

Integrated Community Sustainability Municipal Plan

2022-2032

Town of Grand Falls-Windsor

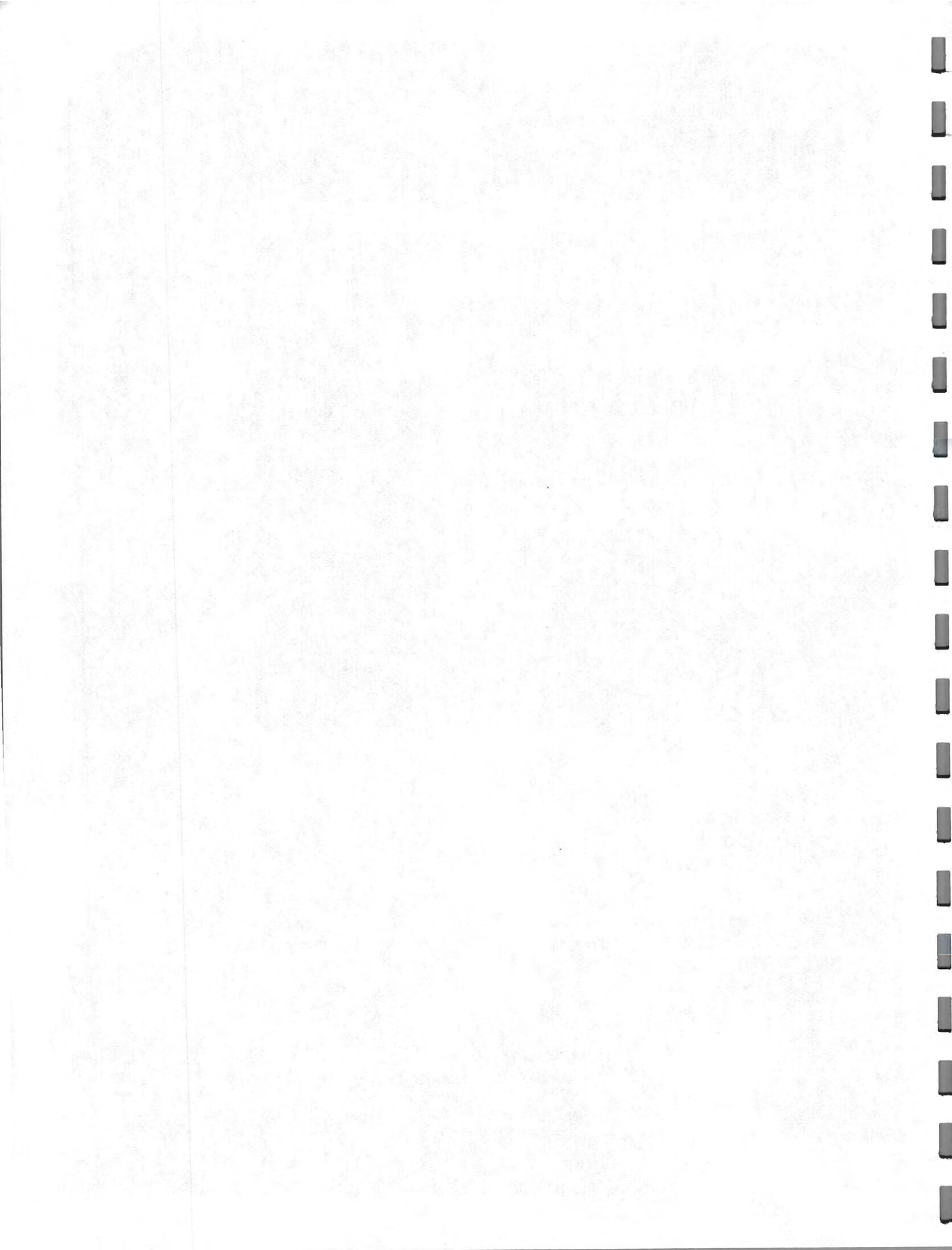
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**TOWN OF GRAND FALLS-WINDSOR
RESOLUTION TO APPROVE
INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN, 2022-2032**

Under the authority of Section 16, Section 17 and Section 18 of the *Urban and Rural Planning Act 2000*, the Town Council of Grand Falls-Windsor:

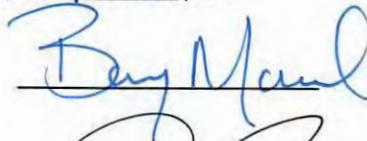
- a) Adopted the Town of Grand Falls-Windsor Integrated Community Sustainability Municipal Plan, 2022-2032 on the 1st day of June, 2021;
- b) gave notice of the adoption of the Development Regulations, 2022-2032 for the Town of Grand Falls-Windsor by notification of the adoption of the Plan and Regulations, and to advise of the Public Hearing, the Notice was placed in the Town Hall and other Municipal Buildings, posted on the Town's Facebook and Twitter Pages, as well as being posted in the News Section of the Town's Website as per Provincial Government COVID-19 protocol regarding Public Hearings;
- c) set the 9th day of July, 2021 for the receipt of submissions for a non-physical public hearing for objections and submissions to submit to the Public Hearing Commissioner.

Now under the authority of Section 23 of the *Urban and Rural Planning Act 2000*, the Town Council of Grand Falls-Windsor approves the Integrated Community Sustainability Municipal Plan, 2022-2032, as amended:

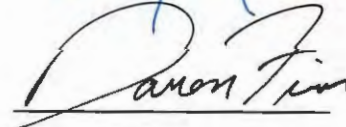
- the addition of new Flood risk mapping (2021) provided by the Water Resources Management Division: the 1:20 year current climate condition and 1:100 year future climate condition Flood Lines on the Future Land Use map.

SIGNED AND SEALED this 10 day of March, 2022.

Mayor:



Chief Administrative Officer:



**Municipal Plan/Amendment
REGISTERED**

Number 1960-2022-000
Date 21 APRIL 2022
Signature AS LAMOND

(Council Seal)

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**TOWN OF GRAND FALLS-WINDSOR
RESOLUTION TO ADOPT
INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN, 2022-2032**

Under the authority of Section 16 of the *Urban and Rural Planning Act 2000*, the Town Council of Town of Grand Falls-Windsor adopts the Town of Grand Falls-Windsor Integrated Community Sustainability Municipal Plan.

Adopted by the Town Council of the Town of Grand Falls-Windsor on the 1st day of June, 2021.

Signed and sealed this 10 day of March, 2021.

Mayor:

Bay Mand

Town Manager:

Danon Free

(Council Seal)

CANADIAN INSTITUTE OF PLANNERS CERTIFICATION

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

MCIP:

Amyers

Member, Canadian Institute of Planners (MCIP)





10/10/61

Handwritten signature or initials.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ii
PART I – INTRODUCTION.....	4
1.0 INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN – OVERVIEW	4
1.1 Project Overview.....	4
1.2 Project Setting.....	1
1.3 Role of Integrated Community Sustainability Municipal Plan	3
1.3.1 General Purpose	3
1.3.2 Urban and Rural Planning Act requirements.....	3
1.3.3 Integrated Community Sustainability Plan Requirements	4
1.3.4 Creation of the Integrated Community Sustainability Municipal Plan.....	4
1.4 Public Participation Process.....	4
1.5 Sustainable Community Vision and Planning Objectives.....	5
1.6 Plan Organization	6
1.7 Land Use Strategy.....	7
1.7.1 Land Use Designations and Density.....	8
1.8 Understanding the Community.....	10
1.9 Current Status of Grand Falls-Windsor and Sustainable Challenges	13
1.10 Population Projections.....	14
PART II – POLICIES	18
1.0 THE NATURAL ENVIRONMENT.....	20
1.1 Local Setting – Challenges and Opportunities	20
1.2 Identifying Environmentally Sensitive Lands	21
1.3 Environmentally Responsible Land Development	24
1.4 Climate Change	28
1.5 Food Security.....	32
1.6 Water Resources	33
1.7 Forest Lands	34
1.8 Gravel Resources.....	35
1.9 Floodplain.....	36
1.10 Steep Slope Hazards.....	38
1.11 Visual Environment	38
1.12 Rural lands.....	40

2.0 BUILDING LIVABLE NEIGHBOURHOODS	41
2.1 Local Setting – Challenges and Opportunities	41
2.2 General Provisions	42
2.3 Neighbourhood Character and Design.....	45
2.4 Residential Areas.....	50
2.5 Urban Residential – Single Family.....	52
2.6 Infill Residential Development.....	56
2.7 Urban Residential – Multi-Unit Residential.....	58
2.8 Rural Residential and Rural Designations	60
2.9 Mixed Use Residential.....	62
2.10 Affordable and Rental Housing	62
2.11 Seniors Housing.....	63
2.12 Special Needs Housing	64
2.13 Home Based Businesses.....	65
2.14 Non-Conforming Uses.....	66
3.0 STRENGTHENING THE LOCAL ECONOMY	68
3.1 Local Setting – Challenges and Opportunities	68
3.2 Economic Development	70
3.3 Tourism	73
3.4 Commercial Land Use Strategy	74
3.5 Designated Commercial Areas	80
3.6 Comprehensive Development.....	86
3.7 Industrial Land Use Strategy	89
3.7.1 Local Setting.....	89
3.7.2 Current Trends.....	90
3.7.3 General Provisions	91
3.7.4 Designated Industrial Land	93
4.0 SOCIAL SUSTAINABILITY	98
4.1 Local Setting	98
4.2 Parks and Recreation.....	99
4.3 Heritage and Archaeological Assets.....	106
4.4 Health Care Services.....	108
4.5 Education Resources	110
4.6 Community Unity, Safety and Security	111
4.7 Cultural Sustainability and the Arts.....	113
4.7.1 Local Setting.....	114

5.0 ENHANCING MOBILITY CHOICES AND PROVIDING FOR INFRASTRUCTURE.....	118
5.1 Enhancing Mobility Choices	118
5.2 Providing for Infrastructure.....	120
5.2.1 General Provisions	121
5.2.2 Municipal Road System	122
5.2.3 Municipal Water System.....	124
5.2.4 Municipal Sanitary Sewer System.....	125
5.2.5 Municipal Storm Water Management	126
5.2.6 Waste Management	128
5.2.7 Renewable Energy	129
6.0 GOVERNANCE.....	130
6.1 Administrative Capacity	130
6.2 Financial Capability.....	132
6.3 Partnerships	133
6.4 Community Involvement.....	134
PART III – PLAN IMPLEMENTATION	136
1.0 IMPLEMENTATION & MONITORING.....	136
1.1 Implementation Strategy and Monitoring Committee	136
1.2 Council Role.....	136
1.3 Regulations.....	137
1.3.1 Development Regulations	137
1.3.1.1 Amendments to Development Regulations.....	137
1.3.2 Subdivision Requirements	138
1.3.3 Building Regulation.....	138
1.3.4 Sign Policy	139
1.3.5 Administration	139
1.3.5.1 Plan Review and Amendment.....	139
1.3.5.2 Updating Maps.....	140
1.3.5.3 Capital Expenditures	140
1.3.5.4 Additional Studies	141
1.3.6 Sustainable Targets	142
1.4 Conformance with Federal & Provincial Jurisdictions.....	142
1.4.1 Conformance	142
1.4.2 Provincial government interests Overlays	142
1.4.3 Compliance with Federal and Provincial Authorities.....	144



EXECUTIVE SUMMARY

Sustainability has become a new way of looking at our world. With increasing concern for environmental health, economic stability, world unrest and even threats to food security, we are now taking the time to look to where we're headed in the future. The "Living Planet Report" (World Wide Fund for Nature, 2008) outlined that if our impacts on the earth continue to increase at current rates, by the mid-2030, we'll need the equivalent of two planets to satisfy our existing ways of life. Most of the world has become ecological debtors.

Sustainability at the local community level encompasses more than environmental challenges. This document represents the opportunity for Grand Falls-Windsor to pursue a sustainable direction into the future as it addresses five pillars of sustainability:

- Environmental
- Economic
- Social
- Cultural
- Governance

Sustainability successes will occur when local residents, businesses and organizations acknowledge the shared responsibility with Town Council and staff for helping to shape the future of Grand Falls-Windsor.

Within this document, Town Council has updated the Integrated Community Sustainability Municipal Plan, 2012-22. The ICSMP was intended to serve the Town of Grand Falls-Windsor for the approximate ten-year timeframe from 2012 to 2022. As anticipated in 2012, Council felt that it would be likely and probable however, given the level of growth and change occurring within the community that the ICSMP would need to be reviewed and updated within a five-year period.

This Review was initiated in 2019 with the view to making operational and practical adjustments to enable the ICSMP, 2012-2022, to be in force for the next ten-year timeframe (2020-2030). The Town wished for the existing ICSMP to remain essentially unchanged. Therefore, the only overarching updates made to the 2012 registered documents included new requirements by the Local Governance and Land Use Planning Division, such as, metric measurements only and the integration of the Interdepartmental Land Use Committee report; and any policy changes required to enable the operational changes requested by the Town.

The ICSMP contains direction for land use management of growth and development in the community through policy attention to environmental, residential, commercial, industrial lands, parks and recreational, public use and other land use activities. The ICSMP also includes policy attention to historical, cultural and social assets and challenges, and community goals, objectives, and actions for collectively achieving a more sustainable future for Grand Falls-Windsor.

The ICSMP is a living document and its success will be solely dependent on the support and dedication it nurtures with the local community, the willingness of Town Council and staff to implement change, and the financial resources and capability of the municipality to take on new initiatives.

PART I – INTRODUCTION

1.0 INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN – OVERVIEW

1.1 PROJECT OVERVIEW

The Town of Grand Falls-Windsor revised its Municipal Plan (2005), to develop an innovative and comprehensive planning document known as the Integrated Community Sustainability Municipal Plan (ICSMP) in 2012. Originating from the Federal Government’s “New Deal for Cities and Communities”, the Integrated Community Sustainability Plan (ICSP) component of the Plan presented the new opportunity to identify a strategic, sustainable and long-range planning direction for Grand Falls-Windsor. In doing so, the Plan addressed how the community will grow towards the federal government’s goals for cleaner air, cleaner water and reduced greenhouse gas emissions.

As outlined by the Newfoundland and Labrador Department of Environment, Climate Change and Municipalities, the ICSMP is to consider the following five pillars of sustainability:

- Economic
- Environmental
- Social
- Cultural
- Governance.

“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

***World Commission on Environment and Development (WCED)
Our Common Future, Oxford University Press, 1987, p.43***

Through the update of the Town’s previous Municipal Plan, local land use planning policies were ‘integrated’ with the five pillars of sustainability.

The ICSMP provides for a far-reaching policy framework to guide the Town of Grand Falls-Windsor in pursuing its sustainable goals and objectives for the future, as defined in Section 1.5, Sustainable Community Vision and Planning Objectives. The ICSMP policies represent the

statements that Council may consider to manage future growth. The policies will also form the basis for evaluating new land development proposals, subdivisions and zoning change amendments, capital works and infrastructure projects, for integrating land use planning with sustainability concepts, and additionally to help engage the community in developing partnerships to strengthen the economic, environmental, social, cultural, and governance assets of the community. The policies represent both challenges and opportunities for the Town.

The ICSMP policies are linked to assigned actions to implement the Plan over the short and midterm, and longer-range future. A monitoring strategy has also been identified to evaluate progress on policy implementation on an ongoing basis.

The updated ICSMP was designed and formatted to act as a user-friendly, meaningful document that can be readily used by members of Town Council, municipal staff, local residents, community groups, business persons and other members of the public.

A companion document to the ICSMP is the Town of Grand Falls-Windsor's Development Regulations. The Development Regulations (2006) were updated and prepared within a new land use regulatory document that supports the sustainable intent of the ICSMP.

1.2 PROJECT SETTING

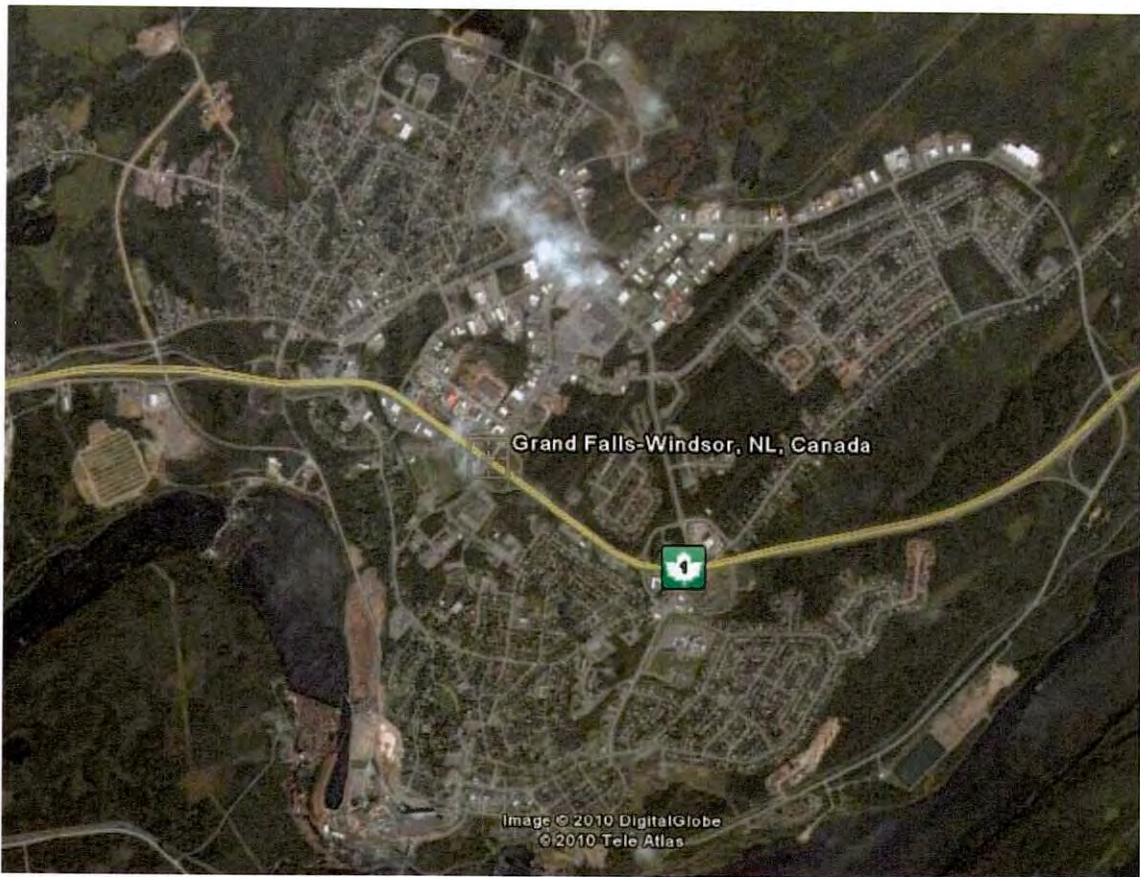
Grand Falls-Windsor is nestled within the forested environment of central Newfoundland and Labrador (NL) on the east coast of Canada. The Town, with an estimated population of about 14,000 residents, is situated adjacent to the Trans-Canada Highway (TCH), approximately 456 kilometers (km) to the west of the Province's capital city, St. John's, and 272 km to the east of Corner Brook, the largest community along the western NL coast. The Town is proud of its location on the Exploits River; a river that flows 246 km to the Atlantic Ocean and drains an area of 1,100 square km. The Exploits is the longest river in NL. It is amidst the natural setting of the forests of central NL and the Exploits River, that the Town has its history and its sustainable future. Grand Falls-Windsor (GFW) is currently the 6th



largest urban community within NL. The Town also has the 3rd largest hospital in the Province. The strategic location on the TCH services a regional market of over 50,000 residents that includes the Baie Verte area to the north and the central coast region of St. Alban's and Harbour Breton, to the south. Grand Falls-Windsor's closest neighboring communities are Bishop's Falls and Botwood.

Until amalgamation in 1991, Grand Falls and Windsor were two distinct local governments. The Town today consists of the former community of Windsor to the north of the TCH, and historic mill center of Grand Falls to the south, adjacent to the Exploits River.

Similar to other NL communities, Grand Falls-Windsor has been subject to out-migration of workers over the years. During 2009, the local paper mill ceased operations, resulting in significant job loss and other impacts to the community. But Grand Falls-Windsor is proving to be a resilient community that is forging ahead. Housing starts are up, commercial traffic is active and the current Council is taking progressive steps towards the future.



1.3 ROLE OF INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN

1.3.1 GENERAL PURPOSE

The purpose of the new Integrated Community Sustainability Municipal Plan (2020-2030) is twofold, as follows:

- To meet the NL legislative requirements of the *Urban and Rural Planning Act, 2000*; and,
- To adhere to the NL Integrated Community Sustainability Plan framework and requirements as part of the Gas Tax Funding Agreement.

1.3.2 URBAN AND RURAL PLANNING ACT REQUIREMENTS

Provincial legislation provides the opportunity for NL communities to prepare a Municipal Plan. Grand Falls-Windsor updated its 2005 Municipal Plan in accordance with *the Urban and Rural Planning Act, 2000* requirements for content of the Plan, public consultation and approval. The five-year review is also in conformance with Section 28 (1) of the Act.

The Plan includes in part, a 'statement of objectives', to indicate the policies to be implemented, divide land into land use classes, and to provide for the development of the planning area for a 10-year period. The use classes in the ICSP include: Residential, Commercial, Industrial, Public Use, Conservation, Rural and Recreation.

From comprehensive planning perspective, many of the listed optional requirements of the NL *Urban and Rural Planning Act, 2000* for the content of a Municipal Plan (Section 13(3)) are aligned with the intent of effective sustainable planning, briefly noted as follows:

- Describe and determine the physical, economic and social environment;
- Provide for and recommend the attraction, location, development and diversification of economic activity;
- Provide for the protection, use and development of environmentally sensitive lands;
- Provide for the protection, use and development of natural resources;
- Provide for the use and conservation of energy;
- Provide for the non-removal of trees and vegetation... and requiring that environmental studies be carried out prior to undertaking specified developments;
- Provide for storm water and erosion control;
- Establish locations, provisions for and policies with respect to housing and facilities for senior citizens;
- Provide for garden suites and back lot development;
- Propose the phasing in of a development;
- Provide for the height and siting of developments; and,
- Make other proposals that in the opinion of Council are necessary.

1.3.3 INTEGRATED COMMUNITY SUSTAINABILITY PLAN REQUIREMENTS

The Province has established varied guidelines for communities to adhere to in establishing a new Integrated Community Sustainability Plan. The requirement for local governments to develop an ICSP was designed to accelerate the shift in local planning and decision-making toward a more long-term, coherent and participatory approach to achieve sustainable communities. The intent of the ICSP for Grand Falls-Windsor is to help the Town to more effectively plan and manage their assets and resources to achieve identifiable outcomes, deliver services and address priorities within an integrated framework that encompasses the five pillars of sustainability.

