter how efficient and successful Mizzen Heritage's visitor products and services are, it is unlikely they will ever generate enough revenue to completely fund the organization's social responsibilities.

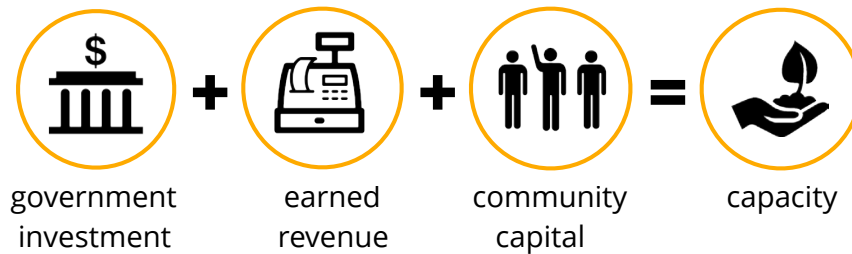
## The Silver Lining

Fulfilling social roles and responsibilities may not generate significant direct revenues, but it does generate something equally, if not more, important - community support. When communities value the work you do, they give back... big time!

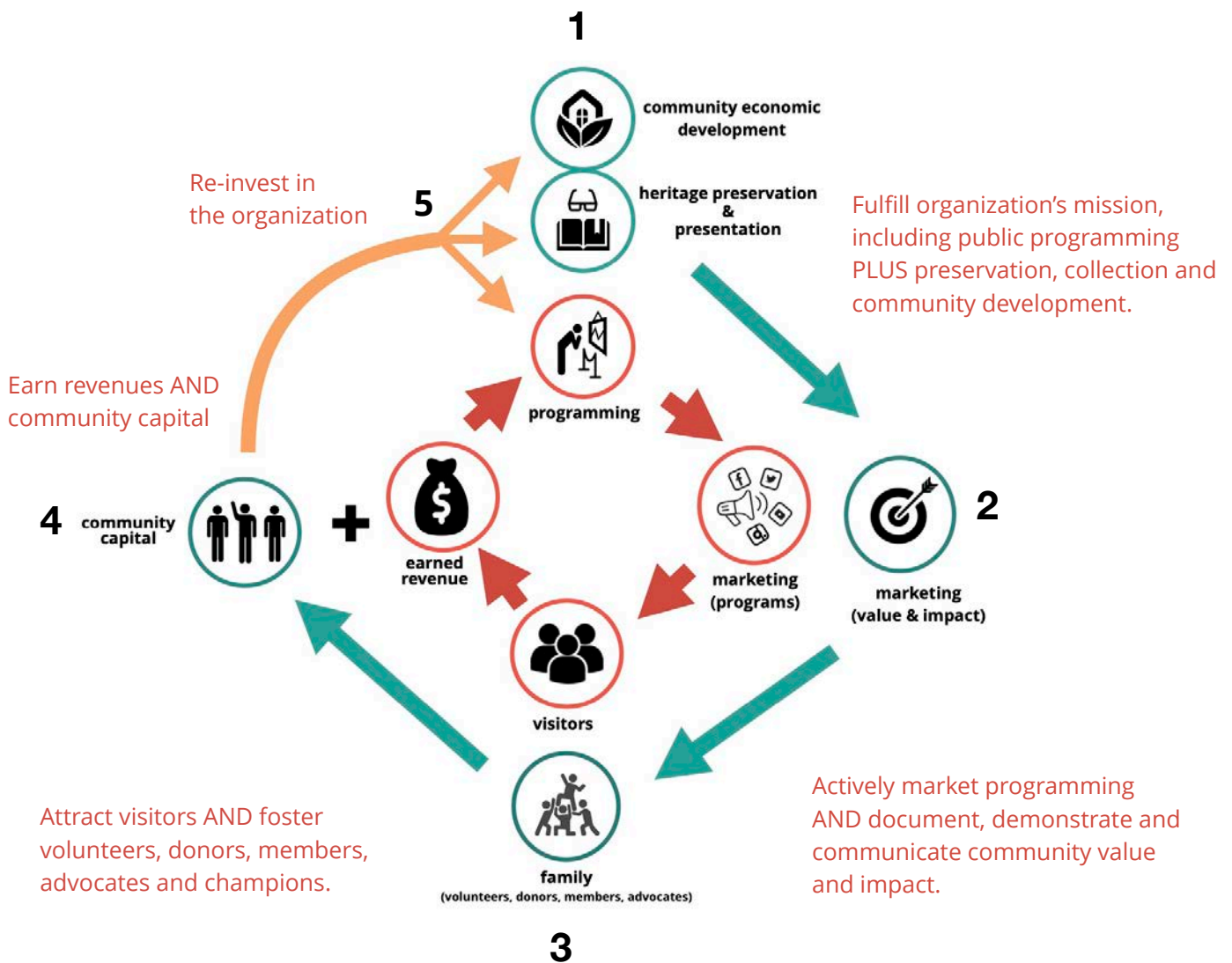


Community support plays a crucial role in sustaining community-based organizations. It enables them to recruit volunteers (including qualified board members), skilled staff, corporate and private donations, advocates and champions.

**These resources** (which we call *community capital*) **PLUS revenues create capacity.**



**So how do community-based organizations REALLY generate capacity?**



Our recognition of the essential role of BOTH earned revenue AND community capital in the on-going success of any community economic development initiative is why we include recommendations for products, experiences and initiatives designed to attract visitation and encourage visitor spending, AND provide tangible benefits for local residents. It's also why we emphasize partnership opportunities.

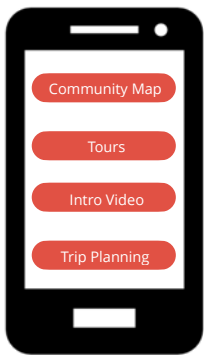


*Aerial Image of Heart's Content (HCCDC)*

### The Registered Heritage District

#### Proposed Initiative: Self-guided Walking Tour for Mobile Devices

##### What is it?



- » A smartphone/tablet based tour that leads visitors through a curated set of locations in the Heritage District, one stop at a time.
- » Tour will focus on stories in the “Built Environment” and “Shared Spaces” categories.
- » Tour content is presented via a mix of audio, text, still images, short video, and opportunities to earn badges with challenges and/or quizzes. Option to present tour content in multiple languages (including ASL) increases accessibility.

##### How does it work?

- » Visitors head to the App Store or Google Play Store where they purchase and download the branded Heart’s Content tour app to their own smartphone or tablet.
- » Visitors will be encouraged to download the app at home, prior to their visit (a link should be added to the Heart’s Content website and social media accounts). However, the app can be downloaded anywhere there is internet access. Access to free wifi at the Mizzen Centre is recommended, if possible.
- » Once downloaded, the app will not require internet access to operate.
- » All app content except the actual tour(s) will be immediately accessible on download. This includes interactive mapping, a short introductory/orientation video, and trip planning information. The latter should include driving directions; operating hours, admission fees, and contact info for the Mizzen Centre and Heart’s Content Cable Station; list and short description of additional community attractions and upcoming special events/programming; and links to local tourism operator websites.
- » Tour content is GPS triggered (or beacon triggered for indoor locations). As users approach a tour location, they will be sent a notification asking if they’d like to receive content. This encourages users to remove their headphones and even put the phone away while walking the tour route, increasing pedestrian safety and encouraging groups/families to socialize.



## Benefits:

- » Passive income stream. Once the app is available for download, there are no operating costs apart from the platform subscription fee and no staffing requirements.
- » Additional revenue generation via an in-app donation button and advertising opportunities for local businesses.
- » Improved accessibility. Many platforms incorporate accessibility features like alt text, and closed captioning for video. It's also possible to hire an ASL interpreter, film them translating your existing content, and upload the video to your tour.
- » Tour content can be renewed without replacing physical infrastructure, like storyboards.
- » This makes sense financially and environmentally. New content also gives visitors a reason to return, which is important when catering to the resident market.



*Example of self-guided walking tour for mobile devices (Hotwire, University of Arizona, Digital Fractal)*

## Recommendations:

- » The app should be developed on an existing platform with a demonstrated track record (e.g. STQRY, Pocketsights, etc.). This keeps development costs to a minimum, ensures functionality, and does not require technical expertise to add/edit content.
- » Select your tour platform based on the features it offers, ease of use, and on-going operating costs. Some platforms charge a significant one-time set up fee (which can be several thousand dollars) but lower annual fees. While the set up fee can induce sticker shock, remember ... project funding normally covers one-time costs. Operating costs are your organization's responsibility for as long as the tour remains available. The lower your operating costs the greater the potential for cost recovery and revenue generation from tour app sales. Do not be afraid to haggle on price. Some platform providers will waive the set up fee for small nonprofits and/or offer flexible pricing that allows seasonal operators to put their tour in "hibernation" and pay only a nominal fee (sometimes as low as \$20/month) during the off-season.
- » Analytics are important. Data may not be sexy, but tracking location traffic, click behaviour, play-through counts, etc. will tell you if visitors are/aren't engaging with your tour content, and what kinds of content are most/least appealing. This information is vital for improving tour performance and for reporting outcomes to funders and supporters.
- » Since the tour is pay-to-access, its content must be more than a series of stops that provide factual information. The tour must have a compelling narrative that links with the (a)part theme, a flexible structure that does not restrict users to a single defined route and, ideally, incorporate multiple voices/perspectives.
- » Location content must be formatted to accommodate visitor wants, needs and expectations e.g. quality audio and video clips of 2-3 minutes duration, professional writing, etc.
- » Tour success will depend on the quality of its content. While there are opportunities to engage students and/or volunteers in research activities, contract a qualified professional with expertise in content development for visitor experiences to create the final tour content.
- » Seek advice/research before setting tour price. A quick survey shows that prices for tour apps are all over the map. Some operators are offering them for free, while others are charging up to \$50 US. Careful consideration needs to be given to your target market's willingness to pay, that a family or group will likely share the app (thus bringing the cost per-head down), and the quality/uniqueness of your tour experience.

## Proposed Initiative: Special Event, Geranium Festival

### What is it?

- » Annual, community-wide special event recognizing the community's historic connection with geraniums.
- » Local property owners are encouraged to create displays with geraniums. Recognition (and perhaps prizes from corporate sponsors) could be given in a variety of categories. Think of as Heart's Content's version of the Chelsea Flower Show.
- » Geraniums are simple to grow, tough, very prolific, and can easily be propagated year round. They also overwinter indoors very well in pots. This makes them the perfect flowering plant for community growing. Did we mention there are over 400 varieties?

### Benefits:

- » Motivate visitation to Heart's Content and build the community's reputation as a destination (similar to the way people make an annual visit to Port de Grave for the lighting of the boats at Christmas).
- » Encourage visitation (and visitor spending) early in the tourist season when most private operators would benefit from increased traffic.
- » Generate community pride.
- » Engage residents in community beautification.



*Geranium displays (Red Dirt Ramblings, Marble Scouts Bedding Plants, Hanana Tree)*

## Recommendations:

- » Canada Garden Days is an annual celebration that takes place in the third week of June. That's very early in the season for most NL gardens. However, since geraniums grow well in pots and are easy to overwinter indoors, it's very possible to fill the community with blooms for Garden Days.
- » 2022 is Year of the Garden (see <https://gardenscanada.ca/year-of-the-garden/> for details). Could provide an opportunity for a small-scale pilot event. Kim Shipp, Director of MUN's Botanical Garden will be coordinating efforts in this province, as part of the garden's work with GardensNL (a provincial partnership of nonprofit and private businesses that have publicly accessible gardens).
- » Partnerships could be developed with schools to encourage classes to propagate and overwinter geraniums in the classroom. Lots of potential curriculum links.



