

Harbour Grace Municipal Plan 2023 - 2033



PLAN-TECH



ENVIRONMENT

June 27, 2023

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SCHEDULE

GENERALIZED FUTURE LAND USE MAPS

1.0 INTRODUCTION

1.1 Forward

The *Harbour Grace Municipal Plan 2023-2033* establishes policy guidelines for the sustainable management of development of lands contained within the Harbour Grace Municipal Planning Area boundary by setting out a ten-year land use strategy. This Municipal Plan provides a policy framework for the Development Regulations to be administered by Council through development permits. The Generalized Future Land Use Map accompanies the Municipal Plan.

In guiding the physical improvement and sustainable growth of the community, the Municipal Plan indicates the location and timing of development, the general layout and scheduling of capital works to support development and economic development opportunities.

The Municipal Plan also addresses the environmental, social, cultural, economic, and governance needs of the community. As required under the *Urban and Rural Planning Act, 2000*, all relevant planning issues have been reviewed in the preparation of this Municipal Plan and are presented in this document.

The Municipal Plan additionally serves as the basis for the companion regulatory planning document -- the Development Regulations. The Development Regulations address land use zones, development standards and terms and conditions, and advertisement and subdivision requirements to support the Municipal Plan's policies. A Land Use Zoning Map accompanies the Development Regulations.

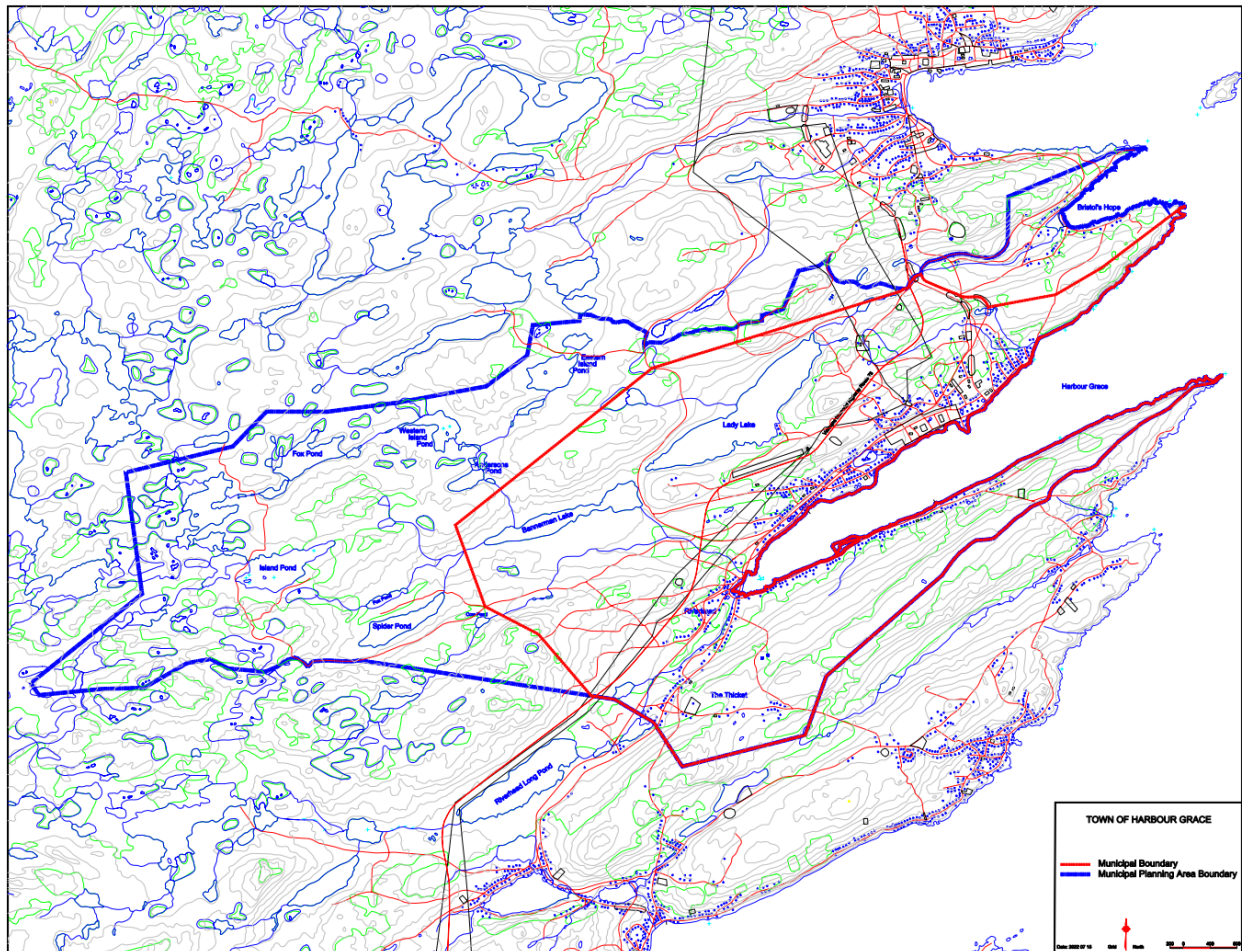
Once registered, Council administers the Municipal Plan and Development Regulations through its review of development permits and subdivision applications, and all other proposed land development inquiries.

1.2 Municipal Planning Area

Harbour Grace has a defined municipal planning area which came into effect in 1994. The

municipal planning area is larger than the Harbour Grace municipal boundary and encompasses the unincorporated community of Bristol's Hope and extends westward beyond Lady Lake. Figure 1 shows the relationship between the municipal planning area and the Harbour Grace municipal boundary.

Figure 1: Harbour Grace Municipal Planning Area and Municipal Boundary



Council has planning and development control authority within the municipal planning area. Within the municipal boundary, Council provides services and has controls as specified in the *Municipalities Act, 1999* including the right to impose property and business taxes.

1.3 Municipal Plan

This Harbour Grace Municipal Plan 2023-2033 is a review of the Harbour Grace Municipal Plan

2010 which came into effect on November 5, 2010 when the notice of registration was published in the Newfoundland and Labrador Gazette. Prepared pursuant to the *Urban and Rural Planning Act 2000*, the Harbour Grace Municipal Plan 2023 - 2033 contains goals and objectives, policy statements and maps approved by Council and registered by the Minister of Municipal and Provincial Affairs to guide community growth and development for the next 10 years.

The Municipal Plan is binding upon the Town and upon all other persons, corporations and organizations. The Municipal Plan must be reviewed by the Town every five years and, if necessary, amended to take account of development that cannot be foreseen during the next ten-year period.

When preparing a Municipal Plan, Council is also required to develop regulations for the control of the use of land in strict conformity with the Municipal Plan, in the form of Development Regulations. These implement the Municipal Plan, and like the Plan, may be amended at any time to include new land uses and specific regulations. The Development Regulations shall deal with matters relating to development and buildings as defined under the *Urban and Rural Planning Act, 2000*, which include in addition to permitted and discretionary land uses, matters such as non-conforming uses, advertisements, subdivisions and permitting requirements.

In the Municipal Plan, the Town may reserve land for future acquisition for a public Roadway, service or building, or for a school, park or other open space, and may make such agreement with owners of the land as well permit its acquisition and use of these purposes. The Town may also specify the way any particular area of land is to be used, subdivided or developed and may regulate the construction of buildings which would interfere with the carrying out of any development project.

1.4 Plan Contents

The Harbour Grace Municipal Plan, 2023-2033, consisting of this document and the associated Generalized Future Land Use Map. The Municipal Plan and Generalized Future Land Use Map

constitutes a legal document once approved in accordance with the *Urban and Rural Planning Act, 2000*. It proposes the allocation of land for various uses, and includes Council's *vision* (goals, objectives and policies); policies for the sustainable development of the community; and the timing and costs of recommended capital works over the next decade.

1.5 Plan Preparation and Consultation

This Municipal Plan was prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*. The Plan is based on a review of current land uses, available mapping and other studies of the community and on Council's perception of the land use problems facing the community, opportunities for improvements to its physical environment, and the direction of future growth. Community and stakeholder consultation has also been sought in the planning process.

Early in 2021, the Town Council forwarded a resolution to the Department of Municipal and Provincial Affairs to retain Plan-Tech Environment Ltd. to undertake a review of the Town's Municipal Plan and Development Regulations. The Town requested the Department initiate an internal provincial consultation process through the Interdepartmental Land Use Committee to solicit feedback from various departments and agencies that may have an interest in land within the Harbour Grace Municipal Planning Area and the municipal planning process.

Inputs from government departments and agencies receives from the Interdepartmental Land Use Committee include:

- Approvals from the Government Service Centre, Department of Digital Government and Service NL, are required prior to the start of construction.
 - Preparation and submission of documents must meet the requirements of the *Urban and Rural Planning Act, 2000* including public consultation.
 - The provincial *Highway Sign Regulations* apply within 100 metres for the centreline of all highways constructed and maintained by the Department of Transportation and Infrastructure within an incorporated municipality and 400 metres from the centreline in
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unincorporated areas.

- The *Protected Road Zoning Regulations* within 100 metres from the centreline of Route 75 within the municipal boundary.
 - Approval from Water Resources Management Division, Department of Environment and Climate Change for any work within any body of water (including wetland), non-domestic water uses, within shore water zones, within or adjacent to a protected public water supply area prior to the start of construction.
 - Any infilling within 15 metres of a body of water must be by permit issued by the Water Resources Management Division, Department of Environment and Climate Change prior to the start of any infilling.
 - Existing and potential agricultural development should be supported.
 - Minimum separation distances should be applied to new developments near existing livestock operations in keeping with environmental guidelines for livestock and poultry producers.
 - Zoning should recognize Crown Lands applications.
 - GIS and Mapping Division, Department of Fisheries, Forestry and Agriculture must be contacted if any works within the Town have the potential of affecting an existing control survey marker.
 - The Wildlife Division, Department of Fisheries, Forestry and Agriculture identified the Red Crossbill as an endangered species under both provincial and federal legislation. In addition, the Rusty Blackbird, a vulnerable species, has been reported in the Town. The Wildlife Division recommends a buffer of 75 metres be left around wetlands, streams and rivers.
 - The Wildlife Division, Department of Fisheries, Forestry and Agriculture recommends that general wildlife habitat and connectivity be considered by maintaining riparian buffers and green belts connecting forested areas to create travel corridors for various wildlife species.
 - The Mines Branch, Department of Industry, Energy and Technology identifies three areas covered by quarry permits. In addition, mineral exploration may occur. The Mines Branch
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requires that the Municipal Plan and Development Regulations adhere to standard definitions and requirements.

- The Climate Change Branch, Department of Environment and Climate Change outlined results of climate change such as more precipitation and more frequent extreme weather events which may result in increased flooding, storm surges and coastal erosion. The Climate Change Branch recommends that these climate change impacts be considered when allocating land for development in areas in proximity to rivers, floodplains, and the coastline.
 - The Climate Change Branch, Department of Environment and Climate Change also notes that the National Building Code of Canada now includes energy efficiency requirements for new buildings. The Town must ensure that new development comply with these requirements.
 - The Geological Survey of Newfoundland and Labrador commented on the geological setting and potential geological hazards within and near Harbour Grace. The Geological Survey of Newfoundland and Labrador supports policies requiring a review of new development in areas with slopes greater than 15 percent; preventing development in areas known to be subject to flooding; and establishing buffers along waterways, wetlands, and the marine coastline and estuaries. Furthermore, the Geological Survey of Newfoundland and Labrador recommends that: future development be restricted in areas below the 4 metre above mean sea level (amsl) along the marine coastline and estuaries as areas below this contour are highly vulnerable to coastal flooding; the Town consider the effects of relative sea level risk projections as the frequency of geological hazards will likely increase; the Town recognize that storm surges are forecast to increase in intensity and frequency; a minimum setback of 30 metres from the cliff edge be established to recognize cliff erosion rates and associated risks; and disturbances such as changes to ground surfaces and the removal of sediment and/or vegetation within the coastal setback be avoided.
 - The Provincial Archaeology Office, Department of Tourism, Culture, Arts and Recreation identified 17 archaeological sites that are protected under the *Historic Resources Act, 1990*. These sites are not shared publicly to avoid disturbance. The Provincial Archaeology Office recommends that the Municipal Plan include policies requiring a referral during the planning stages of any major development involving ground disturbance so that measures can be
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taken to protect known sites and, where appropriate, archaeological surveys be undertaken to safeguard sites. In the case of an accidental discovery of historic resources, activity must cease and the Provincial Archaeology Office contacted immediately. The Provincial Archaeology Office recommends the development of an Archaeology Master Plan to assess known and potential archaeological resources.