The five pillars of sustainability within the ICSP are briefly but more fully explained as follows:

- Economic – ‘focus on community development not just growth’
- Environmental – ‘manage resources within ecological limits’
- Social – ‘pursue more harmonious community integration’
- Cultural – ‘enhance community identity through arts/culture and heritage’
- Governance – ‘address administrative capacity and create opportunities for inclusiveness in decision making.’

As a planning document, the ICSP includes a sustainability assessment of current conditions in Grand Falls-Windsor, provides sustainable goals and objectives, identifies a future direction for the community, discusses community partnerships, and includes for an ongoing monitoring strategy of the Plan’s policies.

1.3.4 CREATION OF THE INTEGRATED COMMUNITY SUSTAINABILITY MUNICIPAL PLAN

The marriage of the Municipal Plan and Integrated Community Sustainability Plan (ICSP) represents a comprehensive planning process. The ICSP document that follows includes a new Town Plan merged with varied discussion to address the sustainable planning needs of Grand Falls-Windsor. The overall purpose is to enable the community to pursue sustainable choices for the future in a managed approach of achieving what is the most cost effective and most beneficial to meet the environmental, economic, social, and quality of life needs and desires of local residents, today and tomorrow.

1.4 PUBLIC PARTICIPATION PROCESS

Sustainability is about engaging local residents. Both the *Urban and Rural Planning Act, 2000* and the NL Department of Environment, Climate Change and Municipalities’ Guide for the

Integrated Community Sustainability Plan, outline the mandatory need for public consultation as part of the Plan preparation process. During the development of the ICSMP, the Town of Grand Falls- Windsor has embraced and facilitated public participation into the planning process. The public consultation for the ICSMP and Development Regulations Review met the requirements of the *Urban and Rural Planning Act, 2000*.

1.5 SUSTAINABLE COMMUNITY VISION AND PLANNING OBJECTIVES

Looking ahead to the future of the community, the vision for Grand Falls-Windsor is outlined as follows:

“Grand Falls-Windsor will be a welcoming, healthy and complete community in central Newfoundland that maintains and enhances its unique quality of life, while building a sustainable strong local economy in unison with protecting and preserving the natural environment, and creating expanded arts, cultural, heritage, recreation and social opportunities for local residents and visitors.”

To turn the vision into reality will take a long-range commitment of the Town. During the next ten years and beyond, nine strategic sustainable planning objectives are to be pursued, as endorsed by Town Council, and include the following:

- To become a more sustainable and complete community;
- To protect the natural environment;
- To build livable neighbourhoods;
- To pursue quality of life initiatives;
- To strengthen the local economy;
- To enrich the social fabric and sustainable character of GFW;
- To improve the unity of the community;
- To strengthen community identity through promotion of its cultural and heritage resources, and;
- To create governance opportunities for local residents and businesses to help shape the future of GFW.

The nine cited objectives form the basis for the intent of the ICSMP and they are reflected in the policies of the ICSMP which are implemented in the Development Regulations.

1.6 PLAN ORGANIZATION

The Grand Falls-Windsor Integrated Community Sustainability Municipal Plan (2020-2030) is organized into three parts: Part I- Introduction; Part II- Policies; and Part III- Plan Implementation. These different components of the Plan are described below.

Part I – Introduction

The introduction to the ICSP provides an overview of the dual process followed during the 2012 update of the Town's 2005 Municipal Plan and including sustainability concepts through the Integrated Community Sustainability Plan process. The introduction discusses the public participation process utilized to engage residents of the community and members of Town Council in the preparation of the Plan, outlines a Vision for future development of Grand Falls-Windsor, and identifies the strategic planning objectives of the new Plan. Part 1 also researched the historic and demographic background of the community, and provides for an evaluation of the current status of Grand Falls-Windsor and an indication of some of the sustainable challenges for the future. In the ICSP Review process, only the highlights of the statistical background are included as extrapolated from the Town's Economic Development Department Community Profile report prepared in 2018. Population projections of varied future growth scenarios for the community are also offered.

Part II – Policies

Part II is the core of the Plan, identifying the policy direction and strategic actions that are to guide development within Grand Falls-Windsor over the next ten years and beyond. The discussion topics covered within this Part of the Plan are organized under the following six-chapter headings:

1. The Natural Environment
2. Building Livable Neighbourhoods
3. Strengthening the Local Economy
4. Social Sustainability
5. Enhancing Mobility Choices and Providing for Infrastructure, and
6. Governance.

The initial chapters primarily represent the content typically associated with standard municipal plan documents, namely land use policy attention to the environment, residential, commercial, employment generating industrial uses, open space and recreation, the outlying rural areas, and public institutional uses. While sustainable principles apply throughout the Plan, the new sustainable issue areas are more focused in the latter chapters.

Within the chapters, each topic area is introduced with discussion on background information, local issues and opportunities. Objective statements are provided, and a series of policies outline the recommended strategies, initiatives and actions that are proposed to be undertaken. The pillars of sustainability are discussed as part of the topic areas.

The ICSMP land use designation map, Future (Generalized) Land Use Map (**Appendix B**) is introduced in this Part of the Plan.

Part III – Plan Implementation

Part III presents a recommended organizational framework to implement, and amend, the policies and initiatives identified within the ICSMP. The roles and responsibilities of the key stakeholders and partnership groups within the community, including members of Town Council, Town staff, provincial and federal government department and agency representatives, community organizations and residents of Grand Falls-Windsor that are intended to become partners of the Plan, will be refined by the Town over time.

Part III also presents a framework for monitoring, evaluating and reporting on the achievements of the implementation activities identified within the Action Plan. A list of studies to be considered for preparation as part of the ICSMP implementation process and an identification of varied sustainable targets for the Town to assess on an ongoing basis, are also provided.

1.7 LAND USE STRATEGY

Land use designations form an integral part of the Municipal Plan component of the ICSMP. The designations, as indicated on the Plan maps, apply to varied geographical locales of the community, and act as a general guide to identify what type of land uses are permitted. The companion land use planning document to the ICSMP, the Development Regulations, further defines designated locations of varied land use, permitted uses and designation densities. In the local context, indicative land use designations are provided as follows:

- Residential – urban, rural residential;
- Commercial;
- Industrial;
- Parks and recreation open space;
- Natural open space;
- Public use;
- Rural, and,
- Comprehensive Development Areas.

In addition to the varied use designations, an urban growth boundary is suggested to contain growth over the short term and into the longer-range future. The intent is to manage growth towards a compact model of development for Grand Falls-Windsor, and to avoid 'leap frog' forms of subdivision and other land development.

1.7.1 LAND USE DESIGNATIONS AND DENSITY

The following **Table 1** provides a general guide to the maximum permitted land use densities based upon minimum lot sizes for subdivision of land within varied land use designated areas of the community, and as further defined by the Development Regulations. Density may be further limited on a specific property on the basis of the net developable area of a site, where net developable area refers to that portion of a site that is not environmentally or otherwise constrained. It is noted that there are newly introduced residential lot size densities for single family homes in both the serviced and non-serviced areas; allocated densities for commercial and industrial areas; and on public use lands.

A number of the designated areas will require design management review as part of the density evaluation. With other land uses such as for multi-unit residential housing, no minimum lot size area is outlined; instead individual site factors of property location and development standards will apply, and these criteria will determine the ultimate site density deemed feasible by Council. The overall sustainable goal of density is to pursue economically efficient use of the existing land supply.

For specific requirements regarding permitted land uses, minimum lot sizes and densities, reference should be made to the Development Regulations.

Table 1 – General Guide to Land Use Densities

Land Uses	Minimum Density	Recommended Maximum Density	Notes
Rural	n/a	Minimum lot size area for rural subdivision of 2.0 hectares and for Seasonal Residential Cottage 0.4 ha	Subdivision for rural lands on basis of septic effluent disposal and well water approval.
Residential -Rural	n/a	Minimum lot size of 0.20 ha.	Subdivision based on municipal water service and septic effluent disposal approval
Residential - Urban			All developments are full serviced
<ul style="list-style-type: none"> • Compact residential 	n/a	Minimum lot size for subdivision of 465.0 m ²	Provision for economically efficient lot single family residential parcels based upon design guidelines
<ul style="list-style-type: none"> • Small-lot residential 	n/a	Minimum lot size of 550s m	
<ul style="list-style-type: none"> • Urban residential 	n/a	Minimum lot size of 770.0 m ²	Traditional urban single-family lot size.
<ul style="list-style-type: none"> • Mixed-lot residential 	n/a	Mix of 550 m ² and 770 m ² lot sizes.	Larger lot urban residential.
<ul style="list-style-type: none"> • Duplex residential 	n/a	Minimum lot size of 790 m ²	Mixed lot size urban residential.
<ul style="list-style-type: none"> • Multi-unit residential 	n/a	n/a	Two unit urban residential with design management.
	3or more residential units.		Low to high density uses.
Commercial	n/a	Minimum lot size of 500.0 m ²	Downtown commercial area minimum property size area for commercial development projects.
Industrial			
<ul style="list-style-type: none"> • Industrial Light 		Minimum lot size for subdivision of 2,000.0 m ²	Mix of serviced and non-serviced development sites.
<ul style="list-style-type: none"> • Industrial Special 		Minimum lot size of 2.02 ha	Primarily, fully serviced urban locations. Large lot, primarily non-serviced sites
Comprehensive Development Area	n/a	n/a	Mix of uses as defined by Development Regulations
Public Use	n/a	Minimum lot size of 929.0 m ² for urban area sites, and 0.6 ha for non-urban properties	Varied lot size density for urban and non-urban locations

1.8 UNDERSTANDING THE COMMUNITY

A successful sustainable plan is dependent upon the level of understanding of the dynamics of the local planning area. The Economic Development Department of the Town of Grand Falls-Windsor completed an updated Community Profile in 2018 which contains updated demographic and community statistics. This Section provides additional contextual information that helps provide a framework for the current state of the Town of Grand Falls-Windsor, and a brief road map of where it needs to proceed to achieve a more sustainable future.

Exhibits at the Mary March Regional Museum in Grand Falls-Windsor trace the 5,000-year history of central Newfoundland, and the much more recent European settlement of this region of the Province. One of those European adventurers, Lieutenant John Cartwright while exploring the Exploits River in 1768, named the local waterfall that he found as 'Grand Falls'.

Approximately 140 years later, British newspaper industrialists, the Harmsworth family, identified the area as having tremendous potential for supplying an alternate source of newsprint for their publishing empire. Access to timber, the availability of the river to transport the cut timber, the possibility of hydro power from the Exploits River and proximity to deep water shipping in nearby Botwood were identified as the area's assets. By 1905 efforts began to construct a mill site and establish the company Town of Grand Falls. The completed mill began production in 1909.

Grand Falls grew to house the mill workers and related business persons, while to the north, Grand Falls Station (GFS) developed around the railway line. GFS evolved as the community for the non-mill workers. Many years later in 1938 as Grand Falls Station grew into a more vibrant community, including a very active downtown Main Street; the Town was incorporated and changed its name to Windsor, in honour of the Royal family.

Grand Falls also evolved into much more than a company Town; it was a planned community built on the principles of Ebenezer Howard's "Garden City Movement" in England. The Garden City planning features included some of the following:

- Integration of city, agricultural and country spaces;
- Single family residential homes with garden allotment yard area;
- Provision for healthy access to sunlight when siting homes;
- Consideration for park spaces and connective walking corridors;
- Arrangement of residential dwellings as a self-contained community;
- Efficient street pattern with radial flowered boulevards at strategic locations; and,
- Inclusion of selective land use allocation for commercial and business growth.

The original Town site included the mill, a Town center focused on High Street, two residential districts, and a recreational area. The construction period for the Town was approximately six years and once complete, included 485 houses on well planned garden lots, a hospital, schools, churches, utilitarian supply stores and other buildings.

Today the results of the early Garden City planning concepts for Grand Falls are still evident adjacent to the High Street downtown. The 'round-about' is a feature from the initial days of Grand Falls, as are the red brick walls along the residences near High Street, and the existing Town Hall building. This unique planned past of Grand Falls needs to be revisited and integrated as the Town moves towards the future.

Grand Falls was also a very socially determined community. There was great diversity in religion, and early churches of varied denominations were built. Athletic events of baseball, soccer, track, golf, tennis, hockey and boxing flourished. The community also revealed its propensity for the arts, Town musical bands and drama clubs.

Grand Falls continued to fall under the administrative function of the mill company until 1961 when the community was formally incorporated as a Town and the first municipal elections were held. In 1991, amalgamation of Grand Falls and Windsor into one Town occurred. In 1993, the newly amalgamated Town of Grand Falls-Windsor adopted its first Municipal Plan.

The 2012 ICSMP contained a detailed community profile as part of this section regarding 'understanding the community'. For the purpose of the 2020 5-year Plan Review project, some key highlights from the Grand Falls-Windsor Community Profile, 2016 prepared in 2018 by the Economic Development Department of the Town will be provided here. Since the preparation of the plan in 2012, Grand Falls-Windsor continued to grow. The population increased by 446 individuals to 14, 171 people. In 2016 the populations within a 30-minute trading area of the Town was 7,544 people, including the Towns of Badger, Bishop Falls, Botwood and Peterview, which is a drop of 407 from 2011. Comparing the combined population of the Town and 30-minute trading area, there was a slight gain overall with a combined total of 21,725. This is almost twice the population of the Town of Gander at 11,688. Moreover, the Economic Development Department estimates that the retail market and service centre trading population in the region is approximately 50,000.

With regard to the types of employment -generating activities in the Town, the Excite corporation which promotes a knowledge-based economy by facilitating new investment and partnerships in the sectors of healthcare, life sciences and information technology is an innovative industry. The Town also has several Business Parks throughout the community. these businesses include:

Type of Business	Approximate #
• Food Beverage, convenience and drug store	14
• Auto vehicles, parts and services	23
• Home furniture and appliances	6
• General retail and merchandizing	42
• Wholesale/distributing	5

The Town also continues to service various natural resources industries in the region such as forestry, aquaculture, and mining.

The Town also has three post-secondary education facilities: Keyin College, Corona College and College of the North Atlantic. It also acts as the regional government and health services centre as well providing regional recreation facilities such as the Joe Byrne Memorial stadium, the Francis M. Nichol Community Centre (YMCA) and many other sports organizations.

Grand Falls Windsor has developed various tourism amenities over and above the tourism services that the Town has historically provided for the region touted as 'adventure central'. Interpretive and cultural venues include the Salmonid Interpretation Centre, Corduroy Nature Centre, the Mary March Museum, the annual Salmon Festival, numerous trails, Gorge Park, the Gordon Pinsent Centre for the Arts,

While the predominant housing type continues to be detached houses, there are more multi-unit residential accommodations in the Town as compared to outlying rural communities. This might indicate the more urban nature of the Town and its attractive location for various options for seniors housing.

In 2017, the average price of an existing detached dwelling was \$215,708 and a new dwelling: \$357,880. The increase in property values (27% for commercial and 39% for land alone) provides increased property tax revenues to the Town.

From a sustainable perspective, because Grand Falls-Windsor's land base is not as expansive as most other NL communities, the Town has an opportunity to create an even more compact model of development by pursuing future development on vacant lands within the existing serviced urban area, by making better utilization of existing large lot industrial and commercial properties and by intensifying the limited supply of land within the core areas of the community.

1.9 CURRENT STATUS OF GRAND FALLS-WINDSOR AND SUSTAINABLE CHALLENGES

The demographic, population and building activity review provides an insight into the dynamics and functioning of the community and its residents. From this understanding, there are varied sustainable challenges for Grand Falls-Windsor that has been identified, including the following:

- To maintain and expand the economic base of the community;
- To retain a larger portion of the young adults who are out-migrating from the community so as to achieve a more effective balance with the aging local population;
- To recognize the increasing proportion of older workers and the need for younger members of the workforce to replenish the positions left vacant by retirees;
- To support increased training and educational opportunities for local residents to create new skills and new occupations to meet emerging workplace demands;
- To explore the role that immigration may play in the community;
- To create a more compact pattern of housing development, and introduce regulatory changes to provide a more intensive and economically efficient use of the land base;
- To develop more innovative and affordable detached housing choices, and through design management, provide opportunities for more Townhouse and condominium apartment residential projects;
- To pursue active living amenities of trails, pedestrian walkways and connective systems, and explore alternative mobility opportunities;
- To address the housing and community service needs of the increasing number of seniors moving into the community;
- To adjust to the potential of the changing local demand for commercial goods and services as a result of more seniors;
- To consider the social services programming for distinct segments of the local population such as the 600+ female lone parent households with low incomes; and,
- To evaluate the land use direction for commercial and employment generating lands, and enable more sustainable concepts such as neighbourhood commercial developments.

Beyond these and other sustainable challenges, Grand Falls-Windsor has much strength. Most pronounced is the apparent resiliency of the community; it has undergone two World Wars, a Depression, at least 3 work stoppages at the mill and now the demise of the mill, decade after decade of out-migration of a portion of its young adults, and now the recent economic downturn. The Town however, is still growing and new people are moving into the community. The local economic base is diversified and employees are well trained. The successful transition of most workers from the mill to become assimilated into the local workforce further exemplifies the resiliency and strength of the community.

Over the past few years to the present day, there have been additional indicators that point to a stable future for Grand Falls-Windsor, including:

- The location of the Exploits Centre for Information Technology Excellence and the annual \$8 million in salary it provides to its local employees;
- The announcement of \$5 million in funding to expand the trades and apprenticeship training at the College of the North Atlantic;
- The recent funding support for development of regional cranberry industry;
- KPMG consulting study that identified Grand Falls-Windsor as the most cost-effective community in NL to do business (and 5th most effective in Atlantic Canada);
- Town Council support moving forward with implementation and construction of the High Street upgrade as a component of the Downtown and Exploits River Development Plan; and,
- Ongoing large floor space retail commercial and hotel development interest within the community.

Beyond the sustainable challenges and positive indicators for Grand Falls-Windsor, a significant additional consideration for the short term and longer-term future of Grand Falls-Windsor will be the “**sense of place**” that is created. To retain and to increase population density and jobs for local residents, a community must continually improve its character and become more attractive and appealing to new households and businesses. That is facilitated by becoming a more desirable destination for new growth and as a place to live. Therefore, the community needs to continue to evolve into an even more appealing and attractive place to be for new residents and for prospective new businesses and other developments. There is no magic wand to accomplish this goal but by attention to the preservation of environmentally sensitive open spaces, design and affordability of new developments, creating vibrant downtowns, building a pedestrian friendly community and giving local residents and visitors recreational access to the Exploits River, enhancing the arts/culture and heritage amenities character of Grand Falls-Windsor, and pursuing the connectivity of neighbourhoods within the community, quality of life factors will be improved and the Town will become a more desirable place to live and to do business. Continuing on as normal will not achieve this desired ongoing improvement to achieve an elevated ‘sense of place’ for Grand Falls-Windsor amongst other NL communities.

The Town adopted the brand: ‘perfectly centred’ which has become very popular in cultivating both civic pride and community identity. The logo and brand successfully position the Town of Grand Falls-Windsor as one of the most desirable Towns to live in in the Province.

1.10 POPULATION PROJECTIONS

(i) Estimating the future population of Grand Falls-Windsor is plagued with uncertainty and assumptions. However, to properly plan for growth, infrastructure, recreational amenities, and

future land use challenges, there is a need for a sense of direction of where the community is headed. Population projections help to fulfill that role.

The following summary is based on "Grand Falls- Windsor Population Projections" which is a 2010 report prepared by the Economic Research and Analysis Division of the NL Department of Finance. Upon review of local population trends, net migration, fertility and mortality rates, and household characteristics, the provincial report projections identify a low, medium and high scenario for future population growth in Grand Falls-Windsor to the year 2026. The results of the population projections are as follows:

- Under the low scenario, the 2006 to 2026 projection is for the local population to decrease by 21.3% to 10,811 residents;
- The medium scenario estimates a fall of 10.5% of the 2006 local population to 12,306 residents in 2026;
- The high scenario projects modest growth with a 2026 population of 13,852.

In all three scenarios, the local population is seen as continuing to age, with the proportion of the local population 65 years of age and older, as essentially doubling from 15.6% in 2006 to over 30% in 2026.

(ii) There is merit in considering a more positive future course for population growth in Grand Falls-Windsor to the year 2026. An alternative, but not as sophisticated and analytical methodology for estimating population change is to recognize population growth trends over the most recent Census period, 2001 to 2006, where local growth was positive, and to account for recent building activity levels since the 2006 Census period. This alternative method of assessing future population also considers the inherent strengths of the community, namely its regional center role for providing goods, services, educational training and medical care. There additionally needs to be a sense of optimism for the future, and to consider the stability of the Province of NL and its efforts and support for sustainable local economies such as Grand Falls-Windsor, as well as to recognize the potential positive effect local initiatives such as the Downtown High Street Development Plan implementation, other pending land development projects, and planning for infrastructure improvements that can support and provide for the community's continued growth.

The data basis for the alternative population projection includes acknowledgement that over the 20-year period from 1986 to 2006, an average of 70 new homes per year were built in Grand Falls-Windsor. From 2001 to 2009, an annual average of 78 new homes was built. If an average of 70 new dwelling units are projected to be constructed per year to the year 2026, and an average household size of 2.5 persons is utilized, 175 new residents per year would result. If it is assumed that a degree of out-migration from the community continues, that there are some years of negative natural population growth to the year 2026, and that some of the future new

homes are purchased by local residents, a 50% population gain factor is deducted from the projected continued new home starts. The result is a population projection multiplier of the 2006 base population of 0.65% per year.

Table 2 displays the alternative population forecast for Grand Falls-Windsor to the year 2026, based upon an annual average growth factor of 0.65%. The population is projected to incrementally increase by approximately +/-100 persons per year from an estimated population of 14,005 in 2010 to 15,535 residents in the year 2026. The population gain over the subject 16 years is forecast to be 1,530.

Population projections are 'guesstimates'. From a community planning perspective, the intent is to work with the population projection that the community feels most comfortable, and adjust the forecast as required as the projection timeframe unfolds.

Table 2 - Alternative Population Projections 2006-2026, Grand Falls Windsor

Year	Population	Increase	Total
2006	13,560	88	13,648
2007	13,648	89	13,737
2008	13,826	89	13,925
2009	13,915	90	14,005
2010	14,005	91	14,096
2011	14,096	92	14,188
2012	14,188	92	14,280
2013	14,280	93	14,373
2014	14,373	93	14,466
2015	14,446	94	14,560
2016	14,560	95	14,655
2017	14,655	95	14,750
2018	14,750	96	14,846
2019	14,846	97	14,943
2020	14,943	97	15,040
2021	15,040	98	15,138
2022	15,138	98	15,236
2023	15,236	99	15,335
2024	15,335	100	15,435
2025	15,445	100	15,535
2026	15,535		

PART II – POLICIES

Sustainability and growing more wisely in the future are the central themes of the ICSMP. The intent of Town Council is to provide a planning framework for continued growth in the community by providing clarity in the new planning policies and by creating sustainable, managed opportunities for quality land development projects.