*Geranium displays (Hortzone, Pinterest)*

### Proposed Initiative: Convert Mizzen Museum into Mizzen Welcome Centre

#### What is it?

- » Convert Mizzen Museum into a community welcome centre that combines visitor services and amenities with heritage-based visitor experience built around the **(a)part** agenda.

#### How does it work?

- » Upon arrival in Heart's Content, visitors are directed to the Mizzen Welcome Centre. There, they'll receive a personal welcome, answers to all their questions, and the information and encouragement they need to fully experience all that Heart's Content (and neighbouring communities) has to offer.
- » We understand that visitors travel to a destination for an experience, not to visit a visitor information centre. That's why we propose that the Welcome Centre be a wow experience in its own right. After the basics are taken care of (a warm welcome, washrooms, WIFI, personalized service, brochures and directions), the Centre's heritage-based experience gives visitors a reason to be there and something to rave about, both on and offline.

#### Benefits:

- » Provides a reason for visitors to stop, park their cars and spend time in the community.
- » Pairing a memorable visitor experience in addition to basic amenities like public washrooms, encourages visitors to stay in the centre longer and learn more about the community and what it has to offer.
- » Admission to the visitor experience and accompanying retail provide revenue generation opportunities.
- » Encouraging visitors to extend their stay by visiting local businesses and neighbouring attractions promotes economic development and builds community capital.

## Recommendations:

- » The re-vamped Mizzen Centre will play an important role in telling the stories of Heart's Content, but it will no longer be a museum. **Its role is to present the community's brand** ( as interpreted through the *(a)part* agenda) **and highlight opportunities where visitors can see that messaging brought to life**. With this mind, interpretation should include stories of people and places, but also products e.g. local industries, food, beverages, craft and art. When curating stories, think about which ones will support a wider and deeper visitor experience of the community. Ask yourselves "That's interesting, but where can visitors go to experience that story first-hand?".
- » Stories can (and should!) be told through a variety of media, including retail. The Mizzen Centre's gift shop should be an extension of its visitor experience. Each product should have a compelling story behind it. Focus on a limited selection of curated items. For an example of this approach see <https://www.storiesandobjects.com/blogs/stories>.
- » In choosing the final media mix, consideration needs to be given to the facility's seasonal nature and the need for the visitor experience to "hibernate" during winter months.
- » The Mizzen Heritage Society's collection includes some real gems, but realistically, there are items that will not be suitable for display as part of a re-focused visitor experience. These items must be either properly stored or deaccessioned according to accepted museum practices. If deaccession is pursued, it is highly recommended that the Mizzen Heritage Society seek professional help in developing and implementing the process (the Museum Association of NL is a good place to start). Ensuring that deaccessioning is handled properly is key to maintaining public trust, funding and charitable status.
- » Consider how a re-vamped Mizzen Centre might support local tourism operators, particularly start-ups via marketing/promotions, as a gathering/meeting spot for privately led group experiences, or by sharing on-line booking services.

## Proposed Initiative: Ambassadors Program

### What is it?

- » An incentive program for community volunteers.

### How does it work?

- » Think of it as Air Miles for volunteers. Ambassadors receive training, provide welcome/visitor information services at the Mizzen Centre, and assist with special events. In return, they receive reward points for each hour of volunteering. Points are redeemed at participating corporate sponsors.
- » Ideally, the anchor sponsor is able to provide products that are of real value to volunteers, and can potentially improve their quality of life e.g. a grocery store chain.
- » Points could also be redeemed for exclusive discounts and/or free-with-purchase offers from local businesses.

### Benefits:

- » Build community capital by providing benefit to local residents.
- » Increase the capacity of the Mizzen Heritage Society by expanding its pool of volunteers.



*Museum Volunteers (Britain Museum for American Art, Cairns Historical Society)*

## Proposed Initiative: Partnered Special Events

### What is it?

- » One-off special events facilitated by the community but organized and offered by external partners.
- » Events explore a thread of the (a)part theme i.e. how can activities/traditions bring us together, or keep us apart?
- » Examples include demonstration cricket match, or international cooking demonstration at the Wye Cookhouse, hosting a special international storytelling session as part of the St. John's Storytelling Festival (Yes, they do occasionally get out of town).

### Benefits:

- » Uses strategic partnerships to increase local capacity.
- » Attract new audiences to Heart's Content.
- » Promote Heart's Content as a welcoming community.
- » Amplify diverse voices and their stories.



*International cooking and Cricket match (SCVI Charter School, Cricket NL)*







*Aerial Image of Heart's Content (HCCDC)*





## Section Four: Landscape Development Areas

Four locations were chosen as priority landscape development areas and are shown on the map on the following page. These are spaces within Heart's Content that pose the greatest opportunity to align with the project's guiding principles. That is not to say that improvements or enhancement opportunities do not exist at other sites, but rather that these represent the sites with the greatest untapped potential.

The Registered Heritage District encompasses the three other sites, along with other destinations like the Regional Arts Centre and the Cable Station. The Mizzen Centre, Town Land near Cable Park, and Hopkins Landing all have great potential to become their own destinations, offering different views and functions.

This section includes a number of recommendations for each site, along with plans, graphics, and photos to help communicate the design intent.

### Legend

-  Registered Heritage District
-  Mizzen Centre
-  Town Land near Cable Park
-  Hopkins Landing



## The Registered Heritage District

The Heart's Content Registered Heritage District (RHD) was designated by Heritage NL in 2013 in recognition of the unique cultural landscape that resulted from the establishment of the Anglo-American Telegraph Company in a traditional Newfoundland outpost. Significant cultural landscape elements include: the Cable Station, several patterns of housing associated with the cable company; institutional buildings; cemeteries; laneways and; open spaces. The Registered Heritage District includes several Registered Heritage Structures and has numerous other heritage structures and features that form an important part of the character of the heritage district but which would likely not be eligible for Registered Heritage Structure status.

All future development within the RHD should comply with the *Standards and Guidelines for the Conservation of Historic Places in Canada* and the *Operational Guidelines for the Implementation of the World Heritage Convention* to protect the district's character-defining elements, and potential UNESCO status.

## Unifying Elements

The public realm of the RHD includes publicly-owned spaces such as streets, walkways, right-of-ways, parks, open spaces, and trails. The details within the public realm should be thoughtful and prescribed, as they create a welcoming and attractive environment in which people will want to spend their time.

Elements within the public realm that rely on these details include lighting, site furniture, form systems, landscaping, and signage. These elements should all complement one another and be planned together to ensure continuity throughout all public spaces within the RHD. Once the public realm is further developed, it is important that these areas are properly maintained to protect the Town's investment and ensure that their improved visual qualities remain intact.



*Aerial Image of Heart's Content (HCCDC)*

## Streetscaping

Regardless of how we choose to move around (driving, walking, cycling, etc.), it is through our experience at the streetscape level that we define a place. Streets are no longer thought of as simply corridors for movement, but rather, when carefully designed, they serve as distinct public spaces. And it is these spaces where residents and visitors gather, socialize, work, shop, and play; that contribute to an area's economic vitality; that give a place its very character.

Therefore, the components that make up our streetscapes (driving lanes, walking zones, furniture, lighting, signage, landscaping, etc.), need to be carefully considered and balanced to create a high-quality built environment that contributes to a positive experience for all.

### Furniture

Site furniture includes items such as benches / seating, waste bins, bollards, and planters that stand in the landscape and help create comfortable, functional, and enjoyable spaces. When choosing site furniture, styles should be chosen that complement one another to help create continuity throughout the public spaces.

The quality of streetscapes, like the buildings, reflects the community's culture and character. High-quality design, choice of materials and furnishings, execution of work, and regular maintenance are all important. Street furniture should support the needs of people walking, as well as an aging population, and provide visual interest to the streetscape.

#### Recommendations:

- » Furniture should enhance and reinforce the area's character.
- » Furniture should be selected and positioned to avoid cluttering the street, and placement should not interrupt pedestrian desire lines or paths of travel.
- » Furniture should be robust and easy to maintain so that quality is retained.
- » Furniture should be complementary of one another.



*Precedent photos showing a cohesive “family” of site furniture (The Planning Partnership, Victor Stanley)*

## Lighting

A comprehensive lighting strategy contributes to an improved public realm by extending a street's open hours into the night. All too often, however, streets are lit for the benefit of motorists, while ignoring the pedestrian realm. Appropriate design and application of lighting can contribute to the street-level pedestrian experience.

### Recommendations:

- » Future lighting improvements should include a combination of pedestrian-oriented and vehicular-oriented fixtures to create spaces that are safe and welcoming for all users. Lighting should especially be considered for public spaces to extend their use into the evenings.
- » Illumination levels should be selected as per IESNA / ANSI standards, and should be confirmed by an electrical engineer or Newfoundland Power.
- » Light fixtures that are part of a family of light standards should be selected. In these "families", complementary fixtures range in size to cater to different lighting needs. Vehicular-oriented fixtures generally range from 6.5 to 8m in height, and are used to illuminate streets or parking lots. Pedestrian-scale fixtures are generally 3 to 4.5m in height, are placed approximately 12m on-centre, and are used as pathway or area lights. Pedestrian bollards are typically 0.6 to 1m in height and are used for wayfinding and subtle landscape lighting.
- » Fixtures should be chosen that will withstand weather conditions, and they should be located so that they do not interfere with snow clearing operations.
- » Choose fixtures appropriate for the rural character and heritage of the town.





*Precedent photo showing a light fixture that could be appropriate for the rural character and heritage of the town (Landscape Forms)*

## Landscaping

The addition of attractive and tidy landscaping and vegetation can dramatically improve the aesthetics of a streetscape or public space. Landscaping softens the hard edges of infrastructure like roads, buildings, and parking lots, and contributes to creating a positive, pedestrian-scale experience.

### Recommendations:

- » Where plant resiliency is of high importance (such as in exposed areas), tolerance to stressors should be the principal species selection criteria.
- » Hardiness in NL (zone 5b) should also be an important selection criteria. A hardiness zone is a geographic area defined to encompass a certain range of climatic conditions relevant to plant growth and survival.
- » Native plants should be prioritized as frequently as possible, however other species that have a proven track record in the province may be considered.
- » Planting a diverse mix of species will improve biodiversity, and provides a landscape that is both significantly more resilient to environmental stressors as well as more supportive of local fauna or migrating birds.

A selection of trees, shrubs and perennials that are adaptable to local conditions are highlighted on the next page. They offer lower ongoing maintenance, a higher likelihood of survival, and attractive year-round colour and visual interest.



*Geraniums  
(Pelargonium)  
Use in planters for connection to cable station  
operator residences*



*Daylily  
(Hemerocallis)  
Salt-tolerant, perennial used for colour and  
foliage*



*Mugo Pine  
(Pinus mugo)  
Salt-tolerant, coniferous shrub used for winter  
interest*



*Alpine Currant  
(Ribes alpinum)  
Salt-tolerant, deciduous shrub used for hedging  
and massing*



*Potentilla  
(Potentilla fruticosa)  
Salt-tolerant, deciduous shrub used for massing  
and colour*



*Bayberry  
(Myrica pensylvanica)  
Salt-tolerant, deciduous shrub used for hedging  
and massing*



*European Larch  
(Larix kaempferi)  
Salt-tolerant, deciduous tree used for colour and  
screening*



*Common Hackberry  
(Celtis occidentalis)  
Salt-tolerant, deciduous tree used for street tree  
planting*



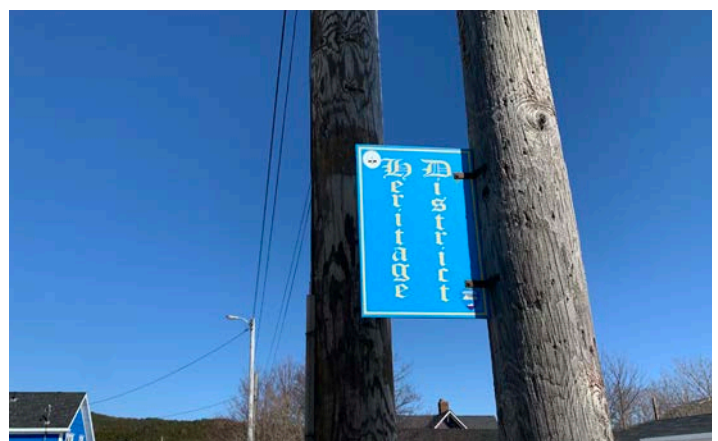
*European Mountain Ash  
(Sorbus aucuparia)  
Salt-tolerant, deciduous tree used for colour and  
interest*

## Signage and Wayfinding

A wayfinding system is much more than simply a series of signs placed strategically throughout a community. It should be visually appealing, legible, consistent, and most importantly, facilitate movement through the community in a clear and intuitive manner. A successful wayfinding system provides a positive first impression and allows visitors to orient themselves, draw a mental map of a place, and easily navigate to where they want to go. It gives users the confidence to wander and truly experience all that a community has to offer.

