



# Town of Glovertown Municipal Plan 2010-2020

FRE-00021495-A0  
exp Services Inc.  
February 2012



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**URBAN AND RURAL PLANNING ACT**  
**RESOLUTION TO ADOPT**  
**TOWN OF GLOVERTOWN MUNICIPAL PLAN**

Under the authority of Section 16 of the *Urban and Rural Planning Act 2000*, the Town Council of Glovertown adopts the Town of Glovertown Municipal Plan 2010-2020.

Adopted by the Town Council of Glovertown on the    day of    , 2012.

Signed and sealed this    day of    , 2012.

Mayor: \_\_\_\_\_

Clerk: \_\_\_\_\_

**CANADIAN INSTITUTE OF PLANNERS CERTIFICATION**

I certify that the attached Municipal Plan have been prepared in accordance with the requirements of the *Urban and Rural Planning Act 2000*.

MCIP: \_\_\_\_\_



**URBAN AND RURAL PLANNING ACT**  
**RESOLUTION TO APPROVE**  
**TOWN OF GLOVERTOWN MUNICIPAL PLAN**

Under the authority of section 16, section 17 and section 18 of the *Urban and Rural Planning Act 2000*, the Town Council of Glovertown

- a) adopted the Town of Glovertown Municipal Plan 2010-2020 on the \_\_\_\_\_ day of \_\_\_\_\_, 2012.
  
- b) gave notice of the adoption of the Town of Glovertown Municipal Plan 2010-2020 by advertisement inserted on the \_\_\_\_\_ day and the \_\_\_\_\_ day of \_\_\_\_\_, 2012 in the \_\_\_\_\_ newspaper.
  
- c) set the \_\_\_\_\_ day of \_\_\_\_\_ at \_\_\_\_\_ at the \_\_\_\_\_ for the holding of a public hearing to consider objections and submissions.

Now under the authority of Section 23 of the *Urban and Rural Planning Act 2000*, the Town Council of Glovertown approves the Town of Glovertown Municipal Plan 2010-2020 as adopted.

SIGNED AND SEALED this \_\_\_\_\_ day of \_\_\_\_\_, 2012

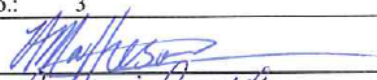
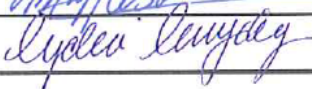
Mayor: \_\_\_\_\_

Clerk: \_\_\_\_\_



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# 1.0 INTRODUCTION

## 1.1 Foreword

The *Glovertown Municipal Plan 2010-2020* establishes guidelines for the sustainable management of development on lands contained within the Glovertown Planning Area Boundary (PAB) by setting out a ten-year land use strategy. This Plan provides a policy framework for the land use zoning and subdivision regulations, to be administered by Council through development and subdivision permits. This Plan repeals the *Glovertown Municipal Plan 1986-1996*.

The Plan, in guiding the physical improvement and sustainable growth of the community, indicates the location and timing of residential development and the general layout and scheduling of capital works to support development such as new water and sewer mains, new roads, and improvements to existing roads. It also identifies plans to address the environmental, social, cultural, economic, and governance needs of the community. As required under the *Urban and Rural Planning Act, 2000*, hereby referred to as “the Act,” all relevant planning issues have been reviewed in the preparation of the Plan and are presented in Appendix 1, the *Background Report to the Town of Glovertown Municipal Plan 2010-2020*.

## 1.2 Plan Contents

The *Glovertown Municipal Plan 2010-2020*, consisting of this report and the associated Generalized Future Land Use Maps 1.1 and 1.2, constitutes a legal document once approved in accordance with the Act. It proposes the allocation of land for various uses, and includes Council’s aims (goals, objectives, and policies); the plan for the sustainable development of the community; and the timing and costs over the next decade of recommended capital works.

Appendix 1, the Background Report, was prepared to provide an accurate and up-to-date examination of current conditions and an analysis of key trends since the last Municipal Plan. The report also provides the basis for some of the rationale used for policies proposed in the Municipal Plan. It does not form part of the legal document.

Appendix 2, the *Glovertown Integrated Community Sustainability Plan (ICSP)*, was developed along with the Municipal Plan and provides the sustainable framework through which the Municipal Plan should be understood. The ICSP does not form part of the legal document.

## 1.3 Plan Preparation & Consultation

This Plan was prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*. The Plan documents are based on land use surveys and other studies of the community and on Council’s perception of the land use problems facing the community, the opportunities for improvements to its physical environment, and the direction future growth should take. Community consultation has also played a major role in all aspects of this planning process.

Residents of Glovertown were consulted throughout the plan review process. On February 23<sup>rd</sup>, 2010 a Public Open House was held at the Bonavista Bay Search and Rescue Building to introduce the plan review process to the public and solicit feedback related to the community’s priorities for the future directions of the Town. An invitation was mailed to all residents of Glovertown.

A Town Municipal Plan meeting was held on June 24<sup>th</sup>, 2010 to update the community on the status of the review process and to provide an additional opportunity for residents to provide further input in person. Again, an invitation was mailed to all residents.

#### **1.4 Bringing into Effect**

The Act sets out the process for bringing a municipal plan into effect. When Council is satisfied with a draft of the Plan, Council adopts it and notifies the Minister of Municipal Affairs. A public hearing is arranged as per Section 16(1) of the Act and notices are published announcing the time and place of the hearing. The commissioner appointed to conduct the hearing reports to the Minister of Municipal Affairs on any representations made, and Council then requests the Minister to approve the Plan. Notice of the Minister's approval is published in the *Newfoundland Gazette* and the local press and the Plan comes into effect on this date.

#### **1.5 Plan Administration**

After the Glovertown Municipal Plan has received the Minister's approval, it is legally binding upon Council and all other persons, corporations and organizations.

Council will administer the Glovertown Municipal Plan by carrying out the Plan's policies. There are several ways in which this is done:

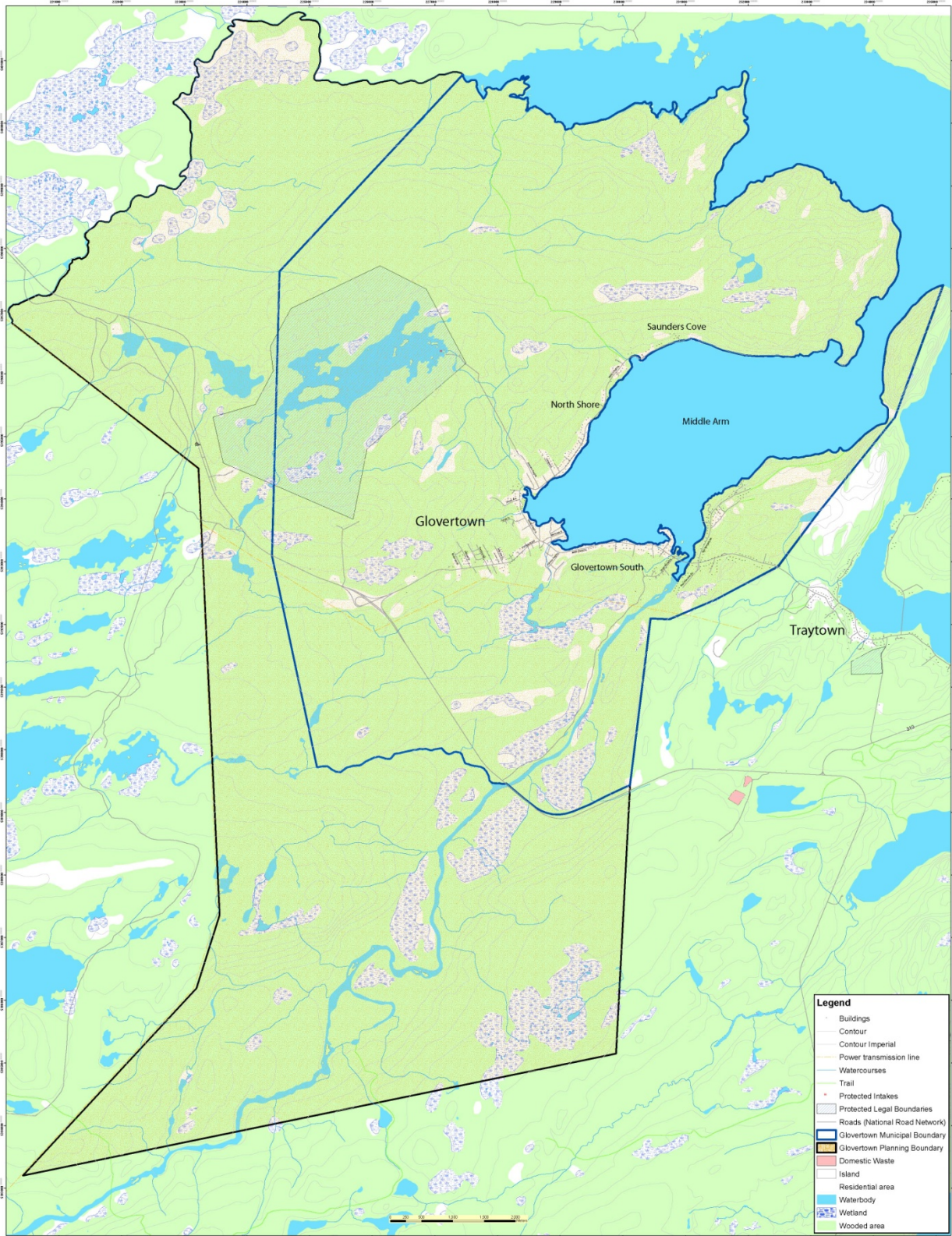
- by preparing land use zoning and subdivision regulations (prepared and approved at the same time as the Municipal Plan);
- by issuing development permits to people wishing to build or change the use of a building or to subdivide in accordance with regulations; and
- by undertaking the capital works and development schemes outlined in the Plan when the financial resources are available.

