

**Town of Happy Valley-Goose Bay
Municipal Plan
2018-2028**



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URBAN AND RURAL PLANNING ACT, 2000

RESOLUTION TO ADOPT

TOWN OF HAPPY VALLEY-GOOSE BAY

MUNICIPAL PLAN, 2018-2028

Under the authority of Section 16 of the *Urban and Rural Planning Act (2000)*, the Town Council of Happy Valley-Goose Bay adopts the Town of Happy Valley-Goose Bay Municipal Plan, 2018-2028.

The Municipal Plan, 2018-2028 was adopted by Town Council of Happy Valley-Goose Bay on the 27th day of October, 2020.

Signed and sealed this 16 day of June, 2021.

Mayor: Wally Anderson

Town Clerk/Manager: A. B. Diller

(Town Seal)

CANADIAN INSTITUTE OF PLANNERS (MCIP) CERTIFICATION

I certify that the Town of Happy Valley-Goose Bay Municipal Plan, 2018-2028 has been prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000* of the Province of Newfoundland and Labrador.

Anna Myers

Anna Myers, Member of Canadian Institute of Planners (MCIP)



URBAN AND RURAL PLANNING ACT, 2000

RESOLUTION TO APPROVE

THE TOWN OF HAPPY VALLEY-GOOSE BAY

MUNICIPAL PLAN, 2018-2028

Under the authority of section 16, section 17 and section 18 of the *Urban and Rural Planning Act 2000*, the Town Council of Happy Valley-Goose Bay:

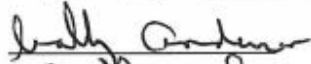
1. adopted the Municipal Plan, 2018-2028 for the Town of Happy Valley-Goose Bay on the 27th day of October, 2020.
2. gave notice of the adoption of the Municipal Plan, 2018-2028, for the Town of Happy Valley-Goose Bay by advertisement according to the Planning Circular from the Department of Environment, Climate Change and Municipalities by posting the Notice on the Town website, at the Town Hall and buildings and circulated the Notice on the Town social media accounts for 30 days.
3. set the 20th day of November, 2020 for the submission of public hearing objections and submissions.

Now under the authority of Section 23 of the *Urban and Rural Planning Act 2000*, the Town Council of Happy Valley-Goose Bay approves the Municipal Plan, 2018-2028, for the Town of Happy Valley-Goose Bay, as amended:

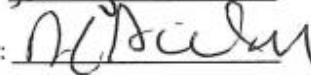
- according to the following recommendation of the Commissioner's report dated January 6, 2021, as follows:
 - Edit the Table of Contents to ensure a consistent font is being used on comparable levels of text (Recommendation #4);
- according to the Section 24, Urban and Rural Planning Act, 2000 review, as follows:
 - In 2.1.3.1 (4), the addition of: "and W.R. 96-1-Policy for Flood Plain Management";

SIGNED AND SEALED this 10 day of June, 2021.

Mayor:



Town Clerk/Manager:



Municipal Plan/Amendment	
REGISTERED	
Number	_____
Date	_____
Signature	_____

(Town Seal)

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1.0 INTRODUCTION

1.1 The Purpose of the Municipal Plan and Community Vision

The purpose of the Municipal Plan is to enable the community to pursue sustainable choices to meet the environmental, economic, social, cultural and quality of life needs and desires of local residents, today and tomorrow. This updated Plan provides an up to date, future-looking comprehensive policy framework to influence, manage, and regulate future growth and change in the Town of Happy Valley-Goose Bay.

The Town of Happy Valley-Goose Bay initiated the Municipal Plan Review as one step to build on its' new Vision as set out the Town's Strategic Plan:

'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 Municipal Plan incorporates policies to assist the Town implement the strategic directions to achieve this Vision (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; and,
- **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.

These strategic directions mirror the Town's commitments under the Integrated Community Sustainability Plan (ICSP). As well, the Town has pursued many successful local development projects and conducted valuable research on Municipal issues over recent years. These have been reviewed and incorporated into this Municipal Plan Review. Key themes arising from this background reinforce the functional identity of the Town:

- *As a Transportation and Servicing Hub:* by developing policies to support the continued development of the Goose Bay Airport, the port, and the highway networks serving the region and Labrador;
- In supporting the *Resource Development Industry* including energy, mining and mineral exploration, forestry, and fisheries;

- To prioritize *Sustainable Development* by balancing the need for industrial and business development with a commitment to protecting the environment and rural resources of the community; and,
- To encourage *Health and Wellness* with the development of a new Labrador YMCA Wellness Centre that ensures accessibility, wellness, inclusion, as well as a gathering place for the community.

1.2 Authority

The Municipal Plan and Development Regulations are legal documents created under the authority of the *Urban and Rural Planning Act, 2000*. The policies and development requirements contained in the documents and mapping are binding upon the Town Council, residents, and on any person undertaking a development within the Municipal Planning Area boundary (Section 12 of the Act).

The Municipal Plan guides the future growth and physical improvement of the Town by identifying locations and policies for various types of land use development. These are shown on the Future Land Use maps found in Appendix A.

The Municipal Plan authorizes Council to prevent the undertaking of any development that contravenes a policy stated in the Municipal Plan.

The *Urban and Rural Planning Act, 2000* requires the preparation of Development Regulations to ensure that land is controlled and used in compliance with the Plan (Section 35); these form a separate companion document to the plan. The Development Regulations enable the Council to administer the policies of the Municipal Plan.

The Municipal Plan provides the policy foundation for the Development Regulations. They provide development control standards, more refined land use zoning within the land use designations, and criteria for the evaluation of subdivision and development permit applications.

The 2008 Municipal Plan is repealed and replaced by the Municipal Plan (2018-2028). It comes into legal effect upon publication of the notice of registration in the Newfoundland and Labrador Gazette.

1.3 The Planning Process

The process for preparing a plan is set out in Part III of the Act (Sections 14 – 25) which must be undertaken by a certified planner in good standing with the Canadian Institute of Planners.

A comprehensive Background Report was prepared to inform the Municipal Plan review (note that the Background Report is not a legal document). The Background Report for the Town of Happy Valley-Goose Bay can be found in Appendix B. It provides the key findings of statistical research, community site visits and discussions with the Town, Provincial agencies and community representatives, including public consultation. The Background Report contains a review of land use, development and

infrastructure servicing issues and a socio-economic profile of the Town of Happy Valley-Goose Bay. As well, a detailed analysis was undertaken of the 2008 planning documents and mapping. The Background Report contains a summary of the outcome of public consultations which are required under the Act. This information provides the foundation for preparation of this plan update.

Several consultations were completed, including two public consultations, several meetings with the Town Planning and Development Committee and Council, as well as numerous stakeholder interviews (in-person and by other methods of communication) as well as in-depth discussions with Town staff. The level of effort in the consultation process meets the requirements of Section 14 of the Act. The planning documents and maps were widely circulated online and copies were made for Council and staff. Upon completion of the review and comment phase, Council accepts (by Resolution) the draft Plan and Development Regulations and recommends submission to the Provincial government for (Section 15) review and release from Provincial legislative and regulatory requirements. Upon release, Council adopts the Plan and Development Regulations and then there is further opportunity for public input through a formal Public Hearing chaired by a qualified Commissioner appointed by Council to consider objections and representations from the public, either opposing or in favour of the Municipal Plan. The Commissioner formally reports his or her findings to Council as a result of the public hearing. Council may adopt the Commissioner report in whole, in part or reject the report in its entirety.

Council can then approve (by Resolution) the Municipal Plan and Development Regulations, and apply to the Minister of Municipal Affairs and Environment for registration. Upon registration, the Council arranges for a notice to be published in the Newfoundland and Labrador Gazette which becomes the date of legal effect. A notice must also be published in a local newspaper to inform the public.

Amendments can be made to the Municipal Plan and Development Regulations at any time. Amendments must follow the procedure (sections 14-25) set out in the *Urban and Rural Planning Act, 2000* (section 25). Note that a *Resolution of Council alone* cannot amend (or circumvent) a requirement contained in the Municipal Plan or Development Regulations.

The Municipal Plan must address the development of the Municipal Planning area for a 10-year period. The Municipal Plan must be reviewed every five years (section 28), and reviewed comprehensively again at 10 years.

1.4 Organization of the Plan

The Municipal Plan is organized into four chapters:

- Chapter 1 sets the legal context and the organization structure requested by Council.
- Chapter 2 sets out the goals, objectives and policies under the 5 (five) pillars of sustainability which represent overarching policies that potentially affect development in all land use zones.
- Chapter 3 sets out the goals, objectives and policies by land use classification (as required under Section 13 of the Act); and,
- Chapter 4 addresses the Implementation of the Plan.

The Future Land Use Map in Appendix A indicates the land use designations corresponding to the land use classes set out in the plan. The Background Report, which provides the community context and best practices research for the plan, is contained in Appendix B.

2.0 INTEGRATED COMMUNITY SUSTAINABILITY FRAMEWORK FOR THE PLAN

The 5 pillars of sustainability from Integrated Community Sustainability Plan, combined with the Town's Strategic Directions from the Strategic Plan, 2017 provide the framework for the overarching policies that potentially affect development in all land use zones, as follows:

1. Environment: Environmental Sustainability
 - Environmental Protection-Identifying what the Town wants to preserve;
 - Sustainable Development-Setting out how development and infrastructure renewal will be undertaken in an environmentally responsible manner; and
 - Natural Resource Management-Providing guidance for the use and conservation of natural resources within the planning area boundary.
2. Economic: Planning for Economic Vibrancy
3. Social: Quality of Life and Inclusivity
4. Cultural: Cultural and Heritage Protection
5. Governance: Municipal Leadership
 - a. Administration
 - b. Community Wide Land Use and Development

2.1 ENVIRONMENTAL SUSTAINABILITY

2.1.1 Goal

- (1) To protect the natural environment, including natural drainage systems, wetlands, wildlife, plant and fish habitats, and responsibly manage community-related and natural resource development for the health, aesthetic, economic and recreational benefit of the Town of Happy Valley-Goose Bay.

2.1.2 Objectives

The objectives for environmental sustainability include:

- (1) *Environmental Protection*: To establish policies for the protection of the natural environment, such as the soil, water, vegetation, air, wildlife habitats and ecosystem integrity. More specific policies are found in the Conservation Land Use Class (3.7);
- (2) *Sustainable Development*: To establish policies to enable sustainable development activities, such as, waste management, zero net runoff with respect to on-site storm water runoff, renewable energy production. More specific policies are found in the section on land use and development policies (3.1);

- (3) *Natural Resource Management*: To establish policies for the responsible management of natural resources, such as, forestry, mineral resources, wildlife and fish, water, agriculture. More specific policies are found in the Resource Land Use Class (3.9);

2.1.3 Environmental Sustainability Policies

2.1.3.1 Environmental Protection

It is the policy of Council to:

Municipal Stewardship Program

- (1) Undertake the regulatory commitments made under the Eastern Habitat Joint Venture Municipal Stewardship (EHJVMS) Agreement signed on June 22, 2004, whereby the Town committed to provide direct and indirect protection to the community wetlands and waterfowl habitat. These commitments are implemented as follows (this includes excerpts and paraphrased commitments from the Agreement):
- a. On the Future Land Use Designation map, the areas identified for protection in consultation with the Eastern Habitat Joint Venture Division will be designated as Environmental Protection and Environmental Protection-Management Unit, and the Development Regulations will incorporate the measures to meet the commitment of the Agreement in these zones.
 - b. Under the EHJVMS) Agreement, the entire Town is included in the Stewardship area; therefore, the Town has taken two approaches to meet its contractual obligations
 - i. The Town will establish an Environmental Protection zone for areas needing a high level of protection;
 - ii. For all other areas, when deciding whether or how to allow new development or uses, the Town shall take into account the value and vulnerability of the potentially affected wetlands. The Town commits to eliminate or minimize the effects of human activity on wetland as per the Water Resources Management Division Policy for Wetlands and consult with the Wildlife Division regarding potential impacts on waterfowl habitat.
 - c. Management Units: The Town will create two Environmental Protection-Management Unit zones: one located northwest of the Airport at the head of Otter Creek and the other next to the Churchill River below Hamilton River Roads as defined in consultation with the Eastern Habitat Joint Venture Division as areas critical to waterfowl for nesting, brood rearing or staging.
 - i. In these areas, motorized vehicle access is to be carefully controlled or prohibited;
 - ii. Non-consumptive and non-destructive human activities, including but not limited to such activities as, hiking, non-motorized boating, birdwatching is permitted.