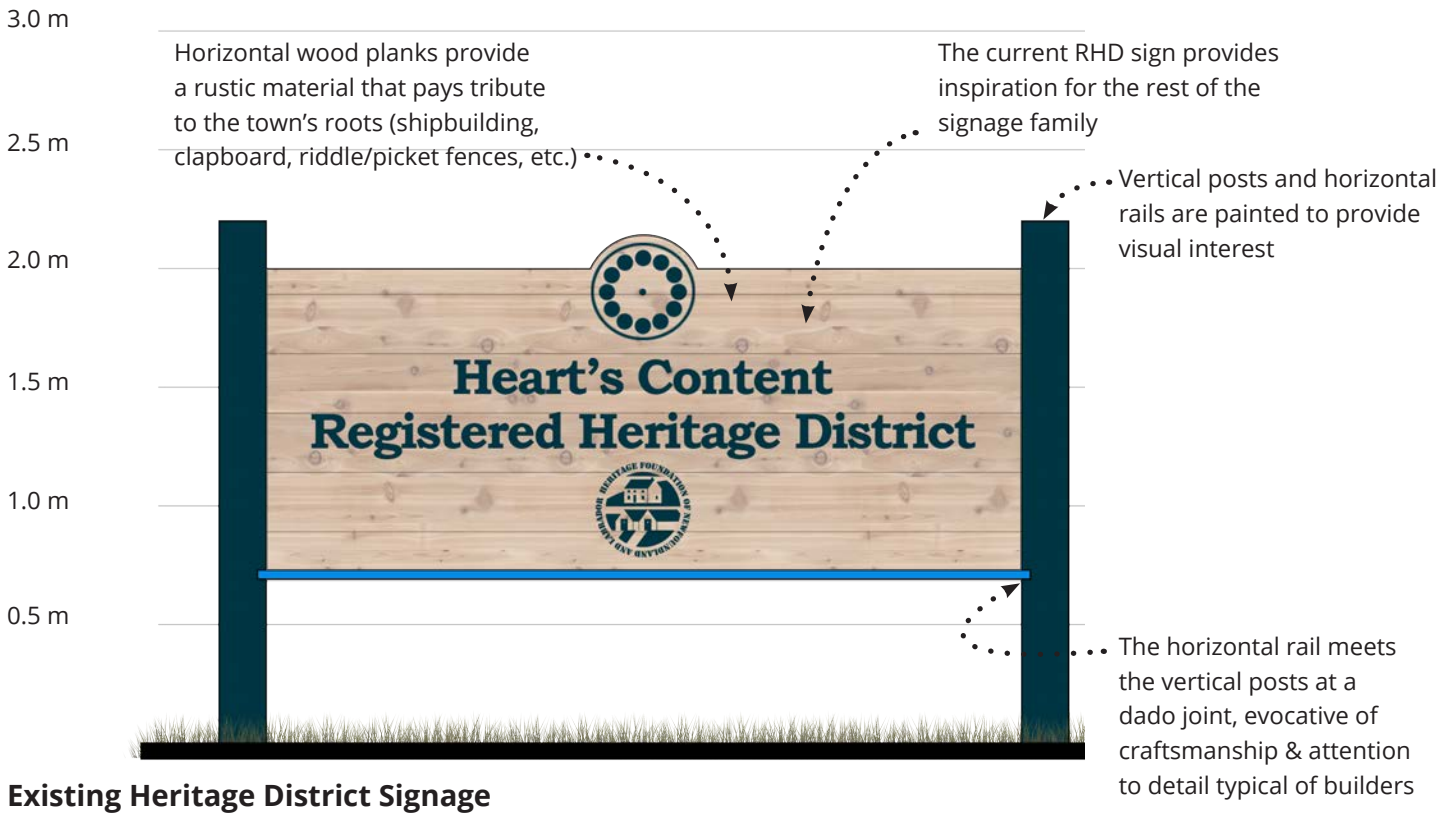
Several existing signs can be found throughout the community as shown in the photos below. Existing signage varies in style and appearance and does not currently work as an effective wayfinding system. Further, it is difficult to read in cases and does not reflect the character of the town. However, wiping the slate clean by removing all signage would be imprudent. The design of the proposed signage family for Heart's Content should aim to be compatible with these signs (for instance, subtly picking up on design cues such as colour, materials, etc.) so that they may remain in place during the short term and be phased out over time as new signage is implemented.

Signage systems typically contain several scales of signage, from larger gateway signs (meant to be viewed from a moving vehicle) to smaller, pedestrian scaled signs (meant to be viewed by a person on foot). The illustrations on the following pages represent a conceptual family of wayfinding signage for Heart's Content. The designs presented reflect wayfinding principles of simplicity, clarity, and consistency, and are intended to be eye-catching, economical, and complementary of Heart's Contents built environment.

