



Business Plan
2007 to 2016

Shubenacadie
Canal Commission

November 2006

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Executive Summary

The Shubenacadie Canal was begun almost 200 years ago as an industrial engine for the new colony. It succeeded as an engineering marvel, but did not fulfill its potential because it was overtaken by a new form of transportation: the railway.

The Shubenacadie Canal Commission (SCC) was formed in 1986 and given a mandate to “oversee and further promote the historical and environmentally significant Shubenacadie Canal System”, and has been working for the last 20 years to breathe new life into the waterway.

There have been a number of successes to date. Lock Three and Lock Five have been restored, water levels are being stabilized and the Dartmouth Inclined Plane is slated for partial restoration. Much more, however, needs to be done.

Through a series of visioning sessions, rural community outreach opportunities, cross-cultural exchanges with Native leaders and professional research contracts starting in 2004, the SCC identified several unique opportunities to re-open the waterway and have it become a ‘First-Choice’ destination, providing heritage, tourism and health promotion values for residents, businesses and visitors.



That Vision is fully supported by this Business Plan, which outlines six Strategic Priorities, plus the Action Plans needed to achieve them. Current and potential funding partnerships are identified.

In essence, this Business Plan outlines a ten-year matrix, from 2007 to 2016, detailing a year-by-year breakdown of project priorities. The Plan will cost an average of \$1.3 million annually. All three levels of government are being invited to participate. As well, significant input is being sought from private funders, corporate citizens and the public.

When complete, the new Canal and Waterway will become a real economic driver for the Province of Nova Scotia, not as the industrial transportation corridor envisaged by the early investors, but as an internationally know destination for recreation, education, physical activity and adventure.

History

For centuries, the Shubenacadie waterway had been an important route for Mi'kmaq people during their travels between their inland hunting grounds and 'Chebucto' Harbour. The waterway neatly bisected the Province and could be travelled with only a few short portages. The earliest archaeological site recorded so far on the Shubenacadie dates from the Late Archaic, about 4,000 years ago.

The Canal Beginnings

In 1794, Governor Sir John Wentworth recognized both the military and economic benefits of a canal through the Shubenacadie waterway, but it was not until 1826 that several wealthy investors from Halifax formed the *Shubenacadie Canal Company*. Their motivation was to build a waterway which would open up the commercial hinterland for the merchants. The Canal was designed with a draft of eight feet and was built for steam and sailing vessels. Canal workers were brought from Scotland and Ireland to work on the canal's 17 locks. They were to be built in the British style from imported granite and local stone. When the company ran out of money in 1831, only 13 locks had been started.



The Canal remained unfinished until 1853, when The Inland Navigation Company was formed. Charles Fairbanks, a local engineer, redesigned the project based on the American style, which included fewer and smaller locks, the building of two marine inclined planes, and a draft reduced to four-feet. By 1856, Fairbanks had parts of the canal in operating condition and in 1861, it was fully operational.

The Canal ran with modest success carrying lumber, pottery, bricks, and the railway iron used to construct the Nova Scotia Railway. Ironically, the railway put the canal out of business when the heavy bridges required spans so low boats could not pass beneath them. This, combined with the Town of Dartmouth's appropriation of a canal reservoir for drinking water, provided the immediate cause of the demise of the canal.

- after *Bob Ogilvie, Nova Scotia Museum*

Recent Developments

The SCC was created by an Act of the Nova Scotia Legislature in 1986. It provides for a volunteer board to oversee and further promote the historical and environmentally significant Shubenacadie Canal System. For the past 20 years, this board has been acquiring lands, stabilizing historic features, building relationships with rural communities and Native groups, and conducting research on 19th Century industrial engineering techniques.

Today, it is time to put those historic and modern resources to good public use.

Vision Statement



We see a waterway bounded by a green belt, spanning the Province from Halifax Harbour to the Cobequid Bay – linking communities en route.

We see an historic treasure, recognized at home and abroad as a unique system of natural lakes and rivers connected by man made locks, canal cuts and inclined planes.

We see access to the waterway enhanced to achieve recreational, educational, cultural, health and economic benefits for residents, businesses and the Tourism Industry.

Statement of Values

We value our heritage, our education, the health and physical fitness of our fellow citizens, and the prosperity of Nova Scotia. To further these ideals, in the context of the Shubenacadie Canal, the SCC believes it is important to identify its stakeholders and to include them in comprehensive planning and coordination sessions. There have been several community-based visioning sessions in the past few years, the most recent of which was in April 2006.

Through these efforts, the SCC has identified some of the best ways to breathe new life into this historic canal while also better serving the needs of rural communities and Native groups wishing to take advantage of its many assets.

An impatience now exists to begin work on several of the identified strategies.

To make our Canal a “success” will not result in the valuable transportation corridor which the original builders envisioned so many years ago. This time, the waterway will become a *destination* known locally and abroad as a soft-adventure and visitor-friendly site where health and fitness values abound for all ages; where people can take real advantage of these attractions while still absorbing the history and culture of Nova Scotia.



Lock Four and Lock Five on the Shubenacadie Canal have been designated under the Nova Scotia Special Places Protection Act. These, and other sites, share valued ecosystem components within the overall system. The SCC is proud to have initiated a number of Screening Environmental Impact Assessments, as well as Habitat Alteration, Disruption or Destruction Assessments in conjunction with all of its recent activities. All future initiatives will also be subject to the same undertakings.

Finally, the SCC has embraced the objectives of the Canadian Heritage Rivers program and is actively completing the application for nomination of this waterway as a member of that exclusive group.