Wellhead Protected Water Supply Areas

- (2) Ensure that development and land use activities in any Wellhead Protected Water Supply Area buffer within the Planning Area of the Town of Happy Valley-Goose Bay is compliant with the regulations

and policies administered by the Provincial Water Resources Management Division under the *Water Resources Act, 2002*;

Flood zone

- (3) Implement the restrictions of the flood zone identified the Provincial Government *Policy for Floodplain Management*, at such time that flood zoning is prepared for the Town. No residential, and very limited other built-up development, will be permitted in a 1:20 year floodplain; and any building permitted in a 1:100-year floodplain will be subject to special restrictions and conditions. Council will not permit development vulnerable to flooding in areas known to be subject to local flooding;

Water bodies

- (4) Protect rivers, streams, ponds, wetlands, riparian areas, and shorelines from pollution and development by implementing measures such as:
- (a) Maintaining, where possible, existing vegetation along banks and shorelines;
 - (b) Ensuring conformance with requirements of the Water Resources Management Division of the Provincial government under the *Water Resources Act, 2002* and the *Environmental Protection Act, 2002* including Policy Directives: W.R.91-1-Infilling Bodies of Water, W.R. 97-1-Development in Shore Water Zones, W.R. 97-2-Development in Wetlands, and W.R. 96-1-Policy for Flood Plain Management;
 - (c) Where fish habitat is affected, requiring appropriate approvals from Fisheries and Oceans Canada;
 - (d) Subject to the appropriate approvals and reviews by the Water Resources Management Division, only the following uses may be permitted in the 15 m buffer areas: roads, public services and utilities, trails and accessory uses, and uses requiring direct access to a body of water may be permitted, such as wharves, boathouses, slipways and breakwaters which adhere to the guidelines provided by the Water Resources Management Division, (<https://www.mae.gov.nl.ca/waterres/regulations/policies/index.html>);
 - (e) Prohibit on-site sewerage disposal system within 30 metres from a waterbody or watercourse.
 - (f) In the Resource zone in particular, a 50 m buffer should be considered along established wetlands and along the Goose River and its tributaries for the purpose of protecting wildlife and endangered plant habitat.

Environmental Awareness

- (5) Develop partnerships and initiatives aimed at enhancing positive environmental attitudes and awareness; and promoting projects which will enhance the built environment, for example, fostering a community/family environment by promoting greenbelts, passive parks and walking/hiking trails; and to promote a regular community “clean-up” program;

Climate Change Impacts

- (6) Use available data regarding climate change when reviewing development in close proximity to a river, floodplain or coastline. Climate change is expected to result in more precipitation and more frequent extreme weather events that may result in increased flooding, sea surge and coastal erosion. These factors should be considered when allocating land for future developments that are in close proximity to a river, floodplain or coastline;

(7) Seek funding to assess climate change impacts on the Town of Happy Valley-Goose Bay;

2.1.3.2. Sustainable Development Policies

It is the policy of Council to:

Inter-governmental compliance and cooperation

- (1) Provide municipal services at environmentally acceptable standards, which may require referrals to Federal and Provincial departments and agencies having jurisdiction for the protection of such environmental considerations as, emissions, effluents, vegetation, habitat, wildlife, fish, waterfowl, public health and safety;
- (2) Maintain a Tangible Assets Inventory of water/sewer systems and other Municipal infrastructure as required under Public Sector Accounting Board (PSAB);

Waste Management

- (3) Address issues related to Landfill capacity;
- (4) Develop an approach to encourage recycling and community composting;
- (5) Administer the 1.6 km radius buffer set out by Service NL around the solid waste disposal site off North West River Road to ensure that any development within this buffer will not be adversely impacted;

Renewable energy

- (6) Enable residential, commercial and industrial developments to use clean renewable sources of energy;
- (7) Review private (not commercial) renewable energy sources at the discretion of Council subject to meeting Provincial and Federal regulatory requirements, in particular those applying to safety and environmental concerns, such as ice loads and assessment of potential hazards or negative impacts for adjacent or nearby property owner and specific development conditions for development of wind turbine(s) for private use may include, but not be limited to the following; size of the wind turbine or its generating capacity, height of tower; number of wind turbines; setbacks from existing structures, side yard and rear yard standards; requirements for screening or buffering; and scale of development;

Storm water

- (8) Require development applications to include information regarding grading, ditching, and landscaping;
- (9) Evaluate impacts of significant alterations to the natural environment (such as changing the drainage pattern or removing vegetation) during the evaluation of development proposals/permitting;
 - (a) Prohibit alterations which will adversely affect adjacent property where there is concern that development may contribute to excessive storm-water increases, Council may require developers and landowners to:
 - (b) Set aside land where storm-water can be discharged to naturally infiltrate into the soil;

- (c) Maintain vegetated buffers (bio-swales) between storm-water drainage outlets and watercourses to minimize direct discharges into watercourses;
 - (d) Preserve existing trees or plant additional trees and shrubs to promote soil infiltration and capture sediments;
 - (e) Channel runoff to gardens and low-lying areas on the development site and on individual lots (rainwater harvesting);
 - (f) Take advantage of the topography to reduce storm drainage, for example, retain natural depressions in the landscape to accumulate runoff and promote soil infiltration;
 - (g) Re-establish vegetative cover immediately on gravel surfaces, banks, drainage ditches, and other areas disturbed by construction activity;
 - (h) Reduce parking and driveway footprint or utilize permeable pavement to reduce runoff;
 - (i) Evaluate use of bio-retention systems in order to remove contaminants naturally by channeling runoff into a grass buffer strip, sand bed, wetland or ponding area which act as a filtering system;
- (10) Maintain storm drainage ditches and facilities in good working order;

Sanitary sewage management

- (11) Evaluate the utilization of sustainable green technologies, such as Blivet (sewage treatment technology) in a town as geographically spread out as Happy Valley-Goose Bay;
- (12) Develop a strategy to meet the new Federal Wastewater Systems Effluent Regulations in the most cost-effective manner while maintaining the town's sanitary sewer service;

Gray Water Systems

- (13) Evaluate option to implement of gray water recycling technology in development proposals, in particular, on-site recycling through landscape irrigation;

Water

- (14) Maintain its water supply system, including intake, treatment plant, and distribution system, in good working order to ensure the availability of an adequate quantity and quality of water for residents, businesses, and public facilities;
- (15) Maintain adequate fire flows in all areas served by Municipal water;
- (16) Investigate feasibility of using Water Meters for water consumption of major uses in the Town;

Water and Sewer in new developments

- (17) Ensure that all water and sewer infrastructure associated with new development meets the minimum standards of the Town and be approved by the Town's engineer before being turned over to the Town;
- (18) Ensure that the costs of installing water and sewer services and connecting new lots to the Municipal system does not create a financial liability to the Town, and ultimately the taxpayers;

Infrastructure Renewal

- (19) Ensure local infrastructure meets community needs, improves communications and accessibility, and contributes to health and wellness;

2.1.3.3 Natural Resource Management Policies

It is the policy of Council to:

- (1) Protect the natural resources of the Town for the best use in an environmentally responsible manner;
- (2) Ensure that development of resource lands does not block future access for other future opportunities for land use and development;
- (3) Protect and enhance agricultural enterprises in consultation with the Land Resource Stewardship Division and ensure compatible adjacent development in order to minimize potential conflicts;
- (4) Ensure that forestry activities including harvesting, road building and silviculture, are compatible with the other uses in the Resource zone;
- (5) Comply with Provincial government authority regarding mineral exploration and mineral lands development opportunities providing that:
 - (a) the Council is consulted by the Mineral Lands Division on all proposed developments associated with these activities;
 - (b) that appropriate environmental, public health and safety and fencing/landscaping measures are provided to avoid land use conflict; and,
 - (c) parties comply with the requirements of the Mineral Lands Division regarding the Mineral Working buffer which will be identified as an overlay on the Land Use zoning mapping and regulations regarding buffers are to be included in the text of the Development Regulations.

2.2 PLANNING FOR ECONOMY VIBRANCY

2.2.1 Goal

- (1) To grow the economy in the Town of Happy Valley-Goose Bay through:
- (a) expanding commercial, industrial, tourism and residential development; and,
 - (b) protecting and enhancing regional transportation land and infrastructure at the Goose Bay Airport, Goose Bay Port and the Trans Labrador Highway.

2.2.2 Objectives

The objectives for the economic pillar of sustainability include:

- (1) Attract new business to the Town of Happy Valley-Goose Bay by building on its transportation assets and the strategic location of the community in a regional and global context;

- (2) Promote Happy Valley-Goose Bay as ‘tourism accommodation/service hub’, (*the place to stay*) for tourists to access surrounding attractions, wilderness adventures, Mealy Mountain National Park, etc. and also promote the Town as a tourist destination and encourage travelers to visit and stay a while in Happy Valley-Goose Bay;
- (3) Establish a R.V. Park;
- (4) Create opportunities for business investment and ensure that it will increase the tax base to facilitate delivery of community services and provide local employment;
- (5) Designate, zone and set aside lands in strategic locations, such as, adjacent to the airport or port, or on key streets and intersections, for future industrial and commercial uses.
- (6) Designate, zone and set aside lands in the vicinity of regional transportation infrastructure, airport, port and Trans Labrador Highway to ensure future opportunities for expansion of activities related to this infrastructure;

2.2.3 Policies

It is the policy of Council to:

- (1) Ensure that the land base and services are available to promote the strategic positioning 5-Wing Goose Bay, the Trans-Labrador Highway, and Port of Goose Bay to the Arctic and the north Atlantic and Central Labrador resource development industries;
- (2) Undertake a review of the Northside Industrial Park (which is the only fully serviced industrial land in Town) with the aim to maximize land use and protect future aviation-related potential by creating an Industrial-Aviation-related zone;
- (3) Undertake to identify suitable locations for truck laydown and marshalling area in anticipation of need and to reduce potential impact on the community;
- (4) Enhance the retention of a labour force by developing lifestyle amenities, such as, a downtown core (Town Centre), more retail opportunities, access to the outdoors (trail networks connecting all neighbourhoods);
- (5) Support the expansion of existing businesses through appropriate land use policies, such as development standards that encourage more efficient use of land and services and allowing greater flexibility in use opportunities, and provision of community services;
- (6) Have an active role in attracting new business to the area including new innovative businesses that would be most interested in establishing themselves in a location that has a cold climate and plenty of available power, air/ship development for freight to the north, such as, data storage, greenhouses, renewable energy generation) or potential for secondary processing opportunities;
- (7) Continue to lobby for more Federal, Provincial, and Indigenous government jobs and departments to further position the community as an administrative hub;
- (8) Create partnerships with the Department of Defence to utilize the infrastructure on 5-Wing Goose Bay to support Municipal objectives, including negotiating future acquisition or use of remediated lands for industrial uses, sharing of water supply);

- (9) Increase collaboration with the Nunatsiavut Government, Innu Nation, and NunatuKavut Community Council to encourage more Indigenous business development in the Town;
- (10) Support the development of tourism facilities and attractions in order to attract and retain visitors to the Town and surrounding tourism amenities, such as, two national parks, international quality fishing and wilderness, etc.;
- (11) Develop a Town Marketing and Promotion Plan for Happy Valley-Goose Bay.