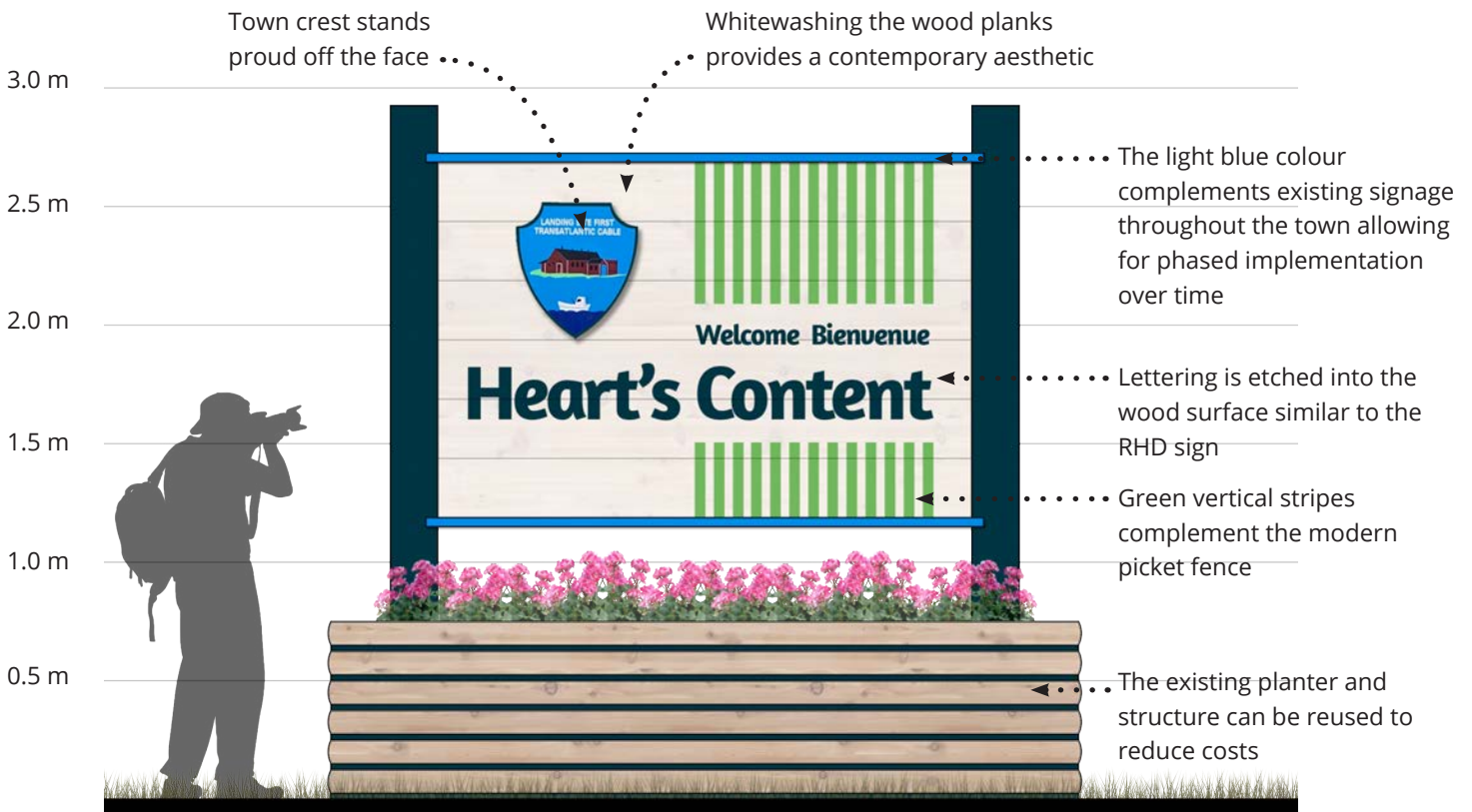


## Recommendations:

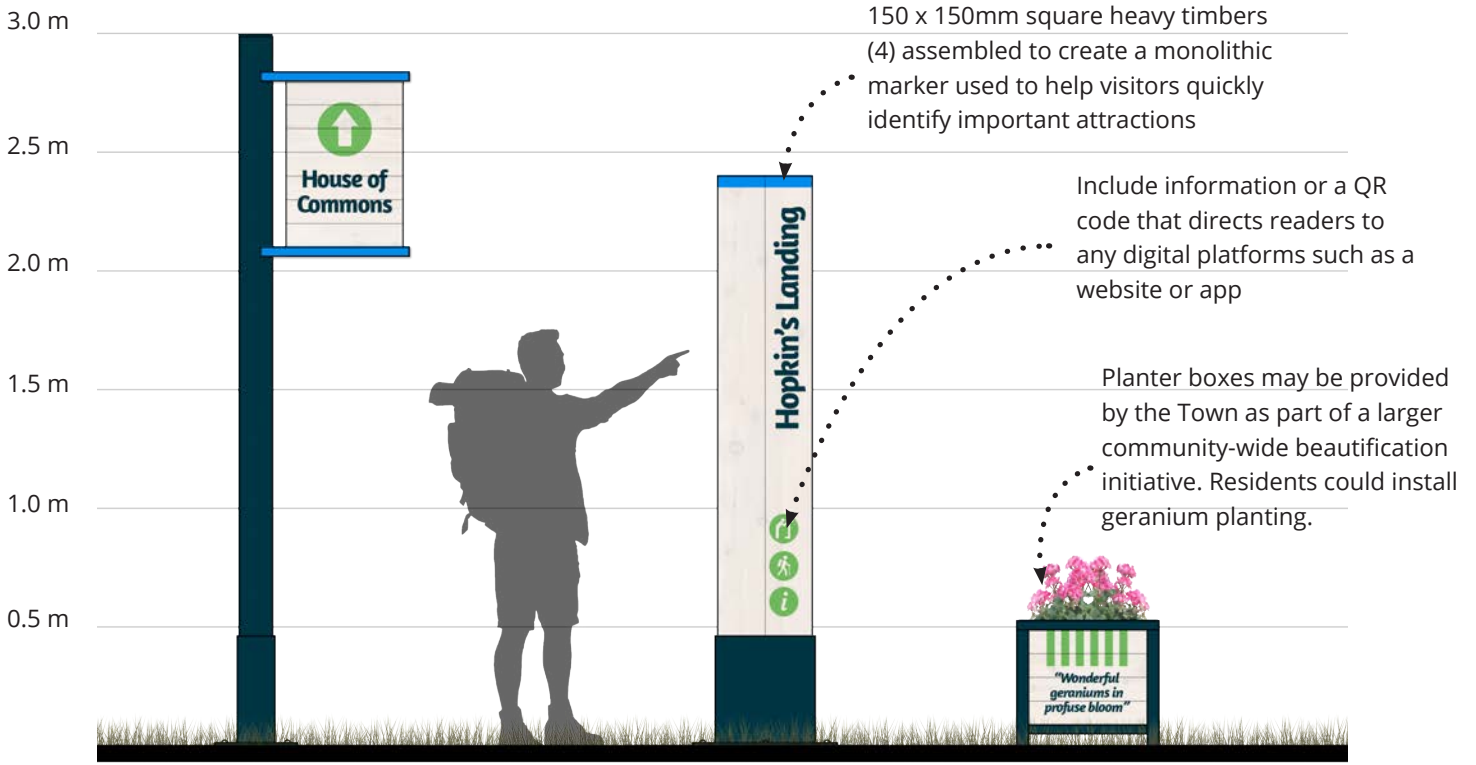
- » Signage is often strengthened when it incorporates a distinct, eye-catching, and well-articulated brand. Branding refers to the marketing practice of promoting a community using a unique, recognizable visual cue such as a logo or typeface. A successful brand usually conveys a community's character, personality, and the qualities that make it special. In the tourism landscape, it strengthens the overall sense of place, improves first impressions, and allows the community to set itself apart. The Town may consider undertaking a municipal re-branding that will highlight Heart's Content's unique and differentiating characteristics. This new town brand can then be incorporated into signage as well as the town's public spaces - on banners, site furnishings, or lighting - to help tie together otherwise disparate objects and provide a sense of unity to the townscape.
- » The Town may also consider preparing a RFP for a wayfinding signage strategy. The wayfinding strategy would be a plan that inventories all existing signage, identifies gaps, and outlines strategies for filling those gaps and improving movement throughout the community. This plan would also include detailed information such as sign materials, dimensions, construction details, content suggestions, and physical sign placement within the community.
- » The Town branding and wayfinding signage strategy can be completed together as part of one RFP if the Town desires.
- » Reduce the amount of signage clutter. Signage clutter can harm the aesthetics of the streetscape, become overwhelming, and can make signs difficult to read.
- » The scale of signage in the RHD should reinforce the pedestrian scale, by locating signs at or near ground level for viewing from sidewalks.
- » Large freestanding signs such as pylons, signs on top of rooftops such as billboards, back-lit illuminated rectangular sign boxes, and signs with neon letters are discouraged in the RHD and adjacent areas.
- » Remove the maps at the Town's gateways and consider relocating them to an online platform like the Town's website.
- » Incorporate information on the signage that directs visitors to any digital platforms being used, such as the website or an app. Also encourage visitors to stop by the Mizzen Centre for more information about the Town.



**Existing Heritage District Signage**



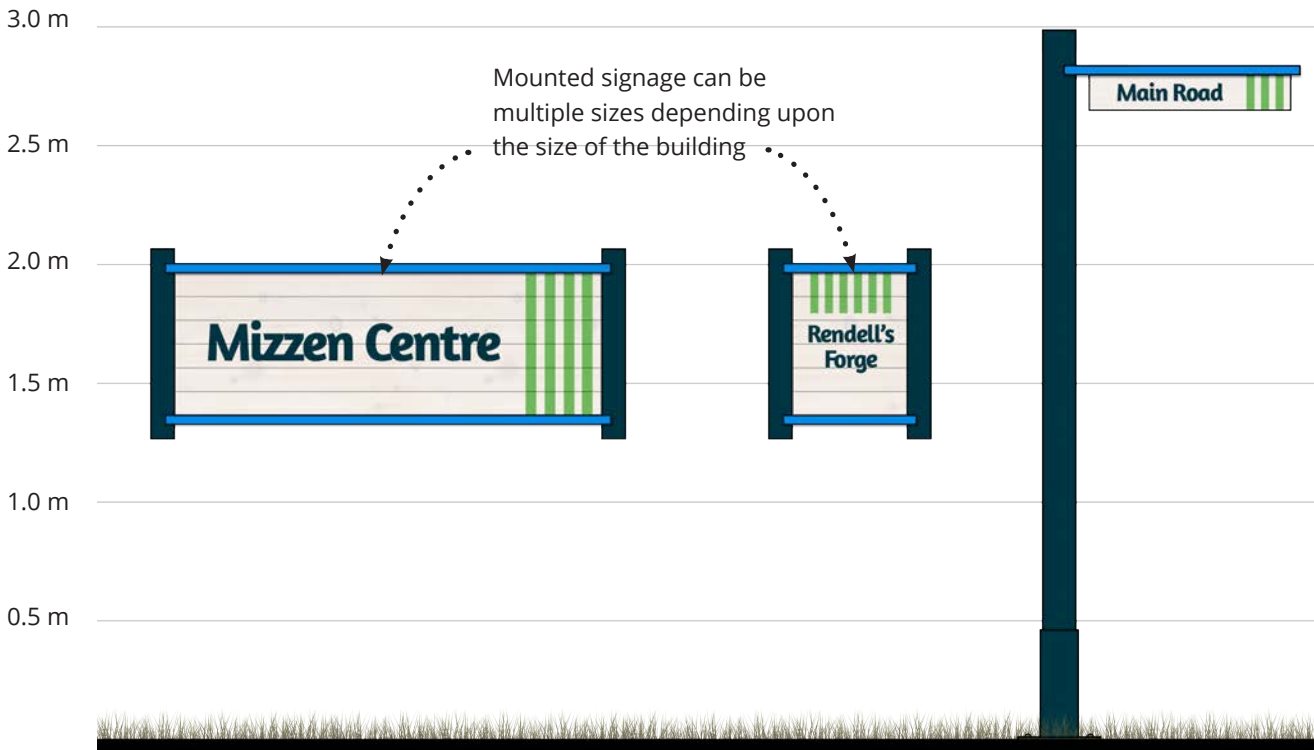
**Proposed Town Gateway Sign**



**Proposed Wayfinding Signage**

**Attraction Marker**

**Planter Box**



**Building Mounted Signage (Large)**

**Building Mounted Signage (Small)**

**Street Blade**

## Fencing

Fences are prominent in historic photos of Heart's Content and have served practical and visual functions in the community. Practically, they define properties and direct foot traffic. Visually, they frame views of buildings and landscape, give human scale to streets, and unite buildings of different styles.

### Recommendations:

- » Encourage residents to maintain and repair existing fencing as needed.
- » Discourage the use of chainlink fencing within the RHD.
- » Previous recommendations for the RHD have included the installation of historic fencing along Main Road. In relation to authenticity, the reconstruction of historic features can sometimes be perceived as “faux heritage” and come across as insincere or inauthentic. In such cases, these elements can actually detract from a community and take away from a visitor's experience.
- » Create a new style of fencing that can revitalize and unify the public spaces. This fencing can pay homage to the historic fencing without trying to recreate it. Precedent photos of modern picket fencing can be found on the next page. This fencing can be used strategically throughout the RHD to delineate properties, frame views, and help direct pedestrian traffic.

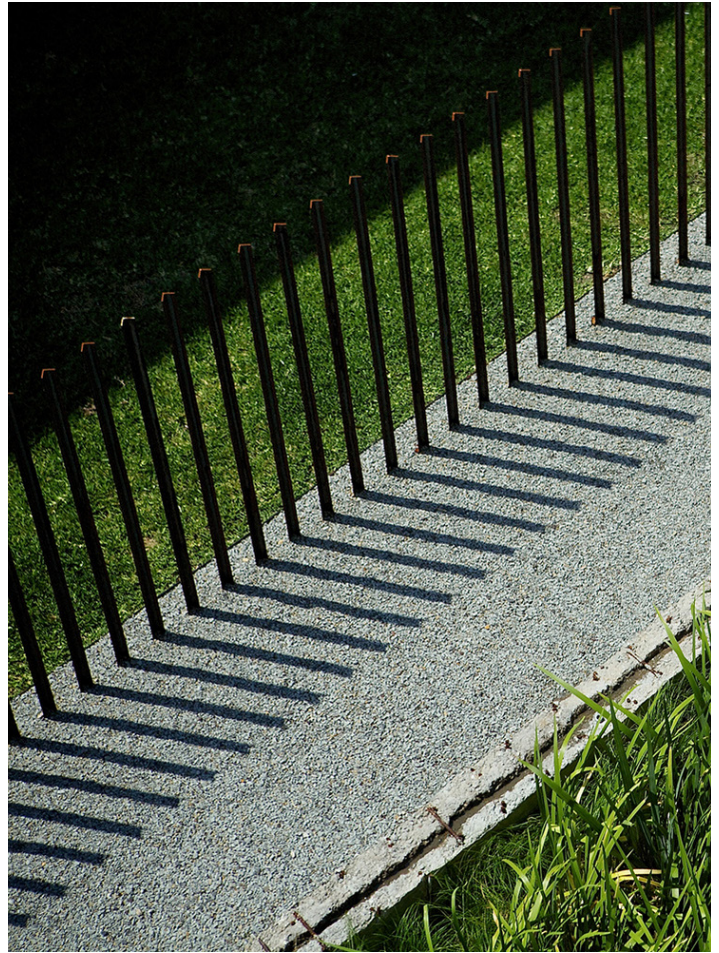


Company houses built 1918-19. Courtesy Western Union Telegraph Company Records, Archives Center, National Museum of American History, Smithsonian Institution.



*Historic Fencing in Heart's Content (Heritage Foundation of Newfoundland and Labrador)*





*Precedent photos showing modern picket fencing (Pinterest, Hocker Design)*

## Cemeteries

The cemeteries in Heart's Content are classified as culturally sensitive places, and the utmost level of care shall be taken when working in their vicinity. The cemeteries have become a destination for visitors looking to trace their ancestry and the Mizzen Heritage Society has expressed their interest in enhancing them further.

### Recommendations:

- » Establish a regular maintenance plan including removal of litter and garbage, pruning or removal of overgrown vegetation, and repair of existing fencing. Noteworthy vegetation such as large trees or shrubs should be maintained, unless it is visibly blocking headstones. The cemeteries do not need to be meticulously manicured or maintained, but headstones should be clearly visible.
- » *The Standards and Guidelines for the Conservation of Historic Places in Canada* provides a number of recommendations for restoring and maintaining cemeteries. The document also includes a number of other resources for cemetery maintenance, including *Landscapes of Memories, A Guide for Conserving Historic Cemeteries: Repairing Tombstones*.
- » Traditional paling fences (similar to those around the Heyfield Memorial United Cemetery) can be installed around the Western Union and Saint Mary the Virgin Church (Anglican) Cemeteries. The chainlink fencing around the Heyfield Memorial United Church Cemetery should be replaced with paling fence.

The province has its own heritage/archaeology/cemetery statute that relates to burial sites and human remains. In addition, some settled land claims agreements set out obligations related to burial sites and human remains. It is best practice to inform, and in some cases mandatory to consult, the local and/or culturally affiliated Aboriginal and non-Aboriginal communities before visiting or intervening on a culturally sensitive place, or before removing human remains and funerary objects considered archaeological.



*Saint Mary the Virgin Church Cemetery (Google Maps)*



*Heyfield Memorial United Cemetery (Heritage Foundation of Newfoundland and Labrador)*

## Circulation

Circulation describes the way that people travel through the landscape. In the case of the RHD, circulation can be broken down into pedestrian (people) and vehicular (cars) circulation.