In review of the Municipal Plan (2005) and accompanying land use maps, limitations with the Town's property mapping system and land use data inventory were identified. Within the ICSMP, policy attention will be directed towards improving this aspect of the local planning function.

The Municipal Plan Review, 2020 is intended to refine the policies and regulations of the ICSMP, 2012-2022 to reflect changes stemming from the implementation experience of the first 8 years of the new planning model.

Due to the limitations with available data, a detailed neighbourhood level of land use planning has not occurred with this project. Consequently, significant changes to the existing land use designations on the planning maps have not been made.

As a legal base map for the entire municipality that shows detail of individual property lines is prepared in the future, and incorporated with Geographical Information System (GIS) capability, a more focused and case specific Comprehensive Development Planning Strategy for Grand Falls-Windsor can be established.

The policy discussion that follows consists of two parts, namely background discussion of the policy issues, and the formal policy statements of Council. Through the policy statements, the planning objectives of each policy issue are to be addressed.

The chapter is divided into themes that underpin the 5 pillars of sustainability. Under each theme, the Land Use Class required to implement the ICSMP policies are listed. The ICSMP Future Land Use Designations are listed with the enabling policies for the associated Land Use Zones to be included in the Development Regulations.

The following table summarizes the 4 pillar of sustainability that relate to land use (#5 is governance), the Future Land Use designations, and the Land Use Classes.

**LAND USE DESIGNATIONS, LAND USE CLASS AND LAND USE ZONE TABLE
FOR GRAND FALLS-WINDSOR ICSP & DEVELOPMENT REGULATIONS**

FUTURE LAND USE DESIGNATION	LAND USE CLASSES	LAND USE ZONES ENABLED BY ICSP POLICIES
<i>PART I: 1.0 The Natural Environment</i>		
<ul style="list-style-type: none"> Natural Open space Rural 	CONSERVATION RURAL	<ul style="list-style-type: none"> Environmentally Sensitive Area zone (ESA) Conservation zone (CON) Rural zone (RUR)
<i>PART II: 2.0 Building Livable Neighbourhoods</i>		
<ul style="list-style-type: none"> Urban Residential (RES) Rural Residential (RR) 	RESIDENTIAL	<ul style="list-style-type: none"> Residential RM-1 (RM-1) [Low and Medium Density Multi-Unit Residential Zone] Residential RM-2 (RM-2) [High Density Multi-Unit Residential Zone] Single Unit Compact Residential Zone (RS-1) Single Unit Small Lot Residential Zone (RS-2) Single Unit Urban Residential Zone (RS-3) Single Unit Mixed Lot Residential Zone (RS-4) [not yet indicated on the LUZ map but available for future use] Two Unit Urban Residential Zone (RT) Residential Mobile Home Park Zone (RMHP)) [not yet indicated on the LUZ map but available for future use] Rural Residential Zone (RR-1)
<i>PART II: 3.0 Strengthening the Local Economy</i>		
<ul style="list-style-type: none"> Commercial (COM) Industrial (IND) Comprehensive Development Area (CDA) 	COMMERCIAL INDUSTRIAL LANDS FOR FUTURE USES	<ul style="list-style-type: none"> Commercial Downtown zone (CD) Commercial General zone (CG) Commercial Highway zone (CH) Commercial Neighbourhood zone (CN) Industrial Heavy zone (IH) Industrial Light zone (IL) Industrial Special zone (IS) Comprehensive Development Area One CDA-1) Comprehensive Development Area Two (CDA-2) Comprehensive Development Area-Residential CDA-R)
<i>PART II: 4.0 Social Sustainability</i>		
<ul style="list-style-type: none"> Public Use (PU), Parks and Recreation Open Space (PROS) 	PUBLIC USE RECREATION	<ul style="list-style-type: none"> Public Use Zone (PU) Recreation and Open Space zone (ROS)

1.0 THE NATURAL ENVIRONMENT

Planning Objectives

- To protect the natural environment; and,
- To become a more sustainable and complete community

1.1 LOCAL SETTING – CHALLENGES AND OPPORTUNITIES

Unlike the coastal communities of NL, the natural geography of Grand Falls-Windsor is located inland within a forested plateau like region with frequent undulations in the terrain where watersheds have been established. The most known of these watershed systems is the Exploits River. The immediate area surrounding the built-up area of the Town is rich in wildlife such as moose, caribou, black bear, fox and grouse. The extent of 'species at risk' wildlife in the area is uncertain.

As Grand Falls-Windsor evolves as a more urbanized municipality, and towards its objective of becoming a more complete community where its residents can live, work, shop, attend school, and pursue recreation, arts and cultural events without having to travel outside of the community, there is a primary need to gain a more informed land use planning inventory of the local natural environment, to evaluate and map these features, and to preserve and protect them. The most optimum method to pursue a comprehensive inventory is to establish a watershed-based approach to understand the form and function of the local natural environment and its varied ecosystems.

There are a number and varied local success stories in effective environmental management. The most visible of the local initiatives is the Corduroy Brook Enhancement Association efforts in preserving the wetlands of the Corduroy Pond system, maintaining wetland habitat and have developed a superior 15-kilometer public walking trail system. The Corduroy Brook environments are representative of how a natural ecosystem can be protected and preserved within the urban area of Grand Falls-Windsor, and serve as a major public benefit for active living pursuits by local residents. Similarly, the local Environmental Resources Management Association is dedicated to the preservation of the Exploits River as a world class salmon river.

Beyond the need to protect watershed areas, is the need for consideration to the manner that new land development proposals are evaluated, in establishing new municipal criteria for considering approval of development sites with watercourses and other environmentally sensitive features, and encouraging continued involvement of local stewardship groups in environmental management issues.

Within the ICSMP, it is recognized that effective environmental management of the community's land base will be ongoing, and will require a delicate balancing of land use priorities. The ICSMP environmental policy statements represent initial steps towards a more comprehensive approach for managing the environment. Policy attention will also be focused to the emerging issue of climate change, to the question of food security, the municipal water supply, forest lands, gravel resources, the floodplain, steep sloped hazard lands and guidelines for managing the visual appearance of the community.

The diversity of these issues is indicative of the extent of sustainability challenges and opportunities for the local natural environment. How choices are made to manage the natural resources of our air, our water and land, in effect the 'commons of Grand Falls-Windsor', will have lasting repercussions for future generations of residents within the community.

The Municipal Plan (2005) contained varied sound environmental policies and initiatives. The new ICSMP will build upon those previous policy positions of the Town, and help to identify an environmental framework for Grand Falls-Windsor to consider over the short- and longer-term future. As environmental base mapping and other inventory information is assembled, further environmental management guidelines may be prepared.

1.2 IDENTIFYING ENVIRONMENTALLY SENSITIVE LANDS

The sustainable planning objective of protecting the natural environment cannot be realized until the Town of Grand Falls-Windsor, in potential partnership with senior levels of government and local stewardship groups, identifies and maps the local land base of environmentally sensitive areas that need to be protected. These are essential first steps to address the environmental pillar of sustainability, and to address one of the Gas Tax goals for implementing measures to achieve cleaner water. Once local environmental assets are identified and mapped, they may be preserved from potential impacts through establishment of appropriate environmental guidelines.

Identifying environmental lands also helps to delineate which lands, or portions thereof are deemed developable and which lands should be preserved. This process of knowing the non-developable area of a site provides certainty to property owners, local residents, land developers, municipal staff and members of Council in also identifying which lands are eligible for development proposals. More importantly, understanding where the greatest threats to the natural environment are located in your community, especially to aquatic life such as fish habitat and endangered terrestrial species, to the water supply, forest lands, and local air quality, enables mitigation measures to be put in place.

The aquatic features of the natural environment that need to be part of the sensitive lands inventory should be based, in most part, on watershed area principles. This entails that all areas to be defined as “watercourses” including, headwaters; lakes and ponds; rivers, creeks and brooks; estuary wetlands; and other locations such as aquifer recharge areas; peculiar to each watershed system, should become part of the inventory in both the existing urban area and within the more detached rural locations of the municipality. Preparation of the inventory will require external assistance and expertise. At a preliminary level, aerial and topographical map interpretation by qualified persons can be undertaken to identify potential areas to be considered for protection. The preferred methodology however, is to engage a professional biologist to ‘ground truth’ the aquatic and environmental features, and assemble the sensitive lands mapping resource.

Once the inventory of sensitive lands is prepared, there will be a need to overlay the sensitive areas on the planning maps of the ICSMP, and designate the subject lands as ‘Natural Open Space’. Within the urban built-up areas, streamside protection at a 15 m setback for single family residential uses may be plausible, higher density projects such as apartments, and commercial and industrial development sites, should be subject to a minimum of a 30 m separation distance from sensitive lands because of their larger footprint on the environment. In the more outlying rural areas, particularly near the municipal water supply of Northern Arm Pond, more substantial protection setbacks of 300 meters or more should be considered. The intent of the setback areas near waterways is to provide for a non-disturbance buffer where vegetation removal is prohibited. In addition, storm water management plans on land development sites that are adjacent to aquatic features need to be assessed.

Often environmental initiatives and land use designations on municipal planning maps stir mixed emotions in the community; the common shared goal is to generally protect the environment, but it is the level of protection that becomes the issue. Sustainable planning is looking to the future in evaluating not only what is beneficial now, but what is effective in the longer-range future as well. Environmental systems need attention and that leadership originates with local government, with support from senior levels of administration. Grand Falls-Windsor is very fortunate to have for the most part, a pristine natural environment. From a land use planning perspective, the opportunity to commence and nurture an environmental management process that can grow in the future through involvement with local stewardship groups, and external organizations and agencies, is very timely for the ICSMP.

The following discussion outlines the first of many Policy statements of Council that appear throughout the ICSMP, and form the official part of this planning document.

POLICIES

Identifying and Mapping Environmental Lands

Policy 1.2.1 Consider the preparation of a funding proposal to the Province of Newfoundland and Labrador to conduct an environmental assessment and mapping inventory of all lands and natural features within the municipal boundaries of the Town of Grand Falls-Windsor. In particular the following environmental features should be mapped and identified:

- Watercourses including rivers, streams, creeks, wetlands, ponds, lakes and groundwater recharge areas, and presence of fish habitat.
- Documented occurrences of endangered, threatened or vulnerable species, particularly those listed under the *Species at Risk Act*.

Policy 1.2.2 Preserved land development setback locations from watercourses, and other environmental features to be protected, shall be designated in the future as 'Natural Open Space' on the ICSP Future Land Use maps.

Environmental Partnerships

Policy 1.2.3 Coordinate environmental initiatives for Grand Falls-Windsor with regional, provincial and federal government departments and agencies.

Policy 1.2.4 Utilize the expertise, interest and knowledge of local stewardship groups in environmental initiatives.

Policy 1.2.5 Continue involvement with outside organizations such as Ducks Unlimited Canada in local environmental protection and preservation projects.

Policy 1.2.6 Consider the organization of a foreshore cleanup of the Exploits River and other watercourses in the community, in September each year, as part of the annual Great Canadian Shoreline Cleanup Program.

Policy 1.2.7 Explore funding opportunities with the NL Department of Environment, Climate Change and Municipalities and the federal Department of Fisheries and Oceans, and through partnerships with local service club organizations, to provide for a professional environmental signage program of installing sign posts at all roadway intersections with watercourses to identify the presence of a waterway, and to environmentally educate the public of the need to protect the water systems.

Policy 1.2.8 Consider an annual environmental forum for residents of Grand Falls-Windsor to highlight the ongoing work of local stewardship groups and recent municipal environmental initiatives, and to provide opportunities for environmental volunteerism.

Policy 1.2.9 The ICSMP will designate land as Natural Open Space and within these designations there will be an **Environmentally Sensitive Area zone** with Permitted Uses: Environmentally Sensitive Area; and as **Discretionary Use**: Recreation and Open Space; as **Prohibited Uses**: Accessory building-shipping container, Commercial, Industrial, Residential; and as **Accessory uses**: Accessory Building, Advertisement and Signs, Off Street Parking.

Policy 1.2.10 The ICSMP will designate land as Natural Open Space and within this designation there will be a **Conservation zone** with **Permitted Uses**: Conservation, Public Services, Environmentally Sensitive Area; and as **Discretionary Use**: Recreation and Open Space; and as **Prohibited Uses**: Accessory building-shipping container, Commercial, Industrial, Residential; and as **Accessory uses**: Advertisements and Signs.

1.3 ENVIRONMENTALLY RESPONSIBLE LAND DEVELOPMENT

Sustainable land planning views watercourses and other environmentally sensitive lands as natural features to be preserved and protected. The traditional thinking of seeing the natural environment as an impediment to land development needs to shift to a perspective where natural features can become assets and complimentary to the project, and for the benefit of the larger community. For example, protected environmental lands often provide for the opportunity of pedestrian walking trails.

To move in this direction, the following 'smart growth checklist' may help to act as an evaluative tool for land developers, municipal staff and Council members in assessing the environmental responsible merits of a proposed land development site.

- Has the proponent submitted a site plan, drawn to scale, of the proposed development?
- Does the development site plan identify all watercourses and other natural features that are to be protected?
- Have adequate leave strip areas, adjacent to watercourses, been identified?
- Has a significant tree retention inventory been undertaken for the site?
- How many trees are to be cut, to be retained, and how many are proposed to be replanted?
- How will the site be graded and developed; how will erosion be managed?
- What type of storm water management system is proposed for the site?
- Is there an opportunity for stormwater retention on the site?
- Is the development proposal an urban infill project that represents compact and efficient growth, or is it sited away from the urban core area?

Prior to comprehensive environmental base mapping being prepared for Grand Falls-Windsor, as land development applications come forward to the Town, there is a need to support the

concept of achieving the highest level of environmental protection and preservation on a development site as possible. Designating land for protection is one of the best sustainable legacies that a Council can leave for the future. The opportunity to assess the environmental features of properties is at the land development application stage; once subdivision approval is given; the environmental assets of specific properties are lost. The following policy statements consist, in part, of a new framework that may be considered for implementation by Council, in whole or in part, for accepting and reviewing land development applications as part of the Town approval process.

POLICIES

Land Development Applications

Policy 1.3.1 Council may consider any or all of the following conditions in the review of land use applications with a watercourse located on the subject development site.

- Development applicant may be required to submit professionally prepared site plan that identifies all watercourses on the subject property, and includes site information related to the proposed development setback distance from a watercourse, existing land features including all buildings, site topography, access to municipal roads, existing services, proposed storm water management, proposed topsoil and vegetation removal, erosion control, identification of all significant trees that are in excess of 6" diameter in tree trunk width when measured from the natural grade of the base of the tree, and a tree replanting scheme on a 1:1 replacement ratio where significant trees are proposed to be removed.
- Development separation distance from a watercourse shall be based upon the density and type of the proposed land use development, and shall be measured from the 'top of bank' foreshore area of the watercourse, and may apply as follows:
 - 15 meters for single family residential;
 - 30 meters from the shoreline of all lakes and ponds;
 - 30 meters for all multi-unit residential, public use, comprehensive development, commercial and industrial projects;
 - minimum of 60 meters for all forestry, gravel extraction and other resource land use activities and operations;
 - other requirements as determined by Council and/ or relevant provincial and federal environmental departments.

Exemptions

Policy 1.3.2 Major public works and local industrial initiatives such as cranberry harvesting and other activities, that meet Provincial environmental guidelines, and are approved by the NL Department of Environment, Climate Change and Municipalities, and by Council, shall be exempt from Policy 1.3.1.

Environmental Restrictive Covenant

Policy 1.3.3 The protected environmental setback areas on land development sites shall be subject to protection in perpetuity through consideration of a legal Restrictive Covenant being registered on the title of the subject land prior to development application approval.

No Compensation for Land Use Designations

Policy 1.3.4 As stated in Section 5 of the *NL Urban and Rural Planning Act, 2000*, no compensation is payable to any person as a result of land use designations affecting their property which is stated as follows: "5. A person is not entitled to compensation for a reduction in the value of that persons interest in land or for a loss or damage to that persons interest in land resulting from the application of this Act or a plan authorized under this Act."

Net Developable Area

Policy 1.3.5 The minimum lot size area of a property required for subdivision shall include all of the property, but where a land development site contains a watercourse or other environmental feature, the net developable area of the site shall include those portions of the property that are not deemed to be environmentally sensitive and required for protection.

Low Environmental Impact

Policy 1.3.6 All new developments should incorporate low impact environmental elements such as retaining natural grades and tree cover as much as feasible, reducing site stormwater runoff through use of natural adsorption and detention facilities, and managing rainfall on the site by creating more landscape features, using permeable surfaces and disconnecting rain gutters, where feasible.

Policy 1.3.7 Large site development proposals for commercial, industrial and other land uses that involve the construction of significant asphalt parking areas shall include an oil interceptor filtration system within the primary storm water catch basins.

Large Site Developments

Policy 1.3.8 All developments involving land areas 0.4 ha in size and larger, and subject to the need for watercourse protection, may be required by Council to retain a professional biologist to evaluate and recommend to Council on the environmental management requirements for the site.

Environmental Management Alternatives

Policy 1.3.9 Where it is determined that a site development cannot incorporate all environmental requirements into their development scheme, Council may consider a report on the site development from a professional biologist that identifies where potential

environmental compensation may be provided for either on-site, or off-site, improvements to the natural environment.

Rushy Pond and Corduroy Brook

Policy 1.3.10 No land use development shall encroach or be permitted on lands adjacent to Rushy Pond, Little Pond and Corduroy Brook, as in accordance with the existing Stewardship Agreement for these wetland areas. These areas will be designated as Natural Open Space.

Red Cliff

Policy 1.3.11 No land use development shall be permitted on or adjacent to the shoreline area of the Exploits River known as Red Cliff as this location is proposed as a Sensitive Wildlife Area for waterfowl by the provincial Wildlife Division.

Habitat Conservation Plan

Policy 1.3.12 Consideration shall be given to the preparation of a Habitat Conservation Plan for Grand Falls-Windsor.

Rare Plant Hotspots,

Policy 1.3.13 The following areas were identified by the Wildlife Division where the number and rarity of the plant species present require the careful evaluation of existing data and potentially new plant surveys, if any projects are planned:

- a. The Southwestern corner of the area within the Municipal Boundary and the adjacent Municipal Planning Area. This includes the area inside and adjacent to Beothuk Park and the golf course, especially the shores of Rushy Pond, the river from Rushy Pond to the Exploits River, and the shore of the Exploits River west of this point.
- b. Both shores of the Exploits River in the 3.5 km east of the dam, including any cliffs.
- c. The low-lying south shore of the Exploits area approximately 3.5 km E of the former mill site, and directly south of Sanger Memorial Trailer Park. This area likely contains suitable habitat for rare plants but it has not yet been surveyed for plant species of conservation concern.

Wildlife Habitat and Landscape Connectivity

Policy 1.3.14 Council will include general wildlife habitat and landscape connectivity considerations in development application review, such as:

- a. The potential to maintain an appropriate riparian buffer, which are natural green belts along wetlands and waterbodies (ponds, rivers, creeks etc.). A 30 m minimum undisturbed natural vegetated green belt could be a standard requirement when dealing with any type of land use activity; wider green belts are suggested when bordering land uses include for example agricultural practices.

- b. To maintain landscape connectivity, green belts should be connected to forested areas or other habitat patches to create travel corridors for various wildlife species. Development Regulations may incorporate a minimum percentage of forests to be maintained during lot clearing, for example. Vegetation clearing should always be done outside the May 01 to July 31 period (note that some raptors start breeding in March) as disturbance can be most detrimental during that sensitive breeding/ young rearing period.

1.4 CLIMATE CHANGE

Residents of Grand Falls-Windsor are privileged to have their home in the relatively unscathed natural environment of central Newfoundland and Labrador. Many local residents would wonder why the community needs to be concerned with climate change issues. Today's reality however, is that climate and the changes it is undergoing, are key components of almost all land use decisions at the local government level.

Since most local governments do not have the resources or expertise to collect emission data on a regular basis as a means to develop sustainable targets and policies, the most effective way for a local government and a community to address environmental health and climate change is to evaluate how to best reduce greenhouse gas (GHG) emissions. The reality of our emerging world, and in particular with regard to Gas Tax infrastructure funding projects at the local government level, municipalities will need to focus on GHG emission reduction projects in both the short term and longer-range future. The four sectors at the community level that are deemed the greatest contributors to GHG emissions are:

- The built environment (the amount of energy consumed in buildings);
- Road transportation (the amount of fuel used – greatest contributor to local GHG emissions);
- Solid waste (the estimated mass of waste deposited and resulting methane gas); and,
- Land use change (loss of tree and vegetation cover, and the sustainability and density of new developments).

Throughout Canada, transportation at the municipal level is the leading cause of GHG emissions. Since local governments influence local transportation patterns so immensely, in the manner they plan and build their communities, attention to future transportation choices in the future is critical for communities to address. We need to adjust our lifestyles away from sole reliance on the auto for a multitude of reasons, including reducing GHG emissions. Policies that support compact residential patterns, mixed land uses, home based businesses, public transit and local initiatives to facilitate increased walking and cycling will be integral to reduce the amount of GHG emissions emitted, and to meet the federal objective of local governments reducing their GHG emissions.

Transit for Grand Falls-Windsor may appear as a daunting and costly initiative to undertake. However, in consideration of the aging of the local population and others in the community whom could use an alternative form of transportation, and in acknowledgement of the dispersed location of varied commercial, cultural, recreational and medical services, the role of some level of potential transit needs to be explored at some point in the future. The following steps will assist to evaluate the local feasibility and cost implications of transit service for local residents at some future time.

- Develop a Public Transit Committee;
- Engage expertise to conduct a feasibility study on local transit options;
- Feasibility to include projected rider-ship scenarios, provide cost estimates for varied levels and types of service;
- Review lessons learned from other similar sized communities and their transit rider-ship, costs, successes and challenges;
- Consider an analysis for potential scheduling for local transit, identify possible routes to service key community locations in Grand Falls-Windsor, and tabulate potential infrastructure works such as transit shelters and roadway capital improvements that may be required to support transit;
- Identify preferred organizational structure, including partnerships, for potential transit operation;
- Engage local residents to receive their input, particularly on potential rider-ship interest and preferred level of service;
- Ascertain final costs, establish varied transit operational models of service and link with probable funding sources.

The findings of the local transit question will assist the community to determine the viability of this sustainable addition to the local transportation sector. It may be concluded that a smaller shuttle type of bus service, in partnership with local service club organizations, and with funding from the Province, represents the most plausible option.

A number of the policies of the climate change discussion that follows relate to 'green initiatives' that the Town of Grand Falls-Windsor may additionally consider in their mandate to achieve cleaner air and reduced GHG emissions as part of the federal Gas Tax objectives.