2.3 SOCIAL: QUALITY OF LIFE AND INCLUSION

2.3.1 Goals

- (1) To provide for the health, safety and well-being of the residents of Happy Valley-Goose Bay;
- (2) To achieve greater cross-cultural participation in Municipal endeavours.

2.3.2 Objectives

The objectives for the social pillar of sustainability include:

- (1) To foster community spirit and a 'sense of place' for the residents of the Town of Happy Valley-Goose Bay by:
 - (a) Creating a Town Centre following Smart growth and social inclusion principles;
 - (b) improving the community appearance through landscaping regulations and clearer definition of nuisance and unsightly development to facilitate enforcement;
 - (c) developing a 'brand' for the community which creates civic pride and identifies Happy Valley-Goose Bay as the leading northern community in Labrador;
 - (d) reach out to include all residents in municipal events and activities;
- (2) To improve the health of the community by enhancing active living opportunities, such as trails and walkways, and particularly increase mobility for a growing population of seniors; Develop more walking trails within and between the neighbourhoods of the Town (Spruce Park, MOT, Goose Bay);
- (3) To contribute to community pride by developing and implementing landscaping and development design guidelines to beautify the community;
- (4) To provide access to recreational and social activities at the Labrador YMCA for residents of all ages and incomes;
- (5) Enhance public access to natural areas and open space;

2.3.3 Policies

It is a policy of Council to:

- (1) Explore the establishment a Multi-cultural harmonious community living strategy for the community to identify key issues and objectives that will foster greater cross-cultural participation in Municipal endeavours. This would be a multi-stakeholder endeavor 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. The strategy may address a wide range of issues and opportunities, such as:

- (a) Increasing Indigenous and immigrant participation in civic events, committees, organizations;
 - (b) encouraging more Indigenous business development in the Town;
 - (c) developing Indigenous tourism related attractions in the community;
 - (d) incorporating Indigenous art in public spaces; or,
 - (e) addressing the issues around the transient population arriving each summer from the Labrador coast.
- (2) Integrate 'complete street' design guidelines into road development and improvement projects to improve the aesthetics of the streets and ensure the safety of walkers, runners, cyclists of all ages who share the street with traffic;
 - (3) Incorporate pedestrian connectivity in all development plan in order to meet healthy community objectives by facilitating (affordable) active lifestyles. Both on-site (within a subdivision) and connections to adjacent neighbourhoods via sidewalks, walkways, trails should be considered;
 - (4) Prepare a recreation plan that involves strong public involvement to determine the best options for development and/or expansion of recreation facilities, lands and trails, walkways, outdoor gathering places, community gardens, neighbourhood parks, and other active living initiatives including recreation programming and community events (festivals, sporting events);
 - (5) Review option of establishing of a Happy Valley-Goose Bay Parks Commission to administer Tidy Towns, community green spaces, and recreation initiatives;
 - (6) Implement landscaping regulations and promote the upkeep of residential properties, businesses, and institutions; encourage the repair or removal of dilapidated buildings and structures; and prohibit indiscriminate dumping. Council shall encourage businesses and contractors to store their materials and heavy equipment at the rear of their property or screen it from view;
 - (7) To develop and implement development design guidelines for residential, commercial, industrial, public/institutional land uses to create more interesting, aesthetically pleasing urban landscape;
 - (8) Investigate the level of public interest to establish a 'Gateway Streetscape' association in cooperation with the landowners and businesses on key streets to develop a streetscape management plan to beautify Loring Drive and Hamilton River Road Gateway streets entering the heart of Happy Valley-Goose Bay. By having the landowners take a leadership role will foster civic pride as they take ownership of the initiative and create beautification solutions compatible with the mix of well-established commercial/industrial operations that contribute to the economic success of the community.



Examples of streetscape elements to create a sense of place and community

2.4 CULTURAL AND HERITAGE PROTECTION AND CELEBRATION

2.4.1 Goal

To develop physical interpretative facilities to share the cultural heritage of the Town of Happy Valley-Goose Bay.

2.4.2 Objectives

The objectives for the cultural pillar of sustainability include:

- (1) To use cultural interpretation, Indigenous, non-Indigenous and immigrant, for the purposes of enhancing community identity in Town communications;
- (2) To develop cultural resources that can provide a foundation for tourism product;
- (3) To develop a strategy for a cultural tourism and programming including culturally-themed events, such as woodsmanship, trapping, building traditional kayaks or komatiks, or arts and crafts themes that would bring in participants from the region and beyond.
- (4) To protect the archaeological resources of the community.

2.4.3 Policies

It is a policy of Council to:

- (1) To evaluate the need to establish a multi-cultural heritage committee to undertake the development of a cultural and heritage tourism strategy. This Committee 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.

The strategy would assess cultural interpretation resources and consider opportunities to:

- a. undertake a cultural heritage evaluation to explore how best to provide the tools to recognize the community's cultural and heritage resources;
 - b. communicate the significance of incorporating culture and heritage into public spaces and people gathering places within Happy Valley-Goose Bay in order to foster an 'attachment to place' that resonates with all cultures;
 - c. stress the importance of both tangible and intangible cultural heritage to enhance the authentic tourism experience.
 - d. incorporate the Town's multi-cultural heritage in public spaces in order to enhance community identity;
 - e. develop a multi-cultural theme as part of the tourism attraction of the Town; and,
 - f. create multicultural events that foster community spirit and attract/retain visitors.
- (1) To protect the archaeological resources of the community by referring development applications located in the vicinity of existing known archaeological sites to the Provincial Archaeology Office (PAO) for comment:
 - a. If an archaeology review is required, the Town will ensure compliance before further ground disturbance or any other work is undertaken.
 - b. Known sites of archeological interest will be identified on the Land Use Zoning map and development within 20 m of these sites will be referred to PAO;
 - c. developments larger than four lots should also be referred to the PAO to determine if a preliminary site review is required.

2.5 SUSTAINABLE GOVERNANCE

2.5.1 Goals

- (1) The Town of Happy Valley-Goose Bay will provide open, accountable, fiscally responsible, Municipal governance that continues to embrace changes needed to build a healthy community all its residents.
- (2) The Town will strive to provides the quality of life amenities and infrastructure services to promote a vibrant economy and secure future for the community.

2.5.2 Objectives

The objectives for the Municipal governance pillar of sustainability include:

- (1) To provide Municipal administration and services effectively, openly, efficiently, and equitably

- to all residents, in a transparent manner and within the fiscal capacity of the Town;
- (2) To administer the existing built community and manage future growth in a manner that ensures land use compatibility, orderly development and the economic use of municipal services;
 - (3) To develop a strategy to encourage strong public interest and participation in municipal governing processes, including Council elections, committee activities, and public participation in decision-making by increasing community awareness;
 - (4) Take an active role to encourage a more diversified economic base to generate more revenues.

2.5.3 Policies

It is the policy of Council to:

- (1) Administer Municipal expenditures and revenues with restraint aiming for maximum return on investment so as to provide necessary Municipal services within a framework of long-term financial stability and manage the Municipal debt, considering the Town's ability to meet its expenditures over the long term;
- (2) Collaborate with other Municipalities in the region, government, community organizations, and the business community to facilitate opportunities to improve local governance and Municipal services;
- (3) Undertake regular reassessment of the Organizational Review and Public Works Operational Review;
- (4) Complete a 5-year Fire Department Vehicle and Equipment Replacement Plan;
- (5) Develop, monitor and test Emergency Preparedness Plan;
- (6) Develop and maintain an Asset Management Plan;
- (7) Undertake an Energy Audit on Town-owned facilities;
- (8) Make the website more user-friendly;
- (9) Ensure the Town is governed in compliance with relevant legislation such as the *Municipalities Act* and the *Urban and Rural Planning Act, 2000*;
- (10) Where an application for development or an application for an amendment to the Municipal Plan or Development Regulations is considered by Council to potentially have a significant effect on the community, Council may require that a Planning Impact Analysis be undertaken to address Council concerns;
- (11) In considering an application for a permit to carry out development, Council shall take into account the policies expressed in the Municipal Plan and any further scheme, plan or Regulations pursuant thereto, and shall assess the general appearance of the development of the area, the amenity of the surroundings, availability of utilities, public safety and convenience, and any other considerations which are, in its opinion, material, and notwithstanding the conformity of the application with the requirements of these Regulations, Council may, in its discretion, and as

a result of its consideration of the matters set out in these Development Regulations, conditionally approve or refuse the application;

(12) Develop a Policies and Procedures Manual in order to facilitate timely decision-making;

(13) Undertake regular review of Municipal Plan and Development Regulations to provide a flexible, clear and fair planning process, and monitor compliance;

3.0 LAND USE CLASSES: GOALS, OBJECTIVE AND POLICIES

3.1 GENERAL LAND USE AND DEVELOPMENT POLICIES

The following policies apply to all land use classes and land use zones throughout the Municipal Planning Area for the Town of Happy Valley-Goose Bay.

It is the policy of Council to:

3.1.1 Compliance

- (1) Ensure compliance of land use and development within the Municipal Planning Area boundary with the policies and land use classes of the Municipal Plan and Future Land Use Map, and the conditions and standards set out in the Development Regulations, subject to all relevant Federal and Provincial legislation, regulations, policies and guidelines;
- (2) Ensure that the Development Regulations state the applicant's responsibility with regard to compliance with all relevant Federal and Provincial legislation, regulations, policies and guidelines, including but not limited to, the National Building Code and associated codes;
- (3) Establish a revised development application review process to enable Council to more comprehensively evaluate proposed development, involve the public, and consider alternatives during the review process of development proposals;

3.1.2 Existing Non-Conforming Use

- (1) Protect and control existing legally non-conforming uses: Nothing in the Plan shall affect the continuation of a use which was legally existing on the day that this Plan is registered by the Minister of Municipal Affairs and Environment except as outlined in Section 108 of the Act regarding discontinuance and resumption of use, alterations, repair;

3.1.3 Municipal Services and Public Utilities

- (1) Facilitate access for Municipal and public utility works: Municipal services and utilities, such as telecommunications, pollution control and electric utilities, Nalcor Transmission Corridor, are permitted uses in all use designations, provided no adverse effect on adjacent land uses is created. In this regard, the size and appearance of such works must be in keeping with adjacent uses and provision shall be made for buffering in the form of landscaped areas between uses;
- (2) To protect Newfoundland and Labrador Hydro's hydroelectric infrastructure, a Public Utility designation will be shown on the Future Land Use mapping and an associated zone will be included on the Land Use Zoning map of the Development Regulations.

3.1.4 Development Front on to on Publicly Maintained Road

- (1) Require all development to front onto a publicly-maintained road: All development must front on to a publicly maintained road (Provincial or Municipal) and have independent, approved access; however, with the exception of development within a Comprehensive Development where there may be an internal road plan.

3.1.5 Infill development

- (1) Develop standards that will facilitate infill development in areas served by Municipal water and sewer services. In the residential zones, infill lots will be allowed as a discretionary use and development standards will be included in the Development Regulations for Council consideration. Council shall review infill development to ensure:
- the type, scale, massing, and design of the development is generally appropriate to the neighbourhood;
 - preservation of side/back/front yards for public safety requirements;
 - Building line setbacks shall conform to the existing development pattern; and,
 - adequate provision is made for light, privacy, and amenity.

