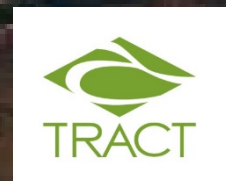


BACKGROUND REPORT MUNICIPAL PLAN AND DEVELOPMENT REGULATIONS REVIEW

TOWN OF HAPPY VALLEY-GOOSE BAY

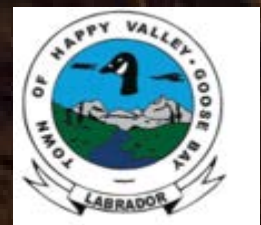
January, 2018

DRAFT FOR REVIEW



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PRELIMINARY DRAFT FOR DISCUSSION

1.0 Setting the Context for the Municipal Plan Review

1.1 Introduction

The Town of Happy Valley-Goose Bay initiated this comprehensive review of the existing 2008 Municipal Plan and Development Regulations with the stated objective of creating a bold new plan that recognizes the challenges of record residential and commercial expansion since 2008 and establishes objectives and policies that continue to build on the strengths of their growing community.

To understand these challenges, this Background Report contains a review of the economic, demographic, governance situation and land use trends (in Chapters 2 and 3) based on reports and documents provided by the Town, statistical sources, public consultation, and interviews with representatives from community organizations and the Town (See Appendix A). This will help provide the context for the proposed plan policies.

The Town also identified key subject areas for leading edge policies to be considered in the updated Municipal Plan. These have been addressed in two ways:

- Overarching planning policies that set a broad planning context for this review, such as, Sustainability and Resilience, Smart City and Complete Communities, and Healthy Communities, are discussed in Chapter 1; and,
- Specific topic policies: affordable housing, climate change, cultural and natural heritage preservation, landscape regulations, multicultural harmonious community living; and, comprehensive transportation including winter a summer recreational vehicle access, which are discussed in Chapter 4.

In addition, various community consultations were undertaken. The views expressed by the community during public meetings, stakeholder interviews (individuals and organizations) and the responses to the community survey, which had an impressive 185 responses, were taken also into consideration to prioritize the issues and develop objectives and policies. These are summarized in subsection 1.4.

Together, the vision and strategic direction from the Strategic Plan (2017) combined with the results of the background research, the inter-jurisdictional leading-edge planning policy review, and community consultations, will form the basis for the updated Municipal Plan and Development Regulations prepared under the Urban and Rural Planning Act, 2000 for the Town of Happy Valley-Goose Bay.

1.2 Community Vision and Strategic Direction

The Town of Happy Valley-Goose Bay has already shown real leadership in striving to identify the vision and goals for the Town since the adoption of the previous Municipal Plan in 2008 and the Town's Integrated Community Sustainability Plan in 2010. More recently, in 2017, after extensive background research and public consultation, including workshops, group focus discussions and a survey with 175

responses, the Town adopted a new Strategic Plan (2017-2022). This Plan articulated the new vision statement for the Town as follows:

‘As the heart of Labrador, the Town of Happy Valley-Goose Bay is a diverse, multicultural, and leading northern community, built on the strengths of its people to create prosperity, opportunities, and a high quality of life.’

The strategic directions to achieve this vision were set out (in no particular order):

- **Economic Vibrancy:** Foster a strong and stable economy that supports entrepreneurship and local businesses, and ensures the community benefits from major economic development opportunities in the region;
- **Quality of Life and Inclusivity:** Promote a strong sense of belonging, health and wellness, and engagement in community life;
- **Infrastructure Renewal:** Ensure local infrastructure meets community needs, improves communications and accessibility, and contributes to health and wellness;
- **Municipal Leadership:** Provide local governance that is transparent, collaborative, and fiscally responsible that exemplifies service excellence;
- **Environmental Stewardship:** Prioritize the ongoing protection and enjoyment of the environment by enhancing the quality of natural areas and ensuring the town is developed in an environmentally sound and responsible manner;

1.3 Overarching Leading-Edge Planning Principles

1.3.1 Sustainability and Resilient Adaptation

A review of the Municipal plan must be undertaken through the lens of sustainability. In the mid-2000’s, all across Canada communities were preparing sustainability plans. By 2014, sustainability policies like ‘smart growth’ principles were being incorporated into Municipal plans. The definition has evolved (from the original Bruntland Report version) to reflect the Municipal planning context:

“Sustainable planning is defined as ensuring a long-term, healthy, viable future that addresses the communities needs at the present time without compromising the ability of future generations to meet their needs, and to enjoy a similar quality of life to what we enjoy today.”

Community planning for sustainability and resilience¹ is achieved by including planning policies in the Municipal plan that support positive environmental, economic, social and cultural, and governance outcomes.

But communities are not static and neither should their plans be static; therefore, they must be developed for adaptation. A resilient community needs to have the capacity to adapt to changes such as

¹ Local Government Planning for Sustainability & Resilience. Ministry of Community Development. Government of British Columbia website. 2018.

shifting demographics and housing affordability, and "bounce back" from events such as economic downturns and the effects of a changing climate.

To support community resilience, the Municipal plan will contain policies to support other local plans and strategies under the four pillars of sustainability: environmental, economic, social, cultural and governance.

Sustainable and resilient communities are compact, complete, centred, connected and consider natural assets and hazards, and are characterized by:²

- Compact development which is appropriate for the local context, avoids urban sprawl and supports access and affordability;
- Complete and mixed land use that supports the efficient movement of people, goods and services and contributes to business efficiency and quality of life;
- Central focal points that support business, commerce, festivals and gatherings;
- Connected development nodes linked by transportation routes, including and active; transportation, and public spaces that contribute to social connectedness and community safety;
- Consideration of natural assets ensuring a productive resource base that includes agricultural and forest land, and protecting assets such as tree canopies, streams, groundwater and aquifers; and,
- Consideration of hazards to ensure that development reduces vulnerability to hazards (for example, more frequent intense storms, flooding)

These concepts are discussed more fully in sub-section 1.3.2 – Smart Cities and Complete Communities and sub-section 1.3.3 – A Healthy Community. These concepts in particular will be incorporated into the Municipal Plan policies under the social pillar of sustainability.

1.3.2 Smart Cities and Complete Communities

Smart growth refers to development practices that enhance quality of daily life, control unnecessary urban expansion, preserve the natural environment, are sustainable, and maybe even save money over time. Since the inception of the concept in the 1970's, there are generally 10 (ten) accepted principles that define 'smart growth'³:

1. Create a range of employment opportunities;
2. Mix land uses;
3. Take advantage of compact building design;
4. Create walkable neighborhoods and a range of housing opportunities and choices;
5. Foster distinctive, attractive communities with a strong sense of place;
6. Preserve open space, farmland, natural beauty, and critical environmental areas;

² Adapted from: Local Government Planning for Sustainability & Resilience. Ministry of Community Development. Government of British Columbia website. 2018.

³'Smart Growth.' United States Environmental Protection Agency website, 2013.

7. Strengthen and direct development towards existing communities;
8. Provide in advance a variety of transportation choices, urban and social infrastructure based on population projections;
9. Make development decisions that are sustainable, predictable, fair, and cost effective; and,
10. Encourage community and stakeholder collaboration in development decisions.

Put into practice, these 'smart growth' principles essentially translate into policies which: concentrate growth in hubs, designate land for a variety of uses and diversity of housing, design homes and streets on a human scale (not on a vehicle scale), allow people to live close to where they work, and plan for active transportation like biking and walking.⁴ This is similar to the concept of 'complete communities', which, along with 'new urbanism' (an urban design movement started the 1980's), advocates environmentally friendly planning by creating walkable neighborhoods containing a wide range of housing and job types.

The 'complete community' is seen as a way to deal with issues of social isolation, address inefficient land uses and meet the needs of diverse households. 'Complete communities would meet the basic needs of all residents in a community, regardless of income or culture, through integrated land use planning, transportation planning, and community design.

The size and location of the Town of Happy Valley-Goose Bay saves it from some of the urban ills of larger cities and their satellite communities, yet there are several defining elements of the 'complete community' that can be incorporated into the planning of the Town's neighbourhoods to make the Town a more sustainable, inclusive and healthy community, such as:^{5, 6}

- **Densification:** A benchmark for complete communities is access to services within a five-minute walk, which contrasts the typical sprawl associated with the suburbs;
- **Diverse housing mix:** In Canada, many Municipalities have focused on providing a mix of housing types as the key component of creating a complete community based on directives from Provincial and regional policies;
- **Diverse land use mix:** Complete communities advocate for densification within existing neighbourhoods to provide services to users, i.e., mixed use neighbourhoods or allowing home businesses in residential zones; and,
- **Transportation options:** advocate for a community plan where a mix of housing types and uses in compact form would be centred around transportation nodes for ease of mobility of residents, plus planning for a connected community.

'Complete community' concepts can be incorporated into any town plan to suit the specific needs of the community. While policy alone cannot make change come about, the promotion of the 'smart growth' options and the benefits of sustainable, complete urban design complemented by a regulatory framework to enable the implementation of these principles and policies is be a way to lead change in

⁴ Varma, G. An Analysis on the Concept of Urban Densification and its Implications on Transportation. LinkedIn, 2016.

⁵ Grant, J; Perrott, K (2009). "Producing diversity in a new urbanism community: policy and practice". Town Planning Review. 80 (3): 267–289

⁶ Talen, E (2008). Design for diversity: exploring socially mixed neighbourhoods. Architectural Press: Amsterdam.

the development community. The challenge to decision-makers is finding the balance between new design requirement with economic competitiveness and community acceptance of the new approach.

The principles of 'smart growth', according to the Ontario Smart Growth Network, include three basic requirements: community-focused design, fostering healthy communities, and supporting community involvement in planning. Smart growth is best understood as a return to village life – creating places where residents can obtain most of what is needed on a daily basis, and where people can walk to shopping, employment, services and schools.⁷

1.3.3 A Healthy Community

A healthy community is a place that supports residents by providing opportunities that promote healthy lifestyles, social connections, and foster inclusion, safety and positive mental health.⁸ It's a place that makes the healthy choice the easy choice where we live, work, and play. The overall health and wellness of a community is influenced by major external factors and depends on the health of its individual members. This can include individuals' physical, emotional, spiritual, social, economic, cultural, intellectual, occupational, climate, and environmental wellness.

Municipal planning is one component of the building blocks of a healthy community (see Figure 1); sound planning policies made can become catalysts for healthy initiatives and behaviors.

"...but one of the most effective methods is to make health one of the plan's overarching goals.....To support the high-level health-related goal, more targeted objectives and policies can be included in the relative plan elements.... In many Community Plans, elements that support 'smart growth' principles are already present, which implicitly support healthy communities with their attention to complete, compact, walkable communities...."¹

The Municipal plan can contain policies relating to healthy community related topics, such as a recreation, parks and open space plan, active transportation (cycling/ pedestrian), food security (agriculture), housing (affordable housing strategy), climate change and energy, and utilities (i.e., stormwater management). The Municipal plan policies can provide the platform for more targeted strategies for each of these sectors that contain a detailed plan of action that can contribute to achieving an overall healthy community.

⁷Sustainability Plan. Municipality of Kincardine, 2012.

⁸ Healthy Communities Practice Guide. Canadian Institute of Planners. 2011.

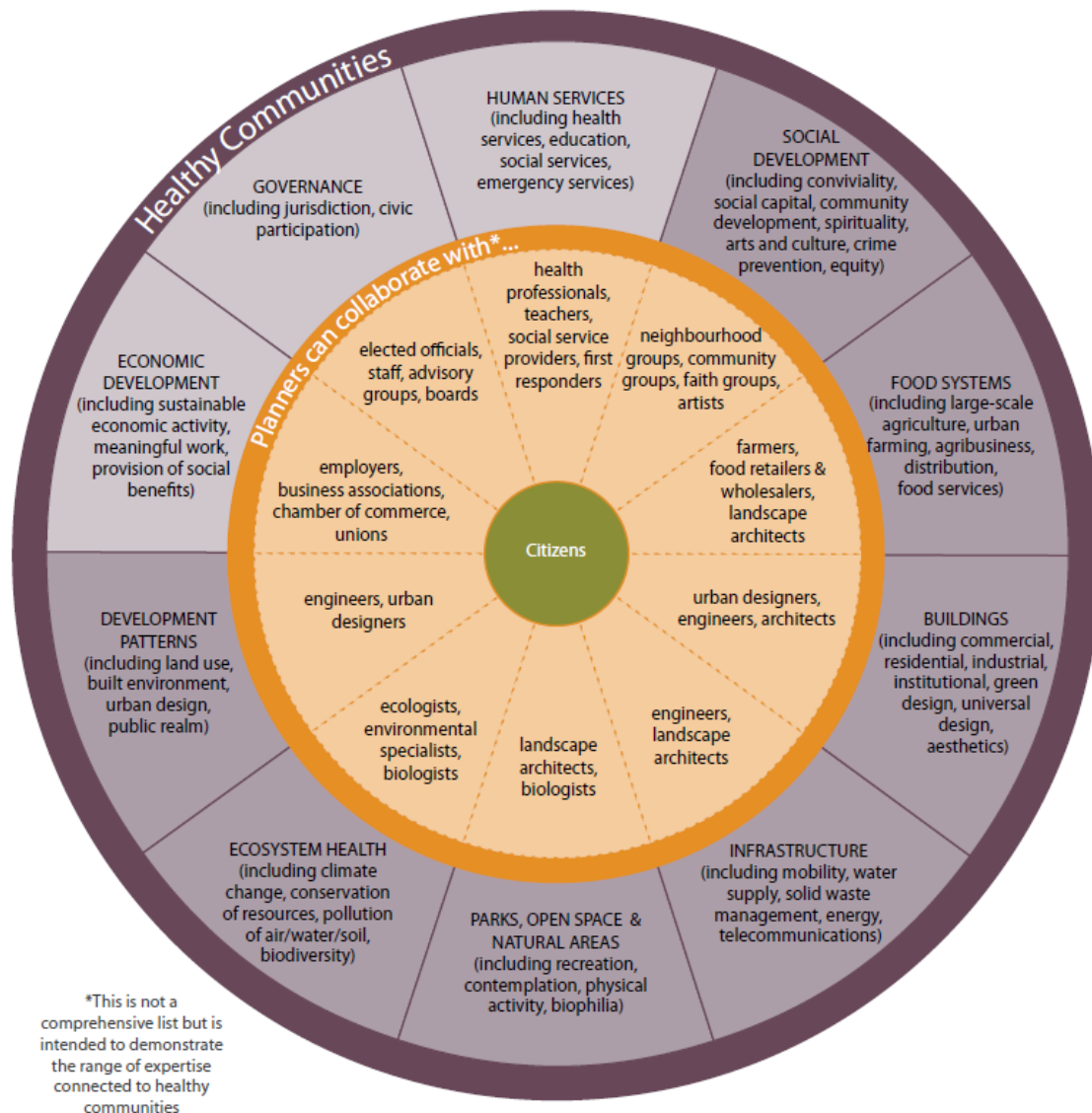


Figure 1: Building blocks for a healthy community⁹

1.4 Consultation

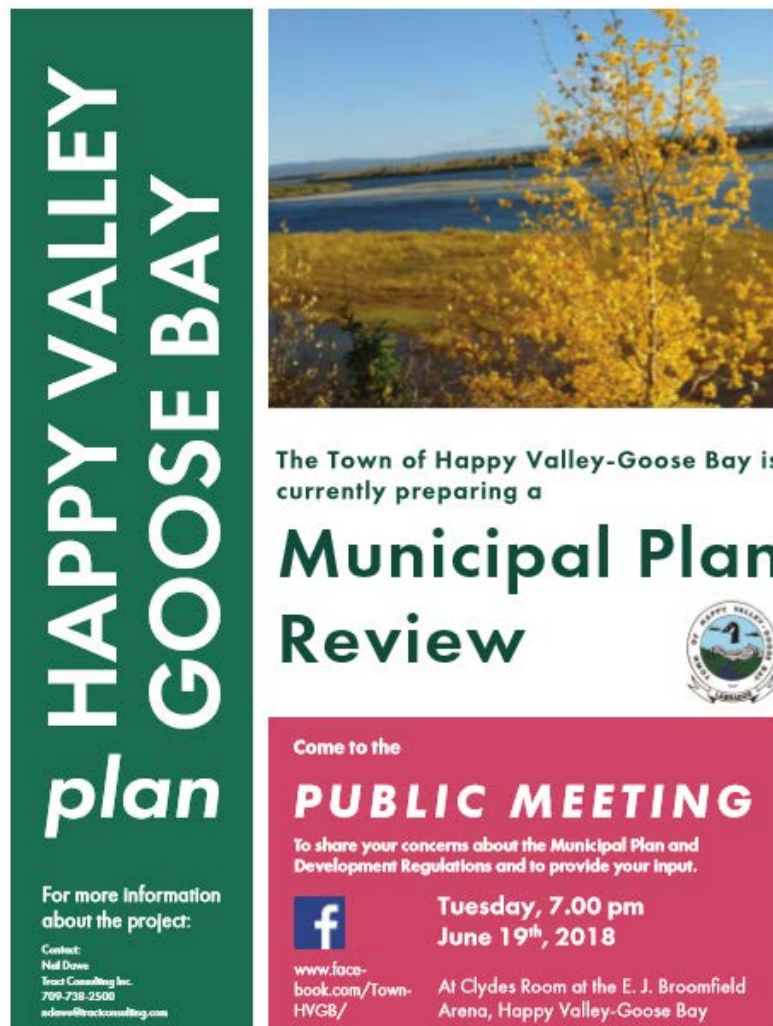
During the week of June 18 – 21, 2018, Tract Consulting Inc. undertook public consultations in the Town of Happy Valley-Goose Bay. In advance, a Poster for the meeting plus a survey were posted on the Town Facebook page, and two ads for the Public Meeting were published in the 'Labradorian'. Approximately 20 individuals attended the meeting and expressed a wide range of observations.

In summary, the geographic location of the Town as a resource centre and hub for government services provides optimism to the residents of the community. This role brings in a variety of people of many cultures and from all over the world. A key issue is the dependence upon the fortunes of the resource

⁹ Healthy Communities Practice Guide. Canadian Institute of Planners, 2011.

sectors creates challenges with boom/bust cycles and their associated impact on the town. Other issues include the aging population and lack of facilities for seniors, the high cost of land and housing, the difficulty to maintain infrastructure with shrinking Provincial contributions, perception of inconsistent applications or regulations; and the presence of ‘transients’ who are homeless in the community and their associated disruptive behaviors.

Part of the public consultation session involved charette-style discussions where participants worked in



**HAPPY VALLEY
GOOSE BAY**
plan

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The Town of Happy Valley-Goose Bay is currently preparing a

Municipal Plan Review

Come to the
PUBLIC MEETING
To share your concerns about the Municipal Plan and Development Regulations and to provide your input.

**Tuesday, 7.00 pm
June 19th, 2018**

At Clydes Room at the E. J. Broomfield Arena, Happy Valley-Goose Bay

www.facebook.com/Town-HVGB/

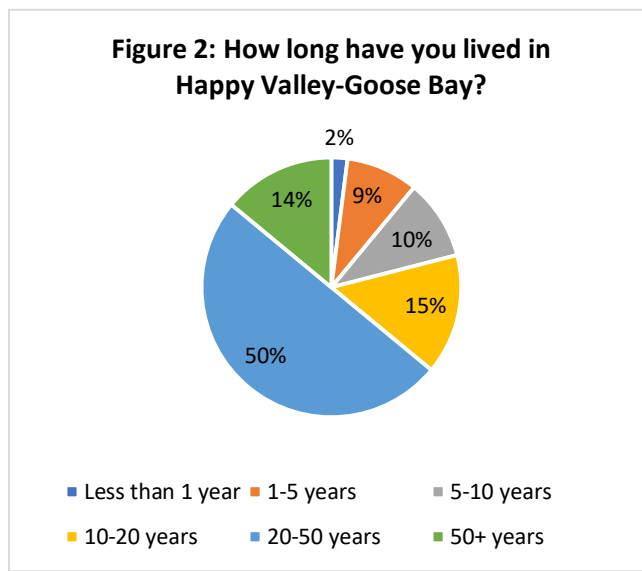
groups to review the zoning maps of the town and provide comments, suggestions about the current zoning and recommendations for change. There was a lot of support for *keeping the green spaces* (but dealing with the transients camping there seasonally). There were observations regarding the fact that some of the zones did not reflect what had been developed, or in the case of the mobile home zone, the *zone itself was outdated*.

Participants indicated that the regulations needed *more standards and guidelines* to assist the decision-makers, and more *enforcement* of regulations is needed.

The discussions at each table varied greatly, from protection of open space, parks, landscaping and beautifying the town, to future residential development by type and locations, industrial and commercial land use and associated impacts on nearby neighbourhoods and roads. Overall, the participants

expressed that there is a need to provide *more amenities* for the benefit of existing residents of the community and to attract new residents and retain them.

The community survey had a very high response with 183 people participating through the Town Facebook page. The respondents were overall long-time residents of Happy Valley-Goose Bay.



They were asked to rate the importance of different factors to improving their community.

The **most important** four included:

- feeling safe while using public walking trails,
- improve walkability (sidewalks, paths, trails),
- improving the condition of the streets,
- more shopping choices and
- more access to goods and services.

The next groups of **very important** factors included:

- more neighbourhood parks and outdoor recreation opportunities,
- improvement of the aesthetics/appearance of the community,
- more recycling opportunities,
- protection of natural features/landscaping, and,
- developing a sense of community identity for Happy Valley-Goose Bay.

Generally, respondents were indifferent regarding allowing all-terrain vehicles and snowmobiles to drive on public roads and controlling the size and height of neighbours' sheds and garages.

The respondents were then presented several statements about a wide range of issues identified as concerns for the Town, and indicate their level of agreement or disagreement.

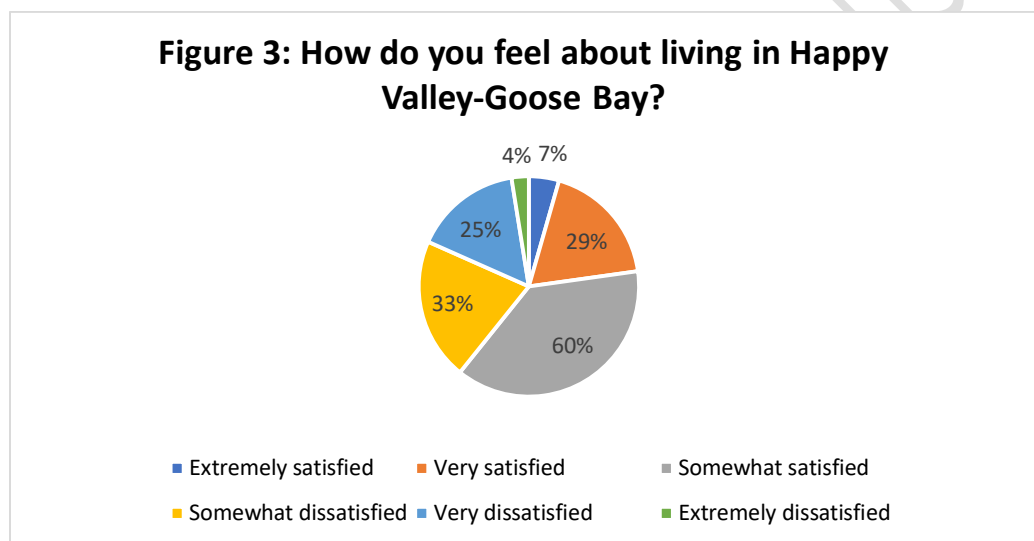
The highest level of disagreement concerned *housing* in the community. In order of disagreement, respondents did not think that, "...There is enough housing for...seniors, first-time home-owners, low-income residents, renters and Indigenous people."

The statements that respondents agreed with, in order of agreement included:

- the Town ... should encourage 'green technology' development,
- the Town ... is a multi-cultural community,
- the Town ... needs more enforcement,
- the residents need better access to the waterfront for parks and trails, and
- Happy Valley-Goose Bay needs to offer more choices for seniors housing.

Respondents were indifferent to statements regarding sufficient land base for commercial, industrial and residential development, the need for more regulations, or more research on climate change.