As well, the Climate Change Branch of the Department of Environment, Climate Change and Municipalities provided projections regarding more intense extreme precipitation events in the ILUC #1570 report as follows:

- For Gander: On a 24-hour basis, a 1-in-100 year storm is expected to bring 126 mm of precipitation by mid-century, an increase from the current climate's 95 mm (34% growth); and on a 12-hour basis, a 1-in-100 year storm is expected to bring 98 mm of

precipitation by mid-century, an increase from the current climate's 75 mm (32% growth).

- For Comfort Cove: On a 24-hour basis, a 1-in-100 year storm is expected to bring 119 mm of precipitation by mid-century, an increase from the current climate's 90 mm (32% growth); and on a 12-hour basis, a 1-in-100 year storm is expected to bring 99 mm of precipitation by mid-century, an increase from the current climate's 75 mm (33% growth).

POLICIES

Energy Efficient Building and Site Design

Policy 1.4.1 Invite representatives with green buildings expertise to visit Grand Falls-Windsor and hold energy efficient building design information sessions with members of Council, municipal staff, local builders and developers.

Policy 1.4.2 Provide opportunities for energy efficient building design by promoting 'green building' concepts for all new multi-unit residential, public use, comprehensive development, commercial and industrial development projects, and particularly for large square footage developments such as new 'big box' stores to demonstrate to Council how their proposed new buildings are addressing environmental objectives such as LEED (Leadership in Energy and Environmental Design) construction standards.

Policy 1.4.3 Incorporate green technologies into new multi-unit residential, public use, comprehensive development, commercial and industrial development projects by siting buildings in a manner that will maximize passive solar heat and access to sunlight, and to incorporate other green building technology initiatives such as geothermal systems, solar panels and higher levels of building insulation values.

Policy 1.4.4 Explore funding assistance applications to senior levels of government to conduct energy and emission inventory audits of all municipal buildings and operations, and establish capital budgets for recommended upgrades and improvements, including potential application of solar related energy refits for hot water heating in municipal buildings.

Policy 1.4.5 Support and promote the use of local building materials and renewable construction materials such as local aggregates and native species for landscaping development sites.

Policy 1.4.6 Explore a local program, in partnership with local organizations such as the Chamber of Commerce, to educate local industry and businesses to consider new technologies and business practices to reduce air pollution and to minimize greenhouse gas emissions.

Road Transportation

Policy 1.4.7 Minimize the extent of new roads that are built in the community to accommodate new growth and as an alternative approach, support land development patterns such as compact infill development on existing roads and with existing services and infrastructure.

Policy 1.4.8 Adopt a long-term vision of creating a community wide system of interconnectivity of pedestrian walking trails to reduce auto use.

Policy 1.4.9 Consider the viability of a long-term capital improvement plan to provide for a demarcated bicycle lane of 1.5 meters (4.92 feet) on the side of collector and arterial roadways in the community, and consider the requirement for developers to provide for bicycle lanes in the construction of new local roads.

Policy 1.4.10 Consider the purchase of fuel-efficient vehicles as replacements to the Municipal fleet as required.

Policy 1.4.11 Explore and consider the question of the feasibility and cost of some form of a local transit service in the community in the future, especially to meet the needs of seniors, youth, low income families and commuters to workplace locations. Consider private and public funding partnerships, smaller transit vehicles, and reduced levels of service in non-peak travel periods, as cost saving considerations

Policy 1.4.12 Discourage auto engine idling.

Solid Waste

Policy 1.4.13 Continue to support the Central Newfoundland Waste Management Authority in its efforts to implement the Provincial Waste Management Strategy

Policy 1.4.14 Develop educational programs in conjunction with Central Newfoundland Waste Management Authority with a goal to annually reduce the amount of waste that is entering solid waste stream by developing partnerships with local businesses, and creating awareness of waste measures amongst local residents.

Land Use

Policy 1.4.15 The principle of good environmental stewardship shall be considered by Council in all land use development proposals.

Policy 1.4.16 Explore an ongoing dialogue with the local land development community to discuss the inherent changes of the new ICSMP, and to create partnerships for developing the community in a compact fashion by using vacant properties and underutilized parcels located on

existing services for the varied new land uses and development densities provided within the updated Plan.

Policy 1.4.17 Where new developments are proposed on treed sites, Council may determine that tree retention, replanting and a landscaping scheme may be required as part of the project approval conditions.

Policy 1.4.8 Require new developments for multi-unit residential, public use, comprehensive development, commercial and industrial projects to provide for a higher level of site landscaping and tree retention and planting, as well as use on non-vegetative landscaping materials.

Policy 1.4.19 Maintain the natural ecosystem function of sites that are subject to land development consideration.

Policy 1.4.20 Review the Municipal owned property inventory, map all parcels and designate those lands that have high environmental values as 'Natural Open Space' on the ICSP maps.

1.5 FOOD SECURITY

The effects of climate change at the local government level extend beyond GHG emissions. There is continued concern in many communities of the risk of supply and security of food sources. Natural disasters, crop failures, escalating transportation costs, and actual food costs may collectively in the future pose a risk to the ability of communities to assure food security. While the food issue needs discussion at the federal and provincial levels for systematic changes, there is merit from a sustainable perspective for communities to be more aware of the risks of food security and to take action in a limited extent.

As a first step, it is important to preserve existing local farm operations and to protect opportunities for continued agricultural activities within the Grand Falls-Windsor Planning Area. Areas of Agricultural interest are identified on the Future Land Use map provided by the Land Resources Stewardship Division, identifies the location of varied local farms that are currently in operation.

In assessing food security at the local government level, there are two primary issues that could be considered, and a third contemplated, as follows:

- Short term needs – emergency/ charitable food programs such as food banks and soup kitchens to address immediate hunger;
- Capacity building – food programs such community kitchens in re-used school buildings, and community gardens; and,

- Community food assessment could be undertaken to identify assets and gaps in programs, services, policies and community capacity.

The policies that follow represent preliminary measures that Grand Falls-Windsor and local residents may explore in taking initial steps to address the question of food security.

POLICIES

Policy 1.5.1 Conduct an inventory of municipal owned lands and identify any parcels that may possess suitability to be divided into individual plots, and used as community vegetable food gardens for local residents to plant and grow food and flowers.

Policy 1.5.2 Promote awareness for local residents to grow more of their own food through supportive programs such as Small Plot Intensive Farming (www.spinfarming.com).

Policy 1.5.3 Discuss the feasibility of developing a weekly summer to autumn Farmer's Market in Grand Falls-Windsor to display and sell local produce, preserves and other food goods.

Policy 1.5.4 The Town will consult with the Lands Resources Stewardship Division regarding any development located within the Agriculture Development Area designated under the *Lands Act, 1991*, which will be shown as an overlay on the Land Use zoning map of the Development Regulations.

1.6 WATER RESOURCES

Water resources are a valuable natural resource. The Water Resources Management Division (WRMD) of the Government of Newfoundland and Labrador is responsible for the management of water resources to protect, enhance, conserve, develop, control and effectively utilize the water resources of the Province.

The municipal water supply of Grand Falls-Windsor is Northern Arm Lake which is a Protected Public Water Supply area which is located outside the planning area of the community; therefore, the Town has no authority or jurisdiction to control land use.

POLICIES

Protecting the Water Supply

Policy 1.6.1 The Town Council will work cooperatively with the WRMD to ensure that the Northern Arm Pond Water Supply Watershed is protected from any land use development that could potentially compromise the Town water supply. The Protected Watershed is managed by

Exploits Regional Water Supply Board which includes the municipalities of Grand Falls-Windsor, Bishop's Falls, Peterview, Botwood and Northern Arm.

Development in any body of water

Policy 1.6.2 Development in any body of water, including wetlands must have a permit under section 48 of the *Water Resources Act, 2002* prior to the start of construction. Any effluent or runoff leaving the site will be required to conform to the requirements of the *Environmental Control Water and Sewage Regulations, 2003*.

Wharves, breakwaters, slipways and boathouses

Policy 1.6.3 A permit under the *Water Resources Act, 2002*, specifically Section 48 is no longer required for Wharves, Breakwaters, Slipways and Boathouses. However, the proponent must follow the guidelines for the Construction and Maintenance of Wharves, Breakwaters, Slipways and Boathouses which are available at:

https://www.mae.gov.nl.ca/waterres/regulations/appforms/Guidelines_for_Wharves.pdf. Note that the proponent must apply for and obtain a permit under of the *Water Resources Act, 2002*, specifically Section 48 for any infilling or dredging work associated with these structures or other works in any body of water prior to the start of construction.

Development in water along shorelines

Policy 1.6.4 All development located in water along shorelines must apply have a permit under the *Water Resources Act, 2002*, specifically Section 48 prior to the start of construction. Also, any work in the Shore Water areas must comply with the WRMD's Policy for Development in Shore Water areas: http://www.mae.gov.nl.ca/waterres/regulations/policies/shore_water.html

Infilling of waterbodies

Policy 1.6.5. All infilling work within 15 m of a body of water must have a permit under the *Water Resources Act, 2002*, specifically Section 48 prior to the start of infilling. Also, any proposed infilling within 15 m of a body of water must comply with the WRMD's Policy for Infilling Bodies of water:

http://www.mae.gov.nl.ca/waterres/regulations/policies/bodies_of_water.html.

1.7 FOREST LANDS

The Town of Grand Falls-Windsor has a significant area of rural lands located to the north, east and west of the built-up area of the community. While primarily owned by the Crown, the intent of this policy area is to manage the municipality's interest in preserving the pristine environment of these forested lands, to protect the municipal water supply, and to maintain the public right of access to this wilderness area. It is acknowledged that limited forestry extraction currently occurs within the Town's boundary area. The Planning Area for Grand Falls-Windsor

includes those forested lands on the south side of the Exploits River. No forestry operations should occur on these lands.

POLICIES

Managing the Forest Resource

Policy 1.7.1 Recognize the importance and value of forestry operations to the local economy; support the continued sustainable management of the forestry resource and logging operations.

Policy 1.7.2 Request that Crown lands prepare a Forest Management Plan for any forestry activities that are planned to occur within the municipal rural lands and provide a copy to Town Council for review with respect to environmental, visual, access and roadway impacts to the community.

Policy 1.7.3 Consider the preparation of a funding proposal to the provincial forestry representatives to define the risk areas for interface forest fires within the rural designated areas, and identify measures to mitigate those risks.

Policy 1.7.4 Maintain the Planning Area precinct on the south side of the Exploits River as a natural area where forestry, other resource extraction activities and land development are generally not permitted.

Policy 1.7.5 Identify that any land use activity of forestry operations that go beyond resource extraction and preliminary grading and sorting, be subject to municipal land use development regulations related to an industrial processing activity.

Policy 1.7.6 Forest harvesting activities will be undertaken in conformance with the 5-year Forest Management plan prepared by the Forest Service in consultation with the Town.

1.8 GRAVEL RESOURCES

Aggregate (sand, gravel and crushed bedrock) is a non-renewable resource that is essential to the growth and development of communities for concrete, for building new roads and for house and building construction. The development and use of aggregate must be carefully planned to ensure long term availability of the supply and quality, at a reasonable cost. Resource extraction of the gravel also needs to occur with no net loss to the environment.

POLICIES

Managing the Gravel Resource

Policy 1.8.1 Gravel extraction locations within the community are to be generally located within the rural designated areas of the ICSMP map.

Policy 1.8.2 Council shall maintain a goal of communicating with the Province on the approval of gravel extraction locations; each operation shall provide for a significant natural vegetation buffer around active and abandoned quarries, maintain setbacks from watercourses in accordance with the legislative setback requirements within the watershed areas, and have an approved site reclamation plan prior to the commencement of extraction operations. Original topsoil from the gravel operation is to be stored for site reclamation. Leasehold arrangements are preferred to be subject to an annual review. Aggregate resource activity shall be primarily limited to areas not exposed to public view, including viewscape from transportation through-fares.

Policy 1.8.3 Applications for new and expanded gravel operations shall be evaluated upon an assessment of impacts to viewscape, to the environment, and upon adjacent residential neighbourhoods and other land uses with regard to noise levels, dust and traffic.

Policy 1.8.4 All gravel resource activities shall be limited to extraction and preliminary grading, and operational activities beyond this threshold shall be subject to municipal land use authority.

Policy 1.8.5 At the cessation of an operation, all site buildings and machinery are to be removed.

1.9 FLOODPLAIN

The Municipal Plan (2012) outlined that Environment Canada and the Province of NL have defined flood risk locations in the areas of Rushy Pond and the Trans-Canada Highway, as shown in the excerpt of the map below published by the Water Resources Management Division of the Department of Environment and Climate Change. The subject flood risk areas have been previously designated on the municipal plan maps as Conservation. Since the Natural Open Space designation also provides for other locations to be protected for varied environmental objectives, the ICSMP recommends that the identified flood risk location updates be more succinctly identified by their floodplain boundaries on the future community plan maps.

Efforts to provide for public safety and protection of property can be achieved through a comprehensive flood hazard management program that involves a combination of strategic efforts, outlined as follows:

- Public education and awareness of flood risks;
- Establishment of flood proofing standards for new development near flood lands;
- Local government land use policies; and,
- Regulation of subdivision approvals on lands adjacent to flood hazard lands.

The Department of Environment and Climate Change prepared a comprehensive flood plain and hazard mapping for the Town of Grand Falls-Windsor. The Town will implement the flood plain and hazard mapping following the guidelines of Policy for Flood Plain Management of the Government of Newfoundland and Labrador

POLICIES

Flood Hazard Lands

Policy 1.9.1 Council shall require that the flood risk mapping from the report 'Climate Change Flood Risk Mapping Study and Development of a Flood Forecasting Service: Exploits River Communities' prepared by Hatch Ltd for the Water Resources Management Division (2021) be mapped on the Future Land Use and Land Use zoning maps. It is the policy of Council to indicate the 1:20 year current climate condition and 1:100 year future climate condition Flood Lines on the Future Land Use map and Land Use zoning map.

The Town will continue to work with the Water Resources Management Division to more succinctly define the flood risk area boundaries within specific locales of the Town, and to identify the required flood construction building elevations for each flood risk area, and over time, to identify the relevant flood risk boundaries on the ICSMP maps. Ensure that all locations near creeks, ponds and other watercourses throughout the community are adequately identified for potential flood risks, and map same.

Policy 1.9.2 Development within a designated flood risk area must have a permit under the *Water Resources Act, 2002*, specifically Section 48, for any work within this designated flood risk area prior to the start of construction. Also, any work within this designated flood risk area must comply with the WRMD's Policy for Flood Plain Management:
http://www.env.gov.nl.ca/env/waterres/regulations/policies/flood_plain.html.

Within identified flood risk locations, no land use development or activity except for non-intensive uses such as trails and environmental interpretation, roads and associated services, open space uses and recreation, agriculture, utility servicing corridors, and minor structures related to utilities and marine services shall be permitted with provincial approval.

Policy 1.9.3 In accordance with the Provincial Flood Risk Policy, it shall be the policy of Council that existing buildings and structures within a floodway area that are damaged beyond economic repair shall not be replaced unless the replacement building or structure is no greater in area size than the original floor area, is constructed above the defined flood proofing elevation, the replacement building or structure is flood proofed, and the replacement building or structure does not impede water flow or contribute to an increase in flood risk.

Policy 1.9.4 Council shall require existing uses within a floodway to undertake flood proofing measures to reduce the risk of flood damage, or to relocate.

Policy 1.9.5 New buildings and structures may be considered to locate on lands adjacent to the designated flood risk areas on the basis that such buildings and structures are flood proofed and meet the requirements of the Province. Land uses such as schools, residential institutions, police and fire stations and other facilities that provide emergency services, uses associated with storage and warehousing, and uses that involve the production or storage of hazardous materials such as gas stations, shall not be permitted on lands located within, or adjacent to, flood risk areas.

Policy 1.9.6 In accordance with Section 48 of the *Water Resources Act, 1990* Council may refer any development proposed to locate in the floodway area, on lands adjacent to the floodway, or within the 15-meter buffer around these areas to the Minister of Environment and Climate Change.

Policy 1.9.7 Placement of imported fill on lands within the floodway is prohibited unless the fill is specifically required as a flood proofing measure, or required for infrastructure such as public roadways works or those related to major industry; these fill works shall not be subject to damage by flooding, shall not impede water flows or contribute to an increased flood risk.

1.10 STEEP SLOPE HAZARDS

Development on lands adjacent to steep slope areas such as near the Exploits River will require soil stability and potentially geotechnical analysis to ensure safe building and development. Site specific assessment and review will be required, and a minimum development setback separation distance from the slope area may be required.

POLICY

Steep Slopes

Policy 1.10.1 Land development proposals for properties adjacent to locations of steep slopes such as near the Exploits River, and other lands, shall be considered by Council to be subject to soil stability and geotechnical review at the expense of the proponent; a minimum building development setback from the slope location for habitable building and other uses may be required in the Development Regulations.

1.11 VISUAL ENVIRONMENT

The objective for a high standard in the visual appearance of buildings and properties in the community is a goal of Council and the majority of local residents. While the intent of the new

Development Regulations is to outline design management guidelines for new higher density residential, commercial and industrial, public use and comprehensive development buildings and sites, there is a need for policy attention for existing properties to ensure a higher standard of care and appearance. In addition, prominent view corridors in the community need to be protected.

POLICIES

Visual Appearance of the Community

Policy 1.11.1 Council places a high value on the care, upkeep and aesthetic appearance of all buildings and properties within the community. Council shall lead by example by promoting anti-litter programs, partaking in a Community Pride program and by working with the local business community to minimize discarded packaging and litter. Council shall also strive to ensure all public buildings, parks and playgrounds, and other public properties are well maintained and landscaped.

Policy 1.11.2 Council may prepare a communication strategy to work with local commercial and industrial business and property owners, including sites with vacant buildings, to ensure visual appearance and landscaping improvements.

Policy 1.11.3 Council may require a higher level of site, building and landscape design in new commercial, public use, comprehensive development and industrial development projects, and where deemed required, Council will review the proposed design elements as part of the development application approval review process. Where proposed new commercial, industrial and similar uses abut existing residential uses, significant landscape design attention, including raised landscape berm areas, tree clusters, ornamental shrubbery, grassed boulevards and/or architectural screening with decorative masonry walls and fencing, and separation distance, may be required.

Policy 1.11.4 Council may choose to withhold final occupancy permits for new developments that do not complete, or bond for, any deficient parking lot paving, building design or landscaping works that were endorsed as part of the approval conditions.

Policy 1.11.5 After unsuccessfully communicating or attempting to communicate, with a property owner about improving the visual appearance of their building and/or property, Council must enforce the provincial *Occupancy and Maintenance Regulations* in situations where property and buildings are deemed as unsightly premises.

Policy 1.11.6 Council shall manage land use developments within the Exploits River corridor with a goal of maintaining a high level of viewscape preservation. The south side of the Exploits River shall remain within the municipality's Planning Area boundary to ensure such aesthetics.

Policy 1.11.7 Over the longer term, Council may explore options and alternatives to improve the visual appearance and function of access of the Trans-Canada Highway bisecting the community. For example, the Town recently retained Tract Consulting Limited to complete a study regarding the Trans-Canada Highway and Cromer Avenue signage needs entitled: "Upgrades and Enhancements TCH and Cromer Avenue Concept Design Final Report (December 2019").

1.12 RURAL LANDS

Beyond the urban developed core of the Town, the rural lands provide for natural resource uses as well as provide the rural character of the Grand Falls-Windsor area. It is made up of generally non-serviced land area that is located in the more outlying northern portions of the community.

It is Council policy to establish a **Rural designation** and within that designation establish a **Rural zone** which will have as **Permitted Uses**: Agriculture, Assembly, Cemetery, Conservation, Forestry, Hobby Farm, Home-Business-beauty parlours only, Recreation and Open Space, Seasonal Residential, Mineral Working; and as **Discretionary Uses**: Commercial Kennel, Mineral exploration, Mineral exploration-development; and Accessory uses: Accessory Building, Produce Sales, Unenclosed Storage.

2.0 BUILDING LIVABLE NEIGHBOURHOODS

Planning Objectives

- To build livable neighbourhoods through consideration of sustainable options for more varied housing densities and design, affordable choices and economically efficient residential patterns.
- To pursue quality of life initiatives.

2.1 LOCAL SETTING – CHALLENGES AND OPPORTUNITIES

Despite the challenges of maintaining a stable and growing population over the past two decades, Grand Falls-Windsor continues to expand its residential land base. The community has averaged approximately 70 new residential dwelling per year between 1986-2012. Grand Falls-Windsor is attractive to residential development because of its relative affordability, its strategic location in central Newfoundland and Labrador (NL) and accessibility to the Trans-Canada Highway, the mix of commercial shopping choices, the proximity to the outdoors and recreational amenities, the historic small Town character of the community and the availability of medical services at the 3rd largest health care facility in the Province.

The majority of recent local residential growth (70%+) has been focused on the construction of single-family homes, with a varied mix of senior housing projects, secondary suites, row-houses and apartment dwelling units. The population density of Grand Falls-Windsor of approximately 249 persons per square kilometer ranks the community as very high in a compact model of growth when compared to other NL communities.

The questions of sustainability relate to whether recent growth patterns are continuing this trend of compact residential growth where development occurs near the existing built-up core of the community, and located adjacent to existing municipal services, infrastructure and amenities. There appears to a pattern unfolding where growth is becoming linear and sprawling away from the urban area, and where the extension of municipal underground utilities is required. There are also planning questions about the efficient use of the land supply. Many of the new serviced lots that were being created in the community through subdivision are large parcels within the R-1(Residential Large Lot) and R-2 (Residential Low Density) zoning categories of the former Development Regulations (2006) document, representing a minimum lot size area of approximately 1,860 and 770 square meters respectively. While there is an acknowledged need to respect a degree of local desire for larger residential parcels, the emerging demographics of a large number of seniors moving to Grand Falls-Windsor, the issue of housing affordability for young families, and the opportunity for a more economically effective use of

existing water and sewer services and the dwindling land supply, collectively point to the need to shift towards smaller residential lot sizes.

There are also local challenges with the current development standards and land use zoning structure of the permitted residential housing types, their required setbacks to property lines and their allocated density, as well as the need for an enhanced level of design management for higher density residential projects.

As a growing community, Grand Falls-Windsor has tremendous opportunity in preparing a revised residential strategy for the future to meet the emerging housing needs of seniors, to make more efficient use of the dwindling land supply through introduction of smaller single family residential lot sizes and strategically located higher density forms of housing, to provide for mixed land uses, to address housing affordability and to achieve quality neighbourhood character through enhanced attention to streetscape views and landscape elements such as street tree planting.

2.2 GENERAL PROVISIONS

To achieve the goal of growing in a more sustainable fashion, a revised residential strategy involves establishing a new baseline information framework. Policy attention to the following issues needs consideration:

- An expanded property mapping system;
- Preparation of an inventory of available, serviced and non-serviced residential lands;
- Identification of projected land supply needs to meet future demand, including the preferred housing type mix and density of development;
- Establishment of a revised development application review process to enable Council to more comprehensively evaluate, involve the public and consider approval of residential development proposals.