3.1.6 Comprehensive Development

- (1) Provide development standards for comprehensive development in the Development Regulations, including:
- a. A residential, commercial or industrial development containing one or more single or individual developments (i.e., condominium or townhouses which can be sold as separate units or a shopping complex containing separate retail units which are leased as individual spaces) may be treated as a single development where services are to be provided and maintained privately and internally. It must have frontage on a public road and meet the Town standards for roads and servicing.
 - b. Where Municipal services are not feasible, the provision of on-site services must meet requirement of the Town and Provincial agencies, in particular, Water Resource Management Division and Service NL. The Development Regulations will specify requirements for a Comprehensive Site Plan;

3.1.7 Character of Town and compatible development

- (1) Require that non-residential land uses located near and/or within residential areas will laid out and designed in a manner that is:
- a. compatible with the neighbourhood and
 - b. minimizes potential nuisance factors such as, the impact of traffic, noise, lighting, and signage on adjacent residential areas. Where necessary, screening will be required through the provision of trees, shrubs, banks and berms, landscaping or fencing.

3.1.8 Signs

- (1) Include standards and conditions in the Development Regulations pertaining to the design and location of advertisements and signage that will promote the amenities, natural and cultural resources and businesses of the community.
- (2) Ensure that signage will enable people to quickly and easily locate services and contribute to the overall attractiveness and distinctiveness of Happy Valley-Goose Bay;
- (3)

3.1.9 Permitted Uses, Discretionary Uses and Uses Permitted in All Designations

- (1) Set out permitted uses in each zone and that can be approved, with or without conditions; note that any decision of Council is subject to section 2.5.3 (11);
- (2) Set out discretionary uses in each zone where Council determines that:
 - a. the use may negatively affect the predominant uses of the zone and that in order to mitigate this impact, it is desirable to consult with the public and possible affected parties prior to issuing (with or without conditions) or refusing a permit; and/or,
 - b. it is necessary to attach conditions to an approval that may differ from the standard conditions under the Development Regulations to ensure that the discretionary use is compatible with nearby uses and the predominant uses of the zone;
- (3) When accepting or refusing a discretionary use and attaching conditions to a discretionary use, apply the following considerations:
 - a. whether these ARE appropriate for the site and the immediate surrounding area;
 - b. the policies of the Municipal Plan as it pertains to the Town in general and as they pertain to the designation shown on the Future Land Use Maps in which the use is located - for example, development within areas affected by the noise exposure forecast contours of the Airport and whether the developments likely to be affected by pollution or other matters.
- (4) Set out in the Town of Happy Valley-Goose Bay Development Regulations, the uses permitted in all designations which will include: Accessory buildings and uses, conservation uses, mineral exploration that is not a development, and public utilities are permitted in all land use designations, as set out;

3.1.10 Future Development

- (1) Reserve land for future road access to back-lands by showing Protected Access points on the Land Use zoning mapping);
- (2) Allocate land for future development (such as, development scheme areas) on the basis of its best use considering its physical characteristics and location;
- (3) Prioritize new subdivision development in areas that can be easily and economically connected to Municipal services provided that the existing service have sufficient capacity;
- (4) Within serviced areas, all development shall be connected to Municipal water and sewer services unless the connection is unfeasible, in which case, subject to the approval of the Service NL and, if appropriate, the Water Resource Management Division regarding groundwater assessments, development may be allowed to proceed on private water supply and/or sewage disposal systems;
- (5) Require that groundwater assessments are carried out for proposed residential, cottage and other development in unserviced areas as required by the Water Resources Management Division of the Provincial Government;
- (6) Ensure that new development makes efficient use of existing roads and infrastructure. Council shall further ensure that new development will not create unreasonable servicing demands or costs; for example, by allowing un-serviced development that may in the future demand servicing at

the expense of the Town or by developing services that will place an unsustainable maintenance burden on the Town;

- (7) Obtain a property mapping system that will help identify available serviced and non-serviced lands (both private and Crown lands) to encourage contiguous development which is more efficient use of services and helps make the community economically sustainable;
- (8) Provide requirements for the subdivision of land and development standards in the Development Regulations.

3.1.11 Roads, Parking, and Off-Street Loading

- (1) Undertake continued improvements to the Municipal roads through a regular maintenance program;
- (2) Require adequate building setback from roads in order to maintain road standards. Setbacks should be sufficient to allow for landscaping of front yards, vehicle off-street parking and take into consideration Town service obligations, such as, snow clearing;
- (3) Ensure that the local transportation system adequately and safely provides access to meet the needs of residents and businesses;
- (4) Adequate off-street parking and loading facilities shall be set out in the Development Regulations;

3.1.12 Fire protection

- (1) Provide fire protection to all residents and businesses;

3.1.13 On-site servicing for unserviced development

- (1) In areas where it is uneconomic to provide municipal servicing, ensure that on site services meet the standards of the Service NL and the Water Resources Management Division with respect to unserviced residential or cottage lots; where unserviced development is greater than 5 lots, a groundwater assessment is required;

3.1.14 Development Design Guidelines

- (1) Establish Development Design Guidelines in the Development Regulations to achieve a higher quality of built environment and landscaping.

3.1.15 Landscaping/Vegetation and Screening

- (1) Develop landscaping regulations in the Development Regulations:
 - a. For existing development: landscaping and property maintenance standards to enhance the appearance of the community and instil community pride and stewardship values, including standards for property maintenance and measures to reduce sand and dust nuisance;
 - b. For new developments, both single lot/unit and subdivision development: to include landscape design requirements as conditions for new and expansion development permits, such as, vegetation retention and replacement measures, landscaping thresholds before occupancy permits are issued, tree planting;
 - c. For public realm areas such as streets and publicly owned lands and buildings: undertake beautification measures such as landscaping, signage and street furniture;

- d. Consider option of implementing Town/landowner agreements for Town trees/landscaping on private property;

3.1.16 Slopes and Site Suitability

- (1) Restrict development in environmentally sensitive areas such as steep slopes and areas prone to landslides and rockfall;
- (2) Discourage development in areas with slopes greater than 15 percent, recognizing that development in such areas can result in environmental damage and higher costs for servicing and maintenance. Before approving development of a site having a slope greater than 15 percent, the Authority may require the submission of a review of the development proposal by a certified engineer, landscape architect or similar professional. The review shall evaluate the adequacy of site grading, drainage and landscaping and the potential of the development to cause erosion onto and pollution of adjacent development and lands and bodies of water receiving run-off from the site, and other similar matters;
- (3) Permit development only on lands having soil and drainage conditions which are suitable for the proposed uses.

3.1.17 Lands near the Air Base and Airport

- (1) Comply with the requirements related to the Transport Canada directive 'PT TP 1247 E Aviation - Land Use in the Vicinity of Aerodromes', and the Government of Canada Goose Bay Airport Zoning Regulations under the *Aeronautics Act, 1985* which will be included as a zoning overlay on the Land Use Zoning mapping of the Development Regulations. Land uses considered compatible or incompatible with varied Noise Exposure Forecast (NEF) contours will be identified in the Development Regulations.

3.1.18 Cost/Benefit analysis for development proposals

- (1) Implement Smart Growth principles to maximize efficient use of Municipal infrastructure and minimize the fiscal impact of ongoing operations and maintenance. In considering proposals for development, Council will consider the costs and benefits to the Town and:
 - a. Support development consistent with this Plan, where it is determined to have a net positive fiscal impact on the Town;
 - b. May refuse development that is premature, or that adds unnecessary financial burden to the Town where public costs exceed public benefits; and,
 - c. Will review and revise development cost charges so that they adequately reflect the public costs of development and are fairly and equitably applied.

3.1.19 Active Transportation

- (1) Add connectivity as a criterion for evaluation when reviewing subdivision and development applications in order to support ongoing work towards planning trail systems that will address the issues identified in the Active Transportation study, particularly the pedestrian/ATV conflict.

- (2) Evaluate the need to prepare 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.

3.1.20 Uses Permitted in All Land Use Zones

The following uses will be permitted in any land use zone.

- (1) Conservation Land Use Class (Environmental protection, open space uses) including parks and pedestrian trails and lands set aside for environmental protection purposes;
- (2) Mineral exploration not classed as 'Development';
- (3) Development associated with public infrastructure and services, including public transportation infrastructure and utilities.

3.1.21 Provincial Government Interests

The provincial government interests as indicated by various departments in the Interdepartmental Land Use Committee Report (ILUC) #1722 will be incorporated into the Development Regulations.

3.2 INTERPRETATION

In accordance with Section 13 (2) (c) of the Act, the land in the Planning Area of the Town of Happy Valley-Goose Bay is divided into land use classes. Each class of land use is described by the objectives for this class of use that reflect the vision of the community. Land use classes may be refined into zones which set out the permitted land uses that reflect the various desired outcomes for each zone. A definition of the land uses are set out in the Development Regulations with regulations.

The polices provide direction for the development controls and development design guidelines in the Development Regulations. Council shall establish in the Development Regulations the uses, standards and conditions for land use and development in each land use zone.

Council may add or revise the uses, standards and conditions for development in any land use zone by amendment to the Development Regulations, provided the changes are consistent with the objectives of this Plan.

The Town of Happy Valley-Goose Bay's Future Land Use Designations will reflect the following land use classes:

- Residential
- Commercial
- Mixed Use

- Industrial
- Public/ Institutional
- Conservation
- Agriculture
- Resource
- Public Utilities
- Federal Lands
- Development Scheme Areas

The Future Land Use Designations are illustrated on the Future Land Use Map. The boundaries between land uses classes are meant to be general, except where they coincide with roads or other prominent physical features, where they are intended to define the exact limits. Note that the paper copy of this map with the signed registration stamp is the legal version. One copy of the registered map is kept at the Council Office, Town of Happy Valley-Goose Bay and a second copy is in the Minister's Registry with the Department of Climate Change, Environment and Municipalities.

3.2 RESIDENTIAL LAND USE CLASS DESIGNATION

The Town recognizes that the available housing stock no longer supports the goal of having a family-friendly town for all ages and incomes. The current prices are beyond the reach of moderate-income families and newcomers cannot find suitable housing which makes it difficult to attract and retain new residents, many who are single or smaller families than traditionally found in the town in the past. As well, the housing stock is not suitable to seniors seeking to downsize yet remain in/move to Happy Valley-Goose Bay. The impact of the Muskrat construction phase skewed the housing market and although the project is completed, at the time of preparing this Plan, it is too soon to see what changes will take place both in terms of housing availability and cost. There appears to be ample land available for housing, but there are many other uncertainties surrounding appropriate types of development.