### Pedestrian Circulation

Exploration on foot should be encouraged as the main way to experience the RHD. The streets (with the exception of Main Road) are not very busy traffic-wise, making them safer for pedestrians. The streets are also pleasant, passing by historic buildings, natural green spaces, and cemeteries.

#### Recommendations:

- » Create a safe walking zone on the eastern side of Main Road from Long Lane to the Regional Arts Centre. In the short term, this can be a painted / patterned asphalt shoulder. See the Shared Streets section for more details. In the long term, this can be a concrete sidewalk. Before completing this work, the Town must submit a detailed proposal of the work to the Department of Transportation and Infrastructure for a permit, and any future maintenance would require separate permits.
- » Add additional crosswalks to Main Road at Hopkins Landing and the Regional Arts Centre.
- » Reinstate and enhance the historic laneways. A base material of class A granular and quarter inch minus should be used to create an accessible and durable walking surface. Modern fencing, discussed in the Unifying Elements section, can also be used to define the laneways where required.
- » Create a new laneway connection from Parish Hall Hill to Office Hill Road, passing by the Western Union Houses. Provide stair connections where necessary.



*Painted Asphalt Walking Zone (Asphalt Art Guide)*



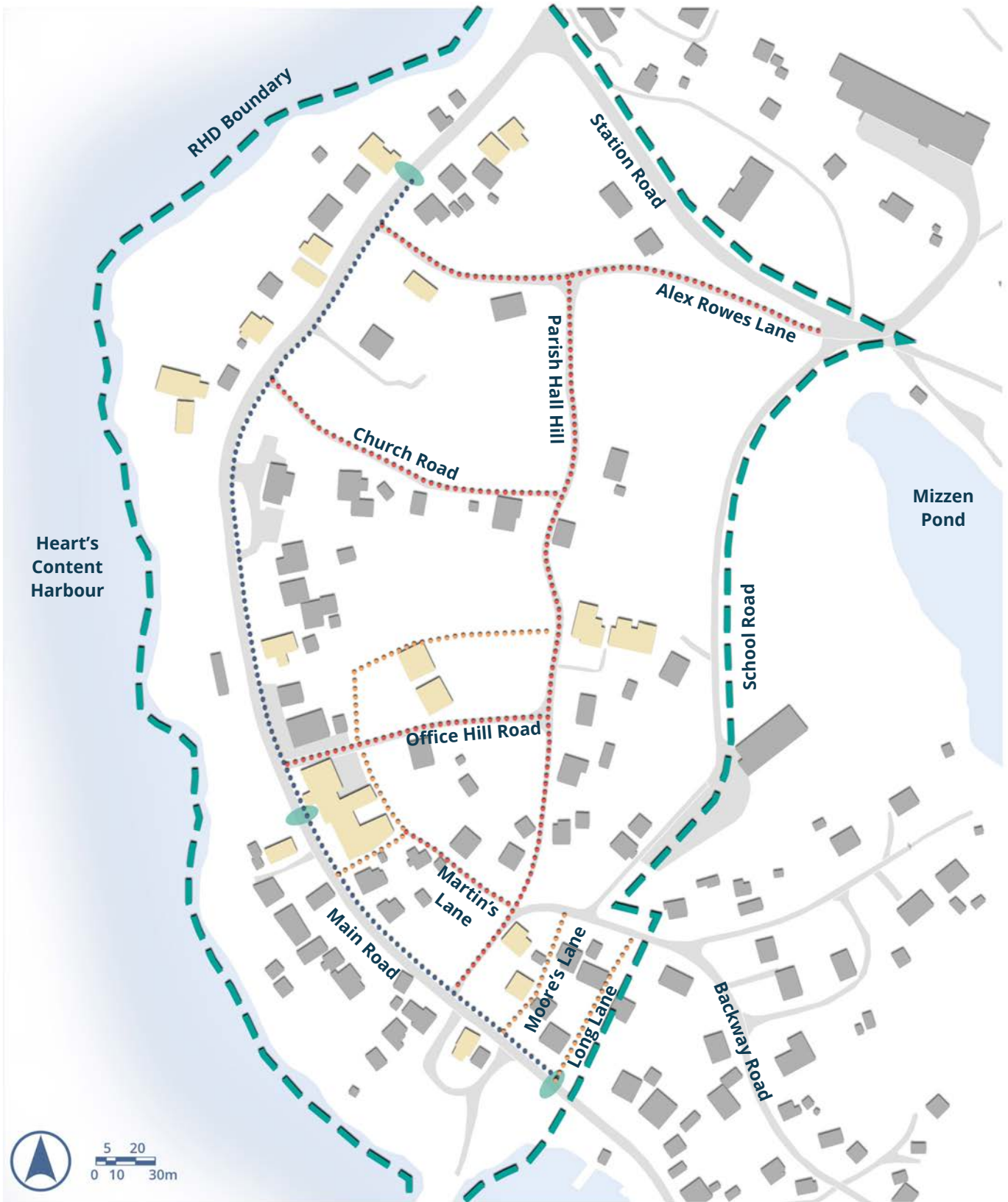
*Painted Asphalt Walking Zone (Asphalt Art Guide)*










*Painted Crosswalk (Asphalt Art Guide)*



*Long Lane (Existing) (Heritage Foundation of Newfoundland and Labrador)*



## Legend






-  Shared Street
-  Laneway
-  Safe Walking Zone
-  Crosswalk
-  Buildings
-  Heritage Buildings
-  Roads

# Vehicular Circulation

## Recommendations:

- » Convert Church Road and Alex Rowes Lane to One Way, in order to eliminate blind turns onto Main Road.
- » Provide a variety of parking areas throughout the RHD. Parking will be maintained at Hopkins Landing, the Mizzen Centre, and the Town Land next to Cable Park. New parking areas are proposed at the former St. Mary the Virgin Church, and St. Mary's Anglican Church. Both of these locations are already fairly level and free of mature vegetation, and could accommodate a small parking area within the RHD. Dispersing parking in this manner provides choice for visitors to decide where to begin their journey, and reduces the visual impact of a single large lot into several smaller lots.
- » Consider paving Church Road to improve surface conditions.
- » Maintain Two Way traffic on Main Road, School Road, Station Road, Parish Hall Hill, Office Hill Road, and Backway Road.
- » Install speed bumps on Main Road between the Regional Arts Centre and Hopkins Landing to help calm traffic. Before completing this work, the Town must submit a detailed proposal of the work to the Department of Transportation and Infrastructure for a permit, and any future maintenance would require separate permits.

## Legend

-  Shared Street
-  One Way Traffic
-  Two Way Traffic
-  Crosswalk
-  Buildings
-  Heritage Buildings
-  Roads
-  Parking Areas





## Shared Streets

Shared street environments fit well in places where pedestrian activity is high and vehicle volumes are low. By removing the formal distinctions between spaces dedicated to pedestrians, cyclists, and vehicles, the street is shared by everyone, with each user becoming increasingly aware and respectful of the others. The goal in the RHD is to encourage pedestrian activity and exploration but still allow vehicular access. As it currently exists, the roads in the RHD are too narrow to allow a separate edge for walking, and sidewalks are not necessarily feasible due to cost. By transforming certain streets into shared streets, pedestrians exploring the RHD will have the right-of-way, while still providing access to vehicles when necessary. Shared streets can also significantly contribute to the public space network, adding vibrancy and activity with artwork and landscaping. In residential areas, shared streets become the extension of front yards, places to meet neighbors, and build communities.

### Recommendations:

- » Transition the following streets into shared streets: Alex Rowes Lane, Church Road, Parish Hall Hill, and Office Hill Road.
- » In the short term, explore the use of asphalt art to turn the street surfaces into public art canvasses. This approach is relatively low-cost and scalable, and it can create immediate positive impact and catalyze long-term improvements to the RHD. The design of the pattern / art display can become a design competition, and artists from the surrounding area can participate. This approach would also be an ideal way to combine wayfinding on the ground plane. *Appendix B: Asphalt Art Guide* provides a comprehensive overview of how to plan and execute this type of project, including key considerations, liability, permitting, community engagement, artist curation, and installation methods. It is recommended that this guide be used for the execution of this recommendation. Page 88-89 of the guide also provides useful information about different types of paint materials and how to select the appropriate paint for the project. In the City of St. John's, Alkyd Traffic Paint is used for markings on asphalt.
- » If the shared street concept is successful in the early years, a long term goal can be to invest in the creation of a more permanent shared street infrastructure.

If shared streets become a reality in Heart's Content, it will be one of the first communities in Newfoundland to embrace the concept, and along with the amount of public art, could become a unique destination for residents from other parts of the province.



Painted Intersection for Traffic Calming (Asphalt Art Guide)



Public Art Installation (Pinterest)



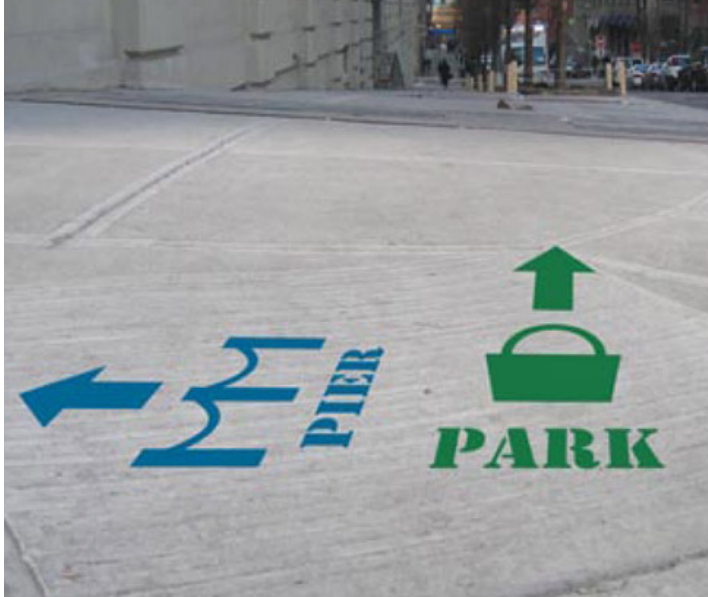
Painted Asphalt (Postkolik)



"Paint the Pavement" Initiative (CBC NL)



Painted Asphalt for Wayfinding (World Landscape Architect)



Painted Asphalt for Wayfinding (Pinterest)



## Mizzen Centre

The Mizzen Centre will become a jumping-off point for visitors to orient themselves before further exploring the community. The concept plan on the next page shows a plan that will provide opportunities for relaxation and outdoor programming.

### Recommendations:

- » Formalize the existing parking area.
- » The entrance is at the rear of the building, so the approach to the entrance can be improved with formal walkways and planting areas.
- » Create new pedestrian plaza for people to relax and to accommodate any outdoor programming activities.
- » The current building entrance is not does not meet accessibility codes. Create an accessible entrance by installing a wooden ramp that meets code.
- » Use modern fencing (as discussed in the Unifying Elements section) to tie this site to the other development areas.
- » Provide seating and waste receptacles throughout.
- » Maintain the mature vegetation that exists on site.

### Legend

<b>A</b>	Parking Area	<b>F</b>	Existing Wall
<b>B</b>	Pedestrian Plaza	<b>G</b>	Existing Trees to be Retained
<b>C</b>	Modern Fencing		Benches
<b>D</b>	Wooden Accessibility Ramp		Roads
<b>E</b>	Existing Fencing		

*Disclaimer: Accurate site information was not available at the time of design. A survey should be obtained before detailed design and construction.*






## Town Land near Cable Park

The Town Land near Cable Park is a prominent location in Heart's Content. The space is located on the waterfront across from the Cable Station, and provides views over Heart's Content Harbour and the Heart's Content Lighthouse. The concept plan on the next page shows a plan that will improve the function of the space, and create opportunities for relaxation and interpretation.