POLICIES

Mapping the Community

Policy 2.2.1 Explore discussions with the Department of Environment, Climate Change and Municipalities with an objective for the Town to prepare a funding application to cost share the preparation of a community wide legal property base map.

Policies 2.2.2 Upon potential completion of the legal lot base map, underlay base map under all ICSP and Development Regulations plan maps, and add street names to all roads. This work has been undertaken by the Town and is continually being updated for internal mapping purposes.

Policy 2.2.3 Upon completion of the environmentally sensitive areas mapping, and identification of enhanced floodplain delineation, forest hazard lands, gravel operations, and slope hazards, add information to the ICSMP and Development Regulations maps. The Future Land Use map includes the most recent information available from the Province with regard to these resources as provided in the Intergovernmental Land Use report.

Residential Lands Inventory

Policy 2.2.4 Consider the preparation of an inventory of the supply of all vacant and built upon, serviced and non-serviced, designated residential land identified on the ICSMP and Development Regulations maps.

Policy 2.2.5 Utilize the residential lands inventory information to identify the amount and location of available land supply.

Residential Land Demand

Policy 2.2.6 On the projection basis of an average of 70 housing units per year, with 50 units as single family and 20 dwellings for higher density, consider support to provide for a minimum residential land supply requirement estimate of 6 hectares per year to facilitate new residential growth, roads, parkland and natural open space.

Policy 2.2.7 Consider the preparation of an informational package on the inventory of the available residential land supply and projected demand for varied housing types for distribution to land developers, builders and others.

Residential Project Review

Policy 2.2.8 Consider the preparation of a Terms of Reference for, and organize, a new staff based, Development Application Review Committee to gain greater input in the evaluation and assessment of residential, commercial, industrial and other land development and building construction proposals. Membership may consist of municipal representatives from planning, engineering, building, economic development, parks and recreation, public works and fire departments.

Policy 2.2.9 If initiated, the Development Application Review Committee will meet as required to review development applications that have been received, and the Committee members will provide comments from the mandate of their respective municipal departments.

Policy 2.2.10 If initiated, the Development Application Review Committee may invite representatives from external agencies such as the Department of Transportation and Infrastructure, the Department of Environment, Climate Change and Municipalities,

Newfoundland and Labrador Hydro and others, to provide comment on development applications as necessary.

Policy 2.2.11 If initiated, the RCMP may be invited to participate in the Development Application Review Committee, as required, commenting on development application proposals from the perspective of Crime Prevention through Environmental Design (CPTED).

Policy 2.2.12 If initiated, comments from the representatives of the Development Application Review Committee may be coordinated, with other development application approval requirements, and a staff recommendation, in a report forwarded to Council for their consideration of approval.

Design Approval Process

Policy 2.2.13 Council may consider the identification of a new development application process to review and evaluate approval for the building, landscape, site and signage design for new multi-unit residential, compact residential, duplex residential, commercial, industrial, public use, comprehensive development and other projects.

Policy 2.2.14 Site and building design requirements for new land and building developments shall be identified within the Municipal Development Regulations. Development Design Guidelines are provided within the Town's updated Development Regulations.

Withholding Building or Final Occupancy Permit

Policy 2.2.15 Council may consider withholding the issuance of a building permit or issuance of 'final occupancy permit' to developments that fail to provide for any building, site or landscape design requirements approved by Council.

Public Information Meeting

Policy 2.2.16 In the review of specific development applications that have the potential to impact existing neighbourhoods, or are of significance to the community at large, the developer proponent may be directed by Council at the proponent's cost, to place a newspaper notice, and to otherwise notify area residents within 75 meters of the subject site within the urban area, and within 100 meters of the subject site within the more outlying areas, of the details of the proposed development and to schedule and conduct a Public Information Meeting for neighbourhood residents to attend and comment on the proposal. A representative of Town Hall staff may attend the meeting as an observer.

Policy 2.2.17 A summary of the proponent's Public Information Meeting will be forwarded to Council for review, and may entail changes to the proposal as a result of the comments received from the neighbourhood, prior to further review and consideration of approval by Council.

Development Notification Sign

Policy 2.2.18 Council may assess the type, scale, location and density of land development proposals and determine the need for a Development Notification Sign to acquaint local area residents with a specific proposed development project. Where Council determines that a Sign is required, all applicants for rezoning of a property, and other development agreement applications as deemed necessary, will be required at their cost, to provide and erect a standard size and Town approved Development Application Notification sign on the front property line, visible to the passing public, advising of the proposed use and density of the site development, and providing contact details of the Town staff responsible for reviewing the development application, for a two week period prior to Council consideration of approval of the development application.

Conformance to Development Regulations

Policy 2.2.19 The Development Regulations shall be amended and updated to include the land use revisions identified within the Integrated Community Sustainability Municipal Plan.

Policy 2.2.20 The Development Regulations shall minimize the use and practice of 'discretionary uses', and alternatively utilize an approach of 'primary permitted uses' and 'accessory uses that are clearly secondary to the primary use', and to list 'prohibited uses' where required.

2.3 NEIGHBOURHOOD CHARACTER AND DESIGN

The Town of Grand Falls-Windsor is fortunate to have a very wide variety of residential lifestyle choices. The Municipal Planning area boundary is essentially the same as the municipal boundary except for the addition of an approximate 300-meter-wide ribbon of land situated to the south of the Exploits River. The majority of residential growth within Grand Falls-Windsor is located in the southern half of the planning area, to the immediate north and south of the Trans-Canada Highway.

The questions to be considered include: where, and how to best provide for future residential growth? Is there an existing inventory of available land supply to support this growth? Where should higher density residential uses be located? What capital improvements will be necessary?

Despite the need to address logistical questions of growth management, the natural environment needs to continue to a prominent part of the new built community. To fulfill this objective, attention to preserving environmentally sensitive areas, natural features and retaining trees will be required as residential and other land use growth continues to occur within Grand Falls-Windsor.

Grand Falls-Windsor strives to achieve neighbourhoods that are attractive, safe, have green space, good pedestrian and transportation networks, and are well connected to schools, shopping, workplace locations, community facilities, amenities, and services. These varied sustainable goals will only be achieved over the long term by being consistent in the short term. The concept that 'all growth is good growth' risks that improper site selection, unnecessary environmental impacts and poor fit with the neighbourhood will create more challenges in the future than opportunities. Grand Falls-Windsor residents have proved to have a strong sense of community and perseverance, the local quality of life is high. As the community evolves into the future, the ICSMP offers the direction to achieve managed growth and many opportunities for local residents and the development community.

The series of residential policies that follow are a critical component of the local effort to ensure that a range of housing options will be available to meet the needs of future residents, and to provide for quality housing in livable neighbourhoods. This will include providing for varied housing forms and densities in a wide array of predominantly serviced urban locations.

POLICIES

Planning with Nature

Policy 2.3.1 Residential developments shall be planned compatibly with the natural attributes of each site, with the objective of preserving and protecting natural features such as ravines, wetlands, watercourses, natural topography, views, vistas and mature vegetation.

Policy 2.3.2 The Town of Grand Falls-Windsor shall consider the preparation of a Tree Retention and Replanting Policy to apply at time of development application for specific proposals in highly treed and/or high visibility locations, and for larger site size commercial and industrial projects so as to retain as many significant trees on site as feasible, and to replant new trees. Where it is applicable, street and boulevard trees are intended to be provided by a developer in addition to potential requirements of the Tree Retention and Replanting Policy.

Policy 2.3.3 All land development proposals that are deemed required by Council to address tree retention and replanting, shall incorporate the trees to be retained or to be replanted within their lot grading plan submission to the municipality. This requirement shall be part of the development and subdivision application submission requirements contained in the Development Regulations.

Energy Efficient

Policy 2.3.4 In partnership with provincial representatives, the Town of Grand Falls-Windsor may consider the preparation of an Energy Efficient Building Design Policy to help achieve more energy efficient residential homes.

Sustainable Housing Choice

Policy 2.3.5 Council may consider implementation of a multi-faceted residential strategy, through support to such development forms and initiatives as:

- Urban infill development;
- Smaller urban lot sizes;
- Design management of higher density housing;
- Rural residential parcels;
- Cluster residential projects on challenging development sites;
- Innovative and proven engineered package treatment systems for rural residential area septic effluent disposal; and,
- Mixed use residential as part of commercial and industrial developments.

Neighbourhood Design

Policy 2.3.6 Council may explore the preferred neighbourhood design character of Grand Falls-Windsor through the following neighbourhood design guidelines for new residential developments:

- Developing varied streetscape design;
- Reducing front yard setbacks for new homes;
- Encouraging designs for front house porches;
- Pursuing street tree planting schemes;
- Provision for 1.5-meter-wide bicycle lanes on new local streets;
- Providing safe and convenient pedestrian access;
- Requiring special entry signage, gateways, landscape areas and other unique urban design features for larger subdivision projects, and for apartments;
- Highlighting local heritage features through building details, signage, preservation;
- Maintaining single family residential quality of life by restricting typical discretionary uses;
- Creating community gathering places (i.e. small parks, village squares);
- Supporting public use of community centers and local schools; and,
- Facilitating a range of services, including neighbourhood commercial, in close proximity to residential neighbourhoods.

Pedestrian Circulation

Policy 2.3.7 Council may consider and promote the incorporation of pedestrian linkages, including greenway corridors and trail systems, from new and existing residential areas to nearby parks, schools and other community amenities, with involvement of the RCMP in Crime Prevention through Environmental Design (CPTED) principles, and on the basis of a land

developer building and dedicating a connective pedestrian trail system as part of approval consideration.

Reservation of Land for Public Purposes

Policy 2.3.8 As part of the subdivision review process, Council shall determine the need for the developer of any single family residential subdivision, and of all apartment residential developments, to reserve an open space area for public use of no less than ten percent of the gross area of the land being subdivided or developed (exclusive of streets), or provide for a cash-in-lieu equivalent of ten percent of the value of the land. Council may also consider that the residential developer pays cash.

Strategic Siting of Parkland

Policy 2.3.9 Where possible, new parkland for residential developments should be located adjacent to Natural Open Space areas to increase environmental protection, or have tot parks incorporated as pedestrian links between neighbourhoods.

Parkland Cash-in-Lieu

Policy 2.3.10 Preparation of a parkland acquisition strategy of private and public lands may be considered by Council so as to achieve coordinated and connective pedestrian mobility routes throughout the community, with funding to originate from the parkland cash-in-lieu account.

Design Features to Enhance Social Interaction

Policy 2.3.11 Design features such as front porches on new single-family homes and streetscape orientation that enhances social interaction and contribute to the ambience of the neighbourhood shall be promoted.

Policy 2.3.12 Consider partnerships with local environmental stewardship groups and others to develop a long-range community wide connective pedestrian walking system that facilitates active, engaging living.

Improving Streetscape Appearance

Policy 2.3.13 Specific residential zones of the Development Regulations shall provide for reduced and staggered front lot line setbacks for residential homes to improve the interest and aesthetic appearance of streetscapes in new residential subdivisions.

Soils and Drainage

Policy 2.3.14 Development shall only be permitted on lands having soil and drainage conditions that are suitable to permit the proper siting and development of proposed uses. An environmental report from a professional biologist may be required.

Maintaining Regular Lot Line Configurations

Policy 2.3.15 Wherever feasible, new residential lots created through subdivision shall maintain regular lot line configurations.

Subdivision Agreement

Policy 2.3.16 As a condition of approval, Council shall evaluate and review all development permit applications for subdivision, and shall require that the subdivision developer enter into a subdivision agreement with the Town of Grand Falls-Windsor.

Environmental, Social and Economic Impacts

Policy 2.3.17 Consideration may be provided to evaluate new residential development proposals on the basis of their impact to local quality of life, the extent that the development preserves the environmental features of the site, the proposed design elements of the development, the varied alternative mobility options that the site provides to its new residents, and how the development will contribute to the social well-being and economic function of the community.

Easements and Emergency Access

Policy 2.3.18 As part of a Development Permit application review, where land is deemed to be required for utility easements or emergency access, such land shall be obtained from the subdivision site at time of subdivision approval consideration. For new developments, the developer must contact NL Hydro, and any other service provider, prior to construction so as to identify any issues or conflicts that may arise. Developers must provide Hydro with easements for electrical services and new development plan surveys should show the easement for electrical service.

Policy 2.3.19 No buildings or other developments will be allowed in the NL Hydro transmission line or distribution lines right of ways; Council shall require developers to contact NL Hydro prior to construction to identify and potential issues or conflicts.

Policy 2.3.20 All new residential streets in excess of 300 meters (984 feet) in length shall provide for a constructed and secured emergency vehicle access lane or a roadway looped connection to the local road network, so as to provide for residential and public safety in the event that the primary access is impeded.

Advance Street Planning

Policy 2.3.21 Council may consider the preparation of an advance street plan and road layout mapping to the local road level for vacant and developable land parcels within the serviced urban area, and may utilize the proposed future road alignments as a planning tool as part of the review of land development applications.

2.4 RESIDENTIAL AREAS

The ICSMP proposes two primary residential areas to be designated on the plan maps:

- Urban Residential for all fully serviced residential land;
- Rural Residential for water (only) serviced and non-serviced residential land; and,

Note that in the Rural designation, the Rural zone will allow Hobby Farms in the outlying areas of the community.

The majority of the Urban Residential designated area of Grand Falls-Windsor represents the community core and residential built up areas on the north and south sides of the Trans-Canada Highway (TCH). The single-family home is the primary housing type, with subsidiary apartments, duplexes, varied higher density apartment buildings and seniors residential projects filling out the housing supply. The majority of local residents choose to live in the urban core area for choice and affordability in housing, convenience of access to the TCH, proximity to commercial shopping, employment opportunities, schools, community amenities, and easy access to medical care services.

The Rural Residential area represents a large residential lot lifestyle with the convenience of municipal water service. This designation provides the opportunity for estate sized residential lots that are located in close proximity to the urban part of Town.

The Rural designation area represents the more detached and outlying non-serviced location where a more rural and private residential lifestyle is possible. Families wishing to pursue a 'hobby farm' lifestyle with horses may also wish to reside in the rural zone. Subdivision development of larger rural properties is based upon a minimum lot area size of 2 hectares with provision for an adequate well water supply and septic effluent disposal approval. Seasonal cottage use is also permitted within the Rural zone based upon a minimum lot area size for subdivision of 0.4 ha.

The rationale for the two distinct designated residential areas is to provide choice for local residents in where they wish to live and what type of a lifestyle that they wish to pursue. Individuals who wish to live on larger Rural Residential properties that are still located in relative proximity to the urban area should be provided with an opportunity to pursue this type of a lifestyle.

A revised approach to single family residential lot sizes in the serviced urban residential areas is also proposed. Within the 2005 Municipal Plan, three urban residential lot sizes were permitted. Within this new Municipal Plan, the sustainable objective is to build in a more compact model with smaller lot sizes for single family homes, and inclusion of a new mixed lot size zone.

Accordingly, it is proposed that the 550 m² and 770 m² lot sizes be retained, but that the 1,860 m² estate lot area be deleted. A new opportunity for builders to build on compact lots of 465 m² with design guidelines within the urban area is introduced to achieve more efficient growth. The mixed lot size residential zone of 550 m² and 770 m² also provides choice and affordability.

To provide clarity as to what the actual lot sizes look like in Grand Falls-Windsor, the average lot size within the following existing residential neighbourhoods is highlighted:

- 465 m² – Memorial Avenue and Elm Street – 7.26 homes per 0.4 ha.
- 550 m² – Circular Drive & Union Street - 5.78 to 6 homes per 0.4 ha;
- 770 m² – Harmsworth Drive – 4.28 homes per 0.4 ha;

The established residential neighbourhoods on Memorial Drive and Elm Street reveal that smaller lots can actually fit in well in the urban area, and add to the character and livability of a community, and may offer varying levels of affordability in growing towards more sustainability.

The land use planning function of the municipality is to provide a management role in helping to achieve a high quality of life for local residents through orderly growth and development. Offering housing and lifestyle choice, based upon the size of residential parcel and the lifestyle it provides, is one planning tool that can be utilized to achieve this quality of life.

Single family homes will continue to be the primary housing type in the community, albeit increased residential densities are an objective of the ICSMP. It will be important that the primary land use character remains devoted to a single-family residential lifestyle; accessory uses such as subsidiary apartments and discretionary use home-based businesses should not supersede the sanctity of the right to quality of residential life.

The following policy statements will identify the varied land use planning needs of the distinct residential locales of the community. Subdivision development and proposals for increased density within each of the designated residential areas will be required to comply with the outlined density and zoning requirements of the companion Development Regulations.

POLICIES

Designated Residential Areas

Policy 2.4.1 The Urban Residential area shall be designated as the entirety of the urban area that is fully serviced, or capable to be serviced, and is currently designated as residential.

Policy 2.4.2 The Rural Residential area shall be designated as that residential area that may service only by Town water service and is currently designated as residential or meet Service NL requirements for non-serviced lots.

Policy 2.4.3 The **Rural Residential** designation will provide for a **Rural Residential zone** which will have as **Permitted Uses**: Single Family Residential, Residential Care, Home Business- beauty parlours only; and as **Discretionary Uses**: Commercial Kennel, Home Based Business-Bed and Breakfast and Child care, Keeping of Animals, Mineral exploration, Sawmills-Domestic, Short-Term Rentals; and **Accessory uses** include: Accessory Building, Boarding, Dog Kennel, Enclosed Storage, Greenhouse, Home Based Businesses except for Bed and Breakfast and Childcare which are Discretionary uses, Produce Sales, Subsidiary Residential Apartment, Suburban Ancillary Uses, Unenclosed Storage.

Policy 2.4.4 Over the life of the ICSMP, existing higher density residential use sites and proposed locations for future higher density uses, within the Urban Residential area, may be considered for designation as Urban Residential on the ICSMP maps.

Policy 2.4.5 Development Permit applications to redesignate and subdivide in any of the designated residential areas shall be based upon the minimum lot area sizes of the designated area, and as defined by the Development Regulations.

Residential Land Inventory

Policy 2.4.6 Preparation of an inventory of all vacant and developable, serviced and not serviced, residential lands, and potential residential lands, in Grand Falls-Windsor may be considered to provide direction and identify options for future growth plans of the community.

Neighbourhood Level Planning

Policy 2.4.7 Specific neighbourhood areas within the designated residential areas may be considered by Council for a more detailed level of land use planning. This could include a development scheme as per section 29 of the *Urban and Rural Planning Act, 2000*, or a comprehensive development area, or a subdivision.

2.5 URBAN RESIDENTIAL – SINGLE FAMILY

The Urban Residential area represents the heart of the community where the majority of the local population lives. The locale contains a wide mix, age and density of established and newer residential dwelling unit types, and represents where most of the new growth within the community will continue to occur. Over the life of the ICSMP, one of the primary goals for the Urban Residential area will be to grow more efficiently with increased opportunities for a more orderly type of residential development. This is to be achieved in part, through a greater emphasis on smaller lot sizes for single family homes to address the desires of seniors for smaller building footprints and less yard area to maintain. The smaller lot size opportunities will also assist with housing affordability. In addition, the goal of residential intensification by

developing on vacant and underutilized properties within the core of the Urban Residential area is to be pursued to take advantage of existing service capacity, to create more sustainable densities and to reduce the development pressure on the urban fringe.

Compact residential lots, with a new minimum residential lot size of 465 m² represent a revised manner to provide housing choice to the community. Similar to the concept and density of the original Garden City lots that were introduced to the community in the early 20th century as part of the original mill construction, and those existing today in the Memorial Avenue neighbourhood, compact lots are intended to provide for a well-designed, more affordable local housing form. The compact lots may serve as individual infill homes or as part of a more comprehensive subdivision project. All new rezoning and subdivisions for compact lots will be subject to adherence to the design guidelines contained within Part 4 of the Development Regulations. Acknowledging that there may be degrees of hesitation to the smaller lot sizes, Council may wish to initially only consider a low number of compact lots for development to allow opportunity for evaluation.

The policies that follow will help to guide and direct single-family residential development within the designated Urban Residential area.

POLICIES

Municipal Services

Policy 2.5.1 All new residential development within the Urban Residential area must occur with complete municipal services.

Urban Single-Family Residential

Policy 2.5.2 New urban single-family residential zones shall be named as 'RS' zones, signifying residential single unit. Within the Urban Residential designation, the Development Regulations will contain the following zones:

- **Residential Mobile Home Park zone (RMHP)** which will have as **Permitted Uses:** Mobile Home Park; and as **Discretionary Uses:** Convenience Store; and as **Accessory uses:** Accessory Building, Enclosed Storage, Home Based Business, Indoor Amenity Space, Off Street Parking, Outdoor Amenity Space.
- **Single Unit Compact Residential zone (RS-1)** which will have as **Permitted Uses:** Single Family Residential; and as **Discretionary Uses:** Home Based Businesses for Bed and Breakfast, Home Based Business for beauty salons, hair stylists, barbers, massage services and tanning salons, and Home Based Business-Childcare, Residential Care, Short-Term Rental, Tiny home, Little home; and as **Accessory uses:** Accessory Building, Enclosed

Storage, Home Based Business, Boarding, Garage, Off Street Parking, Unenclosed Storage, Urban Ancillary Uses, Subsidiary Apartment.

- **Single Unit Small Lot Residential Zone (RS-2)** which will have as **Permitted Uses**: Single Family Residential; and as, **Discretionary Uses**: Home Based Businesses for Bed and Breakfast, Home Based Business for beauty salons, hair stylists, barbers, massage services and tanning salons; Home Based Business for Child Care Centre; Residential Care Use; Short Term Rental, Tiny home, Little home, Sawmills-Domestic; and as **Accessory uses**: Accessory Building, Boarding, Enclosed Storage, Home Based Businesses except those listed as Discretionary use, Garage, Off Street Parking, Subsidiary Apartment, Unenclosed Storage, Urban Ancillary Uses.
- **Single Unit Urban Residential Zone (RS-3)** which will have as **Permitted Uses**: Single Family Residential; and as, **Discretionary Uses**: Home Based Businesses for Bed and Breakfast, Home Based Business for beauty salons, hair stylists, barbers, massage services and tanning salons,; Home Based Business for Child Care Centre; Residential Care Use; Tiny home, Little home, Short Term Rental, Sawmills-Domestic; and as **Accessory uses**: Accessory Building, Boarding, Enclosed Storage, Home Based Businesses except those listed under Discretionary uses, Garage, Off Street Parking, Subsidiary Apartment, Unenclosed Storage, Urban Ancillary Uses.
- **Single Unit Mixed Lot Residential Zone (RS-4)** which will have as **Permitted Uses**: Single Family Residential; and as **Discretionary Uses**: Home Based Businesses for Bed and Breakfast, Home Based Business for beauty salons, hair stylists, barbers, massage services and tanning salons; Home Based Business for Child Care Centre; Residential Care Use, Short Term Residential; Tiny home, Little home; and as **Accessory uses**: Accessory Building, Boarding, Enclosed Storage, Home Based Businesses except those listed as Discretionary Uses, Garage, Off Street Parking, Subsidiary Apartment, Unenclosed Storage, Urban Ancillary Uses.

