

ISLE AUX MORTS MUNICIPAL PLAN

**IMPORTANT: To see if there were any changes to
this plan since it came into effect, please refer to:**

List of Municipal Plan Amendments

TOWN OF ISLE AUX MORTS
MUNICIPAL PLAN
1989-1999

Prepared for the Isle aux Morts
Town Council by the
Provincial Planning Office

1.0 ADOPTION AND APPROVAL

1.1 COUNCIL RESOLUTION

Resolved, pursuant to section 16 of the Urban and Rural Planning Act, that the Council of the Town of Isle aux Morts adopt the Municipal Plan entitled "Isle aux Morts Municipal Plan, 1989-1999."

Resolved further, pursuant to section 18 of the Urban and Rural Planning Act, that the Council apply to the Minister of Municipal Affairs for the setting of the time and place of a Public Hearing to consider objections or representations to the adopted Plan.

PROPOSED BY: Councillor Linda de Frense.

SECONDED BY: Councillor Thomas Delorey.

Certified as a correct copy of a Resolution passed at a meeting of Council held at The Town Hall in Isle-Aux-Morts on the 17th day of July, 1989.

Frances Barnes.
Clerk

1.2 SEAL AND SIGNATURE

Signed and sealed pursuant to section 16(3) of the Urban and Rural Planning Act this 17th day of July, 1989.

Walter Skinner

Mayor

(SEAL)

1.3 CLERK'S CERTIFICATE

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan adopted by the Council of the Town of Isle aux Morts, on the 17th day of July, 1989.

Frances Bame

Clerk

1.4 MINISTER'S APPROVAL

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2.0 INTRODUCTION

2.1 FOREWORD

A) Municipal Planning in Newfoundland and Labrador

The Municipal Plan

This Municipal Plan has been prepared in accordance with the requirements of section 15 of The Urban and Rural Planning Act, following surveys and studies of land use, population growth, the local economy, present and future transportation needs, public services, social services and other relevant factors.

The Plan outlines the goals, objectives and policies of Council regarding the development of the Municipal Planning Area over the next ten years. This Municipal Plan, consisting of a written text in which the goals, objectives and policies are set out, also includes Land Use Maps indicating the proposed allocation of land into various Land Use categories.

Ministerial Approval

When the Municipal Plan is formally adopted by resolution of the Council under section 16(1) of the Act, two copies must be impressed with the Seal of the Council and signed by the Mayor. The Council must then give notice of a public hearing on the Municipal Plan and its intention to seek the approval of the Minister of Municipal Affairs by publishing a notice to that effect in the Newfoundland Gazette and in a newspaper, circulated in the community. The notice must state where and

This brief summary of Municipal Planning legislation and procedures is intended to assist the Council in understanding and using its Plan. Details are contained in the Urban and Rural Planning Act.

when the Municipal Plan may be inspected by any interested person and the time and place set by the Minister for the hearing of any objections or representations. At the Public Hearing, a Commissioner appointed by the Minister will hear the objections and representations, and subsequently forward to the Minister a written report, together with copies of all the evidence taken at the Hearing.

After the Public Hearing is concluded and the Commissioner's report has been submitted, the Council must apply to the Minister for approval of the Municipal Plan. The Minister requires two copies of the Municipal Plan certified correct by the Clerk of the Council, a copy of the adopting resolution and of all written objections and representations considered at the Hearing. On receipt of this material, the Minister may approve the Municipal Plan, with or without modification, or may disapprove it and order that a new Municipal Plan be prepared. Upon approval, the Minister will endorse a copy of the Plan and return it to the Council. Within ten days of receipt of the final approval by the Minister, the Council must publish a notice of approval in the Newfoundland Gazette and in a local newspaper.

The Effect and Variation of the Municipal Plan

When the Municipal Plan comes into effect, it is binding upon the Council and upon all other persons, corporations and organizations. The Plan has to be reviewed by the Council at the end of every five years from the date on which it comes into effect and at that time revised as necessary to take account of developments which can be foreseen during the next ten-year period.

The Municipal Plan may be amended in whole or in part for just cause by repeating the process by which it was adopted and approved initially.

Municipal Plan Implementation

When a Municipal Plan comes into effect, the Council is required to develop regulations for the control of the use of land in strict conformity with the Municipal Plan in the form of The Land Use Zoning, Subdivision, and Advertisement Regulations. These are also known as the Development Regulations. Normally, these are prepared at the same time the Municipal Plan is drafted, and like the Plan, may be amended at any time to include new land uses and specific regulations. Further information on the Development Regulations is found in the Implementation Section of this Plan.

These Regulations must comply with the requirements of the Urban and Rural Planning Act, and the standardized format that has been established for regulations for all towns and communities in the Province. The Land Use Zoning, Subdivisions and Advertisement Regulations consist of five principle components, as detailed below:

- Part 1 General Regulations
- Part 2 General Development Standards
- Part 3 Advertisements
- Part 4 Subdivision of Land
- Part 5 Use Zones

The general regulations, general development standards, advertisements and subdivision of land regulations are similar for all towns and communities in the province but the use zone section of the Development Regulations is tailored specifically for each individual municipality.

Councils are also advised, if they have not already done so, to adopt the National Building Code of Canada as their building regulations.

The day-to-day administration of the Municipal Plan, and subsequent Development Regulations, is in the hands of staff members authorized by the Council. Council staff have the duty of issuing all necessary permits approved by Council and making recommendations to the Council in accordance with the Municipal Plan policies and implementing regulations regarding all development in the Municipal Planning Area.

Other Plans For Development

At any time after the adoption of the Municipal Plan, The Council can prepare and adopt Development Schemes under sections 31-33 of the Act for the purpose of carrying out specific proposals of the Municipal Plan.

Council may also prepare a development project for the acquisition, assembly, consolidation, subdivision and sale or lease by the municipality of land and buildings which are necessary to carry out provisions of the Municipal Plan. The Council may reserve land for future acquisition as the site of any public roadway, service or building, or for a school, park or other open space and may make such agreements with owners of the land as will permit its acquisition and use for those purposes. Council may also specify the manner in which any particular area of land is to be used, subdivided or developed, and may regulate the construction of buildings which would interfere with the carrying out of any development project.

Development Schemes are prepared and approved in exactly the same way as the Municipal Plan, and, when approved, form part of that plan.

B) The Planning Area

The Town of Isle aux Morts is located on the South-West coast of the province approximately 20 km from Port aux Basques. It is connected to the nearby communities of Burnt Island, Rose Blanche, and Port aux Basques by paved highway.