Various meetings were held with Town staff, Council and residents to receive input on the challenges and opportunities facing the Town, Council priorities and to review the rationale and process for preparing an updated Municipal Plan and Development Regulations. Specifically, a public open house was held on March 14, 2023 at the Harbour Grace Town Hall to receive input from residents. Those residents who attended the meeting outlined issues with respect to:

- the importance of Harbour Grace's heritage buildings and registered heritage district to the community's identity and as an economic development attraction;
- the re-development of the Cathedral of the Immaculate Conception and the Harbour Grace Courthouse, both of which are registered heritage buildings;
- issues associated with mineral workings; and
- the demand for urban agricultural uses.

This public meeting was advertised on the Town's website and by posters placed in prominent locations in the Town including the doorway of the Town Hall.

A public open house was held on XXXX to provide residents with an overview of the draft Municipal Plan and Development Regulations. The draft documents were posted on the Town's website.

As part of its background research Plan-Tech Environment Ltd. personnel conducted a site visit of the community.

1.6 Bringing into Legal Effect

The *Urban and Rural Planning Act, 2000* sets out the process for bringing a Municipal Plan and Development Regulations into legal effect. When Council is satisfied with the draft Municipal Plan

and Development Regulations, Council adopts these planning tools and submits them to the Department of Municipal and Provincial Affairs. The Department of Municipal and Provincial Affairs is responsible for reviewing the documents to make sure that provincial interests are represented. After this provincial review, Council adopts the Municipal Plan and Development Regulations. A Public Hearing is arranged as per section 16 (1) of the *Urban and Rural Planning Act, 2000* and notices are published announcing the time and place of the hearing. The Council appoints an independent commissioner to conduct the hearing and the commissioner reports to Council on any representations made. Council may, by resolution, approve the Municipal Plan and Development Regulations or may make changes. After approval, Council requests registration of the Municipal Plan and Development Regulations by the Minister of Municipal and Provincial Affairs. Notice of registration is published in the Newfoundland and Labrador Gazette and the Plan comes into legal effect on this date.

1.7 Plan Review and Amendment

In accordance with section 28(1) of the *Urban and Rural Planning Act, 2000*, every five years from the date on which the Municipal Plan first comes into effect, Council is required to initiate a review of the Plan. Where necessary, changes may then be made to account for any new policies or land use requirements for the next ten years. The Municipal Plan, and any amendments that have been made to it, remain in effect until a review is completed and comes into legal effect.

Council may decide to amend the Plan to meet changing circumstances such as a new development proposal. Any such amendment form part of the Municipal Plan and must align with other Plan policies. Once registered, these amendments become a legal part of the Municipal Plan and are binding on the Council and those undertaking development.

1.8 Plan Administration

Upon being registered by the Minister of Municipal and Provincial Affairs, the Harbour Grace Municipal Plan is legally binding upon Council and all other persons, corporations and organizations as per Section 12 of the *Act*.

Council shall administer the Harbour Grace Municipal Plan by carrying out the Plan's policies.

There are several ways in which this is done:

- By preparing development regulations which are approved at the same time as the Municipal Plan.
- By issuing development permits to residents wishing to develop or adaptive reuse 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.

1.9 Interpretation

The following sections and Future Land Use Maps constitute the legally effective parts of the Municipal Plan.

The general terms referred to hereinafter are defined as follows:

- "Council" shall mean the Council of the Town of Harbour Grace.
- "Municipal Planning Area" shall mean the Harbour Grace Municipal Planning Area.
- "Town" shall mean the Town of Harbour Grace.

The boundaries between the different land uses designated in the Municipal Plan are meant to be general, except in the case of streets or other prominent physical features where they are intended to define the exact limits of each category.

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

2.0 PLANNING CONTEXT

2.1 Background

Incorporated in 1945, Harbour Grace is a town with a rich history. Located along the Conception Bay Highway (Route 70) approximately one hour's drive from St. John's, the Town has a common boundary with the Town of Carbonear to the north, with the Town of Spaniard's Bay to the south and with Bryant's Cove to the east.

The municipal boundary of Harbour Grace encompasses an area of 33.71 km², which with a 2021 population of 2,796 which equates to a population density of 82.9 people per km². The municipal planning area extends beyond the municipal boundary to encompass Bristol's Hope and land west of Bannerman Lake including Island Pond, Fox Pond, Western Island Pond, Andersons Pond, and Spider Pond. The Harbour Grace Municipal Plan applies to the full extend of the Harbour Grace municipal planning area.

2.2 Settlement History

Harbour Grace has a deep and rich history spanning almost 500 years. From the pirating fights of Peter Easton and the pioneering flights of Amelia Earhart to historical sites and buildings, Harbour Grace has long been the centre for history. The Harbour Grace airstrip, built in 1927, was constructed to accommodate the round-the-world flight of the *Pride of Detroit* and subsequent transatlantic flights including Amelia Earhart's first solo transatlantic flight. Today, the airstrip is still in use.

The centre of Harbour Grace is a provincial registered heritage district which recognizes the Town's historical role as a major fishing harbour, and mercantile and administrative centre. In addition, there are an array for provincial registered and municipally designated buildings. The Town recognizes the potential of these heritage resources for economic development.

Local businesses provide commercial, industrial, and marine supply services. The Town is positioned to offer opportunities as marine services with its safe harbour and proximity to

international trade routes and offshore oil and gas fields.

2.3 Land Use Challenges and Opportunities

2.3.1 Challenges

Large scale retail business has by-passed Harbour Grace for Carbonear and Bay Roberts along with other services. Harbour Grace has experienced decline in the older part of Town with empty store fronts, vacant lots, and buildings for sale.

Council brought in a balanced budget on December 21, 2022. All departments participated in efforts to minimize costs and Council had to prioritize capital works projects. This budget impacts new initiatives and day to day operations.

The Town faces major challenges with respect to municipal infrastructure with an emphasis is replacing the sewer and water lines and paving Harvey Street which should be completed in 2023.

2.3.2 Opportunities

The Town has an industrial base related to the fishery and to manufacturing and has a high quality of indoor and outdoor recreational facilities, a registered heritage district, historic buildings, museum, monuments, and visitor accommodations. Major facilities include Harbour Grace Ocean Enterprises, Harbour Grace Cold Storage, R. Tetford and Sons, Golden Crust Bakery, RestNL Mattresses and Hotel Harbour Grace.

Recreational needs of the Town and surrounding area are very well served by the Danny Cleary Community Centre, a soccer pitch and tennis court at St. Francis Junior High, the ball field at Moriarity Park, and various other recreational facilities. A major event is the Harbour Grace Regatta on Lady Lake which always draws a substantial number of entries. Started in 1862 it is the second oldest continuing sporting event in North America.

The Heritage District, historic churches and homes, Court House, Conception Bay Museum, the

S.S. Kyle, the Amelia Earhart monument, and the Harbour Grace Airstrip part of the heritage of the Town, and add value to the community as a home, a place to do business, and a place to visit.

Admiral's Marina is located on the south side of Harbour Grace and can accommodate 100 vessels, both commercial and recreational on a year-round basis. This natural harbour within a harbour was designed to complement its surroundings, such as a sea wall which follows the natural coastline.

The Harbour Grace Harbour Authority also operates a fishermen's wharf on the north side of the harbour where it has its office. Both the Admiral's Marina and Fishermen's Wharf facilities are leased by the Harbour Authority from the Department of Fisheries and Oceans Canada.

The Town has completed a strategic planning process with the results outlined in "*Let Yourself in 2032*". This 10-year strategic plan is a living document intended to provide Council with a road map to identify and achieve specific goals. The process for developing the strategic plan involved public input in the form of a community survey and roundtables.

Overall, Harbour Grace has many fine features – location, access to services, a good manufacturing and entrepreneurial base, harbour, scenery and natural environment, high quality housing and housing environment and an attractive heritage area and buildings. Council recognizes its role in governance by developed a vision and set out actions to tackle strategic goals in its 10-year strategic plan.

2.4 Land Use

2.4.1 Commercial Development

Harbour Grace has over 60 businesses listed in its Business Directory. Due to its proximity to mercantile hubs of Bay Roberts and Carbonear, Harbour Grace can claim their fair share of the mercantile trade. Harbour Grace's harbour and port infrastructure support existing industries and the Town's strategic plan identify the possibility of developing a marine industrial park providing

marine fabrication services, offshore serving, vessel report and other marine related services on the east end of Point of Beach.

Admiral's Marina, located on the southside, is a year-round home to approximately 150 fishing and recreational vessels. The facility includes a children's playground and a venue available for event rental.

2.4.2 Registered Heritage District and Buildings

The Town recognizes the potential of the provincial registered heritage district as a focus for economic and tourism opportunities. The registered heritage district recognizes the Town's historical role as a major fishing harbour, and mercantile and administrative centre.

In Harbour Grace, heritage buildings and sites have been designated by the province and by the Town. The Town is proud of its built heritage and has adopted Municipal Heritage Site Designation Regulations under the *Municipalities Act, 1999*. These Regulations give Council the ability to regulate the demolition and exterior renovation of municipally designated heritage buildings.

The 10-year strategic plan identifies the revitalization of the historic downtown core as a key goal to support new and existing businesses and create a liveable, vibrant community for residents.

2.4.3 Habitat Conservation

The Town of Harbour Grace has signed a Municipal Wetland Stewardship Agreement which is an important link in wetland and waterfowl habitat conservation. As a signatory to the agreement, the Town agrees to manage wetlands within its jurisdiction with technical advice from the partners of the Eastern Habitat Joint Venture.

Habitat Management Plan Objectives:

- To present an assessment of the habitats and wildlife species designated for conservation.
 - To recommend protection and enhancement strategies which will maintain and/or increase wildlife use in designated Conservation Areas.
 - To describe potential engagement initiatives designed to increase Council and public
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awareness of the value of ‘their’ habitat for conserving wildlife.

- To empower Council and municipal residents to conserve these habitats through informed development decision-making with the support of residents.

Roles of Habitat Stewardship Agreement Signatories

For its part, the Town of Harbour Grace agrees to:

- Ensure that the designated wildlife habitat areas (“Conservation Areas”) are protected from destruction or degradation; the Town shall refer development applications to the EHJV Program Manager at the Wildlife Division to allow a 30-day written review of any proposed development activities that occur in the “Conservation Areas”.
- Incorporate the Habitat Conservation Plan into the Harbour Grace Municipal Plan and Development Regulations.
- Implement over time and as opportunities allow the Habitat Conservation Plan in the community with the assistance of the NL EHJV partners.
- Participate, as capacity allows, in the activities of the Stewardship Association of Municipalities (SAM) Inc.

The province, through the Department of Fisheries, Forestry and Agriculture, Wildlife Division agrees to:

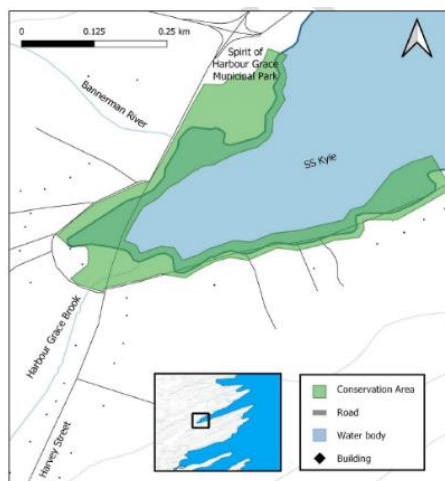
- Develop a Habitat Conservation Plan in consultation with the Town of Harbour Grace.
- Work with the Town on the review of any development proposed to take place within the designated Conservation Areas.
- Support Council and local groups in implementing the Habitat Conservation Plan with the partners of the NL Eastern Habitat Joint Venture through wildlife and habitat conservation education, restoration, or enhancement projects.