3.2.1 Goal

- (1) To provide for an adequate quality, quantity and mix of housing to serve the needs of the present and future population;

3.2.2 Objectives

The objectives of the residential land use class are to:

- (1) Accommodate housing needs for all residents for a range of age, income, abilities, and family status and a range of housing types to satisfy market needs;
- (2) Build livable neighbourhoods through consideration of sustainable options for more diverse housing densities and economically efficient residential patterns;
- (3) Promote good quality residential building and site design and a high standard of Municipal services;
- (4) Preserve and enhance the amenity of existing residential areas and protect residential quality of life and property values;

- (5) Develop a diverse streetscape to create interesting and aesthetically pleasing residential streets;
- (6) Allocate sufficient residential land to meet anticipated requirements for the next ten years;
- (7) Allow a range of residential frontage that is suitable for a wider range of housing types and provides more choice to address affordability and street appeal values and promote more attractive neighbourhoods.
- (8) Incorporate Smart Growth, Complete and Healthy Community concepts and principles in the residential standards at a scale appropriate for a town the size of Happy Valley-Goose Bay;
- (9) Ensure that land uses are properly allocated and separation distances and buffers are provided in the Development Regulations so that conflicts between non-compatible uses are avoided;

3.2.3 General Policies

It is the policy of Council to:

- (1) Provide for a residential land use designation on the Future Land Use mapping;
- (2) Provide for the following zones within the residential Future Land Use designation in order to provide a range of housing options to meet the needs and desires of all residents:
 - Residential Low Density – 1 (RLD-1)
 - Residential Low Density –2 (RLD-2)
 - Residential Varied Density (RVD)
 - Residential High Density (RHD)
 - Residential Multi-Unit (RMU);
 - Residential Cluster Development (RCD)
 - Cottage (C)
 - Residential Rural (RR)
- (3) To address the leading-edge planning policies for a healthy, smart, complete city by providing for:
 - a. a range of housing in each residential zone;
 - b. allowing Council, the flexibility to consider additional housing options depending upon site-specific conditions,
 - c. providing for non-residential uses related to open space, parks and trails to increase community amenity,
 - d. provide for a range of discretionary uses that complement the concept of a complete community, such as home-based businesses and detached garden suites;
 - e. enable the development of a complete neighbourhood by designating the Town Centre as a Development Scheme Area; this will be outlined further in section 3.12.2.
- (4) To address housing affordability by including the following measures in the Development Regulations in the residential zones:
 - a. Defining zones that provide the opportunity for responsive residential development to meet the needs of the residents (and prospective residents) in the community;
 - b. Promoting inclusivity by providing flexibility for a variety of housing forms in each zone;

- c. Allowing for a range of lot sizes and building standards suitable for the northern climate and conditions that support housing affordability objectives;
 - d. Removing the minimum floor area requirement from the Residential Varied zone in order to allow for more affordable homes;
 - e. Increase the height allowance in existing residential zones in order to allow for more economical additions without increasing the building footprint;
 - f. Increasing the lot coverage in order to allow for more built form on the lot which reduces the amount of land needed per home and allows for larger accessory buildings for storage;
 - g. Introduce the option for tiny home subdivision development or cluster development;
 - h. Introduce cluster development to increase density and provide for more affordable, smaller units;
 - i. Provide for residential infill in established neighbourhoods by including infill lot standards in each zone;
 - j. Consider Incorporating the following incentives into the Subdivision Regulations for the consideration and application by Council:
 - i. Inclusionary zoning: This 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.
 - ii. Density bonus policy: This 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%).
 - iii. Establish a Housing Fund whereby developers can contribute to a fund instead of actually constructing affordable units within their subdivision. These funds can then be used to partner with other affordable housing funding agencies to build the most suitable, needed housing in the appropriate location.
- (5) Review the option to establish a multi-stakeholder group for the purpose of development a housing strategy for the Town;
- (6) Review the option to acquire Crown lands under the 'Enhanced Access to Crown Lands for Municipalities' Policy for the purpose of affordable housing;
- (7) Allow home businesses, subsidiary apartments and accessory uses and accessory buildings in the residential zones, subject to conditions set out in the Development Regulations;
- (8) Manage residential development in a manner that preserves and protects sensitive environments and natural areas by requiring protected areas to be zoned appropriately for conservation in new developments;
- (9) Allow wind, solar, or small hydro generator within residential areas which will be limited to a single unit that serves an individual property;
- (10) Implement Residential Development Design Guidelines and Landscaping Guidelines to enhance neighbourhood character;

- (11) To develop Complete street design recommendations to be included in the Subdivision chapter of the Development Regulations;
- (12) To allow for varied building line setbacks to create interesting streetscape aesthetic;
- (13) To set designate land as residential Development Scheme Areas for future residential development. This will protect these areas from development that may compromise future access of use of these areas for residential purposes.

3.2.4 Policies for Residential Low Density-1 (RLD-1)

- (1) To recognize the rural residential character of established low density neighbourhood that have larger lots for larger single dwellings with sufficient land to access the back yard for shed/garage to store outdoor recreation vehicles and equipment and allow for a spacious, attractive landscaped lot;
- (2) To recognize the historical pattern of a variety of residential types and provide improved development standards and clearer definition of uses to ensure continued amicable co-existence and promote affordable and inclusive housing opportunities
- (3) To increase property tax return;
- (4) No accessory building or outdoor storage is permitted in the front yard (between the street & building line);
- (5) Landscaping and dust-retardant measures will be conditions for permit approval;
- (6) Permitted uses include: Single detached dwelling; Semi-detached (double) dwelling; Uses set out in 3.1.20.
- (7) Discretionary Residential uses include: Assisted Living-Residential; Non-profit housing; Apartment building; Convenience store; Energy generating facility-residential only; Garden Suite; Plex housing; Public Gathering Places-Indoor; Residential Infill; Townhouse; Urban agriculture;
- (8) Allow subsidiary apartments (including 'granny flats') attached to the main permitted single dwelling as a permitted use to provide more affordable housing options;
- (9) No subdivision of a Single Detached Dwelling lot will be permitted for corner lots.

3.2.5 Policies for Residential Low Density (RLD-2)

- (1) To provide larger lots for larger single dwellings with sufficient land to access the back yard for shed/garage to store outdoor recreation vehicles and equipment and allow for a spacious, attractive landscaped lot;

- (2) No accessory building or outdoor storage is permitted in the front yard (between the street & building line);
- (3) Landscaping and dust-retardant measures will be conditions for permit approval;
- (4) Permitted uses include: Single detached dwelling; Uses set out in 3.1.20;
- (5) Discretionary uses include: Assisted Living-Residential; Energy generating facility-residential only; Garden Suite; Infill Residential; Public Gathering Places-Indoor; Semi-detached dwelling;
- (6) Allow subsidiary apartments (including 'granny flats') to include a dwelling unit attached to the main permitted single dwelling as a permitted use to provide more affordable housing options;
- (7) Only one of either a subsidiary apartment or a garden suite can be on one residential lot-not both;
- (8) Discretionary uses: Energy generating facility-residential only; Public Gathering Places-Indoor;
- (9) No subdivision of a corner lot is permitted in the Residential Low Density zone.

3.2.6 Policies for Residential Varied Density (RVD)

- (1) To provide more compact affordable lot for a moderate sized home with sufficient land for storage of outdoor recreation vehicles;
- (2) To increase residential density to maximize return on infrastructure investment;
- (3) Permitted uses include: Single detached dwelling; Semi-detached (double) dwelling, Townhouse; Uses set out in 3.1.20;
- (4) Discretionary uses include: Apartment Building; Assisted Living-Residential; Convenience store; Garden Suite; Non-profit housing; Plex housing; Public Gathering Places-Indoor; Urban agriculture;
- (5) Allow subsidiary apartments (including 'granny flats') to include a dwelling unit attached to the main permitted single dwelling as a permitted use to provide more affordable housing options;
- (6) Provide use and development standards that carry allow for a community mosaic of single/double/townhouse styles that promote more integrated community. This mix of housing provides more flexible development options for developers and increased density which results in more efficient use of Municipal infrastructure, but also help to retain the rural character of the neighbourhoods;
- (7) Landscaping & dust-retardant measures will be conditions for permit approval;
- (8) Increase the maximum building height from 1 storey to 8 m to encourage more interesting street façade and maximize use of building footprint;

3.2.7 Policies for Residential High Density (RHD)

- (1) To provide flexibility for higher density housing without requiring additional land by allowing a second storey and more lot coverage on these smaller lots originally zoned to accommodate mobile homes only;

- (2) The affordable accommodation by allowing subsidiary apartment as a discretionary use which will also provide additional income for the home-owner;
- (3) To allow for a range of housing for people who either do not wish to, or are not able to, live in a single/double detached dwelling or cannot afford a house;
- (4) To create compact single dwelling development which is appropriate for the local context, avoids urban sprawl and supports access and affordability;
- (5) To encourage social inclusivity;
- (6) To increase residential density to maximize return on infrastructure investment;
- (7) Permitted uses include: Single detached dwelling; Uses set out in 3.1.20;
- (8) Discretionary uses include: Apartment building; Assisted Living-Residential; Energy generating facility-residential only; Non-profit housing; Residential Infill; Semi-detached (double) dwelling; Supportive housing; Townhouse; Transitional housing only;
- (9) The height for Single Detached Dwellings will be increased to 10 m to allow for homes to be expanded without increasing their footprint or requiring additional land;
- (10) The coverage for Single Detached Dwellings is increase in order to allow for larger homes; also, to allow for larger accessory buildings to store items otherwise stored outside;

3.2.8 Policies for Residential Multi-Unit (RMU)

- (1) To provide affordable accommodation for rental or condominium tenure or residential care facilities for people who either do not wish to, or are not able to, live in a single/double detached dwelling or cannot afford a house;
- (2) To create compact single/double dwelling development which is appropriate for the local context, avoids urban sprawl and supports access and affordability;
- (3) To provide the option to consider multi-unit development in proximity to community amenities for the benefit of residents and encourage social inclusivity;
- (4) To increase residential density to maximize return on infrastructure investment;
- (5) Permitted uses include: Apartment building; Single detached dwelling; Semi-detached (double) dwelling; Townhouse; Uses set out in 3.1.20;
- (6) Discretionary uses: Assisted Living-Residential; Convenience store; Emergency shelter; Institutional-personal care facility only; Non-profit housing; Plex housing; Supportive housing; Transitional housing;

- (7) To locate multi-unit development in proximity to community amenities for the benefit of residents and encourage social inclusivity;
- (8) A Comprehensive Development plan is required for an application to develop an apartment building, Townhome, and Plex housing;

3.2.9 Policies for Residential Cluster zone

- (1) To provide affordable rental or fee simple housing in a cluster formation with shared green space for parkland, community garden and/or parking;
- (2) Permitted uses: Tiny houses and Compact houses; Uses set out in 3.1.20;
- (3) Discretionary uses: Semi-detached (double) dwellings; Single Detached dwelling; Urban agriculture;
- (4) Incorporate development standards for Tiny Houses and Compact houses including:
 - a. Permitted uses: Tiny Houses (<50m²), Compact houses (50 m² to 80 m²); open space, park and trail; community garden;
 - b. The minimum lot size, side yards and height standards will be provided in the Development Regulations;
 - c. The site would have a 10 m building line along any roads bounding the property;
 - d. A Comprehensive Site Plan will be required to indicate access, site plan, building location, parking and open space.

3.2.10 Policies for Cottage Zone

- (1) To provide opportunities for recreational cottage development intended for seasonal occupation only in controlled areas in order to minimize environmental impact;
- (2) Permitted use: Cottage; Urban agriculture; Uses set out in 3.1.20;
- (3) Development standards will be set out in the Development Regulations according the requirements of the Crown lands Administration Division;

3.2.11 Policies for Residential Rural

- (1) To provide opportunities for large-lot, non-services rural residential development;
- (2) Permitted uses include: Emergency Shelter; Single detached dwelling; Urban agriculture; Uses set out in 3.1.20;
- (3) Discretionary Uses include: Assisted Living-Residential; Energy generating facility-residential only; Supportive housing; Transitional housing;

- (4) Development standards for non-serviced development will be set out in the Development Regulations according the requirements of Service NL, Government of Newfoundland and Labrador;

3.3 COMMERCIAL LAND USE CLASS DESIGNATION

There are two hubs for commercial activity, at Loring Drive/Hamilton River Road (key hotels and offices) and along the stretch of Hamilton River Road (retail/professional service/public institutional) into Happy Valley. There are no large 'box store' anchor retail stores. Commercial development developed organically and areas zoned commercial in the 2008 Plan have evolved into more light industrial use and other sites remain empty.