The Planning Area (Figure 1) covers approximately 20 square kilometers and is contiguous with the coastline and the Isle aux Morts River. It extends inland approximately 6 kilometers. The topography consists of heavily glaciated bedrock formations that have been stripped of most glacial and fluvial till deposits. The undulating surface of the Planning Area is interspersed with shallow bog, rock outcrops and low shrub ground cover. Forest cover is absent in the Planning Area, with the exception of low growth in the sheltered river valleys.

The Town of Isle aux Morts has a relatively dense settlement pattern particularly in the older section of the town. In the area south of the highway, the houses are close together on small lots ringing the harbour. There is considerable shoreline development of wharves and stages. The streets in this area are narrow with little separation from adjacent houses and stores. The newer sections of the town are spread out in a low density ribbon pattern along both sides of the highway in east and west directions.

2.2 SUMMARY AND CONCLUSIONS OF THE BACKGROUND STUDY

(a) Population:

Between 1976 and 1986, the population of Isle aux Morts has declined slightly by 5 percent. Because of the small change, population growth must be considered to be in a stable

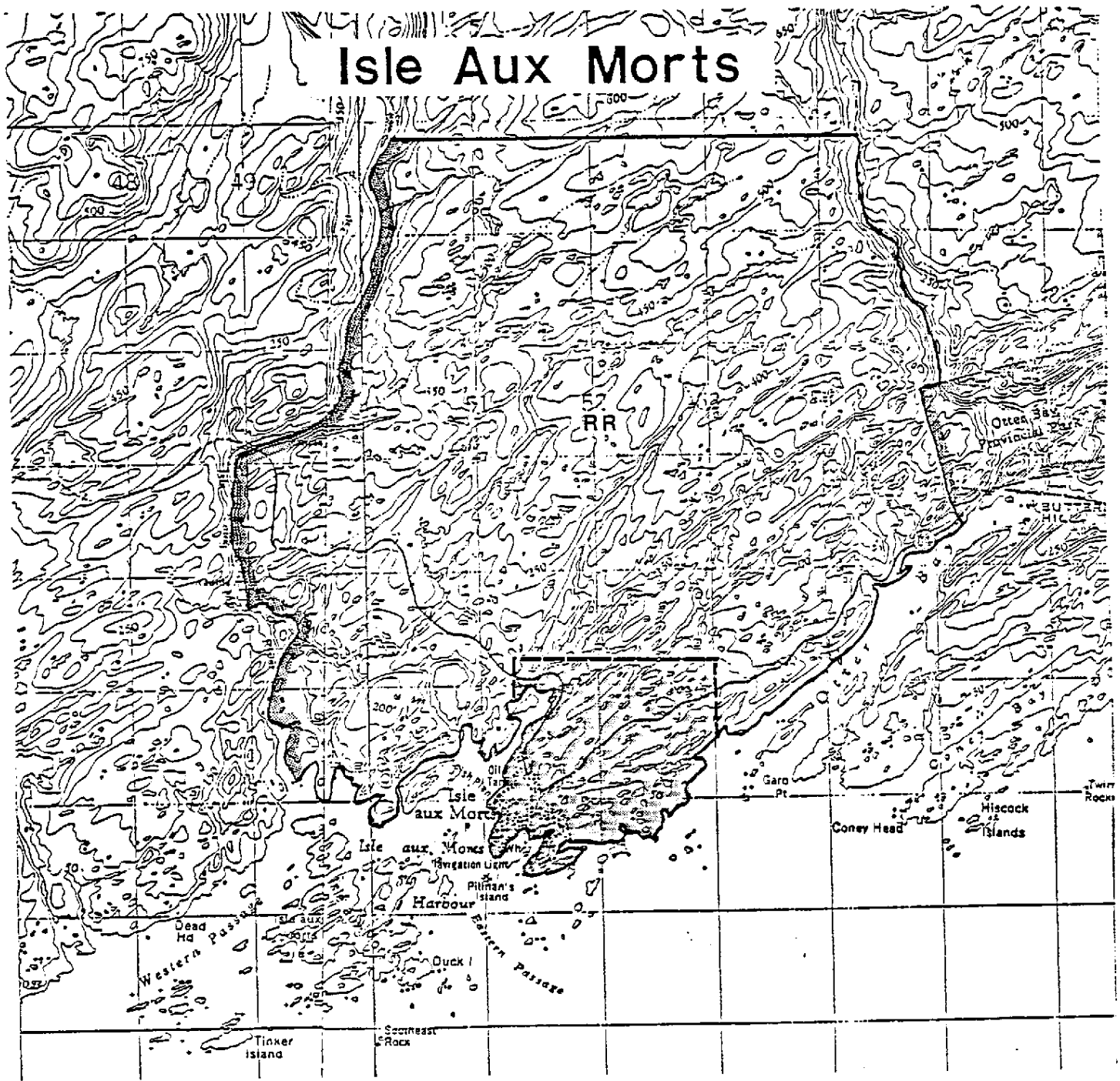


FIGURE 1

— Planning Area Boundary

RR Rural Resource

Future Land Use Area Map 2

Environmental Protected Area

Scale 1/50,000

population growth must be considered to be in a stable situation, largely as a result of local economic conditions. Historic population levels are detailed in Figure 2 below.

FIGURE 2

Year	Population	Percentage Change	Absolute Change
1976	1,270	-2.5%	-32
1981	1,238		
1986	1,205	-2.7%	-33

Net migration between 1976-1981 was -35 with 65 in-migrants and 104 out-migrants. The 1986 Census did not record all migration features, but indicated that there were 85 in-migrants between 1981-1986. This indicates that out-migration during this period must have exceeded that of the previous inter-censal period. Overall, this indicates a static economy characterized by a lack of new local employment opportunities.

Isle aux Morts also exhibits demographic trends that are common throughout the country. Average family size has declined, there is a lower ratio of children to adults, and the birth rate is declining. The implications of this are that if new residents are not attracted to the town, there will be decreasing pressure on the school system and a greater need for service facilities for elderly citizens. Conversely an influx of young householders would create greater demands for housing, schools and recreation facilities.