In five years time, Council will review this Plan and revise it to provide for the next 10-year period in accordance with Section 28(1) of the Act. Amendments may be made at any time prior to the five-year review in response to new development proposals or changed community priorities. These amendments must follow the process outlined in Sections 14 to 24 of the Act.

#### **1.6 Planning Area Boundary**

The Planning Area covers approximately 94 square kilometres. Its most dominant natural feature is the Terra Nova River, which flows into the bottom of Middle Arm, Alexander Bay. The area is traversed east-west by the Trans Canada Highway. The Planning Area (as shown in Figure 1) is governed by Town Council, which exercises control over all development, watersheds and amenities of the municipality and surrounding lands.

Figure 1: Glovertown Planning Area Boundary (PAB)



## 2.0 PLANNING CONTEXT

This section summarizes the findings of the research and consultation of the project planning team in preparing the Glovertown Municipal Plan and ICSP. The results are presented in full in the Municipal Plan Background Report (Appendix 1) and the Glovertown Integrated Community Sustainability Plan (Appendix 2). Major issues and anticipated opportunities Glovertown will face over the next ten years are discussed within a sustainable planning framework.

### 2.1 The People, Economy, & Built Environment

The *Glovertown Municipal Plan (1986-1996)* assumed that Glovertown's population would increase at an annual average growth rate of 1.1%, reaching 2,395 in 1991. However, the Town's actual population, as was the case in many towns throughout the Province, experienced a significant loss of residents. Glovertown's population declined by 9.2% between 1991 (2,270) and 2006 (2,062).

The population, like the rest of the Province, is getting older. In 2006, the median age stood at 44.8, largely as a result of three dominant population trends: the decline in preschool and school age children; a shrinking workforce; and the continued aging of the baby boomers. As is the case with many smaller communities in Newfoundland & Labrador, the challenge for Glovertown will be to retain its youth, while also encouraging new families to locate in the community. The return of many Newfoundlanders to the island is a key opportunity on which Glovertown can capitalize.

While the Town's population is shrinking, new residential and commercial development continues to occur, especially in the form of dwellings that are significantly larger than the traditional housing stock of the Town. For the past decade, the number of residential building permits issued in Glovertown has grown (from five in 2000 to twenty in 2008). The majority of residential development has occurred along Station Road, as well as along Riverside Road East and West, and Main Street North. The Municipal Plan identifies the appropriate lands on which Glovertown should accommodate new residential development.

Glovertown's economy has also continued to expand with the construction of a significant number of newer commercial developments. The Town developed in the late-1800s as a sawmilling Town, but its economy has diversified significantly over the years. Today, only 9% of residents work in primary industries (a category which includes forestry). Another 27% work in secondary industries related to construction and manufacturing, while 64% work in the service industry, including health care, government, and sales and services. The shipyard (commercial boat building), fish processing plants, construction companies, small enterprises, building supply stores, Terra Nova National Park, and home-based businesses provide most of the local jobs. The Municipal Plan identifies the best locations for accommodating existing and future business, commercial, and industrial activities, including an appropriate location for a new business/industrial park.

There is significant potential for further development of the tourism industry in the area. Lying directly adjacent to Terra Nova National Park, Glovertown is well positioned to capitalize on the approximately 200,000 visitors that visit the park annually. Both natural assets (Alexander Bay, Terra Nova River) and recreational assets (T'Railway, Ken Diamond Memorial Park, Glovertown Gardens, softball field, and potential soccer pitch) are a great basis upon which Glovertown can continue to improve its image as a tourist destination, while simultaneously improving the quality of life of local residents.

## **2.2 The Natural Environment**

Situated along the shores of Middle Arm, Alexander Bay, and lying adjacent to Terra Nova National Park, Glovertown will benefit economically, socially, and culturally by protecting its natural environment. Environmental protection is essential if Glovertown wishes to draw more tourists to the community. Many residents identified Alexander Bay and the Terra Nova River as the community's greatest assets, yet much of the banks of the Bay have been backfilled and public access is limited. In contrast, the Terra Nova River exhibits a stunning natural beauty that should be protected so as to maintain its undisturbed character. New development that respects and enhances the natural environment will prove more beneficial for Glovertown in the long-term. The Town will also have to consider how land development will need to adapt within the context of climate change, especially in relation to increased flood risks.

The Municipal Plan directs the majority of anticipated future development to existing built up areas, or areas directly adjacent to existing systems. To ensure the long-term financial stability of the Town, the Plan limits the amount of "strip" residential development that has consumed much of the shores of Middle Arm, Alexander Bay.

## **2.3 Land Use Needs**

The 1986 Municipal Plan identified three future development areas (FDAs) to accommodate new residential developments: the area between Station Road and Main Street (FDA No. 1); the area between Angle Brook Road and Main Street South (FDA No.2); and the area to the east of Riverside Road East (FDA No.3). A review of the general location of development permits for residential development in the period of 2000-2010 indicates that the majority of recent development has been occurring in areas adjacent to FDAs Nos. 1 and 3, not in them. Assessing the appropriateness of these areas was part of the Municipal Plan review process and new Future Development Areas have been identified (see the Generalized Future Land Use Maps 1.1 & 1.2).

Land use conflicts between residential uses and industrial/business uses have also been identified as a major land use issue in Glovertown. The development of a commercial/business park is one of the key strategies which Council has stated would be necessary to reduce these conflicts by attracting new companies to the area and encouraging existing businesses to relocate to the Park, away from residential uses. The Municipal Plan proposes to separate areas for future industrial and business development in locations that will have minimal impact on existing residential areas.

The Municipal Plan designates land to accommodate future residential and commercial development, while simultaneously protecting Glovertown's environmental assets, reducing land use conflicts between residential and business uses, and ensuring the Town can affordably and efficiently provide the appropriate municipal services.

For further details on land use needs in the Glovertown Planning Area, see Appendix 1.

## **2.4 Municipal & Transportation Services**

Glovertown is currently considering regionalizing the Town's water supply system by connecting the neighbouring Town of Traytown to its water supply. It was determined that the North West Pond Watershed has the capacity to meet the current and projected future demands of both communities. While water supply is not an issue, many residents commented on water quality issues during the public consultation process, especially as it relates to colour, smell and taste.

The Glovertown ICSP (Appendix 2) identified the protection of Alexander Bay as one of its key goals. Glovertown currently discharges its residential sewage into the Bay. This discharge is free from industrial effluent. Although there is no treatment currently provided, a recent study indicated that Glovertown Harbour is not adversely impacted by this sewage system.

Glovertown participates in the Terra Nova Regional Waste Disposal Committee, sharing the Terra Nova Regional Waste Disposal site with other nearby communities. As it is anticipated that this site will not meet future needs for all communities, the existing site will be developed into a transfer station for moving waste to Norris Arm.

In terms of transportation services, priority areas for future projects have been identified in Appendix 1. These include:

- Safety improvements to the intersection of Station Road (Route 310) and Main Street;
- Improved pedestrian access along Penney's Brook Road and Glovertown Academy;
- Improved pedestrian access along Main Street South adjacent to Alexander Bay;
- Addressing heavy vehicle traffic issues on Angle Brook Road and Bayview Heights;
- Addressing the deceleration lane for eastbound exiting traffic at the Trans Canada Highway Glovertown Exit;
- Winding horizontal alignment and blind corners along Main Street North;
- Future replacement of Terra Nova River Bridge; and
- Connecting discontinuous residential streets and constructing new streets.

With regards to capital funding priorities for municipal and transportation services; Council has identified a variety of projects in their five-year Capital Works Plan, including: a new fire truck; road upgrading and paving; Memorial Street sewer overflow; Station Road Pumphouse backup generator; and Station Road water storage tank and water system upgrade. A full list of capital works projects can be found in Section 5.2 of this Plan.