Conservation Areas

There are three “Conservation Areas” listed in the Habitat Stewardship Agreement. They are:

1. Harbour Grace Estuary Conservation Area

The Harbour Grace Estuary is located at the extreme western outlet of Harbour Grace Harbour

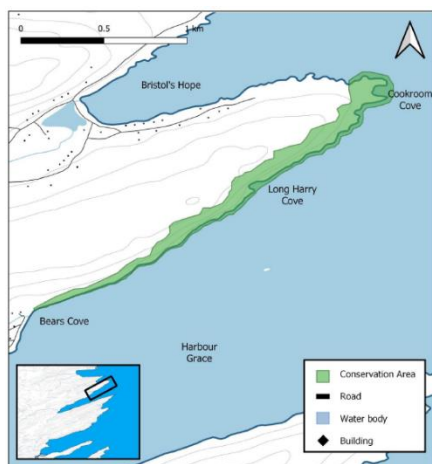


where the freshwater meets the salty sea. The Conservation Area extends along the coastline of Spirit of Harbour Grace Municipal Park (including the outlet of Bannerman River) south to South River and Southside Street/Harvey Street intersection, and east, ending near Bows Street, encapsulating the coastline of inner Harbour Grace. The Conservation Area includes the tidal flats but is not intended to encapsulate any private land or street infrastructure, and the land-based buffer is based on the area zoned as Environmental Protection (with the Spirit of

Harbour Grace Municipal Park being designated as Open Space and Recreation). On the other side of Harvey Road/causeway is a little brackish pond that supports nesting waterfowl populations. In total, the proposed Conservation Area is approximately 10 hectares.

2. Pirates Path Coastline Conservation Area

This Conservation Area follows the coastline from Bears Cove up to Cookroom Cove and would protect the habitat surrounding Pirates Path Municipal Trail. The Conservation Area is approximately 40.5 hectares and is currently designated as Environmental Protection under the Municipal Plan. The Conservation Area includes a 50-metre vegetated buffer inland from the



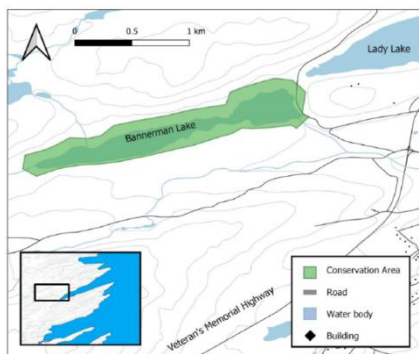
coastline.

Several sheltered beaches (Patty O'Keefe's Cove, Red Cliff Cove, Long Harry Cove, Pea Cove and Caplin Cove) are found along the coast, providing suitable caplin spawning habitat and nesting and feeding habitat for a myriad of seabirds. Dense populations of Black guillemots and gulls (Ivory, Herring, Great Black-backed, etc.) can be found around Cookroom Cove. Historically, the area has a history of hunting and wildlife awareness in Harbour Grace. Hunting

activity would not be impacted by this area being designated as a Conservation Area.

3. Bannerman Lake Conservation Area

Bannerman Lake is designated Protected Public Water Supply in the Harbour Grace Municipal Plan and is an integral part of the overall watershed ecosystem within Harbour Grace. The Conservation Area is approximately 100 hectares in size and includes a 100-metre buffer



extending from the water's edge of Bannerman Lake. There is potential to include additional wetlands, ponds and streams (Anderson, Spider, Fox and Island Ponds) to the west of Bannerman Lake.

A large part of the Conservation Area is considered to be peatland, a type of water-logged wetland that slows plant decomposition to such a rate that the carbon the plants absorbed in the atmosphere is stored within the peat soils. If left undisturbed by development, degradation, and overexploitation of land. Peatlands are considered important mitigators in Canada of the effects of climate change. Protecting this area would ensure carbon sequestered in the peat would remain intact indefinitely and continue to act as a natural carbon storage sink.

2.4.4 Hazards

A review of the Flood Extent Mapping, developed by the Water Resources Management Division, Department of Environment and Climate Change shows designated flood risk areas for a small portion of the north coast of Bristol's Hope Cove from Horseshoe Cove westward. "Climate Change Flood Risk Mapping Study for Placentia, Carbonear, Victoria and Salmon Cove", completed in 2022, extended into Bristol's Hope Cove. Development within designated flood risk areas must be in accordance with the Policy for Flood Plain Management, issued by the Water Resources Management Division, Department of Environment and Climate Change.

Council also recognizes the hazards associated with climate change which may result in increased risk from sea level risk, storm surges, coastal erosion and localized flooding.

2.4.5 Rural Development

Council recognizes the issues with unregulated cottage development at Glover Road.

A review of the Land Use Atlas, developed by the GIS and Mapping Division, Department of Fisheries, Forestry and Agriculture, identified blueberry management areas, domestic cutting areas and a cottage planning area in the rural portion of the Harbour Grace municipal planning area and extending into the Bannerman Lake Protected Public Water Supply Area. According to the Land Use Atlas, a small area of land has also been set aside by the Department of Fisheries, Forestry and Agriculture as Wind Energy Land Reserve on the west boundary of the municipal planning area.

Bannerman Lake is a protected public water supply as designated by the Water Resources Management Division, Department of Environment and Climate Change. Any development within the protected public water supply area is subject to provincial approval under the *Water Resources Act*.

2.5 Demographic Trends

The following discussion of selected demographic indicators is based upon data available from Statistics Canada, 2021 Census. Demographic information is also available through Newfoundland and Labrador Community Accounts, developed by the Newfoundland and Labrador Statistics Agency. Selected demographic indicators below are compared for provincial and municipal trends.

2.5.1 Population Characteristics

Statistics Canada lists the 2021 population for Harbour Grace as 2796 persons.

As shown in Table 2.1, the population has declined consistently since 1996, except for 2011, where the population increased by 1.9 percent. Between 2016 and 2021, the population has decreased by 199 people (6.6 percent). In the same period, the population of the Province of Newfoundland and Labrador declined 1.8 percent.

Table 2.1 Harbour Grace Population Change: 1991–2021

Year	Population	Change	% Change
1991	3920		
1996	3740	-180	-3.9%
2001	3380	-360	-9.0%
2006	3074	-306	-9.1%
2011	3131	+57	1.9%
2016	2995	-836	-4.3%
2021	2796	-199	-6.6%
Source: Statistics Canada			

2.5.2 Age Characteristics

As with provincial age group characteristics, Harbour Grace has an aging population. Tables 2.2 compares age group characteristics for Harbour Grace to those for the province.

Table 2.2 Age Group Characteristics: Harbour Grace vs. Province, 2021

Age characteristics	Harbour Grace		Province of NL	
	Total	Percent	Total	Percent
Total age groups	2795	100.0 %	510,550	100.0 %
0 to 14 years	295	10.6 %	68,190	13.4 %
15 to 64 years	1660	59.4 %	321,750	63.0 %
65 years and over	840	30.1 %	120,610	23.6 %
85 years and over	60	2.1 %	10,155	2.0 %
100 years and over	0	0.0 %	80	0.0 %
Source: Statistics Canada 2021 Census Data				

The population age group 15 – 64 years is 59.4 percent of the total population of Harbour Grace and 67.9 percent for the province. While the age group 0-14 years is 10.6 percent of the total population in Harbour Grace, it is 13.4 percent for the Province of Newfoundland and Labrador. The population age group 65 years and over is 30.1 percent of the population in Harbour Grace with 2.1 percent of the population being older than 85 years. In Newfoundland and Labrador, 23.6 percent of the population is 65 years and over with 2.0 percent of the population older than

85 years. The age group 65 years and older constitutes a larger portion of the population than the age group 0 – 14 which illustrates the aging population. The average age of the population of Harbour Grace is 49.4 years which is slightly higher than the average of age of the population of the province at 45.5 years.

2.5.3 Household and Family Characteristics

In Harbour Grace, there are a total of 905 census families in private households. Of these, 715 are a couple family. There are 205 married couples with children and 420 married couples without children. In Harbour Grace, there are 85 common-law couples of which 40 have children and 50 are without children. There are 185 one parent families and 510 who are not in a census family including 395 people who live alone.

Table 2.3 illustrates household types and shows that the largest household type is couple-family households without children followed by one-person households. These statistics suggest that housing type may need to change to accommodate household composition.

Table 2.3 Household Type, Harbour Grace, 2021

Household Type	Total
Couple-family households with children	230
Couple-family households without children	430
One-parent-family households	140
Multigenerational households	35
Multiple-census-family households	5
One-census-family households with additional persons	30
Two-or-more-person non-census-family households	35
One-person households	395
Total	1305
Source: Statistics Canada 2021 Census Data	

2.5.4 Private Dwellings

Currently, there are 1,483 private dwellings of which 1,307 private dwelling are occupied by usual residents. Single detached dwellings number 1,185 and this continues to be the predominant housing type in Harbour Grace. There are 30 semi-detached houses, 35 row dwellings and 60 apartment units. Two-person households predominate at 560 and the average household size

is 2.1 persons. One thousand and ninety dwellings are owned by a member of the household while 215 dwellings are rented.

According to the 2021 Census, the average monthly shelter costs for owned dwellings is \$768 while the average monthly shelter costs for a rented dwelling is \$775.

Table 2.4 illustrates private households by period of construction. More than half of the housing was built prior to 1981.

Table 2.4 Dwellings by Period of Construction

Occupied private dwellings by period of construction	1195
1960 or prior	335
1961 – 1980	505
1981 – 1990	150
1991 – 2000	110
2001 - 2005	30
2006 – 2010	65
2011 – 2015	85
2016 - 2021	25
Source: NL Community Accounts	

Housing permits issued in Harbour Grace over the last five-year period average 7 per year as shown in Table 2.5.

Table 2.5 Housing Permits: 2016–2021

Town of Harbour Grace Housing Permits Issued 2016 - 2021	
2021	4
2020	4
2019	5
2018	8
2017	11
2016	12
Source: Town of Harbour Grace	

In the future, the municipality may experience changing housing needs as its population ages and household size become smaller.

2.5.5 Household Income

The average total income of households in Harbour Grace for 2020 is \$72,900. This average total income is lower than that for the province at \$91,100.

In Harbour Grace, there are 270 private households whose total income was less than \$30,000 in 2020. Three hundred and twenty households reported a 2020 income greater than \$100,000.

2.5.6 Labour Force Status

Labour force status includes a municipality's total population aged 15 years and over. In Harbour Grace, 1,200 individuals are in the labour force of which 965 are employed and 235 are unemployed. Table 2.6 shows labour force status.

Table 2.6: Labour Force Status, Harbour Grace, 2021

Labour Force Status	Total
Employed	965
Unemployed	235
Not in the labour force	1305
Participation Rate	48.0 %
Employment Rate	38.6 %
Unemployment Rate	19.6 %
Source: Statistics Canada 2021 Census Data	

The unemployment rate for Harbour Grace in 2021 was 19.6 percent compared to a higher rate of 15.2 percent provincially.

Table 2.7 shows employment by industry for Harbour Grace. Sales and services occupations is the largest industrial class employing 315 people followed by trades, transportation and equipment and related occupations which employs 280 people. One hundred and forty-five people are employed in business, finance, and administration occupations while 110 people are employed in manufacturing and utilities and 105 people employed in health occupations.

Table 2.7: Employment by Industry, Harbour Grace: 2021

Industry	Employees
Legislative and Senior Management Occupations	15
Business, Finance and Administration	145
Natural and Applied Sciences and Related Occupations	45
Health Occupations	105
Occupations in Education, Law and Social, Community and Government Services	95
Occupations in Arts, Culture, Recreation and Sport	20
Sales and Services Occupations	315
Trades, Transport and Equipment Operators and Related Occupations	280
Natural Resources, Agriculture and Related Occupations	55
Occupations in Manufacturing and Utilities	110
TOTAL	1165
Source: Statistics Canada 2021 Census Data	

2.5.7 Education

The residents of Harbour Grace are well educated. There are 1840 individuals with a high school diploma or equivalent and 845 individuals have a post-secondary diploma, certificate, or degree. The latter include the trades, college and university certificates, diplomas, and degrees. Fifty-five individuals hold a Master's degree.