(b) Housing

The 1986 Census reported 295 dwellings in Isle aux Morts. Fully, 90 percent or 265 of these were owned, and 10 percent rented. Nearly all, 95 percent of these homes were single detached structures, while 15 fell into a variety of other categories. The Census reported that 39 percent of housing has been constructed since 1971 and 10 percent has been built since 1981. The older homes were built around the harbour, and there is very little open space left in this area. These houses tend to be tightly clustered in many locations. More recently, houses have been built on larger lots along the highway in response to a shortage of building lots in the older sections of the community.

Housing Demand: Between 1981 and mid-1988, 46 houses were built in Isle aux Morts, averaging 6 per year. All of these homes were single detached dwellings. Future housing demand will generally be for this type of structure.

The amount of demand for housing is always linked to factors of population growth and local or regional economic conditions. A strong local economy or employment base reduces out-migration and tends to draw people to an area. This increases the potential for natural growth and with a larger population size, stimulates the need for housing. The type of demand will depend on the demographic characteristics of the population but generally the market is composed of young families that require single detached dwellings. At present, there is a minimal demand for rental housing or apartments, but this situation could change if new local industries attract a larger labour force to the town.

(c) Economy

The economic base of Isle aux Morts is closely linked to the fishing and other marine related activities such as ship repair. The fish processing plant employs approximately 50 percent of the total labour force and provides work for nearly half of the female labour force. This is significant in that a single industry provided opportunities for important second family incomes. The drawback with this concentration of employment with a single industry is that the local economy is dependent upon it. Any decline in industrial activity would have a direct economic effect on the town.

Between 1981 and 1986, there were some trends towards more employment in service-oriented industries, but these were minor compared to employment in the processing industry.

The economic base of Isle aux Morts is likely to be affected by any changes in the fishing or the fish processing industry and any mining activity near the community. Regionally, the closure of the railway in 1988 will have some effects, but this is not expected to severely affect the economy of Isle aux Morts because there has been little direct employment with the railway. Impacts would more likely be felt through reduced employment in a less vital service sector in Port aux Basques.

The greatest potential for sustained long term economic growth in Isle aux Morts lies with the fish processing and marine-related industry. It is possible that the fish processing industry could be stimulated through the proposed removal of trade tariffs on processed fish products destined for American markets. The removal of tariff barriers on processed

fish products could stimulate local secondary processing or create a greater demand for raw product for secondary processing at other locations. While this has yet to become fact, its potential effects cannot be ignored. Any substantial increase in processing or production activity would generate considerable employment in the town. At present, the work force can absorb a 25 percent increase in demand for labour. It is likely that the existing population could supply a heavier demand if needed. This would boost the local economy and create a greater demand for local services, although some benefits of increased cash flow would be lost through leakages to the region. If there was a sustained industrial expansion, population would be attracted to the area. Overall, such economic stimulation would result in a greater demand for goods, services and housing.

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The recent mineral exploration near Isle aux Morts has also created the potential for another employment generator. The development of a mine in the area would provide a number of jobs for Isle aux Morts. Other than direct economic benefit, there is great potential for a greater demand for housing. If workers are housed on site, the housing demand in Isle aux Morts will be low. If workers are commute to the site each day, there will be a demand for detached housing, rental units, and mobile homes in Isle aux Morts.

Production plans for the Dolphin Mining site have not yet been finalized but preliminary explorations have indicated enough reserves to last between 5-10 years, depending on the rate of production. The developer has indicated that processing would be on-site and the work force would likely commute on a daily basis. The estimated peak work force would be in the vicinity of 100 workers. Because of the uncertainty of development, this

must be taken only as an approximation of a possible production scenario.

This type of industry would create direct employment for the town and create a limited demand for goods and services. The latter demand would be dependent on the needs of the industry and the ability of the town to be competitive in the open market. It is expected that a site specific mining industry would generate additional employment in Isle aux Morts, stimulate the service sector and increase the demand for housing. The mining industry would not likely have as large or long-term an effect on the economy as would a secondary fish processing industry, but both would have significant effects if developed individually or simultaneously. In order to prepare for these potential growth scenarios, the town must designate areas for future residential, industrial and commercial development. The town should also be prepared to undertake long term capital works projects for the development of these areas when demand starts to build.

(d) Population Projections

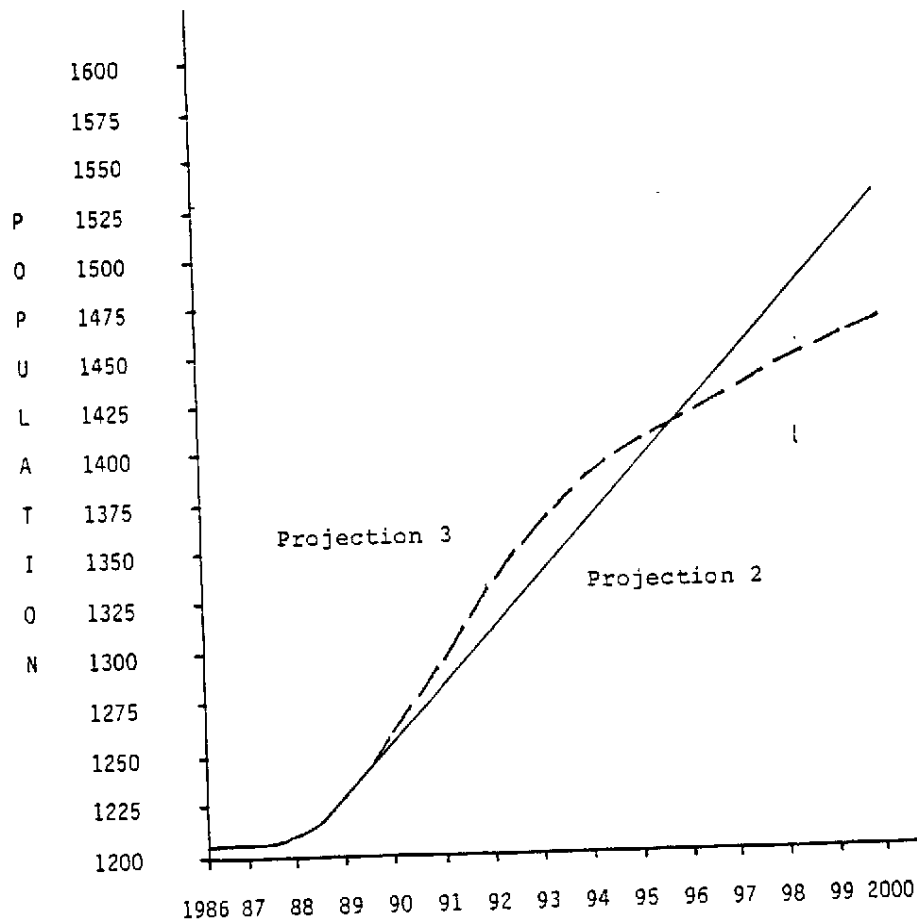
The following population projections are based on the potential economic developments that could affect Isle aux Morts in the next decade. These projections anticipate a range of growth scenarios, from the maintenance of the current population size to a high growth situation. The population projections are presented below and detailed in Figure 3.