Overall, respondents were somewhat satisfied with living in Happy Valley-Goose Bay balanced equally between the 'very and extremely satisfied' and 'somewhat dissatisfied' residents, as shown on the figure below.



The respondents also provided many comments at the end of the survey, they were very engaged in the opportunity express their opinion regarding development features or approaches from other experiences from which the Town could learn/benefit. Towns mentioned with examples to follow include:

- Gander- for clean streets and parks (no sand);
- Pasadena -for the uniformity of housing form, pride in appearance, lovely sidewalk with lamp posts to light it at night – & no trucks in the town;
- Wabush – for being a 'tidy town' winner
- Iqaluit – for making land affordable;
- Labrador City – for having box stores;
- Grand Falls-Windsor – for having a comprehensive trail system along water courses;
- Guelph – for approaches to green living;
- Whitehorse, Yellowknife and Iqaluit – developed educational facilities for young people; and,
- Marystown – for the success of the Wellness Centre.

There was an extensive commentary provided by respondents and these have been grouped together to in the summary provided below:

- Affordable housing (land, housing form, larger lots, senior apartment complexes), more apartments but not the usual HB-GB style that contribute to sprawl yet still have not yard but create more snow clearing!);
- Need less mixed housing, more defined neighbourhoods that are suitable for different ages groups and have sections of subdivisions as duplexes (kept together);
- More recreation facilities;
- Preservation of skidoo paths/ATV trails so the roads only have to be utilized for short periods of time to access those trails;
- Develop Gosling Lake as a multi-purpose recreational attraction for residents and tourists, including an RV park;
- Raise funds for community improvements through a lotto, give people a tax break if they plant trees or landscape;
- More community recycling and garbage bins, community watch program, composting, waste to energy incinerator like in Sweden, have program to pay homeless to pick up trash and part of rehabilitation program
- 'Need to clean up this town', clean up garbage, people have too much junk in their yards, people bringing in 'sea cans' for sheds;
- Need people to keep up their properties, improve curbside appeal of properties;
- Need to deal with sand issue: vacuum truck, landscaping;
- Businesses should be made to pave their parking lots (public safety and sand issues);
- Too much commercial traffic on residential streets, need a marshalling area (i.e., Northside) and concept plan is needed;
- Transients and associated issues of loitering and unacceptable public behavior in parks and open spaces; need day facilities and services to address their needs (big brother/sister programming, drug/alcohol rehabilitation programs), liquor store too close to shelter and parks;
- Protect archeological and heritage resources;
- Need to improve quality of life: more restaurants, shopping, recreation facilities, more attractive town;
- Some people have the impression that the Town is blocking certain kinds of developments, such as the 'box stores';
- More modern appearance, landscaping, green spaces, sidewalks, buffers/screening needed;
- Strict enforcement of town regulation violations, need stronger building codes to build better houses and buildings; and,
- The Town needs an identity, needs to foster community pride.

In summary, the concerns of the residents reflected four broad themes:

- 1) Living in an Attractive Town:
 - a) Civic pride: Property maintenance;
 - b) Landscaping – public and private;
 - c) 'Greening' of the Town overall; and,
 - d) Better building design

- 2) Community Amenities:
Residents want more commercial, retail, community event and active living opportunities
- 3) Shared Transportation:
Residents want more:
 - a) Shared roads;
 - b) Shared trails; and,
 - c) Interconnections for active living.
- 4) Affordable Housing:
This is a key issue that needs to be addressed in the Municipal Plan update.

These concerns will be addressed in the Municipal Plan policies and the Development Regulations designed to implement these policies.

PRELIMINARY DRAFT FOR DISCUSSION

2.0 The Town of Happy Valley Goose Bay

2.1 The Historic and Geographic Context

Located in the heart of Labrador, the Town of Happy Valley-Goose Bay is the transportation, administration, and service hub for central Labrador, but for the Labrador coast and beyond, which is why it is sometimes called 'A Bright Light in Canada's North'. The Town is the largest community in central (Upper Lake Melville region) and coastal Labrador with 8,110 residents¹⁰.

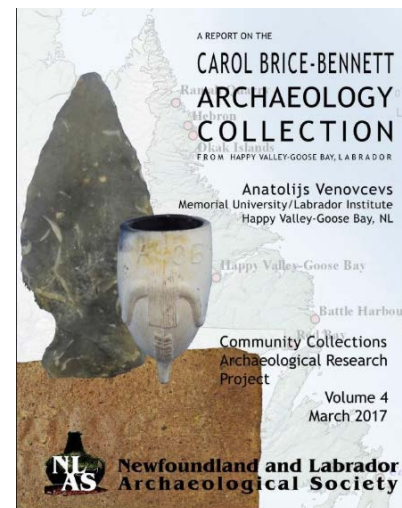
Since time immemorial travellers have journeyed through this area and the location continues to serve the region and beyond with transportation and other essential services. The Town's strategic central location in Labrador and combination of Indigenous, European and immigrant cultures have come together to create a Town that has a unique identity unlike any other regional centre in the province.

In 1941, the large sandy plateau near the mouth of the Goose River was selected by the Royal Canadian Airforce for the location of the Goose Bay Air Force Base. Docking facilities for transportation of goods and personnel were built at Terrington Basin.

Soon after the site was selected, men from the coast of Labrador began working on the base. These men and their families became the first settlers to the area and they were required to settle at least five miles (8 km) from the base. In 1942, they chose Refugee for their community Cove, which was later named Happy Valley in 1955. Some of the names of these first settlers are familiar town names to this day: Saunders from Davis Inlet, the Broomfields from Big Bay, and the Perraults from Makkovik.



Construction Workers at Goose Bay. Photo: Minnie Hefler



The Local Improvement District of Goose Bay was established in 1970 and included an area named Spruce Park and the Canadian Department of Transport Housing areas near the airbase. It grew to include other areas of the base until 1973, when it comprised all of the base area. Later in 1973, the

¹⁰ Statistics Canada. 2017. Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29 2017.

Town as we now know it, was created with the incorporation of the former town of Happy Valley and the Local Improvement District of Goose Bay.

With the development of transportation infrastructure, Goose Bay International Airport, Port of Goose Bay and Trans-Labrador Highway (TLH) the Town has become the service centre for resource development businesses and communities across Central and Coastal Labrador as well as other areas of Northern Canada. Map 1 shows these regional transportation services in relation to Atlantic Canada, the Canadian North and Greenland.

Happy Valley-Goose Bay is located at the junction of the Trans-Labrador Highway Routes 500 & 510. Since 1992, the road from Baie-Comeau to Wabush was connected and it is now an open route year-round to Happy Valley-Goose Bay. The road was extended south to link with an existing road from the Blanc Sablon-St Barbe ferry; it opened in December 2009. Continual upgrades to the road have made it a year-round vehicular transportation network.



This provides the residents of Happy-Valley Goose Bay with more travel options and also provides further tourism options for the Town.

Map 1 illustrates the Atlantic Canada road circuit now available to residents, businesses and tourists. It also shows how Happy Valley-Goose Bay is well-positioned to take advantage of future opportunities in the Arctic.



Map 1: Regional Transportation context of Happy Valley-Goose Bay

2.2 Economic Trends and Opportunities

The economy of the Town is tied to the fortunes of the resource development opportunities in Labrador. The transportation and service role required of the Town varies greatly depending upon the needs of the different resource sectors. The Town of Happy Valley-Goose Bay has three important regional transportation features: an international airport, an industrial dock, and the Trans-Labrador Highway. It is a challenge for the Town of Happy Valley-Goose Bay to anticipate the different needs of these resource industries and how they affect the Town.

After the initial growth following the establishment of the airbase, the economy of Happy Valley-Goose

Historical populations		
Year	Pop.	±%
1961	2,861	—
1971	5,433	+89.9%
1981	7,103	+30.7%
1991	8,610	+21.2%
1996	8,655	+0.5%
2001	7,969	-7.9%
2006	7,572	-5.0%
2011	7,552	-0.3%
2016	8,109	+7.4%

Bay suffered greatly when the United States of America Air Force closed its base in 1975 and when the Labrador Linerboard Mill in Stephenville, which imported all its lumber from Labrador, closed down in 1976. In the 1980's, the area received a boost when the Federal Republic of Germany signed an agreement to use the facilities in Goose Bay for low-level flight training activities. These activities ended in 2006, when the last of the NATO Allies pulled out of CFB 5-Wing Goose Bay. Subsequently, the Happy Valley-Goose Bay region's economy sustained a period where it was relatively flat. However, the population of the Town did not decrease in the same manner as it did in the late 1990's. This would appear to attest to the resilience

gained by the Town in the intervening years with a more diversified economy.

Prior to 2006, CFB 5-Wing Goose Bay accounted for approximately 650 direct jobs and at its peak, employed 1,700 people. The base currently operates at a reduced level and there does not appear to any indication that the facility will resume to former levels. In a recent (July 2018¹¹) announcement regarding the ongoing remediation work, DND indicated that, over the last fiscal year, National Defence's net expenditures for the province were \$139 million, \$49 million for Labrador alone. Including its military personnel, 5 Wing brings 472 jobs to the region. The spending of those 472 employees, along with that of participants in the base's training programs, helps sustain hundreds of other jobs.



Currently the Town is the primary service centre for the remote Voisey's Bay Nickel Company mineral development located some 350 kilometres to the north. Surface mining began in 2005 and created 400 permanent jobs on-site. The Town is the most common point of travel to and from the work location. Expansion of the mine into underground operations was announced in June 2018. It is anticipated that the additional 400 workers will also be shuttled to and from the site and that there may be some expansion to the office in Town.¹²

There are a several companies actively working on projects in the region that may have an affect on the Town of Happy Valley-Goose Bay in the future, such as:

¹¹ National Defense and Canadian Armed Forces, Government of Canada website.

¹² Personal communication, Vale representative.

- significant activity in recent years relating to uranium exploration particularly after 2012 when the Nunatsiavut Government removed the moratorium on uranium mining (in effect between 2008-11) on Labrador Inuit lands.
- Search Minerals Inc. Foxtrot Rare Earth Projects; and,
- North Atlantic Iron Corporation (NAIC) Iron Sands project.

The greatest recent impact on the community was the construction of the Muskrat Falls 824 MW Generating Facility (Phase I of the Lower Churchill Project), located approximately 25 kilometres west of the Town. The significant impact of this development is discussed further in Section 2.1 – Residential land use. The Churchill River has long been recognized as a significant supply of clean, renewable energy that has yet to be fully-developed. Although there are on-site camps, industrial and office buildings, there was an increase in demand for residential and commercial real estate driving up prices in the Town. It is premature to predict how construction completion will affect real estate. This perhaps allows time for reconsideration of the Town's approach to such projects in the future. For example, Phase Two involves Gull Island (2,000 MW) which is located 225 kilometres downstream from an existing 5,428 MW generating facility at Churchill Falls. Combined, the projects can produce sufficient energy to supply up to 1.4 million households annually. The Gull Island Project was previously anticipated to proceed several years after Muskrat Falls completion. Wind power generation too has strong potential in Labrador and a feasibility study for a large-scale wind development has been conducted, but no timeline for development has been announced.

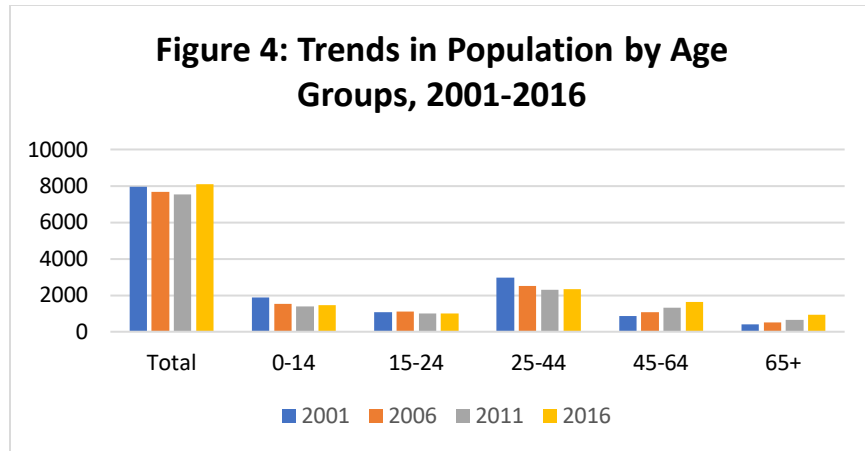
Tourism opportunities abound in and around Happy Valley-Goose Bay. The Town is the jump off point to two of the most recently created national parks – Torngat and Mealy Mountain – as well as, world-class salmon fishing, and epic events such as 'Cain's Quest'. With the completion of the Trans Labrador connections and improvements, tourism has been growing significantly. Opportunities to develop attractions and provide services must also be accommodated in the Municipal Plan and Development Regulations.

Other economic sectors in the Town include commercial and rural resource activities (i. e., agriculture) which will be discussed further in Section 3 – Land Use.

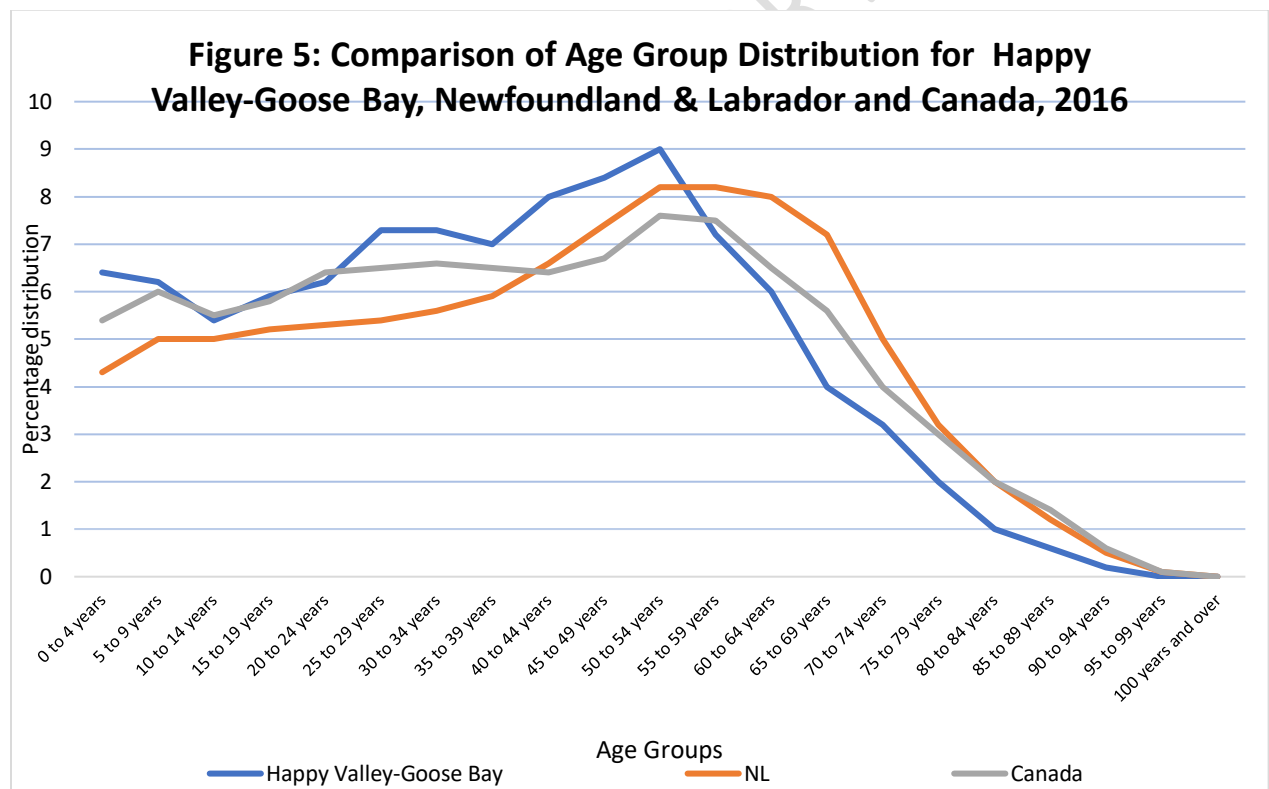
2.3 The Residents of Happy Valley-Goose Bay

2.3.1 Demographics

Population forecasting is important to project residential and commercial demand over the next five to ten-year period, and to thereby ascertain if the Town's land supply and building inventory can support anticipated future growth. After a period of decline between 2001 to 2011, the 2016 Census indicates that the Town is bouncing back with an increase of +7.4% (8,110 residents) from 2011 – considerably higher than the Provincial increase of 1%.



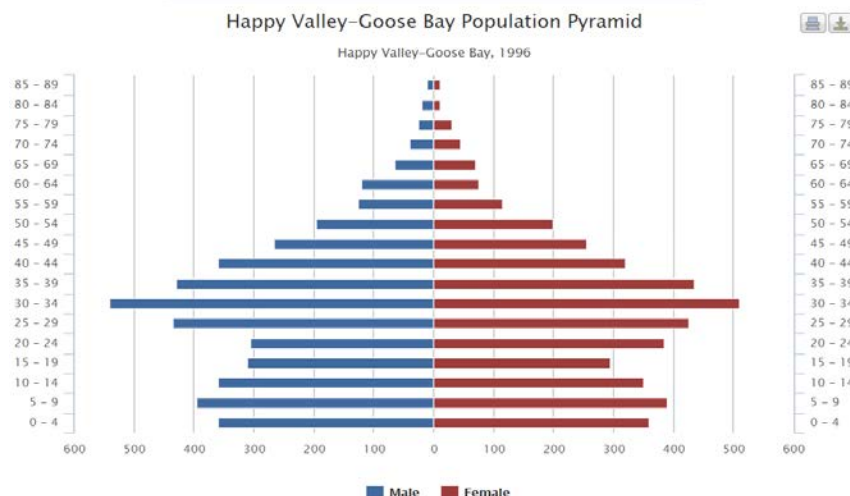
Generally, the Town population is younger compared to the rest of the province and Canada as a whole (as shown on Figure 5 below); but the aging population trend is undeniable.



In 2016, the median age in the Town was 39 years of age compared to the Provincial median of 46. This might give the Town time to plan to provide for the needs of an aging population, such as appropriate housing choices and healthy-lifestyle services and amenities.

The impact of the aging population is shown more clearly in the population pyramids for the Town from 1996 to 2016. In particular, it is clear that the largest bulge of the baby boomer generation has shifted in





In 2017, about 27% of the 175 respondents to the survey conducted during the preparation of the Town Strategic Plan indicated that they plan on living within the Town in the next 10 years or for the rest of their lives, while about 46% were not sure, and 27% indicated that they plan on moving within the next 10 years. The overwhelming reasons cited were: (i) retirement outside of the community for better access to health care and increased accessibility; and, (ii) an inability to keep up with the rising cost of living (i.e. housing costs, food costs, cost of travelling).



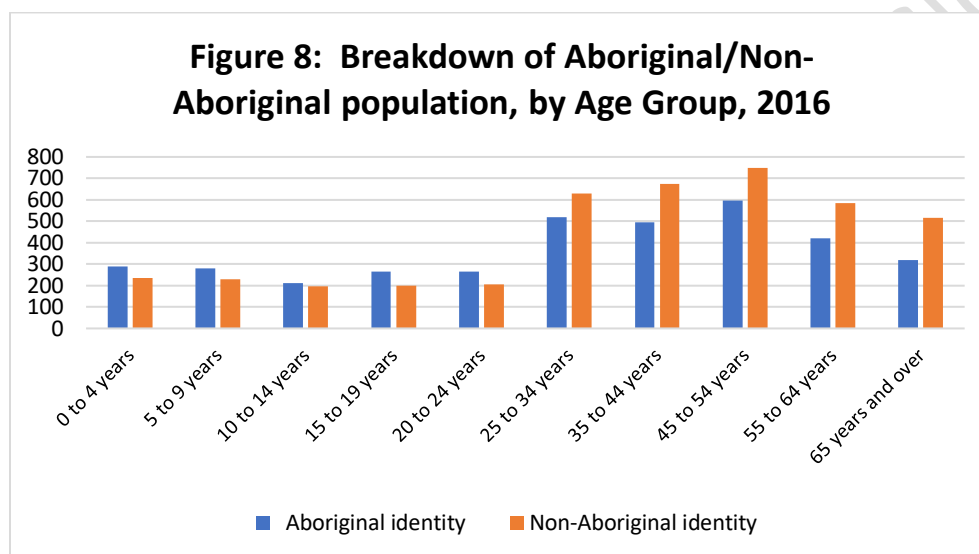
Figure 7: Location of Inuit Communities and Innu Reserves on Coastal Labrador

The growth of Indigenous residents is a very important trend. The proportion of residents in the Town of Happy Valley-Goose Bay who have Indigenous identity has grown by 10% since 2006. In 2016, Indigenous people comprise 46.6% of the population of the community or 3,670 Indigenous people.

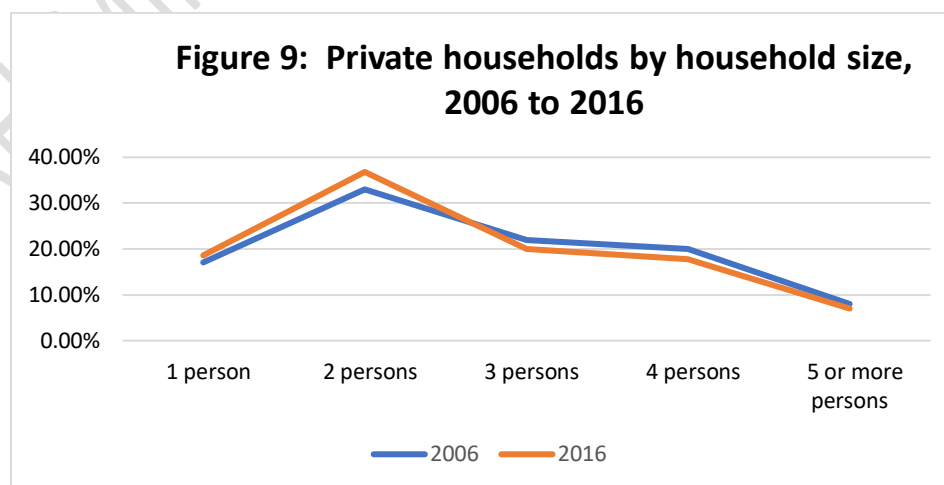
According to Statistics Canada, about half identify as Inuk, most likely from the Nunatsiavut coastal communities (see Figure 75); and 41% as Metis (otherwise known as members of the Nunatukavut Community Council or Southern Inuit). It is not surprising that the data did not specifically indicate any

significant number of Innu given that the Innu Reserve, Sheshatshiu is located within 42 km of the Town (see Figure 7) and only 9% identified as registered Indian (under the Indian Act), a requirement for living on Reserve.

There are proportionally more Aboriginal than non-Aboriginal children and youth as compared to adults which helps to counter-balance the otherwise overall aging population (Note that the term Aboriginal is used by Statistics Canada). It is important to note that overall the Indigenous communities have a very high growth rate which means that their use of childhood and youth facilities in the community will also grow. It is important to ensure that their educational, recreation, housing and cultural needs are met in the community.



The trend in the composition of households has implications for future housing stock. Although the data categories have changed over the past 10 years, it can be seen that there has been a 22.8% increase in 1-person households (565). The 'one-census family with children' still comprise 45% of the households (1,370) in the community despite the fact that, in the past 5 years, there was a 33% increase in 'one-census families without children (915)'. Overall, there is a trend towards smaller households which is consistent with an aging population with a corresponding increase in the number of 'empty-nesters'.



Another factor contributing to the composition of the population is migration. The Residual Net Migration¹³ for Happy Valley-Goose Bay was 1.83% (150 individuals) in 2015. For the Province, it was 0.63% (3235 individuals) in 2015. This may be attributed to the growth of regional offices for industries and expanded educational, health and government services. As well, the Town has experienced immigration which has introduced more ethnic diversity into the social fabric of the community.

