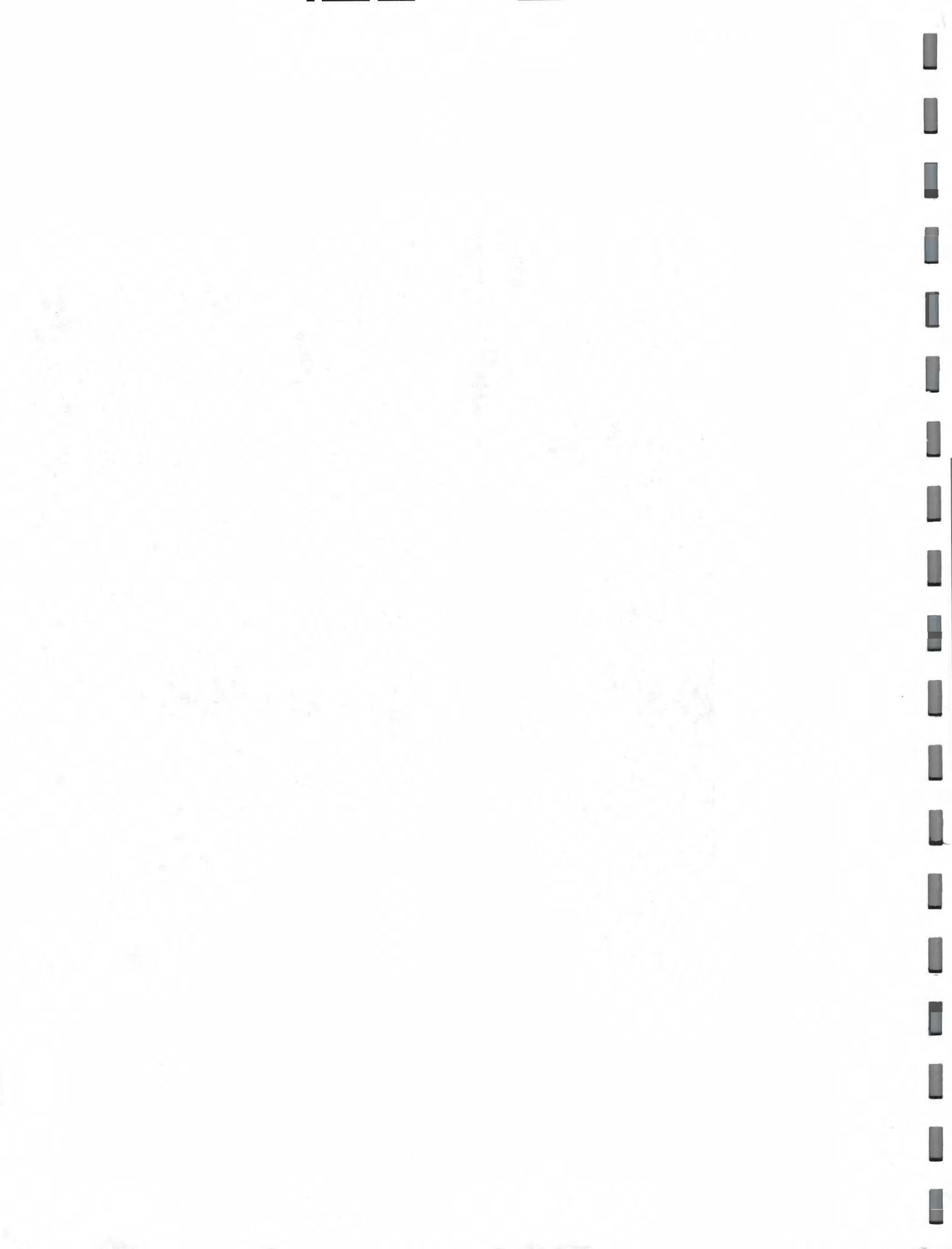


**TOWN OF GILLAMS
MUNICIPAL PLAN
2017-2027**

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MUNICIPAL PLAN 2017-2027

Town of Gillams

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URBAN AND RURAL PLANNING ACT, 2000
RESOLUTION TO APPROVE
TOWN OF GILLAMS MUNICIPAL PLAN, 2017-2027

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

- a) adopted the Town of Gillams Municipal Plan on the 3rd day of July, 2019.
- b) gave notice of the adoption of the Town of Gillams Municipal Plan by advertisement inserted on the 27th day of November, 2019 and the 4th day of December, 2019, in the Western Star newspaper.
- c) set the 18th day of December, 2019, at 2 pm at the Gillams Fire Hall for the holding of a public hearing to consider objections and submissions.

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

SIGNED AND SEALED this 29 day of January, 2020.

Mayor: Patricia Penney
Patricia Penney

Clerk: Shelley Penney
Shelley Penney

Municipal Plan/Amendment	
REGISTERED	
Number	<u>1825-2020-001</u>
Date	<u>March 6, 2020</u>
Signature	<u>M. My. O'Neil</u>

(Council Seal)





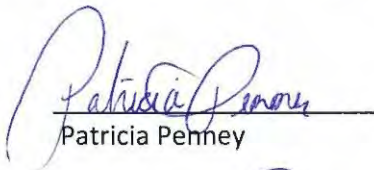
URBAN AND RURAL PLANNING ACT
RESOLUTION TO ADOPT
TOWN OF GILLAMS MUNICIPAL PLAN, 2017-2027

Under the authority of Section 16 of the *Urban and Rural Planning Act 2000*, the Town Council of Gillams adopts the Town of Gillams Municipal Plan, 2017-27.

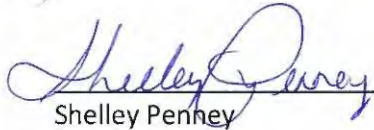
Adopted by the Town Council of Gillams on the 3rd day of July, 2019.

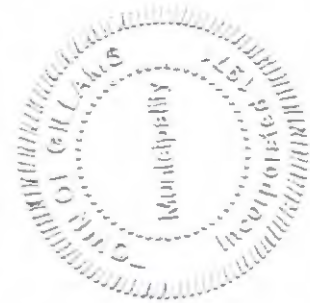
Signed and sealed this 29 day of January, 2020.

Mayor:


Patricia Penney

Clerk:


Shelley Penney



(Council Seal)

CANADIAN INSTITUTE OF PLANNERS CERTIFICATION

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

MCIP:


Anna Myers, Member, Canadian Institute of Planners



(MCIP Seal)





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APPENDIX A: BACKGROUND REPORT

1.0 INTRODUCTION

1.1 FORWARD

The Town of Gillams Municipal Plan 2017 establishes guidelines for the sustainable management of development on lands contained within the Gillams Planning Area Boundary (PAB) by setting out a 10 (ten) year land use strategy. This Plan provides a policy framework for the land use zoning and subdivision regulations, to be administered by Council through development and subdivision permits.

In guiding the physical improvement and sustainable growth of the community, the Plan indicates the location and timing of residential development and the general layout and scheduling of capital works to support development such as: improving road infrastructure especially through paving; the installation and upgrade of water and sewer systems, and providing recreational opportunities.

It also identifies plans to address the environmental, social, cultural, economic, and governance needs of the community. As required under the *Urban and Rural Planning Act, 2000*, hereby referred to as “the Act,” all relevant planning issues have been reviewed in the preparation of this Plan and are presented in Appendix A, the *Background Report to the Town of Gillams Municipal Plan*.

The Plan additionally serves as the basis for preparation of the companion regulatory planning document, the Development Regulations. The Regulations address land use zones, development standards and terms and conditions, advertisement and subdivision requirements in support of the Plan’s policies. A Land Use Zoning Map accompanies the Regulations. Once approved and registered, Town Council administers the Municipal Plan and the Development Regulations, in its review and approval of development permits and subdivision applications, and other land development proposal inquiries.

1.2 PLAN CONTENTS

The Town of Gillams Municipal Plan, 2017, consisting of this document and the associated Future Land Use Map, constitutes a legal document once approved in accordance with the Act. It proposes the allocation of land for various land uses, and includes Council’s *vision* (goals, objectives and policies); the

plan for the sustainable development of the community; and the timing and costs of recommended capital works over the next decade.

The Town hosted the first public consultation at the Town Hall at the outset of the planning process as per the requirements of Section 14 of the Urban and Rural Planning Act, 2000. A second meeting was held later by the Town to provide an opportunity for residents to comment on the draft plan. A questionnaire/survey was also conducted to solicit comments and ideas from the community. The consultants conducted a site visit which involved meetings with staff and the Council, as well as visiting with business owners in the town.

Appendix A, the *Town of Gillams Municipal Plan Background Report*, was prepared to provide an accurate and up-to-date examination of current conditions and an analysis of key development trends. The report also provides the basis for some of the rationale used for policies proposed in the Municipal Plan 2017. It does not form part of the legal document.

1.3 PLAN PREPARATION AND CONSULTATION

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

Early in 2013, Town Council sent its resolution to hire Tract Consulting prepare a Municipal Plan and Development Regulations to the Department of Municipal Affairs and Environment. This letter also contained the request initiating an internal provincial consultation process to solicit feedback from various departments and agencies that may have an interest in the municipal planning process.

In May of 2013, a meeting was held with Mayor Joy Burt of the Town of Gillams and Shelley Penney, Town Clerk, to discuss challenges and opportunities, council priorities and rationale for preparing a Municipal Plan and Development Regulations for the community. As part of its background research,

Tract Consulting Inc. personnel conducted a site visit with the Town Clerk at which time she shared her invaluable insight.

To further understand of the community and to ensure that all community members have an equal opportunity to participate in the planning process, Tract Consulting Inc. recommended a Community Consultation Strategy that included the design and use of a Facebook page, the preparation of a survey questionnaire that was posted to the Town's website and distributed to those residents who attended a Public Open House on October 8, 2013. These methods allowed for widespread dissemination of information and promotion of the municipal planning process and allowed for various means of communication between residents and the planning team.

1.4 BRINGING INTO EFFECT

The Act sets out the process for bringing a Municipal Plan and Development Regulations into effect. When Council is satisfied with the draft Municipal Plan and Development Regulations, Council adopts these planning tools and notifies the Minister of Municipal Affairs and Environment. A Public Hearing is arranged as per section 16 (1) of the Act and notices are published announcing the time and place of the hearing. The commissioner appointed to conduct the hearing reports to Council and the Minister of Municipal Affairs and Environment on any representations made. By resolution Council approves the Municipal Plan and Development Regulations and requests Ministerial approval. Notice of the Minister's approval is published in the Newfoundland Gazette and the local newspaper and the Plan comes into effect on this date.

1.5 PLAN ADMINISTRATION

Upon receiving the Minister's approval, the Town of Gillams Municipal Plan is legally binding on Council and all other persons, corporations and organizations. Council will administer the Town of Gillams Municipal Plan by carrying out the Plan's policies. There are several ways in which this is done:

- By preparing land use zoning and subdivision regulations prepared and approved at the same time as the Municipal Plan;

- By issuing development permits to people wishing to build or change the use of a building or to subdivide in accordance with regulations; and
- By undertaking the capital works and development schemes outlined in the Plan when the financial resources are available.

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

1.6 PLANNING AREA BOUNDARY

The Planning Area Boundary (PAB) is illustrated on Figure 1. The northern boundary of the proposed planning area was established so as to follow the higher elevations on at the top of the Gillams Brook valley, to encompass and protect the steep slopes and viewsheds. The Planning Area Boundary is governed by Town Council, which exercises control over all development, environmentally sensitive areas, and amenities of the Municipality.

Figure 1: Gillams Municipal Planning Area (depicted in green) corresponds to the Town's incorporated Municipal Boundary



2.0 PLANNING CONTEXT

This section summarizes the findings of the research and consultations carried out by the planning consultants in preparing the Town of Gillams Municipal Plan. It proposes a strategy for growth and change for the future that builds upon and enhances the physical structure and traditional development patterns of the community.

2.1 GENERAL OVERVIEW OF BACKGROUND STUDY

Situated in Gillams Cove on Route 440, the North Shore Highway, and on the north shore of the Humber Arm in the Bay of Islands, the Town of Gillams boasts astounding natural environment and coastal views. Significant elevation changes adjacent the Gillams Brook river valley provide significant views that enhance the town's attractiveness. These steep forested slopes may require environmental protection to reduce the risk of potential slope failure, erosion and flooding.

Historically, the culture and economy of Gillams has been tied to the natural resources of the surrounding area. The area was settled as a rural farming and fishing community with abundant natural resources, and a strong herring, salmon and lobster fishery. In the 1930s, Gillams grew into a logging community as the demand for lumber grew. While Gillams' economy was initially based in agriculture and fishing, today it is predominantly a residential community located within a 30 minute drive from Corner Brook.

The town's current population of 405 residents was reported in the 2011 National Housing Survey (NHS). This is a positive outcome since 2001 when the population showed a decline of 12.7%; stabilized in 2006 with a change of -1.0%, and in 2011 showed a modest increase of 1.2%.