Glovertown has a Limit of Servicing Agreement with the Province that came into effect in 1992. Some streets have been extended beyond the existing limits of servicing and two subdivisions have been constructed. The street extensions and subdivisions were constructed and serviced per Council standards, except pavement. The Town has requested that the Limits of Servicing Agreement be modified to include the above, but the request was denied by the Province. The Town has not paved any streets outside the Limits of Servicing boundary and does not anticipate to anytime within the next five years.

## **2.5 Municipal Finance**

The Town of Glovertown has an annual operating budget of approximately \$1.89 million. In 1984, 46% of total revenues were consumed by debt charges. Today, the Town's current debt ratio stands at 25.9%. This is in comparison to the maximum of 30% recommended by the Department of Municipal Affairs.

At the time of the 1986 Municipal Plan, 31% of property tax revenues were generated by commercial properties and 69% by residential properties. Today, residential property tax accounts for 89% of the Town's total property tax revenue, while commercial property tax accounts for a significantly lower 11%.

The provincially recommended ratio is 60% residential and 40% commercial. For further details related to the Town's Capital Works Program, see Section 5.2.



## 3.0 VISION, GOALS, AND OBJECTIVES

This section outlines the Town's planning vision, goals and objectives which will be pursued for the period 2010-2020. The vision statement establishes a broad picture of the community's future that Council attempts to achieve through the implementation of the policies outlined in the Plan. A goal is a desired state which reflects the long range desires of Council and is related to a major area of concern. An objective is a short-range step towards achieving the goal. It is concrete, realistic, action-oriented and attainable within a period of three to five years. The achievement of an objective should move the goal closer to reality. The community vision, goals, and associated objectives were determined through consultation with Council, stakeholders, and the public.

### 3.1 Community Vision

*Glovertown is a vibrant, prosperous community that places a high value on its natural environment, proud history and local culture. The Town offers its residents a high quality of life through improved municipal services, a range of social and employment opportunities, and an open and accessible local government. Its diverse local economy and variety of local services make it a regional hub for the Eastport Peninsula. Glovertown is known as an impressive tourist destination thanks to its protected and accessible natural environment, walkable waterfront and community charm.*

### 3.2 Community Goals

The following six community-wide goals will guide the growth of Glovertown from 2010-2020:

#### 3.2.1 Compact Community Structure

**Goal:** To encourage a growth structure for Glovertown that ensures orderly development, efficient provision of municipal services, respect for the natural environment, and compatibility between land uses. Land available in existing serviced areas should be maximized before additional development in unserviced areas occurs.

**Objectives:** To deter further development in sections of the municipality that cannot be economically serviced.

To encourage new development in areas of Town where water and sewer services already exist (infill development), or where such services can easily and efficiently be provided.

To ensure that natural areas such as drainage courses, shorelines, and aquifer recharge areas are preserved from development, and to ensure no development occurs in designated flood zones unless proper flood proofing measures are taken.

To improve public access to the Bay shoreline and Terra Nova River, recognizing their value to residents and to the local tourism industry.



To create “Town Centre” improvements that promote a walkable environment, improve the tourist potential of the Town, and encourage new business and residential development.

To foster healthy living and active lifestyles among local residents by building upon existing recreational assets, preserving the ecological integrity of the area, and improving connections between the natural and built environments.

### **3.2.2 Sustainable Economy**

**Goal:** To promote the further diversification of the local economy to serve the present and future population, especially in areas related to tourism, and other service sectors.

**Objectives:** To encourage and expand the Town's economic base in order to obtain a balanced economic structure and ensure the majority of residents continue to find jobs locally.

To encourage the continued diversification of local services to serve local families and an aging population.

To investigate all opportunities to assist in marketing the Town to potential residents and tourists alike.

To continue to support forestry, fishery, and agricultural activities, and the efficient use and proper management of these resources.

### **3.2.3 Sustainable Housing**

**Goal:** To provide for an adequate quality, quantity and mix of housing to serve the needs of the local population, particularly families and aging residents.

**Objectives:** To require removal of houses that cannot economically be improved.

To continue with the conventional single family detached dwelling as the dominant housing form that satisfies the majority of Glovertown residents, while allowing for other housing forms as the needs arise, especially multi-unit dwellings that serve aging residents.

To concentrate residential development in areas where municipal services can be most economically extended and within the designated Future Development Areas (FDAs).

### **3.2.4 Efficient Municipal Services**

**Goal:** To provide, where possible, a full range of municipal services to Glovertown in the most economical fashion.

**Objectives:** To undertake the work necessary to increase water pressure west of Townview Road to provide adequate fire flows.

To continue to pursue regional cooperation with Traytown on the expansion of the municipal water system as outlined in the *Town of Traytown Water Supply Study*.

### **3.2.5 Improved Transportation Flow**

**Goal:** To provide a safe and efficient internal and external transportation network to serve Glovertown.

- Objectives:**
- To provide proper access to all commercial and industrial areas.
  - To maintain existing roads through a regular maintenance program.
  - To continue to connect the dead end streets in the Station Road area.
  - To realign the dangerous intersection of Station Road/Main Street/Centennial Street/Memorial Street.
  - To improve pedestrian access along Penney’s Brook Road and along Main Street South adjacent to the waterfront.
  - To limit the impact of industrial truck traffic on residential neighbourhoods.

### **3.2.6 Sound Fiscal Management & Accountable Decision-Making**

**Goal:** To manage municipal expenditures and revenues so as to provide municipal services with long-term financial stability in mind.

- Objectives:**
- To manage municipal expenditures with restraint, aiming for maximum return on investment.
  - To manage the municipal debt load considering the Town's ability to meet its expenditures over the long-term. Annual debt charges should not exceed 30% of total revenues as per Provincial government policy.
  - To encourage a more diversified economic base in the community with greater participation and involvement from commercial and industrial sectors in order to generate more revenues through business taxes.
  - To continue to promote an open government and decision-making process by including residents in decisions that affect the community.

## 4.0 THE LAND USE PLAN

The following policies, in concert with the Generalized Future Land Use Maps 1.1 & 1.2, constitute the land use component of the *Glovertown Municipal Plan, 2010-2020*. This land use component designates land within the Glovertown PAB for uses that are deemed most appropriate for future development. Included are all policies which are seen as necessary by Council to ensure that the physical development of the Town is undertaken in an efficient, economic, and sustainable manner during the next ten years. The Land Use Plan is meant to complement the Goals and Objectives outlined in the previous section.

### 4.1 General Land Use Policies

The following policies can be categorized as general in scope and may apply to more than one land use designation and to different areas of the Glovertown Planning Area.

#### 4.1.1 Growth Management

**Policy G-1:** It shall be a policy of Council to direct new development in accordance with the Generalized Future Land Use Maps 1.1 & 1.2, as amended from time to time, and in accordance with the policies of this Plan. Generally speaking, new residential development will be located in areas of Town that can be easily and economically serviced. New commercial and business development will be concentrated along Main Street South, as well as in lands designated Industrial Reserve, located on Station Road near the Trans Canada Highway interchange, and along Main Street South.

**Policy G-2:** It shall be a policy of Council to consider the aesthetic character of site and building design in the approval of site plans within all land use designations. When reviewing applications for development, Council will consider whether the proposed development is complementary to surrounding buildings in terms of size, scale, style, and form.

#### 4.1.2 Ecological Integrity

**Policy G-3:** It shall be a policy of Council to encourage the preservation of natural features such as wetlands, mature forested areas, and natural shorelines, among other features, in order to preserve natural ecosystems for future generations. New development shall be required to minimize impacts on the environment.

**Policy G-4:** It shall be a policy of Council that any development or land use activity will be separated from any lake, river, or tributary by a buffer, the requirements for which will be set out in the Development Regulations. Council shall prohibit development in areas exposed to ocean surges, flooding, or other significant natural dangers. Proposed development activity in the water, or within the required buffer area, will be referred to the Department of Environment and Conservation for consideration under Section 48 of the *Water Resources Act*.

**Policy G-5:** It shall be a policy of Council that development shall only be permitted on lands having soil and drainage conditions which are suitable to permit the proper siting and development of the proposed uses.

#### **4.1.3 Non-Conforming Uses**

**Policy G-6:** It shall be a policy of Council, in accordance with Section 108 of the *Urban and Rural Planning Act 2000*, to recognize that any development or land use that legally exists on the day this Plan comes into effect, may continue. Where a building or use exists which does not comply with the intent of the Plan and the designated use, it shall not be allowed to substantially expand. Minor extensions may be approved provided there will be no adverse effects on surrounding properties or the environment and a change from one non-conforming use to another more acceptable use may be permitted.