Note that the statistical information does not account for the transient, homeless population that use the shelter and avail of the services of the Native Friendship Centre. Many of these individuals are Indigenous people from the coastal communities who may stay only for intermittent periods of time. The reasons for such homelessness could be lack of work, addictions, or mental health issues. More work needs to be done to ascertain the need for more shelter beds, programs and other supports and services to help these people.

2.3.2 Community Health

A major indicator of well-being is how a person rates their own health status. Health related statistics found in the Provincial Government Community Accounts website indicated that, in 2015-2016, 51.9% (+/- 10.3%) of individuals age 12 and over in Happy Valley-Goose Bay rated their health status as excellent or very good. This is lower than the Provincial population indicating 62.0%. During this same period, the rate of smoking (current daily smokers) among those 12 years of age and older in Happy Valley-Goose Bay was 25%, higher than the Provincial rate of 18.2%. With regard to alcohol consumption, the rate of those who had drank alcohol in the last year (among those 12 years of age and older) in Happy Valley-Goose Bay was 76.1%, which is lower than the Provincial rate of 83.5%; but the percentage of those reporting having 5 or more drinks (4 or more for women) on one occasion at least once a month was 41.1% in Happy Valley-Goose Bay, more than the Provincial rate of 34.8%. The percentage of people who were overweight or obese (adult body mass index 25 or greater) among those 18 years of age and older in Happy Valley-Goose Bay in 2015-2016 was 74.1% which is greater than the Provincial rate of 66.7%. Overall, from a health perspective, residents of the Town indicate lower level of well-being, higher smoking, drinking and weight issues than the rest of the Province. This behooves Council to incorporate healthy living and active lifestyle policies and measures into the updated Municipal Plan and Development Regulations as possible.

Nonetheless, the majority of residents that participated in the consultation activities for the Town's Strategic Plan, 2017 indicated that they are happy living in HV-GB. Looking at the factors provide quality of life to the residents of the Town of Happy Valley, the top factors that contribute to this happiness are:

- Good proximity to friends and family;
- The arts and culture scene;
- The population diversity; and,
- Social and recreational opportunities and natural environment.

¹³ Net migration using the residual method is calculated by subtracting the current population from the population in the previous year and then removing the affect that births and deaths has on the population. By doing so, the remainder/residual is the number of people who migrated into or out of the area.

Housing availability and cost of living were by far the biggest challenges that participants identified that decrease their quality of life. Another key need is access to high-speed internet.

Businesses expressed that Happy Valley-Goose Bay is a good location to operate a business because of the arts and cultural community, access to Municipal servicing and infrastructure, and an efficient development environment. The limited availability and quality of high-speed telecommunications and the less competitive costs of doing business listed as the top improvements needed for the Town.

2.3.3 Employment and Income

Many of the resource companies and the businesses associated with them have offices and other buildings located in the Town. Combined with the regional government service role, the Town, Happy Valley-Goose Bay is the centre for education, health and government services for local residents and the region as well. Therefore, it is no surprise that the major employers in the town include: Serco Facilities Management Inc., 5-Wing Goose Bay Airbase, the Nunatsiavut Group of Companies, Woodward's Group of Companies, Labrador School Board, Grenfell Regional Health Services, Federal, Provincial, Municipal and Indigenous governments, and for the duration of the construction phase, the Muskrat Falls Project.

The three key Indigenous groups in Labrador – the Nunatsiavut Government, the Innu Nation and the Nunatukavut Community Council- also have business and government-related offices in the Town. The Innu, Inuit and Metis participation in the economy is growing. Most significantly, the development of the Town Centre development scheme area was initiated by the Goose Bay Capital Corporation, a subsidiary of the Nunatsiavut Group of Companies. The role of these three Indigenous groups in terms of economic development as well as social issues needs to be better understood and encouraged.

In 2016, the Town of Happy Valley-Goose Bay experienced a much lower unemployment rate (8.9%) than the rest of the province which led Canada at 15.6%. This trend also extends to the labour participation rate, 73% compared to the Provincial 58% and an employment rate of about 67% compared to the Provincial rate of 50%.

Most workers (56%) worked full time for the full year and 44% worked part time or for part of the year and 96% are employees as compared to self-employed. A breakdown of occupations shown below indicates the interdependence of the community and the resource industries surrounding it:

- 21% of workers were in trades, transport and equipment operators;
- 21% were in sales and service;
- 15% in business, finance and administration occupations;
- 14% in law and social, community and government services;
- 12% in natural resources, agriculture and related production occupations; and,
- 11% in management occupations.

Overall, the residents of the Town of Happy Valley-Goose Bay are more affluent than other communities in the province, as shown on Table 1.

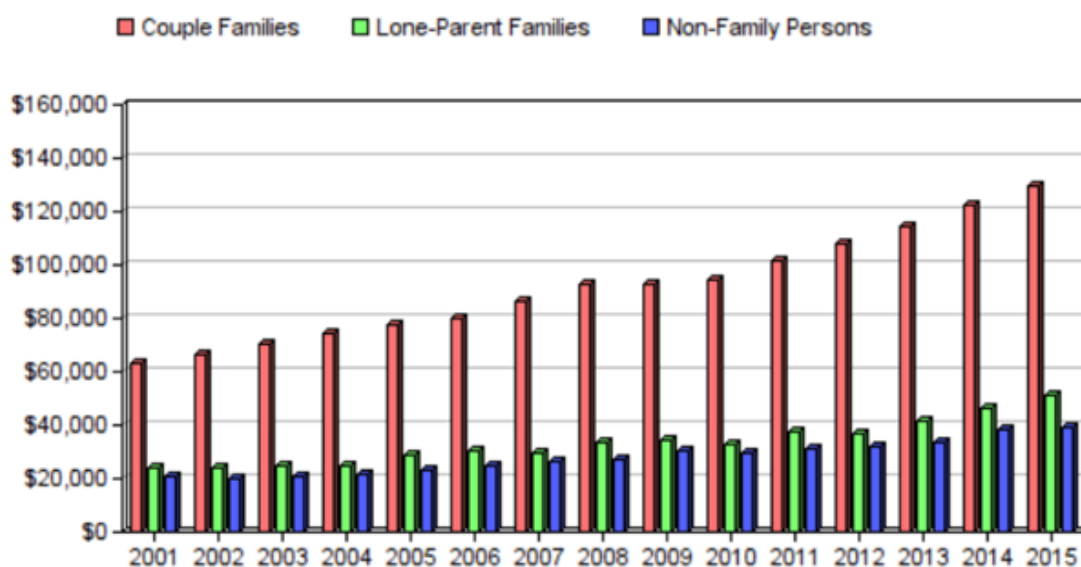
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Table 1: Comparison of Income (individuals and families) between Happy Valley-Goose Bay, the Province of Newfoundland and Labrador (NL) and Canada			
	Happy Valley-Goose Bay	NL	Canada
• Gross personal income per capita for every man, woman & child	\$ 46,300	\$37,000	n/a
• Median income for males	>\$ 62,900	>\$ 40,600	>\$ 40,900
• Median income for females	>\$ 40,600	>\$ 25,100	>\$ 28,400
• Median income for couple families	>\$129,800	>\$ 89,000	>\$ 88,600
• Median income for lone parent families	\$ 51,100	\$ 39,100	\$ 43,600
• Average couple family income	\$138,800	\$108,600	\$112,800

There are disparities in income distribution that create issues for housing affordability the lower income residents, particularly for Non-Family Persons and Lone-parent families as shown below.

Figure 10:

**Median Income By Family Type
Happy Valley-Goose Bay**



Source: Community Accounts, Department of Finance, Government of Newfoundland and Labrador website.

The 2015 self-reliance ratio¹⁴ for Happy Valley-Goose Bay was 91.3% (as compared to the province at 82.2%). In 2015, the sources of market income for persons in Happy Valley-Goose Bay were:

- Employment Income (5,320 persons reporting \$59,400 average income)
- Investment Income (940 persons reporting \$5,900 average income)
- RRSP Income (65 and older) (50 persons reporting \$10,100 average income)
- Private Pension (680 persons reporting \$19,800 average income)
- Other Income (1,210 persons reporting \$6,000 average income)

In the Town, 85% of income is from employment sources (66% for the province) and 8% from government transfers (18% for the province).

Similarly, with regard to Income Support Assistance, the number of individuals in Happy Valley-Goose Bay who received benefits at some point in 2017 was 340 (in 1991, the figure was 895) or 4.2% compared to 7.7% at the Provincial level. The total number of children ages 0 to 17 who were in families receiving Income Support Assistance in 2017 was 75 (in 1991, the figure was 385). Also, regarding individuals receiving Employment Insurance at some point in the year 2017 there were 1,035 (in 1992 - 1,805) representing 19.3% (in 1992 figure was 34.9%.) compared to 32.4% for the province. Dependency of government transfers is decreasing and it is lower than in the rest of the province.

Overall, if all the income categories used by Statistics Canada were set out in 10 'deciles', then 71% of the Happy Valley-Goose Bay are in the top half of the income deciles (50% for the province). Despite the overall prosperity, due to the high cost of living, including housing, the bottom 39% are the people that need help.

2.4 Municipal Governance and Services

2.4.1 Governance

The Town of Happy Valley-Goose Bay has an elected Council consisting of a Mayor and 6 Councillors. Usually there are about 6 Committees of Council, and there are over 30 other community committees with Council representation. There are 10 (ten) departments in Town Hall: Economic Development, Public Relations, Community Services & Recreation, Public Works, Water & Sewer, Fire, Municipal Enforcement, Planning and Development (Note that the Town planner position has been vacant for several years) and Finance. The Town has been fiscally responsible and has a debt servicing ratio of x% and an annual budget of approximately \$10.5 million. The Town has a Municipal Plan and a multi-year capital works program.

Overall, the Town faces challenges with regards to human resources (competing with higher private sector salaries), Municipal buildings and the many layers of intergovernmental cooperation with Federal, Provincial and three major Indigenous sectors all having a strong presence in the town.

¹⁴ This is a measure of the community's dependency on government transfers such as: Canada Pension, Old Age Security, Employment Insurance, Income Support Assistance, etc. A higher self-reliance ratio indicates a lower dependency.

With regard to land use planning, the Town must also comply with Federal and Provincial legislation, regulations and associated land use designations. The updated Municipal Plan and Development Regulations will include these requirements in the planning documents and mapping. At the time of the preparation of the Background Report, the referrals from the Interdepartmental Land Use Committee and the Department of Municipal Affairs and Environment had not been completed. They will be added to the report as soon as they are received.

2.4.2 Water Supply

The neighbourhoods in the vicinity of the 5-Wing Airbase are all on Spring Gulch but the entire lower valley is on mixed well-field. Water is distributed after treatment at the Town Water Treatment Plant. The Town meets all regulations for the health and safety of drinking water.

For water distribution, the Town has three reservoirs and pumping stations. The largest is the Sandhill Reservoir, located at the top of MOT hill, which has a capacity of 1.2 million gallons. This reservoir supplies the Happy Valley section of town. The second reservoir is D –19, which is located next to the former Midway Garden Restaurant and has a capacity of 150,000 gallons that supplies the MOT section of town. The third reservoir is D-42, located on Halifax Street, has a capacity of 450,000 gallons to supply the Northside Industrial Park and Spruce Park. In addition to the pumping stations, the Town maintains approximately 65,000 meters of water mains ranging in size from 4" to 20" in diameter. The Town also maintains 388 fire hydrants throughout the town.

In addition, the current zoning protects the five wells through Well Field Protection Area zoning.

2.4.3 Wastewater

The Water and Sewer Department operates 132 km of sewer mains and 84 km of watermain.

In 2013 the Municipality built a state-of-the-art Wastewater Treatment Facility. It has three lagoons. On average, the plant processes approximately 8,500 cubic metres of wastewater per day. All sewage from the town, including 5 Wing Goose Bay, is processed at the facility through the following methods: solid removal, fine particle/grit removal, aeration and settling, and ultra violet radiation. Effluent water discharges into a leaching field, which is absorbed into the ground.

2.4.4 Waste Management

The Town operates a landfill for residential and commercial garbage. A new Municipal Yard Waste Area was established off of Corte Real Rd for residents to divert yard waste from the landfill. Through a joint partnership between the Town and the Multi-Materials Stewardship Board (MMSB), the Town acquired a Household Hazardous Waste Depot for the community. Waste management continues to be a major issue for the Town as the landfill site approaches capacity.

Garage pickup is contracted by the Town to a private company.

2.4.5 Roads

There are two main roads that provide the main routes for traffic access through the town and connecting with local roads into the neighbourhoods:

1. Hamilton River Road (Provincial Highway Route 520 –maintained by the Provincial Government) that is the main road connecting Goose Bay and Happy Valley areas of Town; and,
2. Kelland Drive (sometimes referred to as the 'back road').

Kelland Drive is an important main collector road alleviating some of the pressure on Hamilton River Road. Kelland Drive provides access to established neighbourhoods and new residential developments.

There are two secondary collector roads:

1. Churchill Street is the main collector off Kelland Drive bringing traffic to the commercial, institutional and residential areas between Kelland and Hamilton River Road; and,
2. Corte Real Road connecting Hamilton River Road through to the new Light Industrial zone. However, the truck traffic on Corte Real Road is creating public safety concerns in the neighbourhoods that they pass through.

Hamilton River Road has the only two traffic lights in the community at key intersections:

1. Loring Drive/Hamilton River Road; and,
2. 10th Street/Hillcrest

Traffic can be very congested at these intersections throughout the day.

Recently two pedestrian crossings were installed at a cost of \$10,000 each to provide safe crossing of Hamilton River Road to access the Kinsmen Park, and to cross from the hospital to Tim Horton's (note: another crossing of concern is at North Mart and Warr's Pharmacy). Another 'hazardous' intersection was identified as Hamilton River Road and Kelland Drive

Despite the traffic, according to Statistics Canada, most people (70%) report a less than 15-minute drive to work which is convenient, even if one has to clean off and warm up the vehicle during winter.

Another traffic problem area occurs on local roads in the vicinity of the Mealy Mountain Collegiate school which is the home to many school, sports and cultural activities. At times, the volume of traffic accessing the school on residential roads poses a public safety concern. This may be alleviated by the development of the north access to the Town Centre site which would provide another more convenient point of access off Kelland Drive. Also, ATV use in the area of the school needs to be controlled and fences were suggested.

In general, local roads are viewed as being potentially dangerous for pedestrian movement due to lack of sidewalks and narrow roads. Another vehicle/pedestrian safety issue is caused by the fact that many businesses do not have identifiable access/egress points from their parking lots onto the road. This poses a safety concern to pedestrians who have no protection from random traffic movement.

It was suggested during the public consultations that a truck marshalling/distribution area is needed. This will become even more desirable as the Trans Labrador Highway improvements are completed.

During consultations, it was suggested that a bylaw is needed for controlling truck traffic within the Town boundaries.

2.4.6 Climate Change, Flood Risks and Emergency Preparedness

Happy Valley-Goose Bay displays a humid continental climate bordering on a subarctic climate, marked by significant snowfall in the winter with average high temperatures of around -12 °C. Summer highs, on the other hand, average 20 °C. The average high temperature stays below freezing for five months of the year and the low does so for eight months. Snowfall averages nearly 460 centimetres (180 in) per year, and occurs in all months except July and August. Precipitation, at nearly 950 millimetres (37.4 in), is significant year-round and is heavy for the city's latitude.

Considerations of climate change adaptation, viewed by many to be one of the most critical issues facing the world today, need to be assessed from the perspectives of the national climate change strategy, Provincial programs and what is achievable at the local government to help reduce emissions of Greenhouse Gases (GHG) and to minimize Happy Valley-Goose Bay's carbon footprint. The Provincial government has prepared a toolkit specifically for such an analysis, 'Calculating the Community Carbon Footprint' which indicated that the Town of Happy Valley-Goose Bay has low emissions because Central Labrador electricity comes from the Churchill Falls Hydroelectric Generating Station. Moreover, there may be other opportunities to reduce GHG.

MUN researchers have prepared papers such as "Ensemble analysis of climate change impacts on Churchill River, Labrador hydrology" (<https://www.mitacs.ca/en/projects/ensemble-analysis-climate-change-impacts-churchill-river-labrador-hydrology>).

As well the Water Resources Division of the Department of Municipal Affairs and Environment announced in February 2018 that Water Level Monitoring to be enhanced on the Churchill River. The Provincial Government is enhancing community partnership and water level monitoring on the lower Churchill River by installing new monitoring stations and initiating a Community River Watch Program. Real-time data information from these stations is available on the Department of Municipal Affairs and Environment's website at www.mae.gov.nl.ca/waterres/flooding/lc_flood_warning.html.

Perhaps more importantly, there is a need to acknowledge Mud Lake's recent experience with flooding and evacuation which points to the need for flood zone and shoreline erosion management. Municipal Plan climate change policies need to recognize that whatever economic opportunity that the Town pursues through land use planning and site development over the ten-year life of the Plan, it should not result in an accentuation of further climate change risks to the community or be at the expense of quality of life of future generations of residents of Happy Valley-Goose Bay. In addition, a community-driven monitoring program has been initiated with residents of Mud Lake and Happy Valley-Goose Bay who will play a valuable role in monitoring and managing potential flood impacts. Data collected will determine responses to floods, rising water levels, and potential mitigation measures.

In 2018, the Provincial Budget included an investment of \$1 million to conduct flood-risk mapping and flood forecasting for Mud Lake and Happy Valley-Goose Bay will assist in mitigating potential flooding events in the future. As well, a \$200,000 annual investment has been committed for satellite imagery, field data collection for ice thickness and weather data collection.

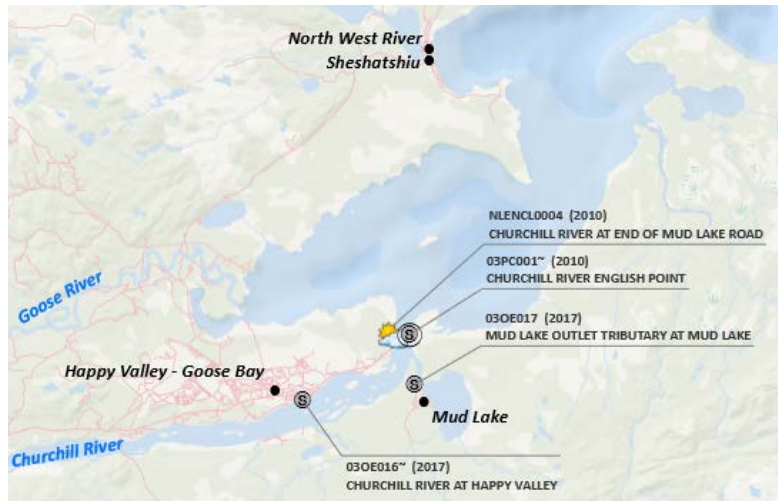


Figure 11: Flood Risk Monitoring stations

In addition, the Provincial government announced another \$1 million for a flood-risk study along the Lower Churchill River in Labrador in response to concerns at Mud Lake after flooding in 2018. These costs are shared 50-50 between the province and Federal government's national disaster mitigation program. It's expected the report will be completed by March 2019.

These issues draw attention to the need for the Town to have an Emergency Plan for such natural disasters, or in the case of a breach of the Muskrat Falls Dam, a man-made disaster.

3.0 Land Use

3.1 Federal and Provincial Government Land Use Interests and Land Use Inventory

3.1.1 Government of Canada: 5 Wing Goose Bay Airbase and Goose Bay Airport

On 1 July 1941 the sandy plains of Goose Bay were selected for the location of an airport. A 30 km² plateau of sand called Uncle Bob's Berry Patch was chosen as the site for the air base which became home to for both Canadian (RCAF) and American (USAF). It became the largest airfield in the Western Hemisphere at the time and in its heyday, 12,000 U.S. troops were based in Goose Bay. The site was central to WWII and Cold War efforts and later became a strategic air command weapons storage site. In 1976 the USAF departed. Starting in the 1980's multi-national low-level flying activity was strong until 2006. The base survived the discussions of closure and current land use at 5 Wing Goose Bay continues to be predominantly military use (i.e., commercial/ industrial) with some residential.

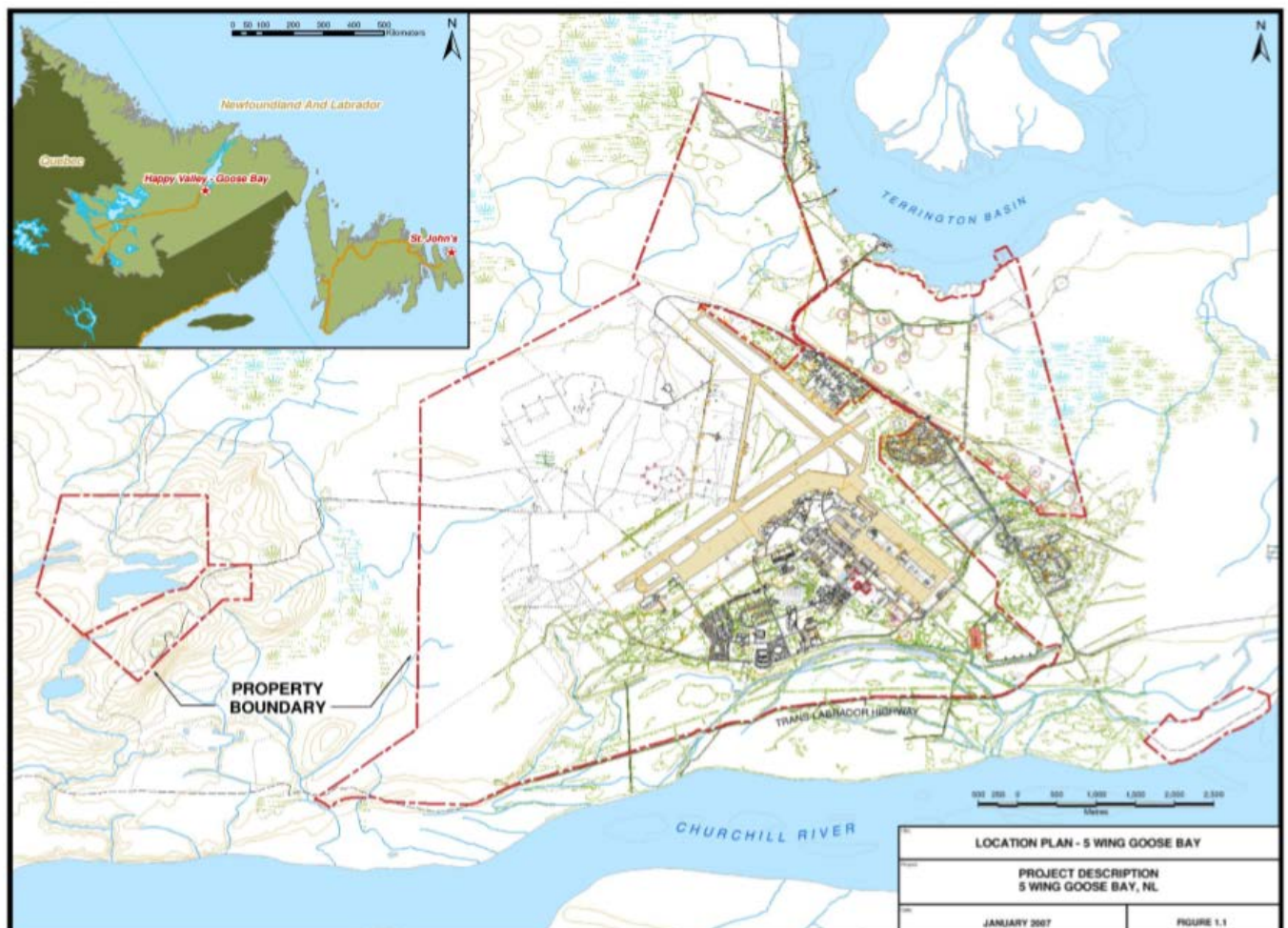


Figure 12: Airbase and Airport Lands

The base's current mission is to conduct North American Aerospace Defense Command (NORAD) and other Canadian Armed Forces operations. At the time of the plan consultations, it was indicated that there are no future expansions foreseen, and that they will never divest land again. However, they also contribute to the well-being of the community by issuing a 'licence to occupy' to the Grand River Snowmobile Club for a trail on DND land which is widely used year-round by residents. However, there are several developments in the Municipality which created conflict with 5-Wing Airbase, including fur farms, the development of cottages on the Trans Labrador Highway which are evacuated during certain military exercises, and issues with Parcel 7 in the Environmental Protection zone which allows some activities that may be in conflict with the firing range operated at this location.