Projection 1 - This projection is based on the assumption that there will not be any new economic growth in Isle aux Morts and the population will be maintained at its current level with

minor fluctuations. This scenario assumes the absence of new economic vitality.

Projection 2 - This projection is based on a strong growth rate of 2 percent per year. It assumes constant growth and a steady influx of workers to the area for a sustained period. This growth pattern would necessarily be dependent on simultaneous development of the mining and fish processing industries. It is felt that development of the mining industry is more likely in the near future than is rapid growth in the fish processing industry. It is felt that this growth scenario is the least likely to occur.

FIGURE 3
Isle aux Morts
Population Projections
1987 - 2000



Projection 3 - This projection is based on the establishment of a single new employment generator that would attract a number of new families to Isle aux Morts and increase the employment base available to the community. The projection assumes that there would be a modest initial movement of people to the town followed by a heavier growth period as the project matured. After labor demands had been satisfied, population growth would stabilize at a relatively low rate. This scenario is the most realistic considering the nature of the proposed mining operation near Isle aux Morts. It is possible that this pattern of growth could be repeated in the future if there is an upswing in the fish processing industry.

(e) Projected Housing Demand

The demand for housing is often linked to economic conditions in the community. The magnitude of demand and the types of dwellings needed are also dependent on the nature of development. In the case of Isle aux Morts, a mining development will stimulate the demand for single detached dwellings, mobile homes and apartments provided that the labour force is not housed on site. The establishment of another fish processing industry or the expansion of existing production facilities would likely create more demand for single detached housing but less need for rental units and mobile homes. This is because the mining operation would have a limited life span which would attract a mobile labour force whereas the fish processing industry is a long term development requiring a sedentary labour force.

The following forecasts of housing demand are based on the previously described population projections. It is assumed that

the majority of new homes will be needed by other young families and a mobile labour force. The forecasts of housing demands also include the sedentary demand which has been approximately 6 dwellings per year. This demand will occur even if the population size does not increase due to the unsuitability or unavailability of existing housing for newly formed households or those that have recently moved to Isle aux Morts.

The annual population changes under the various growth scenarios are divided by 2.7 persons per household and combined with the sedentary demand of 6 dwellings per year. This produced estimates of annual housing demand which are detailed in Figure 4.

It is likely that the greatest demand for housing would be during the first few years of production after which the demand

FIGURE 4
HOUSING DEMAND 1987-1999

Year	Projection 1	Projection 2	Projection 3
1987	6	6	6
1988	6	6	6
1989	6	15	6
1990	6	15	15
1991	6	15	20
1992	6	16	20
1993	6	16	16
1994	6	16	16
1995	6	16	11
1996	6	16	11
1997	6	16	11
1998	6	17	11
1999	6	17	12
	66	175	143

would taper off. Long term housing need would be at a slower more consistent pace. Generally, any constriction of supply in the housing market will force housing prices upward, but a price decline and stabilization usually follows as supply and demand equalize.

This relationship is true for all types of new economic developments that have the potential to stimulate the economy and attract new residents to the town. The greatest problem is in assessing the timing and magnitude of such development in the absence of clear development strategies.

This problem has been approached by preparing estimates of population growth and housing demand based on (a) current trends, and (b) high growth scenario. The town can then reserve an adequately sized residential area based on these forecasts that can be developed as needed.

These projections indicate that under the most extreme situation, housing demand could reach as high as 20 units per year. Sustained activity could create a demand for approximately 77 units in a 5 year period and 137 over 10 years. If new economic growth does not occur, housing demand should follow the current pattern of approximately 6 units per year.

It is expected that population growth and housing demand will follow current trends until new economic growth occurs at which time growth should approximate the forecasts put forward in Population Projection 3 and Housing Demand Projection 3. This could mean a demand for up to 20 units per year at peak economic conditions and a sustained annual demand of approximately 11-12 units.

(f) Needs and Opportunities

The most pressing problem facing Isle aux Morts is the need to designate new areas for residential growth. The greatest demand is for fully serviced residential land. At present, housing is expanding in low density ribbon fashion along the highway in response to the shortage of land suitable for building. A concentrated residential development will prevent this sprawl while conserving the land base and minimizing future servicing costs.

The town also needs to reserve an area for future industrial expansion that could occur as a result of possible changes in the fish processing industry and the marine services sector. It is likely that such expansion would require a shoreline location with highway access. The town also needs to provide an area that can be developed for commercial or light industrial uses. This area should be serviced and should be located on the highway.

It is necessary to prevent further congestion in the older sections of Isle aux Morts by developing strict standards for development in this area. This will prevent problems of encroachment on the street rights-of-way from occurring in the future, but the impact on this area will not be visible for some time.

Recent explorations have indicated that there is some potential for mining development near Isle aux Morts. Although it is likely that all processing will be on site, it is inevitable that some demand for goods and services will occur in Isle aux Morts. There could also be some direct employment with the mining operation. In order to meet these potential demands, the town must have easily serviced or serviced residential, industrial and commercial land available.

3.0 THE MUNICIPAL PLAN

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3.1 THE FUTURE COMMUNITY

Isle aux Morts is facing a future with significant potential for economic development as previously outlined. While it can never be certain if and when industrial growth will occur, it is essential that the town be prepared for sudden growth and an increased demand for services. It is necessary to reserve land for residential expansion and to provide areas for industrial and commercial land uses. The installation of municipal water and sewer systems in efficiently designed housing areas will optimize the use of the limited land base while providing an economically serviced community structure. The long term benefits of this will accrue both to the citizens and Council of Isle aux Morts. By encouraging the development of the marine related industrial base and preparing to accommodate nearby mining operations, Isle aux Morts has the potential to develop a secure economic base.

3.2 GOALS, OBJECTIVES AND POLICIES

The goals expressed here represent broad, long term targets that the Council wishes to achieve through municipal planning. These goals are reached through the identification of specific steps or objectives that can be realistically enacted through the planning process. Goal achievement and the implementation of objectives can be facilitated through the development of policies that direct development in each land use and administrative area covered by the Municipal Plan.