However, the Town of Gillams' population like the rest of the province is aging, but aging more rapidly. The median age in Gillams is 45.2 years, a significant change since 2001 when median age was 38 years. This compares to a provincial median age of 44 years. In Gillams, the age group 55 to 59 years is the largest, while provincially the largest age group is 50-54 years, which further indicates that Gillams' population is aging more rapidly. Today, seniors (from 60 years to 85+ years) make up almost 25% of the population.

Of concern is the declining population of young people in the town. The proportion of youth (ages 0 years to 19 years) is 22%, and less than the proportion of seniors. In the age groups 15 to 19 years no 17 year olds were recorded in the 2011 census, and only 5 females in each of the age groups of 15, 18 and 19 years. The decline in youth may have long term ramifications for the town in terms of growth, development and stability. The continued decline and migration of the population aged 24 and younger, along with the aging of the working population, are significant demographic trends that will impact Gillams in the foreseeable future. The significant number of residents nearing retirement age will need an appropriate mix of housing types and services that will entice residents to stay in Gillams where they can retire and age in place in their own community.

While Gillams' economy was initially resource based, today it is predominantly a residential community. The Town does not have a significant commercial base and many residents commute outside of the community for employment. 2011 census data reveal a labour force of 195 people over the age of 15 years; with 155 of those commuting to places of work for a duration of approximately 30 minutes. This suggests that many residents are employed in Corner Brook and surrounding area. Furthermore, 2011 census data reveal a small range of employment categories with trades and equipment operators being the largest; followed by sales and service; construction, and health care; business and administration; and manufacturing; education and social and community services. While most residents derive employment income in Corner Brook, a small number approximately 40 are employed or self-employed in and around the Town, this includes small businesses and fishing. No home based businesses are reported by Statistics Canada, or Town staff. The opportunity to conduct a home based business may have an important influence on the town's economy.

Statistics Canada 2011 National Housing Survey indicates there are 186 private dwellings in Gillams with 166 of those being owner occupied on a full time basis. Of these dwellings, 160 are reported as single detached homes while 10 are flats or duplex units. The average house price in Gillams in 2011 was \$186,302 compared to a provincial average of (approximately) \$225,000.

Town staff indicate that there are 171 dwellings in the town. There are no apartment buildings and only 1 known basement apartment. Approximately 2 or 3 homes in the community are vacant and there are two seasonal dwellings (cottages) whose owners reside permanently in Ontario.

2.2 PHYSICAL STRUCTURE OF THE MUNICIPALITY

Transportation Infrastructure

There are 3 main roads in the Town of Gillams:

- Route 440 allows east-west travel and connects the Town to the nearby communities of Meadows, McIvers, Irishtown–Summerside and Hughes Brook;
- Farm Road intersects Route 440 at what is essentially the centre of town and runs northwest to the municipal boundary extending beyond it into the region; and,
- Forest Drive intersects Route 440 and then extends in an east-west direction parallel to the highway extending into the municipality of McIvers.

Other than Route 440, which is a provincial highway, the 11 other roads in the Town of Gillams are owned, upgraded and maintained by the municipality.

Much of the town's municipal infrastructure such as roads, and water and sewer systems was constructed in the 1970's and later. With a small population base, few commercial enterprises and no land use planning regulations in place, the Town has had little recourse in terms of assigning and recouping the cost of infrastructure upgrades to residents and business owners.

Road infrastructure and particularly maintenance is an ongoing issue. The use of Farm Road by residents, industry and developers has increased the maintenance costs of this road, which have borne by the municipality. There is currently no mechanism for the Town to recover some of these maintenance costs. Consequently, the bulk of the Town's maintenance budget is spent on Farm Road upkeep, although there is a need to address road quality and maintenance of other Town roads.

The intersection of Farm Road and Route 440 frames the town centre, which contains the Town Office, Fire Hall, several public and recreation uses, and many residences. The proximity to uses such as the Community Hall, Senior Citizens Centre and historic coastal area, Heritage Trail and other recreation uses enhances the central area and creates a foundation for what can become a vibrant *Town Centre*. The Town's primary residential areas are located along Route 440 and Farm Road (and its short local roadways) and Parkvale Drive.

Municipal Infrastructure and Servicing

The Town of Gillams is fully serviced with water while a municipal sewage system services approximately 56 of the existing 171 dwellings in the town and no commercial uses are hooked up to the municipal sewer system. However, in recent years, water quality has been an issue, and frequent water line breaks have created low water pressures necessitating boil water advisories to residents. The existing 4-inch water line is aging and not able to provide adequate pressure for firefighting measures. There is no current primary treatment facility, and sewage is discharged untreated into the Bay. Funding in the amount of \$1.6M for phase 1 and 2 of a new sewer system that included primary treatment and a new outfall was approved in 2009 but Council decided to not proceed with the project due to financial concerns.

Council recognizes that the water and sewer systems will need to be upgraded in the near future. Plans to extend water and sewer services beyond current limits will be considered within the context of this Municipal Plan and in accordance with the Town's priority for infill residential development. Any proposed future extensions to service residential subdivisions will be the financial responsibility of the private developer.

Three Servicing Scenarios

The Town of Gillams experiences three different scenarios with respect to water and sewer services. Essentially there are three building lot types, they are: fully serviced, semi-serviced and unserviced lands.

Fully Serviced Land

Currently only 56 of 171 dwellings in Gillams have both municipal water and sewer services. There is no primary treatment facility and sewage is discharged untreated into the Bay. No commercial land uses are connected to the sewer system. The Town is completely serviced with water, however poor water quality is an issue due to aging and inadequate infrastructure. Council recognizes that the water and sewer infrastructure issues must be addressed in the near future.

Semi Serviced Land

Some existing properties are semi-serviced having municipal water, but private septic systems. These require approval and permitting from Service NL (and other provincial agencies as required). Prescribed lot sizes for semi serviced lands are a provincial permitting requirement, thus lot size and location of semi serviced lands for residential development will be addressed in the Municipal Plan.

Unserviced Land

Outside of the serviced area, the remainder of the Town relies on individual domestic water wells and septic effluent systems for sewage disposal. Lots without access to municipal sanitary sewers require approval and permits for on-site septic treatment from Service NL. New developments and required servicing will be addressed in the Municipal Plan.

Residential Uses

In recent years Gillams has experienced a slow but steady pattern of residential development. Twelve houses have been constructed since 2000, equating to 1.16 housing starts per year since for single detached dwellings. This is a slower rate of growth than reported in Integrated Community Sustainability Plan for the other North Shore Bay of Islands municipalities, however it has been consistent for the last 14 years. Residential development has occurred on privately owned vacant lands that were either sold or passed down from family members. A common practice is the subdivision of family lands to allow children to build new homes on traditional homesteads.

The municipality has limited land opportunities for future expansion. Areas adjacent to Route 440 are either privately owned or pose environmental challenges due to steep slopes and rock outcrops. Along Farm Road toward the municipality's northern edge, the town is to its boundary where the only private land potentially suitable for development is privately owned and the location of a former quarry site. The area along Forest Drive to the western boundary, may hold potential for future infill development. The Municipal Plan will identify areas for potential residential uses and propose future comprehensive development areas.

Seniors' Housing

With a larger older population and one that is rapidly aging, it is critical for the Town of Gillams to consider the housing needs of this segment of its population. As older residents age, they will require alternate types of housing and services that will allow them to stay in their community close to family and friends and "age-in-place." There are various scenarios that will accomplish this, such as the provision of granny flats, semi-detached or duplex housing, town houses and garden suites, or the inclusion of in-home suites. The opportunity to explore other creative avenues to support seniors' housing will be addressed through this Municipal Plan.

Retirement Village

Should Council wish to encourage and pursue the development of residential housing that caters to an aging population, it may create an opportunity for Gillams to become the ideal retirement community in the Bay of Islands. Improvements to infrastructure and increased commercial services would be instrumental in attracting such developments and may launch Gillams on a path to future growth.

Promoting housing that is intended to allow residents to retire or to "age in place" in proximity to their community of family and friends, and incorporating the proximity of existing amenities and promoting nature-based recreation with a network of walking trails and parks will help Gillams target a market looking for the ideal retirement community.

Commercial Uses

Three commercial uses currently exist in Gillams. They include: an auto body shop, storage facility and a real estate agent. There was one business start in the last ten-year period, which has recently closed, and no new business ventures have been proposed. An artist's glass studio recently moved to a new location outside of Gillams.

Resource Based Uses

Resource-based uses include an active gravel pit operation, and one whose permit has recently expired, and a portable sawmill operation. The only wharf in town is privately owned and the family is actively

involved in the fishery. There is no government wharf. There are two commercial forestry cutting permits, and over the last 10 years Forestry Services has issued between 100 and 160 domestic cutting permits annually to local residents who harvest wood for personal consumption as a source of home heating.

Public Uses

While predominantly residential the town also includes several non-residential uses that can be categorized as public and recreation uses which are owned either by the municipality or privately owned and available to residents of Gillams and area. Municipally owned buildings include the Town Office and Fire Hall and Community Hall. Privately owned facilities available for public use are St. James Anglican Church, which also houses the Heritage Museum, a seniors' centre, and firefighting training centre.

Recreation and Open Space

The Recreation Commission manages several municipal recreation facilities such as the Heritage Trail, a playground and softball field and 4 picnic areas. These important town assets benefit local residents with a good quality of life and need to be preserved through the Municipal Plan.

The first two loops of the Heritage Trail, a walking/hiking trail within the Town boundary have been successfully completed and are well used and enjoyed by residents and visitors alike. Plans are in place to extend this trail in an easterly direction adjacent Gillams Brook into the extended Planning Area Boundary to north. To this end, the municipality has submitted an application for Crown lands to accommodate the development of this trail extension, and once it receives title to these lands, Council intends to initiate the third phase of the Heritage Trail.

2.3 MUNICIPAL FINANCES

Finally, development patterns and the viability of a community are also reflected by total taxable assessment. Total taxable assessment has increased steadily with a total taxable assessment of \$13,333,500 in 2010; \$13,825,100 in 2012; and \$17,552,200 in 2014. The projected total taxable assessment for 2015 is \$17,638,400; suggesting that the Town continues to hold its own through steady albeit slow growth and thoughtful management by Council.

2.4 A STRATEGY FOR GROWTH AND CHANGE FOR THE MUNICIPAL PLAN

Leading to more specific objectives and policies, the development strategy for the Town of Gillams Municipal Plan 2017 is to continue with and reinforce the patterns of development that have occurred over the last decades. The emphasis will be on strengthening the area of the central area of the town through infill and selective backlot development rather than continued ribbon development that promotes inefficient use of land and municipal services. Development of housing, especially for seniors; provision of commercial and community services; the enhancement of recreation and open space opportunities; and the protection of significant environmental features and lands will be the focus of this plan.

In considering the future land use designation and land use zoning for lands within the Gillams Municipal Planning Area, Council should be cognizant of the area made available for urban development by provincial Crown Lands. Community Infilling Limits are the extents within which the province will allow development of Crown Land to extend beyond the built-up part of town. Although this is the first Municipal Plan for Gillams, and notwithstanding private land development, these Infilling Limits have a significant role in the development patterns in rural communities as they control the development of Crown Land from certain types of development.

3.0 VISION, GOALS, AND OBJECTIVES

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

3.1 COMMUNITY VISION

The North Shore Bay of Islands Integrated Community Sustainability Plan, 2010 (ICSP) suggested a regional vision statement that provides a good platform from which to develop a more comprehensive vision unique to the Town of Gillams. Consultation with Council revealed a desire to craft a new vision statement for Gillams that integrates aspects of the ICSP vision. By integrating elements of the ICSP into the Municipal Plan, the Town will have two complementary documents to help guide the future growth of the Town. Council's vision is as follows:

Gillams has a 250 year history of sustaining its citizens in a rural setting and will continue and enhance that role by providing a clean, safe, economically viable environment for all of its citizens from youth to seniors; while promoting health and wellness; protecting the environment; and respecting the past.

Gillams will be a vibrant, family-oriented community, providing a strong base of support for senior citizens while encouraging an active, healthy lifestyle for all residents. The Town will promote planned developments that respect current land uses while simultaneously promoting economic growth and respect for the environment.

3.2 COMMUNITY GOALS

The following five community-wide goals will guide the growth and development of Gillams from 2017-2026. The five goals are based on the key values identified in the North Shore Bay of Islands ICSP and will guide the decisions and actions of Council over the course of the next ten years.

Goal 1 Community Structure and Character – encourage growth in the Town of Gillams that ensures orderly development, efficient provision of municipal services, respect for the natural environment, and compatibility between land uses. Infill development on available lands with access to existing services should be considered before development in unserved areas. Access to land adjacent to serviced areas should be promoted and provided through the coordination of development plans.

Goal 2 Housing – Encourage the development of good quality, appropriate quantity and mix of housing types to address the needs of local residents especially seniors.

Goal 3 Environment – Encourage a community philosophy that values and protects its natural environment and applies the principles of environmental stewardship to the use and land and human activity.