In addition, the Department of National Defence (DND) is currently managing suspected and confirmed contaminated areas at 5 Wing Goose Bay in order to reduce or to eliminate the potential risks posed by the contamination. DND is taking an overall approach to develop and implement a remedial action plan.

The Goose Bay Airport is an international airport providing service to the coastal communities, the Island of Newfoundland and mainland Canada, as well as resource development locations, such as, Voisey's Bay. The Goose Bay Airport operates regular air services throughout Labrador and to the Island of Newfoundland and Quebec by both fixed wing and helicopter commercial operators. Food airlift services to northern communities are a regular service and the float planes in Otter Creek service tourism and resource businesses alike. The airport also connects with Iqaluit in Nunavut (see Map 1).

The Town of Happy Valley-Goose Bay, which started 5 miles away, now completely surrounds the site and the future plans of the Base/Airport are important for future planning.

The 5 Wing Goose Bay Airbase and Goose Bay Airport are Federal lands which are not subject to the authority of the Municipal Plan and Development Regulations. Development on lands adjacent to Federal lands must comply with Government of Canada Goose Bay Airport Zoning Regulations under the Aeronautics Act and Transport Canada, AVIATION - Land Use in The Vicinity of Aerodromes, TP1247. Development on adjacent lands are affected by the Transport Canada Noise Exposure Forecast (NEF) system which provides a measurement of the actual and forecasted aircraft noise in the vicinity of airports. For example, Transport Canada recommends that where the NEF exceeds 30, new residential development should not proceed, and "... If it does, regardless of this caution, a detailed noise analysis should be conducted and noise reduction practices should be implemented. In this scenario, it is the developer's duty to inform all prospective residents of possible irritants..."¹⁵ In addition to the NEF restrictions, there are issues with development height and the 5 Wing Air base has conducted a LiDAR survey which will help with assessing the impact of this on future developments.

With regard to Federal lands in the vicinity of the Port, note that there is a 'Freeze' on Water lot applications in Terrington Basin as required by Public Works and Government Services Canada.

¹⁵ TP 1247 E Aviation - Land Use in the Vicinity of Aerodromes.' Flight Standards division of the Standards Branch of the Civil Aviation Directorate of Transport Canada, Government of Canada.

3.1.2 Government of Newfoundland and Labrador

The Municipal Plan and Development Regulations must be prepared in compliance with Provincial legislation and regulations. The Provincial Government land use designations and protections within the Municipal planning area boundary of the Town of Happy Valley-Goose Bay are provided through a referral to the Interdepartmental Land Use Committee (ILUC) made by the Local Governance and Planning Division of the Department of Municipal Affairs and Environment. At the time of preparing this Draft Background Report, the results of the referral had not yet been received; however, the online Land Use Atlas maintained by the Department of Fisheries and Lands Resources has been used to identify the land use designations. This information will be corroborated with the ILUC report when it is received and the ILUC response will be appended to this report.

Provincial interests are as follows:

- Agrifoods Division, Department of Fisheries and Land Resources:
 - Identified two 'Areas of Interest' (AOI) for agricultural properties: (1) along Mud Lake Road; and (2) along Goose River;
 - Agricultural Development Area (ADA): Most of the Town is designated ADA;
- Water Resources Management Division (WRMD), Department of Municipal Affairs and Environment:
 - Wellhead Protected Water Supply Area;
 - The WRMD requires conformance to permits and licenses required under the Water Resources Act, more specifically, under section 48, for work near or in a Body of Water, or obtaining a water use license or for non-domestic wells or development inside or adjacent to a Protected Public Water Supply Area; as well as, the requirement for unserved subdivisions consisting of four (4) or more residential or cottage structures to undertake a Level One Groundwater Assessment;
- Eastern Habitat Joint Venture, Wildlife Division, Department of Fisheries and Land Resources (Crown land reserves): The Municipal Stewardship Agreement, 2004 and 2011;
- Cottage Planning areas (freeze): two locations along Terrington Basin;
- Quarries: According to the Mineral Resource Division of the Department of Natural Resources, there are 12 quarry sites which have a 300 m buffer (consideration for development conflict);
- Protected Road Zoning Regulations: Route 510 extends into the Municipal planning area boundary which requires a development permit from Service NL (note that Municipal zoning prevails);
- Silvicultural areas where the Forestry Service, Department of Fisheries and Land Resources, has invested into managing the forest resource;
- Service NL: requires all developments to obtain the necessary relevant permits related to the legislation, regulations, and guidelines under their jurisdiction;
- Archaeology Division, Department of Tourism, Culture, Industry and Innovation: Projects involving ground disturbance must notify the Archaeology office in order so that necessary measures can be taken to ensure that historic resources are not disturbed or destroyed;

- Climate Change Division, Department of Municipal Affairs and Environment: Concern regarding changes to shorelines, etc. as a result of projected climate change; also, note the new energy efficiency requirements under the National Building Code.
- Nalcor Corporation: hydro-electricity corridors pass through the Municipal Planning Area.

Over and above these specific Provincial land use designations and requirements, all legislation and regulations of the Provincial and Federal governments apply throughout the Municipal Planning area boundary for the Town of Happy Valley-Goose Bay.

3.1.3 Land Use Inventory and Development Suitability

3.1.3.1 Land Use Inventory

The Town of Happy Valley- Goose Bay has the second largest Municipal planning area boundary in the province (312 km²) after the City of St. John's. The large planning area boundary allows the Town to protect its interests on lands adjacent to the Town that may affect the future of the town.

A preliminary land use inventory was undertaken to better understand the type of development occurring within these zones and to help assess the future land use needs of the Town. This was done in two stages: (1) calculation of land area in each land use zone as shown on Table 2, and (2) calculation of available land to meet future needs.

(1) Calculation of land area in each land use zone:

The current Municipal Plan and Development Regulations contain 20 zones. These zones were categorized by function – Residential, Employment-Generating, and Rural/Conservation. Table 2 indicates the amount of land found in each zone.

Overall, the Rural/Conservation lands constitute the largest use of land in the Town (almost 76%), then Employment-Generating lands (21.5%) and lastly, Residential lands (2.6%).

(2) Calculation of available land to meet future needs:

A detailed inventory of industrial, commercial, agricultural and residential land is not possible within the scope of this project. For the purposes of assessing the need for more land to meet the future growth requirements of these sectors, a calculation of undeveloped land was prepared based on current zoning and aerial photography, that is, the total land area in a zone was calculated, then the developed areas were subtracted to determine the amount of undeveloped land in that zone. Infill opportunities between existing developments were not included. It is important to understand that site suitability and ownership issues are not addressed.

• Industrial Zone:

- Serviced: Northside Industrial Park – from aerial photos appears to have about **6 ha** of vacant, unused land. This does not account for unused buildings or parking areas.

- Unserved: There is approximately **200 ha** of unused land still available in the area north of Goose Bay Port.
- Other lands that may become available would be some of the Airport and Defence lands (owned by Transport Canada) between the Port and the southwards towards Kelland Drive. These lands are currently subject to de-contamination work, but may become suitable for industrial use. They would also provide an alternative transportation route for commercial vehicles other than Hamilton River Road.
- **Industrial/Commercial Zone:**
 - In the Goose Bay Port area, there are approximately 32 ha yet undeveloped;
 - In the area north of Kelland Drive, there are approximately 100 ha which have not been assessed for development;
 - Therefore, about **132 ha of Industrial/Commercial zoned land** is potentially available.
- **Commercial Zone:**
 - The area west of Aspen Street contains approximately 29 ha that are undeveloped;
 - The area east of Hamilton River Road contains another undeveloped area of approximately 25 ha;
 - Along Kelland Drive (an approximately 2.3 km strip) contains about 20 ha of undeveloped commercially zoned lands;
 - Therefore, there are about **64 ha of undeveloped commercially zoned lands** available.
 - Note: This does not include commercial development opportunities in the Town Centre.
- **Agricultural lands:**
 - Agricultural lands for this calculation include the (i) Agricultural zone (324 ha) and (ii) agricultural lands identified by the Provincial Government as 'Areas of Interest' (AOI) that have been deemed acceptable by the Town (1,075 ha) for a total of 1,400 ha (3,460 acres)
 - There is about 69 ha of farmland that has been cleared or developed;
 - Therefore, there is about **3,400 ha** of farmland to be developed;
 - Note: Most of the Town is located in the Agricultural Development Area designation under the Lands Act and administered by the Land Stewardship Division of the Department of Fisheries and Lands.
 - Agriculture is also a permitted use in the Rural zone.
- **Residential Zone:**
 - Town Center: The Goose Bay Capital Corporation comprehensive concept plan indicates accommodation of about 800 housing units;
 - West of Hefler development proposal is anticipated to contain about 226 lots; and,
 - The assessment of the residential lands north of Kelland Drive indicate a capacity for 900 lots on 211 ha of suitable land (minus West of Hefler lands and lands zones Industrial Commercial).
 - The residential land base of the Town could yield about **1,900 residential lots**.

Based on these identified areas, it would appear that for industrial, commercial, agricultural and residential growth, the Town of Happy Valley-Goose Bay has a healthy supply of land available.

To address the question of an urban growth boundary, it is therefore proposed to use land use zoning as the urban growth boundary. Areas that are ready and suitable from a community and servicing perspective will be zoned for development and areas to be preserved for future use will be designated as Development Scheme areas and thereby preserved for future consideration. This will also reduce red tape and time-consuming Municipal Plan amendments. This growth strategy allows Council and developers flexibility to respond to change, whether to meet new development needs or take advantage of land availability opportunities.

The following sections of this chapter have been organized by land use class (as required by section 13 of the Urban and Rural Planning Act, 2000). They align with the structure of the updated Municipal Plan which will contain the proposed updated policies for the land use designations and use zones classes. These policies will set out updated and amended permitted and discretionary uses that will facilitate implementation of the leading-edge planning principles that align with the vision and strategic direction of the Town. They will update and amend the various land use designations to reflect the evolution of land use since the previous plan and accommodate the future needs of the community for the life of this plan.

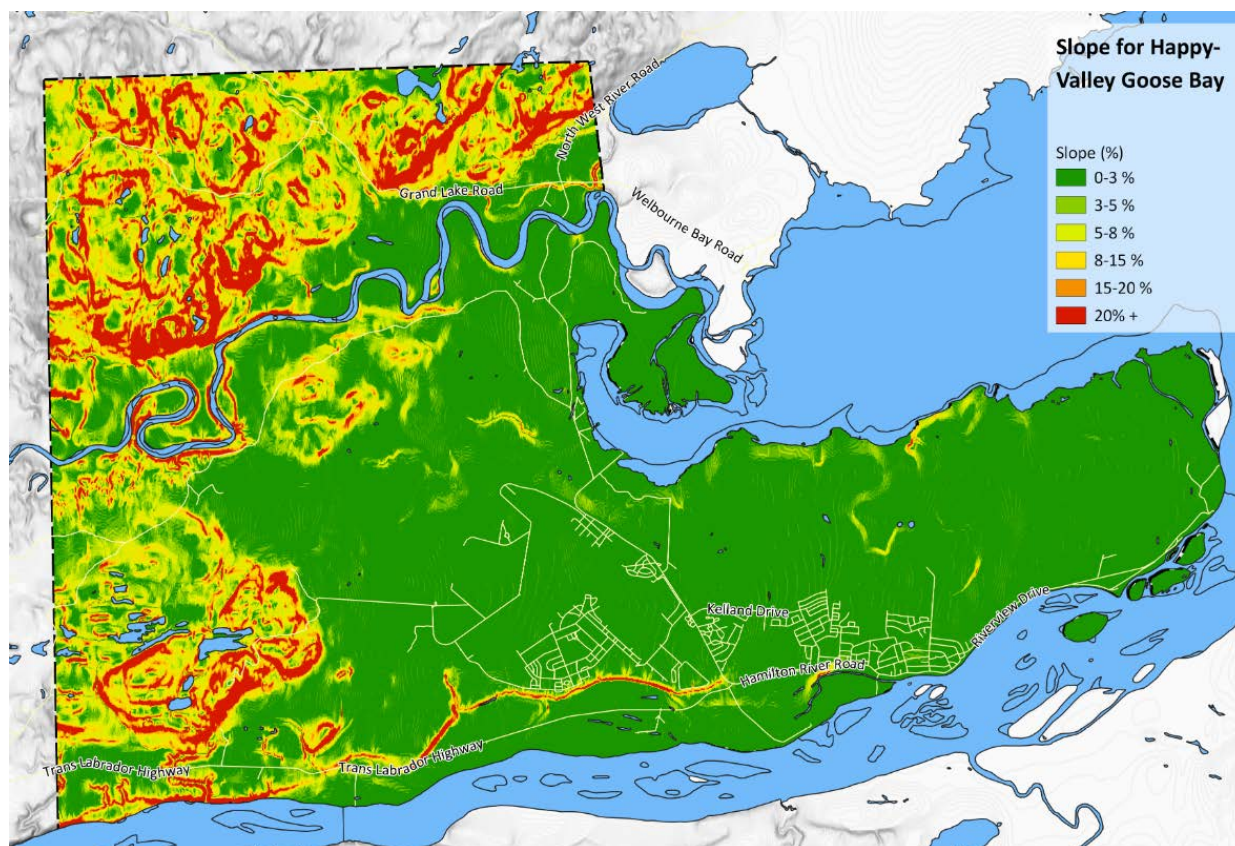
PRELIMINARY DRAFT FOR DISCUSSION

TABLE 2: INVENTORY OF LAND USE BY FUNCTION AND LAND USE ZONE	
Legend: *current zone	Area (km²)
RESIDENTIAL LAND USE CLASS (2.6%)	8.21
• Residential Low Density*	5.68
• Residential Medium Density*	1.89
• Residential Special*	0.34
• Residential Mobile Home*	0.3
EMPLOYMENT GENERATING LANDS (21.50%)	67.21
Commercial* Land Use Class	2.21
Mixed Land Use Class	
• Town Centre (Mixed development) *	1.71
• Mixed*	0.46
Public/Institutional Land Use Class	
• Public*	0.81
• Public Utility*	0.88
Industrial Land Use Class	
• Industrial*	0.66
• Light Industrial*	0.13
• Industrial Commercial*	4.36
• Industrial-Commercial Northside*	0.51
Airport and Defence* Land Use Class	55.48
RURAL/CONSERVATION LANDS (75.9%)	237.62
Conservation Land Use Class	
• Environmental Protection Management*	16.9
• Environmental Protection*	43.41
Agricultural* Land Use Class	3.24
Resource Land Use Class	
• Recreational Open Space*	2.49
• Rural*	169.15
• Seasonal Residential*	2.43

3.1.3.2 Development suitability

Geographically, the Town of Happy Valley Goose Bay is on the easternmost extension of the Canadian Shield and is located in the High Boreal Forest (Lake Melville) Ecoregion. Portions of the High Boreal Forest are the most productive forests in Labrador. Compared to the forest types of other ecoregions in Labrador, here trees grow faster, are larger and closer together, and are less likely to become barrens after a disturbance. The Lake Melville area has warmer summers and shorter, less severe winters than other areas of Labrador. It has the longest growing season and a frost-free period of 80 days or more. Soils have a high sand content, which makes construction and development easy, and agriculture possible with the addition of organic materials. The Town is located on a sandy plateau which has

experienced isostatic rebound since the retreat of the glaciers 10,000 years ago. Most of the urban built-up area of the town does not have steep slopes except for south of Hamilton River Road (see Map 1).



Map 2: Slope (%) for the Town of Happy Valley-Goose Bay

Map 2 indicates that there are very few areas where slope is a concern to development, which, combined with the sandy soil conditions in the built-up areas of the Town provide for good construction sites. Obviously, the wetland areas along Lake Melville and the Churchill River are not suitable and these areas are protected for both wetland and waterfowl habitat reasons.

3.2 Residential Land Use Class

Residential land use explored through examining trends in the market and non-market housing sectors. Each sector has significant implications for Municipal plan policy options and associated development regulations for the community.

3.2.1 Market Housing

The housing market in Happy Valley-Goose Bay has been greatly skewed by the proximity of the Muskrat Falls project and magnitude of the resulting overflow of housing demand by construction workers. The

Town is well aware of the inflated cost of housing and published the following rental housing comparison on its website to highlight the issue:

Table 3: Residential housing rental rates (2018)		
	Normalized Rates	Muskrat Falls Rates
• 1-bedroom	\$750 – \$800/month	\$800 – \$950/month
• 2-bedroom	\$1,000 – 1,100/month	\$1,200 – \$1,400/month
• - bedroom	\$1,200 – \$1,500/month	\$1,500 – \$1,800/month
• Full house rental	\$1,800 – \$2,000/month	\$2,000 – \$2,500/month
The Muskrat Falls project has created a need for house rentals that are fully furnished, includes all utilities and housewares. These rentals will go for upwards of \$3,500/month		

The housing market situation has not only impacted the working poor, but also young professionals, social workers, students, government workers and others who have been offered employment and wish to move to the Town, but are unable to do so in the absence of sufficient affordable housing or other appropriate accommodation.

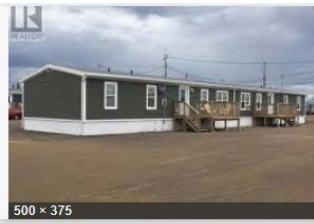
As shown on Table 4, the 2016 Statistics Canada census indicated that over the past 10 years the housing supply, the single-family dwellings are still the dominant housing form growing from 60% to 70% of the housing supply. In the last ten years the number of row houses has doubled (300) while apartments have decreased 66% (125 units); 66% of homes in Happy Valley-Goose Bay were owned (up from 59% in 2006) versus rented compared to 77% for the province.

Table 4: Occupied private dwellings by structural type of dwelling		
	2006	2016
• Single-detached house	1685	2115
• Apartment in a building that has five or more storeys	0	0
• Semi-detached house	495	480
• Row house	150	300
• Apartment or flat in a duplex	155	40
• Apartment in a building that has fewer than five storeys	219	85
• Other single-attached house	10	10
• Moveable	10	0
Total	2724	3030

The Census further reveals that 42% of the housing stock is over 36 years old (and over 1/3 of that is over 56 years old), 22% is less than 18 years old. Despite the age of the housing, 95% of households indicate that their housing is suitable to their needs and not in need of major repair. On the other hand,

the age of the housing is a concern with respect to condition, appearance as well as the possibilities for future retro-fitting to allow people to 'age-in-place'.

Housing construction has had its ups and downs according to the housing starts over the past 25 years.



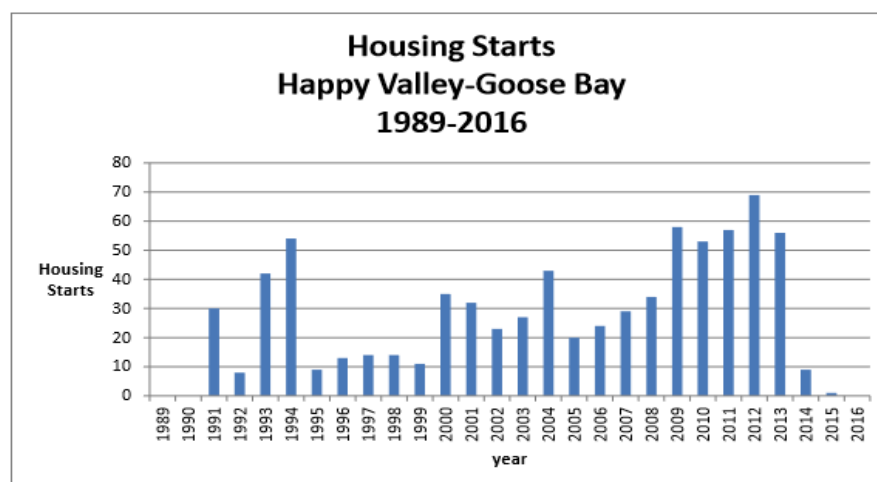
8 Justin Avenue, Happy Valley-Goose Bay ...
royallepage.ca

Recent years have been slow after the 2009-13 boom. During the boom, there were houses constructed 'end to end' in the vicinity of Lethbridge Street that have no curb appeal, much less landscaping or fencing to deal with the open sand pit created during the construction of the quadplex units. There are other newer subdivisions that adopted the 'end to end' to housing some of which again does nothing to add to the streetscape or sense of neighbourhood.

The Town is entering the post-Muskrat phase where there is uncertainty about:

- Future housing prices: how far will they drop and how much stock might become available?
- Rental availability: how many units and will the rate be affordable to those in need?

This uncertainty may be an opportunity to be creative in meeting the needs of the Town residents as well as anticipate the needs of the region and coastal communities connected to the Happy Valley-Goose Bay service hub.



Source: Canada Mortgage and Housing Corporation -Unpublished Data 2017

Figure 13: Housing Starts – Happy Valley-Goose Bay, 1989-2016

The Harris Centre report prepared a projection of the housing needs for the Central Labrador region, including Happy Valley-Goose Bay for 2026, using 2016 data, as shown on Table 5, using the standard housing type categories measured by Statistics Canada. They project a total of 206 dwelling units to meet the needs of the community for 2021 and that this would suffice for 2026.

Table 5: Projection of Housing Needs, 2021, 2016, 2036¹⁶

Housing Type/ Historic Cycle Model	Observed 2016	2021	2026	2036
Single-Detached house	2,780	152	-1	-81
Apartment in a building with 5 or more storeys	0	5	1	-1
Semi-detached	495	15	-19	-39
Row house	305	14	-9	-14
Apartment or flat in a house	55	9	-1	-1
Apartment in a building with less than 5 storeys	90	6	-1	-1
Other single-attached house	10	5	3	5
Moveable dwelling	5	0	-1	0
Totals	3,740	206	-27	-131

Source: RAnLab unpublished report 2017

Affordable housing is a challenge for the Town of Happy Valley-Goose Bay. The average house in Happy Valley-Goose Bay costs over \$300,000 compared to about \$200,00 in communities of comparable size on the Island of Newfoundland. In 2016, according to the Census 2016, the median value of a dwelling was \$300,275.00 (that is half the housing stock costs more than this/half costs less) and average value was \$335,704.00. Median monthly shelter costs for owned dwellings was \$1,354 and rented dwellings, \$851.

3.2.2 Non-Market Housing

Not all housing needs can be expected to be addressed by the market, and the sensitivity of the local market as shown during the construction of the Muskrat Falls Project shows how vulnerable the residents of the community can be. The Town needs to develop a strategy to address three key areas of housing need: affordable housing, homelessness and seniors housing.

❖ Affordable Housing

The continued high price of ownership or rental dwelling units, housing continues to be a problem for low-income households, as well as, students, and entry-level employees moving to the Town to start a career. There is limited access to subsidized non-market affordable housing and there are limited suitable market alternatives.¹⁷

❖ Homelessness

There are not enough shelters, transitional and supportive housing for those people unfortunate to find themselves homeless for a wide range of reasons. Often homelessness is combined with other complex needs, such as addictions and mental health issues, release from correctional institution or hospital, or youth 'aging out of care'.¹⁸ As well, Happy Valley-Goose Bay is experiencing real issues

¹⁶ Jewczyk, Stephen B. 'Housing Demand and Supply in Central Labrador.' Report prepared for the Leslie Harris Centre of Regional Policy and Development, Memorial University Population Project: Newfoundland and Labrador In Transition, July 2018.

¹⁷ Ibid.

¹⁸ Stephen Gaetz, Erin DeJ, Tim Richter, & Melanie Redman (2016): The State of Homelessness in Canada 2016. Toronto: Canadian Observatory on Homelessness Press

with a transient population. Many of these people are from coastal communities and come to Happy Valley-Goose Bay to receive government and community services not available in their home community.