2.6 Municipal Finance and Services

On December 21, 2022, the Town Council of Harbour Grace adopted its Annual Operating Budget for 2023. The budget included a mill rate for hotels with 25 plus rooms and 50 plus rooms as well as a change in commercial water and sewer rates for metered water. Council's Operating Budget for 2023 with revenues of \$3,634,703.68 and expenses totaling \$3,634,703.68.

The Town of Harbour Grace provides the usual municipal services: water and sewer, Road construction and maintenance, snow clearing, street lighting, garbage collection, volunteer fire department, and recreational sites and facilities. The Town's major service expenditures are the water and sewer systems followed by street construction and re-surfacing.

2.7 Summary

According to the 2021 census data, the community of Harbour Grace has experienced a decrease in population since 2006, with a current total population of 2,796. The population is aging with 30 percent of the population over the age of 65. Family and household compositions from the 2021 Census show that the majority of households are either couple family households with no children or one-person households. This household composition combined with an aging population will create a demand for smaller and affordable housing.

In general terms, Harbour Grace offers residents a favourable lifestyle in an attractive setting that is within an easy commute to other larger centres. It is experiencing challenges with respect to limited growth which impacts the Town's operating revenues and ability to provide amenities, services and infrastructure that meets the needs of residents.

The Town is committed to protecting critical waterfowl habitat, diversifying economic development opportunities through tourism, the protection of heritage buildings, revitalizing the registered heritage district, and ensuring that development occurs in an orderly manner using existing services and infrastructure.

2.8 A Strategy for Growth and Change - Municipal Plan

The development strategy for the Town of Harbour Grace, Municipal Plan 2023-2033 is to continue to reinforce the patterns of development that have evolved over time. The emphasis will be on retaining and strengthening current land use patterns to minimize the inefficient use of land and services. The continued provision of commercial and community services, the enhancement of tourism, recreation and open space opportunities, and the protection of significant environmental features and lands will be the focus of this plan.

3.0 VISION, GOALS AND OBJECTIVES

This section outlines the Town’s vision, goals, and objectives that will be pursued in the Municipal Plan for the ten-year period between 2023-2033. The vision statement, established in the Town’s ten-year strategic plan, creates a picture of the community’s future – a future that Council will endeavour to achieve through its actions including the implementation of the policies and proposals outlined in the Municipal Plan. The goals outlined in this Municipal Plan are chosen to reflect the long-range desires of Council related to specific matters. Goals are concrete, realistic, action-oriented, and attainable. The realization of an objective moves the goal closer to reality. The community vision, goals and associated objectives were determined through consultation with Council and the public.

3.1 Community Vision – Strategic Plan

The Town of Harbour Grace faces challenges like other towns in Newfoundland and Labrador: public infrastructure deficit, meeting resident expectation with limited resources, aging demographics and changing household composition.

The Town’s 10-year Strategic Plan – “*Let Yourself In 2032*” - a directional document for the Town which identifies short, medium, and long-term priorities. This internal document was developed through consultations with staff, committees of Council, roundtable focus groups, and written community surveys. Based on the input received, Council created the following vision statement.

Vision Statement: For Harbour Grace to be a thriving, sustainable, inclusive, equitable community which realizes its rich potential and capitalizes on its unique assets to guide future growth.

3.2 Community Goals and Objectives

The Municipal Plan establishes goals and objectives. The goal is a desired state which reflects the long-range purpose of the Plan and is related to a major area of concern. An objective is a short-range step toward the goal. The achievement of an objective is intended to move a goal closer to reality.

Based on the planning context outlined in Section 2, the following are the goals and objectives of the Harbour Grace Municipal Plan – 2023-2033.

Goal A: Physical Structure

- A1.** To ensure new development in Harbour Grace is compatible with existing land use patterns, orderly, and makes the best use of municipal services.
- A2.** To create an attractive community with services and amenities meeting the needs of residents and businesses.

Objectives:

- 1. To allocate land for future development based on its best use taking into consideration physical characteristics, location, and available municipal infrastructure and services.
- 2. To protect natural areas such as drainage courses, rocky outcrop, rugged coastlines, and steep slopes from development to preserve environmental resources and the rural character of the Town.
- 3. To ensure that new development takes place in a manner that does not prejudice access and the appropriate development of adjacent land.

Goal B: Economic Development

- B1.** To encourage diversified and balanced economic development that fosters employment opportunities for residents.
 - B2.** To support existing businesses.
 - B3.** To preserve the Town's heritage.
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B4. To revitalize the Town's historic downtown core.

Objectives:

1. To allow a range of new commercial development in appropriate locations.
2. To allocate land for existing businesses and to support their expansion where appropriate.
3. To permit the re-use of heritage buildings and sites.
4. To showcase the Town's natural and cultural heritage by permitting businesses and amenities related to tourism.
5. To support existing and new businesses in the Town's historic downtown core.

Goal C: Housing

- C1.** To provide an adequate quantity and mix of quality housing to serve the needs of the present and future population.
- C2.** To provide an attractive residential environment through good site design and a high standard of municipal services.
- C3.** To support residential growth which maximizes the efficient use of land and services.

Objectives:

1. To allocate an adequate amount of serviced land to accommodate residential development.
2. To permit a mixture of housing types which includes affordable housing and housing geared to seniors and single person households.
3. To support the development of residential infilling lots within the built-up area of the municipality.
4. To maintain a high standard of housing through residential site design, municipal infrastructure and by controlling the classes of land uses permitted in residential areas.

Goal D: Transportation

- D1.** To provide a safe and efficient network of local Roads.

Objectives:

1. To maintain existing municipal Roads through regular maintenance and an improvement program.
-

2. To reserve land for future access and ensuring that development takes place in a manner that does not prejudice access to adjacent land.
3. To establish standards for new roads and extension of existing roads.

Goal E: Municipal Services

- E1.** To provide a full range of municipal infrastructure, social and recreational services to residents of Harbour Grace.

Objectives:

1. To ensure that water, sewer, and solid waste disposal services meet government standards.
2. To designate land for recreation, open space, and cultural land uses.
3. To protect Bannerman Lake Protected Water Supply from development or activities which could affect water quality and quantity.

Goal F: Environment

- F1.** To value and protect the natural environment.
- F2.** To protect residents, property, and infrastructure from climate change impacts.

Objectives:

1. To restrict development in environmentally sensitive areas such as wetlands, streams, ponds and the coastline.
2. To identify areas impacted by climate change.
3. To ensure that new development is protected from the impacts of climate change.
4. To protect conservation areas in the Municipal Wetland Stewardship Agreement.

Goal G: Municipal Finance

- G1.** To manage municipal expenditures and revenues to provide infrastructure and municipal services within a framework of long-term financial stability.

Objectives:

1. To be prudent regarding provisions of municipal infrastructure and services.
 2. To manage the municipal debt, considering the Town's ability to meet its expenditures over the long term.
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3. To encourage a more diversified economic base to generate more revenues through business taxes.

Goal H: Culture, Recreation and Open Space

H1. To provide a range of leisure and recreation facilities that address the needs of all residents.

Objectives:

1. To allocate land for open space and recreational facilities to meet the needs of residents.
2. To develop and maintain facilities and natural areas to accommodate a range of active and passive recreational opportunities.

4.0 LAND USE POLICIES

The following policies, along with accompanying Generalized Future Land Use Maps constitute the Harbour Grace Municipal Plan, 2023-2033. Included in this section are policies which Council sees are necessary to ensure that the physical development of Harbour Grace is undertaken in an efficient and economic manner during the ten-year (2023-2033) life of this municipal plan.

4.1 Provincial Interests

According to the *Urban and Rural Planning Act, 2000*, government departments must be provided with an opportunity to provide input with respect to the Harbour Grace Municipal Plan, 2023-2033. The Department of Municipal and Provincial Affairs requested input from government departments by a referral to the Interdepartmental Land Use Committee. A summary of input received is outlined in section 1.4. In addition, a review of the land use atlas was conducted to ensure that other government interests are identified.

The draft Municipal Plan and Development Regulations are reviewed by the Department of Municipal and Provincial Affairs to determine provincial interests. The Department may make recommendations for changes. Before registration, the adopted and approved Municipal Plan and Development Regulations are reviewed by the Department of Municipal and Provincial Affairs to determine whether they are contrary to law or a policy of the province.

This section contains policy statements which capture provincial interests.

PI-1 Digital Government and Service NL Permits

It is the policy of Council that permits from the Government Service Centre, Department of Digital Government and Service NL, be provided to the Town prior to the issuance of a building permit.

PI-2 Water Resources

It is the policy of Council that a permit, issued under the *Water Resources Act, 2002*, be provided to the Town for any work in any water body, including a wetland, before work commences. Any effluent or runoff leaving the site must conform to the requirements of the *Environmental Control Water and Sewage Regulations, 2003*.

PI-3 Non-Domestic Water Use

It is the policy of Council that a proponent obtains a water use license, under the *Water Resources Act, 2002*, for any non-domestic water use from any water source for any purpose. This applies to all non-domestic water uses within an existing, new, or planned water use from any source.

PI-4 Shore Water Zones

It is the policy of Council that no development shall be permitted in a Shore Water Zone, which land that is intermittently occupied by water because of fluctuating surface water in either a fresh or saltwater body, without a permit issued by the Water Resources Division, Department of Environment and Climate Change, in accordance with the *Water Resources Act, 2002*. Any proposed work shall comply with the Department of Environment and Climate “Policy for Development in Shore Water Zones”.

PI-5 Infilling within 15 Metres of Bodies of Water

It is the policy of Council that no infilling shall occur within 15 metres of a body of water without a permit from the Department of Environment and Climate Change, Water Resources Management Branch, in accordance with the *Water Resources Act, 2002*.

PI-6 Sewer and Water Main Installation

It is the policy of Council that installation of any water or sewer main only occur with the approval of the Department of Environment and Climate Change in accordance with the *Water Resources Act, 2002* and that these services be designed according to the “Newfoundland and Labrador Guidelines for the Design, Construction and Operation of Water and Sewerage Systems”.

PI-7 Public Wellhead Protection Areas

It is the policy of Council to identify public wellhead protection areas designated under the *Water Resources Act* on the Generalized Future Land Use Map. No new land uses are permitted within the area identified as a public wellhead protection area. Council shall not allow the storage or use of any potential contaminants, or the spread of fertilizers or pesticide, within 100 metres of a wellhead.

PI-8 Survey Control Markers

It is the policy of Council to report development that has the potential of disturbing a Control Survey Marker to the GIS and Mapping Division, Department of Fisheries, Forestry and Agriculture.

PI-9 Endangered and Vulnerable Species

- (1) It is the policy of Council that the Red Crossbill, which is an endangered species under the provincial *Endangered Species Act* and the federal *Species at Risk Act*, shall not be disturbed, harassed, injured or killed .
- (2) It is the policy of Council to protect habitat of the Rusty Blackbird which is a species listed as vulnerable under the provincial *Endangered Species Act* and of special concern under the federal *Species at Risk Act*. Council, where possible, shall provide undisturbed buffers around wetlands and water courses.

PI-10 Archaeological Sites

- (1) It is the policy of Council to protect all archaeological resources by initiating consultation with the Provincial Archaeology Office, Department of Tourism, Culture, Arts and Recreation about any major development that involves use of land or ground disturbance before issuing a development permit. Known archaeological sites shall be protected and archaeological surveys shall be required in areas with high potential to safeguard any undiscovered sites.
 - (2) Where an archeological site is accidentally discovered, the Town shall contact the Provincial Archaeology Office immediately. Work must immediately cease.
 - (3) It is the policy of Council to pursue an Archaeological Master Plan to assess known and potential archaeological resources with the assistance of the Provincial Archaeology Office,
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Department of Tourism, Culture, Arts and Recreation.

PI-11 Blueberry Management Unit

It is the policy of Council to identify designated Blueberry Management Unit on the Generalized Future Land Use and Zoning Maps and to require that any development within a Blueberry Management Unit be referred to the Agriculture Branch, Department of Fisheries, Forestry and Agriculture before issuing a development permit.