Goal 4 Culture, Recreation and Open Space – Support existing as well as the provision of new recreation and open space facilities and services that are accessible to all residents of Gillams regardless of age, ability or economic position.

Goal 5 Efficient Municipal Services – Manage municipal expenditures and revenues so as to provide municipal services based on long-term financial stability.

3.3 COMMUNITY OBJECTIVES

The intention of the Community Objectives is to create the foundation for the policies expressed in this Plan. Flowing from the Community Goals, the Town of Gillams Municipal Plan outlines the following policy objectives.

- Objective A** Limit development in areas of the municipality that cannot be economically serviced.
- Objective B** Encourage new and infill development in the areas of the town with existing water and sewer services that have capacity, or where these services can be easily and efficiently provided.
- Objective C** Maintain the conventional single-family detached dwelling as the dominant housing form while allowing other types of housing such as granny flats, semi-detached, multi-unit dwellings, and apartment units, to accommodate the needs of families and an aging population.
- Objective D** Ensure that access and rights-of-way are created to connect existing serviced areas to Comprehensive Development Areas (CDAs) where the cost of extending services is feasible.
- Objective E** Prevent development in areas that pose potential hazards such as steep slopes, rock outcrops, and wetlands and flood plains.
- Objective F** Encourage and facilitate the continued development and maintenance of the Heritage Trail as a community asset and tourism attraction.
- Objective G** Encourage economic development through home based businesses/ home occupations/ home offices.
- Objective H** Identify and protect areas of significant scenic, environmental and resource value through the development and adherence to environmental protection policies.

- Objective I** Preserve and protect open spaces, ponds, streams, coastal features, and environmentally sensitive areas for conservation and recreational uses.

- Objective J** Determine and verify plans to upgrade and extend the municipal water and sewer systems to accommodate existing development; improve water pressure for firefighting purposes and encourage new development.

- Objective K** Ensure large scaled new development addresses traffic circulation to avoid congestion, and hazardous intersections and find ways to improve existing traffic circulation and safety.

- Objective L** Manage municipal expenditures and debt burden in a prudent manner and according to the Town's ability to pay. Maximize return on investment.

- Objective M** Ensure that new land developments take place with no additional capital cost burden to the Town for municipal services by requiring developers to fund infrastructure extensions and improvements to support proposed land developments.

4.0 LAND USE POLICIES

This section provides the policy framework necessary to determine planning for the Town of Gillams in the future, by translating the Goals and Objectives outlined in Section 3: Vision, Goals and Objectives into specific planning policies. This section, along with the accompanying Future Land Use Map, includes all policies that viewed by Council as necessary to ensure the physical development of the Town is carried out in an efficient and economic manner during the Planning Period (2017-2026). These policies will be addressed through regulations set out in the Town's Land Use, Zoning, Subdivision and Advertisement Regulations (Development Regulations).

4.1 GENERAL LAND USE POLICIES

The following policies can be categorized as general in scope and apply to all areas within the Town of Gillams Municipal Planning Area.

4.1.1 Growth Management

- Policy G-1:** It shall be a policy of Council to direct new development in accordance with the Future Land Use Map, as amended from time to time, and in accordance with the policies of this Plan. Generally speaking, new residential development will be located in areas of Town that can be easily and economically serviced. New commercial development will be concentrated along Route 440 and where it meets Farm Road in lands designated for Mixed Development.
- Policy G-2:** It shall be a policy of Council to require that site plans for infill and land development meet the approval of Council. Developments shall be compatible with the existing character of surrounding buildings, and in accordance with Council's objectives and development standards for the area with respect to lot size, frontage, road width, alignment, installation of municipal services or private systems, and other matters concerning current or future public works.

4.1.2 Non-Conforming Uses

Policy G-3: In accordance with Section 108 of the *Urban and Rural Planning Act, 2000*, a development or use of land is allowed to continue in a manner that does not conform with this plan and regulations provided that the non-conforming use legally existed before the registration under section 24 of the plan and legally existed on the day the plan comes into effect. Where a non-conforming building or use exists, it shall not be allowed to varied, extended or expanded, structurally modified, reconstructed or repaired, except in conformance with Section 108 of the Act.

4.1.3 General Environmental Policies

Conservation values are inherent in this Municipal Plan. Priority is given to protecting sensitive areas from potential negative impacts of development and climate change. This Municipal Plan pays particular attention to protecting sensitive and scenic areas, including watercourses (rivers, streams, etc.), water bodies (lakes, ponds, etc.), coastlines, flood risk areas, wetlands and steep slopes from the potentially adverse impacts of development.

Policy G-4: It shall be a policy of Council to encourage the preservation of natural features such as mature forested areas, steep slopes, natural shorelines, wetlands, and view planes, among other features, in order to preserve natural areas for future generations. New development shall be required to minimize impacts on the environment.

Policy G-5: It shall be a policy of Council that any development or land use activity will be separated from any water body, watercourse, tributary, wetland and coastline by a buffer, the requirements for which shall be set out in the Development Regulations. Council shall prohibit development in areas exposed to ocean surges, flooding or other significant natural dangers. Proposed development activity in the water, or within a required buffer area, will be referred to the Department of Municipal Affairs and Environment for consideration under Section 48 of the Water Resources Act.

Policy G-6: It shall be a policy of Council that all development including buildings, driveways, parking areas, grading of land and excavation of drainage ditches is carried out in a

manner that does not cause excessive increase of storm water runoff affecting adjacent properties, steep or unstable slopes, nearby watercourses, or other sensitive areas.

Policy G-7: It shall be a policy of Council that any development or land use activity shall be separated from any lake, stream, river, shoreline, tributary or wetland by: (1) a 15 m buffer for passive activities and (2) a 30m buffer for any development, including sanitary sewer systems, unless approved by the Water Resources Management Division. Council shall prohibit development in areas exposed to flooding, or other significant natural dangers. Proposed development in the water or within the required buffer area, will be referred to the Department of Municipal Affairs and Environment for consideration under Section 48, the *Water Resources Act*.

4.1.4 Subdivision of Land Policies

The process and result of dividing a parcel of land into smaller buildable sites, streets, open space and public areas is known as the “subdivision of land.”

Policy G-8: It shall be a policy of Council that all proposed subdivision of land will be subject to a comprehensive evaluation. The depth of the evaluation will depend upon the scale of the proposed development, the environmental sensitivity of the area, and the nature of any public concerns identified. The content of this evaluation will be detailed in the Development Regulations and include:

- (a) An investigation of all physical features of the site and the opportunities and constraints to development;
- (b) The layout of proposed lots and roads with respect to the topography and natural features of the land;
- (c) The integration of the proposed subdivision development with existing developments, roads and municipal services and the provision of future access to undeveloped backland areas;
- (d) Potential effects on environmentally sensitive resources;
- (e) Future access to undeveloped lands in the area;
- (f) Potential compatibility (or conflict) with surrounding land uses, both existing and future.

- (g) The proponent's proposal for water and sewer services and appropriate provincial permits; and
- (h) The estimated long-term costs to the Town to maintain the proposed roads and water and sewer infrastructure.

Policy G-9: Subdivision Agreements

It shall be a policy of Council to require an applicant to enter into a subdivision agreement with the Town as a condition of approval. An agreement shall be negotiated between the developer and the Municipality for financing and development of services provided to the site, constructed to municipal standards, and consistent with the policies of this Plan and the Development Regulations.

Public Input

Policy G-10: It shall be a policy of Council to seek, at its discretion, input from neighbouring property landowners, when reviewing applications to subdivide and develop land, especially when four (4) or more lots are proposed.

Council Decision

Policy G-11: It shall be a policy of Council to review each application to subdivide and develop land on a case-by-case basis. Upon review, Council may:

- (a) Approve the development as proposed;
- (b) Approve the development with terms and conditions;
- (c) Defer a decision subject to more detailed information; or
- (d) Not approve the development if it concludes that the development is unsuitable for the location, will be prohibitively expensive to service, or will create environmental or other problems that cannot be sufficiently corrected or mitigated, such as, where the development will create or aggravate adverse storm water impacts to the detriment of the Town or adjacent properties.

Municipal Services and Costs

Policy G-12: It shall be a policy of Council that developments requiring new streets, street extensions, and municipal water and/or sewer services located outside the current

serviced area(s) will be required to be constructed to standards set out in the Development Regulations and shall be the financial responsibility of the developer. Ownership of new streets and service infrastructure will be required to be transferred, at no cost to the Municipality, upon satisfactory completion.

4.1.5 Other General Land Use Policies

Easements and Emergency Access

Policy G-13: Where land is required for utility easements or emergency access, it shall be a policy of Council to permit such land to be acquired for the appropriate agency in the course of approving subdivision or other development applications.

Appropriate Siting of Development

Policy G-14: It shall be a policy of Council that building setbacks from roads be provided in accordance with the zoning and subdivision regulations to preserve the right-of-way widths, as specified in the Development Regulations. Such setbacks should be sufficient to allow appropriate landscaping and to permit the parking and movement of vehicles clear of any road allowance.

Policy G-15: It shall be a policy of Council that all development must front on a publicly maintained street, except for residential backlot development which must meet other access and frontage requirements as set out in the development regulations.

Policy G-16: It shall be a policy of Council to permit development only on lands having soil and drainage conditions that are suitable for the proper siting and development of the proposed uses.

Steep Slopes

Policy G-17: Council shall prohibit development in areas of steep slope (in excess of 25%) or where there is a potential of slope erosion and failure.

These areas shall not be developed except for infill development proposals at Council's discretion within the MD zone with the condition that such proposals are accompanied and supported by a qualified geotechnical or other engineering certified

and stamped report and recommendations, and all such proposals are approved by Council.

Policy G-18: Wharves, Docks and Shoreline Access

It shall be a policy of Council that, as a condition of approval, development of wharves and docks for public, commercial or personal uses may be permitted in appropriate locations along the shoreline of Gillams Brook and the Humber Arm provided that they have no adverse effect on the site, are compatible with surrounding land uses, and meet the approval and conditions of the Department of Municipal Affairs and Environment and the federal Department of Fisheries and Oceans, or any other regulatory agency.

Policy G-19: It shall be policy of Council to ensure that public access to and along the shoreline of Gillams Cove and Gillams Brook is preserved and, where possible enhanced.

Policy G-20: Public Access to Watercourses

It shall be a policy of Council to ensure that sufficient and appropriate public access is maintained to coastlines, ponds, lakes, rivers and streams, for recreational use, provided that such access does not unreasonably affect the use and enjoyment of adjacent private lands by property owners.

Policy G-21: Trails and Linkages

It shall be a policy of Council to encourage, where feasible, the development of new pedestrian accesses and trails as indicated on the Future Land Use Map, or where deemed appropriate to encourage active living and improve pedestrian safety.

Archaeological Sites

Policy G-22: It shall be a policy of Council to consult with the Provincial Archaeology Office, Historic Resources Division, Department of Tourism, Culture and Recreation before undertaking any municipal works or considering applications for development that are proposed to occur on known archaeological sites within the Gillams Planning Area.

Policy G-23: Sustainable Energy Development

It shall be a policy of Council to permit, at its discretion, the development of renewable energy facilities in the residential, mixed development and rural land use zones.

Proposals for commercial and private wind energy turbines will be subject to standards set out in the Development Regulations.

Home-based Businesses

Policy G-24:

It shall be a policy of Council that businesses in the form of home occupations are a discretionary use in any residential dwelling in any land use zone and a permitted use in the Mixed Development zone; home based businesses are conditional on not creating negative impacts because of traffic, noise, odour, lighting, or signage.

Policy G-25:

It shall be a policy of Council to allow, and sometimes require, lands to be set aside from active development in order to protect, maintain, or improve an environmental resource or sensitive natural feature. These lands may be used for uses such as fields, walking trails, and passive recreational facilities, but shall not include structures such as buildings, parking lots or other impervious land uses.

Reinstatement of land

Policy G-26:

It shall be a policy of Council to require the reinstatement of land to a clean and sanitary condition where the use of land is discontinued or the intensity of its use is decreased, which might require removal of buildings or erections, covering or filling wells, septic tanks or excavations, conducting an environmental audit and potentially remediating the site, and closing accesses, to the satisfaction of the Authority.

4.2 SPECIFIC LAND USE POLICIES

The land resources of the Gillams Planning Area shall be managed in accordance with the proposed land uses shown on the Future Land Use Map and the land use policies of this Municipal Plan.

Land use designations include:

- Residential
- Mixed Development

- Comprehensive Development Area
- Rural
- Conservation

The specific policies that apply to each of these land use designations are described in the sections that follow.

4.2.1 Residential Land Use Policies

General Intent

Land is designated Residential in the northern area of the town encompassing the land areas east and west of Farm Road and including Parkvale Drive, Second Avenue, Meadow Heights Road and Meadow Heights Extension. Within this land use designation the principle housing type will continue to be the single-detached dwelling, however a range of housing types, and densities that respond to the needs of an aging resident population may be considered.