Some homeless live in the shelter (\$40/night at 8 Hillcrest Rd. with a bed, access to a shower, common room, laundry services and breakfast) or live in tents along the highway or in the open spaces and parks within the Town. When the shelter is closed during the day (8 a.m. to 8 p.m.) these individuals have limited places to go to or their behaviours have them removed, so they loiter in the open spaces and create a safety concern to permanent residents.¹⁹ The shelter is located about two blocks from the Liquor Store, which is located about two blocks from the Broomfield area and associated recreation facilities and another two blocks from a vacant wooded area (zoned Residential Low Density) and creates a triangle and cycle of conflict. (can the Liquor Store be relocated?) It is reported that most of this transient population leave in the fall to return to their communities. Some homeless have relatives living in Happy Valley-Goose Bay who may allow for couch surfing on a temporary basis resulting in overcrowding.

Finding a solution to the homelessness issue will not be easy as the solution requires housing and appropriate supports from a myriad of agencies coming together to break the cycle of homelessness. The Town is pro-active in having a councillor on the Housing and Homelessness Coalition.

❖ **Housing for Seniors**

Housing for seniors is a growing issue for the Town as the population ages both in the community, the region and coastal Labrador. There are some affordable units for seniors (rates are increasing), but there are no personal care homes, and there is a need for both more assisted living housing and long-term care units in the Town.²⁰

Efforts have been made by different agencies in the Town to address these housing needs as shown on the Table 6.

¹⁹ These observations were made participants at the Public Consultation and at many of the meetings with the list of individuals and organizations listed in the Appendices.

²⁰ Jewczyk, Stephen B. 'Housing Demand and Supply in Central Labrador.' Report prepared for the Leslie Harris Centre of Regional Policy and Development, Memorial University Population Project: Newfoundland and Labrador In Transition, July 2018.

Table 6: Non-Market Housing Inventory	
Happy Valley-Goose Bay Long-Term Care Home	An accredited 70-bed facility that provides levels three and four nursing care to its residents
Labrador Friendship Centre	The Centre includes hostel services available to Indigenous and non-Indigenous persons
Labrador Group Home	A Provincially operated group home for youth ages 12 to 18 years
Libra House Women's Shelter	An emergency shelter for women and children experiencing relationship violence
Mokami Status of Women Council Centre	Supportive-living housing units for women
Melville Native Housing Association	Provides subsidized housing for Indigenous low-income tenants
Newfoundland and Labrador Housing Corporation	Provides subsidized housing for low-income tenants and vulnerable populations
Torngat Regional Housing Association	Provides housing in response to Inuit homelessness
Source: Updated from Harris Centre report, 2018. ³	

The 5 Wing Air Base provides housing for military personnel with a total of about 230 rental units (2-, 3-, and 4-bedrooms). Most are either semi-detached (110) or row dwellings (88) and there are some single dwelling units (32). In the Strategic Plan, the Town indicated that access to these facilities should be explored.

3.2.3 Housing Options

The answer to affordable housing can only be addressed through collective action similar to what the Federal government is advancing through the National Housing Strategy. Happy Valley-Goose Bay may provide for substantive housing policies within its Plan update such as mixed development housing opportunities or the establishment of residential zones that require secondary suites to address local affordable housing. While such policies may achieve some affordable housing project successes, it will require a more coordinated effort and commitment at the Federal, Provincial, regional, and local government levels of to create partnerships and provide incentives to the private sector that will prove to be the most successful avenue over the longer term to address the lack of affordable housing. What Happy Valley-Goose Bay can do at the policy and regulatory level is to set the context to create opportunity for more affordable housing.

The essence of the affordable housing issue is supply, or the lack thereof. By generating more opportunity for more cost-effective housing to be built, the supply will increase. Revising permitted uses within residential zone categories, and potentially allowing for smaller residential dwelling unit sizes, pursuing programs such as 'house sharing', re-inventing the residential boarding home concept, considering increased attention for well-designed multi-unit buildings, and indeed review of policy

positions for secondary basement suites, each represent sound affordable housing policy choices for the Town.

- **Residential subdivisions:** Option may entail a mix of lot sizes in new developments to add diversity in the local housing product, to provide for enhanced affordability options, and to address the changing preferences of some homeowners for a smaller footprint home and yard area to maintain. The suggested lot size mix may include a change of reliance on the standard 450 -650 m² lot size of the current Residential Low Density (RMD/RLD) Zones to create new zone categories with smaller lot sizes. A proposed new mixed lot size zone could provide for choice of an appropriate percentage of different sized lots and a specified proportion of each within future residential subdivisions.

- **Potential infill residential** within the existing built up residential locations of the community represent the most viable areas for additional residential housing units. The updated Municipal Plan should facilitate well-designed compact lot homes (as illustrated on the following Illustrations), highly designed two, three and four-unit residential homes, and small footprint backyard ‘granny’ cottages for seniors. A review to manage secondary suites and subsidiary apartments within existing residential homes should be undertaken.



Compact Lot Home (278 m²) with design control

- **Multi-unit housing:** Enhanced planning attention to higher density housing types of modern townhouses, condominiums and apartments represents another potential aspect of the residential strategy. The updated Plan could approach density from the zoning perspective of low, medium and higher density allocations based upon a maximum number of units per acre of development land (i.e. 12 units per acre for low density forms of cluster and townhouse type housing; up to 28 units per acre for other townhome forms of development; and up to 44 units per acre for condominium and apartment residential uses).



Indicative Infill Residential Home on Corner Lot

Design considerations for higher density residential uses are shared by Illustrations below:





Seniors residential: Multi-unit housing plays a role within the intensification and higher density residential approach proposed for the updated Plan policies. The recent 2016 Census data identifies that nearly 24% of the local population is aged 60 years and older. As residents age, their housing preferences and needs change. The Municipal Plan update represents a significant opportunity to present land use and residential housing options for seniors and others in the community.

At this time, the key area of opportunity for multi-unit residential development would be in the Town Centre location.

Another area already zoned and approved for development is the West of Hefler area with a potential of over 200 building lots. Yet another future area for Residential Low Density is the area north of Mitchell Street and Kelland Drive which could yield over 1700 lots.

3.2.4 Seasonal Residential

Recreation cottages are another form of residential land use that are found in the Seasonal Residential zones: at the head of Terrington Basin, near the harbour, along the shores of Lake Melville and the mouth of Churchill River (Mud Lake Road). They are intended for seasonal use. The first two are located in areas where there is a Crown land freeze on further development due to environmental concerns.

There are concerns that cottages are being used as year-round residences due to the high cost of housing in the Town. This issue needs to be addressed as this was not the intended use. This trend of urban sprawl potentially creates a demand for more services and additional costs for fire and emergency protection.

Another issue in the Mud Lake Seasonal Residential zone is the restriction on allocation of cottage sites by Crown lands to Mud Lake residents only. This preferential allocation needs to be re-visited as these are prime waterside cottage sites.

Cottages are a permitted use in the current Rural zone; these are intended to be remote cottages for seasonal use. There are cottages located on the Grand Lake Road which are considered remote cottages. Also, there are cottages located on the Trans-Labrador Highway which have created concern for the 5-Wing Airbase activities. Potential conflicts for cottages need to be addressed in the Municipal Plan and Development Regulations.

3.3 Commercial and Mixed Land Use Class

3.3.1 Commercial Land Use

Most of the commercial development in Happy Valley-Goose Bay, such as retail shops, grocery stores, offices, services and institutions are located along the Hamilton River Road, particularly clusters at intersections, such as Loring Drive and 10th/Hillcrest. The other small clusters occur at the intersection



of Grenfell and Grand Streets and a small strip working its way westward from Kelland Drive and Churchill Street. All were developed for auto-oriented patrons. However, the Loring Drive area does have the distinction of having a score of 45 (out of 100) on the 'walkability index' for having a variety of services and shopping

within walking range. Otherwise there is no particular cohesion in the location of the commercial offerings available in Happy Valley-Goose Bay, particularly from a walkability viewpoint.



According to the Strategic Plan (2017), there are about 650 businesses in the Town. About 200 of these were established between 2008-13. The types of businesses include:

- 10% -retail trade;
- 19% -real estate (rental and leasing);
- 12% - construction;
- 5% accommodation & food; and,
- 6% - health care & social.

Residents indicate that they would like more retail commercial development, particularly for a national chain “big box” store. People will actually drive the 530 km to Labrador City (population 11,000 in Labrador City & Wabush) in order to shop at Walmart or Canadian Tire. However, unlike regional town centres on the Island of Newfoundland, the Happy Valley-Goose Bay catchment area for such a store (North West River, Sheshashiu and Mud Lake) is not as populated by patrons able to drive to the location. There is a question whether introducing such a large chain retailer in competition with existing local businesses may challenge their very existence. This in turn affects the overall community benefits of local business participation in the community. There is also a need to reconcile demand for shopping, yet balance a local based economy.

The Town of Happy Valley-Goose Bay is in a favourable economic development situation as a service centre for Labrador. Updating the Municipal Plan and Development Regulations by creating more commercial land development opportunities and establishing a supportive regulatory environment helps to create more local jobs, commercial services and amenities for residents and visitors.

3.3.2 Mixed Use

The current Mixed Development zone occurs along Hamilton River Road for about 1.3 km eastwards from the intersection of Hamilton River Road and Grand Street to the cemetery in the older part of the Town. A smaller area is located at the terminus of Hamilton River Road, below Traverspine Drive. These Mixed Development lands are mostly built up and there is little infill opportunity for new businesses but there may be room for existing businesses to expand on current lots. Frontage on this busy collector street provides exposure for commercial enterprises. These represent an important local neighbourhood commercial/residential mix that characterized the traditional roots of the community.

3.4 Town Centre Happy Valley-Goose Bay Development Area

The new Town Centre – Happy Valley-Goose Bay development area is a bold move to create a central focus to the community. The intent is to create a cohesive liveable neighbourhood that also acts as a town centre. This will be a mixed-use area with shops, restaurants, interpretive centres, multi-unit residential buildings with community space for seniors and young people, as well as offices, all located on streetscapes designed with pedestrians in mind

In 2011, an amendment was made to the Municipal Plan and Development Regulations to rezone an area of approximately 135 hectares to allow for mixed commercial, public/institutional and residential use. It excludes land fronting Hamilton Road that is privately owned occupied by the Pentecostal church, an electrical business, the former tree nursery operated by the Provincial Government.

In Amendment No. 2, 2011 to the Municipal Plan., a Comprehensive Plan of the entire area was required before development could commence. This was prepared by the Goose Bay Capital Corporation (GBCC) and a comprehensive plan was incorporated into a Development Agreement between GBCC and the Town in 2012. The Amendment also stated that ‘Subject to the provisions of the Development Regulations, the development standards shall be approved by the Town under the Development Agreement’.

The comprehensive plan identified mixed use development with approximately 800 housing units (multi-unit, single family, townhouse, and semi-detached) and 500,000 square feet of commercial space. The development also includes locations for public amenities such as open spaces, schools, and amenities for seniors. The GBCC supports higher density residential development in the vicinity of the Labrador YMCA that will create a neighbourhood node of mixed uses facilitating healthy lifestyles.



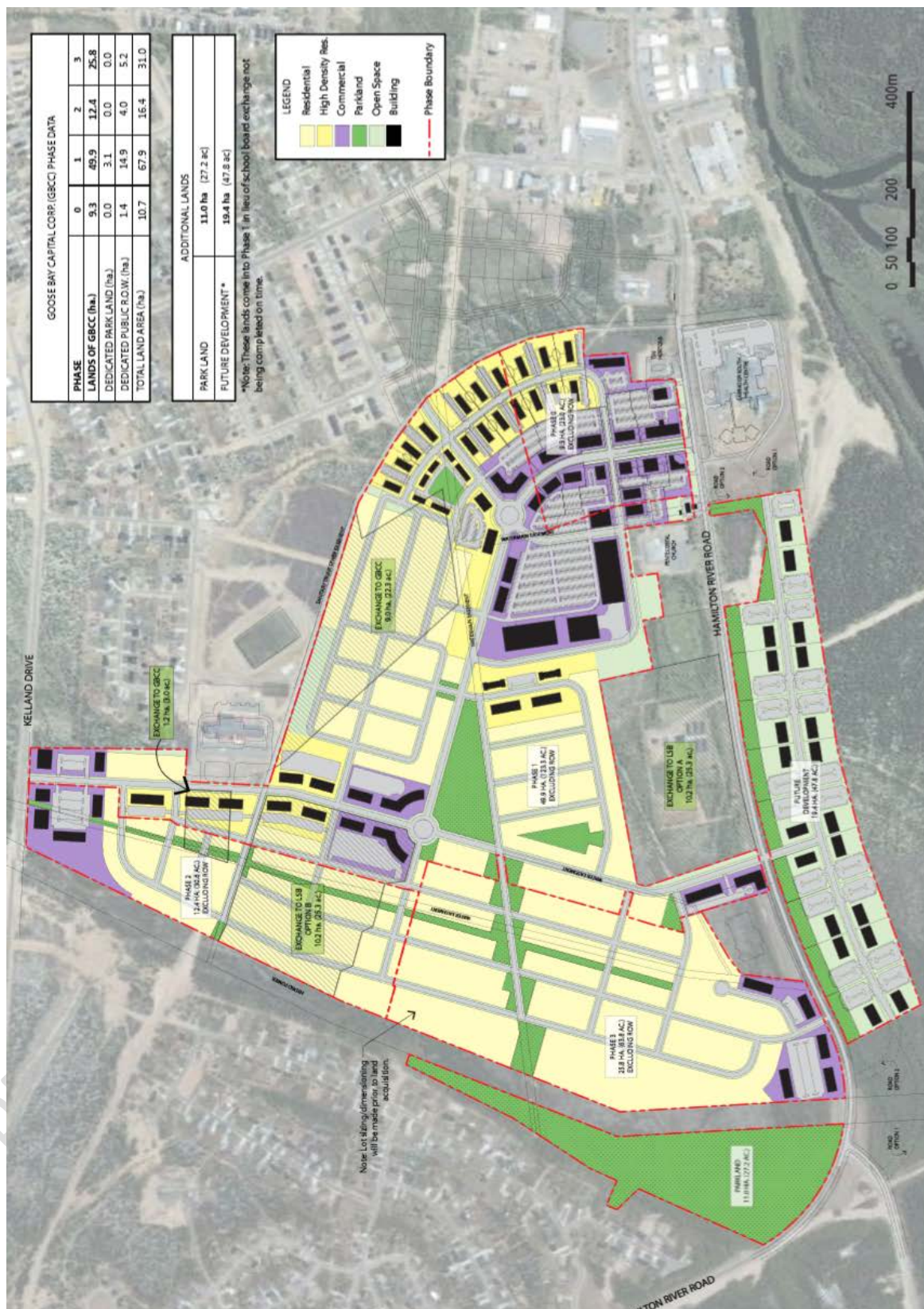
The new Labrador YMCA, will include a swimming pool, multi-purpose gymnasium, walking and running track, fitness centre, community rooms, and a childcare centre with space for

60 children, ensuring this facility is accessible and welcoming for community groups and residents of all ages.

At this time, GBCC own land at the two key entrances to the Town Centre, in Phase 0 and a strip in Phase 2. Phase 0 is fully developed and infrastructure has been completed and turned over to the Town. It is currently the site of a fitness centre and the new Labrador YMCA. GBCC marketing recognizes commercial opportunities for the expansion of local businesses. This opportunity stems from the fact that many of the older businesses are serviced by aging infrastructure and the buildings themselves are aging and potentially costly to renovate to new standards. As well, due to surrounding development, many may not be able to expand on their existing lots.

The updated Municipal Plan and Development Regulation will incorporate the Town Centre Municipal Plan Amendment No. 1, 2011, Development Regulations Amendment No. 1, 2011 and the Comprehensive Plan prepared by NGC. Clarification of the planning and development process and applicable development standards will be included in the Town Centre – Happy Valley-Goose Bay Development Scheme which will be part of the updated Municipal Plan.

PRELIMINARY DRAFT FOR DISCUSSION



3.5 Public/Institutional Land Use Class

Regional education and health care services are located in Happy Valley-Goose Bay. The Labrador Health Centre run by the Grenfell Labrador Regional Health Authority services people throughout Labrador. The hospital is a great community asset providing peace of mind to families, and as the population ages it will become even more important for seniors. The Labrador Friendship Centre also offers a wide range of services and community development initiatives to Indigenous people.

The town is the hub for regional recreation and sport facilities. Facilities include the E.J. Broomfield Memorial Arena, CFB Recreation Centre, Labrador Sports Training Centre, the Mealy Mountain Collegiate Sports Complex, soccer fields, tennis courts, softball fields, Goose Bay Curling Club, Husky Park, and Amaruk Golf Course (a nine-hole course). D's Landing provides a boat launch for recreational boating on the Churchill River.



Happy Valley-Goose Bay also has a range of education facilities that serve the youth in the region. The town is home to the Mealy Mountain Collegiate (secondary school), the Labrador Institute of Memorial University, The College of the North Atlantic (CONA). CONA has 300 full-time and 50 part-time students at the college campus, approximately 75% of whom are Indigenous. The college is tailoring programs to meet the needs of students, Labrador communities and major employers. The Town has Peacock Primary School and Queen of Peace Intermediary Schools as well as a small all-French school, L'Ecole Boreal.

There are many churches in Happy Valley-Goose Bay reflecting the multi-cultural community profile, such as, Roman Catholic, Baptist, United, Salvation Army, Pentecostal, Anglican, and the Baha'I faith.

The Town Hall is located on Hamilton Road approximately in the centre of town and has an interesting, attractive architecture and grounds. The public works buildings are nearby and there may be plans to expand the Depot. There are also numerous Provincial and Federal government buildings, including both Federal and Provincial court buildings.

3.6 Industrial Land Use Class

The existing Industrial zones are evaluated in this section. Employment-generating development standards relevant to the Industrial Zone categories will be evaluated to determine opportunities. Past review of employment generating sites has identified that while traditional zoning often defines a maximum site coverage for building development, seldom does zoning specify a minimum building size for business park properties. On average for every additional 500 square feet of building floorspace, one additional employment position is generated.²¹ Accordingly focus needs to be directed to maximizing the utility of the limited supply of industrial and business-park lands. This focused type of a planning approach translates into opportunity for creation of more jobs, higher assessed values and additional taxation revenue to the Town.

²¹ Personal communication: Robert Ross, consulting planner.

3.6.1 Northside Industrial Park – Industrial Commercial

The Northside Industrial Park is located in the north western portion of the Town, adjacent to the Goose Bay Airport. The park originated as the RCAF Station Goose Bay and was transferred to the Town/Newfoundland and Labrador Housing Corporation following consolidation of the RCAF and RAF operations with the USAF on the south side of the airport. Development within the immediate area is mostly industrial in nature along with aviation related uses. Buildings within the park are a combination of older, rundown warehouse structures and new construction or refurbishment of existing buildings over the past several years.

Currently, the Northside Industrial Park is the only serviced industrial area with land available in the Town. It is conveniently located on the main paved road close to the Town Airport and Port facilities. It is surrounded by Airport and Base property and must adhere to the Transport Canada requirements in 'TP 1247 E Aviation - Land Use in the Vicinity of Aerodromes'; but otherwise there are no conflicts with non-compatible uses, i.e., residential. The Northside Development Corporation was established to move forward with the Northside Redevelopment Plan. A key conclusion of the study was that the Town needed to determine legal and financial mechanisms to address issues with land ownership, such as abandoned buildings on private property. An ownership map was initiated as shown on Figure 15.



Figure 15: Northside Industrial Park (land ownership parcels)

The Goose Bay Airport, however, is looking for future aviation-related, 'groundside/airside' opportunities in the vicinity of the Canadian side (otherwise called the Northside Industrial park). They anticipate opportunities for freight-forward activities and need fence line access to do this. As this use is location-specific, they would like to see some protection for the use of the lands adjacent to the fence for aviation-related purposes. Currently they are seeking ownership of Federal lands and have approached the province with regard to Provincial lands and buildings that are occupying this prime real estate while their function could easily be accommodated on other sites in other locations. In 2007, SGE Acres prepared a concept plan for the Northside area, as shown on Figure 16.

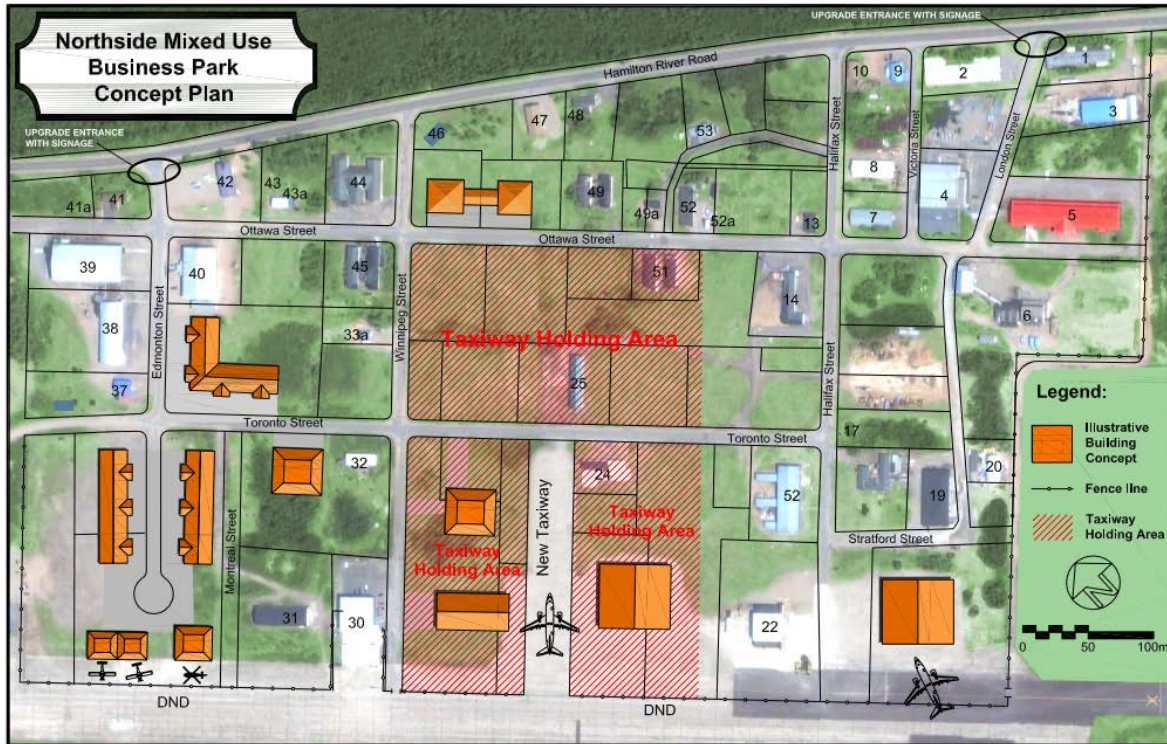


Figure 16: Northside Mixed Use Business Park Concept

3.6.2 The Port of Goose Bay – Industrial and Industrial/Commercial

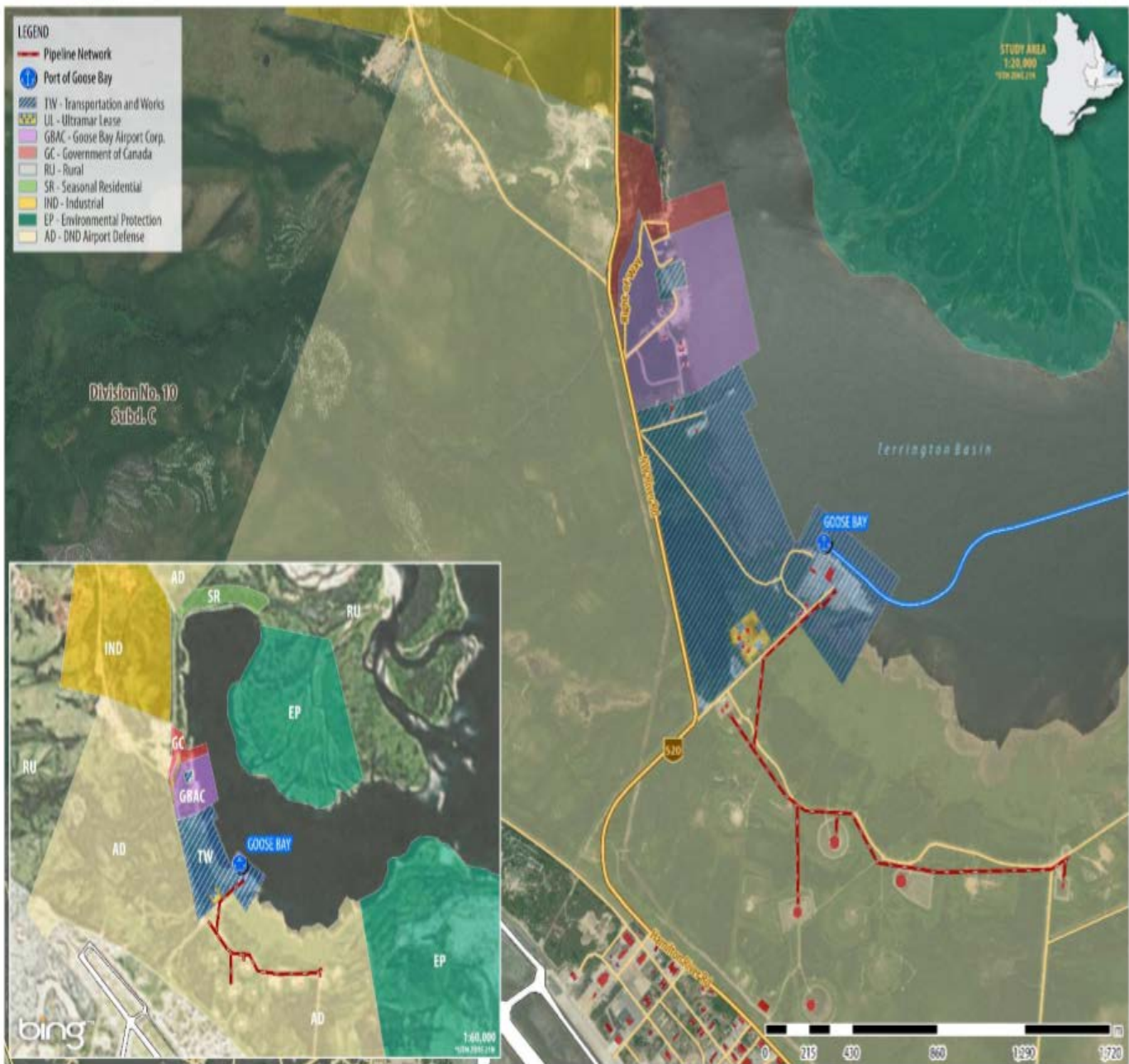
The Port of Goose Bay has one industrial dock at Terrington Basin mainly used to ship cargo and fuel to the North Coast of Labrador for local consumption. Passenger service is also available on the Northern Ranger operated by the NGC.