Strategic Priorities

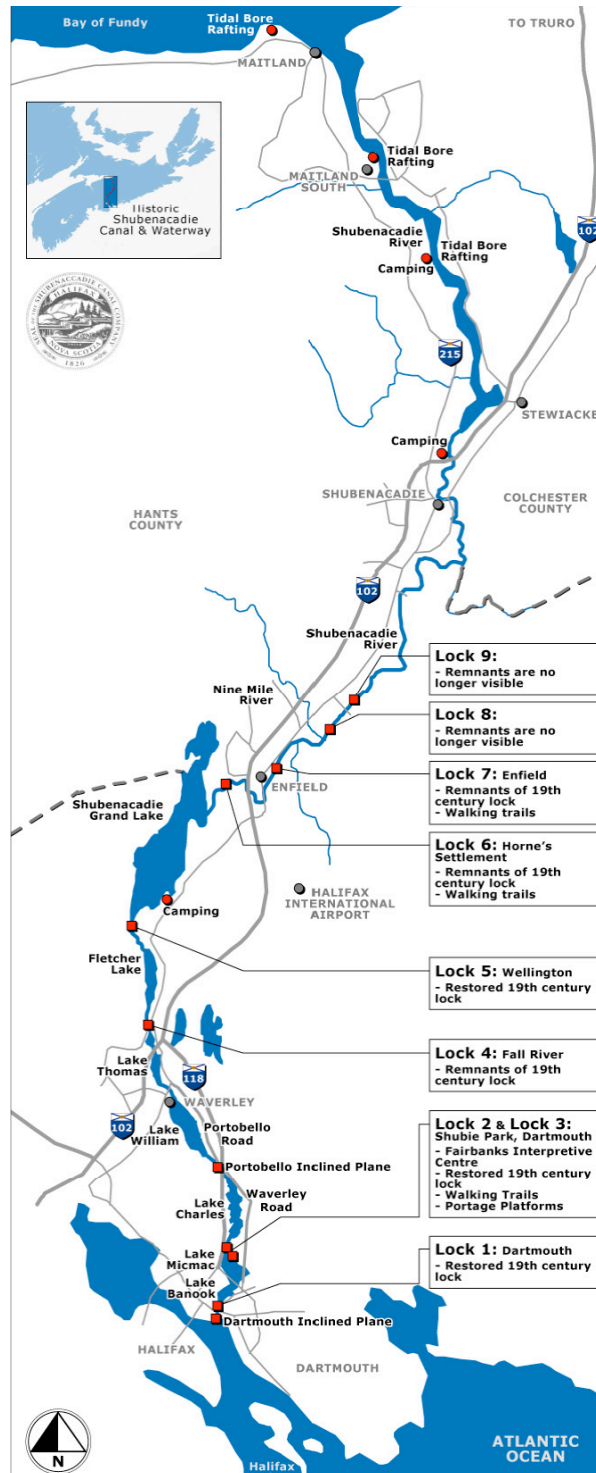
1. Heritage Restoration - Making the locks and dams work

The objective of this strategy is to have actual *working* locks available for all to experience how historic technology overcame great obstacles. Lock One, Lock Three and Lock Five (of the nine locks on the system) have been restored to the point where they could work. This plan will see at least two of those put back into operation for all to admire and actually pass through.

Lock Two, Lock Four, Lock Six and Lock Seven are in urgent need of stabilization and repair. By investing in them at this point, they will remain for another 200 years, a silent testament to the efforts of the original canal builders.

2. Enhance the Canoe/Kayak Experience – Enjoying the Canal

Countless hundreds of people contact the SCC for information about the navigability of the canal every summer. The stock reply for them has always been, “depending on the time of year and the rainfall, the canal *might* be open for small boats.” The objective of this strategy is to rebuild four small water control structures at their original locations on the system to allow for dependable navigation conditions. By establishing these water control structures at PortoBello, Fall River, Wellington, and Enfield, the Canal route could be guaranteed to be “Open for Small Boats” from Dartmouth’s Lake Banook to the Village of Shubenacadie, almost 85% of the original route.



3. Creation of Hiking Trails – Completing the Shubenacadie Trail

The SCC, along with the Halifax Regional Municipality, the Canoe to the Sea Society and partners at the two other levels of government, have completed 24 kilometres of nature trail along the Canal corridor from Halifax Harbour to Fall River and had it registered as an official part of the Trans Canada Trail. A proposed alignment for the balance of the route to the Bay of Fundy has been identified. The objective of this strategy is to work in a section-by-section manner and complete the construction of the remaining 90 kilometres, connecting Fall River to Maitland, with a trail link to Truro.

4. Education Opportunities – Sharing the Lessons of the Past

The SCC maintains two well equipped visitor centres, one on the shores of Halifax Harbour at the canal entrance and another in the very popular Shubie Park, Dartmouth. Both centres were built in the late 1980s as cooperative ventures between the Federal and Provincial governments. They share the story of the human, natural and industrial history of the Canal.

The objective of this strategy is to develop sustainable interpretative programs, using the two centres as a base from which the SCC will reach out to rural communities along the waterway and to Mi'kmaq groups, offering the public a view of the Canal's past and a role in developing its future.



5. Operational Resources – The people needed to fulfill the vision

In the past, the SCC was able to hire staff and support a variety of programs of broad interest to the public. For the last six years, it has survived on a drastically reduced budget. While achieving considerable success, it has relied upon volunteer management and the benevolence of the community. The objective of this strategy is to allocate sufficient finances to support a minimum professional staff, which would ensure the maintenance of existing resources and oversee the realization of the other strategies in preparation for the Canal's future.

6. Promotion Strategy – Positioning this unique opportunity

The Canal offers a broad range of benefits, including tourism, recreation and health, conservation and education, as well as benefits for cultural and heritage preservation. The objective of this strategy is to market the attractions of the Canal corridor to local, regional, national and international audiences as a significant generator of economic, social and health impacts. A Communications Plan is presented on Page 18, along with several high-profile marketing projects to be rolled out.

Actions to Achieve the Strategic Priorities

1. Heritage Restoration – Making the locks and dams work

This section describes the final work required on three of the nine locks in the system, to actually make them work. Once operational, in association with their water control structures, the section of the Canal through the heavily populated suburbs of the HRM could be made completely functional. As well, five of the remaining lock assets will be stabilized and protected for the education and enjoyment of canal users. Lock One, in Dartmouth, while completely restored, will not become functional as it serves as a vital water control structure for the downtown area.

A detailed matrix of these structures, their restoration/stabilization costs and the time frame for each, is presented in Appendix IVa.

Control Gates, Lock Three – Shubie Park

Working control gates (see opposite) represent the final pieces required to make this an actual working lock. As a result of the effort in 2005, the lock is fully capable of supporting the weight of the authentic wooden gates. The walls are ready to accept both the two large “Miter” gates and the upstream “Falling Leaf” gate. These additions will finally make the lock fully operational for public use.