The highest priority for residential development is given to areas that can be economically connected to existing piped services including, infill along existing roads and backland areas that are readily accessible for servicing. Second priority is given to the development of semi-serviced lands that can be economically connected to existing municipal water services with adequate capacity. Third priority is given to the development of unserviced lands where the extension of municipal services is cost prohibitive or physically impossible or where municipal services are not expected to become available.

Policy RES-1: The Future Land Use Map shall indicate Residential (RES) land designations that shall be further categorized on the Land Use Zoning Map as the following zone: Residential – RES. The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations. The Residential designation is intended to accommodate single-detached dwelling units as infill opportunities and through the approved subdivision of land. The inclusion of specialized housing types is intended to accommodate the needs of seniors as well as the need for affordable housing.

Policy RES-2: It shall be the policy of Council to create a Residential zone with permitted uses to include: Single Dwelling (with subsidiary apartment which includes granny flat/apartment) and Double Dwelling. Other types and densities of housing may be permitted as discretionary use in some areas as detailed in Schedule C of the Development Regulations.

Such development may occur in these areas through infilling of vacant lands and through the subdivision of land provided that:

- (a) Municipal water and sewer services have adequate capacity and can be provided to the lot; or,
- (b) Individual water well and septic systems can be provided in compliance with provincial regulations as approved and permitted by Service NL.

Policy RES-3: It shall be a policy of Council to permit the use of a modular home as a permanent residence that is certified as meeting construction standards set by the Canadian Standards Association (CSA) subject to terms and conditions outlined in Schedule C of the Development Regulations.

Policy RES-4: It shall be a policy of Council to permit conservation, forestry, and recreational open space uses as compatible and complementary uses within the Residential designation.

Policy RES-5: It shall be a policy of Council to permit as a discretionary use, on an existing residential lot, the development of a dwelling unit known as a *garden suite*, intended for the sole occupancy of not more than two senior adults who are related to the owner-occupier of the principle residence, and subject to terms and conditions outlined in Schedule C of the Development Regulations. In such cases, Council must be satisfied that:

- (a) The lot that has standard frontage on a publicly maintained road;
- (b) Municipal water and sewer services can be provided to the development;
- (c) Adequate access is provided to the lot; and
- (d) Development will not prejudice the future use of adjacent lands.

Policy RES-6: It shall be a policy of Council to permit as a discretionary use, home-based businesses in Residential areas subject to the terms and conditions listed in Schedule C of the Development Regulations.

Policy RES-7: It shall be a policy of Council that non-residential uses in Residential areas, such as forestry or discretionary uses such as home-based businesses, shall not create excessive noise, odour or pollution or a hazard to adjoining properties and, if necessary, must be adequately separated and buffered from surrounding residential development in the form of side yards, screening, or landscaping buffers. Adequate off-street parking space must be provided for these uses.

Policy RES-8: Backlot development will be permitted in the residential zone subject to conditions set out in the Development Regulations.

Policy RES-9: It shall be a policy of Council to permit the following uses as discretionary uses in the Residential zone: Garden Suite, Row dwelling, Apartment Building, Commercial residential (includes tourist home, and bed & breakfast), Home based business (Office; Medical, Professional, and Personal Service; Home Child Care), Child Care, Communications, Medical Treatment and Special Care Class (such as Children's Homes, Homes for Aged, Seniors Care), Shop, Convenience Store, Place of Worship, Educational, Agriculture (home garden), Transportation, Fisheries, and Utilities, and renewable energy infrastructure, such as wind turbines.

Policy RES-10: It shall be a policy of Council that the permitted and discretionary uses area subject to the terms and conditions listed in Schedule C of the Development Regulations.

Policy RES-11: Notwithstanding the foregoing policies, it shall be a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent properties or the residential character of the zone.

4.2.2 Mixed Development Land Use Policies

General Intent

The Town of Gillams has no identified commercial centre. With a small resident population, and the proximity of the community to the larger regional centre of Corner Brook, there is limited demand and capacity for local commercial retail and personal services activities.

Lands fronting on and adjacent to the North Shore Highway, Route 440 and some lands fronting on Farm Road contain a mix of residential, limited commercial, public and recreational uses. The intent of the Mixed Development designation is to provide opportunities for residential development to serve the local community; and to integrate a mix of commercial, public and recreational uses within the built-up areas of the municipality.

Policy MD-1: The areas designated as Mixed Development on the Future Land Use Map, shall be further categorized on the Land Use Zoning Map as the following zone: **Mixed Development – MD**. The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy MD-2: It shall be a policy of Council to permit residential uses in the form of single dwellings with subsidiary apartments/granny flats, and double dwellings as the primary use within the Mixed Use designation. Council may permit on a discretionary basis, a wider range of higher density residential uses it deems appropriate, where such uses are determined to be compatible with the existing rural – residential nature of the community. Examples of such uses include: seniors' housing and retirement developments and care homes as row housing or apartment form provided that the sites are either on municipal water and sewer or can meet the requirements of Service NL for an un-serviced site.

Policy MD 3: It shall be a policy of Council to permit Conservation and Recreation Open Space uses.

Policy MD 4: It shall be a policy of Council to permit on a discretionary basis, Home based business (Office; Medical, Professional, and Personal Service; Home Child Care); General Assembly use division, General Assembly halls, Place of Worship, Club and Lodge, Protection, Catering, Cultural and Civic, Seniors Centre, Museum, Indoor Assembly, Outdoor Assembly, Medical Treatment and Special Care Class (such as Children's Homes, Homes for Aged, Seniors Care), Bed & Breakfast, Business or Personal Services use division (such as, Government Offices, Fire Hall and fire-fighting training centre, Medical and Professional, Personal Service, General Service), Mercantile Use group except Shopping Centre (such as Corner Stores and Markets), Service Station,

Agriculture, Forestry, Mineral Working, Cemetery, Animal, Antenna, Transportation, Fisheries, and Utilities, Garden Suite, Light industry, subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy MD-5: It shall be a policy of Council to permit the use of a modular home as a permanent residence that is certified as meeting construction standards set by the Canadian Standards Association (CSA) subject to terms and conditions outlined in Schedule C of the Development Regulations.

Policy MD-6: It shall be a policy of Council to permit as a discretionary use, on an existing residential lot, the development of a dwelling unit known as a garden suite, intended for the sole occupancy of not more than two senior adults who are related to the owner/occupier of the principle residence, and subject to terms and conditions outlined in Schedule C of the Development Regulations. In such cases, Council must be satisfied that:

- (a) The lot that has standard frontage on a publicly maintained road;
- (b) Municipal water and sewer services can be provided to the development;
- (c) Adequate access is provided to the lot; and
- (d) Development will not prejudice the future use of adjacent lands.

Policy MD-7: It shall be a policy of Council to permit home-based businesses in Mixed Development areas subject to the terms and conditions listed in Schedule C of the Development Regulations.

Policy MD-8: In evaluating proposals for new development in Mixed Use areas, it shall be a policy of Council to pay particular attention to the compatibility of uses such that non-residential uses shall not create excessive noise, pollution or a hazard to adjoining properties and, if necessary, must be adequately separated and buffered from surrounding residential development in the form of side yards, screening, or landscaping buffers.

Policy MD-9: Before permitting any non-residential development, Council will be satisfied that its requirements with respect to building setbacks, buffering between uses, off-street

parking, outdoor storage and other site related matters can be met as outlined in Schedule C of the Development Regulations.

Policy MD-10: It shall be a policy of Council to allow on a discretionary basis, backlot development in Mixed Development areas where Council is satisfied that:

- (a) Municipal water and sewer services can be provided to the development;
- (b) Adequate access is provided to the lot;
- (c) Development will not prejudice the future use of adjacent lands; and
- (d) The development is compliance with the terms and conditions outlined in Schedule C of the Development Regulations.

Policy MD-11: It shall be a policy of Council to permit as a discretionary use, renewable energy infrastructure such as wind turbines, subject to the terms and conditions listed in Schedule C of the Development Regulations.

Policy MD-12: Notwithstanding the foregoing policies, it shall be a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent properties.

4.2.3 Comprehensive Development Area (CDA) Land Use Policies

General Intent

A Comprehensive Development Area has been set aside to ensure the availability of land for controlled future residential growth and expansion of the town. Council has identified an area of 40 acres of vacant land off Farm Road where it will require a development scheme to be approved before development will be permitted to proceed. This Comprehensive Development Area is identified on the Future Land Use Map and is subject to the terms and conditions contained in the Development Regulations.

Policy CDA-1: The area designated as Comprehensive Development Area on the Future Land Use Map, shall be further categorized on the Land Use Zoning Map as the following zone:
Comprehensive Development Area – CDA. The requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy CDA-2: It shall be a policy of Council to permit existing non-conforming uses to continue subject to section 108 of the Urban and Rural Planning Act.

Policy CDA-3: It shall be a policy of Council to permit Conservation, Utilities, Maintenance and Operation of Existing Uses in the Comprehensive Development Area.

Policy CDA-4: It shall be a policy of Council to require that the proponent of a proposed development prepare a Development Scheme in compliance with Section 29 of the Urban and Rural Planning Act, 2000, before any development is permitted in a Comprehensive Development Area.

Policy CDA-5: It shall be a policy of Council to require that any Comprehensive Development Area be rezoned to the appropriate land use designation before it is developed for any subdivision or other development beyond that permitted under this section of the Plan.

Policy CDA-6: It shall be a policy of Council that the boundaries of all Comprehensive Development Areas be set out more precisely when a Development Scheme is to be prepared.

Policy CDA-7: It shall be a policy of Council to preserve road access points to a Comprehensive Development Area, as outlined on the Future Land Use Map.

4.2.4 Rural Land Use Policies

General Intent

Areas are designated Rural on the Future Land Use Map in recognition of their importance for natural resource uses, conservation of habitats and environmentally sensitive areas, and passive outdoor recreation and open space. Urban encroachment into Rural areas will be minimized in order to sustain resource-based activities and to reduce the loss, fragmentation and degradation of the natural environment.

Policy RUR-1: The areas designated as Rural on the Future Land Use Map, shall be further categorized on the Land Use Zoning Map as the following zone: **Rural – RUR**. The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy RUR-2: It shall be a policy of Council that lands intended for Rural purposes have the following permitted uses: Cemetery, Conservation, Forestry, and Recreational Open Space Mineral Workings, Wharves, Marinas and related uses, Antennae.

Policy RUR-3 It shall be the policy of Council to allow the following discretionary uses in the Rural zone: Agriculture, Single Dwelling in association with permitted use, (Accessory Building), General Industry, Mineral Exploration (development), Mineral Working, Scrap Yard and Solid Waste, Animal, subject to conditions set out in the Development Regulations.

Policy RUR-4: It shall be a policy of Council to encourage conservation of natural features such as forested areas, steep slopes, natural shorelines, water bodies, watercourses, and wetlands and flood risk areas in order to preserve natural areas for future generations.

Policy RUR-5: It shall be a policy of Council to permit accessory single dwellings to approved resource-based uses as a discretionary use, with adequate access and provision for water and sewer systems and provision for waste disposal, and are subject to terms and conditions outlined in Schedule C of the Development Regulations.

Forestry

Policy RUR-6: It shall be a policy of Council that applications for commercial and domestic forest harvesting are subject to the requirements, review and approval of the Department of Natural Resources, and shall reflect the town's objectives for the protection of environmentally sensitive areas, scenic preservation and passive outdoor recreation.

Mineral Workings

Policy RUR-7: It shall be a policy of Council that the extraction of aggregate resources be carried out so as to protect existing land uses, environmentally sensitive and scenic areas and passive outdoor recreation. To this end minimum separation distances and buffering requirements shall be implemented between pits and quarries and adjacent uses such as residential uses, public roadways, watercourses, wetlands, environmentally sensitive and scenic areas and outdoor recreation uses as detailed in Schedule C of the Development Regulations.

Policy RUR-8: It shall be a policy of Council to not permit any residential or mixed development use in mineral extraction areas until extraction is complete and preliminary site restoration is carried out. As areas are mined and restored on a progressive basis, the mineral extractive designation may be moved in depleted areas and those areas may then be committed to other land uses. This process is also dependent on whether adequate buffer zones can be maintained between subsequent land uses and the extraction operations. An amendment to the municipal plan and development regulations is required for an area of land to be changed from 'Rural' to 'Residential' use.

Conservation of Environmentally Sensitive and Scenic Areas

Policy RUR-9: It shall be a policy of Council to not permit land or resource activities that it feels may adversely affect areas that are environmentally sensitive or are not conducive to development for aesthetic or scenic reasons. This includes steep or unstable slopes, coastal features, geologically unstable areas, visible rock outcrops, wetlands, watercourses and ravines. In these areas, protection rather than development measures will take priority.

Policy RUR-10: Notwithstanding the foregoing policies, it shall be a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent lands.

4.2.5 Conservation/Open Space Land Use Policies

General Intent

The Gillams Planning Area has an abundance of open space, coastal and freshwater shorelines, and walking trails. Protecting and enhancing the waterfront and beach area, as well as the estuary of Gillams Cove and Gillams Brook will maintain these important community assets for the future. These open spaces along with the Heritage Trail and offer recreational opportunities for residents and offer long term tourism potential for the town.