The Labrador Hunting & Fishing Association Inc. operates a boat launch and there has been speculation that they are exploring the possibility to construct a fully serviced Marina.

There are many market opportunities ranging from light cargo to cruising, tourism and recreational activities.

A study conducted for the Labrador Chamber of Commerce indicated that traffic generated by resource development projects would require new facilities to be built. The cost (as an order-of-magnitude estimate) would be of approximately \$75 million to \$100 million.

This report provided a map of existing ownership and zoning. Ownership is divided (in order of size of property) among the Department of Transportation and Works, Government of Newfoundland and Labrador, the Goose Bay Airport Corporation and the Government of Canada. These lands are currently zoned 'Industrial' and 'Industrial Commercial'. They are boxed in on the west and to the south by the 'Airport and Defense' zone which corresponds to the 5 Wing Airbase ownership boundary, and by 'Seasonal Residential' to the north.



Source: CPCS – from Town of Happy Valley – Goose Bay and NL Department of Transportation & Works Realty Services Division

Map 2: Port of Goose Bay – Zoning and Ownership

Goose Bay Airport has substantial land available for lease in the Otter Creek area. In recent years the water supply lines were increased from 6-inch to 8-inch which improves opportunities for industrial/commercial development.

3.6.3 Truck Marshalling Yard

It is anticipated that as resource industries in Central Labrador grow, there will be an increase in industrial and commercial traffic which will exacerbate the need for a marshalling yard for trucks. In 2012, a Marshalling Yard Prefeasibility Study for Central Labrador Region was prepared for the Labrador North Chamber of Commerce by Sikumiut Environmental Management Ltd. Six potential locations were identified for a truck marshalling yard; only one will not be discussed: the Nalcor (Muskrat Falls) site. In order not to lose the benefit of the results of this study and the professional assessment of suitable sites for this use, the following information is presented which highlights the characteristics of these sites.



A first site is located in Otter Creek and it will require significant clearing but little grading and infilling, has water service but no sewer service. It appears to be a greenfield (no previous land use being noted) and the majority of the surrounding area is also greenfield with the exception of a lay down area across the road.

The second potential site is located next to the Airport Northside Industrial Park and it is currently zoned Airport and Defence. All development within land zoned Airport and Defence is controlled by the



Government of Canada in consultation with the Town of Happy Valley-Goose Bay. This site also falls under the Goose Bay Airport Zoning Regulations and as such development may not exceed 45 m in height. The site appears to require minimal clearing, grading and infilling based on topographic maps and satellite imagery. The location of this site is in close proximity to other developments and Hamilton River Road, and such as Municipal services appear to be within 1 km. A marshalling yard at this location may require road

improvements and also increase the traffic on Town roads, however this increase will only have an impact on a small portion of the town.

The third potential site is located adjacent to Main Dock site is currently zoned Industrial which allows transportation as industrial development. This site also falls under the Goose Bay Airport Zoning Regulations and as such development may not exceed 45 m in height. The site is currently owned by the Town of Happy Valley-Goose Bay. The site appears to require significant clearing, however based on topographic maps, little grading and infilling will be required. The general area surrounding the site is a mixture of greenfield and commercial



development. This location would have the least impact in terms of traffic on local Town roads.



The fourth potential site, located near the old Tank Farm, is currently zoned Airport and Defence. All development within land zoned Airport and Defence is controlled by the Government of Canada in consultation with the Town of Happy Valley-Goose Bay. This site also falls under the Goose Bay Airport Zoning Regulations and as such development may not exceed 45 m in height. Electrical and water lines are within 1 km running parallel to Hamilton River Road. Sewer lines are not connected to the old tank farm. This area is subject to ongoing and environmental remediation.



The fifth site is on the TLH on a former farm and it is currently zoned Rural which allows for transportation use. The Town of Happy Valley-Goose Bay Development Regulations (2008-2018) states that land zoned rural will not be offered a connection to Municipal services, however connection may occur if the services are immediately adjacent and if the Town deems the connection necessary. The entire farmland property was acquired by the DND

and the previous owners were relocated due to concerns of contamination potentially extending from the Air Base.

3.6.4 Light Industrial

The Town also has an unserviced Light Industrial area located on Corte Real Road. This traffic generated by businesses in this area, particularly large trucks, pose safety and nuisance problems to the people living in the established residential area that the trucks must travel through to connect to the main collector street, Hamilton River Road. An option for a traffic solution is to extend Kelland Drive to Core Real Road, but this would be expensive particularly considering the change to Provincial cost-sharing on road construction projects. Another option is to change the zoning from Light Industrial to Commercial and encourage the businesses with the most truck traffic to relocate to another area of the Town where the Town may be able to offer other lands for their use.

3.6.5 Industrial Land

In 2013, the Municipal Plan Amendment No. 3, 2012 and Development Regulation Amendment No. 4, 2013 was approved which rezoned an area of approximately 300 ha from Rural and Airport and Defence to Industrial. This was a result of an Industrial Land Use Strategy undertaken by the Chamber of Commerce with the objective to ensure an adequate industrial land base located in areas that were not in conflict with the urban community. There are still approximately 200 ha available for development at this time.

3.7 Conservation Land Use Class

3.7.1 Protected Lands

In 2004, the Town took the initiative to conserve and protect wetlands and waterfowl habitat through a Municipal Stewardship Agreement signed with the Wildlife Division of the Government of



Newfoundland and Labrador as part of the NL Eastern Habitat Joint Venture. In 2011, the Town was signator again to a 'Habitat Conservation Plan' which made most of the Town part of a 'stewardship zone' (27,000 ha). There are now two Management units: Goose River Management Unit - 4,295 acres and Birch Island Management Unit – 809 acres which are currently zoned

"Environmental Protection – Management Unit". The management plan indicates that if the Town is passing regulations or by-laws related to the area's designation within a Municipal Plan (or any amendments to a future Municipal Plan) which could affect the Management Unit(s), the Town Council must consult with staff of the EHJV providing a thirty-day window of notice for comment.

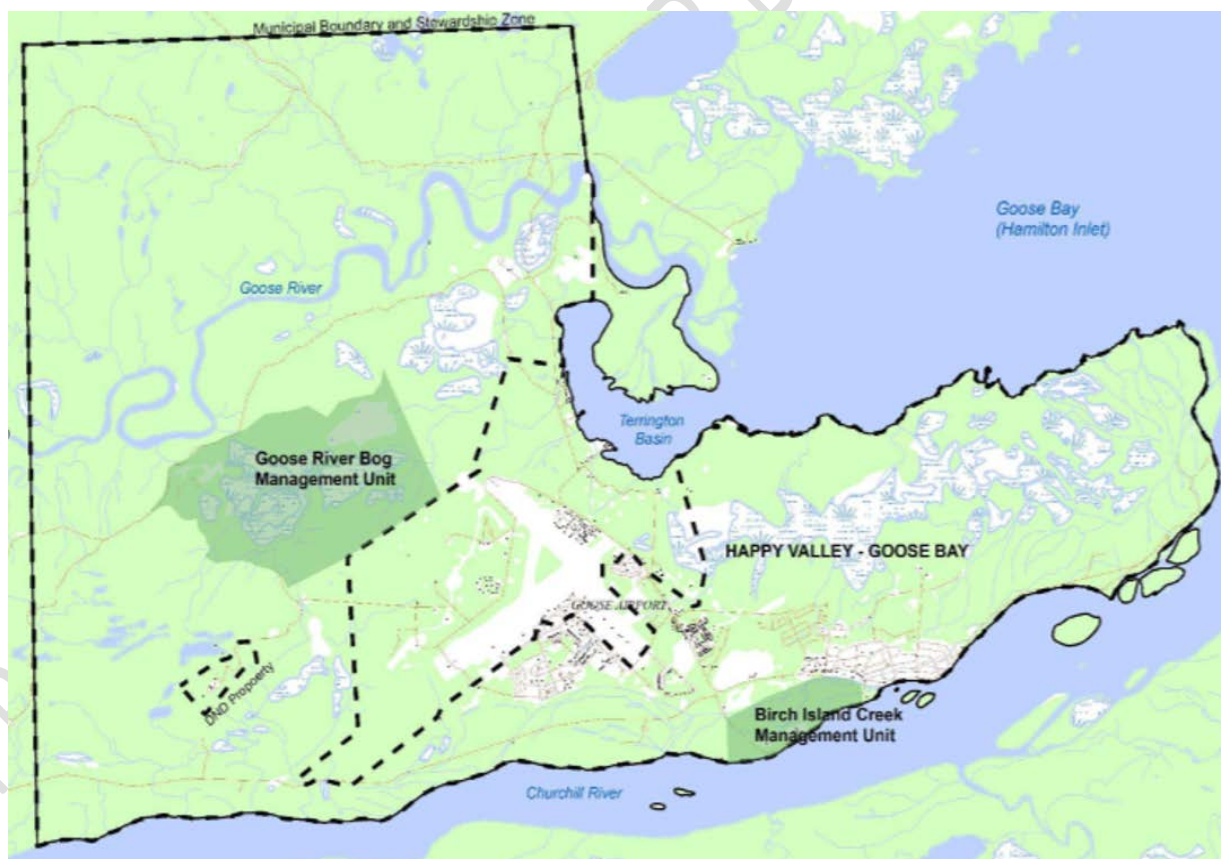


Figure 17: Goose River and Birch Island Management Units

The development of 5 km of boardwalk and trails at the Birch Island is a popular family-friendly attraction. It was developed by 'Healthy Waters Labrador' is a not-for-profit environmental organization established in 2005 which took the initiative to bring together a partnership of funding agencies to

develop the community trail at Birch Island. Birch Island Creek flows through the centre of Happy Valley-Goose Bay, creating the Island that was one of the community's first settlements. The Island is very significant, both historically and ecologically, with its ample shoreline, fertile soil and endless wetlands teeming with wildlife, it holds fond memories for former residents and their families, and provides important wetlands and habitat to the region. Upon completion Birch Island will be an 800ha wilderness area featuring wetland, forest, beach, and the Churchill River, and offering 5 km of boardwalk, trails, viewing and rest platforms, a viewing tower, outdoor classroom for school programs and a memorial parkette honouring the families that once lived there. During the public consultation, there was a suggestion that the former firehall site near the entrance to Birch Island should somehow be utilized for that project.

Regarding natural heritage, the jewel in the crown is the Habitat Conservation Plan developed by NL Eastern Habitat Joint Venture Department of Environment and Conservation - Wildlife Division. The Stewardship Agreement signed in 2011 need to be incorporated into the policies of the updated Municipal Plan.

3.7.2 Open Space, Parks and Trails

The Town has a network of 14 parks and playgrounds throughout the community. In total, there are 2.43 km² zoned as 'Open Space Recreational' (including the Golf Course) and many of the green corridors throughout the town which are currently zoned as 'Environmental Protection'. Note that the land used for organized recreational activities are generally zoned 'Public'.

A recent 'Cabot Crescent/Johnny Hill Strategic Plan' recommended the development of recreation facilities that could serve the community as a whole. This area is zoned 'Environmental Protection'; therefore, if recreation facilities are to be developed in this location, it should be zoned appropriately.

The Kinsmen operate a park and outdoor facility across from the Town Hall, close to the proposed Town Centre. They are proposing to build a RV Park in anticipation of RV tourism as the Trans-Labrador Highway is upgraded.

While the Town has ample parks and open space, there are questions regarding what the policy and criteria should be for establishing a park for new neighbourhoods or for older residents. To address the costs of playground equipment, the concept of a 'pop-up' playground that could be moved easily is being explored by the Community Services and Recreation Department.

There is also an annual community event, Bike Rodeo, which promotes bike safety and active living.

Although residents must drive to accomplish most of their everyday tasks, such as, work, shopping, school, entertainment, nonetheless the Town has a lot to offer in terms of walking opportunities through the number of trails throughout the town. In October 2018 a Trail Network Plan was prepared. It outlined a 'Community Trail' designed mainly for the benefit of local residents and 'Nature Trails' which travel through green corridors and have the most appeal to visiting tourists. Although there are many ATV and Snowmobile Trails managed by independent clubs, they were not included in the report.

The consultants recommended that the Town focus on the trails providing the connection to the key anchors in each part of the community, as shown in Figure 18.



*Figure 18: Proposed Community Trail connection key anchors in the community.
(Excerpt from Trail Network Plan)*

As a northern community, winter travel by snowmobile is a way of life. This is recognized and supported by Provincial Governmental support for the Trans-Labrador Trail which starts in Sept Isles to Fermont, Churchill Falls to Goose Bay, and Goose Bay as far as Cartwright (note that there is an informal trail as far as Nain and possibly beyond).

Recreational snowmobiling is also organized by the Grand River Snowmobile Club (GRSC). However, for the Town, the challenge is how to deal with snowmobile traffic within the Town boundaries. Town recently signed MOU with GRSC. The GRSC now has tenure in the form of a Licence to Occupy issued by Crown lands to the GRSC, with the approval of the Town. The trails in the LTO will be recognized in the Municipal Plan policies and protections outlined in the Development Regulations along with appropriate zoning.

The Town has also implemented Snow Vehicle Regulations which, among other things, identifies prohibited operations as follows:

- Areas designated as a park or playground;
- Sidewalks or designated walking paths;
- Private properties without the express permission of the property owner or occupant;
- Property of any hospital, health centre, school or senior citizen's home;

- Within 15 metres of airport terminal buildings or the ends and sides of airport runways or ramps;
- Any area where signs prohibit the use and operation of a snow vehicle; and
- Areas where persons engage in skiing, skating, tobogganing or another outdoor recreational activity.
- Operation on highways
- Age of Operators (Operation prohibited under 13 years of age, unless accompanied by a person who is 19 years of age or older).

In addition, the operation of snow machines is subject to Provincial *Motorized Snow Vehicles and All-Terrain Vehicles Regulations* under the *Motorized Snow Vehicles and All-Terrain Vehicles Act*.

In the summer of 2018, the Aurora ATV Club was formed as a separate organization under the umbrella of the GRSC with the focus to reduce ATV use of the town streets by multi-purposing the snowmobile trails. They will address the issues surrounding ATV and motorbike use which can become a major nuisance factor due to noise, traffic, public health and safety.

PRELIMINARY DRAFT FOR DISCUSSION

3.8 Agriculture Land Use Class

The Town's Municipal has an Agriculture zone (about 300 hectares) and also allows agriculture as a discretionary use in the Rural zone. Currently the land in these zones is under-utilized; therefore, there appears to be ample land resource for expansion.

Grand River Farm is well-known in the community for their produce and the Labrador Institute Agricultural Experimental Farm is working towards developing strategy for food security for the Happy Valley-Goose Bay area. The Town has a seasonal Farmers/Community market for fresh produce.

In 2017, the Provincial government undertook on a new initiative to make more Crown lands available for agricultural use. They identified two agricultural areas of interest (AOIs) that overlap the existing Municipal boundaries and overlapped 8 zones and various Municipal facilities, including the Municipal landfill and the waste water treatment plant and surrounding area. The Town reviewed these proposed AOIs and amended the proposed areas to enlarge the agricultural zone in between the waste treatment plant and the existing agriculture area and to add additional agriculture land north of Goose River. It is proposed that these areas will be zoned 'Agricultural' in the updated plan and development regulations.

3.9 Resource Land Use Class

The resource lands, formerly called the 'Rural zone' in the 2010 Land Use Zoning maps, encompass mainly the non-urban areas of the community north and west of the Air Base and along the Churchill River. Development in these areas is restricted to natural resource management, extraction and related processing. As well, some industries that are incompatible with the built-up area of the community may be situated in the Rural zone in order to minimize conflicts with incompatible uses.

The current 'Rural zone' is a large area of the Municipal planning area; however, the Town needs to have control over the land adjacent to the built-up area in order to have planning control to meet any future needs.

It is proposed that the updated Municipal Plan policies will rename the 'Rural zone' to 'Resource zone' to better reflect the function of these lands. The policies will update and amend the Resource land use designation and set out land use zones. The policies will also set out updated and amended permitted and discretionary uses in the proposed land use zones.

4.0 Leading-Edge Best Practices for Key Subjects

The Town of Happy Valley-Goose Bay requested a review of best practices or leading-edge policies for seven key subjects. The results of this review are provided in this chapter, except of climate change which is found in sub-section 2.3.6. The research was conducted through the lens of the geographic context of the Town, keeping in mind its size, location, people and geography. These best practices are incorporated into the policies of the Municipal Plan, as appropriate.

4.1 Multi-cultural harmonious community living

The Town of Happy Valley-Goose Bay prides itself as being a multi-cultural community. It has a heritage of multi-culturalism as the Goose Bay Air Base not only brought in settlers from the Labrador coast, but people from all over the world. Some married into the families of the community and moved, and others stayed. More recently other ethnic groups, such as, South Asian and Filipinos grown in the community making up about 7% of the population.²²

Of the Town's 8,110 residents (Census, 2016), 47% are of Aboriginal descent.²³ According to the Town's Integrated Community Sustainability Plan (ICSP), there is a disproportionate number of the Indigenous population requiring affordable housing. Currently there is strong Indigenous representation on Council; however, it is a challenge to find the appropriate method to increase Indigenous citizen participation and engagement at the Municipal level. While Indigenous-specific programs are the fiduciary responsibility of the Federal government, the policies of the Municipal plan can empower a more harmonious community for Indigenous and non-Indigenous alike. Such a strategy could potentially address such multi-agency problems as the disproportionate number in homeless Indigenous people in the Town.

Urban centres across Canada have been developing Indigenous and Multicultural strategies to promote inclusive community participation and advance inclusive development and design measures. The City of Richmond, B.C. developed a Vision for Intercultural Life in Richmond with the objective of incorporating an understand of diversity into all its planning and services. It promotes: "...pride and acceptance of Canadian values and laws; pride and respect for diverse heritages and traditions; and pride and participation in community life...".

Major cities like Vancouver and Toronto aside, urban centres like Hamilton, Ontario and the Municipality of Surrey, B.C. have prepared an Urban Indigenous Strategies (2018) that identify actions to strengthen the Municipalities relationship with the Indigenous community. These strategies will help promote a better understanding among all residents about Indigenous histories, cultures, experiences, contributions and needs. For example, the Surrey strategy consisted of a series of goals organized to

²² Statistics Canada. 2017. Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29 2017.

²³Ibid.

achieve strategic objectives. A copy of the Surrey Urban Aboriginal Social Innovation Project can be found at the following link: <https://www.surrey.ca/community/18417.aspx>

This Strategy consists of 5 (five) Strategic Objectives with associated goals and strategic actions that were developed by a multi-stakeholder group during a workshop session. These actions can then be monitored and measured to verify progress and make adjustments to the strategy over the implementation of the project. A complete list can be found in Appendix B.

The Town wishes to design a Municipal plan policy context as a foundation for a Multicultural Harmonious Community Living Strategy for Happy Valley-Goose Bay. The template set out in the City of Surrey Urban Aboriginal Social Innovation Project is worthy of further review and adjustment for the context of the Town of Happy Valley-Goose Bay.

To that end, it is proposed that the Municipal Plan policies enable the Town to act on this intention to pursue a 'made in Labrador' Municipal multi-cultural harmonious living strategy with the participation of key stakeholders including the representatives from the Indigenous groups and representatives from the service agencies and organizations, such as the Labrador Friendship Centre, Grenfell Regional Health Services, CMHC and other housing agencies, Provincial representative from Intergovernmental and Indigenous Affairs Secretariat, etc. This strategy will help to foster participation by Indigenous and immigrant residents in Municipal issues and create a sense of belonging and pride in the community that serves their needs.

4.2 Cultural and Heritage Protection

While the Town of Happy Valley-Goose Bay does not appear to have many tangible heritage structures, it is rich in diverse cultural histories that are celebrated in various community forums, such as the 'Labrador East Heritage Fair' and musical and theatrical events or groups like the 'Flummies' a five-piece Indigenous music group based in Happy Valley-Goose Bay and known for recording and preserving the historical, cultural and traditional songs of Labrador. A rich vein of heritage is captured in "Them Days" publications, and the Newfoundland and Labrador Arts Council have supported an Intangible Cultural Heritage Development Outreach Officer for Labrador working from Happy Valley Goose Bay for both arts and heritage. There is also the Labrador Interpretation Centre and Labrador Museum located just 35km away in North West River.

With regard to culture and heritage structures, on the Airbase there are designated heritage sites under Canada's Historic Places which include: ammo bunkers 1082, 1090, 1092 (protection from Soviet invasion) and Hangers 7 & 8 which were formally recognized in 2004 and 2008 respectively. In terms of locations for heritage and cultural activities, the Town has a Military Museum which is moving in January 2019 in the Canex Supermart, and the Eastern Labrador Arts Alliance operates the 284-seat Lawrence O'Brien Centre which provides a full array of cultural and live entertainment in the community while fostering local performing and visual artists.

In addition to culture and heritage structures, the review of best practices revealed that heritage preservation is extended to the conservation of cultural heritage landscapes. While this is more

commonly found in Europe, there are several ‘best practices’ at the Municipal level to be found in Ontario. In Kitchener, Ontario the process and policy context is set out in two initiatives (refer to the following links) for cultural heritage landscape protection:

- City of Kitchener Cultural Heritage Landscape Study:
<http://www.kitchener.ca/en/livinginkitchener/culturalheritagelandscapes.asp>
- Region of Waterloo, Regional Implementation Guideline for Cultural Heritage Landscape Conservation (endorsed in 2013):
<http://www.regionofwaterloo.ca/en/discoveringTheRegion/resources/ImplementationGuidelineforCHLConservation.pdf>

Another approach is to develop a ‘Municipal cultural plan’. Municipal cultural planning is generally defined as the “strategic and integrated planning and use of cultural resources for economic and community development”.²⁴ The City of Peterborough Municipal Cultural Plan contained a recent compilation of ‘best practices’ for Municipal cultural planning as shown on the following reference table (Note SD=Strategic Direction and BP=Best Practice). The list of examples indicates the wide range of initiatives that could be included in a such a plan and the types of activities involved in conservation or creation of events and attractions.