#### **4.1.4 Subdivision Policies**

**Policy G-7:** It shall be a policy of Council that all proposed subdivision of lands for residential, commercial, and industrial development shall be submitted to comprehensive evaluation. The content of this evaluation will be detailed in the Development Regulations and will include:

- (a) An investigation of all physical features of the site and the opportunities and constraints to development that they represent. Where possible, the layout of proposed lots and roads should conform to the topography of the site.
- (b) A demonstration of how the proposed subdivision will coordinate with existing development and roads on adjacent lands and provide for future access to undeveloped lands in the area.
- (c) An investigation to ensure compatibility between the subdivision and surrounding land uses, both existing and future.
- (d) A review of proposed municipal services and the public costs of providing and maintaining these services in the long-term.

**Policy G-8:** It shall be a policy of Council to, as a condition of approval, require the developer to enter into a subdivision agreement with the Municipality.

#### **4.1.5 Municipal Servicing & Costs**

**Policy G-9:** It shall be a policy of Council that, within the built up Town, new development will only be permitted in areas which can be provided with full municipal water and sewage services, unless otherwise specified in this Plan. Areas where water pressures are in doubt (e.g. where fire flows cannot be guaranteed at all times) will be excluded from development until services are upgraded.

**Policy G-10:** It shall be a policy of Council that developments requiring new streets, street extensions, and services located outside the current serviced area will be required to be constructed to standards set out in the Development Regulations and shall be the financial responsibility of the developer. Ownership of new streets and service infrastructure will be required to be transferred, at no cost to the Municipality, upon satisfactory completion.

#### **4.1.6 Easements and Emergency Access**

**Policy G-11:** It shall be a policy of Council that where land is required for utility easements or emergency access, such land may be obtained for the appropriate agency (e.g. Newfoundland Power) in the course of approving subdivision or other development applications.

#### **4.1.7 Appropriate Siting of Development**

**Policy G-12:** It shall be a policy of Council that building setbacks from roads be provided in accordance with the zoning and subdivision regulations to preserve the right-of-way widths, as specified in the Development Regulations. Such setbacks should be sufficient to allow appropriate landscaping and to permit the parking and movement of vehicles clear of any road allowance.

**Policy G-13:** It shall be a policy of Council that all development must front on a publicly-maintained street, unless otherwise specified in this Plan.

#### **4.1.8 Improved Pedestrian Environment**

**Policy G-14:** It shall be a policy of Council to encourage the development of new pedestrian accesses and trails as indicated on the Generalized Future Land Use Maps 1.1 and 1.2, or where deemed appropriate to encourage active living and improve pedestrian safety.

**Policy G-15:** It shall be a policy of Council to encourage the development of trail heads along the Town's main roads to better connect the trail system to the town and help enhance the "Town Centre," as indicated on the Generalized Future Land Use Maps 1.1 and 1.2.

#### **4.1.9 Wharves, Docks, & Shoreline Access**

**Policy G-16:** It shall be a policy of Council that, as a condition of approval, development of wharves and docks for public, commercial, or personal uses may be permitted in appropriate locations along the shoreline of Middle Arm, Alexander Bay, provided that they have no adverse effect on the site, are compatible with surrounding land uses, and meet the approval and conditions of the Departments of Environment and Conservation and the Department of Fisheries and Oceans, or any other relevant regulatory agency.

**Policy G-17:** It shall be a policy of Council to move forward with the Glovertown Marina Proposal (2005) to stimulate tourism and economic development within the community.

**Policy G-18:** It shall be a policy of Council to ensure that public access to and along the shoreline of Alexander Bay is preserved and, where possible, enhanced. The impact on public access of the construction of wharves, docks, or marinas along the shoreline will be considered in the review and approval of development applications.

**Policy G-19:** It shall be a policy of Council to ensure no *new* development occurs along the banks of the Terra Nova River in order to preserve its natural integrity. Enhancements of existing infrastructure along the river should be promoted to improve tourism and recreational opportunities in the area.

#### **4.1.10 Mining & Quarrying**

**Policy G-20:** It shall be a policy of Council to establish the appropriate conditions in the Development Regulations to control the location and manner in which mineral working activities may be carried out, if at all, and the degree and manner of the restoration required after removal or permanent termination of such operations.

#### **4.1.11 Archaeological Sites**

**Policy G-21:** It shall be a policy of Council to consult with the Provincial Archaeology Office, Historic Resources Division, Department of Tourism, Culture, & Recreation before undertaking any municipal works or considering applications for development that are proposed to occur on known archaeological sites within the Glovertown Planning Area.

#### **4.1.12 Home-Based Businesses**

**Policy G-22:** It shall be a policy of Council that businesses in the form of home occupations may be considered in any residential dwelling in any land use designation within the Glovertown Planning Area, where such businesses will not have negative impacts on traffic, noise, lighting, or signage.

## 4.2 Specific Land Use Policies

The land resources of the Glovertown Planning Area shall be managed in accordance with the proposed land uses shown on the Generalized Future Land Use Maps 1.1 and 1.2 and the land use policies of this Municipal Plan. Land use designations include:

- Residential
- Commercial
- Industrial
- Public
- Mixed use
- Open Space/Conservation
- Transportation
- Protected Water Supply
- Flood Risk Areas
- Rural/Resource

The specific policies that apply to each of these land use designations are described in the sections that follow. Additional sub-categories of land use designations are discussed in greater detail as warranted with respect to approval considerations.

### 4.2.1 Residential

Residential designations cover the majority of the built up portion of Glovertown (see the Generalized Future Land Use Maps 1.1 & 1.2). The most dominant building type in residential areas is single-family dwellings, which in recent years have become increasingly larger. Multi-unit complexes, such as seniors' residences, also continue to be constructed throughout Town. Separate areas have been designated to allow for un-serviced cottage type development.

#### ***General Intent***

Land is designated Residential throughout the Town to provide for a mix of developments and housing types that respond to the needs of all residents. Lands for residential development are shown on the Generalized Future Land Use Maps 1.1 and 1.2. Within these lands, the principle housing type will continue to be the single-detached dwelling, but a range of housing types, densities, sizes, and affordability may also be considered. Criteria for the location and establishment of residential uses are outlined in the policies of this Plan and in the Development Regulations. Non-residential uses that are compatible with residential neighbourhoods may also be permitted within the Residential designation.

Within the areas designated as Residential on the Generalized Future Land Use Maps 1.1 and 1.2, areas shall be further categorized into the following zoning designations on the Land Use Zoning Maps 2.1 and 2.2:

- 1) Residential Medium Density (RMD)
- 2) Future Development Area (FDA)
- 3) Seasonal Residential

#### **4.2.1.1 Residential Medium Density (RMD)**

This designation covers the majority of lands designated for residential development in the Glovertown Planning Area. It is anticipated that the majority of single-detached dwelling units will be constructed in these areas through infilling or through extensions to existing developments.

- Policy R-1** It shall be a policy of Council to permit single-family and semi-detached residential units in these areas. Such development should occur in these areas through infilling of serviced land to maximize existing municipal services. All housing units shall be serviced by municipal water and sewer systems.
- Policy R-2** It shall be a policy of Council to permit other uses that are compatible with residential neighbourhoods. Other uses which may be permitted at the discretion of Council are: apartment buildings, medical treatment and special care facilities, recreation, community services (parks and churches, local convenience stores, and other limited commercial uses), provided Council is satisfied that adequate pedestrian access and parking is provided. The commercial enterprises mentioned should be permitted only where they are clearly subsidiary to the Residential use of the area.
- Policy R-3** It shall be a policy of Council to allow general assembly in Residential Medium Density zones as discretionary development, provided they are limited to meeting halls like church halls and service club lodges. Any such development must be compatible with residential development and acceptable to nearby residents.
- Policy R-4** It shall be a policy of Council to only allow development on lots which have standard frontage on publicly maintained roads. In specific circumstances (such as when a person owns a regulation size building lot but cannot acquire enough land for full public street frontage), backland development may be considered on a discretionary basis. In such cases, Council must be satisfied:
- i. that water and sewage services can be provided to the backlot development;
  - ii. that adequate access is provided to the lot; and
  - iii. that development will not prejudice the future use of adjacent lands;
  - iv. that dwelling units on backland lots shall be no further than 50m from a public street capable of being serviced year-round by service and emergency vehicles.
- Policy R-5** It shall be a policy of Council to ensure that housing not be permitted which would block street extensions, interconnections, or adequate turnarounds. See the Generalized Future Land Use Maps 1.1 and 1.2, as well as Section 4.2.7 for details surrounding such proposed extensions and access points.
- Policy R-6** It shall be a policy of Council to permit on a discretionary basis Home Based Businesses in order to expand the employment base and continue the strong development of new businesses within the Town. Such uses shall be compatible with the primarily residential character of the area, and the site and service levels shall be suitable for the proposed use and not cause nuisance or hazard. Examples include bed and breakfasts, child care, professional services, and home-based beauty services.