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

- (a) Preserving important feature of the natural environment and maintaining public access to them;
- (b) Acting as buffers between potentially conflicting land uses;
- (c) Ensuring public access to shorelines is maintained where possible.

Policy CON-1: The areas designated as Conservation on the Future Land Use Map, shall be further categorized on the Land Use Zoning Map as the following zone: **Conservation – CON**. The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy CON-2: It shall be a policy of Council that environmentally sensitive lands or areas important for wildlife habitat are designated as Conservation and are to be left in a relatively natural state for scenic purposes, to prevent development on steep slopes, the protection of wetlands, waterways and coastal areas or the need to provide buffers between potentially incompatible land uses.

Policy CON-3: It shall be a policy of Council that within this designation, the following uses will be permitted: Conservation, Recreational Open Space (Trails), marina. This includes recreation uses such as nature trails, parks and nature interpretation, picnic areas, rest areas, facilities for interpretation signage, and uses related to recreational marine uses such as wharves and docks.

Policy CON-4: It is Council policy to allow as discretionary uses, limited agriculture, may be considered where such uses will not have a negative impact on the environment, utilities and antennae.

4.2.6 Transportation Policies

General Intent

Route 440, the North Shore Highway, connects Gillams with the adjoining municipalities of Meadows and McIvers and leads to the Trans-Canada Highway and the City of Corner Brook. Other than Route 440, which is a secondary provincial highway but not a class 2 protected roadway under the Provincial Protected Road Zoning Regulation, all roads in the town are owned, maintained and upgraded by the municipality. Route 440 is the point of access for the two municipal collector roads in Gillams, which includes Farm Road and Forest Drive.

The municipal road system is meant to facilitate the efficient movement of people and goods throughout the Planning Area. The road network is shown on the Future Land Use Map and Land Use Zoning Map.

Policy T-1: It shall be a policy of Council to designate Route 440 (the North Shore Highway) the main road through the settled area to the extent of the municipal boundaries, as well as Farm Road and Forest Drive as collector streets. All other publicly maintained roads in the settled areas of the town shall be deemed local streets.

Policy T-2: It shall be a policy of Council to adopt road design and construction standards appropriate to road function and access in the Development Regulation and consider the management guidelines prepared by the Provincial Department of Transportation and Works to effectively address future development.

Policy T-3: It shall be a policy of Council to require that new development applications include a site plan showing how access and parking is to be arranged and that fulfillment of these plans is a condition of approval.

Policy T-4: It shall be a policy of Council to resolve identified traffic concerns associated with existing roads within the Planning Area to improve the safety and function of each road.

Policy T-5: It shall be a policy of Council to establish priorities for long-term road maintenance.

Policy T-6: It shall be a policy of Council to ensure that appropriate public road reservations are maintained to provide road connections to back-land areas with future development potential.

5.0 IMPLEMENTATION

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

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

5.1 ADMINISTRATION OF THE PLAN

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

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

Once conformity to the Plan has been established, Council will ensure that all development proposals are given a comprehensive review which shall include circulation to all affected public departments and

agencies. Council's final decisions will be based on the desire to guide the development of Gillams in the best long-term interests of its citizens.

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

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

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

5.2 CAPITAL WORKS PLAN

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

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

YEAR	CATEGORY	PROJECT	TOTAL ESTIMATED COST	COUNCIL PORTION
2015		2015 M5IS Applications		
1.	Town Roads	Street upgrades - various	\$2,518,550.00	10% if approved
		Paving, manhole adjustments, ditching and storm culverts		
2.	Town Buildings	Upgrades to Community Hall	\$141,825.00	10% if approved
		Electrical, windows/doors, siding & interior finishes		
		Fire Hall		
*Council in a position where it must apply for funding to complete capital works improvements, thus planning for capital works projects is done on a yearly basis as opposed to 5-year basis based upon the application process				

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

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

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

purpose is new development. Minor public works in particular should be financed from current accounts where possible.

- (c) Mill rates and service fees shall be managed during the Planning Period to keep pace with inflation and to ensure that an acceptable level of municipal services can be achieved.
- (d) Council shall manage its debt during the Planning Period with the long range objective of reducing its ratio of debt charges to total revenues to 28%.
- (e) Additional borrowing to undertake major public works shall preferably be on the basis of government guaranteed loans.
- (f) Annual locally generated revenue shall be applied against the municipality's long term debt. Payments shall be in keeping with the policy of the Department of Municipal Affairs and Environment and agreement between the Town and Department.
- (g) For subdivision development, Council shall pursue a break-even policy for development which will require the developer to pay for the installation of all services to municipal standards.

5.3 LAND USE ZONING, SUBDIVISION AND ADVERTISEMENT REGULATIONS

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

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

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

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

5.4 THE ADOPTION OF DEVELOPMENT SCHEMES

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

Development Schemes are prepared under the *Urban and Rural Planning Act, 2000* and therefore are subject to a Public Hearing and approval by the Minister, the same as a Municipal Plan.

5.5 PROCEDURES FOR AMENDMENTS

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

In accordance with Section 27 of the *Urban and Rural Planning Act, 2000*, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who request and amendment. The proportion to be charged will be set by Council as part of its annual budget process in setting its Schedule of Rates and Fees. The costs may include, but are not limited to, research, and preparation of amendments, public notice and consultation, administrative processing costs, and the costs associated with a Public Hearing.

Any such amendment will be read with and form part of this Plan. After five years from the date on which this Plan comes into effect, Council shall review the Plan and revise it if necessary. Any revision should take account of development which can be foreseen during the following ten years. Amendment and review of the Plan shall be carried out in the same manner as this Plan was brought into effect. Development Regulations can be changed through text amendments (the addition of a permitted use within a use zone, additions to or changes in a condition, or a change in definition) or through map amendments (a change to the zoning map). In order for consideration of any proposals to amend the Development Regulations, Council shall require a clear proposal to be submitted that shows:

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

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

APPENDIX A

BACKGROUND REPORT

Town of Gillams Municipal Plan Background Report

Town of Gillams

June 8, 2015



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**APPENDIX A: RESULTS OF GOVERNMENT OF NEWFOUNDLAND AND LABRADOR
INTERDEPARTMENTAL REVIEW PROCESS**

1.0 INTRODUCTION

The Town of Gillams is situated along route 440 on the north shore of the scenic Bay of Islands on the West Coast of Newfoundland. The Town is one of the first settled communities in the Bay of Islands, with its first European resident arriving around 1780. Early settlers made their livelihood from the prosperous lobster, salmon and herring fishery and availed of the good soils and climate for agriculture. Gillams continued to grow as a rural community, and in 1971 was incorporated as a municipality.

Today the Town of Gillams has a population of 405, with the majority of its workforce travelling to the larger centre of Corner Brook to work. While the town has an ageing population, it continues to seek ways to remain a vibrant sustainable town.

The Town Council has decided to develop its first municipal plan so that it can address the existing fiscal and regulatory challenges of running the Town, the challenges of meeting citizens' needs and new growth opportunities.

1.1 PURPOSE OF THE MUNICIPAL PLAN BACKGROUND DOCUMENT

This document was prepared to provide an accurate and up-to-date examination of current conditions and an analysis of development and key trends. The report also will inform the development of the Municipal Plan 2015-2025, and will thereby provide, where applicable, the basis for policies proposed in the Municipal Plan.

1.2 MUNICIPAL PLANNING BOUNDARY

The establishment of a Municipal Planning Boundary is under review by the Department of Intergovernmental and Municipal Affairs. In accordance with Sections 10 and 11 of the Urban and Rural Planning Act, 2000, Council has determined that it wishes to prepare a Municipal Plan, and has passed a resolution to that effect, and submitted application to the Minister for his approval and designation of a municipal planning area. The planning area proposed by Council is

comprised of approximately 1488.8 hectares of land as illustrated on Figure 1. The northern boundary of the proposed planning area was established so as to follow the higher elevations on at the top of the Gillams Brook valley, to encompass and protect the steep slopes and viewsheds.

In accordance with Section 11(2) of the Act, The Town of Gillams wishes to exercise control over any proposed development that may impact the environmental, recreational and resource amenities surrounding the town. The Town has a history of practicing historical and environmental stewardship as witnessed through the development and maintenance of the 2.5 km Heritage Trail, which is well used and enjoyed by residents and visitors alike. Council wishes to extend this trail following Gillams Brook in an easterly direction within that area of land included in the proposed Planning Area Boundary. To this end, Council has submitted an application for Crown title to the Western Regional Lands Office with respect to developing a third section of the Heritage Trail.

Council appreciates that the proposed Planning Area Boundary extends inland into lands that are traditionally used for forestry purposes. As many residents use wood fuel as their main source of household heating, Council's intention is to allow these current forestry uses to continue. Council's objective is to exercise judicious control over potential development applications that may have impacts on the environment, steep slopes and valuable forested areas within the proposed Municipal Planning Area lands.

2.0 SETTING THE CONTEXT

The Town of Gillams Municipal Plan 2015-2025 will expand upon and be consistent with other planning documents and policies it has prepared. These include *The North Shore Bay of Islands Collaborative Integrated Community Sustainability Plan (ICSP)* prepared in 2010 in collaboration with the Towns of Hughes Brook, Irishtown-Summerside, Meadows, and McIvers, the *Town of Gillams Draft Strategic Plan, 2010*; and policies established by the Town of Gillams.

2.1 THE NORTH SHORE BAY OF ISLANDS COLLABORATIVE INTEGRATED COMMUNITY SUSTAINABILITY PLAN (2010)

In 2010 the five towns of Hughes Brook, Irishtown-Summerside, Meadows, and McIvers and Gillams partnered to develop the *North Shore Bay of Islands Collaborative Integrated Sustainability Plan (ICSP)*. The ICSP is a plan developed in consultation with community members for the purpose of maintaining long-term viability of communities. The ICSP provides long-term direction for the North Shore Region and the five partner towns listed above, and is based on the realization of five sustainability objectives: environment, culture, social, economic and governance. The ICSP was developed to meet the requirements of the Canada-Newfoundland and Labrador Agreement on the Transfer of Federal Gas Tax Revenues, in order to secure continued access to the municipality's share of the gas tax funding.

The ICSP identified a number of concerns and challenges for the five Towns, including Gillams. These will not be presented in detail here to avoid repetition, but will be included in the key issues presented in the various sections of this report. However, a number of key issues are listed below. These issues were identified for all five towns, and are particularly relevant to the preparation of a Municipal Plan for Gillams:

- Need for more crown land to be made available to the towns to allow them to expand
- New projects to promote tourism including walking trails, lookouts, rest stops, signage, landscaping program (trees, shrubs, benches, etc.)
- Need for building (development) regulations to improve the appearance of the Town and build civic pride
- Need for more sharing of services between the Towns, i.e. Garbage collection and fire protection
- Need for more housing developments

2.2 STATEMENTS OF PROVINCIAL INTERESTS

As stated in Section 14 of the *Urban and Rural Planning Act, 2000*, a municipality must provide a consultative opportunity for interested persons, community groups, municipalities, local service districts, regional economic development boards, and the departments of the government of the province.

Correspondence and communications with staff of the Department of Intergovernmental and Municipal Affairs (MIGA) was initiated to inform the Department that the Town initiated the municipal planning process. MIGA staff thus initiated an internal provincial consultation process to solicit input from various departments and agencies that may have a provincial interest in the municipal plan. Responses are included in Appendix A, and key points are summarized below:

Forestry Services: Extending the existing boundary further inland is a concern because it takes in the Gillams domestic cutting block, an area traditionally used for residential wood fuel and commercial purposes. Over the last ten years, between 100 and 160 domestic cutting permits and a few commercial permits were issued annually. Expanding the boundary could restrict these activities, which are considered vital to residents, many of whom use wood as their main source of heat. *Forestry activities should be a permitted activity within any future municipal plans.*

Mines and Energy: Gillams contains quarry permits, and has a high to moderate quality of resource quarry material. Aggregate resource refers to a deposit of sand and gravel of sufficient quality and volume to be quarried. Aggregate deposits provide the sand and gravel for concrete, the upper layer or road bases, winter sand, and the like and are therefore an important resource. The cost of construction aggregate, whether high-quality sand or gravel or low-quality fill; increases significantly when transportation distance also increases. Thus, development of the aggregate must be permitted to take place.

Water Resources Management: The proposed municipal planning area excludes the Meater's Pond Protected Public Water Supply Area used by the communities of Gillams and Meadows as this water supply source is protected by provincial legislation. However, all development

activities in the protected public water supply area require prior approval under *Section 39 of the Water Resources Act*. *Section 39* also details activities that are prohibited in the protected area. The owner/operator of the designated area is responsible for protecting it by posting and maintaining signs; conducting routine surveillance and monitoring approved development activities.

Protection of all bodies of water is regulated under *Section 48 of the Water Resources Act*. A 15m buffer along the high-water mark must be adhered to, and a permit must be obtained from Water resources Management Division before any work, such as culverts, fording, dredging, etc. can be carried out.