PI-12 Domestic Wood Cutting

It is the policy of Council to identify domestic harvest blocks on the Generalized Future Land Use and Zoning Maps. Within the areas identified as domestic harvest blocks, Council shall refer any applications for non-forestry related uses to the Forestry Branch, Department of Fisheries, and Agriculture. A cutting permit is required to cut timber on or remove timber from Crown Lands in accordance with the *Forestry Act*.

PI-13 Protected Road, Route 75

It is the policy of Council to recognize Veteran's Memorial Highway, Route 75, as a Protected Road. All development within 100 metres of the highway centerline requires a permit under the *Protected Road Zoning Regulations*. A permit from the Town shall not be issued until a permit from Government Service Centre, Department of Digital Government and Services is obtained.

PI-14 Highway Signs

It is the policy of Council to refer all applications for signs within control lines of all provincial highway to the Government Service Centre, Department of Digital Government and Service NL for approval, if applicable, under the *Highway Sign Regulations, 1999*. The control lines extend 100 metres from the highway centreline.

PI-15 National Building Code of Canada

In accordance with the *Municipalities Act, 1999*, Council shall adopt the National Building Code of Canada. It is the policy of Council that all construction shall comply with the National Building Code of Canada including section 9.36 which outlines energy efficiency requirements for new buildings.

PI-16 Climate Change

It is Council's policy to recognize climate change, and the environmental and physical impact of more frequent and extreme weather events, that may result in increased flooding, sea surge, coastal erosion and sea level rise.

PI-17 Development Below the 4.0 Metre Contour

It is the policy of Council establish development limits below the 4-metre contour along marine estuaries and the marine coastline to reduce the impact of flooding in low-lying areas. Where there is no established development pattern, physical structures and buildings shall not be permitted below the 4-metre contour. Where there is an existing development pattern below the 4-metre contour, Council may consider new land uses or the repair and extension of existing development subject to appropriate mitigation measures such coastal protection works or enhanced engineering standards. Council shall monitor lands above the 4-metre contour that may be at risk from coastal erosion, flooding, and sea surges and seek input from the Climate Change Branch, Department of Environment and Climate Change.

PI-18 Geological Hazards

It is Council's policy to recognize the hazards associated with storm surges, sea level rise and coastal erosion. Land within 30 metres of Harbour Grace Harbour and Bristol's Hope Cove, or within 30 metres of a cliff edge, shall not be developed for urban uses unless there is an established development pattern. Where there is an established urban development pattern, Council may permit new land uses, including structures and buildings, and the repair and extension of existing buildings and development subject to appropriate mitigation measures.

PI-19 Stewardship Conservation Areas

Council is committed to protecting conservation areas identified in the Municipal Wetland Stewardship Agreement. Any proposals for development within the Stewardship Conservation Areas shown on the Generalized Future Land Use and Zoning maps shall be referred to the Wildlife Division, Department of Fisheries, Forestry and Agriculture. Council shall work with the Wildlife Division and the Eastern Habitat Joint Venture to develop a conservation plan for these conservation areas based on an all-bird conservation approach.

PI-20 Flood Risk Areas

It is the policy of Council to recognize the designated 1:20 and 1:100 flood risk areas on the north shore of Bristol's Hope Cove by including them in the Environmental Protection designation and zone. Any development in a designated flood risk area requires a permit from the Water Resources Management Division, Department of Environment and Climate Change before work proceeds.

PI-21: Wind Energy Land Reserve

Council recognizes that the Department of Fisheries, Forestry and Agriculture has prohibited the acceptance of Crown Lands applications in areas identified as Wind Energy Land Reserve on the Generalized Future Land Use and Zoning maps.

PI-22: Cottage Planning Area

Applications within the Cottage Planning Area shown on the Generalized Future Land Use and Zoning Maps shall be referred to Land Management Division, Crown Lands Branch, Department of Fisheries, Forestry and Agriculture.

PI-23: Tourism Accommodation

All development providing tourism accommodation shall be registered in accordance with the *Tourism Accommodation Act*.

4.2 General Land Use Policies

The following policies are general in scope in that they can be applied to more than one future land use designation, zone, or land use.

GLU-1 Municipal Plan

It is the policy of Council that this Municipal Plan shall provide for the development of the Harbour Grace Municipal Plan from 2023 to 2033, a 10-year planning period. Council may amend the Municipal Plan and Development Regulations from time to time to accommodate new development or changes in local conditions.

GLU-2 Interpretation

The boundaries between land use designations set out on the Generalized Future Land Use Maps are general and are not intended to define exact limits except in the case of streets or other

prominent physical features where they are intended to define the exact limits. It is the policy of Council to use its discretion to interpret future land use designation or zone limits.

GLU-3 Discretionary Authority

Council may use its discretion to evaluate applications for a discretionary use by assessing its impact on the surrounding area, infrastructure, utility and Road capacity, public safety, and other considerations that Council considers material, to interpret use classifications, and to impose conditions on a permit or an approval in principle. Council may also exercise its discretion to refuse a development when, in its opinion, the development may have undesirable impacts on adjacent properties, the surrounding area or municipal infrastructure and services. Council may refuse a development, where in its opinion, municipal services and infrastructure are inadequate or it is uneconomical to provide and maintain these services.

GLU-4 Growth Management

- (1) It is the policy of Council to direct development in accordance with the Generalized Future Land Use Map and in accordance with the policies of this Municipal Plan. Council will encourage the consolidation of development in areas that can be economically connected to existing Roads and serviced with water and sewer.
- (2) To ensure that development occurs in an orderly manner and that development opportunities are maximized, subdivisions and other major development shall co-ordinate with other existing and proposed developments, the Road network, municipal infrastructure such as water and sewer, and other utilities. Council may require access to adjacent undeveloped lands to be identified and conveyed to the Town. No property shall be retained by a developer or owner to prevent future development of adjoining lands.
- (3) Development of vacant lots between existing buildings along existing Roads shall be encouraged.

GLU-5 Development Standards

It is the policy of Council to require site plans for all new development. Development shall be compatible with the character of the surrounding area and comply with Council's development standards outlined in the Development Regulations. Council will ensure that new development will not negatively impact existing uses through the creation of hazards or nuisance.

GLU-6 Land Suitability

- (1) It is the policy of Council to ensure that development only occurs on suitable land. Council shall review development applications and consider where the site is hazardous due to steep or unstable slopes, poor drainage, high water table, wetlands, coastal erosion or may be subject to flooding.
- (2) Council shall not permit development in areas with slopes greater than 15 percent, on unstable land, or in areas subject to erosion or flooding unless a study prepared by a qualified individual is submitted outlining the extent of the issue and proposing mitigative measures. The study shall evaluate the adequacy of the site grading, drainage and landscaping and the potential of the development to be impacted by, or cause erosion or flooding, on adjacent properties. Upon receipt of the study, Council may refuse to issue a permit or include conditions to mitigate the hazard and any impacts neighbouring properties and/or Town land or infrastructure.

GLU-7 Comprehensive Development Plan

It is Council's policy that all proposals for a subdivision development or other major developments shall submit a comprehensive development plan that will include:

- An investigation of physical features of the site and the opportunities and constraints to development that they represent. Where possible, the layout of proposed lots and Roads shall conform to the topography and natural features.
- An outline of how the proposed subdivision showing how it will integrate with existing development, and Roads and services, and provide for future access to undeveloped lands in the area.
- Potential effects on existing and future land uses in the surrounding area, and
- A review of municipal servicing proposed by the developer and the public costs of providing and maintaining these services.

GLU-8 Public Open Space

No more than 10 percent of the gross area of land developed for subdivision purposes shall be dedicated to the Town as public open space. This land must be suitable for park land or other public purposes. Where it is not feasible, or suitable to set aside land for public open space,

Council may accept payment of a sum of money equal to the fair market value of the land which would otherwise be conveyed. For a development which is not a subdivision, Council may require a portion of the land to be conveyed for public purposes.

GLU-9 Development Agreement

As a condition of approval, the Council may require the developer to enter into a development agreement with the Town. The development agreement shall lay out the obligations and standards for both parties and may secure financial guarantees.

GLU-10 Financial Guarantees

Council may require a developer to make financial provision to guarantee payment of service levies, to ensure that the development is completed within a time frame set out in a development agreement, to provide for site reinstatement and/or the completion of services and Road infrastructure to the established standards or to enforce the carrying out of any condition attached to a permit or a development agreement.

GLU-11 Non-Conforming Uses

- (1) In accordance with Section 108 of the *Urban and Rural Planning Act, 2000*, any development or land use that legally exists on the day this Plan is registered may continue in a manner that does not conform to this Municipal Plan or Development Regulations. Specify provisions with respect to legal non-conforming uses are outlined in the Development Regulations.
- (2) The right to resume a discontinued non-conforming use of land shall no exceed one year. The Development Regulations shall specify the provisions with respect to the discontinuance of a non-conforming use.

GLU-12 Uses Permitted in All Designations

- (1) Conservation, public services, utilities, recreational open space and antenna shall be permitted in all future land use designations and zones. Recreational open space must not conflict with surrounding uses and adequate pedestrian and vehicular access and on-site parking must be provided.
 - (2) Wharves, boathouses, slipways and breakwaters are permitted in all designations and zones subject to compliance with the “Guidelines for the Construction of Wharves, Breakwaters, Slipways and Boathouses” developed by the Water Resources Management
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Division, Department of Environment and Climate Change.

- (3) Mineral exploration shall be permitted, as a discretionary use, in all future land use designations and zones subject to conditions set out in the Development Regulations limiting impacts on the landscape as well as surrounding uses and requiring site restoration. In some cases, the exploration proposed will only involve prospecting, geochemical sampling surveys, ground-based or airborne geophysical surveys which do not meet the definition of development in the *Urban and Rural Planning Act, 2000* and no approval from the Town is required. A permit is required from the Mines Branch, Department of Industry, Energy and Technology for all mineral exploration activities.

GLU-13 Easements and Emergency Access

Where land is required for utility easements or emergency access, it is the policy of Council that such land, or interest in land, be conveyed to appropriate agency as a condition of approving subdivision or other development applications.

GLU-14 Access to a Public Road

All development shall front onto a publicly maintained Road, unless otherwise specified in this Plan. An access to a provincial highway requires prior approval of the Department of Transportation and Infrastructure and must meet departmental specifications.

GLU-15 Soils and Drainage

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.

GLU-16 Building Setbacks

- (1) Buildings must be setback from the road reservation in accordance with the Development Regulations. Such setbacks shall be sufficient to allow appropriate landscaping and to permit the parking and movement of vehicles clear of any Road allowance.
 - (2) Council recognizes that areas which may accommodate infill development may have an inconsistent building line setback. To accommodate infill development, Council may establish a building line setback on a case-by-case basis to ensure that the development fits with the streetscape.
-

GLU-17 Heritage Buildings

- (1) It is the policy of Council that demolition of a municipally designated heritage building may only occur with a permit issued in accordance with the Harbour Grace Municipal Heritage Site Designation Regulations.
- (2) Renovation to a municipally designated heritage building or site shall be subject to a permit under the Harbour Grace Municipal Heritage Site Designation Regulations and shall recognize “The Standards and Guidelines for the Conservation of Historic Places in Canada” by Parks Canada.
- (3) It is the policy of Council to ensure that renovations to heritage buildings and sites reflect the heritage value of the building. Renovations shall not remove, replace, or substantially alter character defining elements.
- (4) It is Council’s policy to municipally designate those buildings registered as provincial heritage buildings to ensure that the Town can regulate exterior renovations and demolition of all heritage buildings or sites under the Harbour Grace Municipal Heritage Site Designation Regulations and to promote heritage values.
- (5) It is Council’s policy to allow the re-use of provincially registered and municipally designated heritage buildings or sites provided that the proposed use is compatible with the surrounding area and that exterior renovations retain the heritage style and character defining elements of the building and site. Council shall encourage re-use of provincially registered and municipally designated heritage buildings or sites for uses which are residential or tourism related.
- (6) It is the policy of Council to pursue an Archaeology Master Plan to identify and assess known and potential archaeological resources in the municipal planning area with input from the Provincial Archaeology Office, Department of Tourism, Culture, Arts and Recreation.