#### **4.2.1.2 Future Development Area (FDA)**

In order to support orderly development, Council supports the designation of future development areas where additional residential development can most appropriately take place and that will allow for the provision of municipal services in an economic and efficient manner. The predominant use of these areas shall be residential, with complementary uses permitted as outlined in Section 4.2.1.1.



Three sites are designated as Future Development Areas, including:

- 1) the area between Station Road and Main Street (FDA No. 1);
- 2) the area to the east of Riverside Road East and north of Main Street South (FDA No. 2); and
- 3) the area beyond the Glovertown Shipyard to Thimble Cove.

**Policy R-7** It shall be a policy of Council to encourage the majority of future residential development to occur in areas directly adjacent to existing built up areas.

**Policy R-8** It shall be a policy of Council to preserve road access points to these Future Development Areas, as outlined on the Generalized Future Land Use Maps 1.1 and 1.2.

**Policy R-9** It shall be a policy of Council to not permit development on these sites until subdivision plans have been prepared by the developer and approved by Council in consultation with the Province. The subdivision plans must ensure that servicing and development of these sites are achieved in the most economical fashion, and that ad hoc, inefficient development is avoided. Specific concerns to be addressed in the subdivision plans for each of these areas are outlined below.

Station Road/Main Street (FDA No. 1)

Prior to development being permitted for this site, a plan shall be prepared taking into account:

- a) street and servicing layouts, and linkages with existing systems;
- b) natural drainage patterns and the preservation of mature trees where possible;
- c) the low demand for residential lots in the adjacent Newfoundland & Labrador Housing Corporation (NHLC) subdivision.

East of Riverside Road East/Main Street South (FDA No. 2)

Prior to development being permitted for this site, a plan shall be prepared taking into account:

- a) street and servicing layouts, and linkages with existing systems;
- b) natural drainage patterns and the preservation of mature trees where possible;
- c) the integration of streets and services with the designated Industrial Reserve/Mixed Use sites adjacent to the east;
- d) the creation of a buffer area between the site and the Industrial Reserve/Mixed Use sites adjacent to the east; and
- e) past industrial uses that have occurred in the area. New residential development in these areas will only be considered when it can be shown that former industrial land has been appropriately rehabilitated.

Glovertown Shipyard to Thimble Cove (FDA No. 3)

Prior to development being permitted for this site, a plan shall be prepared taking into account:

- a) street and servicing layouts, and linkages with existing systems;
- b) natural drainage patterns and the preservation of mature trees where possible;
- c) the necessary buffers around watercourses; and
- d) public access to the shoreline of Alexander Bay.

**4.2.1.3 Seasonal Residential (SR)**

Some existing lands along the Terra Nova River are designated Residential to provide space for cottage developments and occasional seasonal residential lots. The majority of these lands are south of the Trans Canada Highway, with a small area also found north of the Trans Canada Highway.

**Policy R-10** It shall be a policy of Council to permit cottage development within the areas designated Seasonal Residential.

**Policy R-11** In order to conform to the intent of the Department of Environment and Conservation (Land Management Division) regarding the prevention of ad hoc cottage development, it shall be a policy of Council that zoning within the area will allow for planned cottage development as outlined in the *Gambo-Port Blandford Cottage Management Plan (2004-2014)*.

**4.2.2 Commercial**

Lands designated for Commercial uses are found throughout the Glovertown Planning Area, including along Main Street North and South, Station Road, the Trans Canada Highway, and the Terra Nova River.

***General Intent***

Land is designated Commercial throughout the Planning Area to support the service needs of local residents and help strengthen the tourism industry. In a designated Commercial area, Council shall permit a range of commercial uses including retail, office and services, and accommodations, among others. Lands for Commercial development are shown on the Generalized Future Land Use Maps 1.1 and 1.2. All commercial developments must be compatible with nearby residential development and respect the surrounding natural environment.

Within the areas designated as Commercial on the Generalized Future Land Use Maps 1.1 and 1.2, areas shall be further categorized into the following zoning designations on the Land Use Zoning Maps 2.1 and 2.2:

- 1) General Commercial (GC)
- 2) Highway Commercial (HC)
- 3) Tourism Commercial (TC)

**4.2.2.1 General Commercial (GC)**

This designation applies to a full range of retail, office, and associated commercial sites which are dispersed through Glovertown. The largest of these occurs on Main Street South in the vicinity of Stroud's Point.

**Policy C-1** It shall be a policy of Council to encourage and support continued commercial development, improvement and intensification within the areas designated General Commercial.

**4.2.2.2 Highway Commercial (HC)**

Lands on the Trans Canada Highway are designated for Highway Commercial uses, including service stations, hotels/motels, and restaurants. Any use or development along the Trans Canada Highway is under the control of both the Department of Transportation and the Department of Municipal Affairs.

**Policy C-2** It shall be a policy of Council to permit commercial development in accordance with the standards outlined in the Development Regulations provided that:

- a) parking and access points are provided to the satisfaction of Council; and
- b) the development of any enterprise in these areas is located on lots of sufficient size to satisfy all Town requirements and Provincial regulations.

**4.2.2.3 Tourism Commercial (TC)**

The Tourism Commercial designation applies to those areas of the Town where it is deemed desirable to allow a wide range of tourism-oriented services and facilities on serviced and un-serviced parcels of land. Standards set by the Town are in the interest of protection and enhancement of the natural environment and scenic resources of these areas. Three significant areas are designated Tourism Commercial within the Glovertown Planning Area:

- 1) The strip of land along Angle Brook Road on the western bank of the Terra Nova River, starting approximately 300m from the old pulp mill and extending southward towards the Trans Canada Highway right-of-way; and
- 2) The strip of land along the Middle Arm shoreline at the western edge of the Main Street South Mixed Use corridor. This area could accommodate an expanded marina as proposed by Tract Consulting in 2006.

**Policy C-3** It shall be a policy of Council to permit uses such as campgrounds, commercial residential facilities (tourist cabins, hotels and motels), conservation, marinas, outdoor and indoor assembly, and residential uses that are compatible with and form part of a tourist commercial enterprise or project.

**Policy C-4** It shall be a policy of Council to require that any development occurring along the marine shoreline meet the requirements of Section 4.1.9.

- Policy C-5** It shall be a policy of Council to require that the location of buildings and facilities, landscaping, and building design be sensitive to the natural environment and marine shorelines before permitting development.
- Policy C-6** It shall be a policy of Council that additional aggregate removal operations or major expansions of existing operations will not be permitted in the areas of the Terra Nova River. Furthermore, Council will encourage operators of existing sites in the vicinity of the Terra Nova River to rehabilitate these sites at no expense to the Town, once existing operations are permanently terminated.
- Policy C-7** As much of the lands designated Tourism Commercial are un-serviced, it shall be a policy of Council that development on such un-serviced land may only be allowed in accordance with Provincial policy and regulations.
- Proposal C-1** It shall be a proposal of Council to develop a site master plan for the Old Mill and adjacent lands in order to redevelop it as a tourist attraction.

### **4.2.3 Industrial**

Lands designated for Industrial uses are found throughout the Glovertown Planning Area, including along Main Street North, Station Road, and Main Street South. Many of these lands contain existing industrial facilities which shall be permitted to continue. Additional lands have been designated for industrial uses to encourage new businesses to move to Glovertown and to encourage existing businesses to relocate where conflicts with residential land uses exist.

#### ***General Intent***

Areas designated for Industrial uses provide much of the lands to support the economic development objectives of the Town, as well as the necessary lands to accommodate future growth in local businesses. Council recognizes the importance of minimizing land use conflicts between industrial and residential areas and, as such, Industrial Reserves are in place to allow for the development of a new business/industrial park. The Park may attract new businesses and offer a relocation opportunity for existing businesses.

Within the areas designated as Industrial on the Generalized Future Land Use Maps 1.1 and 1.2, areas shall be further categorized into the following zoning designations on the Land Use Zoning Maps 2.1 and 2.2:

- 1) General Industrial (GI)
- 2) Light Industrial/Commercial (LIC)
- 3) Industrial Reserve (IR)

#### **4.2.3.1 General Industrial (GI)**

General Industrial areas can be found in two different areas of the Glovertown Planning Area, including the Glovertown Shipyard in Saunders Cove and one property on the east side of Angle Brook Road, just south of Main Street South.

**Policy I-1** It shall be a policy of Council to designate lands General Industrial as identified on the Generalized Future Land Use Maps 1.1 and 1.2. Expansion of existing operations in these areas may be permitted at the discretion of Council.