Crown Land Administration: The Meater's Pond Protected Public Water Supply Area (PPWSA) is shared by the municipalities of Gillams and Meadows, and therefore the Gillams Planning Area Boundary should not include the PPWSA, as it the responsibility of both towns and protected under the Water Resources Act.

Office of Climate Change and Energy Efficiency: The impact of climate change should be considered in the municipal plan, especially as it relates to developments in close proximity to rivers, flood plains and coastal areas. Provincial climate change projections, flood risk mapping, and coastal erosion and sea-level rise data can be utilized in the development stage.

3.0 DEVELOPMENT HISTORY AND LAND USE PATTERNS

As noted in the introduction, Gillams was originally settled as a farming fishing community, and for many years, the economy was tied to a strong herring, salmon and lobster fishery. Nonetheless, growth of Gillams remained slow, and by the 1860s there were just five to six families, even though the population of Bay of Islands was increasing as people migrated from the east coast of Newfoundland. By 1911, however the population had grown to forty-seven people, and by 1921 there were eight-five residents.

Residents of Gillams continued to work mainly in the fishery until the 1920s and 1930s, when the construction and development of the pulp and paper mill in Corner Brook provided new sources of employment. Construction of Route 440 in the 1950s linked Gillams to Corner Brook and stimulated growth of the Town: by 1961 the population had increased to 284, up from 192 in 1951. The Town was incorporated in 1971 and, with a population today of 405 (2011 NHS), it has evolved into a predominantly residential community with the majority of its workforce commuting to Corner Brook.

The settlement of Gillams historically stretched along Route 440 – also known as the North Shore Highway - though this is no longer the case. There are now an additional eleven (11) roads in the Town, in addition to the North Shore Highway. Today, growth of the town, though slow, is steady; the 2011 National Housing Survey reports that the population has grown by 1.2% since 2006; as well, twelve (12) houses have been constructed since 2000. A challenge for the town's continued growth is the limited land base available for residential and commercial development due to land ownership and environmental challenges, such as steep slopes and bedrock. The cost of expanding and upgrading municipal services is also a challenge. These challenges will inform the policy direction of the Municipal Plan in further detail.

3.1 MUNICIPAL INFRASTRUCTURE

In consultations for this project and the ICSP, the need to upgrade the water and sewer system has arisen as a priority among Council and residents. 81.3% of participants in a questionnaire conducted for the ICSP agreed that enhanced water and sewer treatment is needed.

Gillams is completely serviced with water. However, poor water quality is an issue due to ageing and inadequate infrastructure. Frequent water line breaks have resulted in low water pressures, and this has necessitated boil water advisories. The existing 4" inch ageing water line is also not able to provide adequate pressure for firefighting measures. The Town had previously received funding to upgrade the intake, but Council did not proceed because the tenders received to complete the work exceed the funding available.

The municipal sewage system of Gillams services approximately 56 of the existing 171 dwellings in the town and no commercial uses are hooked up to the sewer system. There is no current primary treatment facility, and sewage is discharged untreated into the Bay. Funding of \$1.6M for Phase 1 and 2 of a new sewer system, which included primary treatment and a new outfall, was approved in 2009 but Council decided to not proceed with the project due to cost. The Town has since applied for capital works funding for the treatment plant and outfall in each of the past three years, but has not been successful.

All new developments, residential and commercial, can hook into the sewage system if it is accessible from their property. Buildings that cannot connect (because the sewage system is inaccessible) install private septic systems and are required to follow relevant provincial regulations. In contrast, hooking into the municipal water system has until recently not been a problem for new developments. However, two recent homebuilders are unable to hook into either the water or the sewage system due to their location, and will therefore have to install both a well and a septic system.

Council recognizes that the water and sewer issue will have to be addressed in the near future.

3.1.1 Municipal servicing scenarios and costs

There are thus three different levels of municipal services within the Town of Gillams. These are fully serviced, semi-serviced, and unserviced lands. Fully serviced lots are those with both water and sewer services. Semi-serviced lots have only one municipal service – usually water services, and unserviced lots have neither municipal water nor sewage services. Unserviced lots, when developed, will have both a well and a private septic system. Council acknowledges that this is not an ideal situation, but without the appropriate support and funding from provincial agencies is not able to ensure that municipal services are available for or all developments.

The cost to taxpayers of connecting into the municipal water system is \$500.00, while the connection fee for water and sewer is \$800.00. The Residential and Commercial Water Rate is \$220 per year, and \$340 per year for water and sewer. This rate applies to all properties, even vacant properties and properties with water shut off. Apartments also pay this base rate, plus

an additional \$50 for each additional apartment. Moving forward, Council needs to examine the provision of services for development in light of actual costs and consider options for full cost recovery.

3.2 TRANSPORTATION INFRASTRUCTURE

The Town of Gillams has three (3) main roads or collector roads:

- **Route 440** allows east-west travel and connects the Town to the nearby communities of Meadows, McIvers, Irishtown – Summerside and Hughes Brook;
- **Farm Road** intersects Route 440 at what is essentially the centre of town and runs north-west to the municipal boundary extending beyond it into the region; and
- **Forest Drive** intersects Route 440 and then extends in an east-west direction parallel to the highway extending into the municipality of McIvers.

Besides the three roads listed above, there are an additional nine (9) roads in the Town that can be referred to as local streets. These are:

- First Avenue
- Wharf Lane
- Bayview Crescent
- Pioneer Avenue
- Beach Road
- Second Avenue
- Parkvale Drive
- Meadow Heights
- Meadow Heights Extension

Other than Route 440, which is a provincial highway, all roads in the Town of Gillams are owned, maintained, upgraded and snow cleared by the municipality. Other than Farm Road, all roads are considered to be in good condition, however, road infrastructure and especially maintenance is an ongoing issue. Farm Road, in particular, is impacted by high usage of residents, industry and developers, and this has resulted in increased maintenance cost. In fact, the bulk of road maintenance costs is spent on the upkeep of Farm Road as result of heavy

equipment and truck traffic stemming from quarrying and saw mill operations located near the end of Farm Road close to the municipal boundary. Currently the Town does not have a means to recover any of these maintenance costs, nor does Council have a road building policy. This causes strain on the municipal budget and inequitable spending on the maintenance and upkeep of one municipal roadway. The Municipal Plan will examine options to help Council ameliorate this situation.

3.3 RESIDENTIAL HOUSING

As stated earlier, in recent years Gillams has experienced a slow but steady pattern of residential development. Twelve houses have been constructed since 2000, equating to 1.16 housing starts per year for single detached dwellings. This is a slower rate of growth than reported in the Integrated Community Sustainability Plan (2010) for the other North Shore Bay of Islands municipalities; however, it has been consistent for the last 14 years. Residential development has occurred on privately owned vacant lands that were either sold or passed down from family members. A common practice is the subdivision of family lands to allow children to build new homes on traditional homesteads.

The municipality has limited land opportunities for future expansion. Areas adjacent to Route 440 are either privately owned or pose environmental challenges due to steep slopes and rock outcrops. Along Farm Road toward the municipality's northern edge, the town is to its boundary where the only private land suitable for development is privately owned and is currently occupied by a sawmill operation. The area along Forest Drive to the western boundary may hold potential for future infill development.

One area currently being considered for a significant residential development is the former Hann Gravel Pitt off Farm Road. The developer has submitted to Council, a proposal to construct the Appalachian Mountain View Retirement Village, which would see 73 detached two-bedroom single level modular homes and a trail system developed on 40 acres of under-utilized land in this former gravel pit. Council gave its support in principle to this project in 2012, however the development is currently on hold.

Seniors and retirement housing were identified as a potential market niche for the North Shore Bay of Islands in the collaborative ICSP. Gillams is well situated to become the ideal retirement community in the Bay of Islands. If Council's goal is to become a retirement community, it will need to give careful consideration to how it will achieve this and determine the best location in the community for such development. Ideally, the location of a retirement village, or clustered seniors' housing would have access to commercial, social and recreation amenities and services.

Council also needs to consider the design, location, and phasing of senior's housing developments and how they are implemented. Rather than building only one type of housing, ideally a variety of housing styles could be established that meet a variety of needs. Different housing types and tenure need to be explored that address different senior residents' needs such as mobility, and ageing in place and should include granny flats, in-house apartments, and different housing types such as semi-detached, duplex, town houses and garden suites.

Consideration should also be given to the municipal servicing required. The Town will need to ensure that adequate water and sewer services, as well as roads, are available to support such developments. Improvements to infrastructure and increased commercial services would be instrumental in attracting seniors to live in Gillams.

The pursuit of seniors and retirement housing could potentially launch Gillams on a path to future growth and prosperity. Promoting housing that is intended to allow senior residents to "age in place" in proximity to their community of family and friends, and incorporating the proximity of existing amenities and promoting nature-based recreation with a network of walking trails and gardens will help Gillams target a market looking for the ideal retirement community.

3.4 COMMERCIAL AND RESOURCE USES

Five commercial/resource uses currently exist in Gillams. They include: a gravel pit operation, a saw mill, auto body shop, storage facility and a real estate agent. There was one business start-up in the last ten -year period, which has recently closed, and no new business ventures have

been proposed. Another business, an artist's glass studio, has recently moved to a new location outside of Gillams. In terms of other resource-based uses, one family owns the town's only wharf and is actively involved in the fishery, and there are no forestry or wood harvesting operations. The Town does not have a government wharf.

The ICSP identified tourism as an area that shows promise as an economic generator for all five towns. The challenge for Gillams is its size and location – which make it a “drive through” community on the North Shore. Most visitors touring the region are heading straight through to their destination, which is Cox's Cove, the end point of the north shore. Nonetheless, this trend provides an opportunity for Gillams to capture these tourists. The Town can achieve this by making the drive more efficient for tourists, and expanding on the experiences available to them.

Some things the Town can do that would help is to develop more effective signage, tourist pull-off(s) to capture significant views, and educate the public on things to see and do in Gillams. The ICSP offers other suggestions for the region that Gillams could implement, including interpretation panels and trail development.

The Town can also focus on further developing its core area or “Town Centre,” building on what exists now: the Town Office/Fire Hall, Community Centre, beach, recreation areas, and seniors centre. A Town Centre with beach access and look-offs or tourist pull-offs could become a successful tourist attraction.

Development of the beachfront can provide entrepreneurial opportunities, providing an increased tax base as well as supporting tourism in the Town. For example, small architecturally interesting sheds can be built for local artisans to set up in the summer, and create a business opportunity for the sale of food (coffee, ice cream and snacks), local arts and crafts, kayak and canoe –rentals and the like.

Economic development opportunities other than tourism should also be explored. Home Based Businesses may be such an opportunity. Currently home-based businesses do not exist in

Gillams. The Town could however allow home based businesses and ensure their good management through policies and development regulations. To further ensure these businesses are consistent with economic development objectives, the Town could publish a list of allowable activities that have been judiciously selected by council. The Town policies and regulations would also ensure that home -based businesses don't have negative impacts on adjacent land owners/uses.

3.5 INSTITUTIONAL AND RECREATIONAL USES

While predominantly residential the town includes several non-residential uses that can be categorized as institutional and recreation and that are owned either by the municipality or privately owned and available to residents of Gillams and area. These include:

- Town Office/Fire Hall – municipal
- Community Hall – municipal
- North Shore Development Fire Fighting Training Centre – North Shore Development Association
- Seniors Centre – private
- The Heritage Museum – Heritage Society and housed in the basement of the Church
- St. James Anglican Church - private

There are also recreational amenities in the Town that are municipally owned, and operated by the Recreation Commission. These are:

- The Heritage Trail
- 1 playground
- 1 softball field
- 4 picnic areas

4.0 GILLAMS TAX STRUCTURE AND FINANCES

4.1 GILLAMS TAX STRUCTURE

The Towns current mil rate is 7.0 mils on the assessed values of the property. The minimum tax is \$400.00.

The total taxable assessment for the last five years is:

2010 – \$ 13,333,500

2011 -- \$ 13,537,300

2012 -- \$ 13,825,100

2013 -- \$ 17,061,300

2014 - \$ 17,552,200

The projected tax assessment for 2015 is \$ 17,638,400. Total revenues and expenditures for the Town in 2014 was \$ 294,663.01.

5.0 DEMOGRAPHIC TRENDS

5.1 POPULATION AND DWELLING CHARACTERISTICS

The current population of Gillams is 405, as reported in the 2011 National Housing Survey (NHS).

This represents a modest population increase of 1.2% since 2006, and is a much better outcome than in 2001, when the Town experienced a population decline of 12.7%. Between 2001 and 2006, the population stabilized with a slight decline of -1.0%. See Table 1 Below.