Policies are always based on the concepts outlined by the goals and objectives, and as such, are logically linked to the underlying precepts of the Municipal Plan. The Municipal Plan begins

the evolution from basic community needs and goals to the physical manifestation of these concepts in the form of community design, organization, and facilities. In this manner, the Municipal Plan moves from concept to reality by providing a strategy for community development.

Community Structure Policies:

Goal: It is a goal of this Plan to maintain a compact community structure without permitting low density sprawl.

It is generally desirable in any municipality to have a compact pattern of development that does not require extensive extensions of service infrastructure. Roads and residential development should be interconnected in order to maximize the intensity of land use and minimize the distances that new services and streets must cover. Residential development, should be concentrated, and not permitted to sprawl into unserved, low density rural areas. In this manner, overall long term operation and maintenance costs to the municipality are kept to a minimum and the available land is used to its maximum potential. Additionally, a compact community form improves the accessibility to service facilities and reduces the need for a multiplicity of services.

The following policies shall apply to Community Structure:

- Residential Development shall be confined to the serviced areas of the town.

- New streets and road shall be laid out in looping, interconnected patterns where possible in order to realize the greatest economy of design and operation.

- Infill development shall be encouraged in the serviced areas of the town and in areas that are already developed.
- Development shall not normally be permitted in the rural Resource area unless ancillary to a use permitted in this area.
- Road reservations shall be designated to provide access to backland areas that may be needed for future expansion.

Residential Policies:

Goal: It is a goal of this Plan to concentrate new residential growth in planned, serviced subdivisions that make optimum use of the available land. It is also desirable to encourage residential infilling within the boundaries of the developed areas of Isle aux Morts.

This Plan shall also address further housing needs by designating areas of sufficient size to accommodate the 66 - 143 new dwellings that may be needed by 1999.

It is essential in any municipality that its physical and financial resources be conserved and utilized to the maximum potential. The designation of planned areas for future residential expansion can accomplish this, provided that development occurs in an orderly fashion. It is also desirable to encourage the infilling of building lots in mixed development areas, where feasible to do so.

Consistent standards and administration procedures for residential development provide the most effective methods of

guiding growth in order to realize the greatest benefit to the municipality.

The following policies shall apply to Residential development:

- Residential Infill areas are established as indicated on Future Land Use Map 2.
- The uses in a Residential Infill areas shall include single dwellings, double dwellings, personal services, child care, convenience store, office, recreational open space, service station, shop, and club and lodge.
- A residential reserve know as Comprehensive Development Areas "A" is established as indicated on Future Land Use Map 2.
- The development of CDA "A" shall be carried out in accordance with a plan of subdivision approved by the Council and the Department of Municipal Affairs.
- There shall not be any permitted uses in CDA "A" until such time as a plan of subdivision is prepared for this area.
- A Residential area is designated as indicated on Future Land Use Map 2.
- The Residential area shall not be developed until an approved plan of subdivision is prepared and water and sewer services are installed.
- The uses in a residential area shall include single dwellings, double dwellings, personal services, and child care.

- Residential development shall conform to the following standards:
 - (a) front on a publicly maintained road;
 - (b) have a minimum frontage of 18.3 metres;
 - (c) the minimum serviced lot area shall be 550 m²;
 - (d) be serviced by municipal water and sewer; and
 - (e) the minimum residential street right-of-way shall be 15 metres.
- Council shall reserve a functional, centrally located area in new Residential areas for purposes of youth recreation or playgrounds.
- Backlot development shall not be permitted in any land use area in the Planning Area.
- Council shall determine the feasibility of establishing a serviced mobile home park as indicated on Future Land Use Map 2.

Mixed Development Policies:

Goal: It is a goal of this Plan to encourage the infilling of the Mixed Development with residential and commercial land uses, in the form of the redevelopment of existing sites or the development of new sites. Any type of mixed development must be compatible with the surrounding land uses.

The Mixed Development area of Isle aux Morts is predominantly residential in nature with interspersions of small commercial outlets. It is desirable to encourage this mix of development in this area and to permit both commercial and residential

infill development. It is also desirable to encourage redevelopment in this area in order to economize the use of the land and municipal service infrastructure. The principal type of development in this area should be residential in nature, with other categories of development falling into a discretionary use category.

The following policies shall apply to the Mixed Development Area:

- A Mixed Development area is established as indicated on Future Land Use Map 2.
- The permitted and discretionary uses in this area shall include: single-family dwellings, double dwellings, boarding houses, recreational open space, restaurants, public service uses, shops, convenience stores, personal and general services. Other uses may be permitted at the discretion of Council.
- Backlot development shall not be permitted in the Mixed Development Area.
- All development in this area shall front on a publicly-maintained road and be serviced by municipal water.
- Non-residential uses shall provide an adequate amount of on-site parking so as not to interfere with snowclearing or create a traffic hazard.
- All development in this area shall conform to the standards and conditions set out in the Isle aux Morts Development Regulations.

Industrial Policies:

Goal: It is a goal of this Plan to provide a large industrial area for the expansion and development of both marine and land based industries. It is also a goal to ensure that any industrial area has adequate access routes and is unencumbered with other types of incompatible development.

The Plan recognizes that the greatest potential for industrial development in Isle aux Morts lies in the fish processing and marine services sector and in the mining sector. The town already has a vigorous fish processing industry and it is highly possible that a gold mine will be developed in the near future.

It is the intention of this Plan to reserve the area of shoreline from the fish processing plant to the bottom of Isle aux Morts Harbour for industrial use. This will be a long term project, to be undertaken as development is required. Other land adjoining this area and parallel to Route 470 shall also be reserved for access routes and other industrial uses. Mining, quarrying and other industrial activities shall be encouraged in the backland areas of the Planning Area.

It is also necessary to protect areas of the shoreline for the development of wharves, stages and boat slipways that are essential to the inshore fishery.

The following Industrial Policies shall apply:

- Industrial areas are designated as indicated on Future Land Use Map 2.
- The uses in an industrial area may include general

industry, light industry, hazardous industry, transportation, and service station.