Policy 2.5.3 The urban single-family residential lot size zones for permitted uses shall be defined by the Development Regulations as follows:

- RS-1 Single Unit Compact Residential Zone (465 m² feet minimum lot size);
- RS-2 Single Unit Small Lot Residential Zone (550 m² minimum lot size);
- RS-3 Single Unit Urban Residential Zone (770 m² minimum lot size);
- RS-4 Single Unit Mixed Lot Residential Zone (maximum of 30%-RS-2 lots & remainder RS-3).
- RMHP Residential Mobile Home Park zone
- RT-1 Two Unit Urban Residential Zone

Policy 2.5.4 To meet the goal of achieving orderly residential development within the Urban Residential designated area and to avoid uncoordinated residential growth patterns, Council shall consider the introduction of an urban development be designated as the Primary Growth Area by the ICSMP Maps to define the present serviced urban residential boundary. The policy objectives are to pursue compact residential growth within this designated area, and to identify that no new serviced residential development may be considered beyond the boundary, until such time that Council adjusts the location of the Primary Urban Growth Area.

Compact Residential Lots

Policy 2.5.5 Compact residential lots of 465 m² shall be considered through rezoning and subdivision review of Development Permit application approvals, and adherence to design guidelines as defined by the Development Regulations. Council may initially decide to only consider a limited number of compact lots for development to allow for an evaluation of their development.

Single Family Residential Siting

Policy 2.5.6 In 2012, within the RS zones, the minimum building setback distances to property lines and other development standards were reduced from those of the 2005 Plan in order to provide for closer house siting to the street and smaller side lot setbacks but the rearyard standard was not changed; it is the policy of this ICSMP that the 2012 standards for RS zones will be maintained in the updated the Development Regulations.

Policy 2.5.7 Within the new RS-1, RS-2, RS-3 and RS-4 zones, minimum building setback distances to property lines and other siting requirements shall be defined by the Development Regulations.

Policy 2.5.8 To achieve more diversified and interesting streetscapes, front lot line setbacks for new houses in all RS zones shall be staggered and offset wherever feasible, and no two identical house designs are to be repeated adjacent, or opposite, to each other, wherever feasible.

Policy 2.5.9 Maximum building site coverage, including accessory buildings, in the RS zones shall be 40% of the lot area size.

Policy 2.5.10 Other conditions of use, landscaping and parking considerations for the RS zones shall be defined by the Development Regulations.

Single Family and Duplex Residential Uses

Policy 2.5.11 A maximum of one principal residential dwelling unit per lot shall be permitted within the RS zones. Additional secondary residential dwelling units will be considered

throughout single-family residential areas as an accessory use, as defined by the Development Regulations.

Policy 2.5.12 Duplex residential uses shall be managed by a new zoning category, RT-1 Two Unit Urban Residential Zone, and shall be based upon a minimum lot area size of 790 m², and may be considered for approval for rezoning through a Development Permit application. Design criteria for the RT-1 zone may be considered by Council, as outlined by the development design guidelines of the Development Regulations.

Within the Urban Residential designation, Council will establish a **Two Unit Urban Residential Zone (RT)** which will have as **Permitted Uses**: Two Unit Residential; and as **Discretionary Uses**: Home Based Business for beauty salons, hair stylists, barbers, massage services and tanning salons, Short Term Rentals; and as **Prohibited uses**: Boarding Use; Home Based Business for Bed and Breakfast and for Child Care Centres; Residential Care; Subsidiary Residential Apartment; ; and as **Accessory uses**: Accessory Building, Enclosed Storage, Home Based Businesses except those listed Discretionary uses, Garage, Off Street Parking Use, Unenclosed Storage, Urban Ancillary Uses.

Policy 2.5.13 The use of mobile homes as new residential dwelling units within the Urban Residential area may only be considered by Council as part of a new zone proposal for a Residential Mobile Home Park form of development.

Policy 2.5.14 All other permitted, accessory, discretionary and prohibited uses within the RS and RT zones shall be defined by the Development Regulations.

Policy 2.5.15 Discretionary uses within the RS and RT zones shall be limited to home-based business considerations.

Policy 2.5.16 Accessory residential uses for subsidiary apartments in the RS zones are supported, and as housing demands for seniors and others in the community evolve over time, Council may consider adjustments to the ICSMP to allow for proposals for different forms of accessory housing such as granny suites, carriage homes and for second homes for family on large lot parcels, where site and neighbourhood character are appropriate, and where such proposed uses shall considered on an individual basis through rezoning.

2.6 INFILL RESIDENTIAL DEVELOPMENT

Infill residential development represents the use of vacant and under-developed properties that are located within the urban serviced area, that are surrounded by built up properties in such a manner that there is no opportunity to acquire additional land in order to enable the property to conform to the development standards of the zone it is situated within. Since such

development often will occur within existing and established residential neighbourhoods, there is a need to ensure that the infill development is compatible and represents the right 'fit'. Infill residential development is very economically efficient because it makes use of existing infrastructure and provides unanticipated additional taxation revenue to the Town. Infill growth additionally helps to pursue affordable housing choices for local residents, and supports urban commercial locations by increasing the near-by population density and strengthening the local consumer market.

Infill residential development may occur in many housing forms such as compact residential lots, two-unit residential duplexes, mixed use developments of residential above commercial units and where appropriate, higher density residential projects.

POLICIES

Criteria for Infill Residential Projects

Policy 2.6.1 Proposals for infill residential development shall be evaluated upon their degree of compatibility with the character of the immediate residential neighbourhood, including Council's potential consideration of following 'form and character' design elements:

- The height, scale and massing of proposed new residential buildings and its integration with adjacent buildings and land uses;
- The upgrading of existing residential structures;
- Harmonious integration of the new building with respect to setbacks, design, window placement, privacy and materials used;
- Retention of existing landscaping and proposed new landscaping;
- Sufficient additional parking and no significant traffic impacts to the existing neighbourhood;
- Representative of the 'right fit' for the neighbourhood.

Policy 2.6.2 Where infill residential proposals entail a change in use or density, Council shall review the form and character design elements of the project prior to consideration of approval.

Subsidiary Apartment Residential Dwelling Units

Policy 2.6.3 Subsidiary residential apartment units are supported as a form of affordable residential development as an accessory use in the RS-2, RS-3 and RS-4 zones and as defined by the Development Regulations. The following criterion are necessary for the successful siting of a subsidiary apartment:

- Lot and existing building size large enough to accommodate the subsidiary dwelling unit;
- Additional on-site parking for one vehicle;
- Separate entrance that is clearly secondary to the primary dwelling;
- Scale of subsidiary apartment use is to be clearly accessory to primary residential use;

- Distinct outside private yard space;
- Potential building code upgrade requirements for fire and life safety issues.

Development options for residential Confined lots

Policy 2.6.4 In order to maximize use of serviced land in older neighbourhoods, for Confined lots which are defined as a lot that does not meet the lot size for the principal permitted residential standard and cannot be brought into conformance because existing development prevents the acquisition of land to bring it into conformance without making those adjacent properties out of conformance; but if it meets the standards for, Residential-Tiny home and Residential-Little home, and RS-1 in the RS-2, RS-3 & RS-4 zones, may be considered by Council as a Discretionary Use, subject to conditions. Council may consider the Tiny Home, Little Home and Confined lot standards, taking into consideration the following requirements:

- a. the type, scale, massing, and design of the development is generally appropriate to the neighbourhood;
- b. consideration of side/back/front yards for public safety requirements;
- c. adequate provision is made for light, privacy, and amenity;
- d. proposals shall be consistent with adjacent development and not compromise public safety, neighbouring services, or the general amenity of the area; and,
- e. the adjacent property owners have been consulted.

2.7 URBAN RESIDENTIAL – MULTI-UNIT RESIDENTIAL

Multi-unit residential developments represent the higher density form of residential dwelling units, and may consist of multi-unit plex buildings, condominiums, apartments, highly designed Townhouse projects or seniors care housing. Where deemed appropriate by the Town, lower density single family and two-unit residential uses are permitted.

The revised approach for Grand Falls-Windsor with these higher density forms of development is to include the following:

- Two zoning categories: RM-1 and RM-2;
- New standards for building siting and development setbacks;
- Enhanced building, landscaping, parking and signage design guidelines;
- Policy direction for the preferred siting and future location of higher density residential developments within the community.

POLICIES

Multi-Unit Residential Zoning Categories

Policy 2.7.1 New multi-unit residential zones shall be named 'RM' zones, signifying 'residential multi-unit'.

Policy 2.7.2 Within the Urban Residential designation, two multi-unit residential zones shall be defined in the Development Regulations as follows:

- **Residential RM-1 (RM-1), Low and Medium Density Multi-Unit Residential Zone** which will have as **Permitted Uses:** Multi Unit Residential, Single Family Residential, Townhouse Residential Use, Two Unit Residential (Duplex); and as **Discretionary Uses:** Short-Term Rental; and as **Prohibited Uses:** Row Dwelling Residential; Subsidiary Apartment; and as **Accessory uses:** Accessory Building, Enclosed Storage, Garage, Home Based Business, Indoor Amenity Area, Outdoor Amenity Area, Off Street Parking Use, Urban Ancillary Uses – Multi.
- **Residential RM-2 (RM-2), High Density Multi-Unit Residential Zone** which will have as **Permitted Uses:** Apartment Residential, Adult Care Facility, Multi Unit Residential, Single Family Residential, Personal Care Home, Two Unit Residential; and as **Discretionary Uses:** Short-Term Rental; and as **Prohibited Uses:** Row Dwelling Residential and Subsidiary Apartments; and as **Accessory uses:** Accessory Building, Enclosed Storage, Garage, Only the following Home-Based Businesses: business and professional offices, and artisan and other home crafts, Indoor Amenity Area, Outdoor Amenity Area, Off Street Parking, Urban Ancillary Uses – Multi.

Minimum Lot Sizes

Policy 2.7.3 There are no requirements for minimum lot sizes for higher density apartment and Townhouse uses within the RM zones; site selection and potential site density will be determined by the required building development setbacks to property lines, provisions for site landscaping and parking.

Building Siting

Policy 2.7.4 All buildings within the RM-1 and RM-2 zones shall be sited in accordance with the standards and requirements of the Development Regulations.

Policy 2.7.5 Higher density RM uses will be located on large lot sites near the downtown and service commercial areas, near the hospital and other community amenities, within comprehensive development area and mixed-use sites, and near major roadways. Developments proposed adjacent to existing single residential areas should be located at the end of a block, rather than mid-block. RM projects should not be sited distant from the urban core of the community.

Policy 2.7.6 Preparation of an inventory of potential large lot area RM sites within the Urban Residential area will be considered to provide higher density land use planning direction to the community.

Design Management

Policy 2.7.7 Residential Development Permit proposals for rezoning to RM zones may be considered by Council on the basis of adherence with the multi-unit residential design guidelines, as defined by the Development Regulations. Building design attention to front entrances, windows and design treatment, facades, rooflines, massing and avoidance of large blank and repetitive design walls, quality of building materials and strong individual unit identity may be required. Significant landscaping improvements, integration of parking areas and site access/egress locations, lighting and proposed signage may also be evaluated.

Policy 2.7.8 Council may consider the preparation of a new application and approval process to review design for RM projects. Approval may be considered valid for a period of two years; within the two-year timeframe, the proposed development must be substantially commenced, or design approval will lapse.

Development Phasing

Policy 2.7.9 Council may consider a phased RM project development.

2.8 RURAL RESIDENTIAL AND RURAL DESIGNATIONS

The Rural Residential and Rural designated areas represent larger property single family housing lifestyle choices for local residents. The Rural Residential area provides for Town water service but with onsite septic disposal, while the detached Rural locale is based on well water supply and septic effluent disposal approval from the Province. The two land use designation areas provide further choice for the type of property size and rural ambience that is desired by local residents, albeit residential growth within the outlying rural area is anticipated to be minimal over the period of the ICSMP. In both designated areas, the minimum lot size for subdivision will be based, in part, upon the soil capability of the site to adequately meet provincial guidelines for septic disposal. On specific properties, the soil conditions may be limited. In these instances, a larger lot area as mandated by provincial septic disposal standards may be necessary. Simply stated, some residents prefer to purchase and live on a large residential property, and are comforted that for this level of financial investment, that their neighbourhood will also be of a large lot size through planning control. The overall goals of both designated areas are to manage land use and provide housing choice for large lot residential lots for local residents.

The policy discussion that follows identifies the proposed new residential zone categories to be included in the Development Regulations for the outlying areas, and potential considerations for well water servicing in the non-serviced rural zone.

POLICIES

Zoning Categories

Policy 2.8.1 Two new single-family residential zoning categories and their permitted uses will be defined within the Development Regulations. It is Council policy to:

- Establish a Rural designation and within this designation a Rural zone will be established where:
 - a Hobby Farm will be a Permitted Use Farms with 2 ha minimum lot size; and,
 - single family dwelling is permitted in association with a Commercial farm or agricultural operation;
- Establish a Rural Residential designation and within this designation a Rural Residential zone will be established where Single family dwellings are permitted on lots that do not have municipal services but have onsite services and are in conformance with the standards set by Service NL regarding lot size and servicing.

Siting Provisions

Policy 2.8.2 Seasonal Residential for non-permanent cottage and cabin use shall be permitted within the RUR zone at a minimum lot size density of 0.4 ha for subdivision.

Policy 2.8.3 Within the RUR and RR-1 zones, applicable development standards will be defined by the Development Regulations.

Policy 2.8.4 Agriculture uses within the RUR zone shall be sited in compliance with the Lands Resource Stewardship Division guidelines; resource extraction of minerals and forestry shall also conform to provincial regulations and requirements of the Mineral Lands Division, and as defined by the Development Regulations.

Site Servicing

Policy 2.8.5 All proposed single-family residential home development within the RUR and RR-1 zones shall receive approval from the Province (Service NL) for septic effluent disposal prior to rezoning and subdivision approval.

Policy 2.8.6 Prior to consideration of subdivision approval, all proposed residential use lots within the RUR zone shall provide for a source of potable water from either a drilled or dug well, and further shall provide test results to confirm that the water source is capable of providing sufficient water quantity, and that the water meets the quality guidelines for health and aesthetic parameters of the Canadian Drinking Water Standards.

Cluster Housing

Policy 2.8.7 On sloping or environmentally challenging large properties where the maximum land development potential is constrained, Council may consider a subdivision proposal for the

maximum density that the property area size allows, on the basis of clustering of residential homes on the RUR and RR-1 zoned site and through site servicing by an innovative package treatment plant for sewage disposal. The proposed package sewage system must be certified by a professional engineer, provide for an ongoing maintenance and servicing program. Council will require that the developer provide the municipality with satisfactory bonding security to assure of the ongoing maintenance of the system.

Mineral Resources

Policy 2.8.8 The definitions of 'mineral exploration', 'mineral working' and 'mining' as provided by the Mineral Lands Division will be incorporated into the Development Regulations. Mineral exploration that constitutes a development should be at least a discretionary use in all designations and zones and Mineral working should be a permitted use in areas zoned Rural. A minimum separation distance between mineral resource-related activities and adjacent uses will be included in the Development Regulations; however, Council shall have the discretion to consider geographical and other considerations to waive the pre-set separation distance where it is satisfied that there will be no adverse effect.

2.9 MIXED USE RESIDENTIAL

Within the Urban Residential area, accessory employee residential uses may be considered with other land uses such as commercial, and in certain instances with industrial uses. The intent is to support the economic viability of commercial and industrial developments and to add a degree of site safety by providing 'eyes' to the traditional non-residential locations. Within Grand Falls-Windsor, the greatest opportunities for this form of mixed use residential to play a larger role in the future are for sites within the High Street and Main Street downtown commercial locations. The management of the uses shall be through the Development Regulations by allowing residential uses as a secondary use to the primary commercial or industrial business, so long as the residential units are located entirely within the principal building on the site.

POLICY

Policy 2.9.1 Mixed use residential dwelling units shall be defined as accessory uses to specific commercial and industrial zones within the Development Regulations.

2.10 AFFORDABLE AND RENTAL HOUSING

Recent data from Census Canada (2006) identified that while housing according to the statistics may be affordable to most local residents, the increasing price of housing over the past four years, means that community planning needs to take account of provision for a diverse range and tenure of housing types. In particular, the lone parent with children family unit in Grand Falls-Windsor may represent a segment of the local population that requires an additional and

ongoing supply of affordable housing units. Lack of affordable housing can lead to homelessness.

Subsidiary residential apartments, typically provided in the basements of existing single-family residential homes, represent the most viable option for providing rental housing at an affordable cost. By taking a longer-term view of affordable housing, additional opportunities to increase the diversity of housing units may be available.

POLICIES

Policy 2.10.1 Facilitate the development of affordable, rental housing through support to appropriately sited subsidiary residential units, higher density residential dwellings, duplexes in appropriate locations, and mixed market/non market housing projects.

Policy 2.10.2 Consider preparation of funding application to the Affordable Choice Today program to refine research and identify local development opportunities for affordable housing.

Policy 2.10.3 Work collaboratively with local housing organizations and networks to develop and implement an affordable housing strategy for Grand Falls-Windsor; organizations to include non-profit groups, social agencies, community groups and service clubs, College of the North Atlantic, the Province and federal agencies such as Canada Mortgage and Housing Corporation (CMHC), and the local development community.

2.11 SENIORS HOUSING

Data research has identified that seniors are becoming the fastest growing segment of the local population, and the projections indicate that this trend is likely to continue. Seniors within the community will necessitate that the Town plan for their emerging needs of active living, community amenities and services, unique commercial niches, and housing. In effect, Grand Falls-Windsor will need to grow more into an 'age-friendly' community. This objective is vast; it extends to much more than the physical aspect of Grand Falls-Windsor of what is built and provided for seniors, being 'age friendly' also pertains to the soft infrastructure of the community. This includes not only the health and social services that are available locally, but opportunities for seniors to continue to fully participate in their community; lifelong learning, living in a safe neighbourhood, being able to use connective walking trails, attend cultural and artistic events, and participation in the community's informal web of voluntary organizations.

Within the physical realm, there have been varied, recent seniors' residential projects built in the community. From a land use planning perspective, while some developments have superior traits, others may be deemed to be too auto-dependent in that they are sited distant from commercial services, hospital and health care facilities and have no active living connective

walking trails as part of their site design. As future seniors housing is developed in the community, the opportunity for more integration with other land use areas should become part of the objective of becoming more age friendly with senior residents.

POLICIES

Location Criteria for Seniors Housing

Policy 2.11.1 Housing for seniors shall be located in close walking proximity to commercial services, community amenities and facilities, recreational opportunities, and hospital and care centers, wherever feasible.

Policy 2.11.2 Seniors housing design shall include, wherever feasible, open green space with significant landscaping, trees and shade areas with rest benches. Vegetable gardens and fruit trees should be included as part of the landscape design.

Variety of Seniors Housing

Policy 2.11.3 A wide range of housing alternatives shall be considered to meet the needs of seniors currently living in Grand Falls-Windsor and those moving into the community, identified as follows:

- Compact residential lots;
- Subsidiary apartments in single family residential homes;
- Well-designed higher density developments that provide main floor living areas;
- Apartment units with elevators;
- Potential future consideration of innovative housing concepts such as small footprint accessory cottages as granny suites on single family residential lots greater than 770 m² in area size, and co-housing; and,
- Assisted living and seniors care facilities.

Policy 2.11.4 The Town may consider the preparation of a data research report on the trend of seniors moving to the community, and detailing their specific needs; available land parcels in the community to develop seniors housing may be identified, and findings circulated to developers experienced in seniors housing, including national senior housing care providers such as Shannex.

2.12 SPECIAL NEEDS HOUSING

Often forgotten in planning for housing of the local population are policies to provide for the residential requirements of those with special needs in the community. The Special Needs groups may range from group homes for youth to care facilities for battered women to homes for disabled persons. Commonplace when rezoning applications are considered for these types of housing is the issue of neighbourhood opposition and perception of fear. Communities need

to have a sense of compassion for those less fortunate, and accept that they are part of our social mix. Rather than accommodating the 'not in my backyard' perspective and shifting the siting of special needs housing to detached locations, these uses need to be integrated with the community. It is proposed that special needs housing be supported through the permitted use of residential care facilities for a maximum of up to five residents in care in each residential home, within all residential designations of the community.

Where larger special needs housing projects are proposed, rezoning approval will be required.

POLICIES

Policy 2.12.1 The Development Regulations will identify 'residential care use' for up to 5 residents, as a permitted use in all residential zones, so as to provide support for special needs housing in the community.

Policy 2.12.2 Special needs housing projects that are greater in size than for 5 residents in care, shall be required to receive rezoning approval.

Policy 2.12.3 Special needs housing in the form of treatment facilities, such as drug dependency residential programs for youth, should be located on existing institutional lands such as the local hospital property, or in close proximity thereto.

Policy 2.12.4 Consider the special needs and disabled members of the community when designing residential neighbourhoods, buildings, parks, community recreational facilities and other services and amenities.

2.13 HOME BASED BUSINESSES

Home based businesses are a growing part of the character of communities. The concept of permitting individuals to work from home is to assist individuals in their quest and right to earn a livelihood. There is also a hope that the home-based businesses that prosper will expand and locate within the traditional commercial business community.

What often goes astray in the growth of home-based businesses are that individual businesses push the envelope of what is allowed and intended within single family residential neighbourhoods, and others choose to try to operate with disregard to the municipal guidelines.

The key variable in policy development for Home Based Businesses is that the business needs to operate and perform as a discretionary, secondary, or accessory use to the primary residential use and not detract from the residential character of the neighbourhood. The details of the

home occupation use provisions for Grand Falls-Windsor are to be detailed within the Development Regulations.

A summary outline of the home-based business governance intent is identified as follows:

- Use to be entirely enclosed within a building;
- Identifying maximum square footage size of the home business operation;
- No outside storage or display of materials or finished product;
- No retail sales;
- Listing of prohibited uses such as auto repair, noisy/smelly uses, et al.
- Requirement for home and business owner to live at premises;
- Limits on operating hours, number of employees, patrons to business;
- Strict control of signage, including sign size, and no illumination;
- Consideration of an annual business license review of any complaints on specific home-based businesses.