GLU-18 Parking and Loading

It is the policy of Council that all uses shall provide parking and loading spaces as established in Schedule D of the Development Regulations.

GLU-19 Urban Agriculture

It is the policy of Council to permit urban agriculture, as a discretionary use, in all land use designations and zones. Urban agriculture will be restricted to those activities which have minimal impacts on surrounding uses and does not include intensive livestock operations or activities such as sod farming, growing of forage which involves spreading of manure over large areas. Council may prohibit or restrict the number or type of livestock or poultry being kept on-site to reduce any potential negative impacts on surrounding properties. Council shall create conditions in the Development Regulations with respect to the number of buildings or structures associated with urban agriculture uses. Council shall also create conditions for separation or buffers between urban agriculture uses and residential or other urban uses.

GLU-20 Bandsaws

It is the policy of Council to allow a bandsaw as an accessory use on the same lot as a dwelling. Council shall create conditions in the Development Regulations requiring the lumber generated to be restricted for the use of the resident as well as limiting the accessory buildings or structures associated with the bandsaw and lumber storage.

GLU-2 Accessory Buildings

It is the policy of Council to permit accessory buildings in all zones subject to conditions and standards set out in the applicable use zone table.

4.3 Environmental Policies**EP-1 Environmental Protection**

It is the policy of Council to ensure that development has a minimal impact on the environment and natural features such as shorelines, water bodies, wetlands and steep slopes.

EP-2 Preservation of Trees

It is the policy of Council that mature trees shall be preserved and replaced where necessary. Mature trees shall be removed only if they become dangerous because of age, disease, or proximity to a building; if they are overcrowded; if they unduly inhibit light and air circulation for landscape purposes and building occupancy; or if they will unduly inhibit construction.

EP-3 Protection of Watercourses, Wetlands Fish and Waterfowl Habitat

Water bodies, wetlands and the coastline shall be protected from pollution. A 15-metre buffer of existing vegetation shall be maintained along water bodies, wetlands, and the coastline.

EP-4 Alterations to the Natural Topography

- (1) Development proposals for altering the natural topography through site grading, placement or removal of fill, ditching or substantial landscaping shall include plans for the proposed work. Significant alterations to the topography or natural environment, such as changing the drainage pattern or removing vegetation, will be considered during the evaluation of development proposals.
- (2) Council may impose conditions as part of the development approval to ensure that impact off-site is minimal. Alterations which will adversely affect adjacent property or watercourses shall not be permitted. Topsoil or sods shall not be removed except with the approval of Council.

4.4 Servicing Policies**SP-1 Municipal Services**

- (1) It is the policy to ensure that new development makes efficient use of existing roads and municipal infrastructure. Within and near serviced areas, new development shall only be permitted in areas which can be provided with full municipal water and sewage services. Development adjacent to municipal water and sewer services must be connected if there is sufficient capacity in the existing system and if it is feasible to do so. Council shall require the developer to be responsible for the provision or extension of infrastructure associated with a new development.
 - (2) Where a development is proposed near a public wellhead protection area, Council shall determine whether the well has sufficient quantity of water and capacity to accommodate the proposal. Council shall not allow the storage or use of any potential contaminants, or the spread of fertilizers or pesticide, within 100 metres of a wellhead.
 - (3) Land located beyond municipal servicing limits shall be serviced by on-site sewer and wells approved by the Government Service Centre, Department of Digital Government and
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Service NL.

SP-2: Private Wellhead Protection Area Buffers

No new land uses shall be permitted within the private wellhead protection area buffer. Council shall not allow the storage or use of any potential contaminants, or the spread of fertilizers or pesticide, within 100 metres of a wellhead.

SP-3 On-Site Sewerage Disposal

No on-site sewerage disposal system shall be closer than 30 metres from a waterbody or watercourse and shall comply with the requirements of the Department of Digital Government and Service NL.

SP-4 Groundwater Assessment

New subdivisions consisting of five (5) or more lots shall require a groundwater assessment to be undertaken to determine the acceptable quality and quantity of drinking water. The groundwater assessment must be approved by the Water Resources Management Division, Department of Environment and Climate Change before the Town can issue a permit. The *Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Served, by Individual Private Wells*, provide administrative and technical guidance to developers.

SP-5 Stormwater Management

- (1) Council recognizes that managing stormwater runoff is increasingly challenging because of an increase in the number and intensity of storms and urban development which results in more water runoff. Council shall encourage development on the basis of zero net runoff to manage storm water such as retention ponds, landscaping, bioswales, and other techniques that decrease water run-off.
- (2) Development shall be designed so that run-off from the development does not negatively impact adjoining properties.
- (3) Proposals for development, including the clearing of land, shall include plans to manage stormwater runoff to prevent sedimentation and excessive flooding.

4.5 Transportation Policies

T-1: Street Hierarchy

It is the policy of Council to establish a hierarchy of streets according to their functions. There are three classifications of streets as follows:

- (1) **Arterial Roads** are intended to function as the principal network for through traffic. Veteran's Memorial Drive, Route 75, is an Arterial Road. All development fronting onto Veteran's Memorial Drive must obtain a permit from the Department of Transportation and Infrastructure to ensure that accesses are appropriately designed and meet provincial standards. All development within 100 metres of the centreline of Veteran's Memorial Highway must receive a permit from Government Service Centre, Department of Digital Government and Service NL under the *Protected Road Zoning Regulations*.
- (2) **Collector Roads** link local Roads with arterials and carry traffic from town to town, as well as local traffic within town. Access shall be properly planned with limited on-street parking allowed. Harvey Road and Cathedral Street (Route 70) through Harbour Grace, is a collector street and a permit is required from the Department of Transportation and Infrastructure for any access.
- (3) **Local Roads** are all other roads in the town are considered as local roads and serve adjacent properties and generally, are not used as through traffic.

T-2: Road Reservation and Road Specifications

Council recognizes that roads may be extended to accommodate new development which may not be in the form of a subdivision. Council shall establish road reservation standards in the Development Regulations as well as requirements for Road extensions and road specifications.

T-3: Off-Street Parking and Loading

Adequate off-street parking and loading spaces shall be provided for all development. Parking standards shall be established in the Harbour Grace Development Regulations.

4.6 Land Use Designations

The land resources of the Harbour Grace Municipal Planning Area shall be managed in accordance with the proposed land uses shown on the Generalized Future Land Use Maps 1 and 2 and the land use policies contained within this Municipal Plan. Fourteen (14) land use designations apply to the Harbour Grace municipal planning area.

LUD-1 Generalized Future Land Use Map

The Generalized Future Land Use Maps establish the pattern of development by dividing the Planning Area into the following land use designations:

- Residential
- Mixed Development
- Town Centre
- Heritage
- Commercial
- Industrial
- Public Use
- Open Space Recreation
- Open Space Recreation Park
- Environmental Protection
- Transportation Highway
- Protected Public Water Supply
- Rural
- Cottage Control

4.6.1 Residential Designation

The Residential Designation is applied to areas that are suitable for residential development and where it is expected that the predominant land use will remain residential. This designation allows for various types of dwellings together with residential and non-residential uses that are compatible with a residential environment.

Policies:

RES-1 Within the area designated **Residential** on the Generalized Future Land Use Map, areas shall be further categorized on the Zoning Map as **Residential (RES)**. The detailed requirements for this zone are outlined in Schedule C of the Development Regulations.

RES-2 It is the policy of Council that single dwellings, double dwellings, and childcare shall be permitted in the Residential (RES) zone. In addition, cemetery shall be a permitted use in the Residential (RES) zone.

- RES-3** It is the policy of Council that apartment building, educational, medical treatment and special care, mini-home, place of worship, row dwelling, and transportation be discretionary uses in the Residential (RES) zone.
- RES-4** Convenience stores which serve local needs shall be a discretionary use provided it does not distract from the residential character of the area and that the store is on a lot with fronts onto a collector or arterial road.
- RES-5** Tourism accommodation may be permitted at the discretion of Council provided that the proposed building has an exterior design and landscaping that is sensitive to the residential character of the surrounding area in terms of appearance, scale and density. Tourism cabins shall only be permitted in conjunction with an established bed and breakfast operation. The Development Regulations shall establish conditions with respect to setback, parking, screening, and minimum lot area.
- RES-6** Home based businesses in the form of professional, medical and professional services, personal services, offices and studios may be permitted in the Residential zone in accordance with conditions set out in the Development Regulations.

4.6.2 Mixed Use Designation

The Mixed Use designation is applied to areas including land on Cathedral Street south of its intersection with Veteran's Memorial Highway, the Admiral's Coast Marina and surrounding land, and other sites which contains commercial and light industrial businesses. The Mixed Development designation is intended to provide opportunities for further commercial and light industrial development while protecting residential development. New residential development may be permitted in the Mixed Use designation if it does not impact the potential for commercial and light industrial development.

Policies:

- MU-1** Within the area designated **Mixed Use** on the Generalized Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as **Mixed Development (MD)**.
- MU-2** It is the policy of Council to permit a broad range of residential, public, commercial, and light industrial uses in the MU land use zone. New residential development shall be
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permitted provided it does not negatively affect the potential for future commercial, public and light industrial development. The Development Regulations shall contain conditions intended to protect adjacent existing residential uses from negative impacts from public, commercial, and light industrial development.

- MU-3** It is the policy of Council to permit single dwellings, double dwellings, row dwellings, apartment buildings, cultural and civic, general assembly, educational, place of worship, passenger assembly, catering, funeral home, amusement, indoor assembly, outdoor assembly, medical and professional, medical treatment and special care, communications, fire station, police station, shopping centre, shop, convenience store, take-out, veterinary, and service station.
- MU-4** Transportation uses, in the form of a marina, are also permitted in the Mixed Use designation and Mixed Development zone.
- MU-5** Light industrial uses may be permitted at the discretion of Council provided that the surrounding residential uses are not negatively affected by noise, smoke, odour, dust, vibrations or unsightly appearance. The light industrial use shall be designed and built in a style which is compatible with the surrounding land use. A buffer shall be provided between the light industrial use and any adjacent residential uses.
- MU-6** Residential development shall conform to the standards in the Residential zone.
- MU-7** Home based businesses in the form of professional, medical and professional services, personal services, offices and studios may be permitted in the Residential zone in accordance with conditions set out in the Development Regulations.
- MU-8** The Development Regulations shall contain provisions for open storage and site maintenance standards for non-residential uses.
- MU-9** All land uses shall be connected to municipal water and sewer where feasible.

4.6.3 Town Centre Designation

The Town Centre designation extends across the commercial and residential centre of Harbour Grace and provides for the conservation and development of the residential, industrial, service and commercial core of Harbour Grace. The unique pattern of streets and streetscapes strongly defines the character of this area. This area contains a mix of commercial, industrial, residential,

cultural and civic, and services uses. Vacant land is still available within the Town Centre designation. Council wishes to encourage economic diversification by attracting new development and allowing for the re-development of existing properties. It is Council's intent is to promote the Town Centre designation as a central, consolidated, core by accommodating a mix of residential, public, commercial, and industrial uses while reflecting and preserving its historic character.

Policies:

- TC-1** Within the area designated **Town Centre** on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as the **Town Centre (TC)** zone.
- TC-2** It is the policy of Council to permit a broad range of residential, commercial, public and industrial uses in the Town Centre designation including single dwelling, double dwelling, apartment building, medical treatment and special care, tourism accommodation, catering, child care, communications, convenience store, cultural and civic, educational, fire station, general service, indoor market, medical and professional, office, outdoor market, passenger assembly, personal service, place of worship, public utility, recreational open space, shop, and studios.
- TC-3** It is the policy of Council to permit as a discretionary use, amusement, club and lodge, funeral home, general assembly, general industry, medical treatment and special care, take-out food service, taxi stand, theatre, transportation and veterinary.
- TC-4** It is Council's policy to encourage the restoration, renovation and adaptive re-use of existing buildings and encourage appropriate infill development. Council shall consider appearance and aesthetic improvements such as building façade, parking areas, screening and landscaping, sidewalks and signage in determining a new or adaptive re-use of a building.
- TC-5** It is Council's policy that new development shall be permitted to the extent that it is a suitable fit with surrounding development and shall not affect neighbouring residential areas with respect to noise, dust, glare, vibration odour, traffic hours of operation and other related factors.
- TC-6** Home based businesses in the form of professional, medical and professional services,
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personal services, offices and studios may be permitted in the Town Centre zone in accordance with conditions set out in the Development Regulations.