- The area designated on Future Land Use Map 2 as "industrial access" is reserved for future transportation needs.
- The area near the industrial access road shall be cut and leveled as soon as it is financially feasible to do so.
- No new industrial use shall be sited so as to constitute a nuisance or hazard to adjacent uses.
- There shall be a minimum 10 metre buffer zone between all new industrial uses and any other type of land use. Non-compatible uses shall not be permitted to encroach upon any industrial area.
- All industrial sites shall provide adequate on-site parking areas and safe routes of entrance and exit.
- Industrial activities may be permitted in the Rural Resource area in accordance with the regulations for the Rural Resource Area.

Commercial Policies:

Goal: It is a goal of this Plan to encourage further expansion of the existing commercial uses in Isle aux Morts and to designate an area where new commercial activities may locate.

Commercial development in Isle aux Morts generally falls into the category of localized convenience or general merchandise

stores which serve the immediate area. There are also two grocery stores and a lounge which draw customers from the town in general. The commercial base of the town is locally oriented and is directly affected by the economic conditions that prevail in Isle aux Morts. It would be desirable to expand this market to a larger area by offering a wider range of services. It is advantageous for the town to encourage local businesses in order to prevent the out-flow of capital from the town. With the possibility of future development of a gold mine and potential growth in the fish processing industry, it is desirable for the town to have serviced commercial land available to meet future needs. In addition, small enterprises on individual lots scattered throughout the community should be protected from encroachment and permitted to expand as much as possible with due respect for public safety and convenience. 1

The following policies shall apply to Commercial Land Use in Isle aux Morts:

- Commercial Land Uses Areas are established as indicated on Future Land Use Map 2.
- The uses in a commercial area may include shops, convenience stores, hotels, lounges, service stations, outdoor markets, personal services, general services, light industry, general garages, and offices. Other uses may be included from time to time.

All commercial development shall conform to the standards set out in the Isle aux Morts Development Regulations.

- A landscaped, 2 metre buffer strip shall be maintained

between the Commercial areas and Route 470 for aesthetic and safety purposes.

- Sites in the Commercial areas shall have interconnected parking lots where feasible to do so.
- All commercial development shall be separated from other uses in order to provide adequate space for access, maintenance and public safety.
- All commercial development shall provide an adequate area for parking space.

Public Service Area Policies

Goal: It is a goal of this Plan to designate a centrally located area for public service and education purposes.

The area near the Municipal Office and the Integrated School has developed a distinct public service function. There are several facilities in this area that serve the public in the form of clubs, schools, and municipal services. It is beneficial for these services to be centrally located and accessible to the public. The area described above has already assumed this function, and it is the intention of this Plan to encourage further development. Public Service Areas should also maintain the highest degree of public safety by providing adequate parking space and safe accesses. This is particularly true in areas where schools are located.

The following policies shall apply in the Public Service Area:

- A Public Service Area is designated as indicated on Future Land Use Map 2.

- The uses permitted in the Public Service Area shall include cultural and civic uses, education uses, club and lodge, recreational open space.
- All development in the Public Service Area shall provide adequate parking areas and setbacks from street rights-of-way.

Rural Resource Policies:

Goal: It is a goal of this Plan to protect the environment and natural resources of the Rural Resource area from development that may detract from its aesthetic quality or inhibit the utilization of the natural resources. It is also a goal to reserve the areas adjacent to the Town of Isle aux Morts for the future expansion of the town and to provide an adequate separation between developed areas and resource based activities.

The Rural Resource area of Isle aux Morts contains reserves of minerals and rock that have economic importance to the town. Rock quarrying for road construction and land fill projects must be permitted to continue in the Rural Resource area, but with an adequate separation from the town. The Rural Resource area must also be kept free of development that might interfere with mineral extraction.

The wildlife resources of this area are valuable both from the recreational and commercial tourism aspects and must be protected for future generations. The Rural Resource area also represents a large undeveloped land base that has value for passive recreation activities, such as hunting, fishing and

snowmobiling. The watershed of the municipal water supply is also in this area and this must be kept free of all development.

The following policies shall apply to the Rural Resource area:

- A Rural Resource area is established as indicated on Future Land Use Map 2.
- The permitted and discretionary uses in this area shall include mineral working, forestry, light industry, general industry, agriculture, recreational open space, antenna, mobile home, general garage, seasonal residence, and conservation. Other uses may be permitted at the discretion of Council.
- All mobile homes in the Rural Resource area must be located in the Mobile Home Park designated on Future Land Use Map 2 and must be serviced by municipal water and sewer systems.
- Any mineral working activities shall conform to the guidelines and regulations for pit and quarry operations as set out by the Department of Mines and the Council.
- Forestry and timbering activities shall be subject to the Department of Forest Resources regulations and those established by Council.
- There shall not be any development within 30.5 metres of the usual highwater mark of any standing waterbody or watercourse in the Rural Resource area.
- Residential development shall not be permitted in this area except in conjunction with a permitted use and at the

discretion of Council.

- Adequate buffers shall be maintained between land uses that are incompatible with one another.
- There shall not be any development permitted within the municipal watershed with the exception of public utilities.

Recreation Policies:

Goal: It is a goal of this Plan to develop recreational facilities that will meet the current and future needs of the community.

In order to expand the range of recreational facilities and activities available to the town, it is necessary to permit passive recreation in the Rural Resource area and to protect the existing recreation area from conflicting development. It is desirable to have active recreational facilities near the centre of population but if this cannot be done, new recreational facilities should be as close as possible to the residential population.

The following Recreation policies shall apply:

- Recreational Open Space areas are established as indicated on Future Land Use Map 2.
- The permitted and discretionary uses in this area shall include recreational open space, outdoor assembly and conservation. Other compatible uses may be permitted at the discretion of Council.

- Passive recreational activities shall be permitted in the Rural Resource Area.

Environmental Protection Policies:

Goal: It is a goal of this Plan to preserve the quality of the natural environment and to prevent development from occurring in areas that are naturally hazardous. A further goal is to prevent development from creating any form of hazard.

It is recognized that bog lands and wetlands are important components in the ecosystem in terms of controlling the rate and volume of runoff. Rivers and brooks also form part of the natural drainage system and must be protected from blockage or alteration. Any unnecessary alterations of these water systems must be avoided.

Environmental Protection Policies are also intended to prevent development in hazardous areas and to prevent harmful development within the watershed of the Isle Aux Morts water supply. In this manner, the physical and aesthetic quality of the natural environment are protected and development is prevented from taking place in a fashion that could be dangerous to people or property.

The following Environmental Protection policies shall apply:

- A 30.5 metre wide Environmental Protection area is established on both sides of the Isle aux Morts River as indicated on Future Land Use Map 1.
- The uses in this area shall be limited to conservation and recreation activities.