2.14 NON-CONFORMING USES

As required by the *Urban and Rural Planning Act, 2000* the ICSMP is to include provisions with respect to non-conforming uses of land. The following provisions outline the primary intent for non-conforming uses:

1. A non-conforming use of land shall be allowed to continue.
2. A right to resume a discontinued non-conforming use of land shall not exceed 6 months after the discontinuance of the land use.
3. Where a non-conforming use is to continue, no building or structure shall be internally or externally varied, constructed, reconstructed, altered, moved or extended so as to render the subject building, or any existing building or structure on the same lot as non-conforming, or without prior approval of Council.
4. The non-conforming building shall not be structurally modified except as required for the safety for the building, structure or development.
5. Any future proposed additions or expansions of a building, structure or development that is non-conforming use shall only occur in accordance with the permitted uses, conditions of use, development standards and other requirements of the Development Regulations, and as approved by the Authority, or as identified within the Minister's Regulations.

6. Council may consider a building extension that is not more than 50% of the existing structure.
7. Where 50% or more of the value of the building footprint of a non-conforming building, structure or development has been destroyed by fire or other event, the use shall not be reconstructed or repaired in a non-conforming manner.
8. Where a building or structure is primarily zoned or used for residential purposes, and where more than 50% or more of the value of the building or structure is destroyed, the building may be repaired or rebuilt in accordance with the Town's Plan and Development Regulations.
9. The existing use for the non-conforming building may be varied by Council to a use that is deemed more compatible with the Town's Plan and Development Regulations.
10. The provisions of Section 108 of the NL *Urban and Rural Planning Act, 2000* with respect to 'Non-Conforming Use' shall apply.

3.0 STRENGTHENING THE LOCAL ECONOMY

Planning Objective

- To strengthen the local economy through creation of an atmosphere of energy, focus and partnerships.

3.1 LOCAL SETTING – CHALLENGES AND OPPORTUNITIES

The local economy of Grand Falls-Windsor may be deemed to have entered a period of transition and renewal where the industrial paper mill as the engine of growth has given way to new economic challenges and opportunities for the community. This adjustment period will be critical as the future character and direction of the community redefines itself.

Grand Falls-Windsor has many strong assets to rely upon as it evolves its local commercial and industrial economy from the stability that the mill provided. The Town's location on the Trans-Canada Highway (TCH) serves as a major transportation amenity. The Town's role as the regional service center for commercial shopping and medical care also elevates its strengths. The Town's superior natural setting within the forested area of central NL, with the Exploits River at its doorstep, is a further asset. The challenge of change and meeting it head-on has also been expressed by the Town through the recent investment confidence in revitalizing and elevating the physical design and function of downtown High Street. Collectively these trends and attributes convey that there exists market interest and demand for business growth in the community.

As Grand Falls-Windsor moves toward the future, the Town will need to become much more than what these and other inherent strengths provide. The community will also need to continue to accentuate itself as a more desirable place for people to be. If individuals like it here, they will want to live and work in the community, or visit. Creating this enhanced 'sense of place' with respect to commercial and industrial growth may be addressed through objectives of community design and function, and of community quality of life considerations. The objectives may be achieved in a number of sustainable ways such as how the local environment will be preserved and managed, and how the environment will be balanced with the manner that new land development is designed and planned. This balance of being proactive and welcoming to new commercial and industrial expansion to provide employment, consumer choices and taxation revenue to the municipality, and reaching for a higher level of the site aesthetics, form and character from the landscaping and building design of new developments, represents a key challenge to sustainable growth management of the local economy.

In the short term, the most apparent opportunity for reshaping the community is to continue the momentum and move forward with the High Street downtown development planning

direction of linking downtown improvements with the Exploit River's development potential. Redefining Grand Falls-Windsor as a waterfront setting adjacent to a revitalized, historic downtown will strengthen the character and appeal of the community, and showcase and distinguish the Town as unique, and as a place where people will want to be.

The bigger question for the local economy is how the existing commercial and industrial sectors, that currently provide employment for over 80% of the local labour force, will actually grow and expand? How many new businesses will be established over the next few years and beyond; where will they be located? Is the Town's serviced industrial land supply sufficient to meet projected future land use needs? How can future commercial growth within the Cromer Avenue commercial area become more pedestrian friendly?

At the current time, unemployment in the community continues to be high, albeit estimated to be below the provincial average. A large number of individuals in the local labour force are also involved with retraining programs and taking trades and apprenticeship courses. A challenge for the local economy will be whether the employment base in Grand Falls-Windsor will be able to match and accommodate the underutilized local labour supply and respond to newly acquired skills with local jobs. Out migration of young adults seeking work elsewhere will likely continue until the level and type of employment opportunities available in the Town are more substantive and attractive.

This Section of the ICSP represents discussion on the Economic pillar of sustainability, and will provide policy recommendation statements to help guide the community through its period of economic adjustment.

Recent Trends

Despite the continued general downturn of the world economy, positive growth is occurring locally in the commercial and industrial sectors. Local growth in these sectors also has inherent challenges; there remains concern with a high vacancy rate of local commercial floor space, with the general 'tired' appearance and maintenance of the many commercial and industrial sites, and with the economic challenges of specific locales such as the Main Street downtown area. The ICSP public survey also identified that local residents desired much more choice and variety in commercial stores, restaurants and the overall shopping experience.

As the community moves forward, the municipality will continue to develop and maintain substantial partnerships with the local business community to understand their needs, infrastructure requirements and how the Town can assist them to stay in the community, and to expand and to promote their businesses. To solidify these partnerships and pursue other initiatives for the commercial and industrial sectors, economic development needs to lay the groundwork.

3.2 ECONOMIC DEVELOPMENT

The Town of Grand Falls-Windsor economic development objectives for 2010 were as follows:

- Tourism, conferences and special events;
- Business development initiatives;
- Population growth study;
- Communications;
- Riverfront/downtown development;
- Post-secondary education;
- Information technology/ business processing operation;
- Health care/ life sciences;
- Environmental initiative; and,
- Civic centre.

A total of 46 action tasks were identified to address the outlined objectives. It appears that these identified objectives are far reaching and may result in positive results for the community.

Economic development planning in Grand Falls-Windsor though, similar to land use planning, needs to take a longer-range approach to achieving results than through a limited one-year horizon. To achieve longer term success, a community wide economic development vision may be established through baseline information, professional opinion, and input from local business representatives and residents. Action initiatives for pursuing economic development progress are to be identified, assigned responsibility and co-shared with business organizations, and higher levels of government. The timeframe for achieving the stated community economic development objectives is to be identified, and the applicable costs to realize the actions need to be established. A monitoring framework to evaluate the successes achieved, and challenges that still lie ahead, places the final building block for an effective economic development strategy. In this manner, it is proposed that a new comprehensive economic development strategy process be pursued to provide Grand Falls-Windsor with a grass-root, business community driven methodology for strengthening the local economy.

One approach to preparing an Economic Development Strategy is to utilize knowledge and expertise of local commercial, industrial and tourism business persons, as noted in the following process:

- Request the Mayor to invite local business people to volunteer to participate with one of four different staff led economic development strategy steering committees, namely the retail sector, local industry, tourism representatives and key local sector participation such as from the trucking industry.

- Meet separately, approximately three times in total, with each sector representative group, of an average of 10 to 15 persons, and conduct a SWOT analysis of the community. The SWOT approach examines the strengths, weaknesses, opportunities and threats of the local economy.
- Upon merging of the SWOT results, invite all representatives to the next step of preparing action plans to help accentuate the Town's strengths, to address the cited weaknesses, to manage the threats, and move forward with the opportunities.
- Establishing the priority order of the action plans, estimating cost, assigning responsibility to fulfill the action, and identifying timeframes to complete the tasks will help to add structure and order.
- Review the workshop results with Council, make revisions and amendments where necessary, and prepare the draft Economic Development Strategy.
- Engage the public in the review of the draft Economic Development Strategy.
- Incorporate the revisions to the draft, and prepare a final Strategy document.
- Council to consider approval.
- Appoint a new Economic Development Committee of Council to help direct, monitor and provide advice on the implementation of the Economic Development Strategy. New members to the Committee should include a number of select representatives from the SWOT process, business members from the two downtown areas, individuals from the largest private local employers, Chamber of Commerce person and appointed reps from Council.

The policy statements that follow identify recommendations for economic development on Grand Falls-Windsor.

POLICIES

Establishing the Framework

Policy 3.2.1 Consider the engagement of outside expertise to prepare a comprehensive Community Economic Development Strategy to guide Grand Falls-Windsor over the next five-year period and beyond.

Policy 3.2.2 Consider the participation of local business persons through a SWOT (strengths, weaknesses, opportunities and threats) analysis of the local economy to help prepare the new Economic Development Strategy.

Build on Local Strengths

Policy 3.2.3 Recognize what is 'unique' about Grand Falls-Windsor – the natural setting, the central regional location, the Exploits River and local history and culture – and build upon these assets in economic development efforts.

Policy 3.2.4 Support the reshaping of the community from a mill Town to new strengths from proposed projects such as the High Street downtown re-development success and other initiatives that accentuate a unique sense of place and local quality of life.

Collaborative Approach to Attracting Investment

Policy 3.2.5 Continue to coordinate the Town's economic development and investment attraction initiatives with regional, provincial and federal government departments and agencies, as well as other private sector or interest based economic development organizations.

Marketing, Business Retention and Business Recruitment

Policy 3.2.6 Consider the engagement of external expertise to undertake a Consumers Spending Leakage Survey to ascertain how much of local residents' disposable income is leaving the community for shopping and commercial purchases in other communities.

Policy 3.2.7 Consider the engagement of external expertise to prepare a Retail Market area study, in accordance with local income and population levels, to identify which commercial stores and services are missing in the community's commercial marketplace.

Policy 3.2.8 Utilize the results of the Consumers Spending Leakage Survey and the Retail Market study to attract new business growth.

Policy 3.2.9 Develop a business visitation program to maintain communication with all local commercial and industrial businesses, and to keep abreast of local needs, expansion desires and opportunities.

Infrastructure to Support Economic Development

Policy 3.2.10 Determine the municipal infrastructure needs for water, sanitary sewer, and storm water management services, and transportation access requirements, to address the needs of projected future commercial and industrial growth and expansion, and adjust capital infrastructure planning as necessary.

Downtown Business Improvement

Policy 3.2.11 Continue to support and implement the downtown development and Exploits River plan objectives as the means to help revitalize the High Street downtown business core and to link the downtown area with the River.

Policy 3.2.12 Consider an approach to coordinate with Council and business owners within the Main Street downtown area, the development of a Vision Statement for the Main Street downtown.

Policy 3.2.13 Explore opportunities for economic development attention to improving the Main Street downtown business area by developing a neighbourhood level plan or a downtown revitalization plan, and consider a recognition of a potential Business Improvement Area for Main Street.

Policy 3.2.14 Promote and support the development of higher density residential and mixed use commercial and residential projects, within and adjacent to the two downtown commercial locales.

Creating Local Jobs

Policy 3.2.15 Focus economic development efforts on creating all job types for males and females, but place greater emphasis on creating and maintaining high value and stable local employment opportunities.

3.3 TOURISM

Grand Falls-Windsor is well known in tourism circles for the Exploits Valley Salmon Festival, a 25-year-old early summer event that was recently listed as one of North America's 'Top 100 Events' by the American Business Association. During the past few years, the music concerts accompanying the Festival have attracted audiences in excess of 20,000 visitors, thereby representing a tremendous marketing opportunity to profile and showcase the community. The expanded and refurbished local Salmonid Interpretation Centre also draws significant tourism visitors each year. The Mary March Regional Museum, the Gordon Pinsent Center for the Arts and Beothuk Park also add to the inventory of the local tourism sector.

Tourism has become an integral part of NL communities' economic development initiatives, but often there is a lack of overall framework to help coordinate and take maximum advantage of tourism visits. Grand Falls-Windsor's recently prepared tourism strategy, The Exploits Regional Tourism Master Plan provides for this framework. The ICSP supports the recommendations of the Tourism Master Plan for Council's consideration as a means to move local tourism forward in a more sustainable direction.

Additional policy attention for tourism, beyond the Master Plan, is limited, but noted as follows.

POLICIES

Previous Tourism Reports

Policy 3.3.1 Council shall consider the recommendations of the Exploits Regional Tourism Master Plan for implementation.

Build on Local Strengths

Policy 3.3.2 Economic development efforts shall continue to help diversify the local tourism industry product through development and promotion of active visitor participatory initiatives related to the arts, cultural events, heritage assets, access to the natural environment and unique local visitor experiences such as salmon fishing.

Changing Demographics

Policy 3.3.3 Anticipate the changing demographics of an aging society, and consider the needs of the aging traveler in tourism development.

Ecotourism

Policy 3.3.4 Expand and enhance local opportunities for niche markets such as ecotourism ventures related to the Exploits River, back country trail riding and through community partnerships.

Regional Tourism Markets

Policy 3.3.5 Continue to target the regional tourism audience and nearby tourism market opportunities.

Film Industry Promotion

Policy 3.3.6 Explore and promote opportunities for Grand Falls-Windsor as a film industry location in partnership with the NL Film Development Corporation.

Special Events

Policy 3.3.7 Explore the viability and opportunity to expand and schedule additional one-two day special events throughout the year to generate ongoing 12-month long tourism interest in Grand Falls-Windsor and to add to community pride. Such events could range from a new soap box derby on a summer weekend on the Harris Avenue hill to arranging for 'deep in the winter' music series.

3.4 COMMERCIAL LAND USE STRATEGY

The commercial land base of Grand Falls-Windsor consists of three primary areas:

- The High Street downtown business area located near the Exploits River;
- The Main Street downtown area located to the north of the Trans-Canada Highway; and,
- The newer service commercial area situated in the vicinity of Cromer Avenue.

Varied neighbourhood commercial locations are additionally found along Lincoln Avenue, with stand-alone convenience stores sprinkled throughout the residential areas of the community. Highway commercial uses are sited on properties adjacent to the Trans-Canada.

Collectively the commercial areas of Grand Falls-Windsor fall into one Commercial land use designation identified on the ICSP maps. The Development Regulations further delineate the commercial designation into four commercial zones, as follows:

- Commercial General
- Commercial Highway
- Commercial Neighbourhood
- Commercial Downtown

At present, given the regional commercial function of Grand Falls-Windsor, the Cromer Avenue commercial area appears active in meeting basic consumer needs. However, the land base is not being utilized efficiently. Large parcel sizes with small building footprints dominate the character of the area; more pronounced intensification of property use will be required in the future to achieve greater building development coverage on the limited land supply. The aesthetic appeal and pedestrian friendliness of the Cromer Avenue business area, for the most part, is also tired and lacking. Many sites have vacant buildings and the area is adjoined by large industrial sites on Duggan Street. While there is apparent market interest in major big box commercial stores locating within the community in the short term in the Queensway area, the challenge will be establishing a high level of design criteria for all new commercial site and building developments so that they become more welcoming, attractive and result in a higher level of property assessment values to the Town.

A further challenge for the commercial areas, particularly in the Cromer Avenue setting, is the issue of maintenance and care of existing and vacant commercial sites. Rather than reliance on a 'stick' approach, the municipality will need to explore and develop ongoing partnerships with the local commercial sector, and lead the way by considering initiatives such as infrastructure and streetscape redesign with an emphasis on landscape and tree planting improvements, installation of shade and rest areas, attention to provisions for enhanced pedestrian mobility options, incorporating bicycling lanes in the roadways, minimizing individual commercial access locations, and generally 'greening' the established major commercial location of the community. Gas Tax infrastructure monies are a legitimate source of funds to embark upon these improvements. As the Town implements and pursues these suggested works, it is anticipated that partnerships with adjacent landowners will rise to the forefront, and improvement plans for their properties can be discussed with more of the 'carrot' approach.

The Commercial Highway zone locations are primarily centered adjacent to the TCH accesses. Business growth will continue to focus on the needs of the traveler and for local needs such as building supply outlets, hotels, restaurants and automobile services.

Zone locations for Commercial Neighbourhood centers represent sustainable patterns for growth by providing for specific and limited commercial goods and services in close proximity to residential neighbourhoods. Effective site selection, design management and building development will help to achieve successful commercial uses at the neighbourhood level.

Both of the zoned downtown business centers have experienced decline over past decades as larger retail stores, including the two major food stores, located in the Cromer Avenue precinct. The lack of major anchor businesses, or significant commercial draws, in both downtown cores takes away from their success. From a sustainable planning view, vital downtowns are essential to becoming a prosperous and attractive community to live. Only communities lacking vision let their downtowns fade away.

The Economic Development recommendations of the ICSMP speak of the need to conduct a Retail Market Study to identify the missing business opportunities in the commercial land use sector. Also required is the need to assemble a mapping and data inventory of the amount of vacant and serviced lands that are available for development. Preparing this level of detailed market information will accelerate the community's ability to intensify its commercial land base, and provide the investment community with varied choices for site selection and development opportunities.

Policy discussion in this Section will focus on the four commercial land use used areas, as defined by the Development Regulations, as well as the opportunity for commercial uses on comprehensive development zoned sites. To commence, a discussion will unfold on the need for adjustments in the planning approach for commercial development.

General Provisions

Understanding what a community wishes to achieve within a specific land use area begins with support for the definition of the primary permitted uses. The ICSMP deems that it is essential that distinct commercial definitions be established within the Development Regulations for the four commercial land uses. For example, within the downtown business areas where pedestrian activity is desired, drive through restaurants should not be permitted so as to avoid conflicts with pedestrian sidewalk safety. By being clear to the business community what uses are desired in a particular commercial locale, investment decisions can be made with more certainty.

There is also a need to develop a more substantive and detailed understanding of properties within the commercial areas. The ICSMP had earlier identified the need for the Town to prepare a community wide legal base map so that the precise configuration and property size of parcels can be evaluated. Understanding the land base and knowing how much commercial property is

designated, zoned, serviced, built upon, vacant and underutilized, allow land supply statistics to be compiled. Land development opportunities can be identified from the inventory information, mapped and catalogued into a 'commercial development sites' publication for distribution to developers. Being well organized in the manner that a community is planned will result in dividends.

The direction that Grand Falls-Windsor wishes to proceed in achieving a higher level of commercial building and site design is a further sustainable goal. To realize this goal, future developments may be evaluated by Council in accordance with the general design guidelines established within the Development Regulations for the façade and streetscape appearance of proposed buildings, for enhanced site landscaping features and installation of same, site design attention to the pedestrian, provision for bicycles and vehicle parking areas, and adherence to standards for signage.

As site development proposals come forward, planning review may focus on the site layout of the buildings in relation to streetscape appearance; the softening of the internal paved parking areas with landscaping and tree plantings, and raised pedestrian sidewalks; attention to building massing, rooflines, materials and design articulation features; transportation access locations and linkages with the neighbourhood and surrounding lands; and provision for prominent landscaped front entry design features.

Additionally, Services NL advises that all commercial development (including renovation to existing uses) is to be referred to Services NL for fire/ life safety and building accessibility review prior to the commencement of construction.

POLICIES

Commercial Lands Inventory

Policy 3.4.1.1 Consider preparation of a mapping and property data inventory of all vacant and developable, serviced and not serviced, commercial lands and lands with potential for commercial land use to provide planning direction and to identify options for future commercial growth within the community.

Policy 3.4.1.2 Consider the creation of a catalogue listing of commercial lands that are available for development by mapping each parcel, providing information on servicing, site size, current zoning, and other property detail, for distribution of the commercial catalogue to the development community.

Policy 3.4.1.3 Establish a commercial land supply-demand forecast, so as to determine how much developable commercial land that the community currently has, and is likely to require over the next 10-year period and beyond.

Policy 3.4.1.4 Evaluate the land supply and demand data for the commercial sector, and compare to the land supply inventory and demand projections for the industrial sector, and adjust the designated amount of either commercial or industrial lands to create the warranted future land supply for each sector.

Commercial Definitions

Policy 3.4.1.5 Pursue a streamlined and clear definition of permitted commercial uses within the Development Regulations for each of the commercial zoning categories as the manner to achieve preferred business types in each commercial location.

Commercial Design

Policy 3.4.1.6 Consider the adoption of a more structured design review process of Council for all new commercial developments, in accordance with the commercial development design guidelines within the Development Regulations, and with attention to:

- Site layout;
- Building appearance and materials;
- Enhanced landscaping features, and installation of same prior to final occupancy permit, or provide for bonding of same;
- Pedestrian circulation and design attention to the parking area layout;
- Minimization of impermeable surfaces such as extensive paved parking areas on large development sites; and,
- Adherence to sign guidelines.

Policy 3.4.1.7 Consider support for a new design approach of siting all new commercial buildings closer to the street to provide for of higher level of streetscape appearance and to create a friendlier shopping experience.

Policy 3.4.1.8 Discuss new design policies for commercial and other development growth in Grand Falls-Windsor with the business community, and be receptive to input and feedback.

Policy 3.4.1.9 Explore Gas Tax funding opportunities to prepare a 'green infrastructure plan' for the commercial areas, especially the Cromer Avenue locale, to provide for streetscape landscape improvements of boulevard trees and shrubbery, shade areas and benches, sidewalk circulation improvements, provision for bicycle lanes and general greening throughout commercial locations.

Intensification of Commercial Sites

Policy 3.4.1.10 To achieve a larger square footage of new commercial buildings on development sites, so as to increase the building size to provide for more commercial shopping space for local residents, for potentially more employment opportunities, and for greater assessed values and higher levels of taxation revenue for the Town, support a comprehensive strategy of intensification of zoned General Commercial sites, wherever feasible, through consideration of the following, and as more defined within the Development Regulations:

- Minimum building site coverage of 15% to 30% of the lot area size;
- Establishment of liberal maximum building site coverage of 50% to 70%;
- Identification of a minimum property size in the commercial downtown areas to create additional site development subdivision opportunities.

Sign Management

Policy 3.4.1.11 Consider the preparation a new and separate Sign Policy of Council, with significant input from local businesses and from sign company representatives, to manage sign design and placement throughout the community. Sign Policy objectives to minimize the proliferation of signs, to achieve a higher standard of design attractiveness, to promote the use of ground level signage features at prominent development site entry, to prohibit the permanent use of mobile signs on a site, and to support the concept of one free standing sign per site. Where multiple tenants exist on a site, the free-standing sign should be shared.

Residential Uses adjacent to Commercial Areas

Policy 3.4.1.12 Upon potential completion of the community-wide, legal lot base mapping, review the lot layout configuration of properties within the Cromer Avenue commercial area for potential designation of higher density residential uses on stand-alone and future mixed-use residential sites. Residential uses near commercial areas will add market viability to commercial businesses and will enhance the livability character of Grand Falls-Windsor. Indicative potential sites include the industrial zoned highways and trucking parcels to the west of Cromer Avenue, on Duggan Street.

Maintenance and Upkeep of Commercial Sites

Policy 3.4.1.13 Council shall continue to pursue a communicative approach with owners of commercial properties and buildings that are in need of maintenance and upkeep, and encourage such owners to make improvements to their sites.

Business Partnerships

Policy 3.4.1.14 Council and Town staff shall consider opportunities for continued open dialogue with local business owners through business breakfast meetings, presentations through the Chamber of Commerce, email and letter circulation, and annual economic development review meetings at Town Hall.