Reconstruction, Lock Two – Shubie Park

This lock is a close neighbour of Lock Three, in the vicinity of the Fairbanks Centre in Shubie Park. According to a recent engineering assessment, it is in need of extensive stabilization, gates and wall reconstruction in order to be made operational. First however, there must be a detailed survey completed on the walls, the surrounding grounds and the channel. When restored, it will be the final piece in opening the Canal to commercial tour boats from Lake Banook, through Lake Mic Mac and into Lake Charles.

Stabilization, Lock Six – Enfield

This lock is situated in a little known wilderness park in Horne Settlement, not far from Enfield. According to a recent engineering assessment, it is in need of extensive wall stabilization in order to save it from completely disappearing. An engineering study must be completed on the walls, the surrounding grounds and the channel. When stabilized, it will be an attractive centerpiece for the small nature park now serving a growing rural population. As well, it will serve as one component of the proposed water control structure needed by several communities in East Hants for domestic water supply.

Stabilization, Lock Seven – Enfield

Like Lock Six, this lock is situated in a little known pocket of the river, right in the community of Enfield. It also needs extensive wall stabilization in order to save it from completely disappearing. An engineering study is required on the walls, the surrounding grounds and the channel. When stabilized, it will be an attractive centre piece for the community, not now served by any such nature park for the growing suburban/rural population.

Survey, Locks Eight and Nine – Elmsdale

These unique ‘river’ locks are situated next to the villages of Elmsdale and Lantz. Before they become mini tourist destinations in their own right, their remnants must be surveyed and investigated in order to retain what is left of the structures and to interpret how they worked. Neither will ever be operational, as they are too far deteriorated and small boat passage is already possible on this section of the river at all but the lowest tides without the locks.

Original Retaining Wall, Lock Five – Wellington

This structure is situated in the naturalized area known as the “old fish hatchery” property, next to the community of Wellington. When it was built, it was an important part of the water diversion plan for the operation of Lock Five. After 175 years, it is in need of stabilization. The project is in association with the rebuilding of the river dam at this site.

Inclined Planes - Dartmouth and PortoBello

Two marine railways were important parts of the Canal operation. They used water-powered turbines and cables to carry vessels up steep slopes and overland between bodies of water. The historic Inclined Plane in downtown Dartmouth is receiving significant attention and investment from the municipality. The original railed will become the route of the Trans Canada Trail through the neighbourhood and the site of the historic water turbine chamber will be accessible for visitors. Similar features exist at the site of the Inclined Plane in PortoBello, but further research and stabilization is required to develop the remnants.

2. Enhance the Canoe/Kayak Experience – Enjoying the Canal

Lock Five – Rebuild the Dam - Wellington

Lock Five on Grand Lake, has been completely restored for some time, but it has never had the supply of the water required to make it operational. The dam on the adjacent river must be rebuilt and the exit channel cleared of debris to restore the lock to full operation. The SCC has proposed an immediate environmental study, permits and project review required for the dam. When complete, the lock will facilitate movement of boats between Lake Fletcher and Grand Lake. Such operation of the lock, in association with the adjacent park property owned by the SCC, will become a catalyst for auxiliary business ventures, including canoe rentals, fishing outfitters and tour boat operators.

Lock Four – Rebuild the Dam - Fall River

This area, at the southern end of Lake Fletcher is similar to Lock Five, in that the original design ensured that water flowed to the lock and facilitated the passage of boats. Since the days of operation, the stream has been allowed to find its own course, and no water now flows into Lock Four. Further, without the dam, the stream floods in spring and often dries up in summer, both cases preventing any navigation in the area. Local residents have long requested that the water flow be controlled as it once was, and the dam rebuilt. Again, any rebuilding of structures in a waterway requires review and environmental assessment. This work could be accomplished in conjunction with the study at Lock Five, and will allow for the eventual rebuilding of the dam here.



Water Control Structures - Lakes Charles/William/Thomas

During the operation of the Shubenacadie Canal, water levels on the whole system were carefully maintained and monitored. With the passing of time, the old weirs have been falling into ruin and little effort is made to control the water levels in the lakes, or on the river. Almost all residents on the Waterway feel that the water should be stabilized at the mean “spring high water mark”. This would facilitate small boat navigation of the lakes and channels, while having minimal effect on the natural environment. These new structures will utilize the design features established for the recently approved structure established in PortoBello.

Lock Six, Rebuild the Dam and river crossing - Horne Settlement

As with all of the locks on the Shubenacadie Canal, Horne's Lock (Lock Six) was situated so as to by-pass specific obstacles in the river. A dam was built there to raise the water level sufficiently to flood an area of rapids and to divert water into a new lock. All that remains of this water control structure is the rock and rubble footings in the river.

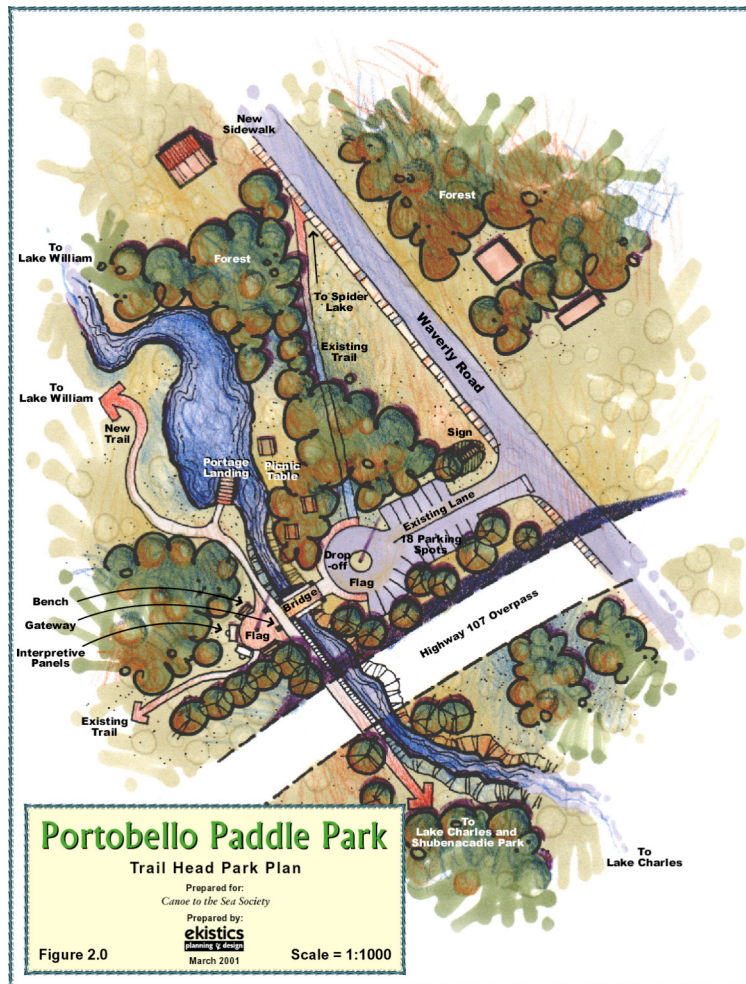
Many local residents still feel, however, that the water level should be stabilized at the mean "spring high water mark". This would facilitate small boat navigation on the river from the source at Grand Lake to the dam, while having minimal effect on the natural environment. The re-establishment of the historic dam at Horne Settlement would provide two other very important benefits; *a.* act as a foundation for a pedestrian bridge on the Shubenacadie Trail (planned to cross the river near this point), as well as: *b.* create an enhanced, all-season reservoir for part of the municipality's domestic water supply. A new structure would utilize the design features established for the structure at Lock Five.