This Plan review will rezone lands in order to bring existing use into conformity. It will also focus new commercial zoning for the new Town Centre location which is a logical implementation of the 'Complete community' and 'Smart Growth' principles.

3.3.1 Goal

The goal of the Commercial land use designation is to stimulate economic development in order for the Town of Happy Valley-Goose Bay to be able to continue to provide local jobs and expand the level of services and programs to the residents by facilitating growth of existing businesses and attracting new businesses;

3.3.2 Objectives

- (1) To provide for an adequate quality, quantity and mix of commercial land to serve the present and future needs of the community;
- (2) Ensure that land uses are properly allocated so that conflicts between non-compatible uses are avoided or mitigated;
- (3) To encourage diversified and balanced economic growth, promote development and diversify the local employment base; and,
- (4) To protect existing businesses and to ensure their continued operation.

3.3.3 Policies

It is the policy of Council to:

- (1) Provide for a commercial land use designation on the Future Land Use mapping;
- (2) Provide a 'Commercial' zone for businesses that provide retail, entertainment, office and limited manufacturing (light/cottage industry scale) services catering to local, regional and tourism markets;
- (3) Permitted uses include: Commercial Land Use Class: All Uses, EXCEPT Amusement Park/Attraction, Campgrounds, Resort; Emergency shelter; Hostel; Institutional/Public Land Use Class-All Uses (4.6) EXCEPT Cemetery, Uses set out in 3.1.20;
- (4) Discretionary uses include: Apartment building (with commercial on main floor); Assisted Living, Residential; Campground; Industrial-Light (subject to Condition); Public Gathering-Indoor; Resort; Supportive Housing; Transitional housing;

- (5) Ensure that lands within areas identified for commercial use are developed in a manner that maximizes the use of land by encouraging development of multi-storey buildings with a high percentage of lot coverage to locate around key intersections and along major thoroughfares or collector streets;
- (6) Minimize the impact of commercial traffic on adjacent land uses and, on the traffic, carrying capacity of adjacent roads by requiring a statement regarding traffic impact as part of the development application and review;
- (7) Require that all proposals provide information regarding access/egress and onsite parking and loading details, where applicable.
- (8) Facilitate an aesthetically pleasing form and better pedestrian connectivity of commercial development by:
 - a. allowing buildings to be located close to the street;
 - b. providing sidewalks, landscaping and streetscape amenities;
- (9) To explore tools for the beautification of the streetscape of the 'gateway roads' into the Town by creating a visual theme to foster a sense of community identity and create an opportunity for landowners to participate in a Streetscape Association and work cooperatively to beautify the Gateway Streetscape;
- (10) To create attractive and accessible commercial areas by discouraging front yard parking areas and encourage joint access within large commercial developments and the co-ordination of internal and external traffic movements.



Example of how strategically place street furniture and landscape elements are well-used in a busy commercial area

3.4 MIXED USE LAND USE CLASS DESIGNATION

Mixed use development refers a mixture of land uses, or more than just a single use, that is, different uses which fall into more than one Use Class. Mixed use developments can be 'vertical', in which a single building accommodates multiple uses, such as an apartment flat on the second floor and a shop on the ground floor. Alternatively, they can be 'horizontal' mixed use development where a range of different buildings in the same area each fulfill a specific purpose, such as a community neighbourhood that has residential as well as playing facilities, shops, parking and other amenities.

3.4.1 Goal

1. To provide for a mix of residential and commercial development including residential/commercial mixed-use developments with limited commercial, office and service uses distributed on-site in a manner sensitive to the street environment and adjacent residential areas.

3.4.2 Objectives

- (1) Create a Mixed Use zone which is inclusive, accessible, friendlier, more attractive, with a more walkable landscape
- (2) Create opportunities for small-scale, attractive commercial buildings that have doors and windows facing streets and parking areas which encourage interconnected, walkable streets to create a sense of community;

3.4.3 Policies

It is the policy of Council to:

- (1) Provide for a Mixed Use designation in the mixed-use Future Land Use map and expand the Mixed-use designation and zone to established Mixed Use areas on and adjacent to Hamilton River Road;
- (2) Permitted uses include: Amusement establishment/use; Business support service; Club and Lodge; Convenience store; General Service/repair; Medical or Dental Clinic; Offices; Personal Service; Public Gathering Place-indoor; Restaurant-full service; Retail;; Single detached dwelling; Semi-detached (double dwelling); Uses set out in 3.1.20;
- (3) Discretionary uses include: Apartment building; Bar; Garden Suite; Hostel; Non-Profit housing; Plex housing; Supportive housing; Townhouse; Transitional housing;
- (4) Ensure that the non-residential uses allowed in this zone are compatible with the residential uses with due attention to hours of operations, noise levels, traffic levels, and other nuisance factors.

3.5 INDUSTRIAL LAND USE CLASS DESIGNATION

The Town of Happy Valley-Goose Bay needs to protect valuable industrial land to ensure that the prime locations are available for future expansion of the regional transportation services needed for resource industry development. Lands near the airport and the port are valuable and currently constrained by surrounding Airport and Defence lands that are either unavailable or undergoing remediation.

3.5.1 Goals

- (1) To provide for an adequate quality, quantity and mix of industrial land to serve the present and future needs of the community; and,
- (2) Ensure that land uses are properly allocated so that conflicts between non-compatible uses are avoided.

3.5.2 Objectives

The objectives for Industrial land use designations are to:

- (1) Protect sufficient lands for future industrial needs;
- (2) Provide industrial land use zoning that reflects the needs of current and future industry needs and services to attract more economic activity;
- (3) Provide land areas suitable for general industrial uses that compatible with each other but would not be compatible with more urban uses;

3.5.3 Policies

It is the policy of Council to:

- (1) Provide for an Industrial Future Land Use designation on the Future Land Use mapping;
- (2) Provide for the following industrial zones on the Land Use Zoning map of the Development Regulations under the Industrial land use designation:
 - Industrial General (IG);
 - Industrial Light (IL);
 - Industrial/Commercial (IC)
 - Industrial Aviation (IA).
- (3) Minimize the impact of traffic on adjacent land uses and, on the traffic, carrying capacity of adjacent roads by requiring a statement regarding traffic impact as part of the development application and review;
- (4) Promote redevelopment of vacant and underutilized industrial sites.
- (5) Provide industrial development design standards in the Development Regulations which will promote an aesthetically pleasing form to industrial development along major road entrances to the Town.

3.5.4 Policies for Industrial General (IG) zone

- (1) To provide land areas suitable for general industrial uses that compatible with each other but would not be compatible with more urban uses;

- (2) Limit non-industrial discretionary uses in industrial areas to those that directly support the industrial area in order to reduce potential conflict between incompatible developments and maximize land set aside for industrial use to be used for that purpose;
- (3) To select locations for Industrial- General that are links to main transportation routes to facilitate industry activities and minimize conflict with non-industrial traffic
- (4) Permitted uses: Composting Facility; Contractor-General; Data Centre; Fishery-related Use; Industrial Light; Natural Resource-related Industries; Protective and Emergency Services; Solid Waste Recycling/Disposal/Composting Site; Uses set out in 3.1.20;
- (5) Discretionary uses: Aquaculture; Crematorium; Energy Generation Facilities; Industrial-General; Industrial-Heavy and Hazardous; Marina; Salvage/Scrap yard; Wind Turbine Generator;
- (6) Development standards will be developed to maximize use of the land but also reduce conflicts between adjacent developments;
- (7) A Comprehensive planned development application may be required;

3.5.5 Policies for Industrial Light (IL) zone

- (1) To provide land specifically for Industrial Light uses;
- (2) Ensure that lands within areas identified for light industrial use are developed in a manner that maximizes the use of land by:
 - a. Encouraging development of multi-storey buildings with a high percentage of lot coverage in the vicinity of key intersections and along main roads;
 - b. Providing for uses that require large areas for outdoor storage:
 - i. In areas located away from key intersections; or
 - ii. Where they are located in highly visible areas, that they are screened or located at the rear of the lot; and,
 - iii. Outdoor storage areas are designed and built in a manner that will facilitate future redevelopment.
- (3) Allow, in appropriate locations, mixed-use commercial and industrial developments with restrictions on proportion of each on one site/building;
- (4) Permitted Uses: Industrial-Light; Industrial-Mall; Uses set out in 3.1.20;
- (5) Discretionary Uses: Data Centre; Retail associated with the primary industrial use;
- (6) Development standards will be developed to maximize use of the land but also reduce conflicts between adjacent developments;

- (7) A Comprehensive planned development application may be required;
- (8) For all new development in the Light Industrial zone located on Corte Real Road, a traffic impact analysis is required until such time as the Kelland Drive extension is developed which will accommodate industrial traffic. The impact of future additional industrial traffic on the residential neighbourhoods to the south of the Industrial zone will be evaluated from a public health and safety perspective.

3.5.5 Policies for Industrial Commercial (IC) zone

- (1) To provide land specifically for a compatible combination of Industrial and Commercial uses. These lands would normally be located near a main road and these areas would normally be fully or partially serviced;
- (2) Ensure that lands within areas identified for industrial/commercial use are developed in a manner that maximizes the use of land by encouraging development of multi-storey buildings with a high percentage of lot coverage in the vicinity of key intersections and along main roads;
- (3) Allow, in appropriate locations, mixed-use commercial and industrial developments with restrictions on proportion of each on one site/building;
- (4) Permitted Uses: All Commercial Land Use Class (4.3) EXCEPT Amusement Park/attraction, Campground; Child care-non-residential; Hotel; Resort; Industrial-Light; Retail associated with the primary industrial use; Industrial-Mall; Public Gathering Place-indoor; Restaurant-Take out; Uses set out in 3.1.20;
- (5) Discretionary Uses: Data Centre;
- (6) Development standards will be developed to maximize use of the land but also reduce conflicts between adjacent developments;
- (7) A Comprehensive planned development application may be required;

3.5.5 Policies for Industrial Aviation (IA) zone

- (1) To preserve lands in the Northside Industrial Park previously identified for aviation-related uses due to sharing a boundary with Airport and Defense lands to provide for future expansion of aviation related industries;
- (2) Allow uses that are compatible with future aviation-related industries;
- (3) Permitted uses: Industrial Aviation; Protective and Emergency Service; Uses set out in 3.1.20;
- (4) Discretionary uses: Industrial-Light; Retail associated with the primary industrial use; Service Station;

- (5) Outdoor storage areas are designed and built in a manner that will facilitate future redevelopment.
- (6) To ensure that development is compatible with the civilian and military Airport operations, any uses within this designation can only be approved by the Town after it has been reviewed, and if necessary, approved by the Goose Bay Airport Authority, the Department of National Defence-CFB 5 Wing or its successor – and/or other relevant Federal and Provincial agencies.
- (7) Consider the development of a comprehensive plan for the entire Northside area including both the Industrial Aviation and Industrial/Commercial zoned lands;

3.6 PUBLIC/INSTITUTIONAL LAND USE CLASS DESIGNATION

The Public/Institutional land use class includes the land uses and developments that provide services to the general public and have a community-wide or regional catchment area. Essentially existing Public/Institutional development has been captured in this designation. As the determination of the need for many of these services is controlled by the agencies having jurisdiction (i.e., school boards, Provincial government) no new future sites have been identified. New locations will be reviewed on their own merit on a site-specific basis and subject to a Municipal plan amendment.