#### **4.2.3.2 Light Industrial/Commercial (LIC)**

This designation refers to two areas of land on Station Road, one on the south side of the road opposite Gordon's Road, and the other on both sides of the road extending from the limit of existing residential areas to the east, west to the Trans Canada Highway interchange. These areas are to provide appropriate areas for light industrial and commercial uses along the main access road to Town so as to avoid land use conflicts with residential areas.

**Policy I-2** It shall be a policy of Council to restrict light industrial and commercial uses in these areas to those uses which are compatible with adjacent residential areas. Permitted uses may include highway-related light industrial and commercial uses, such as warehousing and tourist commercial uses.

**Policy I-3** It shall be a policy of Council to preserve the attractiveness of the main access route into Town by not allowing uses that would detract from the scenic nature of the area, such as scrap yards. Appropriate building setbacks from Station Road, building design, outdoor storage, and landscaping provisions shall be required by Council to ensure that an attractive entrance is preserved into Town.

**Policy I-4** It shall be a policy of Council that all uses will be limited to a strip development along Station Road. Development should not interfere with a potential right-of-way to the Industrial/Business Park area located to the north (see the Generalized Future Land Use Maps 1.1 and 1.2).

**Policy I-5** It shall be a policy of Council to permit development within these areas only once water and sewage services are extended.

**Policy I-6** It shall be a policy of Council to only permit uses within areas designated Light Industrial/Commercial that produce minimal sewage waste.

#### **4.2.3.3 Industrial Reserve (IR)**

In order to accommodate future business and industrial development in areas that will create minimal conflicts with residential land uses, two separate areas of land have been designated Industrial Reserve. Factors that must be considered prior to development occurring include:

- a) the development of a strategy to phase in new industrial development within the business/industrial park;
- b) consideration of the costs to existing businesses who may wish to relocate;
- c) upgrading or extending water and sewer services.

**Policy I-7** It shall be a policy of Council to designate land on the north side of Main Street South for Industrial Reserve, as well as land to the north of Station Road between the Trans Canada Highway and existing residential uses to the east. Within these designated

areas, permitted uses may include: storage warehouses, transport and maintenance depots, light fabrication facilities, and garages, as well as office and commercial uses. These sites can be readily developed and must have access points that do not require related traffic to pass through residential areas of the Town. Development shall be permitted only in accordance with the Development Regulations of the Town provided that the following standards are followed:

- a) Prior to development, a subdivision plan shall be completed for the site which proposes the most economical means of extending water and sewage services. Access points from Main Street South and Station Road shall be finalized and a road layout developed (possible locations are proposed on the Generalized Future Land Use Maps 1.1 and 1.2).
- b) New development in these areas will only be considered when it can be shown that proposals for development address natural drainage patterns, preserving mature trees (where possible), and ensuring runoff and other effluents do not negatively impact nearby wetlands.
- c) Adequate buffer areas shall be established between these land use areas and surrounding residential areas, specifically the designated residential Future Development Area immediately to the west on Main Street South, and the Residential Medium Density area directly to the east on Station Road.
- d) Industrial uses which may create potential conflict (noise, appearance, etc.) shall be located away from residential areas and on the north side of the road which cuts through the General Industrial area.
- e) Adequate lands for future expansion of the site should also be secured where possible.

#### **4.2.3.4 Forestry Industrial**

The intent of areas designated Forestry Industrial is to permit the continuation of sawmill operations in the area near the Trans Canada Highway and the western boundary of the Glovertown Planning Area.

**Policy I-8** It shall be a policy of Council to designate as Forestry Industrial the lands near the Trans Canada Highway and the western boundary of the Glovertown Planning Area, provided that wood waste from the site is not disposed of in the area's rivers or other waterways.

#### **4.2.4 Public Use**

Lands are designated Public use in order to permit uses which are for either general or limited use by the public. Permitted uses may include schools, churches, government offices, hospitals, and senior citizens homes. Facilities required to deliver municipal services to residents, such as fire halls, are also within the intent of this designation. Facilities of community service organizations, such as the Lions' Club, may also be permitted.

As identified on the Generalized Future Land Use Maps 1.1 and 1.2, there are a number of areas designated Public Use, all of which can be found on or near Main Street North and South.

**Policy P-1** It shall be a policy of Council to permit the following uses within areas designated for Public Use: educational facilities; general assembly; churches; child care facilities; and other recreational, open space, cultural, and civic spaces.

**Policy P-2** It shall be a policy of Council to permit complementary uses within these areas provided they do not conflict with the satisfactory operation and development of land for institutional purposes. Such uses include indoor and outdoor assembly, collective residential uses, medical care and treatment facilities, among others.

**Policy P-3** It shall be a policy of Council to support the provision of quality health care services for all Glovertown residents. This includes the provision of additional nursing homes and other facilities that meet the needs of an aging population.

#### **4.2.5 Mixed Use**

The Mixed Use designation is established in order to permit a traditional mix of commercial, light industrial, public, and residential uses. The concentration of enterprises in this area, spanning the length of Main Street South will facilitate a central commercial core that provides the majority of services for local residents and tourists alike.

**Policy MU-1** It shall be a policy of Council to designate lands Mixed Use as identified on the Generalized Future Land Use Maps 1.1 and 1.2 in order to permit a traditional mix of commercial, light industrial, public and residential uses. Permitted uses may include residential units, retail outlets, hotels and government offices. Service stations, light industrial and any other uses which may conflict in terms of noise, parking requirements, appearance, etc., will be considered on a discretionary basis. Permitted and discretionary uses must be compatible and keeping with the general character of the area.

**Policy MU-2** It shall be a policy of Council that non-residential uses in the Mixed Use areas shall not create a nuisance or hazard to adjoining properties and, if necessary, must be adequately separated and buffered from surrounding residential development. Adequate off street parking space must be provided for these uses. Pedestrian and vehicular access must be well-designed to ensure safety and efficient flow of traffic.

#### **4.2.6 Open Space/Conservation**

The Glovertown Planning Area has an abundance of open spaces and parks. Within the built up town limit, the open space system is dominated by Ken Diamond Memorial Park, a number of rest stop areas along the Alexander Bay shoreline and by a series of walking trails and multi-purpose trails, including the recent connection to the T’Railway system.

Lands designated for Open Space/Conservation serve a variety of functions including:

- a) preserving important features of the natural environment and maintaining public access to them;
- b) acting as buffers between potentially conflicting land uses; and

- c) ensuring that public access to the saltwater shoreline is maintained in the limited areas where it still exists.

**Policy OSC-1** It shall be a policy of Council to designate lands Open Space/Conservation as identified on the Generalized Future Land Use Maps 1.1 and 1.2. The only types of development that shall be permitted in these areas are unstructured recreational uses (ie. picnic areas) and those required for environmental protection.

#### **4.2.7 Transportation**

The municipal road system is meant to facilitate the efficient movement of people and goods throughout the Planning Area. A hierarchical classification of roads is useful for physical planning, development control, and to establish priorities for maintenance. The following classification of roads has been developed to guide future road planning.

**Policy T-1** It shall be a policy of Council to adopt the street and road hierarchy: limited access highways, collector roads, and local roads, for the purpose of planning fiscal expenditures and the accommodation of certain land uses.

##### **4.2.7.1 Limited Access Highways**

Limited access highways are designated to permit the free flow of large volumes of traffic through the Glovertown Planning Area and to inter-connect with the road network of the municipality. The Trans Canada Highway (TCH) is a provincially-designated limited access highway and is the only limited access highway in the Planning Area.

**Policy T-2** It shall be a policy of Council to support improvements to the short deceleration lane for eastbound exiting traffic at the Station Road exit to Glovertown from the TCH as proposed by the Department of Transportation and Works.

##### **4.2.7.2 Collector Roads**

Collector roads function to link local roads with the Trans Canada Highway and carry the majority of traffic in Glovertown. Collector roads include Station Road (Route 310), Main Street North, Main Street South (Route 310), and Riverside Road East.

**Policy T-3** It shall be a policy of Council to resolve identified traffic concerns along collector roads within the Planning Area.

**Proposal T-1** It shall be a proposal of Council to further study the realignment of the Station Road and Main Street intersection.

##### **4.2.7.3 Local Roads**

All other public roads in the Glovertown Planning Area are considered local roads. The purpose of local roads is to serve abutting properties and they are not generally used by traffic except to approach the properties which front them or other adjoining local streets.



Concerns were raised over the number of heavy vehicles (concrete trucks and construction equipment) on Angle Brook Road and Bayview Heights.

**Policy T-4** It shall be a policy of Council to seek resolution to identified traffic concerns along local roads within the Planning Area.

**Policy T-5** It shall be a policy of Council to continue upgrading and linking together existing local roads in order to improve traffic flow and provide secondary access to many properties. See the Generalized Future Land Use Maps 1.1 and 1.2.