A Tourism Destination for Metro - PortoBello Paddle Park

The SCC plans to develop a new "family wilderness" park for suburban residents which would include hiking trails, two foot bridges, six portage docks, safe boating routes, parking, picnic areas, and interpretative signage.

A preliminary design has been completed (funded by ACOA) and approximately 50% of the work has been completed to date, including portage docks, nature trails, one new footbridge and a water control structure which greatly improves the canoeing.

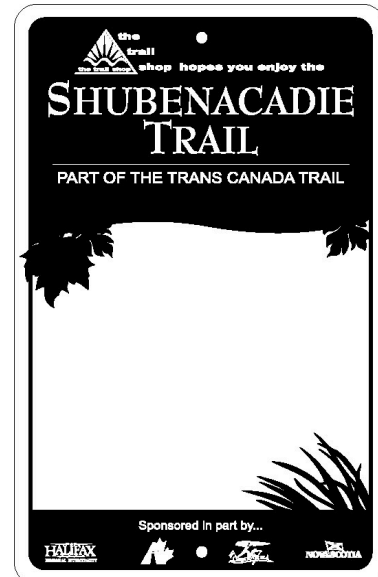
The balance of the work includes localized streambed rehabilitation, a 20-vehicle parking area at the trailhead, interpretative signage, and rehabilitation of the vast acreage of parkland areas associated with the site.



3. Creation of Hiking Trails – Completing the Shubenacadie Trail

The SCC has been a prime facilitator for the development of a corridor hiking trail connecting the Halifax Regional Municipality (HRM) and the official Trans Canada Trail, north of Truro. As such, the “Shubenacadie Trail” will present the best opportunity for residents of rural HRM and the many other communities along the Canal to explore wilderness habitats in East Hants and Colchester, all within easy reach of their homes.

The trail development will progress through three phases, in partnership with the Capital Budgets of the HRM, the Municipality of East Hants and the Municipality of the County of Colchester (see Appendix IVb). Each has been approached and each has given preliminary approval. Local citizens’ committees are being established in the individual communities through which the trail will pass.



Section A - Waverley to Enfield

This component is approximately 36.5 km, consisting of 6.5 km of trail existing or under construction, 24 km of new trail to be constructed, several bridges, plus 6 km of adaptive use of street or roadway. The major section of trail-on-roadway traverses the suburban area of Fall River. Much of this area has been developed as single-family residential lands, with an emphasis on water frontage. Little or no provision was made during subdivision construction for pedestrian walkways or any trails offering access to, or views of the waterway.

Section B - Enfield to Shubenacadie Village

This component is approximately 31 km, consisting of 30.5 km of new trail to be constructed and 0.5 km of street or sidewalk. The recommended trail alignment closely follows the Shubenacadie River, while accessing mostly open land at the margins of farmland, but which lie within the nominal high water zone of the river.

Section C - Shubenacadie Village to Maitland

This component is approximately 47 km, consisting of 9.8 km of existing trail, 26.8 km of new trail to be constructed and 10.4 km of street or roadway. These “new trail” sections will be interspersed with roadway designated as trail. Most of the road sections are provincial secondary roads; *ie.*, gravel roads with minimal traffic. A canoe ferry is being considered for crossing the Stewiacke River (approx. distance of 30 metres). This would avoid trail traffic using parts of Route 2 to traverse from Back Road to Fort Ellis and would by-pass the Town of Stewiacke. However, the alternate route through

Stewiacke would provide for access to a wide range of services within Stewiacke and will avoid the cost and regulatory effort related to the ferry operation.

All sections of the trail proposed for these areas will be subjected to an Environmental Screening, ensuring that they preserve and enhance shoreline vegetation, thereby acting as a filter for residential and agricultural runoff. Careful design and alignment of the travelled way will ensure run-off control, erosion management, and habitat protection. In this way, trail development will respect the principles of shoreline stewardship.

Landowner approval is an important element of trail development. Fortunately, in watercourse areas, buffer zones are often mandated to extend several metres on either side of lakes, rivers and wetlands. Such is the case along this waterway. Trail routing is expected to utilize this established ribbon of land and promote a healthier environment.

4. Education Opportunities - Sharing the Lessons of the Past

The SCC views heritage as both natural and built. The natural heritage includes the seven lakes, the two rivers and the corridor lands which bound them. The built heritage is composed of the nine lock systems with their associated dams and head ponds. In addition there are the two inclined planes and the remains of the various workshops, workers' dwellings and their associated artifacts. Finally, voluminous archival records, photographs and illustrations are available. All of these resources provide rich opportunities for both formal and informal interpretive programs.

First Nations

For centuries the Shubenacadie waterway was an important route for First Nation travel between inland winter hunting grounds and their summer dwellings on the shores of Halifax Harbour. Early archaeological sites on the Shubenacadie system date back as far as 4,000+ years and include petroglyphs, midden heaps and a wide range of artifacts. While pre-historic investigation is the responsibility of First Nations and the Nova Scotia Museum of Natural History, the SCC will continue to encourage this work and has taken the first steps to develop a partnership with the Mainland Confederacy of Mi'kmaq.