STRATEGIC DIRECTION		BP #	BEST PRACTICE
Strategic Direction #1 Celebrate and Strengthen our Region’s Waterways, Cultural and Natural Heritage			
SD1.1.1	Support current Planning Department policy to acquire waterfront property for public use	BP1.1.1	Waterfront Redevelopment, Thunder Bay, ON
SD1.4.1	Designate heritage bridges	BP1.4.1	Ontario Heritage Bridge Guidelines for Provincially Owned Bridges, Ontario, CA
Strategic Direction #2 Strengthen the Arts			
SD2.1.1	Support and encourage the creation of a new Culture Council	BP2.1.1	Winnipeg Arts Council, Winnipeg, MB
SD2.1.3	Support collaboration and communication between creative industry leaders	BP2.1.3	Communitech, Waterloo, ON; Arts & Heritage Alliance, Thunder Bay, ON
SD2.5	Continue to support the public art policy and initiatives	BP2.5	Public Art Policy, Toronto, ON
SD2.8.3	Explore providing opportunities for local artists and performers to showcase their talents	BP2.8.3	Corporate Gift Policy, Edmonton, AB
Strategic Direction #3 Strengthen Heritage			
SD3.2.1	Make the heritage layer of the City’s cultural map publicly accessible	BP3.2.1	Heritage Properties Database, Niagara Falls, ON
SD3.5.2	Encourage and promote a unified city-wide program of heritage interpretation (e.g. panels)	BP3.5.2	[murmur], Various cities, Canada, Australia, USA
Strategic Direction #4 Strengthen Downtown as a Cultural Hub			
SD4.2.1	Emphasize creating an accessible and pedestrian-oriented environment in the core	BP4.2.1	Active Edges Policy, Melbourne, AU
SD4.2.5	Explore or review a “complete streets” policy for the City that supports active transportation	BP4.2.5	City of Big Lake Complete Streets Policy, Big Lake, MN
SD4.3.1	Support initiatives that ensure welcoming spaces for youth and multi-generational cultural activity	BP4.3.1	Neighbourhood Houses, Vancouver, BC
SD4.5.1	Recognize the value that the post-secondary institutions bring to the Downtown and collaborate with them to explore opportunities for program delivery in the Downtown	BP4.5.1	Waterloo School of Architecture, Cambridge, ON

²⁴ Municipal Cultural Planning Incorporated in City of Peterborough Municipal Culture Plan, 2011.

STRATEGIC DIRECTION		BP #	BEST PRACTICE
Strategic Direction #5 Incorporate Culture in All Neighbourhoods			
SD5.1	Facilitate and support neighbourhood-based events and programming	BP5.1	Intersection Repair, Portland, OR: Neighbourhood Arts Network, Toronto, ON
SD5.1.1	Identify and celebrate the distinct neighbourhoods in the city	BP5.1.1	Toronto, ON
SD5.1.3	Expand cultural programming in community centres and facilities such as the Queen Alexandra Community Centre, YMCA, churches, and Trent University	BP5.1.3	Repurposing of Churches, Quebec, CA
SD5.2.3	Adopt a 'public works as public art' policy	BP5.2.3	Tucson, AZ
SD5.2.4	Explore the potential and opportunities for the Art Gallery, Museum, and Library to create outreach programming in neighbourhoods	BP5.2.4	Get Connected, Woodstock, ON
Implementation Plan Part 2 Cross-Departmental Dialogue, Collaboration and Plan Alignment			
IP2.1	Formalize a cross-departmental collaborative framework to provide input into all major strategic plan development	IBP2.1	Implementing a Municipal Collaborative Framework, Huddersfield and Kirklees, UK
IP2.5.1	Continue working with the interim Public Art Advisory Committee to develop formal procedures to implement public art to meet objectives in the public art policy	IB2.5.1 BP2.5	Public Art Policy, Toronto, ON
Implementation Plan Part 3 Sustaining Cultural Capacity and an Ongoing Dialogue on Cultural Planning			
IP3.1	Support and encourage the creation of a new Culture Council	IBP3.1 BP2.1	Winnipeg Arts Council, Winnipeg, MB
IP3.5.2	Encourage and support area educational institutions and cultural providers to develop a coordinated program of mentorships, internships, and apprenticeships in cultural organizations and creative businesses	IBP3.5.2	Arts Leadership Training Program, Ottawa, ON
IP3.11.1	Review and track municipal cultural investment and establish a "per capita investment" goal	IBP3.11.1	Per Capita Investment Goal-Setting Toronto,
IP3.12.1	Work with culture sector organizations to develop a cultural communications and marketing strategy for Peterborough	IBP3.12.1	Passport to Culture in Thunder Bay, Thunder Bay, ON

Cultural Heritage Proposals for Ontario's Culture Strategy, 2015 prepared by Cultural Heritage Proposals for Ontario's Culture Strategy, an agency of the Government of Ontario also provides a wealth of best practices examples for both tangible and intangible heritage resources. It can be found at this link: https://www.google.com/search?q=Proposals+for+Ontario%E2%80%99s+Culture+Strategy+December+2015&rlz=1C1CHBF_enCA736CA736&oq=Proposals+for+Ontario%E2%80%99s+Culture+Strategy+December+2015&aqs=chrome..69i57.2545j0j8&sourceid=chrome&ie=UTF-8

This report was important as it included intangible resources which are defined as: *Intangible cultural heritage means the practices, representations, expressions, knowledge, skills—as well as the instruments, objects, artefacts and cultural spaces associated therewith—that communities, groups and, in some cases, individuals recognize as part of their cultural heritage.*²⁵ This is an important component of tourism as visitors to Happy Valley-Goose Bay seek an authentic experience as confirmed by research undertaken by the Canadian Tourism Association.²⁶ The Town has strong Indigenous and settler histories that can be used for interpretation and tourism.

A more recent compilation of best practices for cultural and heritage planning was prepared in 2018 for the City of Guelph and can be found at this link:

²⁵ United Nations Educational, Scientific and Cultural Organization (UNESCO), Text of the Convention for the Safeguarding of the Intangible Cultural Heritage (Paris, France: Nov. 2015).

²⁶ Tourism Magazine, Authenticity: Tourists and First Nations Insist On It! Tourism Magazine, Volume 005, Issue 04. (Ontario: April 2008). Web.

https://www.google.com/search?rlz=1C1CHBF_enCA736CA736&ei=O9kmXJJoiraCB6TdnYAH&q=city+of+guelph+%E2%80%93+cultural+heritage+action+plan&oq=city+of+guelph+&gs_l=psy-ab.1.0.35i39j0i20i263j0i20i263j0i6.1450429.1454171..1456949...1.0..0.274.2452.0j12j3.....0....1..gws-wiz.....6..0i71j0i131j0i67.6CW778S4_4E

Most of the best practices examples were for cities or regions, however the small community of Coburg, Ontario was also listed as an example of how a Town could incorporate general policies to protect its heritage resources.

It is proposed that the cultural heritage policies for the Town of Happy Valley-Goose Bay Municipal Plan should encourage recognition of how culture fosters a strong sense of attachment to place. They should foster recognition of culture and heritage values whether in built form (tangible) or intangible (stories), archaeological resources, cultural heritage landscapes, or venues to encourage the arts in all its forms.

Given the size of the Town of Happy Valley-Goose Bay as compared to the cities and regions in Ontario and elsewhere with respect to financial and other resources, it is proposed that the policies will be enabling rather than prescriptive. Therefore, it is proposed that the policies would:

- indicate an opportunity to undertake a cultural heritage evaluation to explore how best to provide the tools to recognize the community's cultural and heritage resources;
- emphasize the significance of incorporating culture and heritage into public spaces and people gathering places within Happy Valley-Goose Bay; and,
- stress the importance of both tangible and intangible cultural heritage to enhance the authentic tourism experience.

4.3 Beautification

4.3.1 Landscaping and Property Maintenance

A key amenity to attract and retain new residents to a community is appearance, that is, it's visual



appeal. The Town of Happy Valley-Goose Bay has managed to retain some of the natural green spaces along streams and roads, but the wind, sand and snowfall conditions are a challenge. Some public buildings, like Town Hall, show the benefits of tree retention and planting hardy, climate-appropriate shrubs to create an attractive setting. The potential Town of Happy Valley-Goose Bay might consider initiatives to help 'green' the community by sequential capital spending

projects such as street tree plantings along commercial and high traffic corridors and commercial areas. The objective is to 'soften' hard edges of the urban environment, particularly adjacent to high volume transportation roadways and in 'people' locations, with landscape treatments, such as, shade trees and vegetative pockets and with street furniture elements such as park benches, bicycle racks, and planters.

This combines with 'complete street design' (4.4.3) can enhance the pedestrian experience and make walking safer and more comfortable. As new commercial projects are developed and the building façade gets pulls closer to the sidewalk, the entire pedestrian experience can change over time. The end result is a more attractive community that creates a pride of place and a connection with the community.

During the public consultations, concern was expressed regarding lack of landscaping in new residential subdivisions, particularly in the area off Lethbridge Street behind the Federal court building. There was also concern regarding dilapidated older buildings and cluttered lots with items of all sorts in front yards, side yards and backyards with no screening or fencing. The need for community beautification was also expressed in previous reports and in the comments made during the recent consultations.

These concerns are addressed in two categories: regulatory approach (subdivisions and property maintenance) and grassroots approach.

The regulatory approach involves setting standards that are enforceable. These can be included in both the subdivision permitting process and the individual site permit. Council, in its discretion, can attach requirements or conditions related to landscaping or tree-planting to the permit which can then be enforced.

The current Development Regulations provide Council with authority to attach screening and landscaping conditions to a permit (regulation 64), but there is no mention of outdoor storage and there are no guidelines or standards provided.

With regard to properties that are not maintained, the Town of Happy Valley-Goose Bay is still listed in the Schedule of the Occupancy and Maintenance Regulations under the Urban and Rural Planning Act, 2000, and under section 5 have the authority to act in these situations. Yet again, there are no standards or guidelines to assist in the enforcement.

As well, Council has authority under section 414 (1) (d) of the Municipalities Act, 1999 to make regulations regarding building maintenance. The Town can enact bylaws related to property maintenance and landscaping (such as a tree management bylaw), which are easier to amend as they do not require a Municipal plan amendment and therefore can be more adaptive to change over time.

It is proposed include policies which will allow the Town to require information on the Development Permit Application and stipulate that all applications for a Development Permit shall include a Site plan that identifies, for example, some or all of the following information:

- i. the number, type and approximate size of existing trees and shrubs;
- ii. trees and shrubs proposed for preservation;
- iii. the number, type and approximate size of proposed trees and shrubs; and
- iv. proposed ground cover.

It is also proposed include a policy enabling the establishment of criteria and standards for landscaping (subdivision and individual lots), outdoor storage, and property maintenance in the updated Municipal Plan.

The second approach to creating an attractive town is to encourage citizen involvement. Taking the lead to garner resident support to compete in the annual 'Tidy Town' competition hosted by Municipalities Newfoundland and Labrador has been successful a successful approach by Towns all across the

province. Another new initiative which, so far, has only three Provincial towns on board is 'Communities in Bloom'. Two of these towns, Bay Roberts and Grand Falls-Windsor, have achieved national recognition. The third town is Fogo. The objective is to enhance green spaces in communities.

It is proposed that the policy will endorse the value of community-based initiatives and provide policy direction for the Town to promote and facilitate these kinds of programs.

4.3.2 Development Design Guidelines

The purpose of Development Design Guidelines is to support the goals of the Town of Happy Valley-Goose Bay of building a liveable community by enhancing the visual appearance and incorporate Smart Growth principles into the design of new development. The intent is to promote orderly and compatible development by implementing a high standard of attractive and functional building design.

The objective is to provide design guidelines that:

1. Provide criteria to achieve a high standard of building design, land use compatibility and site aesthetics that promote neighbourhood cohesiveness;
2. Encourage development scheme proposals to provide a mix of housing forms, choices, densities and affordability for residents of all ages around a neighbourhood hub;
3. Integrate the proposed Development Scheme Areas in a manner that is cohesive with the existing community and the future objectives of the Town;
4. Ensure a high standard of community aesthetics, such as landscaping, planting of trees, creation of open spaces, providing pedestrian mobility, minimizing site signage;
5. Facilitate more fiscally sustainable forms of development through efficient growth patterns;
6. Promote a neighbourhood environment that focuses on social interaction and pedestrian mobility;
7. Encourage development densities that can support community land uses over the long term;
8. Reinforce the rural atmosphere of Happy Valley-Goose Bay by extensive use of landscaping and general 'greening' of both residential commercial sites and protecting the local sense of place by retaining natural features and vegetation,
9. Facilitating the traditional mixed age community by allowing for the needs of all ages, and maintaining local history through the use of architectural design elements
10. Facilitate pedestrian street-friendly scale neighbourhood commercial development by reducing building setbacks to property lines, bringing stores closer to the street, providing for more shade areas, rest benches and amenity areas, creating more streetscape visual appeal, and making parking lot areas safer.

It is proposed that the Municipal Plan policy will contain development standards that will allow for densities and setbacks that will achieve a more cohesive streetscape. It is further proposed to include policies that will enable the Council to provide Building Design Guidelines in the Development Regulations to be used in the review of development applications. This will provide the Town with options for design possibilities that can be negotiated with the developer in order to encourage creative and attractive buildings with street appeal.

4.4 Comprehensive Transportation

4.4.1 Transportation Plan

TBD- is there an overall traffic-related transportation plan?

4.4.2 Community Connectivity: Active Transportation and Off-Road Vehicles

Key factors that tip people's choices toward active transportation modes are:²⁷

- Transportation planning and design: street networks that efficiently connect trip origins and destinations, including a street grid pattern, and safe infrastructure such as vehicle-separated pedestrian and bike routes and safe crossings; and,
- Community land use and design: short distances for daily trips, which occur in areas with higher building density and greater mix of land uses.

An Active Transportation Study was prepared by the Town in 2017. The results of a survey undertaken as part of this study indicated that 94% of respondents did not walk or cycle, although 35% were somewhat comfortable, and 18% were comfortable, undertaking these activities.

The main barriers to participation were:

- lack of facilities (28%);
- road safety (20%);
- bike infrastructure (17%); and,
- ATVs on trails (12%).

Most respondents indicated that they walk for health reasons. Most respondents indicated a 'low level of safety and accessibility' of trails; they recommended improvements included:

- routing (connectivity);
- safety measures; and,
- bike infrastructure.

The key findings of the report were:

1. Lack of pedestrian amenities (i.e. lack of sidewalks, crosswalks, narrowness of the roads, lack of lighting, sand build-up) which can cause numerous safety risks;
2. Lack of safe active transportation infrastructure surrounding the schools. Parents do not feel comfortable allowing their children to walk/bike to school;
3. Participants suggested that ATV users need to be given their own exclusive space so that they will not feel as inclined to use the walking trails;
4. Participants noted a lack of safe areas to walk, as well as, a lack of sidewalks, crosswalks, lighting and poor trail maintenance;

²⁷ <https://planh.ca/take-action/healthy-environments/built-environments/page/active-transportation>

5. Accessibility for seniors and those living with mobility issues was a concern raised as many areas along the bike/ walking trail have sand build up, cracked pavement, and ATV's driving on the paved portion of the trail; and,
6. Many participants felt that the blockage of easements on many roads/properties was one of the contributing factors to the increased number of ATV's on the roads

It is proposed that the updated Municipal Plan will contain policies which direct Council to consider connectivity when reviewing subdivision and development applications. New policies will encourage continued work towards planning trail systems that will address the issues identified in the Active Transportation study, particularly the pedestrian/ATV conflict. Policies will encourage developing a strategy to deal with ATV use on roads and the need for an ATV trail system which could include finding a way to share existing corridors – streets or trails – or developing new linkages.

Issues related to multi-transportation use of streets is discussed further in section 4.4.3, Complete Streets.

4.4.3 Complete Streets

Complete Streets is an approach to street design that strives to accommodate all transportation modes including walking, cycling and transit and driving.²⁸ They help create more liveable neighbourhoods that encourage people to travel by foot, bicycle and transit by:

- Improving safety and accessibility for all road users;
- Providing infrastructure for a range of transportation options;
- Providing attractive streetscapes and public spaces; and,
- Promote economic well-being of both businesses and residents.

The most recent source of 'best practices' for complete streets can be found in a report prepared in 2018 for the City of St. Albert, AB.²⁹ They found that many cities across North America apply Complete Streets Guidelines to add flexibility in roadway design practices. The consultants for the report reviewed the Canadian cities of Calgary, Edmonton, and Toronto, which all have Complete Streets, plus two other Canadian cities have also developed similar Complete Street documents, and Airdrie's Complete Streets Toolbox, and the Regional Municipality of Waterloo's Context Sensitive Regional Transportation Corridor Guidelines. The noted that the following American cities have also incorporated complete street design into their Street Design Manuals and Guidelines: New York City (2015), Boston (2013), Chicago (2013), Philadelphia (2013), and San Francisco (2010).

While these 'best practices' are located in large cities, the elements of a complete street design can be applied to the urban streets in a smaller town right down to the neighbourhood context. "A 'complete' street in a rural area will look quite different from a 'complete' street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road."³⁰ For example, in Happy

²⁸ City of Calgary Complete Streets Policy and Guide. City of Calgary website, 2018.

²⁹ St. Albert Complete Streets & Integration Plan Best Practice Review prepared by ISL Engineering and Land Services, 2018. <https://stalbert.ca/cosa/participation/complete-streets/>

³⁰ Grey Bruce Complete Streets Policy & Implementation Guide, 2015, Prepared by the Toronto Centre for Active Transportation & MMM Group Ltd. <https://www.tcat.ca/resources/complete-streets-policy-implementation-guide-for-grey-bruce/>

Valley-Goose Bay, the connectivity of all the trail systems, walking, cycling, snowmobile, ATV, all require some access to a street at some point. Setting the criteria for selecting streets to become a complete street will involve an assessment of the street for vehicular traffic and other motorized and non-motorized users who are sharing the same right-of-way depending upon the season. This initiative can build on the extensive work already undertaken by the Town with regard to active transportation (AT), trails and the Goose Bay Snowmobile Club.

Additional benefits include the potential to deal with the 'sand issue' by dealing with the off-road traffic that uses the side of the street and destroys roadside vegetation that would otherwise help to reduce this problem. It will also help to define access/egress to commercial properties in order to address public safety and streetscape beautification issues.

As part of the Best Practice Review, the common design elements to be expected inside Complete Streets Guidelines were compared. The table summarizing this review is included here to provide an appreciation of the elements to consider when developing a complete street policy.³¹

	Edmonton	Calgary	Toronto
Principles and Goals	<ul style="list-style-type: none"> • Vision • Intent • Principles • Applicability 	<ul style="list-style-type: none"> • Purpose 	<ul style="list-style-type: none"> • Vision • Goals • Applicability
Network Design	-	<ul style="list-style-type: none"> • Network Design Guidelines • Connectivity Indices 	-
General Road Design	<ul style="list-style-type: none"> • Travel Lane Width • Design Speed • Utilities 	<ul style="list-style-type: none"> • Travel Lane Widths • Design Speed 	<ul style="list-style-type: none"> • Travel Lane Widths • Design Speed
Pedestrians	<ul style="list-style-type: none"> • Sidewalk Zones • Curb Extensions • Pedestrian Crossings • Streetscape Amenities 	<ul style="list-style-type: none"> • Sidewalk Zones • Curb Extensions • Pedestrian Crossings 	<ul style="list-style-type: none"> • Sidewalk Zones • Pedestrian Crossings • Placemaking and Urban Realm • Utilities, Maintenance, and Operations
Cyclists	<ul style="list-style-type: none"> • Shared Use Roadway • Bike Boulevards • Bike Lanes • Buffered Bike Lanes • Cycle Tracks 	<ul style="list-style-type: none"> • Shared Use Roadway • Bike Lanes • Buffered Bike Lanes • Cycle Tracks • Multi-use Pathways 	<ul style="list-style-type: none"> • Key Cycling Elements
Transit	<ul style="list-style-type: none"> • Bus Stop Location and Accessibility • Bus Stop Amenities • Transit Priority Measures • Integration with Cycling Facilities 	<ul style="list-style-type: none"> • Transit Network Design • Transit Priority • Transit Stop Design 	<ul style="list-style-type: none"> • Key Transit Elements
Goods Movement	<ul style="list-style-type: none"> • Designing for Goods Movement 	-	-

³¹ St. Albert Complete Streets & Integration Plan Best Practice Review prepared by ISL Engineering and Land Services, 2018.
<https://stalbert.ca/cosa/participation/complete-streets/>

	Edmonton	Calgary	Toronto
Intersections	<ul style="list-style-type: none"> • Bikeways at Intersections • Example Intersection Illustrations 	<ul style="list-style-type: none"> • Intersection Corners • Roundabouts 	<ul style="list-style-type: none"> • Accessibility and Universal Design • Intersection Corners • Cyclists at Intersections • Transit at Intersections • Intersection Signals and Controls
Green Infrastructure	-	<ul style="list-style-type: none"> • Green Infrastructure and LID 	<ul style="list-style-type: none"> • Key Green Infrastructure Elements
Traffic Calming	<ul style="list-style-type: none"> • Examples of Traffic Calming 	<ul style="list-style-type: none"> • Examples of Traffic Calming 	<ul style="list-style-type: none"> • Examples of Traffic Calming
Road Classification	<ul style="list-style-type: none"> • Identifying Street Type 	<ul style="list-style-type: none"> • New Classification System • New Street Types 	<ul style="list-style-type: none"> • Use of Overlays • New Street Types
Implementation	<ul style="list-style-type: none"> • Priority Network Maps • Example Cross-sections • Bylaws/Policy Amendments • Education and Outreach • Update Design Standards 	<ul style="list-style-type: none"> • Standards • Bylaws and Policy • Monitoring • Processes • Education 	-

The following graphic is a ‘before and after’ example in a rural community (Haliburton) from the Healthy Communities website:³²



York St, Haliburton, before streetscape



York St, Haliburton, after streetscape

³² Walk and Roll: Making Active Transportation Work in Small, Rural Communities. Wednesday, 22 February 2017. Healthy Communities Link website. <http://www.hclinkontario.ca/blog/entry/walk-and-roll-making-active-transportation-work-in-small-rural-communities.html>

It is proposed that the updated Municipal Plan will include policies that will enable the development of complete street strategy and design standards that are adapted for the size and setting of Happy Valley-Goose Bay, and allow for the implementation of the design on a street by street basis.

4.5 Affordable Housing

Affordable housing needs to be defined in order to develop effective Municipal Plan policies and land use and development controls in the Development Regulations.

In the review of other Municipal housing strategies, the Town of Lumby³³ provided the best summary of the 'housing continuum' that sets out the range of affordable housing needs – from the homeless, to those with complex needs issues, fixed income households, through to market affordability for the average working household.