- There shall not be any development within 30.5 metres of the highwater mark of the Isle aux Morts River or any watercourse or waterbody in the Planning Area.
- There shall not be any development within the Protected Watershed area of the municipal water supply except in accordance with Department of Environment Regulations.
- Development shall not be permitted in any area that is hazardous due to flooding, poor drainage and unstable soil conditions, excessive bedrock or steep slope.

Transportation Policies:

Goal: It is a goal of this Plan to provide a safe and efficient road network for the Town.

The roads and streets form the framework of a community and must function as a viable system if the town is to grow and operate efficiently. Streets and roads generally influence the direction that development takes, making it important that future routes be carefully planned for safe and economical operation. It is also important to prevent development from encroaching upon the rights-of-way of existing streets. Clear street margins facilitate snowclearing and routine road maintenance activities. In some cases, it may be possible to improve existing streets or intersections to provide a greater measure of public safety. One such improvement is the Elizabeth Street extension which is indicated conceptually on Future Land Use Map 2. It is the intention of Council to extend Elizabeth Street as indicated should the abandoned Integrated School be removed. This would eliminate a dead end street, improve the

access to the harbour area and open additional land for residential use. Accesses A and B are reserved for the residential areas and a third for access to the industrial area.

The following transportation policies shall apply:

- The minimum right-of-way for residential streets shall be 15 metres.
- No development shall be permitted to encroach upon the right-of-way of any street.
- Streets shall not be paved until all planned services and drainage culverts have been installed.
- Future road access points are reserved as indicated on Future Land Use Map 2.
- The Elizabeth Street extension road reservation is reserved as indicated on Future Land Use Map 2.

Municipal Finance Policies:

Goal: It is a goal of this Plan to develop a municipal budget that is balanced against income and expenditures and within the financial capabilities of the town.

The municipal budget should be based on the current and future revenue structure, with a definite plan for both long- and short-term expenditures. A municipal budget must clearly set out the projects to be undertaken, the time frame for completion, sources of revenue, the terms and amount of debt

retirement, and the administrative responsibility of each project. In this manner, current and future municipal councils can carefully plan the financial administration of the town.

The following Municipal Finance Policies shall apply:

- The Council shall prepare a detailed 5-year schedule of capital works projects to be undertaken.

- The capital works program shall be within the financial capabilities of the municipal revenue structure with expenditures balanced against revenues.

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4.0 IMPLEMENTATION

4.1 PROGRAM OF DEVELOPMENT

The realization of many goals set out in a Municipal Plan is brought about through a schedule of prioritized projects and a definite allocation of development funds. By following a capital works program, Council can allocate funds for the most important areas of need and remain within the financial capabilities of the community. In many cases, long-term future development depends on current projects. An example of this would be a serviced residential area that is dependent on the prior installation of water and sewer systems. Projects such as this improve the level of services to the community and promotes growth. Further growth enlarges the tax base making it possible for the Town to finance more extensive capital works. }

The Council has identified two projects to be undertaken in the first five years of this Plan. The first project involves the development of a 26 lot serviced subdivision in the residential area indicated on Future Land Use 2. It is estimated that this project will satisfy housing demand for the short term but will not be adequate to supply demand stimulated by increased economic activity.

The second project is the undertaking of a study to determine the feasibility and costs of establishing a mobile home park in Isle aux Morts. This park would be oriented towards current and anticipated future needs for mobile home sites.

4.2 ADMINISTRATION

(a) Introduction

The preparation, adoption, and approval of this Municipal Plan represents only a part of the planning process. In other words, the Plan is not an end in itself nor does it serve any useful purpose without being implemented.

The Municipal Plan must be implemented by means of the regulatory powers conferred upon the Council by section 37 of the Urban and Rural Planning Act and such other statutes, enabling legislation and programs as may be applicable. The Plan must serve as a continuing reference and guide to Council and its officials in order to achieve the goals, objectives, policies, and programs which it contains.

(b) Land Use Zoning, Subdivision, and Advertisement Regulations or the Development Regulations

The direction and orderly control of land use is an important feature of the municipality's planning program. For that purpose, Development Regulations are the most effective tools. After the Plan is formally adopted, Council is required under section 37 of The Urban and Rural Planning Act to prepare these Development Regulations for the control of land use in strict conformity with the Municipal Plan. These must include Land Use Zoning Regulations. Other regulations must be in compliance with part VIII of the Act. Council may establish these other regulations to control the use and development of land in accordance with the Plan.

Land Use Zoning, Subdivision and Advertisement Regulations to be administered and enforced by the Council shall include:

- The powers of Council including rules and administrative procedures governing the Council's consideration of and decision on planning applications.
- Rules and administrative procedures for appeal boards.
- General development standards for all zones.
- Regulations governing advertisements
- Regulations governing the subdivision of land, covering but not limited to, subjects such as services to be provided, building lines, public open space, design standards, and transfer to streets and utilities to the Council.
- Definitions of key words and phrases to be used in the interpretation of the Regulations.
- A classification of uses of land and buildings to be used in the Use Zone tables.
- Zone tables tailored specifically for each use zone listing the permitted and discretionary uses and the standards and conditions for development in each specific zone.
- Use Zone maps dividing the Planning Area into areas corresponding with the use zone tables.

Zoning divides the entire municipality into separate land use areas or zones, each with a stated category of uses and standards for development.

Essentially, zoning is a means of ensuring that the future land uses are in conformity with the Municipal Plan, that they are properly situated in relation to one another, and that they do not conflict with or adversely affect adjacent properties. Based on concepts set out in the Municipal Plan, zoning directs new growth into suitable areas and protects property by requiring that development afford adequate light, air, and privacy for persons living and working within the community. Zoning also allows for the control of development directly in each area so that property can be effectively serviced by means of a corresponding extension of the existing public services.

As mentioned above, in the Development Regulations, there are permitted uses for each of the zones which are primary and are allowed as a matter of right in that particular zone. The issuing of permits for these permitted uses is usually straight forward, subject to the requirements of the Development Regulations and any further conditions imposed by Council. Discretionary uses are those which may be allowed in a specific zone if:

- i) The development would not be contrary to the general intent and purpose of the Zoning Regulations, the Plan, or any other further plans or regulations.
- ii) Proper public notice has been given and Council is satisfied that it is not against the public interest and will fit into the zone as a complementary of non-damaging use.
- iii) Council is satisfied that the discretionary use is suitably located within the zone proposed.