Canal Building Era

The focus of the SCC program has been, and will continue to be, the Canal building era. The stories associated with this period provide wonderful opportunities for visitor programs. For example, there are the Canal workers' villages at several locations along the system which contain original stone walls remaining as they were left by the Irish and Scottish "navvies" in the early 1830s. Professional and amateur archaeologists are still unraveling the details of the ingenious workings of the two Inclined Planes. Both the continuing investigations and the resulting interpretation of these sites could be supported by the Departments of Tourism and Culture, Education, Natural Resources and the Office of Health Promotion as well as the Nova Scotia College of Art and Design and campuses of the Nova Scotia Community College, where students could benefit from opportunities to work on innovative approaches to interpretation.

Park Areas

Since its inception, the SCC has acquired, or cooperated in the acquisition of, lands around the historic works associated with the Canal. At present, all of the lands required for these capital projects have been acquired (See Appendix V). Each of these parcels of land is a potential “pocket park” where residents, school classes and tourists can explore and enjoy the natural and historic features. The SCC works in cooperation with the three municipalities, local schools, and all interested communities in developing, promoting and maintaining these areas for residents and visitors. The most successful example thus far, has been the development and operation of the park at Horne Settlement, where a nature trail leads walkers past the remnants of Lock Six and through a variety of mini interpretative areas.

While the focus for interpretation will be the historic and natural features along the Waterway, the two interpretation centres will play important supportive roles. Existing exhibits in both centres provide an introduction to the entire Waterway and a collection of texts, photographs and archival materials will assist those doing research. Space will also be available for classes, meetings and seminars which deal with the many features of the system. The SCC has been particularly fortunate in being able to forge a close relationship with the HRM Trails Development Group which shares space in the Fairbanks Centre. This symbiotic relationship provides an opportunity for very productive sharing of talents and resources. It also produces a sharing of the cost of operating the Centres. It is intended that a similar arrangement will be developed with respect to the Alderney Centre, in which the Waterfront Development Corporation has expressed interest.

The SCC views these centres as gateways and introductions to the Waterway. In future, the Fairbanks Centre will be open to the public on a year-round basis and consequently tourists can be directed there for further information. Tour buses, including those from cruise ships could offer this a shore trip for their passengers.

Programs

- Guided Walks and Tours

Trained guides will provide informative walks from the Interpretive Centres and at a number of sites in the neighbouring communities. Tour buses will be assisted in scheduling stops at historic Canal locations. When complete, the restoration of Lock Two and Lock Three will allow tour boats to pass from Lake Banook, through Shubie Park and Lake Charles to visit the PortoBello Inclined Plane. The SCC will offer interpretative walks for Canal visitors from these boats, providing a unique excursion for visiting cruise ship passengers, for example.



An interpretive signage program has been developed which will be installed all along the system. The initial installation will begin in Shubie Park which is the most highly visited area. Each of these signs will be sponsored by a business or an organization.

- Animation

Wherever possible the SCC will offer interpretive programs which involve the visitor. This approach will become more and more possible as our park areas are developed. At the Dartmouth Inclined Plane, people walking on the Trans Canada Trail will follow the path of the original Incline, getting a sense of the elevation being overcome, and see a boat cradle mounted on tracks, plus a partial model of the Canal's paddle wheeler "Avery". At Locks Two and Three visitors will be able to participate in their actual operation and thus gain first hand knowledge of the roles of a Lock Keeper.

Website

The SCC website provides another education and interpretation opportunity. At present the site features animations illustrating the operation of a Lock and an Inclined Plane which are very useful for schools as well as the general public. In future, copies of all brochures and publications will be available there as well. The website provides an excellent opportunity to reach a worldwide audience, while linking to local communities.

Role of Volunteers and 'Friends of The Canal'

The SCC has a long-standing tradition of making use of community-minded citizens. This has been particularly true in the area of programming. However, such volunteer programs require staff support. It is planned to hire a part time Volunteer Coordinator to recruit, train and support volunteers who will assist with these programs.

5. Operational Resources – The people needed to fulfill the vision

Prior to 2000, the SCC received stable funding from the Province and was able to hire staff to support a variety of programs of public interest. For the last six years, it has survived on a drastically reduced grant, completely on volunteer management and the benevolence of the community.

The objective of this strategy is to source sufficient annual funding, to support a minimum professional staff, which would oversee the realization of these Strategic Priorities and prepare for the Canal's future role as a major attraction. The complement would include:

- 1 Executive Director
- 1 Office Assistant (Part time)
- 1 Marketing Professional (Promotion/Fund Raising)
- 1 Coordinator of Volunteers (Part time)
- 2 Maintenance Staff (1 Full time and 1 Part time)

Details on the cost of this professional staff and the Operational Resources Requirement are included as Appendix VII.

6. Promotion Strategy – Positioning this unique opportunity

Developing Canal Ambassadors

Encouraging Nova Scotians to spend more time within the Canal corridor and becoming personally involved with the natural areas will support their improved physical and mental/emotional health. It will also serve to provide opportunities for the SCC to inform and educate them about the important connection between healthy ecosystems and healthy human populations.

Encouraging Canadians from other provinces to visit our Canal is even more important. Facilitating that objective is the current application by the Province, aided by the SCC, to the Canadian Heritage Rivers Board. Should the Shubenacadie Canal and Waterway be nominated as a *Canadian Heritage River*, it will join only a handful of other national waterways in receiving tremendous public exposure and national credibility.

National exposure will also be gained through the extension of the *Trans Canada Trail* through the Canal corridor. This 114 kilometre long hiking trail will feature some of the most splendid vistas anywhere on the mainland of Nova Scotia, as well as placid lakeshores, old growth woodlands and rolling farm fields. Already the most popular trail in eastern Canada, the Shubenacadie Trail will become a magnet for nature lovers, similar to the Bruce Trail in Ontario and the Appalachian Trail in the Eastern USA.

The Canal will again step onto the world sporting stage in 2009 when the *International Canoe Federation* stages their World Championships for sprint canoe racing. This will be the fourth time that the best athletes in the world have been hosted on the Canal. Local organizers are preparing for over 1000 canoe and kayak racers from over 50 nations. This sport is extremely popular in western Europe which is one of the areas where Nova Scotia targets its tourism marketing. The SCC intends to take full advantage of this opportunity as a major part of its enhanced 'Canal Awareness' efforts.