THE HOUSING CONTINUUM (Adapted from Town of Lumby)				
TYPE			LEVEL OF GOVERNMENT ASSISTANCE	
NON-MARKET	EMERGENCY SHELTERS	Generally short stays as people move to next steps; Providers: Government, Non-profit housing providers & faith-based organizations;		HIGH
	TRANSITIONAL HOUSING	Offers stable housing between Shelter and more permanent housing Providers: Government, Non-profit housing providers & faith-based organizations;		
	SUPPORTIVE HOUSING	Offer permanent housing in purposed-designed buildings or in scattered sites with ongoing supports for people who are not able to live independently Includes seniors-assisted housing; Providers: Government, Non-profit housing providers & faith-based organizations;		
	SOCIAL HOUSING	Social or subsidized housing required ongoing government subsidies to reduce rents for low- and moderate-income households; Usually operated by non-market housing providers or government		
MARKET	LOW-END RENTAL HOUSING	Housing subsidized by capital grants for moderate income or 'workforce' households; may include low-income households		
	RENTAL ASSISTANCE	Rental assistance program (NLHC)		
	MARKET RENTAL HOUSING	Private housing makes up most of rental housing; includes subsidiary apartments		
	AFFORDABLE HOME OWNERSHIP	Fee simple, strata ownership, shared equity ownership (condominium) includes entry-level home ownership programs offered by governments, financial institutions and governments		MODEST

³³ Affordable Housing Initiative, Village of Lumby, 2017. <https://www.lumby.ca/content/affordable-housing-initiative>

There are many issues influencing affordable housing that are outside the Municipal land use plan scope. However, land use and building controls can affect the range of housing choice and cost.

A recent scan (2017) of leading practices in affordable housing stated “...There is a significant amount of literature describing affordable housing approaches [but] ... there is very little evidence demonstrating the effectiveness of various Municipal affordable housing measures, let alone small community measures.³⁴ The researchers identified several ‘keys to success’ for local governments and these are broken down into 3 categories as outlined below. The second and third approaches, ‘partnering for land’ and ‘capacity building’ are optional for local governments and their true success requires the participation of the such partners as a Community Land Trust, Land owners, Senior Governments, Housing Organizations, Co-op Housing Groups, Developers and possibly others.

Keys to Success	
Municipal Tools	<ul style="list-style-type: none"> • Inclusionary zoning and density bonus • Intensification and tenure through rezoning • Reducing costs by streamlining approvals and other incentives • Short-term rentals regulations • Covenant tools
Partnering for Land, Financing	<ul style="list-style-type: none"> • Land: Municipal land and land trusts; NPO land • Financing: Housing fund - employee works and service charges or levy; Alternative Capital; Design and Operations savings
Capacity Building for Organizations and the Community	<ul style="list-style-type: none"> • Housing organization and growing capacity • Housing strategy • Communication and education

The following explanations of each tool are adapted for the Scan report.³¹

- *Inclusionary zoning and density zoning:* (These tools apply to new development)
 - Inclusionary zoning requires a developer to contribute to below market cost housing units (directly through building or through funding) triggered as part of a rezoning for a development.
 - Density bonus policy is an incentive that allows increased development potential as long as affordable housing is included. The number of affordable units created is often based as a percentage of market units (e.g. 10-20%). (Note that in the Washington Area ‘Toolkit’ they recommend ‘inclusionary zoning’ to be compulsory in larger subdivisions.³⁵
- *Intensification through rezoning:* Rezoning properties for density or flexible housing uses is one of the fastest ways to access land for new housing. Secondary suites (attached or detached), zoning for rental buildings, smaller lots, lot subdivisions, stratification or residential atop commercial all increase the supply of housing, often on a fixed footprint of land.

³⁴ A Scan of Leading Practices in Affordable Housing, 2017. Building Knowledge and Capacity for Affordable Housing in B.C. Small Communities. Centre Sustainability Research Studies Whistler (funded by B.C. Housing Research Centre).

³⁵ Toolkit for Affordable Housing. Washington Area Housing Partnership.

- *Reducing costs by streamlining approvals and other incentives:* As planning and approval processes can add to the cost of developing housing, it makes sense that streamlining these processes for affordable housing projects will reduce costs. (Other incentives to encourage development may include funding support for secondary suite development or other types of land intensification).
- *Short-term nightly rental regulations:* Short-term nightly rentals (fewer than 30 days) are part of a broader trend of sharing assets. Regulating short-term rentals through zoning and other tools as well as through enforcement is one way to reduce the impact on the existing stock of long-term rentals. Leading practices to protect affordable housing supply includes full bans on short-term rentals, or limiting them to primary residence single detached dwelling units. Both approaches require enforcement through Municipal ticketing.
- *Covenant tools:* This is a tool used in British Columbia whereby a covenant is registered on the land title of properties can restricting what an owner can do on the lands, and/or allow or restrict an activity to the effect of benefiting the local or Provincial government. In Newfoundland and Labrador, the use of land obtained from Crown lands may be restricted in terms of use according under the Lands Act, 1999; however, the range of uses is limited. This option would require more investigation to fully understand the legal context in this province.
- *Municipal land and land trusts:* Access to low-cost land for affordable housing is critical. This approach considers land that is acquired by a Municipality or a non-profit organization (e.g. a land trust) at a low cost to hold for the benefit of affordable housing. Property for affordable housing is typically acquired through donations or grants of land from sources such as the Provincial government.
- *Non-profit owned land:* Some land in communities is owned by non-profit organizations or faith-based groups. These organizations may be able to make land available for affordable housing.
- *Housing Funds:* There are a number of mechanisms for Municipalities to raise funds for affordable housing and it is important that those funds are aggregated into a Housing Fund set up by a Municipality, regional government or housing organization. Funding can come from property taxes, works and service charges for new development, or from cash-in-lieu contributions from developers using a density bonus or rezoning agreement.
- *Design and operational savings:* The design and construction of housing can reduce the investment required for housing as well as the operational costs on an ongoing basis (i.e., energy efficiency). Lot sizes, dwelling size/density, the use of common spaces and smart design all impact costs. Construction savings can be achieved by using modular housing or prefab housing.
- *Housing Strategy:* An affordable housing strategy recognizes and quantifies an affordable housing shortage (housing needs assessment) and then recommends a series of approaches to reduce the shortage. Communities that have undertaken such strategies have generally been more proactive in addressing the shortage. Developing a housing strategy with a range of stakeholders and community members helps to develop the relationships, roles, partnerships and trust that will ultimately help in the delivery of affordable housing.
- *Engagement and Communication:* Generating support for affordable housing planning, development and operation activities is critical to successful delivery. Good engagement and communication bring important stakeholders along for the affordable housing planning and development journey and helps to make them promoters of affordable housing, but it can be easier said than done.

Additional considerations garnered from other best practice reviews and affordable housing policies included in official plans include:

- *Rent restrictions:* Whistler has successfully employed rent restrictions through the use of housing agreements since 1997. Canmore and Victoria are just beginning to utilize rent restrictions and only in a few projects.³⁶
- *Definitions:* These are needed to implement the policy so that the Town and Developers can calculate the impact of the affordable housing initiatives and ensure 'buy-in'.
For example, in the Official Plan for North Grenfell, the following definitions were provided:³⁷
 - a) Affordable Ownership Housing will mean either one of the following:
 - i. Housing for which the purchase price results in annual accommodation costs which do not exceed 30% of gross annual household income for Low - and Moderate-Income Households; or
 - ii. Housing for which the purchase price is at least 10% below the average purchase price of a comparable resale unit in the regional market area.
 - b) Affordable Rental Housing will mean either one of the following:
 - i. A unit for which the rent does not exceed 30% of gross annual household income for Low - and Moderate-Income Households; or
 - ii. A unit for which the rent is at or below the average market rent of a unit in the regional market area.
 - c) In the case of Affordable Ownership Housing, Low – and Moderate-Income Households will generally mean those households with incomes in the lowest 60% of the income distribution for the regional market area. Affordable Ownership Housing would be housing for which the purchase price is at least 10% below the average purchase price of a comparable resale unit in the regional market area.
 - d) In the case of Affordable Rental Housing, Low - and Moderate-Income Households will generally mean those households with incomes in the lowest 60% of the income distribution for renter households for the regional market area. Affordable Rental Housing would be rents at or below the average market rent of a unit in the regional market area.
- *Infill development for affordable housing*³⁸ – would require an 'infill zone' that would have special development standards that allow for greater flexibility than the 10% variance restriction applied to development standards in all other zones;

It is proposed that the updated Municipal Plan will contain policies which will:

- enable the establishment of a multi-stakeholder group for the purpose of developing a housing strategy;
- provide flexibility in the zoning and development standards to allow Council, at its discretion, to consider:
 - higher density developments in a wider range of zones than in the current plan;
 - reduce minimum lot sizes and dwelling sizes;

³⁶ Review of Best Practices in Affordable Housing. Prepared by Tim Wake for Smart Growth BC.

³⁷ Municipality of North Grenville Official Plan.

<https://www.northgrenville.ca/.../OfficialPlanReview/OfficialPlanApril2018Version.pdf>

³⁸ Toolkit for Affordable Housing. Washington Area Housing Partnership.

- empower Council to require inclusionary development and negotiate density bonuses as part of the new subdivision development;
- enable the establishment of a Housing Fund; and,
- recognize the opportunity to acquire Crown lands under the 'Enhanced Access to Crown Lands for Municipalities' for the purpose of affordable housing.

PRELIMINARY DRAFT FOR DISCUSSION

APPENDICES

PRELIMINARY DRAFT FOR DISCUSSION

APPENDIX A: SOURCES

➤ Documents

A Scan of Leading Practices in Affordable Housing, 2017. Building Knowledge and Capacity for Affordable Housing in B.C. Small Communities. Centre Sustainability Research Studies Whistler (funded by B.C. Housing Research Centre).

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➤ **Interviews:**

- 5 Wing Goose Bay
- Goose Bay Airport Corporation
- Labrador Affairs Secretariat, Executive Council, Government of Newfoundland and Labrador
- Labrador North Chamber of Commerce
- Mr. Geoff Goodyear, Rotary Club
- Newfoundland and Labrador Hydro, local representative
- Nunatsiavut Group of Companies, Tom Lyall
- Town of Happy Valley-Goose Bay staff and council
- Vale (Voisey's Bay) representative
- Wyman Jacque (former Town Manager) Torngait Services Inc.
- Neil Parrott, N. E. Parrott Surveys Ltd
- Doug Foster, former Director of Planning
- Representatives of the private business sector

APPENDIX B: EXAMPLE OF AN INDIGENOUS STRATEGY FROM CITY OF SURREY

PRELIMINARY DRAFT FOR DISCUSSION

**EXAMPLE OF AND APPROACH TO A MULTI-CULTURAL STRATEGY
EXCERPTS FROM
SURREY URBAN ABORIGINAL SOCIAL INNOVATION PROJECT.**

Phase 1: Develop a deeper understanding of the urban Indigenous experience in Surrey: “All Our Relations” report released in May 2016.

Phase 2: The Strategy – developed from a multi-stakeholder Solutions Workshop, October 2016 consisting of 5 (five) Strategic Objectives with goals and strategies.

STRATEGIC OBJECTIVE 1:

CREATE AND STRENGTHEN PARTNERSHIPS THAT WILL BENEFIT URBAN INDIGENOUS PEOPLE.

Goal #1: Improve the relationship between Semiahmoo, Katzie, Kwikwetlem, Kwantlen, Qayqayt, and Tsawwassen First Nations and the Surrey Urban Indigenous Leadership Committee.

Strategy: Convene a Protocol Working Group.

Strategy: Open invitation to any representative appointed by any of the Semiahmoo, Katzie, Kwikwetlem, Kwantlen, Qayqayt, and Tsawwassen First Nations to sit ex-officio on the Urban Indigenous Leadership Committee or any of its sub-committees or working groups.

Strategy: Extend an invitation to develop a Memorandum of Understanding between the Leadership Committee and each of the First Nations.

Goal #2: Formalize the Surrey Urban Indigenous Leadership Committee

Strategy: Approve a revised term of reference.

Strategy: Seek operational funding from a variety of sources. For example, the Vancouver Foundation, Vancity Community Foundation, United Way, INAC, etc.

Strategy: Meet regularly and invite delegations from the community-at-large to present and seek input or collaboration.

Goal #3: Strengthen the relationship with the City of Surrey.

Strategy: Continue to have a City representative on the Urban Indigenous Leadership Committee.

Strategy: Continue to seek funding and partnerships by leveraging City relationships.

Strategy: Actively support and give guidance to City initiatives to build awareness of urban Indigenous matters.

Strategy: Actively support City initiatives in order to incorporate urban Indigenous perspectives into City policy, programs and planning.

Goal #4: More opportunities for learning between Indigenous organizations and non-Indigenous organizations.

Strategy: Seek opportunities for Indigenous and non-Indigenous organizations to attend or co-host professional development workshops together.

Strategy: Present the Social Innovation Strategy to the Surrey Board of Trade and other associations and groups

Goal #5: More community partnerships, collaboration and more connections between Indigenous and non-Indigenous organizations.

Strategy: Host an annual event that highlights collaboration and partnerships.

STRATEGIC OBJECTIVE 2:

EXPAND THE URBAN INDIGENOUS LEADERSHIP CAPACITY IN SURREY.

Goal #6: Identify and cultivate more Indigenous people to take on leadership roles within Indigenous and non-Indigenous organizations in Surrey.

Strategy: Partner with educational institutions and/or non-profits that provide leadership training to develop and implement an urban Indigenous leadership program.

Strategy: Create mentorship opportunities so that emerging Indigenous leaders can connect with experienced community leaders.

Goal #7: More Indigenous people serving as directors of community organizations, on city committees, and other boards.

Strategy: Request community organizations to dedicate a seat for an Indigenous person on their board of directors.

Strategy: Place graduates of the urban Indigenous leadership program onto community boards or committees.

Strategy: Offer non-profit director training for Indigenous organizations and potential leaders.

Strategy: Seek Indigenous representation for city committees.

Goal #8: Recognize urban Indigenous leadership in Surrey.

Strategy: Create a leadership award that is presented to an urban Indigenous person, urban Indigenous organization, or successful program that provides services to urban Indigenous people.

Goal #9: Policy and programs reflect the urban Indigenous community in Surrey.

Strategy: Welcome delegations seeking policy advice and input to attend Urban Indigenous Leadership Committee meetings.

Strategy: Seek a Métis representative for all sub-committees or working groups of the Urban Indigenous Leadership Committee.

Goal #10: Indigenize public spaces.

Strategy: Partner with the City of Surrey to increase Indigenous art in City Hall, city-owned buildings and public spaces.

Strategy: Advocate for the City of Surrey to consult local Coast Salish First Nations on appropriate ways to recognize their connections to the land (e.g. – signage and designation of heritage sites etc.)

STRATEGIC OBJECTIVE 3:

IMPROVE AND GROW PROGRAMS AND SERVICES FOR URBAN INDIGENOUS PEOPLE

HOUSING

Goal #11: Increase culturally appropriate services for Indigenous homeless people.

Strategy: Identify best practices for the provision of culturally appropriate services for Indigenous people who are homeless or at-risk of homelessness.

Goal #12: Develop an accurate picture of Indigenous homelessness in Surrey.

Strategy: Participate in the Metro Vancouver homeless count.

Strategy: Complete a needs assessment to determine how to improve services to Indigenous homeless people.

HOUSING

Goal #13: More appropriate and affordable Indigenous-run housing options serving the diverse needs of the community.

Strategy: Lobby all levels of government for more housing units and more diversified housing systems for the urban Indigenous population.

Strategy: Document innovative best practices of sustainable housing solutions from other jurisdictions.

EMPLOYMENT

Goal #14: Increase opportunities for career progression (Low wage to higher wage).

Strategy: Work with large employers in the city to create career development opportunities for urban Indigenous people.

Goal #15: More youth participating in education and training that leads to employment.

Strategy: Work with Surrey Schools to identify opportunities to overcome youth education and training challenges.

Strategy: Engage university partners (for example SFU Radius) to investigate ways to support urban Indigenous entrepreneurs in Surrey.

EDUCATION

Goal #16: Expand programs that assist Indigenous adults to complete a high school degree.

Strategy: Advocate for the province to reinstate a new and improved version of Adult Basic Education programs.

Goal #17: More urban Indigenous people from Surrey attending post-secondary institutions in Surrey.

Strategy: Partner with post-secondary educational institutions to develop strategies to achieve this goal.

Goal #18: Strengthen and expand culturally sensitive programs and services that support Indigenous youth to graduate from high school.

Strategy: Work with Surrey Schools to explore opportunities for the Urban Indigenous Leadership Committee to help achieve this goal.

Goal #19: Increase early literacy for Indigenous children.

Strategy: Partner with Surrey Libraries to increase utilization rates among Indigenous people.

Strategy: Expand programs that get age appropriate Indigenous books and stories into the homes of Indigenous families.

PUBLIC SAFETY

Goal #20: Increase police outreach to Indigenous youth.

Strategy: Create opportunities for police to collaborate with Indigenous youth leaders.

Strategy: Work with Surrey Schools to increase positive interactions between Indigenous youth and police.

Goal #21: Improve the physical safety of Indigenous youth.

Strategy: Document barriers that limit Indigenous youth from accessing programs and services.

Strategy: Inventory existing programs and services targeted to Indigenous youth.

Strategy: Work with Surrey RCMP and others to develop a task force to address Indigenous youth physical safety issues.

Goal #22: Improve the physical safety of Indigenous women.

Strategy: Develop a report of best practices from other jurisdictions.

Strategy: Work with women's advocacy organizations to develop a strategy for improving the physical safety of Indigenous women.

Goal #23: Raise the profile of Murdered and Missing Indigenous Women and Girls in Surrey.

Strategy: Identify individuals that are willing to share their story.

Strategy: Host an annual event to raise the profile of Murdered and Missing Indigenous Women and Girls in Surrey

CHILDREN & FAMILIES

Goal #24: Strengthen and expand programs and services that focus on Indigenous children, youth and young families.

Strategy: Partner with MCFD to create an Indigenous Child task force to understand the root causes of Indigenous child poverty in Surrey and develop strategies for change.

Strategy: Work with MCFD to evaluate the effectiveness of resource deployment and utilization in Surrey.

Strategy: Advocate for more funding to increase programs for Indigenous children, youth and young families in Surrey.

Goal #25: More resources to support children that age out of care.

Strategy: Advocate for more funding to support Indigenous children that age out of care.

Strategy: Work with MCFD and others to determine best practices for supporting Indigenous youth aging out of care.

Goal #26: Increased food security for Indigenous families.

Strategy: Partner with Surrey/White Rock Food Action Coalition to pilot a "traditional foods" food bank or service.

Strategy: Develop a healthy eating or nutrition literacy type program or resources that can be used by organizations working with Indigenous families.

Goal #27: Increase Indigenous youth participation in sport.

Strategy: Partner with the Aboriginal Sport, Recreation and Physical Activity Council and/or City of Surrey Parks and Recreation to develop strategies for increasing Indigenous youth participation in sport in Surrey.

HEALTH

Goal #28: Create a wellness plan specifically targeted to the urban Indigenous population in Surrey.

Strategy: Compile and review existing health statistics for the Indigenous population in Surrey.

Strategy: Partner with post-secondary institutions and others to develop the objectives and methodology for a wellness plan (including research, community engagement, etc.)

GENERAL

Goal #29: Increase the awareness of Indigenous programs and services available to Indigenous individuals and families.

Strategy: Create a website, webpage or an app for Indigenous services and activities in Surrey.

Strategy: Ensure information on Indigenous programs and services offered in Surrey is easily accessible on the City's website.

Goal #30: More Indigenous people hired to work in non-Indigenous service organizations.

Strategy: Host an annual job fair.

Strategy: Provide co-op placements for participants in the urban Indigenous leadership program in non-Indigenous organizations.

Strategy: Encourage non-Indigenous organizations to actively recruit Indigenous students from KPU and SFU.

Goal #31: Service providers offering culturally appropriate programs and services.

Strategy: Seek a commitment from service organizations to complete a cultural competency training program.

Strategy: Seek a commitment from service organizations that they will endeavor to hire Indigenous people to deliver Indigenous programs.

Goal #32: Build an appropriate space (or spaces) for the Aboriginal community to gather.

Strategy: Convene a Working Group to explore options for construction or acquisition of appropriate spaces.

Goal #33: Create new Indigenous organizations or Indigenous led partnerships to address service gaps.

Strategy: Develop feasibility studies as directed by the Urban Indigenous Leadership Committee.

STRATEGIC OBJECTIVE 4:

INCREASE EDUCATION & UNDERSTANDING ABOUT THE URBAN INDIGENOUS COMMUNITY IN SURREY.

Goal #34: Media understands Surrey urban Indigenous issues and successes.

Strategy: Urban Indigenous Leadership Committee hosts an annual media awareness day.

Strategy: Urban Indigenous Leadership Committee issues press releases on topical issues in Surrey.

Strategy: Urban Indigenous Leadership Committee issues press releases to highlight achievement and success in the Indigenous community.

Strategy: Assign a member of the Urban Indigenous Leadership Committee to be a media liaison.

Goal #35: Greater understanding of First Nation and Métis experiences and opportunities to explore the meaning of reconciliation.

Strategy: Create a cross-cultural dialogues project.

Strategy: Create and deliver a Métis cultural competency training module.

Strategy: Create and deliver a First Nation cultural competency training module.

Goal #36: Individuals have the opportunity to learn about the history of residential schools.

Strategy: Host Orange Shirt Day in cooperation with the City of Surrey.

Strategy: Partner with the City of Surrey to host a Truth and Reconciliation Commission event.

Strategy: Partner with Surrey Libraries to bring in authors and speakers that can share First Nation and Métis experiences of Indian Residential Schools.

Goal #37: More First Nation and Métis cultural events and celebrations in Surrey.

Strategy: Expand Louis Riel Day activities.

Strategy: Investigate the potential to host North American Indigenous Games or other Indigenous sporting events in Surrey.

Strategy: Lead and coordinate National Indigenous Day events.

Strategy: Participate in other cultural events and celebrations as requested.

Goal #38 Combat negative stereotypes and discrimination in the City.

Strategy: Develop and implement an anti-racism campaign.

Strategy: Seek support from Surrey Board of Trade to promote cultural competency training for members.

Strategy: Seek commitment from Surrey Schools, RCMP, the City of Surrey and others to complete cultural competency training.

Strategy: Partner with the City of Surrey to increase the visibility of traditional Coast Salish place names.

Strategy: Create opportunities for visual representations of reconciliation.

Goal #39: Raise the profile of First Nation and Métis people in the City.

Strategy: Invite all local MLA's and MP's and promote awareness of the urban Indigenous population in Surrey, the All Our Relations Social Innovation Strategy and the work of the Urban Indigenous Leadership Committee.

Strategy: Host a workshop at the C2U Expo Community Jam 2017.

Strategy: Host an annual fundraising benefit for an Indigenous program.

STRATEGIC OBJECTIVE 5:

INCREASE FUNDING FOR URBAN INDIGENOUS PROGRAMS AND SERVICES.

Goal #40: Urban Indigenous people from Surrey have more control over the program design of services for the urban Indigenous population in Surrey.

Strategy: Develop partnerships between Indigenous organizations and also between Indigenous and non-Indigenous organizations to access new funding sources.

Strategy: Invite government and other funders to seek advice and guidance from the Urban Indigenous Leadership Committee on urban Indigenous funding priorities in Surrey.

Strategy: Invite government and other funders to commit to transparency with regards to the allocation and effectiveness of funds earmarked for urban Indigenous people, programs and services in Surrey.

Strategy: Offer training (like program design and proposal writing) to support the capacity of Indigenous individuals, organizations and groups to access funding.

Strategy: Seek urban Indigenous representation on non-profit boards, funding review committees, and other project teams.

Goal #41: Greater levels of funding and diversity of programs, and services in Surrey.

Strategy: Meet and lobby the Minister of Aboriginal Relations and Reconciliation, The Minister of Children and Family Development (MCFD), the Minister of Indigenous Affairs, and any other minister or foundation that provides funding for urban Indigenous services and programs.

Strategy: Continue to use the "Profile of the Aboriginal Population in Surrey" report to make the case for increased funding for urban Indigenous programs and services.

Strategy: Explore the possibility of partnerships with local Coast Salish First Nations for service delivery options that span on-reserve and off-reserve communities.

Goal #42: More effective use of existing funding for Indigenous children and families.

Strategy: Partner with MCFD to create an Indigenous child task force to understand the root causes of Indigenous child poverty in Surrey and develop strategies for change.

Strategy: Work with MCFD to evaluate the effectiveness of resource deployment and utilization in Surrey.

Strategy: Advocate for more funding to increase programs for Indigenous children, youth and young families in Surrey.

PRELIMINARY DRAFT FOR DISCUSSION