### Recommendations:

- » Formalize the existing road-side parking to accommodate a few cars (or tour bus).
- » Create a connection to Cable Park to make the spaces more complementary and easily accessible.
- » Create new pedestrian plazas for people to gather and take in the view, along with seating and waste receptacles.
- » The centre of the loop walk can be a potential location for a sculpture in the future.
- » The site currently has a steep drop-off down to the beach due to shoreline erosion from wind and wave action. Erosion control should be a priority for this site. Next door, at the Cable Park, Provincial Historic Sites are testing a coir fibre log system. If this proves successful, it is a very cost effective solution, and can be used on the Town Land as well.
- » Use modern fencing (as discussed in the Unifying Elements section) to protect visitors from the edge.

### Legend

<b>A</b>	Parking Area / Bus Lay-by	<b>H</b>	Erosion Control (Coir Fibre Logs) to Match Cable Park
<b>B</b>	Potential Sculpture Location	<b>I</b>	Cable Park (Existing)
<b>C</b>	Pedestrian Plaza around Fountain		Benches and Picnic Tables
<b>D</b>	Modern Fencing		Buildings
<b>E</b>	Steps		Roads
<b>F</b>	Harbour and Lighthouse Lookout		
<b>G</b>	Future Walkway Connection to Original Landing Site		

*Disclaimer: Accurate site information was not available at the time of design. A survey should be obtained before detailed design and construction.*



## Waterfront Linear Park

The Heart's Content waterfront is a destination for locals and visitors alike to take in the picturesque views of the harbour and the lighthouse. The waterfront also has a rich history. When it comes to the landing of the Transatlantic cable, there are two important historic sites located on the waterfront. Provincial Historic Sites' Cable Park celebrates the landing of the cable, and a smaller less developed site near the Coal Shed boasts the original landing site of the cable. In between these two sites, there are several private properties that extends from Main Road to the shoreline.

There exists a unique opportunity to create a linear waterfront park that would connect Cable Park to the original landing site. A linear park would ensure that the land is protected and remains available as public space.

### Recommendations:

- » The HCCDC should work with Federal, Provincial, and Municipal governments to acquire the private land at fair market value.
- » Once the land has been acquired, a concept plan can be designed for the linear park, with a focus on celebrating the story of the cable landing. This park would also be a great location for the potential future UNESCO World Heritage Site plaque.



*The red box shows the area of the waterfront from Hopkins Landing to the original landing site (HCCDC)*





# Hopkins Landing

Hopkin's Landing is the site of the former plantation, and is the natural southern entry point for the Registered Heritage District. The concept plans for this site explores the creation of a welcoming green space where visitors can stop, stretch their legs, enjoy the view, and orient themselves before exploring the rest of the community. The development of this site can be looked at in two phases.





## Phase 1

Phase 1 will see the development of the piece of land to the east of the existing gazebo.

### Recommendations:

- » Formalize the parking area on Main Road.
- » Create a loop walkway that leads out to the viewpoint at the gazebo.
- » Maintain the existing RHD sign, and create a planting area and pedestrian plaza.
- » Allow space for a potential future sculpture.
- » Provide seating and waste receptacles throughout.
- » Negotiate land ownership with the Federal government as needed.

### Legend

<b>A</b>	Parking Area	<b>F</b>	Gravel Walkway
<b>B</b>	Wood Deck Pedestrian Plaza around Fountain, Relocated Map Panel, and Planting	<b>G</b>	Existing Registered Heritage District Sign
<b>C</b>	Potential Sculpture Location with Seating and Planting		Benches and Picnic Tables
<b>D</b>	Existing Gazebo		Buildings
<b>E</b>	Existing Winch		Heritage Buildings
			Roads

*Disclaimer: Accurate site information was not available at the time of design. A survey should be obtained before detailed design and construction. Property ownership must also be confirmed*







## Phase 2

Phase 2 will see the development of the piece of land to the west of the existing gazebo. This work will be in addition to Phase 1, and the only change to the work done in Phase 1 will be removal / relocation of the parking area and a few walkways.

### Recommendations:

- » Relocate the parking area closer to the gazebo.
- » Create walkway connections to the future marina.
- » Install a new washroom building.
- » Create a truck and trailer turnaround and parking to be used in conjunction with the boat launch.
- » Provide seating and waste receptacles throughout.

### Legend

<b>A</b> Parking Area	<b>H</b> Truck and Trailer Turnaround and Parking
<b>B</b> Wood Deck Pedestrian Plaza around Fountain, Relocated Map Panel, and Planting	<b>I</b> Washroom Building
<b>C</b> Potential Sculpture Location with Seating and Planting	<b>J</b> Marina
<b>D</b> Existing Gazebo	<b>K</b> Modern Fencing
<b>E</b> Existing Winch	 Benches and Picnic Tables
<b>F</b> Gravel Walkway	 Buildings
<b>G</b> Existing Registered Heritage District Sign	 Heritage Buildings
	 Roads

*Disclaimer: Accurate site information was not available at the time of design. A survey should be obtained before detailed design and construction. Property ownership must also be confirmed*



## Heart's Content Cable Station

The Heart's Content Cable Station is a Provincial Historic Site, celebrating the history of telegraphy and the role that Heart's Content played in the industry. The site is maintained by Provincial Historic Sites and the Department of Transportation and Infrastructure. The cable station is a crown jewel within the Registered Heritage District, and it is important that the site continue to be improved and maintained as the rest of the Registered Heritage District is developed. The HCCDC should work closely with Provincial Historic Sites to ensure that plans for upgrades and development complement one another. Several recommendations to help improve the curb appeal of the cable station have been included below.

### **Recommendations:**

- » Replace the existing black post and chain fence with a contemporary or traditional picket fence representing Heart's Content's historic fencing.
- » Beautify the property with the addition of ornamental planting beds. Focus on plant species with heritage value.
- » Maintain the gravel parking lot to keep it free from potholes and drainage issues.
- » Consider the addition of an accessible entrance.
- » Coordinate signage to complement wayfinding system.



*Heart's Content Cable Station (Heritage Newfoundland and Labrador)*

## Potential Future RV Park

The Town has been considering the installation of a recreational vehicle (RV) park. RV parks are outdoor camping areas specifically designed to accommodate large mobile camping equipment such as motorhomes, travel trailers, and fifth wheels. The popularity of RV camping has grown steadily in recent years and it was one of very few travel segments to flourish during the recent COVID-19 pandemic due to people seeking safe travel options and vast outdoor spaces.

Several possible sites within Heart's Content have been considered, but the one currently at the fore is the former ball field adjacent to the Rec Centre. This site makes sense for several reasons:

- » it is Town-owned land and is no longer being used for recreational purposes;
- » it is relatively secluded thereby minimizing impacts on neighbouring properties;
- » servicing connections (water, sewer, electrical) are nearby;
- » it is accessible off Main Road via Station Road meaning RVs will not have to travel through the smaller side streets of the RHD;
- » it is a relatively flat area meaning little earthwork will be required to repurpose the area;
- » it is already cleared of vegetation and overburden; little existing mature vegetation will need to be removed, thereby preserving the natural beauty of the area;
- » it has strong connections to nearby attractions such as the Wye, the swimming area, the Mizzen Pond Walking Trail, the playground, and the Heritage District itself.

While the site itself does indeed make sense for many of the previously mentioned reasons, it is unclear if this alone merits pursuit of such a venture. The physical site certainly plays an important role in the success of a RV park, however many other factors must also be considered. For instance, is there a need for more RV space in the region? There are currently three RV parks on the Baccalieu Trail (Winterton, Green's Harbour, New Harbour). Review of their visitor data should paint a picture of demand in the area. Other factors to consider include regional competition, capital costs, return-on-investment, maintenance and operational procedures, community perceptions, legal and environmental requirements, and others. Economists agree that there is no single metric to determine if an RV park will be successful and all of these variables need to be carefully considered.

Further, generally speaking, contemporary RV travellers also have a specialized set of needs and expectations. Amenities such as semi or fully serviced sites, dumping stations, social spaces, access to WiFi, laundry, showers, entertainment, food, etc. are now the norm and the Town must have a plan in place to provide these services in addition to the physical RV park space. It is unfortunately not simply a case of if you build it, they will come.

### Recommendations:

- » The Town should consider undertaking a feasibility study to answer these questions and provide Council with the information needed to make sound planning decisions around the feasibility of constructing and maintaining a RV park in Heart's Content.





Aerial Image of Heart's Content (HCCDC)

## Section Five: Protecting Heart's Content's Assets

### Beautification

Litter, garbage, construction debris, and structures / fences in disrepair can significantly hurt first impressions of a community. The Town can play an active role in ensuring aesthetics and beautification are prioritized in the community.

#### Recommendations:

- » The Town can consider a Beautification Policy that could include the following:
- » Consultation with the local Waste Management Organization to establish a 2 week period each spring for the purpose of residential property clean-up.
- » Run advertisements notifying residents of the clean-up and encourage them to make a special effort to clean up their property and take advantage of the extra collections to dispose of debris. All materials should be bagged and/or bundled along road reserves for easy access.
- » The Town could remove vehicles and deposit them to the local landfill site at no cost, provided oil and tires are removed.
- » Ask businesses and residents to adopt a street and ensure clean-up is completed all year.
- » Encourage residents to remove and/or repair structures such as fences and sheds. In addition, residents will also be asked to groom properties and plant flowers in an effort to make the community the cleanest and most appealing in Newfoundland.
- » Pay for and construct planters which residents can apply for and plant with colourful geraniums.

## Volunteers and Community Groups

Although the Town can create new policies to help clean up the town, it is also recommended that there continue to be focus on community engagement and public education to get more support for beautification from the public. Engaging existing volunteer groups can assist the Town with the upkeep and maintenance of public spaces. It can also help foster environmental awareness and provide residents with a sense of ownership over public spaces.

### Recommendations:

- » Adopt-a-Trail, Street or Park programs have been effective in other municipalities to assist with maintenance while also engaging residents. These programs consist of a partnership between the municipality and an organization that oversees a public space, including routine maintenance tasks such as removing litter. The municipality typically supplies materials such as garbage bags, orientation, safety gear, and coordinates disposal. In acknowledgment of the volunteers, a sign is usually erected in the public space displaying the organization's logo.
- » Another effective strategy has been hosting a community event such as a cleanup day or community challenge. Unlike Adopt-a-Space programs which represent a recurring partnership, these are one-time events that happen on a scheduled date and time. Often, these days will overlap with other significant events such as Earth Day. Whereas Adopt-a-Space programs are oriented toward community groups, such as the Boys and Girls Club, a cleanup day appeals to the broader population and are often attended by individuals and families. The municipality typically provides an ambassador(s) to lead small groups, performing maintenance tasks such as removing litter or painting. One of the keys to a successful cleanup day is advertising the event and promoting the results. Social media can be a powerful, cost-effective tool for doing just that.
- » The Green Team program offered through Conservation Corps Newfoundland and Labrador may represent another partnership opportunity for the Town. This program provides employment opportunities for youth that supports the improvement of the natural and cultural environment in the province.

## The Importance of Municipal Planning

*Why do we plan?* This is a common question regarding community planning. We often look at our community and think, “I like things the way they are now” and “I don’t want things to change.” Resident’s concerns are often related to their property such as a home or business and the desire to keep things the way they are. This is referred to as *individual interests*.

*Common interests* are interests that apply to all residents and are related to community infrastructure such as streets, water and sewer systems; road networks and transportation; parks and open space; environmental matters; and the quality of public and private developments in the community. Common interests are the values related to environment, economy and social beliefs and form the community’s foundation. Collectively these values are considered the *common good*.