Permitted and discretionary uses are listed individually for each zoning category in the Development Regulations.

(C) Control of Development

Council will exercise proper control over all development within the Planning Area in accordance with this Plan and the Development Regulations.

Any person wishing to develop* or subdivide land for any purpose within the Planning Area shall make application on the prescribed forms to Council for permission. It is important to note that the Council will require a separate permit to be obtained by the developer for the subdivision** of land. All new development or redevelopment as well as any change of use or intensity of use or alteration or improvement to any land or existing building will require a permit from the Council. In addition, a separate permit will be required for all building work and the occupancy of a building. A building permit will not be granted until a development and/or subdivision permit has been obtained.

* The Urban and Rural Planning Act should be referred to for the precise definition of "development".

** Subdivision means the dividing of any land whether in single or joint ownership into two or more pieces for the purpose of development.

Council may grant approval in principle to enable a developer to test a proposal for conformity with the municipal plan and development regulations without having to go the expense of preparing detailed plans.

If the Council is in favour of the proposal, approval in principle may be given, subject to the submission and approval of detailed plans of development and any other conditions that Council may impose. An approval in principle is processed and considered just like any other application.

(D) Capital Works Program

In an effort to ensure that adequate funds are available at the appropriate time to implement each feature of the municipal plan, Council shall prepare and submit every year, a five-year forecast of their anticipated capital expenditure requirements. This will be done in compliance with section 9 of the Municipal Grants Act.

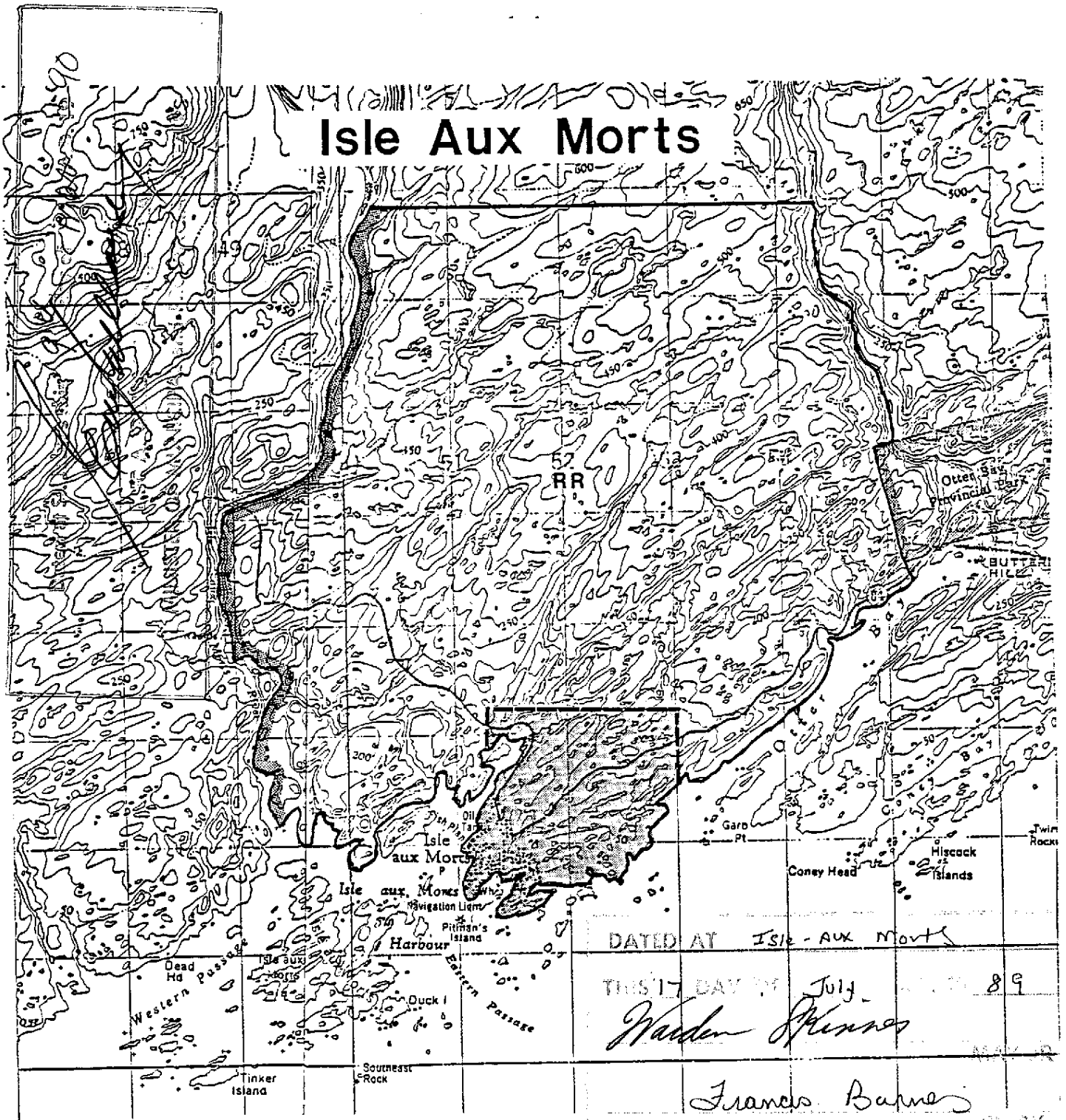
5.0 MAPS

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In order to further the development of an orderly, economic and attractive development pattern, the Planning Area is divided into groups of complementary land uses having related functions which do not ordinarily interfere with each other, constitute mutual nuisances, or hamper each other's activities. The general land use designations are set out on Future Land Use Maps 1 and 2 which form part of this Municipal Plan.

The intent of the Plan is to guide development within these land use designations, thereby separating activities that have conflicting requirements and functions. Commercial and industrial areas are located where they may benefit from important transportation facilities and local resources, and the pattern of uses has been derived with the intent of preserving important natural features. It must be stressed that this is not the intent of this Plan to segregate land uses for the sake of such segregation but only for the purposes of preventing conflicts between each group of activities.

The road network is based on and designed to facilitate the satisfactory movement of both people and goods to and from the various land use areas within the Planning Area, as well as to facilitate through traffic movement.



Future Land Use Map 1

- Planning Area Boundary

 Future Land Use Area Map 2
- RR Rural Resource

 Environmental Protected Area

Scale 1/50,000