Table 1: Population and Dwelling Characteristics

Population & Dwelling Characteristics	Gillams	Census Subdivision #5 ¹
Population in 2011	407	41,004
Population in 2006	402	40,805
2006 to 2011 population change (%)	1.2%	0.5
Total private dwellings	186	19,287
Private dwellings occupied by usual residents	166	16,676
Population density per square kilometer	60.8	4.0
Land area (square km)	6.70	10,366.47

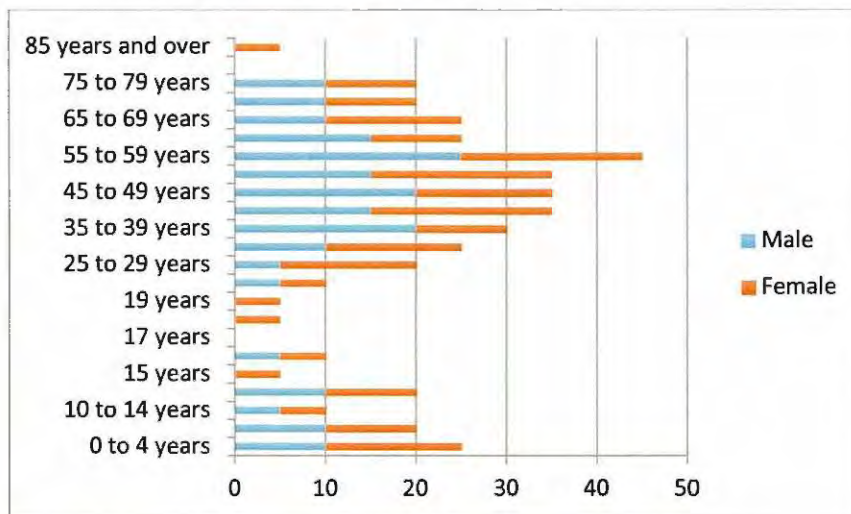
The median age of Gillams is 45.2 years; the provincial median age is 44 years. The largest age group in Gillams today is 55-59 years, while provincially the largest group is 50-54. Seniors (from 60 years to 85+) make up almost 25% of the population. These results indicate that Gillams, like the province, is ageing, but the town is ageing more rapidly. See Table 2 Below.

¹ Census Subdivision #5 Incorporates the areas of Humber Arm North and South

Table 2: Total Population by Age Groups

Total population by age groups	Gillams Total	Male	Female	NL Total	Male	Female
	405	200	210	41,005	19,745	21,260
0 to 4 years	30	10	15	1,830	980	845
5 to 9 years	20	10	10	1,985	975	1,010
10 to 14 years	15	5	5	2,165	1,080	1,090
15 to 19 years	25	10	10	2,510	1,285	1,230
15 years	5	0	5	525	275	245
16 years	5	5	5	470	230	240
17 years	0	0	0	495	260	240
18 years	5	0	5	510	250	260
19 years	0	0	5	510	270	240
20 to 24 years	5	5	5	2,195	1,040	1,155
25 to 29 years	20	5	15	1,885	905	985
30 to 34 years	25	10	15	2,200	1,000	1,205
35 to 39 years	25	20	10	2,480	1,135	1,345
40 to 44 years	35	15	20	2,850	1,355	1,495
45 to 49 years	30	20	15	3,345	1,630	1,715
50 to 54 years	35	15	20	3,490	1,680	1,815
55 to 59 years	40	25	20	3,530	1,720	1,815
60 to 64 years	25	15	10	3,255	1,600	1,655
65 to 69 years	30	10	15	2,415	1,195	1,220
70 to 74 years	20	10	10	1,760	870	885
75 to 79 years	20	10	10	1,390	640	755
80 to 84 years	0	0	0	975	390	580
85 years and over	5	0	5	735	270	465
Median age of the population	45.2	45.7	43.9	45.6	45.4	45.8
% of the population aged 15 and over	85.6	85.4	83.7	85.4	84.6	86.1

The declining population of young people in the town is a concern for its long- term sustainability. The proportion of youth (ages 0 years to 19 years) is 22%, and less than the proportion of seniors. In the age groups 15 to 19 years no 17-year olds were recorded in the 2011 census, and only 5 females in each of the age groups of 15, 18 and 19 years.

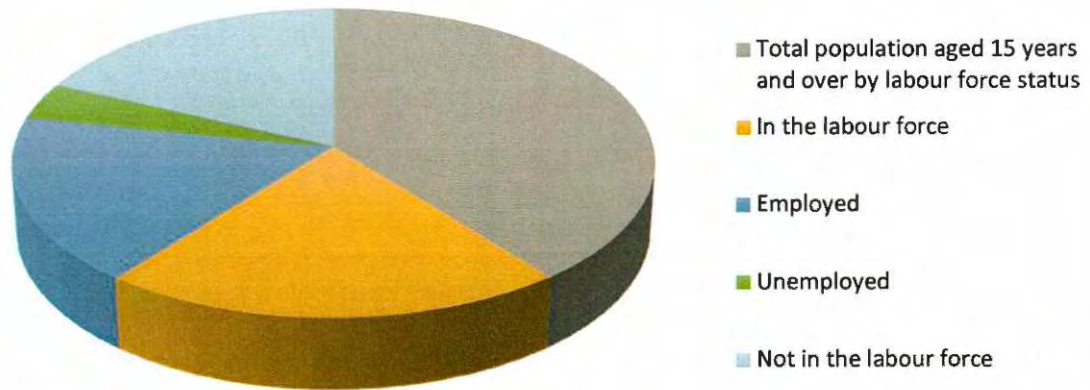
Figure 1: Total Population by Age Groups

The continued decline and migration of the population aged 24 and younger, along with the aging of the working population, are significant demographic trends that will impact Gillams in the foreseeable future. The significant number of residents nearing retirement age will need an appropriate mix of housing types and services that will entice residents to stay in Gillams where they can retire and age in place in their own community.

5.2 LABOUR FORCE DEMOGRAPHICS

Although Gillams' economy was initially resource based, today it is predominantly a residential community. The Town does not have a significant commercial base and many residents commute outside of the community for employment. 2011 census data reveal a labour force of 195 people over the age of 15 years; with 155 of those commuting to places of work for a duration of approximately 30 minutes, and the majority (135) driving themselves either by car, truck or van. See Figure 2 and Table 3 below.

Figure 2: Labour Force Status



Total population aged 15 years and over by labour force status	360	185	175
In the labour force	195	105	90
Employed	160	80	75
Unemployed	35	20	0
Not in the labour force	165	80	85
Participation rate	54.2	56.8	51.4
Employment rate	44.4	43.2	42.9
Unemployment rate	17.9	19.0	0.0

Table 3: Transportation and Median Commuting Duration to Workplace by Gillams Residents

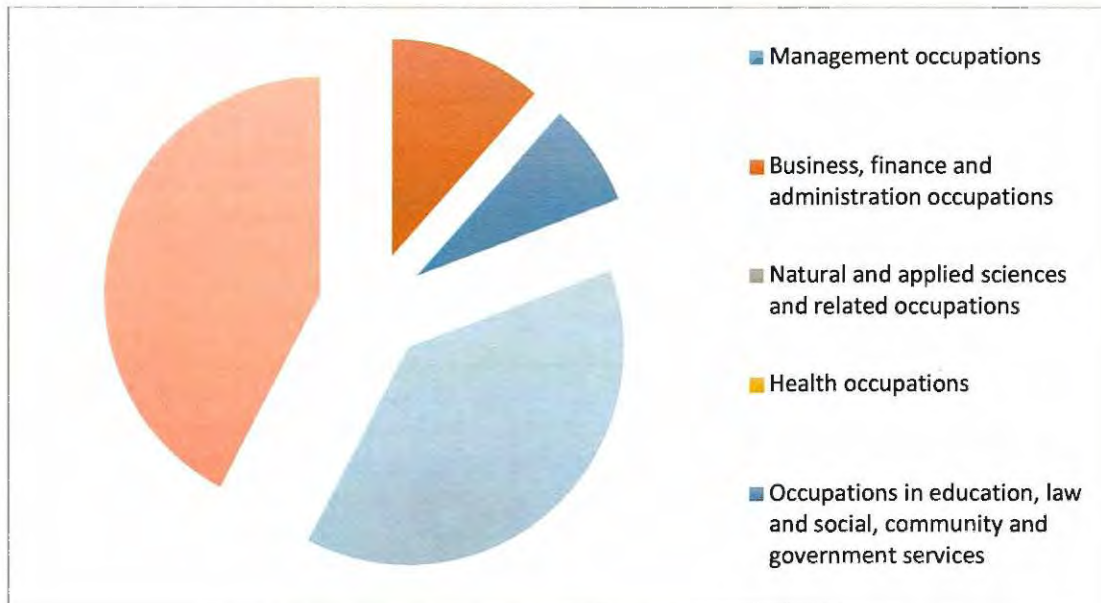
Mode of transportation			
Total employed population aged 15 years and over with a usual place of work or no fixed workplace address by mode of transportation	155	80	75
Car, truck or van - as a driver	135	65	70
Car, truck or van - as a passenger	0	0	0
Public transit	0	0	0
Walked	0	0	0
Bicycle	0	0	0
Other methods	0	0	0
Median commuting duration			
Total employed population aged 15 years and over with a usual place of work or no fixed workplace address by median commuting duration	155	80	75
Median commuting duration	30.8	35.7	30.2

The 2011 census data also reveals a small range of employment categories with trades and equipment operators being the largest; followed by sales and service; construction, and health care; business and administration; manufacturing; education and social and community services. While most residents derive employment income in Corner Brook, a small number of approximately 40 are employed or self-employed in and around the Town, this includes small businesses and fishing. No home-based businesses are reported by Statistics Canada, or Town staff. The opportunity to conduct a home-based business may have an important influence on the town's economy. See Table 5 below.

Table 4: Occupations held by Gillams Residents

Occupation			
Total labour force population aged 15 years and over by occupation - National Occupational Classification (NOC) 2011	195	105	95
All occupations	180	95	85
0 Management occupations	0	0	0
1 Business, finance and administration occupations	15	0	15
2 Natural and applied sciences and related occupations	0	0	0
3 Health occupations	0	0	0
4 Occupations in education, law and social, community and government services	10	0	10
5 Occupations in art, culture, recreation and sport	0	0	0
6 Sales and service occupations	50	0	35
7 Trades, transport and equipment operators and related occupations	55	55	0
8 Natural resources, agriculture and related production occupations	0	0	0
9 Occupations in manufacturing and utilities	0		

Figure 3: Occupation by Proportion of Population



Statistics Canada 2011 National Housing Survey also reports that of the 195 people aged 15 and over in the labour force, 175 worked in 2010: 150 of this group worked full-time and 20 worked part-time. See Table 6 below. As well, 115 people in the labour force worked between 49-52 weeks in 2010, and 25 worked 14-26 weeks.

Table 5: Work Activity and Number of People working Full-time or Part-time.

Work activity			
Total labour force aged 15 years and over by work activity in 2010	195	100	90
Did not work in 2010	0	0	0
Worked in 2010	175	95	85
1 to 13 weeks	0	0	0
14 to 26 weeks	25	20	0
27 to 39 weeks	0	0	0
40 to 48 weeks	0	0	0
49 to 52 weeks	115	50	65
Average weeks worked in 2010	42.4	40.3	44.7
Full-time or part-time weeks worked			
Total labour force population aged 15 years and over by full-time or part-time weeks worked in 2010	195	105	90
Did not work in 2010	0	0	0
Worked in 2010	175	95	80
Worked full-time in 2010	150	90	60
Worked part-time in 2010	20	0	25

5.3 EDUCATION DEMOGRAPHICS

The national Housing Survey 2011 reports that of the 235 people between 25 and 64, 165 have postsecondary education, and have earned either a certificate, diploma or degree. The majority, 85 people, have a college, CEGEP, or other non-university certificate or diploma, 35 people have an apprenticeship or trades certificate or diploma, while 30 people also have at least some university experience.