4.6.4 Heritage Designation

The Harbour Grace Registered Heritage District was created in 1992 by Heritage Newfoundland and Labrador. This Registered Heritage District commemorates the Town's historical role as a major fishing harbour and mercantile centre, its built heritage and supporting landscape features such as wrought iron fences, rock walls and view planes of Harbour Grace harbour.

The Heritage designation highlights and supports the Registered Heritage District by promoting tourism and business development while protecting the heritage values of the area.

Two provincially registered heritage buildings – the former Cathedral of Immaculate Conception and the Harbour Grace Courthouse – have been purchased for development as tourism attractions and amenities. The renovation and re-use of these buildings for tourism purposes will strengthen heritage values and supports the development of the area as a tourism destination.

The Town has worked with a landscape architectural firm to create proposals with the aim of enhancing tourism potential by showcasing and augmenting heritage features and the Town's character. The Master Plan for the Heritage District proposes three elements:

- Beautification and enhancement of public amenities building upon natural and cultural assets including the development of three walks;
- Addition of interpretative elements to tell the Town's history; and
- Redevelopment of the Ridley Hall ruins as a public amenity and community venue.

The Heritage designation and zone support Council's vision of creating a tourism destination by encouraging new development and re-use of existing buildings and by showcasing the Town's heritage through tourism experiences that enhance the visitor experience. New development

within the Heritage designation shall respect the heritage character of the area and shall be compatible in scale, exterior appearance and landscaping with heritage values.

Policies:

- H-1** Within the **Heritage** designation on the Future Land Use Map, the area shall be zoned **Heritage (H)**. The Heritage designation and zone highlight the importance of the area as tourism destination by facilitating visitor experiences, encouraging business development, and creating a liveable, resilient community for residents.
 - H-2** Council shall implement the “Master Plan for the Heritage District” and shall pursue the development of visitor walks to showcase the Town’s natural and cultural heritage. Conservation uses including walkways, interpretative and directional signage, scenic sites, rest areas and compatible uses shall be permitted in the Heritage District.
 - H-3** It is the policy of Council to protect existing heritage buildings, structures, or sites in the Heritage designation, especially those which are registered by the province or designated by the Town. Renovation to existing buildings and sites in the Heritage designation shall preserve character defining elements, shall reflect the scale and character of adjacent uses and shall contribute to the heritage values of the area.
 - H-4** Council shall encourage new development which is compatible with the heritage character and enhances the historic atmosphere and appeal of the area. The Development Regulations shall specify standards.
 - H-5** New buildings shall be compatible with the heritage value of the Heritage designation in terms of scale, exterior appearance, and landscaping.
 - H-6** Where possible, new development shall incorporate site features such as rock walls, wrought iron fences, fencing and landscaping to enhance the heritage character and ensure compatibility with surrounding development. View planes of Harbour Grace harbour and waterfront access shall be preserved where possible.
 - H-7** Council supports the re-use of existing buildings in the Heritage designation.
 - H-8** It is the policy of Council to encourage a range of residential and commercial uses in the Heritage designation in recognition of its role as a tourist destination while recognizing existing residential uses. Permitted uses shall include single dwelling, double dwelling,
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apartment building, row dwelling, tourism accommodation except for tourism cottages which shall be permitted at Council's discretion, shop, convenience store, studios, office, place of worship, and cultural and civic.

H-9 Discretionary uses shall include theatre, catering, club and lodge, tourism cottages, campgrounds, take-out food service, and indoor market. Such uses shall not detract from the character of the area in terms of scale and exterior design and shall provide sufficient parking on-site.

H-10 Tourism cottages and campgrounds shall be connected to municipal water and sewer services and shall be landscaped or screened to minimize noise and traffic impacts on adjacent residential uses. All cabins and campsites shall only front onto the internal roadway. Accessory uses may be permitted except for a dumping station.

H-11 Home based businesses in the form of medical and professional services, personal services, office, and studios may be permitted in the Heritage zone in accordance with conditions set out in the Development Regulations.

4.6.5 Public Use Designation

Lands designated Public Use are intended for purposes that serve the general public. Schools, places of worship and public buildings support the social and economic fabric of the community. Council encourages the development of public uses to enhance the quality of life for residents.

Policies:

PU-1 Within the areas designated **Public Use** on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as **Public Buildings (PB)**. The Public Use designation and Public Buildings zone captures existing public uses such as schools, places of worship and other public buildings and is intended to accommodate similar land uses and other compatible uses.

PU-2 It is the policy of Council that educational, cultural and civic uses, general assembly, indoor assembly, outdoor assembly, office, medical treatment and special care, place of worship, police station and childcare uses be permitted in the Public Buildings zone. Office shall be restricted to those associated with the provision of a public or government service.

PU-3 It is the policy of Council to permit cemetery, catering, club and lodge, collective residential,

theatre, passenger assembly, amusement, taxi stand, funeral home, take-out food services and transportation as a discretionary use. Council may permit general and light industrial uses, as a discretionary use, in the form of municipal depots, highway salt sheds, firehall, firefighting training and similar government uses. Catering and take-out food services shall be restricted to those uses accessory to a permitted use and shall be temporary.

PU-4 New public building uses shall conform to the following conditions:

- a) The site shall be adjacent to arterial or collector Roads,
- b) The development is compatible with surrounding land uses, and will provide for protection of adjacent residential uses through controls on signage in addition to the provision of landscaping and buffering, and
- c) The proposed development shall be connected to the existing municipal water and sewer systems.

4.6.6 Commercial Designation

The Commercial Designation is applied to major commercial sites with access and/or visibility from Veteran's Memorial Highway or Brynes Road. Land designated Commercial shall be developed primarily for commercial uses such as retail and service activities. This designation accommodates the Danny Cleary Community Centre.

Policies:

CG-1 Within the area designated **Commercial** on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as **Commercial General (CG)**.

CG-2 It is the policy of Council to permit the following uses in the Commercial General zone: general garage, light industry, service station, transportation, all uses in the Assembly Use Group, all uses in the business and personal services group, all uses in the mercantile uses group and tourism accommodation. General garage and light industry uses shall have minimal impact on adjacent uses and the character of the surrounding area. The Development Regulations shall contain conditions for open storage and service stations.

CG-3 Council may permit general industry on a discretionary basis.

CG-4 All commercial and industrial buildings shall be connected to the municipal water and sewer at the developer's cost and shall front on a public road.

CG-5 Council may require a buffer or screen so that surrounding land uses are not negatively affected by activities associated with commercial or industrial uses.

CG-6 Council shall require the site to be curbed to prevent unchanneled motor vehicle access.

4.6.7 Industrial Designation

To accommodate industrial uses, suitable areas of land throughout the municipal planning area are designated Industrial including land along the north side of the harbour.

Policies:

IG-1 Within the area designated **Industrial** on the Future Land Use Map(s), these areas shall be further categorized on the Zoning Map(s) as **Industrial General (IG)**.

IG-2 Council supports the development of a marine industrial centre east of Point of Beach to accommodate a range of marine services such as marine fabrication, services to the off-shore, and vessel repair. A proposal for a marine industrial centre shall be permitted provided that the access is from Beach Hill Road only. Council recognizes that this location is adjacent to the Heritage designation and zone and that any development must be sensitive to and reflect the heritage character of the Heritage designation and zone, nearby registered heritage buildings or sites, and protect the heritage walkways. Any infilling or wharf construction requires approval from Water Resources Management Division, Department of Environment and Climate Change and Habitat Management, Fisheries and Oceans Canada. An Environmental Assessment must be released before Council can grant approval for development of a marine industrial centre.

IG-3 It is the policy of Council to permit general Industry, light industry, communications, general service, shop, service station, office, passenger assembly, and transportation in the Industrial General zone. General industry shall only be allowed where the industrial use is contained within a building and the scale and type of activities will not be intrusive or otherwise objectional to neighbouring residential uses.

IG-4 Council may permit on a discretionary basis hazardous industry subject to conditions in the Development Regulations.

IG-5 All hazardous industry, general industry, and light industry must front onto a public road,

must be connected to municipal services and the Town must ensure that firefighting capacity is adequate.

- IG-6** The Development Regulations shall contain provisions for open storage, storage of flammable liquids, access, and site maintenance standards.

4.6.8 Open Space Recreation Designation

The Town of Harbour Grace is blessed with an abundance of natural open spaces and recreational areas. These areas provide lands for town recreational facilities, parks, and playgrounds. Areas designated Open Space Recreation will be reserved primarily for active outdoor recreational uses including playing fields, sports grounds, parks and playgrounds. Structures and small-scale buildings that enhance the outdoor recreation use may also be allowed.

Policies:

- OSR-1** Within the area designated **Open Space Recreation** on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as **Open Space Recreation (OSR)**. The Open Space Recreation designation and zone capture existing outdoor facilities.
- OSR-2** In the Open Space Recreation zone, it is the policy of Council to permit recreational open space, cemetery, and conservation.
- OSR-3** It is the policy of Council to permit indoor assembly, outdoor assembly, cultural and civic, catering, take-out food service, and transportation subject to terms and conditions outlined in Schedule C of the Development Regulations.
- OSR-4** Council may also permit structures and small-scale buildings that are accessory to the main outdoor recreation use and outdoor assembly use subject to terms and conditions outlined in the Development Regulations.
- OSR-5** The development and operation of recreation facilities shall not impose adverse effects on adjacent residential and other uses in terms of noise, light, traffic, and hours of operation.
- OSR-6** Open Space Recreation land shall provide pedestrian access to recreation facilities.

4.6.9 Open Space Recreation Park

The Open Space Recreation Park Designation is applied to sites where there are private

recreational parks and campgrounds. The Town has two commercial camping parks. The Amelia Earhart Campground is located off Glover Road at the west end of the Planning Area. It offers few amenities other than sites for recreational camping trailers. A new site presently under construction is Verge's Getaway and Retreat located off Bannerman Lake Street and Lady Lake Street which will offer camping sites and tourist cabin rentals.

Policies:

OSRP-1 Within the area designated Open Space Recreation Park on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as Open Space Recreation Park (OSRP). The Open Space Recreation Park designation and zone recognizes sites of commercial camping grounds.

OSRP-2 It is the policy of Council to permit campgrounds, tourism cottages, outdoor assembly and convenience store in the Open Space Recreation Park zone subject to terms and conditions outlined in Schedule C of the Development Regulations. Council shall also permit outdoor amusement uses accessory to a permitted use.

OSRP-3 It is the policy of Council that indoor assembly, catering, take-out food service, light Industry and shop may be permitted at Council's discretion accessory to a permitted use.

OSRP-4 Council has determined that new development in this designation is not required to connect to the Town's water and sewer system but must receive approval from Government Service Centre, Department of Digital Government and Service NL for any waste management systems.

4.6.10 Environmental Protection Designation

The Harbour Grace Municipal Planning Area has an abundance of open space, coastal and freshwater coastlines, streams, wetlands, and treed areas and walking trails. The Environmental Protection designation is applied to areas where it is desirable to protect these natural features from development.

Policies:

EP-1 Within the area designated Environmental Protection on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as Environmental Protection (EP). It is Council's intention that areas designated Environmental Protection be preserved in a

natural state to protect sensitive areas such as the coastline, water courses, water bodies, and wetlands. The Environmental Protection designation and zone also includes the flood risk areas at Bristol's Hope as designated by the Water Resources Management Division, Department of Environment and Climate Change. Any development within the flood risk areas are subject to approval by the Water Resources Management Division, Department of Environment and Climate Change in accordance with policy PI-20.

EP-2 It is the policy of Council that only conservation uses shall be permitted.

EP-3 Recreational open space in the form of passive recreational uses, and transportation in the form of wharves and slipways, may be permitted in the Environmental Protection zone at Council's discretion.