The potential to attract international visitors remains untapped at present, but could be immediately enhanced by offering day-excursions through Locks Two and Three for passengers on cruise liners which visit Halifax Harbour. This project is currently being explored with the Waterfront Development Corporation and the Halifax Port Authority.

Supporting Healthy Nova Scotians

Healthy, well-informed people are satisfied visitors who tell other visitors and become tremendous ambassadors for the Shubenacadie Canal and for Nova Scotia. For this reason, among others, the SCC has joined a strategic alliance with, among others, the Dartmouth Volksmarch Club, hosting their activities and promoting the Canal to a broad audience.

It is very clear that an interaction with nature can reduce crime, foster psychological well-being, reduce stress, boost immunity, enhance productivity, promote healing in psychiatric and other patients, and is most likely essential for human development and long-term health and well-being.

Content, positive-thinking people live more productive lives and contribute to their community and their province. Current research also shows that all parks, and particularly those with an active water element, are an ideal vehicle to help reconnect humans to nature, and build a real bridge between their priorities and life's necessities. There is a strong link between healthy people and healthy parkland. It naturally follows that better health (physical, mental and spiritual) results from exposure to natural areas. Productivity is enhanced through healthy and knowledgeable workers.

Our Communication Plan

The SCC recognizes that it must ensure that funding partners and the general public are more aware of the cultural and historic significance of the Shubenacadie Canal and Waterway.

It has accepted its mandate as promoting the awareness of the Canal, trail system and waterway as a great asset and opportunity for Nova Scotia. To accomplish this, a communication and marketing strategy has been devised, building on past successes. The objective is to create a higher profile and a more comprehensive understanding that will lead to greater use of this unique province-wide opportunity, all the while responsible to our funding partners and ultimately to the public, both rural and urban, who are showing increased interest in this great asset. Five subject areas are proposed for reaching out to both specific target groups and the general public as a whole.

A. Information and Education

Interpretive signage already exists in Shubie Park and we are currently expanding this inventory with interesting and educational panels explaining the cultural and historical significance of Canal features within Shubie Park. Programs will be continued at various sites along the Canal.

The SCC website will be updated with maps, links and guidance to literature and related areas of interest. A news section, which may include a regularly published newsletter, will also be added.

The existing video presentation, popular with many schools and community groups, will be updated, and made available on DVD.

Standardized signage for the Shubenacadie Canal, with recognizable icons, will be placed on highways in all communities from Halifax Harbour to Maitland renewing our present system. Information maps and brochures will be developed to facilitate waterway and trail use and partner recognition, identifying water and food outlets, picnic sites, and rest and camping areas making Canal utilization safer and more enjoyable.

B. Branding, Identification & Merchandising

Over the years numerous articles with our official logo, and identification symbols have been given away or sold. Through the development of branded products, such as clothing, gift wear, and souvenirs, a potential new profit centre will be established. Opening a “Shubie Shop”, in partnership with an established outfitter, is being finalized. A new SCC flag will be created and flutter over all canal entrances and prominent sites on the canal. This would include canoe clubs, inns, parks/campgrounds, and private businesses that may wish to participate in a cross-province waterway and trail concept. An awards system will be established recognizing public and corporate success in fostering Canal opportunities including recreational, educational, cultural or economic benefits for residents, businesses and visitors as outlined in our Vision Statement (see Page 5).

C. Enhanced Communication with Funding Partners

The vision for the Shubenacadie Canal and Waterway impacts many levels of government and the SCC is committed to improving the knowledge and awareness of all our partners. Federally this will include ACOA, Canadian Heritage River System, National Historic Sites and Monuments Board and any other interested groups. Provincially, the departments most affected include the Department of Natural Resources, plus the Departments of Tourism and Culture, Education, the Office of Health Promotion and the Office of Economic Development.

D. Institutional, Corporate and Private Partners

It is possible that a formal fundraising foundation will be established with membership comprised of high-profile community leaders and Canal champions. This may require re-emphasizing our charitable status under the Income Tax Act and developing an increased interest and participation in community-based fundraising endeavors designed to make Nova Scotia a better place to work and live, through a re-launching of the Shubenacadie Canal and Waterway concept. This will assist in funding not only current SCC projects, but activities of the partner groups as well.

E. Public Participation

Participation will promote awareness and give ownership back to the community. This will be done through the development of a “Friends of the Canal” program. Individual groups and service clubs will all be welcomed and their activities fostered with the help of a Volunteer Coordinator. A recognition and awards system for outstanding individuals, groups and businesses who have added to the value of our asset base, will help encourage and promote a wider understanding of our goals and objectives. An overview of this plan is attached as Appendix II.

Outcomes

Many Maritime destinations offer natural and human history. For most, however, it is growing increasingly difficult to raise the capital required to build the infrastructure demanded by today's travelling public. The Shubenacadie Canal already has the needed infrastructure, and it is unique anywhere in eastern Canada! No capital is required to create this opportunity, just to bring it into the 21st Century and to make it stand apart.

In the view of the SCC, this funding will enable the Canal to fulfill the potential envisaged by its original investors. The first President of the Shubenacadie Canal Company, Michael Wallace, spoke these words at the sod turning on July 25, 1826; "*Our children, I venture to prophecy, will bless us for the undertaking and our posterity will find it one of the best legacies bequeathed to them by their ancestors.*" Of course, Mr. Wallace was speaking of an economic benefit which he felt would come from industrial transportation on the Canal. Today, the benefits will be:

- * A real, historic waterway that has easy access and working locks.
- * A multi-day, suburban/rural soft-adventure destination close to an urban centre.
- * A tourism magnet close enough to metropolitan centres to generate capital.
- * A linear, natural park that offers a healthy outdoor experience, the equal of any.

Contributing to the Economic Well-being of Nova Scotia

The SCC maintains that there is a wide range of potential benefits associated with canal restoration which go beyond the benefits associated with the waterway itself, including:

- * Rural economic regeneration:
 - Act as catalyst for business and social renewal;
 - Increase development value and the opportunity for investment;
 - Generate long-term economic activity and opportunities for employment;
 - Offer the valuable 'quality of life' attractions important to new businesses.
- * Tourism expansion:
 - Act as a tourism asset in its own right;
 - Provide a link between existing/new attractions;
 - Support the Tourism Industry through water-based adventures.
- * Active Transportation:
 - Act as a waterborne transport corridor for people and freight;
 - Form important cycling, walking, skiing and public access corridors.
- * Sport and recreation opportunities:
 - Host a wide array of international sporting events;
 - Provide an important venue for *ad hoc* family sport and recreation activities;
 - Contribute to the health and well being of society.
- * Heritage, culture and the natural environment:
 - Form a unique heritage, cultural, educational and environmental asset;
 - Host a wide array of important historic buildings and structures.