Figure 4: Total population aged 25 to 64 years by highest certificate, diploma or degree

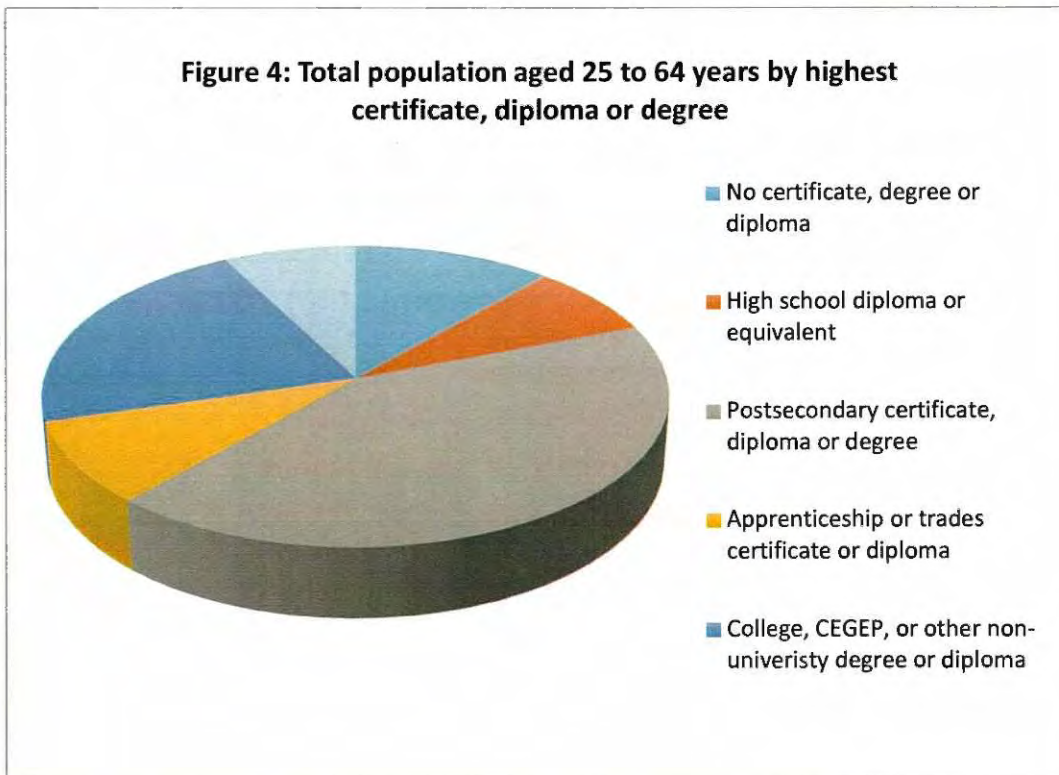


Figure 5: Total population aged 15 years and over by major field of study - Classification of Instructional Programs (CIP) 2011

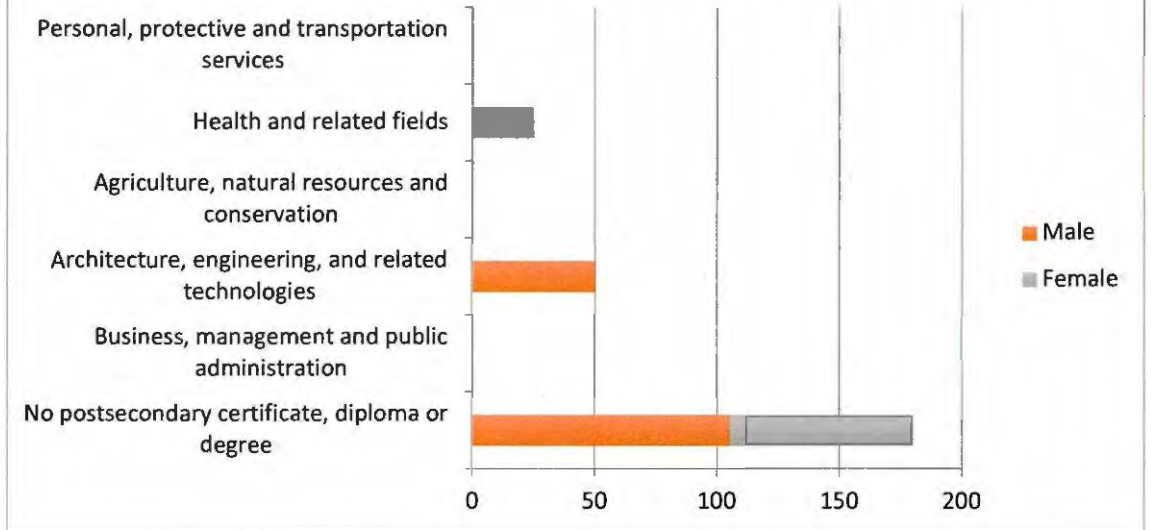


Table 6: Education Profile of Gillams Residents

Education			
Total population aged 25 to 64 years by highest certificate, diploma or degree	235	115	120
No certificate, diploma or degree	45	35	0
High school diploma or equivalent	30	0	15
Postsecondary certificate, diploma or degree	165	70	95
Apprenticeship or trades certificate or diploma	35	25	0
College, CEGEP or other non-university certificate or diploma	85	30	60
University certificate or diploma below bachelor level	0	0	0
University certificate, diploma or degree at bachelor level or above	30	0	25
Bachelor's degree	0	0	0
University certificate, diploma or degree above bachelor level	0	0	0
Total population aged 15 years and over by major field of study - Classification of Instructional Programs (CIP) 2011	365	185	175
No postsecondary certificate, diploma or degree	180	105	75
Business, management and public administration	10	0	0
Architecture, engineering, and related technologies	50	50	0
Agriculture, natural resources and conservation	0	0	0
Health and related fields	35	0	25
Personal, protective and transportation services	20	0	0

5.4 HOUSEHOLD INCOME DEMOGRAPHICS

The average household income in Gillams is \$61,561, while the average after tax household income is \$54,646. This compares with an average household income of \$68,979 and an average after tax household income of \$58,454 for the province. This level of household income is comparable to the other communities of the North Shore

Table 7. Household Income of Gillams Residents

Household income in 2010 of private households	165
Median household total income (\$)	50,753
Average household total income (\$)	61,561
Median after-tax household income (\$)	48,469
Average after-tax household income (\$)	54,646
One-person private households	45
Median household total income (\$)	18,121
Average household total income (\$)	19,477
Median after-tax household income (\$)	18,121
Average after-tax household income (\$)	18,710
Two-or-more-persons private households	120
Median household total income (\$)	70,913
Average household total income (\$)	78,211
Median after-tax household income (\$)	68,822
Average after-tax household income (\$)	68,864

5.5 HOUSING DEMOGRAPHICS

Statistics Canada 2011 National Housing Survey indicates there are 186 private dwellings in Gillams with 166 of those being owner occupied on a full-time basis. Of these dwellings, 160 are reported as single detached homes while 10 are flats or duplex units. The average house price in Gillams in 2011 was \$186,302 compared to a provincial average of (approximately) \$225,000.

Town staff indicates that there are 171 dwellings in the town. There are no apartment buildings and only 1 known basement apartment. Approximately 2 or 3 homes in the community are vacant and there are two seasonal dwellings (cottages) whose owners reside permanently in Ontario. In 2011, 31.2% of owner households held a mortgage. The average value of dwellings is \$ 186,302.

6.0 POTENTIAL DEVELOPMENT AREA(S)

Comprehensive Development Areas

Currently the Town of Gillams has no land for expansion. The most desirable expansion opportunities may come in the form of residential developments designed to accommodate the needs of a retirement community and seniors. A proposal to develop such a development on a former quarry site, adjacent to Farm Road, was submitted to Council for its review in 2013. No development approvals have yet been sought or issued and no construction has commenced. However, with respect to long term planning, consideration should be given to designating these lands as a Comprehensive Development Area for residential purposes to accommodate a retirement village in the future.

Lands in proximity of existing water and sewer services and adjacent to Farm Road, just west of the intersection with Route 440, are ideally situated for residential purposes especially as housing for seniors. This land is fairly central and close to town recreation amenities and within the area of existing municipal water and sewer services, both features that make it attractive for housing development, including infill housing.

Lands along Route 440 in the vicinity of or adjacent to the existing Seniors Centre are also desirable for residential purposes especially as housing for seniors. Centrally located and close to amenities that benefit seniors, these lands can form a foundation for housing development(s) that will attract retirees to Gillams and enable the town to promote itself as an adult retirement community.

Seniors housing can be developed as infill housing in the form of granny suites, or garden homes designed for small parcels of land, and a seniors' housing complex located close to the centre of the town.

7.0 VISION STATEMENT

The 2010 ICSP for the North Shore includes the following vision statement:

“The North Shore of the Bay of Islands has a two and a half century history of sustaining its citizens in a rural setting. It wishes to continue and to enhance that role by providing a clean, safe, economically viable environment for all its citizens, from youth to seniors, while promoting health and wellness, protecting the environment and respecting the past.”

A new Vision was developed specifically for the Town of Gillams and is presented below. This Vision is based on consultations for the municipal plan and review of background documents, including the ICSP Vision Statement above.

“The Town of Gillams is a rural town with a strong sense of place and respect for its history and cultural heritage. The Town will strive to be economically viable by attracting new investments in the Town while maintaining a high quality of life for its citizens. The Town will continue to grow in a manner that supports recreation, health and wellbeing opportunities for residents of all ages, from youth to seniors, and that protects the natural environment and preserves the character of the Town.”

8.0 SUMMARY

The Background Report lays the foundation for the preparation of the Town of Gillams first Municipal Plan, Development Regulations and accompanying mapping. It provides a concise chronology of the settlement and development of Gillams, its founders and determined citizens, and highlights opportunities for the future. These opportunities will be further examined and defined in the Municipal Plan.

APPENDIX - PROVINCIAL GOVERNMENT COMMENTS

PROVINCIAL DEPARTMENTAL COMMENTS TOWN OF GILLAMS

- **Forestry**

- There is a concern to the forest service because it close to triples the size of the existing municipal boundary and extends far inland from the town of Gillams, into an area used traditionally for forestry purposes and if approved, could restrict forest activities.

- The area in question falls within the Gillams domestic cutting block. Over the last 10 years Forestry Services have issued between 100 and 160 domestic cutting permits annually to the residents of the communities in the area. This area is vital to the residents of the area as most of them use fuel wood as their main source of heat. There are also a couple of Commercial permits issued in the area. As stated in the letter, there will be further development control implemented in the area. Forestry activities should be a permitted activity within any future plans.

- **Service NL**

- Any development on the referenced property may require permits and/or approvals from the Government Service Centre. It is advised that prior to the start of any development, the proponent contact the Regional Office of the Government Service Centre, Sir Richard Squires Building, P.O. Box 2006, 84 Mount Bernard Avenue, Corner Brook, NL, A2H 6J8, Telephone (709) 6372204, Fax (709) 637-2905 to discuss any relevant permits and or approvals that may be required.

- **Mines and Energy**

- The area contains quarry permits and there are high to moderate quality resources of quarry materials. Currently issued quarry permits must be permitted to continue with tolerance for expansion of operations beyond the current boundary of the permit. Development of the aggregate potential must be permitted to take place.

- **Water Resources Management**

- The proposed municipal planning area includes the Meater's Pond Protected Public Water Supply Area used by the Community of Gillams. All development activities in a protected public water supply area require prior approval under Section 39 of the Water Resources Act.

- The owner/operator of a designated area is responsible for protecting the public water supply area by posting protected water supply area signs and maintaining them, conducting routine surveillance of the area and monitoring approved development activities. Section 39 of the Water Resources Act details activities that are prohibited from protected water supply areas.
- Proponent's should maintain a minimum 15 metre wide undisturbed buffer along the high-water mark of all bodies of water in the area. Persons must apply to the Water Resources Management Division for a permit under Section 48 of the Water Resources Act for any work, inclusive of but not limited to fording, culverts, bridges, stream diversions, infilling and dredging in any fresh body of water (including wetland). The Water Resources Management Division does not recommend approval for the development of residential properties within wetland areas, infilling of water bodies for residential development, nor the diversion of streams to accommodate residential development.
- Wharf/Boathouse/Slipway/Breakwater A permit under Section 48 of the Water Resources Act is no longer required for some marine structures. However, the proponent must follow the new guidelines for the Construction and Maintenance of Wharves, Breakwaters, Slipways and Boathouses as found here, on the Government of NL website:

<http://www.env.gov.nl.ca/env/waterres/regulations/appforms/index.html>

- Please note a permit will be required under Section 48 of the Water Resources Act for any infilling or dredging work associated with these structures or other works in a body of water
 - **Crown Land Administration**
- The proposed planning area expands behind the Town of Meadows. The Town of Meadows should be consulted prior to approval given that the planning area could restrict future development.
- The proposed municipal planning area includes the Meater's Pond Protected Public Water Supply Area (PPWSA) used by both the Town of Gillams and the Meadows. The planning area in this case should not include the PPWSA as it is the responsibility of both towns.

- **Office of Climate Change and Energy Efficiency**

- When developing a municipal plan, the Town of Gillams should consider the impact of climate change on their Municipal Planning Area. Climate change is expected to result in more precipitation and more frequent extreme weather events that may result in increased flooding and coastal erosion. These factors should be considered when reviewing development proposals for developments in close proximity to a river, flood plain or coastline. CCEE suggest that provincial climate change projections, flood risk mapping, and coastal erosion and sea-level rise data be utilized in the development stage.

- More information can be provided by contacting Patricia King (729-1485) or at the following links:

☒ **Climate Change Projections:**

http://www.turnbackthetide.ca/whatsnew/NL_Climate_Projections_Full_Report.pdf

☒ **Flood Risk Mapping:** <http://www.env.gov.nl.ca/env/waterres/flooding/frm.html>

☒ **Coastal Erosion:**

<http://www.nr.gov.nl.ca/nr/mines/geoscience/publications/currentresearch/2014/Irvine2014.pdf>

Sea-level rise:

http://www.nr.gov.nl.ca/mines&en/geosurvey/publications/CR2010/2010_BattersonLiverman.pdf

- CCEE would like to draw the Town of Gillams' attention to recent updates (Section 9.36) of the National Building Code, which now includes energy efficiency requirements for new buildings. It is suggested that the Town comply with these new energy efficiency requirements for new developments in their municipality.