3.6.1 Goal

- (1) The goal of the Public/Institutional land designation is to provide suitable locations to accommodate the level of pedestrian and vehicular traffic and activities associated with public and institutional uses in a safe, efficient manner with appropriate buffers to reduce potential impacts on adjacent land uses.

3.6.2 Objectives

- (1) To protect the Public/Institutional land areas to serve the present and future needs of the community; and,
- (2) Ensure that land uses are properly allocated so that conflicts between non-compatible uses are avoided.

3.6.3 Policies

It is the policy of Council to:

- (1) Provide for a Public/Institutional Future Land Use designation on the Future Land Use mapping.
- (2) Provide for Public/Institutional zone on the Land Use Zoning mapping for the Development Regulations;
- (3) Provide development standards in the Development Regulations to maximize use of the land and accommodate efficient provision of services, and appropriate buffers and separation distances to avoid conflict;

- (4) Establish development standards that will allow Public/Institutional land uses be located on arterial and collector roads that can accommodate the traffic generated by such uses;
- (5) Permitted uses: Institutional/Public Uses – ALL (4.6) EXCEPT Crematoria (discretionary use associated with funeral home) including but not limited to: hospitals, government offices, educational facilities, convention centres or major cultural centres, such as Provincial arts and culture centres, recreation complex, such as an arena, multi-use sports and entertainment centres, swimming pools; and, personal care facilities (larger than residential home), such as nursing or senior’s homes, family and group care centres; Assisted Living-Residential; Emergency shelter; Hostel; Non-profit housing; Supportive housing; Transitional housing; Uses set out in 3.1.20;
- (6) Discretionary uses include: Club and lodge; Crematoria associated with a funeral home; Marina; Outdoor Market;
- (7) Ensure that Public/Institutional uses are compatible with surrounding development in terms of size, scale and layout of buildings by applying development design guidelines;
- (8) Ensure that development and operation of recreational facilities shall not impose adverse effects on adjacent residential and other uses in terms of noise, traffic and hours of operation through appropriate conditions to development approval;
- (9) Determine and implement appropriate buffers and provide signage along trails;
- (10) Establish separation buffers between Public/Institutional uses and adjacent uses to reduce potential conflicts and impact on surrounding community; and,
- (11) Require that all proposals provide information regarding access/egress and onsite parking and loading details, where applicable.

3.7 CONSERVATION LAND USE CLASS DESIGNATION

The Conservation land use designation may be comprised of public and private open space; water bodies including buffers around ponds, shorelines, and wetlands, and flood plain lands, recognized by Council as having natural significance; lands that contribute to important ecological functions and lands containing other natural physical features which are desirable for open space use or preservation in a natural state. This includes the Environmental Protection commitments in the Municipal Stewardship Agreement signed with the Wildlife Division of the Government of Newfoundland and Labrador as part of the NL Eastern Habitat Joint Venture.

It is Council’s objective to encourage provision of continuity and accessibility linkages using Conservation features throughout the Town and incorporating these values into new development, and in particular, the proposed Town Centre Development Scheme Area;

Council will try to provide for conservation areas in all parts of the Town to allow for a balanced distribution of locations for both active and passive recreational pursuits; and enhance the accessibility of publicly-owned Conservation areas, where there is no danger to public safety and where significant natural features and ecological functions can be protected;

The inclusion of privately-owned lands within the Conservation designation shall not imply that the land is accessible to the public. Permissions for public access to privately owned property within the Conservation designation shall be at the discretion of the property owner.

3.7.1 Goal

- (1) It is the goal to provide zoning in the Development Regulations with the appropriate level of protection and limitations in order to protect the integral value of these natural resources.

3.7.2 Objectives

- (1) To protect natural areas which by reason of their intrinsic character, are sensitive, vulnerable, or ecologically significant, or have natural or recreation values.
- (2) To provide appropriate public access and use of Conservation lands.

3.7.3 Policies

It is the policy of Council to:

- (1) Provide for a Conservation Future Land Use designation on the Future Land Use mapping to:
 - a. meet the commitments of the Stewardship Agreement, to protect wetlands, areas adjacent to and containing waterbodies, areas historically known to flood;
 - b. provide protection for areas deems valuable for open space, parks and trail use;
- (2) Provide for zones in the conservation land use designation as follows:
 - Environmental Protection - Management Unit (EP-MU) ;
 - Environmental Protection (EP);
 - Open Space, Parks & Trails (OSPT).
- (3) Reduce the potential for property damage and loss of life due to flooding, by restricting development on lands known to flood, such as flood plain lands to conservation and non-building uses;
- (4) Provide public access to identified environmentally significant areas and the shoreline of Churchill River and Hamilton Inlet in appropriate locations where there is no danger to public safety, and where significant natural features and ecological functions can be protected; The approval of the Minister of Municipal Affairs and Environment is required for motorized trails in the EP-MU and EP zones.
- (5) Require that development of passive recreation facilities such as walking or nature trails, and associated interpretation programs do not have an adverse impact on the natural environment and residential properties; and,

- (6) The Town may require that any development near a designated trail or water course be reviewed by the Town to ensure that development does not negatively impact such trail or watercourse. Where deemed necessary, the Town may require that the buffer be provided by the developer.

3.7.4 Policies for Environmental Protection Management Unit (EP-MU)

- (1) To uphold the commitments for lands identified as Management Units under the Stewardship Agreement in order to provide intensive protection for wetlands and waterfowl
- (2) Incorporate the protection and development requirements of the Stewardship Agreement regarding Management Units into the Development Regulations;
- (3) Zone two areas selected in consultation with the Wildlife Division as EP-MU: Birchy Island and an area south of Goose River;
- (4) Permitted uses include: Environmental Protection (associated with Environmental Management Unit regulations); Uses set out in 3.1.20;
- (5) Discretionary uses include: Open Space, Parks and Trails;
- (6) Cottages are prohibited in the EP-MU zone;

3.7.4 Policies for Environmental Protection

- (1) To uphold the commitments of the Stewardship Agreement with regard to sensitive wetland and waterfowl habitat;
- (2) Incorporate the protection and development requirements of the Stewardship Agreement regarding the Stewardship Area into the Development Regulations;
- (3) Permitted uses include: Environmental Protection; Forest activities-domestic harvest only; Uses set out in 3.1.20;
- (4) Discretionary uses include: Open space, Parks and Trails; Uses permitted by the Policy for Development in Wetlands;
- (5) Zone the following areas for wetland and waterfowl habitat as EP:
 - (a) north of Kelland Drive beyond the built-up urban area; this area will be expanded to include waterbodies and wetlands deemed unsuitable for development by previous studies undertaken by the Town; and,
 - (b) west side of Terrington Basin and an area northwest of Airport lands and south of Goose River.

3.7.5 Policies for Open Space, Parks and Trails

- (1) To provide areas for open space, parks & trails that are protected for this use only; (note that these uses are permitted in every other zone, but while permitted, they have no zoning protection);
- (2) To encourage a network of Open space, Parks and Trails throughout the Town to provide for

both motorized and non-motorized trails to encourage active living in a northern community;

- (3) Permit uses include: Open space, Parks and Trails; Uses set out in 3.1.20;
- (4) Discretionary uses include: Outdoor Market; Public gathering places-outdoor; Restaurant-Mobile Take Out (Street Vendor only);
- (5) Development standards shall be at the discretion of Council pending recommendations generated through specific research regarding best practices for trail development, playground and park design and landscaping;
- (6) Any development in the EP zone requires approval of the appropriate division in the Department of Climate Change, Environment and Municipalities;

3.8 AGRICULTURE LAND USE CLASS DESIGNATION

3.8.1 Goal

- (1) To provide opportunities for growth in the agriculture sector.

3.8.2 Objective

- (1) To protect lands of agricultural potential and encourage development of the agricultural sector to improve food security for the Town of Happy Valley-Goose Bay by establishing an agricultural zone and allowing agricultural development in compatible zones.

3.8.3 Policies

It is the policy of Council:

- (1) To provide an Agriculture designation on the Future Land Use mapping;
- (2) To provide for an Agriculture zone on the Land Use Zoning maps in the Development Regulations that corresponds to the areas approved by Council in consideration of the Provincial Government 'Areas of Interest' as well as areas previously identified in the 2008 Municipal Plan for Agriculture use;
- (3) Permitted Uses include: Agriculture-Commercial; Forest activities; Natural Resource-related Uses; Uses set out in 3.1.21;
- (4) Discretionary uses include: Kennel; Open space; Parks and Trails; Residential- a single detached dwelling associated with a permitted use only;
- (5) Development standards are at the discretion of Council and in compliance with the approved Farm business plan administered by the Land Resource Stewardship Divisions;

3.9 RESOURCE LAND USE CLASS DESIGNATION

Lands designated as Resource lands are intended to be used primarily by natural resource industries such as agriculture, forestry and mineral working operations while also protecting the rural character of the lands surrounding the urban centre of the Town. The site suitability requirements for each of these industries is limited; therefore, it is important to reserve areas identified by both the public and private sector for these uses.

The Development Regulations will address the key issues related to the natural resource developments and associated industrial uses and incorporate the environmental protection values of the Municipal Plan, particularly regarding site rehabilitation;

The Development Regulations will indicate the development standards to be applied to these uses including fences, buffers or separation distances to ensure separation of incompatible uses. Potential conflicts with surrounding land uses must to be identified and addressed during the application processing.

The Town is almost completely located within an Agricultural Development Area (ADA) as designated under the Lands Act; therefore, all development must be in compliance with the Provincial legislation and regulations. This ADA will be identified on the Land Use Zoning map of the Development Regulations.

3.9.1 Goals

The goals for the Resource Use designation are to:

- (1) Ensure coordinated and organized development of resource lands that may have significant economic and recreational value to the Town;
- (2) Retain the present rural character of the resource zone by limiting development permitted within this designation to those associated with agriculture, forestry, quarrying, outdoor recreation, cemetery or other uses such as cottage areas as may be outlined in this Plan;

3.9.2 Objectives

- (1) To set aside rural lands intended to be used primarily for resource and rural uses and associated development that needs a rural context or large areas of land, or are incompatible with the urban area; and,
- (2) Ensure that land uses are properly allocated so that conflicts between non-compatible uses are avoided.

3.9.3 Policies

It is the policy of Council to:

- (1) Provide for a resource designation in the resource Future Land Use designation on the Future Land Use mapping;

- (2) Establish a Resource zone that will allow for agricultural, forestry, and mineral development. Council will consult with the natural resource agencies regarding agricultural applications, forestry management plans and quarry applications;
- (3) There are other uses which, by the nature of the activity, are not suitable to be located adjacent to other more urban uses or in industrial or commercial zones; therefore, they require the separation space that can be found in the Resource zone. These will be considered as Discretionary uses and range from resource-related industrial uses to resorts or amusement parks and campgrounds. Discretionary uses must be compatible with the primary natural resource values of the Resource zone;
- (4) Permitted uses include: Forestry Activities; Commercial Agriculture; Conservation; Cottage; Mineral Working; Uses set out in 3.1.20;
- (5) Discretionary uses include: Amusement Park/Attraction; Cemetery; Campground; Contractor-General; Industrial-General; Industrial-Heavy/Hazardous; Kennel; Marina; Natural Resource-Related Uses; Open space, Parks and Trails; Outdoor Market; Residential: (1) Single detached dwelling only in association with a permitted use; Resort; Protective and Emergency Services; Public Gathering-Indoor; Public Gathering-Outdoor; Salvage/scrap yard; Service Station; Veterinary Clinic;
- (6) Cottage developments or subdivisions are permitted in the Resource zone, as well, individual remote cottages will be allowed, except in areas shown to exclude cottages. Sites shall be carefully considered with regard to access and potential future demand for Municipal services or conversion to permanent homes.
- (7) Provincial government agencies, such as the Land Resource Stewardship Division, Forestry Resources Division, and the Mineral Lands Division each have jurisdiction under legislation to plan and control these resources. It is the objective of this plan to ensure that the Town is adequately consulted by these agencies, and that permits are secured from the Town;
- (8) There are 12 aggregate resources (quarries) located within the Planning Area boundary; therefore, the Development Regulations will contain standards and conditions related to such development in order to assist Council in reviewing any future applications that may be referred to them by the Mineral Lands Division.
- (9) In the Resource zone a 30 m buffer on waterbodies is encouraged as natural green belts along wetlands and waterbodies (ponds, rivers, creeks etc.). A 30m minimum undisturbed natural vegetated green belt could be a standard requirement when dealing with any type of land use activity; wider green belts are suggested when bordering land uses include for example agricultural practices.
- (10) For developments requiring tree removal, Council will consider measures to maintain landscape connectivity, green belts should be connected to forested areas or other habitat patches to create travel corridors for various wildlife species.