The results of our consultations with local communities and associated stakeholders on the issue of re-opening at least the two sections of the Canal indicated complete recognition of the potential benefits. All communities along the waterway expect increased tourism and wider economic benefits which local businesses will share, as has happened in other jurisdictions with canals in Canada and abroad.

In Canada an excellent example of these benefits is the restoration of the Lachine Canal in Montreal. Completed in 2002, a largely abandoned industrial area of the southwest part of Montreal was transformed into a spectacularly popular example of urban rebirth.

In Great Britain, Tourism Development International has undertaken an assessment of the tourism benefits of re-opening their canals. It showed that there could be in the region of £1.1m to £1.4m per annum, including multipliers (\$3 to \$4 million CDN). It also assessed the wider economic regeneration benefits arising from canal restoration, including increased economic activity in sections of the Canal corridor areas of up to £2 to £4 million per annum (\$4 to 8 million CDN) and significant jobs created over a three year construction period; followed by wider employment in subsequent years. Similar examples exist in Poland, Sweden, the USA and France.

Investment in the Canal and its associated natural areas provides a range of benefits well beyond the traditional economic models. The direct and immediate impact of funding is clearly evident in providing more jobs and employment within the immediate area, both directly resulting from the investment activities and indirectly from suppliers and local businesses.

Further investment to secure and develop the potential of the Canal corridor will have future impacts that reflect broader personal and societal values of a healthy and productive place to live and enjoy. In addition, the Canal corridor will catalyze new tourism and recreational sector initiatives that can utilize resources and opportunities which become available.

- * Economic opportunity is created when “Smart Businesses” are attracted to areas because their employees can enjoy natural amenities.
- * Increased education levels result from the availability of natural resources, when protected and promoted for research purposes.
- * Broad scientific benefits flow from the availability of these natural resources and systems which are protected from irreversible change, then promoted for scientific research and technological development.

Partners of the SCC

Halifax Regional Municipality

Support for the Shubenacadie Canal has been very generous over the past five years and the SCC commends HRM Council and staff for their on-going interest. In particular, Lock One at Lake Banook has been completely renovated by the HRM and equipped with replica gates which give the impression that the lock could indeed function as it did in the 1800s. Actual operation will never be possible due to the lock being used as a water control structure by the HRM.

As well, the historic site of Dartmouth's Inclined Plane has been extensively studied. Detailed restoration plans are now underway for a facsimile marine railway. This will also serve as the route for the Trans Canada Trail through the downtown. The costs for this project are being borne by the HRM.



Their plans for the Trans Canada Trail as it proceeds north from the harbourfront, through the rest of the Community of Dartmouth and on to Enfield, at the Hants County line are on-going. It is anticipated that planning and development of the trail initiative will continue for the next five years, and could exceed \$225,000 annually.

Municipalities of East Hants and Colchester

With the tremendous popularity of walking trails, and the overwhelming success of trail development in the HRM, two neighbouring municipalities are seriously examining the potential for creating nature trails in their sectors of the Canal corridor. Specific plans are being developed now for new trail initiatives from Enfield, through Elmsdale, Lantz and Milford to the Village of Shubenacadie, and then on to Stewiacke, South Maitland and finally to the Village of Maitland. These plans will proceed over the next five years, led by the SCC, but engaging all rural communities, elected representatives, aboriginal interests and each level of government. Expenditures will exceed \$500,000 per year.

In addition, there is at least one major project in East Hants which could marry the trail construction objectives of all parties, with the SCC's plans for enhanced small boat navigation on the Canal and the need for ensured domestic water supplies in East Hants. Preliminary investigations have begun which could see a partnership for the construction of a major water control structure at Lock Six, which could create the reservoir needed domestic water supply volumes. At the same time, it would serve to restore small boat navigation on the river and provide footings for a crossing point for the hiking trail.

Province of Nova Scotia (multiple departments)

The Department of Natural Resources has taken the SCC under its wing since 2000. It provides some limited professional support as well as capital funds required for infrastructure projects. The Office of Health Promotion, through the Nova Scotia Sport & Recreation Commission, has also assisted with a number of initiatives along the Canal.

With the benefits of Canal development as broad as outlined here, it is hoped that the Province will reintroduce the operational budget of the SCC and initiate plans for an inter-departmental approach to the Strategic Action Plan. Departments like Education and Tourism & Culture, the Office of Economic Development *etc.*, must also be invited to the table so that funding of the people resources can be re-established at the level needed. It is anticipated that these costs could reach \$300,000 on an annual basis.

Both the continuing education programs and the associated interpretation of the many historic Canal sites could be supported by Tourism and Culture, Education, Natural Resources and Sport & Recreation, as well as NSCAD and NSCC where students could benefit from opportunities to work on innovative approaches to interpretation.

Atlantic Canada Opportunities Agency & the Government of Canada

As with most infrastructure development initiatives, ACOA is a welcome partner. This agency already recognized the economic and social benefits of enhancing the Canal (1986) and was a good friend during that initial reconstruction phase. In excess of \$2 million was spent on the two popular interpretative centres and one restored lock.

Estimates of budget priorities in this Plan place the new funding at levels which will require ACOA's involvement again. It is foreseen that much of the actual infrastructure rebuilding will be cost intensive, on a one-time project-by-project basis. It will exceed an average of \$400,000 per year for each of the next ten years.

Private Partnerships & Other Stakeholders

There continues to be tremendous support from local industries for the Canal's rebuilding initiatives. Several private construction firms, as well a professional engineering partnership, have been very forthcoming of their time and in-kind support on specific projects. The work outlined in this Plan cannot succeed without such private, professional assistance. The SCC looks forward to continuing good relations with local business and associations which will result in numerous cooperative ventures on the community level.

A similar symbiotic relationship exists between the SCC and an extremely pro-active community group, *The Canoe to the Sea Society*. This partnership will continue to produce new trails, canoe portage routes and needed infrastructure along the waterway.