4.6.11 Protected Public Water Supply Designation

The Town of Harbour Grace obtains its municipal water supply from the Bannerman Lake Protected Public Water Supply Area and from four municipal wells located on south side of Harbour Grace. The Bannerman Lake Protected Public Water Supply Area and the four protected wellheads are designated under the *Water Resources Act*. All development within the Bannerman Lake Protected Public Water Supply Area and 100 metres of the protected wellheads requires a permit from the Water Resources Management Division, Department of Environment and Climate Change and are subject to departmental policies.

The coastline of Lady Lake, which is included within the Bannerman Lake Protected Public Water Supply Area, has traditionally been used for recreational purposes. The recreational uses of Lady Lake watershed include the Harbour Grace Regatta facilities, summer cabins, and a portion of the Harbour Grace Airstrip. In addition, there are several Blueberry Management Units within the Bannerman Lake Protected Public Water Supply Area. While the prime objective is to protect the quality of the water in the watersheds of the two lakes, existing uses of land must be accommodated.

Policies:

PPWS-1 Within the area designated Protected Public Water Supply on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as Protected Public

Water Supply (PPWS).

PPWS-2 It is the policy of Council that all development within the Protected Public Water Supply shall be referred to the Water Resources Management Division, Department of Environment and Climate Change and that Council shall not issue a permit until a permit has been issued under the *Water Resources Act*.

PPWS-3 It is the policy of Council that only conservation uses shall be permitted in this zone.

PPWS-4 In the Protected Public Water Supply zone, recreational open space, agriculture, forestry, mineral working and utilities may be permitted at Council's discretion.

PPWS-5 It is the policy of Council to allow existing uses to continue unless it is established that these uses are impairing water quality or have the potential to impair water quality. No expansion or renovation of these uses shall be permitted unless written approval has been received from the Water Resources Management Division, Department of Environment and Climate Change.

PPWS-6 It is the policy of Council to prohibit new subdivision of land or use of land beyond what is currently in place unless it is a public works, resource-based, energy or recreational use. All development is subject to approval by the Water Resources Management Division, Department of Environment and Climate Change.

PPWS-7 Council shall establish separation distances around the Protected Public Water Supply source where no development or activity shall be permitted.

4.6.12 Transportation Highway Designation

The Highway Designation is applied to the Veterans' Memorial Highway corridor.

Policies:

TH-1 Within the area designated Transportation Highway on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as Transportation Highway (TH).

TH-2 It is the policy of Council to prohibit access from individual properties onto Veteran's Memorial Drive to preserve highway safety and efficiency. Access shall be limited to public Road intersections as designated by the Department of Transportation and Works to ensure free flow of traffic.

TH-3 All development within 100 metres of the centreline of Veteran's Memorial Highway must

obtain a permit from the Government Service Centre, Department of Digital Government and Service NL in accordance with the *Protected Road Zoning Regulations*.

4.6.13 Cottage Control Designation

Cow Pond is an unplanned cottage area situated off Glover Road. One existing cottage is just inside the Harbour Grace municipal boundary, while the remaining number of cottages are inside the municipal planning area. The Cow Pond cottage area extends beyond the municipal planning area. The area has become popular for indiscriminate trailer camping and sporadic cottage development. Council is concerned that the area is near to the Bannerman Lake Protected Public Water Supply Area and fears that continued development could negatively impact drinking water quality. Council does not wish to provide municipal infrastructure or services to this area.

Policies:

- SC-1** Within the area designated **Cottage Control** designation on the Generalized Future Land Use Map, areas shall be further categorized on the Zoning Map(s) as **Cottage Control (CC)**. This designation and zone is intended to control cottage development which has occurred on Glover Road.
- SC-2** It shall be Council's policy to recognize existing seasonal dwellings in the Seasonal Cottage zone. New cottage development shall be prohibited except for cottages built on issued Crown Land grants or applications for cottages submitted to Crown Lands prior to Council's adoption of this Municipal Plan. Existing cottages shall not be used for full time habitation but may be renovated and expanded with Council's approval provided Crown Land has been secured.
- SC-3** It shall be Council's policy to allow transportation uses in the form of wharves and docks accessory to existing seasonal dwellings.
- SC-4** It shall be the policy of Council to seek ways and means to control and remove indiscriminate trailer camping. The placement of recreational vehicles, mobile homes and temporary buildings or structures shall be prohibited.

4.6.14 Rural

The remaining lands within the Harbour Grace Planning Area are designated Rural. No

development shall be permitted on land within this designation except those associated with agriculture, forestry, mineral workings, outdoor recreation such as recreational open space and campgrounds and those industrial uses not suited to an urban location.

Policies:

RUR-1 Within the area designated **Rural** on the Future Land Use Map(s), areas shall be further categorized on the Zoning Map(s) as **Rural (RUR)**.

RUR-2 It is the policy of Council that agriculture and forestry shall be permitted in the Rural zone. It is the policy of Council that any development of livestock or poultry operations shall be in accordance with “Environmental Guidelines for Livestock Producers” and “Environmental Guidelines for Poultry Producers” issued by the Newfoundland and Labrador Federation of Agriculture and that approval from the Government Service Centre, Department of Digital Government and Service NL is received for any waste management systems. It is the policy of Council to establish separation distances in the Development Regulations between new livestock and poultry barns and manure storage from property lines, water bodies, private wells, roads, and existing non-farm residential dwellings to minimize the impact of odour and other nuisances.

RUR-3 It is the policy of Council that animal, cemetery, communication, outdoor market, transportation and veterinary be permitted subject to terms and conditions outlined in Schedule C of the Development Regulations.

RUR-4 Single dwellings may be permitted provided that it is directly associated with registered agricultural use and the dwelling receives approval from the Agriculture Branch, Department of Fisheries, Forestry and Agriculture.

RUR-5 Rural industry uses, in the form of light industry, general industry, hazardous industry and scrap yard may be permitted at the discretion of Council where it is demonstrated that a rural rather than urban location is necessary or desired and where the rural industrial use will have no detrimental affect on adjacent uses or the rural and scenic environment.

RUR-6 In the Rural zone, communication, antenna, light industry, general industry, hazardous industry, scrap yard, mineral workings and mining uses need not front onto a public road. Council may require that the access road be built to a standard acceptable to the Town

to ensure provision of emergency services and that the access road be barred afterhours or during shutdown. These access roads shall not pass through the Residential zone.

RUR-7 The Rural designation contains forests which provide a long-term domestic wood supply, recreational opportunities, and wildlife habitat. Council recognizes the importance of managing this resource and, through this Municipal Plan, supports initiatives of the Department of Fishery, Forestry and Agriculture to manage the forests for continued use by the public during and beyond the planning period. Any non-forestry uses in the Domestic Harvest Blocks shown on the Generalized Future Land Use and Zoning Maps shall be referred to the Forestry Branch, Department of Fisheries, Forestry and Agriculture.

RUR-8 Mining and mineral workings shall only be permitted with a permit issued by the Mineral Lands Division, Department of Industry, Energy and Technology. Provisions for mining and mineral workings will be set out in the Development Regulations. These provisions shall include required separation distances from adjacent uses to minimize any negative impacts in the form of noise, dust, disturbance, or pollution.

5.0 Implementation

The Municipal Plan will be implemented over the next ten years through decisions of Council and government agencies such as the Departments of Municipal and Provincial Affairs, Environment and Climate Change, Transportation and Infrastructure, Digital Government and Service NL, and Fisheries, Forestry and Agriculture, that 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 Development Regulations,
- (d) The adoption of development schemes and plans of subdivision; and
- (e) The procedure for considering amendments to the Plan.

5.1 Administration of the Plan

For the purposes of administering the Plan, the Generalized Future Land Use map shall be read only in conjunction with the Goals, Objectives and Policies outlined in this document. All development

applications shall be carefully evaluated as to their conformity to the Plan. Council shall require the full conformity of all proposals to the Plan.

The boundaries of land use designations shown on the Generalized Future Land Use Map 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 that 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 Harbour Grace in the best long-term interests of its citizens.

All persons wishing to develop land for any purpose within the Harbour Grace 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 the Part VI of the *Urban and Rural Planning Act, 2000*.

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

Nothing in this Plan shall affect the continuance of land uses that are lawfully established on the date that the Plan is registered.

5.2 Financial Evaluation for Municipal Capital Works Projects

In order to suitably implement the goals and objectives of the Plan, an annual public works program will be adopted and implemented by Council. This will include a financial overview and preparation of a *Financial Evaluation for Municipal Capital Works Projects* which outlines proposed capital works to be

undertaken by Council subject to the availability of government funding. The Evaluation will include a five-year program of works to be undertaken as required under the *Municipalities Act*. The proposed capital works plan for 2021 is intended to maintain existing municipal infrastructure in the community and provide the same level of services to residents.

5 Year Municipal Capital Works Program

The following is a list of priorities recommended as a guide for Applying for Funding for Municipal Capital Works. Priorities are listed in order.

Harbour Grace Municipal Capital Works Projects and Gas Tax Projects

PROJECT	TOTAL ESTIMATED COST
LEMARCHANT STREET – WATER & SEWER UPGRADE	\$85,677.73
NEW SEWER PUMPING STATION - RIVERHEAD	\$41,848.73
GAS TAX PROJECT	TOTAL ESTIMATED COST
LOCAL ROAD IMPROVEMENTS	TO BE DETERMINED

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:

- (a) All proposed public works, which qualify for assistance from the provincial or federal governments, should be financed on this basis. This shall include cost sharing programs with the provincial government and grants.
- (b) Funds raised by the municipality to undertake public works shall be obtained from local revenues where possible. The principle source from which funds could be realized for this purpose is new development. Minor public works in particular should be financed from current accounts where possible.
- (c) 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.

- (d) Additional borrowing to undertake major public works shall preferably be on the basis of government guaranteed loans.
- (e) 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 Environment, Climate Change and Municipalities and agreement between the Town and Department.
- (f) For subdivision development, Council shall pursue a break-even policy for development that will require the developer to pay for the installation of all services to municipal standards.

5.3 Municipal Plan Proposals

The Municipal Plan identifies several strategic proposals intended to strengthen the Town's decision-making capacity. These include:

- Archaeology Master Plan (Municipal Plan Policy GLU-17 (6)) with input from the Provincial Archaeology Office, Department of Tourism, Culture, Arts and Recreation;
- Municipally designate those buildings, structures and uses registered as provincial heritage resources so that the Town can regulated exterior renovations and demolition of all heritage buildings and sites through its Municipal Heritage Site Designation Regulations (Municipal Plan Policy GLU-17 (4));
- Implementation of the "Master Plan for the Heritage District" and shall pursue the development of visitor walks to showcase the Town's natural and cultural heritage (Municipal Plan Policy H-2); and
- Work with the Wildlife Division, Department of Forestry, Fisheries and Agriculture and the Eastern Habitat Joint Venture to develop a conservation plan for the stewardship conservation areas based on an all-bird conservation approach.

5.4 Development Regulations

Council will also adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000* when adopting the Harbour Grace Municipal Plan 2023-2033.

The Development Regulation 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 Harbour Grace Municipal Planning Area

All land within the Municipal Planning Area will be covered by land use zones which will provide for such detailed requirements as lots 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*.

5.5 Procedures 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 undertaken as per Sections 14 to 25 of the *Urban and Rural Planning Act, 2000* and adopted by Council.

In accordance with Section 27 of the Act, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who request and 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 notice 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 that 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 Rezoning

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) as per Sections 14 -25 of the Act. The consideration of any proposals to amend the Development Regulations, Council shall require a clear proposal to be submitted that shows:

- (a) The location of the subject property, to scale, showing lot dimensions, area, Road frontages.
- (b) The proposed means by which the site is/will be serviced.
- (c) The proposed location of all driveways and parking areas.
- (d) Areas that are to be landscaped or left in a natural state.
- (e) The proposed location of all buildings on a site.
- (f) Identification of adjoining land uses; natural hazards; or sensitive natural areas, and
- (g) The identification by a qualified consultant, of steep slopes and construction methods that will be employed to ameliorate potential negative or hazardous effects of the proposed development.

When considering proposals for developments that necessitate amendments to the Development Regulations, Council shall give regard to the goals, objectives, and land use policies outlined in this Municipal 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.