Governing and maintaining the *common good* is the responsibility of elected officials – council and its staff. Council is tasked with balancing residents’ needs (the *individual interests*) with those that affect the community as a whole (*the common good*) in a rational and fair manner. It is a challenging task and sometimes not everyone is happy with the result.

Planning helps protect the things we love most about where we live, work and play. *Planning protects our quality of life*, preserves the *common good* and achieves the community’s goals. When there is no plan, it’s easy for things to be changed, and not always for the better of the community.

## Registered Heritage District and Heritage Regulations

The creation of the Registered Heritage District and the Heritage Regulations is an important and necessary undertaking by Council to protect its unique cultural and built heritage, and thus Council’s foresight is commendable.

However, Council cannot currently control land use and development in the ***area immediately surrounding*** the Registered Heritage District as it has no Municipal Plan, Development Regulations, and associated mapping such as Future Land Use and Land Use Zoning Maps. In Newfoundland and Labrador, the Urban and Rural Planning Act (2000), is the enabling legislation that allows municipalities to govern land use and development within their community. The Act enables municipalities to create a Municipal Plan and Development Regulations within the scope of prescribed criteria defined by the Act. These are the tools Council needs to permit or prohibit use on adjacent lands and to define how they are developed. Without these tools, the risk is that incompatibilities between the Registered Heritage District and development on adjacent land (use, activity, height, setback and so forth) may occur, leading to potential to erosion of the character and value of this important heritage precinct.

## Recommendation:

- » Prepare a Municipal Plan and Development Regulations for Heart's Content.

A Municipal Plan and Development Regulations will enable Council to add further protections to the Registered Heritage District, and more importantly determine the land use zones and permitted uses for land surrounding the Heritage District and within the Municipal Planning Area. The Development Regulations will provide specific standards for development for each zone. Council will be able to enforce these standards and apply terms and conditions at its discretion. The adoption of these documents and registration by the province will give Council the authority to manage change and preserve and protect the important community resources and cultural landscapes that define the unique sense of place within Heart's Content. The Town recently hired a planner to complete this work.

## Municipal Planning & the UNESCO World Heritage Site Application

As previously stated, the Province is currently pursuing UNESCO World Heritage Site designation in conjunction with its sister site at the eastern terminus of the transatlantic cable in Ireland. The lack of a Municipal Plan and Development Regulations in Heart's Content may pose an eventual challenge for this application. Anecdotally, the Town of Portugal Cove South had a similar experience when the Mistaken Point Ecological Reserve was being considered for the same designation. UNESCO status was conditional on the small town (population of 150) developing its planning documents which, at the time, did not exist. While this example is anecdotal only, it bears further investigation. *The Operational Guidelines for the Implementation of the World Heritage Convention (2019)* by UNESCO and the Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage seems to suggest similar:

*"All properties inscribed on the World Heritage List must have adequate longterm legislative, regulatory, institutional and/or traditional protection and management to ensure their safeguarding. This protection should include adequately delineated boundaries. Similarly States Parties should demonstrate adequate protection at the national, regional, municipal, and/or traditional level for the nominated property. They should append appropriate texts to the nomination with a clear explanation of the way this protection operates to protect the property."*

*"Legislative and regulatory measures at national and local levels should assure the protection of the property from social, economic and other pressures or changes that might negatively impact the Outstanding Universal Value, including the integrity and/or authenticity of the property. States Parties should also assure the full and effective implementation of such measures."*

## Heritage Assets

The Heritage Foundation of Newfoundland and Labrador recently proposed a grant program for Municipally-Designated recognized heritage structures within a Registered Heritage District.

### **Recommendation:**

- » Encourage use of this program to help preserve historic structures in the RHD.

Below is an excerpt from *Proposed Grant Program for Municipally-Designated Recognized Heritage Structures Within a Registered Heritage District* that explains the funding program.

### **Municipal Authority to Designate Heritage Structures and Features:**

- » Municipalities in Newfoundland & Labrador are permitted under the Municipalities Act to designate historic places of municipal significance. They may appoint a heritage advisory committee to advise a council on properties for designation. This may comprise an existing heritage organization or a committee of council. In order to protect heritage properties within the RHD a municipal heritage bylaw can significantly help to preserve the character of the area by stipulating standards and practices that building owners must follow when undertaking repairs or changes to a building.

### **Heritage NL Restoration Funding Programs:**

- » Heritage NL provides funding to RHSs which makes them eligible for restoration grants of up to \$30,000 plus up to \$5,000 over a 5-year period for maintenance grants. Registered Heritage Landmark Structures are eligible for restoration grants of up to 3 installments of \$50,000.

### **Proposed Pilot Program to Fund Municipally-designated Properties within the Heart's Content RHD:**

- » Heritage NL is interested in piloting a new funding program for the restoration and preservation of heritage structures within a Registered Heritage District that would not be eligible for Registered Heritage Structure status. Heritage NL will make up to \$10,000 available in restoration grants to each heritage structure designated by the municipality that is listed in the District Inventory. This would include landscape features such as stone walls, roots cellars, fences, and cemeteries that have not traditionally been considered by Heritage NL in its designation and granting programs.
- » Subsequent to restoration, these structures and features would be eligible for up to \$2,000 every 5 years in maintenance funding. As per its regular restoration grants, funding would cover up to 30% of restoration costs (50% of wooden doors and windows).



*Historic Heart's Content (Heritage Newfoundland and Labrador)*

## Section Six: Implementation

The Heart's Content Interpretive Framework and Landscape Development Plan is a comprehensive plan that will take an organized effort, dedicated champions, and multiple years to fully realize. This section of the report provides tips for implementing different aspects of the plan.

### Interpretive Framework Implementation

The charts on the following pages provides an overview of the tasks, required expertise, budget, funding sources, and project partners for the different interpretive initiatives. A proposed timeline for the tasks has also been provided to help with establishing priorities.



## YEAR 1

### TASKS

#### I. Visitor Experience

- Geranium Festival (planning and pilot)
- Smart Phone Tour (development and pilot)

#### II. Communications

- Develop Branding
- Create Website
- Establish social media

### REQUIRED EXPERTISE

- Project Management
- Marketing & Design
- Interpretive Planning
- Content Research
- Audio design/editing

### BUDGET

#### Project Manager

\$50,000 - 56,000 (\$50K professional services contract OR \$50K hire plus employer contributions)

#### Marketing & design

\$30,000 (contract for branding & website development)

#### Festival planning & marketing expenses

\$20,000

#### Smartphone Tour

\$25,000 (content research & development, audio recording & editing, platform fees, image and music/ambient sound acquisition and permissions.

**TOTAL: \$125,000 - \$131,000**

### FUNDING SOURCES

#### Geranium Festival:

- Corporate sponsors
- Atlantic Lottery Corporation
- TCAR Cultural Events Fund <https://www.gov.nl.ca/tcar/funding-programs/cultural-events-fund/>

continued.....

## FUNDING SOURCES (continued)

### Smartphone Tour

- CEDP Heritage Project Funding <https://www.gov.nl.ca/tcar/artsheritage/culture/funding-programs/cedp-heritage/#HERITAGE>
- Community Foundation of NL, Smart & Caring Communities Fund <http://www.cfnl.ca/index.php/grants>
- Corporate community giving programs e.g. Fortis Community Giving Program <https://www.fortisinc.com/sustainability/community>

## REVENUE GENERATION

- Smart Phone Tour - app purchases
- Geranium Festival - business/corporate sponsorship, admission sales

## POTENTIAL PARTNERS

### Geranium Festival:

- MUN Botanical Garden
- Gardens NL
- Local schools
- Heart's Content 50+ Club
- Provincial Historic Sites

## IMPACT MEASUREMENT DATA/METRICS

### Smartphone Tour

- App purchases
- Play-through rates

### Geranium Festival

- Attendance
- Social media views, likes & shares
- Sponsorship revenue
- Local participation

### Website

- Page views
- Unique viewers
- Click throughs

## YEAR 2

### TASKS

#### Visitor Experience

- Mizzen Centre Revamp
- Smart Phone Tour (revised based on results of year 1 pilot)

### TASKS (continued)

#### Visitor Experience

- Geranium Festival (expanded)
- 1 partnered event

### REQUIRED EXPERTISE

- Project Management
- Interpretive Planning
- Content Research
- Exhibition Design
- Graphic Design
- Architectural Design

### BUDGET

Project Manager: \$50,000 - 56,000 (\$50K professional services contract OR \$50K hire plus employer contributions)

#### Smartphone Tour:

Costs included in Year 1 contract

Festival planning & marketing: \$5,000

#### Mizzen Centre revamp:

- Exterior renovations/maintenance: \$31,000
- Washroom renovations: TBD
- Interior interpretation, fittings and finishes: \$220,000

**TOTAL: \$306,000 - \$312,000 plus washroom renovations**

## FUNDING SOURCES

### Mizzen Centre Revamp

- Heritage Foundation of NL (restoration or maintenance grant for building exterior) <https://heritagefoundation.ca/restoration/grants/>
- Canadian Heritage, Cultural Spaces Program <https://www.canada.ca/en/canadian-heritage/services/funding/cultural-spaces-fund.html>

Continued.....

## FUNDING SOURCES (continued)

- ACOA, Innovative Communities Fund <https://www.canada.ca/en/atlantic-canada-opportunities/services/icf.html>
- IET, Regional Economic Development funding
- Canadian Heritage Community Support, Multiculturalism, and Anti-Racism Initiatives Program <https://www.canada.ca/en/canadian-heritage/services/funding/community-multiculturalism-anti-racism.html>

## REVENUE GENERATION

- Smart Phone Tour - app purchases
- Geranium Festival - business/corporate sponsorship, admission sales

## POTENTIAL PARTNERS

Continue year 1 partnerships for Geranium Festival

Partnered Event:

- Cricket NL
- Association for New Canadians
- Muslim Association of NL
- Chinese Association of NL

etc.

## IMPACT MEASUREMENT DATA/METRICS

Continue data collection for smartphone tour, Geranium Festival and website.

Partnered Event:

- Attendance
- Earned media
- Social media (views, likes & shares)

## YEAR 3

### Visitor Experience

- Completion & launch of reimagined Mizzen Centre
- Launch of Mizzen Centre retail

Continued....

### TASKS (continued)

- Smart Phone Tour
- Geranium Festival
- Launch Ambassadors Program
- 1 new partnered event

### REQUIRED EXPERTISE

- Project Management
- Staff Training
- Retail (inventory selection, processes & procedures, POS)

### BUDGET

#### Project Manager:

\$25,000 - \$28,000 (6 month professional services contract or hire)

#### Mizzen Centre revamp:

Interior interpretation, fittings and finishes: costs included in Year 2 contracts

#### Mizzen Centre Retail:

COGS: \$10,000

Consultant: \$6,000

#### Ambassadors Program:

\$5,000 (planning and implementation)

**TOTAL: \$46,000 - \$49,000**

### FUNDING SOURCES

#### Mizzen Centre Retail:

- National Trust Launch Pad Coaching Grant <https://nationaltrustcanada.ca/what-you-can-do/donate/launch-pad>
- CBDC, Consultant Advisory Services (CAS) <https://www.cbdc.ca/en/programs/consultant-advisory-services-cas>

## REVENUE GENERATION

- Mizzen Centre Admissions
- Mizzen retail sales
- Smart phone app purchases
- Geranium Festival Admissions
- Geranium Festival Corporate sponsorship

## POTENTIAL PARTNERS

### Retail:

- Craft Council of NL (product development)

### Ambassadors Program

- Corporate sponsors
- Local businesses

## IMPACT MEASUREMENT DATA/METRICS

Continue data collection for smartphone tour, Geranium Festival and website.