#### **4.2.7.4 Improved Pedestrian Access**

Two priority areas for improved pedestrian safety have been identified by Council. These include: Penney's Brook Road and Glovertown Academy area; and Main Street South adjacent to Alexander Bay.

**Policy T-6** It shall be a policy of Council to improve pedestrian safety and access along Penney's Brook Road and the Glovertown Academy area.

**Policy T-7** It shall be a policy of Council to improve the pedestrian path adjacent to Main Street South and Alexander Bay.

**Proposal T-1** It shall be a proposal of Council to develop a trails strategy and master plan for the Town.

#### **4.2.7.5 Terra Nova Bridge Replacement**

The Department of Transportation and Works has an interest in the long-term replacement plans for the Terra Nova Bridge on Main Street South. The existing service life of the bridge has many years remaining, but as some point, replacement will be warranted. The new structure would be built on a revised realignment to the north of the existing structure. Development in the immediate vicinity from Riverside Road on the east to the first access on the west side of the bridge should be restricted to allow for the replacement of the structure at the appropriate time.

**Policy T-8** It shall be a policy of Council to restrict development on the north side of the Terra Nova Bridge to facilitate its future replacement.

#### **4.2.7.6 Parking**

It is the intent of Council to ensure that adequate parking be provided for all land uses in the Glovertown Planning Area. This will include not only parking for owners, residents, and employees, but also for visitors and customers.

**Policy T-9** It shall be a policy of Council that adequate parking be required for all uses of land in the Glovertown Planning Area.

#### **4.2.7.7 Proposed Future Roads/Access Reserve Points**

The Generalized Future Land Use Maps 1.1 and 1.2 identify a series of proposed future roads and access reserve points. These roads will enhance traffic efficiency and provide access to areas designated for future development. The exact routing for these proposed roads are subject to alteration during development surveying and design.

**Policy T-10** It shall be a policy of Council to preserve existing rights-of-way from other uses in order to accommodate future roads and access points as identified on the Generalized Future Land Use Maps 1.1 and 1.2.

#### **4.2.7.8 Access Management Guidelines**

Access management guidelines are based on the Transportation Association of Canada's *Geometric Design Guide for Canadian Roads*. These guidelines assist municipalities in effectively managing the provision of access to the public road system for new development, redevelopment, or retrofitting of existing facilities.

**Policy T-11** It shall be a policy of Council to adopt the Access Management Guidelines provided by the Transportation Association of Canada *Geometric Design Guide for Canadian Roads* to effectively address future development and to rationalize existing situations.

### **4.2.8 Protected Water Supply**

The purpose of the Protected Water Supply designation is that land be excluded from any form of urban development in order to preserve the water quality of North West Pond as the municipal water supply. The Town of Glovertown is serviced by the Glovertown Protected Water Supply Area (WS-S-0283). All development activities in this area require approval under Section 39(6) of the *Water Resources Act*. As the owner/operator of the designated water supply, Glovertown is responsible for protecting the public water supply area. Section 39 of the *Water Resources Act* details activities that are prohibited from protected water supply areas.

**Policy PW-1** It shall be a policy of Council that uses permitted within the Protected Water Supply designation may include unstructured recreational uses (e.g., hiking, picnicking). Structures required for erosion control or other environmental conservation purposes may be permitted. No form of urban development will be permitted. Selective wood harvesting may be permitted within municipal watersheds, subject to approval of the Water Resources Division, Department of Environment and Conservation, with maintenance of water quality as the overriding priority.

**Policy PW-2** It shall be a policy of Council to continue discussions regarding the regionalization of its water supply with the Municipality of Traytown. Regionalization of the watery supply may allow the Municipality of Traytown to connect to the water system of the Municipality of Glovertown.

### 4.2.9 Rural/Resource

The remaining undeveloped land within the Planning Area is designated Rural/Resource. Within the areas designated as Rural/Resource on the Generalized Future Land Use Maps 1.1 and 1.2, areas shall be further categorized into the following zoning designations on the Land Use Zoning Maps 2.1 and 2.2:

- 1) Rural Resource (RR)
- 2) Tourism Resource (TR)
- 3) Agriculture (AG)

#### **4.2.9.1 Rural Resource (RR)**

Lands to be used for Rural Resource are shown on the Generalized Future Land Use Maps 1.1 and 1.2.

**Policy RR-1** It shall be a policy of Council that uses permitted within the Rural Resource designation include wood harvesting, silviculture operations, aggregate extraction, fishing, hunting, and recreation uses, provided that, where necessary, adequate separation is maintained between these uses and built-up areas, in particular, residential areas. Transmission lines, other public utilities and road construction and maintenance may also be permitted if they conform to the objective of retaining the quality of the rural environment.

**Policy RR-2** It shall be a policy of Council that industrial uses associated with the resource base may be permitted, particularly those which need to be located near raw materials, are highly land intensive, or for any other reason cannot be feasibly located closer to built-up areas. Industrial uses not related to the resource base, including storage of materials and equipment, may also take place in Rural Resource areas at Council's discretion, provided that:

- a. any such development must not create potential conflict (noise, appearance, pollution, etc.) and must not take place adjacent to or across a road from residential development or areas zoned for residential development;
- b. screening, landscaping and building and property maintenance are required; and
- c. the site of any industrial development, particularly large scale industrial development of any kind which could produce noise, dust, smoke or other negative off-site effects, must be a suitable distance from developed areas, particularly residential areas.

**Policy RR-3** It shall be a policy of Council that an integrated operation, which includes one or more commercial greenhouses, the sale and distribution of gardening and lawn care products and silviculture under single ownership or management may be permitted where the Council deems it desirable, and subject to controls to ensure that the operation is compatible with nearby built-up areas.

**Policy RR-4** It shall be a policy of Council to not permit residential uses except where they are accessory to the permitted uses noted above. Such residences may be allowed at the discretion of Council.

#### **4.2.9.2 Tourism Resource (TR)**

Tourism Resource areas, as defined on the Generalized Future Land Use Maps 1.1 and 1.2, should be reserved solely for the purpose of recreation and developed only for tourist-related activities.

**Policy RR-5** It shall be a policy of Council to designate lands Tourism Resource as identified on the Generalized Future Land Use Maps 1.1 and 1.2.

**Policy RR-6** It shall be a policy of Council to not permit additional aggregate extraction operations within these areas. Council will encourage operators to rehabilitate all existing sites once existing aggregate extraction operations have been exhausted.

#### **4.2.9.3 Agriculture (AG)**

Two regional pastures can be found near the Trans Canada Highway. The areas are operated by the Department of Rural, Agricultural, and Northern Development and are designated for the grazing of cattle, sheep and horses owned by local residents. No other uses are permitted. The pasture on the northern side of the TCH contains a Blueberry Management Unit managed by the Department of Rural, Agricultural and Northern Development.

**Policy RR-8** It shall be a policy of Council to designate lands Agriculture as identified on the Generalized Future Land Use Maps 1.1 and 1.2.

#### **4.2.10 Flood Risk Areas**

The Province has formally identified and mapped areas across Newfoundland and Labrador that are subject to flooding. The Municipal Plan Map for Glovertown was amended in 1991 by adding Floodway and Floodway Fringe designations. The flood risk zone maps identify areas that are likely to be flooded once in any twenty-year interval. These areas are "designated floodways," and zoning regulations should prohibit building in these areas. Areas are also identified as the "floodway fringe" -- areas likely to be flooded once in a hundred-year interval. Buildings in these zones should be flood-proofed. A permit is required under Section 48 of the *Water Resources Act* for any activities in or within 15 metres of the Designated Flood Zones (Floodway and Floodway Fringe).

The intent of the Flood Risk Areas designation is:

- a) to reduce future damage to property and threat to life due to flooding, in areas identified as having serious flood risk, by restricting future development in these areas.
- b) to protect those areas presently within the flood risk area from greater flood risk resulting from further development.
- c) to provide for limited public uses that are necessarily located in the flood plain or that cannot otherwise economically be established outside the flood plain.
- d) to limit alterations to the flood plain to prevent detrimental changes to flooding incidences.

**Policy FR-1** It shall be a policy of Council that development in the Designated Floodway be limited to non-building uses that will not be damaged by flooding. Projected maximum 1:20 year flood levels, wave action, ice action and current action shall be taken into account when determining the suitability of a proposed development on a particular site. A proposed development may be refused if the applicant is unable to show that it would not be at risk from flooding or flood related events or because it would increase the flood risk to existing development and natural features.

The development of public works and public uses may be permitted provided the development takes account of the flood risk. Minor buildings which are necessary for the successful operation of the public work or public use to which they relate, may be permitted at Council's discretion. Public works and public uses shall be designed and installed to minimize the risk of their interruption when a flooding event occurs. Council may make this a condition of approval where the public will be endangered by an interruption of service.

The filling of land and water for the purposes of development, flood protection, water redirection or to redirect, or reduce flood waters shall not be permitted except as provided for in (b).