In addition, this Plan outlines the need for positioning the Canal as a unique combination of natural history and soft-adventure. A corporate 'Major Gifts' campaign will be initiated, taking advantage of the many amenities the Canal offers, as well as the official Charitable Society status the SCC maintains. This will facilitate the building of the solid relationships which translate into successful project outcomes.

Appendices

- I The Shubenacadie Canal Commission**
- II Communications Plan**
- III Audited Financial Statements**
- IV Project-by-Project Spreadsheets**
 - a • Heritage Restoration**
 - b • Creation of Hiking Trails**
- V SCC Real Estate and Assets**
- VI Partnerships in Funding - Proposals**
- VII Operational Resources Requirement**

Appendix I

Shubenacadie Canal Commission

The Shubenacadie Canal Commission is a volunteer board established by the Province of Nova Scotia. It has the right, duties and obligations as outlined in *An Act to Establish The Shubenacadie Canal Commission*, Chapter 97, Acts of 1986, NS House of Assembly (to be amended in 2006).

<p style="text-align: center;">Province of Nova Scotia Governor in Council</p>

<p>Provincial Appointees:</p>	<p>John O'Connor, Medical Doctor, Chairman Maurice Lloyd, Professional Engineer Gordon Warnica, Professional Engineer Keith Manchester, Physical Scientist (retired) Darren Schives, Program Administrator Harold Carroll, Director of Parks (<i>Ex Officio</i>)</p>
<p>HRM Appointees:</p>	<p>Kathy Mills, Administrator Gregory Zwicker, Planner Michael Hughes, Technologist (retired) Coun. Andrew Younger, HRM</p>
<p>East Hants Appointees:</p>	<p>pending (2)</p>
<p>Colchester Appointees:</p>	<p>pending (2)</p>

<p>Voluntary Secretariat:</p>	<p>Bernard Hart, Educator (retired) Allan Billard, Resources Biologist (retired)</p>
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Appendix V

SCC Real Estate & Assets

Location	Associated Features	Size
Alderney Centre PID: 40763476	Entrance to the Shubenacadie Canal and Waterway Alderney Interpretation Centre	6,468 sq. metres
Findlay Park PID: 00094474	Lock One and remains of Dam	0.32 hectares
Port Wallace (Shubie Park) PID: Multiple	Locks Two and Three, Canal Cut, remains of Workers' Village and out-Buildings Fairbanks Interpretation Centre	10.32 hectares
Portobello PID: 40128977	Remains of 1826 Lock, Dam, Inclined Plane and Canal Cut to Lake William	2.43 hectares
Fletcher Lake PID: Multiple	Lock Four, Site of Mill and Post Rd.	0.63 hectares
Grand Lake (Wellington) PID: Multiple	Mi'kmaq Camp Site, Lock Five, Dam, Site of Lock Keeper's House and remains of Fish Hatchery	4.0 hectares
Horne Settlement PID: 45289477	Lock Six, River Dam and Canal Cut	7.1 acres
Enfield A PID: 40662744	Flood plain and camping area	8.2 acres
Enfield B PID: 45077419	Lock Seven, River Dam and Canal Cut	29,750 sq. ft.
Elmsdale PID: 45151743	Flood Plain and camping area	1.5 acres

Appendix VI

Partnerships in Funding - Proposal -

<u>Partner</u>	<u>Project</u>	<u>Amount</u>
• <u>Atlantic Canada Opportunities Agency</u>		
	- Dam at Lock Five	\$ 1,215,000
	- Stabilize Lock Four	1,060,000
	- Rebuild Lock Two	1,050,000
	- Water Control Structures (3)	<u>200,000</u>
	Sub-Total	\$3,525,000
• <u>Province of Nova Scotia</u>		
	- Shubenacadie/Trans Canada Trail	\$ 1,000,000
	- Gates at Lock Three	350,000
	- Annual Capital Maintenance (10-years)	220,000
	- Stabilize Lock Six	260,000
	- Stabilize Lock Seven	310,000
	- Dam at Lock Four	60,000
	- Retaining Wall at Lock Five	80,000
	- Inclined Plane – PortoBello	<u>30,000</u>
	Sub-Total	\$2,310,000
• <u>Halifax Regional Municipality</u>		
	- Inclined Plane – Dartmouth	\$ 1,450,000
	- PortoBello Paddle Park	314,377
	- Shubenacadie Trail	<u>825,000</u>
	Sub-Total	\$2,589,377
• <u>Municipality of East Hants</u>		
	- Dam at Horne Settlement	\$ 1,200,000
	- Shubenacadie/Trans Canada Trail	400,000
	- Survey of Locks Eight & Nine	<u>30,000</u>
	Sub-Total	\$ 1,630,000
• <u>Municipality of the County of Colchester</u>		
	- Shubenacadie/Trans Canada Trail	\$ <u>1,600,000</u>
	Sub-Total	\$1,600,000
<u>Total of this 10-Year Plan</u>		<u>\$ 11,654,377</u>

Appendix VII

Operational Resources Requirement

The Shubenacadie Canal Commission foresees its operational funding being re-established. With immediate financial stability assured, it will then be able to mount a professional public and private subscription campaign, leading to a possible endowment fund. That would ensure longer-term financial security.

Initial steps include the following budget scenario, plus the staffing measures indicated below:

Operating Income	<u>2000-01</u> <i>Last year of full operation</i>	<u>2006-07</u> <i>current year</i>	<u>2007-08</u> <i>proposal</i>
Grant (Annual Operating)	160,500	32,100	160,500
Private Partnerships	41,584	8,595	60,000
Interest Earned	<u>1,561</u>	<u>5,734</u>	<u>5,500</u>
Total	203,645	46,429	226,000
Operating Expenses			
Personnel ¹	105,750	4,400	172,000
Programming	18,498	7,754	20,000
Administration	27,459	14,568	15,000
Office	5,603	7,050	7,500
Insurance	2,382	1,612	2,000
Maintenance & Equipment	5,210	10,200	5,500
Marketing	<u>4,015</u>	<u>400</u>	<u>4,000</u>
Total	168,917	45,984	226,000

¹ Personnel	<u>2007-2008</u>
Executive Director	\$ 50,000
Office Assistant (P/T)	20,000
Marketing/Promotion/Fund Raising	40,000
Coordinator of Volunteers (P/T)	12,000
Maintenance (1 F/T and 1 P/T)	<u>50,000</u>
Total	\$ 172,000