### Mizzen Centre:

- Visitation
- Paid admissions

### Mizzen Retail:

- Gross & net sales
- Average sale value
- Gross margin
- Top items

### Ambassadors Program

- Number of volunteers
- Volunteer retention
- Number of corporate sponsors
- Number of volunteer hours



*Aerial Image of Heart's Content (HCCDC)*

## Landscape Development Implementation

The following page provides a cost estimate for construction of the landscape development suggested for the Town Land, Hopkins Landing (Phase 1 and 2), and the Mizzen Centre. Costing has not been provided for the Registered Heritage District recommendations since those are very high level recommendations that are not quantifiable at this time.

Cost estimates are considered Class 'D' meaning they are based on an initial functional program and broad concept approach only. They should be considered order of magnitude only (+/-30% accuracy).

- » Unit prices include the following provisions:
  - » Contractor's General Conditions: 10%
  - » Contractor's Profit: 5%
  - » Design Development Contingency: 15%
  - » Construction Contingency: 5%
  - » Demolition & Removals
- » Costing is based on experience on similar projects and professional judgment only. Costing should be used for general guidance only and cannot be guaranteed as to accuracy.
- » Costing does not include HST.
- » Costing represents construction cost only which includes supply and installation of components identified.
- » The cost for topographic surveying and geotechnical investigations is not included.
- » Costs will likely change as more information becomes available. A refined cost estimate should be completed during detailed design when components are more clearly defined.
- » Costs are provided for the year 2021 and should be escalated at a rate of 2-3% each year to account for inflation and market conditions.
- » Savings may be realized if portions of the work are completed using the Town's own forces, community groups, or other partners.
- » Costing does not include replacement of existing underground assets.



Item	Quantity	Unit	Unit Cost	Subtotal	Comments
<b>Town Land near Cable Park</b>					
Granular Walkways	105	m <sup>2</sup>	\$ 70.00	\$ 7,350.00	Assumes sub-base and 150mm Class A granular
Lighting	3	each	\$ 18,500.00	\$ 55,500.00	Assumes 6m tall light fixtures
Picnic Tables	2	each	\$ 4,000.00	\$ 8,000.00	
Benches	5	each	\$ 3,400.00	\$ 17,000.00	
Waste Receptacles	2	each	\$ 700.00	\$ 1,400.00	
Fencing	40	linear m	\$ 400.00	\$ 16,000.00	Assumes 4' high fencing
Planting Beds	60	m <sup>2</sup>	\$ 300.00	\$ 18,000.00	Assumes planting soil, plants, and mulch
Wooden Stairs	1	lump sum	\$ 6,000.00	\$ 6,000.00	
Erosion Control	40	linear m	\$ 830.00	\$ 33,200.00	Assumes coir fibre logs, similar to those at Cable Park
Wooden Decking	46	m <sup>2</sup>	\$ 275.00	\$ 12,650.00	
Asphalt Parking Area	140	m <sup>2</sup>	\$ 170.00	\$ 23,800.00	Assumes sub-base, 150mm Class A granular and asphalt
<b>Subtotal</b>				<b>\$ 198,900.00</b>	
<b>Hopkins Landing - Phase 1</b>					
Granular Walkways	200	m <sup>2</sup>	\$ 70.00	\$ 14,000.00	Assumes sub-base and 150mm Class A granular
Lighting	3	each	\$ 18,500.00	\$ 55,500.00	Assumes 6m tall light fixtures
Picnic Tables	2	each	\$ 4,000.00	\$ 8,000.00	
Benches	6	each	\$ 3,400.00	\$ 20,400.00	
Waste Receptacles	3	each	\$ 700.00	\$ 2,100.00	
Planting Beds	60	m <sup>2</sup>	\$ 300.00	\$ 18,000.00	Assumes planting soil, plants, and mulch
Relocate Signage Panel	1	lump sum	\$ 500.00	\$ 500.00	
Wooden Decking	33	m <sup>2</sup>	\$ 275.00	\$ 9,075.00	Assumes sub-base, wooden framing and decking
Trees	2	each	\$ 1,350.00	\$ 2,700.00	
Temporary Granular Parking Area	60	m <sup>2</sup>	\$ 90.00	\$ 5,400.00	Parking area to be removed in Phase 2
<b>Subtotal</b>				<b>\$ 135,675.00</b>	
<b>Hopkins Landing - Phase 2</b>					
Granular Walkways	135	m <sup>2</sup>	\$ 70.00	\$ 9,450.00	Assumes sub-base and 150mm Class A granular
Benches	6	each	\$ 3,400.00	\$ 20,400.00	
Waste Receptacles	2	each	\$ 700.00	\$ 1,400.00	
Planting Beds	60	m <sup>2</sup>	\$ 300.00	\$ 18,000.00	Assumes planting soil, plants, and mulch
Wooden Decking to Connect to Wharf	25	m <sup>2</sup>	\$ 275.00	\$ 6,875.00	Assumes sub-base, wooden framing and decking
Asphalt Parking Area	970	m <sup>2</sup>	\$ 170.00	\$ 164,900.00	Assumes sub-base, 150mm Class A granular and asphalt
Fencing	13	linear m	\$ 600.00	\$ 7,800.00	Assumes 4' high fencing
Washroom Building	1	lump sum	\$ 9,800.00	\$ 9,800.00	Assumes space for 2 washrooms and a small office
<b>Subtotal</b>				<b>\$ 238,625.00</b>	
<b>Mizzen Centre</b>					
Granular Walkways	50	m <sup>2</sup>	\$ 70.00	\$ 3,500.00	Assumes sub-base and 150mm Class A granular
Benches	2	each	\$ 3,400.00	\$ 6,800.00	
Waste Receptacles	1	each	\$ 700.00	\$ 700.00	
Planting Beds	70	m <sup>2</sup>	\$ 300.00	\$ 21,000.00	Assumes planting soil, plants, and mulch
Wooden Decking	11	m <sup>2</sup>	\$ 275.00	\$ 3,025.00	Assumes sub-base, wooden framing and decking
Asphalt Parking Area	220	m <sup>2</sup>	\$ 170.00	\$ 37,400.00	Assumes sub-base, 150mm Class A granular and asphalt
Fencing	18	linear m	\$ 600.00	\$ 10,800.00	Assumes 4' high fencing
Trees	3	each	\$ 1,350.00	\$ 4,050.00	
Accessible Ramp	1	lump sum	\$ 25,000.00	\$ 25,000.00	
<b>Subtotal</b>				<b>\$ 112,275.00</b>	
<b>Total Construction Cost</b>				<b>\$ 685,475.00</b>	

## Project Roles and Partners

As the Town moves toward implementing the recommendations outlined in this plan, it will become clear that partners are needed. The Town has finite resources to implement the recommendations of this study and project partners represent an opportunity to leverage additional resources. Further, several projects described in this plan would benefit not only the Town, but other government agencies and NGOs as well.

There is also a need to consider the realities of land ownership and long-term maintenance. In some cases, such as Hopkins Landing, the projects proposed will require assets that the Town does not currently own. Partnerships in these cases are imperative to the project's success.

Capital costs are another significant factor that affect implementation. While the Heart's Content Community Development Corporation has been the party responsible for initiating this study, they (and by extension, the Town) may not necessarily be responsible for covering all project costs. This is where funding agencies and grant programs at both the Provincial and Federal level can make a difference.

Clearly, it is in everyone's interest to develop Heart's Content as an attractive, welcoming community, and that responsibility should be shared among stakeholders. The following outlines proposed roles of important stakeholders and potential project partners in the Heart's Content area.



*Aerial Image of Heart's Content (HCCDC)*

## Heart's Content Community Development Corporation (HCCDC)

- » Review the remaining phases of this Interpretive Framework and Landscape Development Plan and set priorities for project implementation.
- » Work with Council to allocate budget each year to advance the initiatives of this plan.
- » Become the champion for implementing the recommendations of this plan; consider making this part of the HCCDC's mandate.
- » Support community groups, NGOs, local businesses, Mizzen Heritage Society, and other partners wishing to implement aspects of this plan.
- » Liaise with other levels of government as needed.
- » Work with the Town to secure land agreements for priority projects that require property not currently owned by the Town.
- » Apply for funding or undertake fundraising initiatives, consider striking a sub-committee to lead this.
- » Promote the importance of the initiatives of this plan to the residents of Heart's Content.
- » Engage residents on a regular basis to provide updates, prioritize projects, and to create project support. Throughout the planning process, it was evident that a strong sense of pride and passion for the community exists among residents of Heart's Content. The success of this plan will only be possible with the participation and involvement of these community members.

## Non-Governmental Organizations (NGOs)

Many of the priority projects identified by this plan would benefit local organizations as well as the Town. These stakeholders may have interest in assisting the Town with aspects of the implementation of these projects. The Town should consider reaching out to these stakeholders to discuss opportunities to work together:

- » Mizzen Heritage Society
- » Heritage Foundation of Newfoundland and Labrador
- » Legendary Coasts

- » The Department of Transportation and Infrastructure (TI) will be responsible for any work that falls along a Provincially owned highway, such as Route 80. This includes modifications such as signage and other work within the right-of-way. The Town and HCCDC will need to work with TI on any initiatives that fall within their mandate.
- » The Department of Tourism, Culture, Arts and Recreation (TCAR) is the lead for the economic, culture, and innovation agenda of the Provincial Government. Their goal is to create a vibrant, diverse and sustainable economy, with productive, prosperous and culturally-rich communities and regions, making Newfoundland and Labrador a business and tourism “destination of choice”. Many of the initiatives outlined in this plan overlap with the TCAR’s vision for the province.
- » Provincial Historic Sites (PHS) mandate is to protect, preserve, and present places of heritage in Newfoundland and Labrador. Provincial Historic Sites operates the Heart’s Content Cable Station, and should be a primary partner on this project. PHS is also heavily involved in the UNESCO application for Heart’s Content.
- » The Department of Municipal Affairs and Environment (MAE) assists municipalities in meeting their infrastructure needs and help provide the financial and administrative tools to support development of community capacity, regional cooperation, and sound governance. The Town and HCCDC must work closely with MAE for any work that will occur in or around a body of water as permits are required. MAE may also be able to provide funding assistance through the Gas Tax Fund.
- » Service NL provides accessible, responsive services in the areas of public health and safety, environmental protection, occupational health and safety, consumer protection, and in the preservation of vital events and commercial transactions. The Town and HCCDC must work with Service NL for aspects of project implementation that involve highway signage or accessibility.

## Federal Government

- » The Atlantic Canada Opportunities Agency (ACOA) works to create opportunities for economic growth in Atlantic Canada by working with diverse communities to develop and diversify local economies and by championing the strengths of Atlantic Canada. Traditionally, ACOA has supported many initiatives in the province that promote tourism and economic growth and development. Many of the projects described in this plan align with their mandate and may qualify for funding assistance.
- » Infrastructure Canada provides long-term support to help Canadians benefit from world-class, modern public infrastructure and makes investments, builds partnerships, develops policies, delivers programs, and fosters knowledge about public infrastructure in Canada. They provide funding for projects that increase the potential for innovation & economic, improve the environment and support stronger, safer communities. Many of the initiatives proposed in this plan may qualify.
- » Fisheries and Oceans Canada (DFO) is the federal lead for safeguarding Canada's waters and managing its fisheries, oceans and freshwater resources. The Heart's Content Harbour participates in the DFO's Small Craft Harbours program, which aims to provide commercial fish harvesters and other harbour users with safe and accessible facilities. DFO will be interested in working with the Town on any proposed work around the harbour and waterfront areas.
- » Parks Canada is leading the nomination process for the Heart's Content Cable Station to become a UNESCO World Heritage Site. Communication about the status of the application should remain open between the Town and the HCCDC to ensure that any development within the RHD complements the UNESCO application. Also, to ensure there is clarity pertaining to what requirements (if any) the Town may be required to meet (such as updated planning documents).