(11) Council will encourage vegetation clearing to be done outside the May 01 to July 31 period (note that some raptors start breeding in March) as disturbance can be most detrimental during that sensitive breeding/ young rearing period.

3.10 PUBLIC UTILITIES

3.10.1 Goal

To provide protection for major utility corridors providing essential services to the Town.

3.10.2 Objective

(1) Establish a specific zone for Public Utilities.

3.10.3 Policies

(1) The Public Utility designation is applied to major Newfoundland Hydro and Nalcor transmission line corridors and facilities, together with major trunk water and sewer corridors.

(2) Permitted uses include: Public utilities, utilities and related facilities, Uses set out in 3.1.20;

(3) Discretionary uses include: Open space, parks and trails;

(4) In the Town Centre-Happy Valley-Goose Bay area, the road right-of-way shall include portions of the Public Utility zone and the appropriate measure will be undertaken to ensure compatibility;

3.11 FEDERAL LANDS

These are lands owned by the Federal Government or Federal Government Agencies or Corporations, such as the Department of Defence, the Goose Bay Airport Corporation, Transport Canada, etc. As such, the Municipal Plan does not exert land use controls on federal lands. However, these departments and agencies work together with the Town on issues of compatible development, access to federal lands for trails and use of facilities and sharing of infrastructure and services, such as water.

It is the policy of Council to:

(1) Continue to work cooperatively to promote and facilitate federal and municipal interests.

(2) establish a Federal Lands designation of the Future Land Use map; and,

(3) Establish a Federal lands zone which will be shown on the Land Use zoning map of the Development Regulations.

3.12 DEVELOPMENT SCHEME AREAS

The Development Scheme Area designation is intended to protect lands with development potential to be reserved for the future land needs of the community for residential, mixed and commercial

uses. A developments scheme must be prepared according Section 29 of the Act which follows the planning process set out in sections 14-25 of the Act.

3.12.1 General Development Scheme Areas

3.12.1.1 Goal

- (1) To protect land with development potential from ad hoc development in order to meet the future needs of the community in a planned manner;

3.12.1.2 Objective

- (1) To identify areas to be designated for protection as DSAs and indicate the primary purpose for these designations as residential, commercial, mixed or industrial uses; append space, parks and trails; and environmental protection.

3.12.1.3 Policies for all development scheme areas (DSA)

It is the policy of Council to:

- (1) Identify the DSA designation on the Future Land Use Map as: Development Scheme Areas (DSAs);
- (2) Provide for Development Scheme Area zones on the Land Use zoning mapping for general Development Scheme Areas; and, for two Residential Development Scheme Areas with conditions regarding access to Kelland Drive.
- (3) The Development Regulations will allow existing uses to continue in an area designated as a Development Scheme Area; Permitted uses include: Non-conforming uses, Uses set out in 3.1.20;
- (4) The Development Scheme areas should incorporate the principles from the *Smart Growth and Complete Community and Healthy Community* planning concepts, as appropriate, such as:
 - Mix of land uses
 - Take advantage of compact building design.
 - Create walkable neighbourhoods and a range of housing opportunities and choices
 - Foster distinctive, attractive communities with a strong sense of place
 - Preserve open space, farmland, natural beauty, and critical environmental areas
 - Strengthen and direct development towards existing communities
 - Make development decisions sustainable, predictable, fair, and cost effective
- (5) Require the preparation of the Development Scheme as set out in Section 29 of the Act for all areas designated Development Scheme Area. Note:
 - (a) That section 29 (1) of the Act indicates that the purpose of preparing a development scheme is to carry out a proposal contained in the plan in a particular manner. The Development Scheme forms part of the Town's Municipal Plan and is prepared in accordance with the Act, Sections 14-25, including public consultation, submissions to the Provincial government for review, statutory public hearing and Provincial government registration;

- (b) No development can take place prior to the gazetting of the registered development scheme in the Newfoundland and Labrador Gazette;
- (c) The Development Scheme shall be read as part of the Municipal Plan (Section 30); and,
- (d) Section 29 (3) (a) indicates that the development scheme area is to implement a proposal or part of a proposal of the Municipal Plan.

3.12.2 Town Centre Development Scheme Area (TC DSA)

3.12.2.1 Goal

- (1) To develop a large area of land in the heart of Happy Valley-Goose Bay in an orderly, sustainable, efficient and environmentally sensitive manner to fulfill the vision of creating a complete community following ‘Smart Growth’, ‘Healthy Community’ and ‘Complete Street’ principles.

3.12.2.2 Objectives

- (1) To ensure that the development of the TC DSA is integrated and compatible with the surrounding land use pattern and potential future development;
- (2) To create a high quality of life urban design by ensuring social interaction through applying ‘Smart City’ design principles, enhancing a sense of community through ‘Complete Street’ connectivity between residential, commercial and open spaces, parks and trail uses;
- (3) Create an inclusive neighbourhood containing a sustainable mix of housing that provides greater choices, price points and densities for a variety of life situations;
- (4) Undertake an ‘branding’ exercise with broad community participation to develop a signature design palette that reinforces a community identity for the Town. The Branding exercise will create a ‘community identity’ by identifying elements of built form, such as, a signature palette, materials that could be incorporated into architectural design in the TC DSA and include landscaping.

3.12.2.3 Policies

The following policies apply to the TC DSA:

- (1) The Town Centre DSA is subject to all the other requirements of the Town of Happy Valley-Goose Bay Municipal Plan and Development Regulations, 2018-2018. Where the DSA outlines a policy direction or a land use change, this will be the policy of land use for the Town Centre DSA.
- (2) Residential development in the TC DSA may include the following zones: Residential Low Density-1; Residential Varied Density; Residential Multi-Unit; and, Residential Cluster Development;

- (3) Higher density, multi-unit residential units would be allowed either on top of, or adjacent to, the commercial enterprises in order to ensure readily available clientele to support these businesses and provide services and amenities within walking distance of homes;
- (4) Commercial development in the Town Centre DSA will be allowed as follows:
 - a. Where a commercial use is listed as a non-residential use in any of the Residential zones permitted in the Town Centre DSA; and
 - b. Provide for a 'Commercial-Town Centre' zone in the TC DSA only along the main collector streets;
 - c. In the Commercial-Town Centre zone:
 - i. Permitted uses include: Amusement Establishment/use, Club and Lodge, Convenience Store, Custom Manufacturing Service (small/artisan), Personal Service, Restaurant-Full Service only; Medical or Dental clinic/office, Outdoor Market, Personal Service
 - ii. Discretionary uses include: Apartment building, with commercial on main floor; Public Gathering-Indoor, Sports and Recreation Facilities;
- (5) A Development Regulation amendment is required for all future development in the Town Centre DSA to indicate the proposed zoning from (2) and (4) to be applied to the development, and it must be accompanied by a Comprehensive Planned Development application.
- (6) Development proposals of uses other than those identified in (2) and (4) require an Amendment to the Municipal Plan and Development Regulations following the process set out in *the Urban and Rural Planning Act, 2000*;
- (7) The Town Centre DSA main collector roads will incorporate the existing infrastructure easements wherever possible into the road right of way.
- (8) All development in the Town Centre DSA must be fully serviced.
- (9) Protected Access points will be identified on the Land Use zoning map in order to ensure that key accesses to the Town Centre DSA are protected;
- (10) The road system in the Town Centre DSA will incorporate 'Complete Street' components in order to create a Town Centre 'village' atmosphere, where people can walk or cycle from their homes to shops, recreation and wellness facilities, restaurants and other community services and amenities requires a safe and welcoming street design.
- (11) Development applications must indicate buffers or screening to shield adjacent residential land owners from noise from either snowmobiles in winter or ATVs and dirt bikes in the summer;
- (12) The development applications for trails must indicate dust control measures as part of the trail plan in order to minimize this nuisance to adjacent land users and to the trail users as well;



4.0 IMPLEMENTATION

4.1 DEVELOPMENT REGULATIONS

In order for the Town of Happy Valley-Goose Bay to achieve the Vision, Objectives and Policies articulated in their Municipal Plan, the Council will need to:

- Adopt Development Regulations as a tool for administration and implementation; Development Regulations are one of the main vehicles through which Plans are implemented. The Town will review, revise and adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.
- Implement a Capital Works program to support Plan implementation;
- Ensure a clear and efficient approach to the development review, decision-making, and appeal processes; and,
- Undertake to conduct research to inform decision-making in Plan implementation.

4.2 AMENDMENTS TO THE PLAN

Council may consider amendments to the Municipal Plan when:

1. There have been significant changes to the community since the preparation of the Background Report that provided the factual basis for the policies in this Municipal Plan;
2. Studies have been undertaken by the Town or the Provincial or Federal governments which contain recommendations or policies which should be incorporated into the Municipal Plan;
3. A development proposal is submitted to Council which provides sufficient information and rationale to support a change in the Municipal Plan;

In considering any proposed amendment to the Plan, the Council should evaluate the proposal for consistency with the strategy for growth of the Town, as established in the goals, objectives and policies of the Municipal Plan. An associated amendment may be required to the Development Regulations. As per Section 25 of the Act, an amendment to the Municipal Plan (and an amendment to the Municipal Plan and Development Regulations) must follow the process set out in Sections 14 -25 of the Act.

A person may request to have the zoning of a parcel of land changed in order to accommodate a use or development not permitted under its' current zoning. This might only require an amendment to the Development Regulations without amendment to the Municipal Plan. Alternatively, a Development Regulations amendment may consist of a change to the text of the regulations. In considering requests for Development Regulation amendments, Council shall consider:

- all appropriate policies set out in this Plan;

- the provision of road, water and sanitary and storm sewer services and the impact on existing infrastructure;
- the fiscal impact of the development on the Town;
- community/neighbourhood context for the proposed development;
- environmental considerations, emissions, effluents, nuisance effects; and,
- site suitability: slope, groundwater, location of watercourses and wetlands.

The procedure for an amendment to the Development Regulations only is set out in the Development Regulations.

4.3 REVIEW OF THE PLAN

The Council for the Town of Happy Valley-Goose Bay will undertake a review of the Municipal Plan every five years in accordance with the requirements of Section 28 of *the Urban and Rural Planning Act, 2000*. This review may be comprehensive or it may consist of an audit of progress that confirms that the Plan is still relevant. The review process is valuable to the Council and residents to ensure that the administration of the community achieves the objectives of its residents.



APPENDIX A: FUTURE LAND USE MAPS



APPENDIX B: BACKGROUND REPORT

This document will be provided as a separate document.