Applications for new development and applications to replace and renovate existing development shall be referred to the Water Resources Division of the Department of Environment and Conservation for its recommendation before Council approves an application.

**Policy FR-2** It shall be a policy of Council that development in the Designated Floodway meets the flood proofing standards, intended to reduce damage to building type development and minimize risk to the building occupants and public resulting from the predicted infrequent flooding. Projected maximum 1:100 year flood levels, wave action, ice action and current action shall be taken into account when determining the acceptability of flood proofing measures for a proposed development on a particular site. A proposed development may be refused if the applicant is unable to show that it would not be at risk from flooding or flood related events or because it increases the flood risk to existing development and natural features.

The development of public works and public use may be permitted provided the development takes account of the flood risk.

The filling of land and water for the purposes of development, flood protection, water redirection or to redirect, or reduce flood waters shall not be permitted except when the work has been approved by the Water Resources Division of the Department of Environment and Conservation and the Council and is a public work.

Applications to develop shall be referred to the Water Resources Division of the Department of Environment and Conservation for its recommendation before Council approves an application.

## 5.0 IMPLEMENTATION

The Municipal Plan will be implemented over the next ten years through decisions of Council and government agencies who have responsibility for various aspects of development that affect the Town. Of particular importance to Council are the following:

- a) effective administration of the Plan;
- b) the adoption of a five year capital works program, updated annually;
- c) the adoption of Land Use Zoning, Subdivision and Advertisement Regulations;
- d) the adoption of development schemes;
- e) the procedure for considering amendments to the Plan; and
- f) working in partnership with citizens, groups, and organizations to achieve the collective goals of the community

### 5.1 Administration of the Plan

For the purposes of administering the Plan, the Generalized Future Land Use Maps shall be read only in conjunction with the Goals, Objectives and Policies outlined in this document. All development applications will be carefully evaluated as to their conformity to the Plan. The full conformity of all proposals to the Plan shall be required by Council.

The boundaries of land use designations shown on the Generalized Future Land Use Maps are meant to be general, except where they coincide with roads or other prominent physical features, where they are intended to define the exact limits. It is intended that no amendment of this Plan shall be required to permit minor adjustments to these boundaries. Other than such minor changes, no development shall be permitted that does not conform to this Plan.

Once conformity to the Plan has been established, Council will ensure that all development proposals are given a comprehensive review which shall include circulation to all affected public departments and agencies. Council's final decisions will be based on the desire to guide the development of Glovertown in the best long-term interests of its citizens.

All persons wishing to develop land for any purpose within the Glovertown Municipal Planning Area shall apply to Council for permission through the established procedure. Council may refuse or approve applications, with or without conditions. The appeal of all Council decisions to the appropriate Appeal Board will be permitted in accordance with Part VI of the *Urban and Rural Planning Act, 2000*.

Before major land developments within the Planning Area are approved, a development agreement may be required which will be signed by both the developer and Council. This agreement shall establish the conditions under which development may proceed and shall be binding to both parties. Conditions governing development may also be enforced by being attached to the development permit.

Nothing in this Plan shall affect the continuance of land uses which are lawfully established on the date that the Plan comes into effect.

## 5.2 Municipal Budgeting & Public Works Plan

In the coming planning period, municipal budgets and public works plans will be adopted and implemented by Council that will aim to upgrade existing infrastructure and construct new infrastructure where appropriate. The Program will include a five-year program of work to be undertaken as required by the *Municipalities Act*.

The following tables identify priority works projects and studies that have been identified to implement the Plan over the Planning period. Projects will be pursued with due consideration of the financial position of the town, its revenue sources, borrowing capabilities and available funding opportunities.

PRIORITY	PROJECT	TOTAL ESTIMATED COST	ESTIMATED COUNCIL PORTION
1	Water Treatment Plant	\$4,000,000.00	\$382,300.00
2	Road Upgrading & Paving (various)	\$1,005,590.00	\$96,109.00
3	New Soccer Field	\$500,000.00	\$43,500.00
4	New Fire Truck	\$250,000.00	\$23,894.00
5	Station Rd. Pumphouse Backup Generator	\$151,723.00	\$14,500.00
6	Station Rd. Water Storage Tank & Water System Upgrade	\$1,255,180.00	\$119,964.00
<b>Other Projects Funded 100% by Council</b>			
	Town Hall Renovations		\$150,000.00
	New Tandem Dump Truck		\$200,000.00
	New Excavator		\$150,000.00

Council's ability to undertake major public works during the Planning Period will depend largely on its financial management program. Overall, the objective will be to minimize the increase in municipal debt load and to economize on project costs where possible.

The following are regarded as important components of a financial management program for the municipality:

- i) All proposed public works which qualify for assistance from the provincial or federal governments shall be financed on this basis. This shall include cost sharing programs with the provincial government and grants.
- ii) Funds raised by the municipality to undertake public works shall be obtained from local revenues where possible. The principal source from which funds could be realized for this purpose is new development.

Minor public works in particular should be financed from current account where possible.

- iii) Mill rates and service fees shall be managed during the Planning Period to keep pace with inflation and to ensure that an acceptable level of municipal services can be achieved.
- iv) Council shall manage its debt during the Planning Period with the long range objective of reducing its ratio of debt charges to total revenues to 25%.

- v) Additional borrowing to undertake major public works shall preferably be on the basis of government guaranteed loans.
- vi) Annual locally generated revenue shall be applied against the municipality's long term debt. Payments shall be in keeping with the policy of the Department of Municipal Affairs and agreement between the Town and the Department.
- vii) For subdivision development, Council shall pursue a break-even policy for development which will require the developer to pay for the installation of all services to municipal standards.

### **5.3 Land Use Zoning, Subdivision and Advertisement Regulations**

Once this Municipal Plan has been adopted, Council will proceed to adopt Comprehensive Land Use Zoning, Subdivision and Advertisement Regulations (known as Development Regulations) pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

The regulations will be drawn up so as to implement the Goals, Objectives and Land Use Policies of the Municipal Plan. The document will contain general land use and subdivision regulations designed to control all land subdivision and development within the Glovertown Municipal Planning Area.

All land within the Planning Area will be covered by land use zones (residential, commercial, etc.) which will provide for such detailed requirements as lot size and coverage, building setbacks and parking regulations.

Council may refuse or approve applications, with or without conditions. Decisions of Council made according to the provisions of this Plan and the accompanying Development Regulations may be appealed to the appropriate Appeal Board established under Part VI of the *Urban and Rural Planning Act, 2000*.

### **5.4 The Adoption of Development Schemes**

Another means by which this Plan can be implemented is through the adoption of Development Schemes. They can be prepared at any time during the Planning Period in order to amplify on policies contained in the Plan or to allow for development of particular land areas.

Development Schemes are prepared under the *Urban and Rural Planning Act, 2000* and therefore are subject to a Public Hearing and approval by the Minister, the same as a Municipal Plan. The Glovertown Municipal Plan does not require preparation of any Schemes at the time of Plan adoption.

### **5.5 Procedure for Amending the Municipal Plan**

The administration and implementation of a Municipal Plan is a continuous process. During the planning period, conditions in the Town may change and, where necessary, amendments to the Municipal Plan may be adopted by Council.

In accordance with Section 27 of the *Urban and Rural Planning Act, 2000*, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who



request an amendment. The proportion to be charged will be set by Council as part of its annual budget process in setting its Schedule of Rates and Fees. The costs may include, but are not limited to, research and preparation of amendments, public notices and consultation, administrative processing costs, and the costs associated with a Public Hearing.

Any such amendment will be read with and form part of this Plan. After five years from the date on which this Plan comes into effect, Council shall review the Plan and revise it if necessary. Any revision should take account of development which can be foreseen during the following ten years. Amendment and review of the Plan shall be carried out in the same manner as this Plan was brought into effect.

## **5.6 Procedure for Considering Re-Zonings**

Development Regulations can be changed through text amendments (the addition of a permitted use within a use zone, additions to or changes in a condition, or a change in definition) or through map amendments (a change to the zoning map). In order for consideration of any proposals to amend the Development Regulations, Council shall require a clear proposal to be submitted that shows:

- 1) the location of the subject property, to scale, showing lot dimensions, area, street frontages;
- 2) the proposed means by which the site is/will be serviced;
- 3) the proposed location of all driveways and parking areas;
- 4) areas that are to be landscaped or left in a natural state;
- 5) the proposed location of all buildings on the site; and
- 6) identification of adjoining land uses, natural hazards, or sensitive natural areas.

When considering proposals for developments that necessitate amendments to the Development Regulations, Council shall have regard to the goals, objectives, policies, and programs outlined in this Plan, and whether or not the proposal is in conformance with the intent of the Municipal Plan, Development Regulations and all other Town policies and regulations.