Business Awards

Policy 3.4.1.15 Council may consider annual awards recognition for local commercial and industrial businesses in areas such as 'best new building design; most attractive landscape improvements; most environmental business initiative'.

Crime Prevention through Environmental Design

Policy 3.4.1.16 Commercial and industrial developments shall incorporate the principles of Crime Prevention through Environmental Design, via input from the RCMP, in the design and layout of site buildings, and in design detail elements such as door entrance and cashier locations, parking layouts and site lighting, wherever feasible.

3.5 DESIGNATED COMMERCIAL AREAS

The ICSMP will establish a Commercial designation for lands intended for commercial use. The companion Development Regulations defines the commercial use of land further through application of the following zones within the Commercial designation:

- Commercial General;
- Commercial Highway;
- Commercial Neighbourhood; and,
- Commercial Downtown.

In addition, the designated Comprehensive Development Area properties identified on the Plan maps also have varied potential for a degree of commercial development.

The **Commercial General** zone, as identified by the Development Regulations, represents a geographically large, primarily built upon area located near Cromer, Harris and Hardy Avenues, to the north of the Trans-Canada Highway. This commercial locale functions as a service commercial location that consists of the majority of the major commercial stores and businesses in the community, including the Exploits Valley Mall, food stores, Canadian Tire et al., and thereby provides for the majority of local shopping choices. Other Commercial General designated areas are located on varied sites on Lincoln Road.

The **Commercial Highway** zoned areas are located at the prominent interchange locations with the Trans-Canada Highway.

The **Commercial Neighbourhood** zoned areas are situated throughout the community on relatively small sites in existing residential neighbourhoods. One neighbourhood commercial site on Cartwright is of larger site size.

The **Commercial Downtown** zoned areas refer to the Main Street and High Street downtown business locations.

Common to all of the zoned commercial areas is the need for enhanced design for new developments. In addition, while the commercial zoned areas have no outlined minimum lot area size for subdivision except for the downtown business areas, the required building setback distances to property line need to be relaxed to promote site layout flexibility and enhanced streetscape appearance.

POLICIES

Designated Commercial Areas

Policy 3.5.1 One Commercial designation shall be mapped on the Future Land Use map.

Policy 3.5.2 All commercial developments shall be fully serviced with municipal sanitary sewer service, municipal water and provision for storm water.

Policy 3.5.3 All new commercial development projects, including renovations and extensions, that provide for, or add, 111 m² or more, in commercial floor area space, shall be evaluated and considered by Council in the context of adherence with the outlined design guidelines for commercial uses within the Development Regulations. All commercial developments shall also be referred to Services NL for fire/ life safety and building accessibility review prior to the commencement of construction.

Policy 3.5.4 All commercial development sites shall surface the parking areas, and egress and access locations, with a paved or otherwise durable surface such as concrete. Paving shall be completed prior to issuance of final occupancy permit.

Policy 3.5.5 Provisions for outdoor storage, buffering adjacent uses, soil removal and site grading requirements in all commercial designated areas shall be addressed within the Development Regulations.

Commercial General

Policy 3.5.6 The Commercial General zones as identified in the Development Regulations, will strive to become less automobile focused through Council policy attention to intensification of commercial uses on development sites, attention to streetscape design and building layout of new developments, improvements for site landscaping and public amenities such as shade rest bench locations, enhanced pedestrian mobility opportunities and consideration of joint federal - provincial - municipal initiatives to pursue a green infrastructure plan within the Cromer Avenue commercial neighbourhood.

Policy 3.5.7 To enhance the appearance and function of new commercial developments within the designated Commercial General zone area, building setback distances to property line shall be reduced to provide the flexibility to bring the commercial buildings closer to the street, as defined by the Development Regulations.

Policy 3.5.8 Within the Commercial designation, Council will establish a **Commercial General zone** which will have as **Permitted Uses**: Child Care Centre, Church; Civic Use; Club or Lodge; Parking Lot; Commercial General Use and specifically including the following uses: Art Gallery, Amusement Centre, Beverage Container Centre, Building Supply Store, Cabaret, Cannabis Store, Car Wash, Convenience Store, Department Store, Drive Through Commercial, Entertainment and Recreation, Financial Services, General Garage, Grocery Store, Hotel and Motel, Indoor Recreation, Licensed Lounge, Medical Clinic and Medical Office, Movie Theatre, Office, Personal Service and Personal Repair Services, Private School, Pawnshop, Pub, Restaurant, Retail, Second Hand Store, Service Station, Shopping Centre, Vehicle Dealership and Showroom, Vehicle and Equipment Repair Services, Vendor Stand, Warehousing and Wholesale, Other Commercial Uses; and as **Discretionary Uses**: Apartment, Auto Body Repair, Mineral exploration, Mini-Storage, Short Term Rentals; and as **Prohibited Uses**: Adult Entertainment Uses, Industrial Use; and as **Accessory uses**: Accessory Building, Accessory Employee Residential, Accessory Unenclosed Storage, Advertisement and Signs, Enclosed Storage, Garage, Off Street Parking and Loading.

Commercial Highway

Policy 3.5.9 The Commercial Highway zone will strive to become highly designed commercial sites to the local street and to the Trans-Canada Highway corridor.

Policy 3.5.10 To improve building layout and siting, and to provide for building design flexibility, building setbacks to property line shall be reduced to provide for enhanced streetscape appearance, as defined by the Development Regulations.

Policy 3.5.11 Significant design attention to building placement, and massing of building walls, will be required to achieve attractive design to the Trans-Canada Highway. Council may consider Innovative design features such as colourful façades, or murals on building walls.

Policy 3.5.12 Within the Commercial designation, Council will establish a **Commercial Highway zone** which will have as **Permitted Uses**: Civic Use, Church, Club or Lodge, Parking Area, Pub, Commercial Highway Use and specifically including the following uses: Auto Body Repair , Amusement Center, Automotive Repair, Beverage Container Centre, Building Supply Stores, Cabaret, Car Wash, Commercial Outdoor Recreation Use, Convenience Store, Department Store, Drive Through Commercial, Entertainment and Recreation, Financial Services, General Garage,

Grocery Store, Hotel and Motel, Indoor Recreation, Licensed Lounge, Limited Manufacturing (which is not industrial), Medical Clinics and Medical Offices, Movie Theatre, Office, Personal Service Use, Personal Repair Services, Private School, Restaurant, Retail, Service Station, Shopping Centre, Vehicle Dealership and Showroom, Vehicle Equipment and Repair Services, Vendor Stand, Warehousing and Wholesale; and as **Discretionary Uses:** Mini-Storage, Apartment, Mineral exploration; and as **Prohibited Uses:** Adult Entertainment Uses, Industrial Use (except warehousing), Auctions and associated warehousing; and as **Accessory uses:** Accessory Building, Accessory Employee Residential, Accessory Unenclosed Storage, Advertisement and Signs, Enclosed Storage, Garage, Off Street Parking and Loading.

Commercial Neighbourhood

Policy 3.5.13 Development of neighbourhood commercial centers similar to the Cartwright Street location that provide for the personal service and daily shopping needs of residents in the surrounding and adjacent neighbourhoods will be promoted.

Policy 3.5.14 Proposals for new neighbourhood commercial developments shall be considered in context of the design guidelines of the Development Regulations. Commercial uses in residential areas must incorporate design elements of building form, character and scale that are compatible with the existing neighbourhood; provide for quality site landscaping including vegetative buffers to adjacent land uses; consider pedestrian movement to the site and incorporate provisions for bicycle racks; utilize limited and aesthetically designed signage; include Crime Prevention through Environmental Design principles in site and building design; and provide attention to the sensitivity of lighting and noise.

Policy 3.5.15 Within the Commercial designation, Council will establish a **Commercial Neighbourhood zone** with **Permitted Uses:** Convenience Store, Neighbourhood Commercial Use, including the following indicative uses: Café and/or Restaurant (except drive-through restaurants), Commercial Shop, Indoor Recreation, Medical Clinic and Medical Office, Personal Service, Professional and Business Office, excluding real estate, Retail; and as **Discretionary Uses:** Neighbourhood grocery store and/or Pharmacy, Accessory Employee Residential; and as **Prohibited Uses:** Accessory Unenclosed Storage, Accessory Building-shipping container, Adult Entertainment, Auto Body Repair, Automotive Repair, Cabaret, Drive-Thru Commercial, Licensed Lounge, Pawn Shop, Pub, Service Station, Accessory building-shipping container; and as **Accessory uses:** Advertisement and Signs, Enclosed Storage, Off Street Parking and Loading.

Policy 3.5.16 Neighbourhood commercial developments, in excess of 1115 m² of floor area space, shall provide for an outside landscaped amenity location of shade areas, rest benches and refuse receptacles.

Commercial Downtown

Grand Falls-Windsor's two downtown commercial locations have deep historical roots in the community. Both downtowns have previously experienced buoyant commercial activity but as in many downtown business cores, the larger service commercial shopping mall areas have superseded their predominance in the community.

To move forward, both downtown locations will require a commitment from Council and local downtown business owners to work hard on a series of improvement initiatives. The High Street downtown has received revitalization support through the recent physical improvements to downtown area. It is anticipated that market confidence within the High Street downtown will continue to improve significantly as new development evolves with connective elements to the Exploits River development plan objectives.

The Main Street downtown area has declined significantly in its physical environment and in the number of operating businesses. While pedestrian improvements to the Corduroy Brook trail have connected the trail system with Main Street, further efforts to bring pedestrian interest and traffic to this area will be necessary. A recent review of the Main Street downtown has revealed that, except for the local pharmacy, there are no dominant commercial anchor stores such as a bank located in the area. The shoe store is another dedicated tenant to the downtown but there is no overall retail theme being pursued, nor is there an agglomeration of a significant number or quality of businesses to attract shoppers on a regular basis.

While the recommended Retail Market Study may assist to identify potential store types to locate within the downtowns, a more centralized local effort to bring improvements to the downtowns will be necessary. The following policy recommendations seek to provide a direction for both downtown commercial business cores of Grand Falls-Windsor.

POLICIES

Business Uses

Policy 3.5.17 The Commercial designation will allow for a **Commercial Downton zone** with **Permitted Uses:** Artists Live-Work Studios, Church, Civic Use, Club or Lodge, Park, Public Use, Commercial Downtown Use and specifically including the following uses: Art Gallery, Amusement Centre, Café, Cannabis store, Convenience Store, Department Store, Entertainment and Recreation, Farmers Market, Financial Services, Grocery Store, Hotel and Motel, Indoor Recreation, Licensed Lounge, Medical Clinic and Medical Office, Movie Theatre, Office, Pawnshop, Personal Services and Personal Repair Services, Private School, Pub, Restaurant , Retail, Second Hand Store, Sidewalk Downtown Commercial, Vendor Stand; and as **Discretionary Uses:** Accessory Buildings except Shipping containers, Cabaret and Nightclub, Child Care Centre, Service Station , Limited Manufacturing; and as **Prohibited Uses:** Adult Entertainment Uses, Accessory Unenclosed Storage, Auto Body Repair, Automotive Repair, Civic

Use for Correction and Detention Facilities, Drive-Thru Commercial, Industrial Use; and as **Accessory uses:** Accessory Employee Residential, Advertisement and Signs, Apartment, Enclosed Storage, Off Street Parking and Loading.

Policy 3.5.18 The concept of preferred uses in the downtown areas will include continuous street front and sidewalk level commercial space for specialty retail, personal service commercial, office, restaurant, arts, cultural, theatre and tourism businesses, as well as major public administration and institutional uses to bring people to the downtowns.

Policy 3.5.19 Apartment residential uses will be allowed as a discretionary use in the second storey and above in the downtown buildings. Higher density residential projects will be encouraged to locate adjacent to the downtown business cores to provide a captive market audience to the downtown.

Inventory of Available Space

Policy 3.5.20 Consider the preparation of an inventory of available commercial floor area space within the downtown areas, so as to be catalogued and updated by the municipality for circulation to prospective tenants and developers.

Tourism

Policy 3.5.21 To improve the tourism visitor experience, tourism information kiosks, information display boards that tell the local history of the downtowns, and historical murals on building walls, will be allowed within the downtowns.

Downtown Entry Features

Policy 3.5.22 Explore design concepts and opportunities for implementation of high-quality landscaping, tree planting, and gateway features on the major access roads leading into the downtown areas.

Pedestrian Activity

Policy 3.5.23 Facilitate pedestrian attraction and activity within the downtown areas through support to the use of public sidewalks by downtown businesses wishing to provide sidewalk cafes, outdoor seating, retail displays and sandwich board portable signs. Consider the development of a Council policy on 'Business Use of Public Sidewalks in the Downtown Core'.

Storefront Upgrades and Municipal Streetscapes

Policy 3.5.24 Explore research funding opportunities and potential taxation incentives as a strategy to downtown business owners to improve and upgrade the appearance of their storefronts and buildings.

Policy 3.5.25 Consider the development of a downtown streetscape appearance plan to guide the municipality in providing infrastructure improvements and upgrades such as paving, sidewalks, lighting, tree plantings, refuse receptacles, pedestrian amenities and benches, and small park spaces.

Strategic Future Direction for Main Street Downtown

Policy 3.5.26 Meet with the business and land owners of the Main Street downtown business area, and ascertain their interest and commitment in working collaboratively together to bring improvements to the downtown.

Policy 3.5.27 Consider the development of a Main Street Business Area Task Force comprised of downtown business and land owners, municipal staff, the fire department, the RCMP, representative of the Chamber of Commerce, and interested local residents, to identify a vision for the Main Street downtown; to identify the type of niche business market that it wishes to pursue; to identify all of the infrastructure, building, design, safety, marketing, advertising, tourism, special events, business retention and recruitment, absentee landlords, and other issues that need attention to help improve the downtown business area. Assign responsibility, cost, and immediate and longer-term timeframes to achieve each identified task force item.

Policy 3.5.28 Undertake a cost benefit analysis of highlighted task force items on the basis of potential costs to make downtown improvements and the taxation benefits that may accrue to the Town from increased business development. Council shall ascertain their financial capability to assist the downtown with the improvement initiatives, and determine the level of potential funding assistance from higher levels of government.

Policy 3.5.29 Consider the merit of the Main Street downtown task force improvement initiative as a priority economic development objective for Grand Falls-Windsor. Encourage government, other institutional offices, and business anchors such as banks to consider locating in the Main Street area.

Policy 3.5.30 Over the longer term, Council shall identify adjacent area lands for higher density and mixed uses to add a greater population base potential near the Main Street downtown area.

3.6 COMPREHENSIVE DEVELOPMENT

Three locations in Grand Falls-Windsor have been designated on the ICSMP maps as Comprehensive Development Area (CDA). The intent of this designation is to apply special land use management and development design requirements in entertaining development proposals for these properties. It is the policy of Council to establish a Comprehensive Development Area

designation and within this designation, Council will establish three Comprehensive Development Areas as further identified and defined by the Development Regulations, as follows:

- Comprehensive Development Area One—Approximate 40 ha site with some environmental constraints, and located to the north of TCH, west of Scott Avenue and to the south of Grenfell Heights;
- Comprehensive Development Area Two— for a 5 ha property located north of Scott Avenue and to the east of Railway Road;
- Comprehensive Development Area Residential: Grenfell Heights area.

Comprehensive Designated Area properties provide Council with land use flexibility in ascertaining their ultimate end use and site development characteristics. The optimum land use management tool for the two subject sites is to pursue a mixed-use form of development. In other words, provide for the potential of residential uses, commercial uses and where feasible, more employment generating land uses. To provide direction to the development community and potential investors on the preferred form of desired site development, a mix of land uses are identified within the policy statements to follow. The Development Regulations provide further land use and site development detail for the two Comprehensive Development Area sites.

POLICIES

Comprehensive Development Area Designations

Policy 3.6.1 The ICSP maps designate varied locations as Comprehensive Development Area sites.

Sustainable Goals for Comprehensive Development Area Sites

Policy 3.6.2 Council shall pursue the most optimum residential, commercial, employment generating and other land uses on the subject Comprehensive Development Area lands through consideration of proposals that preserve the environmental assets of the site, while developing highly designed buildings and amenity structures with significant site landscaping, and generating positive taxation revenue to the Town, providing substantial local benefits and employment opportunities, and adding as many new community facilities and services, as feasible.

Policy 3.6.3 Comprehensive Development Area proposals shall be considered through adherence to the outlined design guidelines of the Development Regulations.

Servicing

Policy 3.6.4 Land development of Comprehensive Development Area lands shall only occur with full municipal servicing.

Land Uses for Comprehensive Development Areas (CDA) One and Two

Policy 3.6.5 Two Comprehensive Development Area locations are intended to provide flexibility in developing a specific mix and/or type of land use on each site.

Policy 3.6.6 Comprehensive Development Area One zone (CDA-1) is located on the north side of the Trans-Canada Highway, to the west of Scott Avenue and to the south of Grenfell Heights, and has location attributes to provide for cluster residential uses on the north side of the property, adjacent to the environmentally sensitive portion of the site and to the south of the existing homes on Grenfell Heights. On the southern portion of the property, quality employment generating uses could be pursued. Within the CDA-1 designation, Council will establish a **CDA-1 zone** which allows for **Permitted Uses:** Environmentally Sensitive Area, Multi Unit Residential, Industrial Light, Commercial Neighbourhood, Recreation and Open Space; and as **Discretionary Uses:** Civic Use, Hotel Use, Service Station, Mineral exploration; and as **Accessory Uses:** Off Street Parking and Loading; Prohibited uses: Industrial Special and Accessory building-shipping container.

Policy 3.6.7 Comprehensive Development Area Two zone (CDA=2) is located north of Scott Avenue and east of Railway Road. This area is envisioned to provide for well-designed higher density residential uses to support the commercial vitality of the High Street downtown area. Within the CDA-2 designation, Council will establish the **CDA-2 zone** which allows for **Permitted Uses:** Multi Unit Residential, Townhouse Residential, Apartment Residential; and for **Discretionary Uses:** Commercial Neighbourhood, Mineral exploration; and for **Prohibited Uses:** Accessory building-shipping container, Industrial Special, Commercial General; and as **Accessory Uses:** as determined by the Authority.

Policy 3.6.8 Development proposals for each of the zoned CDA areas are to provide for comprehensive site development; single use developments are not allowed.

Policy 3.6.9 Additional permitted, accessory, discretionary and prohibited uses, development standards and conditions of use for the Comprehensive Development Areas are defined by the Development Regulations.

Policy 3.6.10 Over the life of the ICSMP, Council may consider additional lands for comprehensive development area designations, including consideration of a map amendment of the existing residential designation of a site located to the north of Grenfell Heights, to the south of Brown Avenue and east of Harris Avenue to Comprehensive Development Area # 3 to provide for a well-designed mixed use development for seniors. The land use development

intent for the site may consist of compact residential lots, higher density uses, open space lands and limited commercial in a phased development scheme.

Policy 3.6.11 Council may further consider an expanded designation of the zoned Comprehensive Development Area # 1 site to include the current rural designated lands to the east and to the south of homes on Grenfell Heights.

Land Uses for Comprehensive Development Areas – Residential (CDA-R)

- **Policy 3.6.12** Council will designate undeveloped lands that potentially have access to municipal services as CDA-Residential in order to reserve these lands for future comprehensively planned residential development. Council will establish a Comprehensive Development Area-Residential (CDA-R) and within this designation Council will establish the Residential Comprehensive Development-Residential zone.
 - Council will also identify locations as 'Protected access roads' that are wide enough for a future road right-of-ways which will be shown on the Land Use zoning map to highlight the potential future access opportunities to these lands which should be taken into consideration when reviewing development applications in the vicinity of the CDA-R.
 - The RCDA will allow as **Permitted Uses:** Environmentally Sensitive Area, Commercial Neighbourhood, Recreation and Open Space, Conservation; and as **Discretionary Uses:** Mineral exploration; and as Accessory Use: Off Street Parking and Loading; Prohibited uses: Accessory building-shipping container.

3.7 INDUSTRIAL LAND USE STRATEGY

3.7.1 LOCAL SETTING

The former Municipal Plan (2005) for the Town of Grand Falls-Windsor had four land use designations to guide its industrial growth, noted as follows:

- Industrial Business Park;
- Industrial Light;
- Industrial Special; and,
- Industrial Heavy.

The Development Regulations further refine the new ICSP industrial designation by identifying two distinct industrial zones, namely industrial light and industrial special. The Industrial Light designated locations are to become the primary employment generating industrial business sites within the community. The former Industrial Business Park designation for the Queensway

area is deleted and replaced with a Commercial General zone to provide for current uses and proposed future large retail development sites.

The locations of the key industrial areas currently located within the community are identified as follows:

- The EXCITE centre located on property on Queensway;
- The Duggan Street Industrial Light business area;
- The Industrial Light zoned properties on the northern extension of Hardy Avenue;
- The Industrial Light zoned site located on the north side of the Trans-Canada Highway, and to the west of Exit 17;
- The Industrial Special zone area surrounding Whitmore Street;
- The lands of the former Abitibi mill; and,
- Two smaller industrial sites located to the northeast of Exit 19, and to the southwest of Exit 17, of the Trans-Canada Highway.

Industrial growth and development are important to Grand Falls-Windsor for providing sustainable benefits of the traditionally more stable and higher wage employment opportunities, for generating positive taxation revenue to the Town, and representing an effective community use of serviced urban lands. While regional industries such as mining also contribute to the local economy, the focus of the ICSP policy discussion is on the local land base, infrastructure and land use structure.

The community possesses positive transportation attributes for the movement of goods and services by trucks, given its location within central NL on the Trans-Canada Highway. Internally, the Town has also envisioned further industrial expansion through planned development of the Park Street 'ring road' to provide for goods movement. This foresight of providing for future employment generating lands to be situated near, and to have convenient access to, the Trans-Canada Highway is a sustainable method of looking at the future to avoid conflicts with residential neighbourhoods and to minimize traffic congestion. The questions of other infrastructure need for servicing of sewer, water and storm drainage also need to be addressed within the Town's short- and long-range capital improvement programs. Similarly, the Town will need to determine the intended longer range intent for the former industrial mill site lands adjacent to the Exploits River.

3.7.2 CURRENT TRENDS

Similar to the changing patterns evident nationally and across North America, Grand Falls-Windsor is experiencing a shift in its workforce composition from goods producing industries such as manufacturing, to the service sector and jobs like the EXCITE high technology center and the local trucking industry. Primary industry initiatives such as the recently announced Atlantic

Canada Opportunities Agency funding for trial cranberry farming operations within the region still exist, and could represent a future stable enterprise for the community. The key for the Town is to provide the available land base, servicing and support to enable the local industrial sector to grow and thrive. Diversification of local industry will be a key to overall sustainable success of the community.

At present, the Town's tax base is skewed towards residential property assessments. When compared to industrial and commercial land values, approximately 82% of Grand Falls-Windsor's taxation revenue originates from the residential sector. The preferred ratio from a sustainable perspective is to work towards a more equitable distribution of local taxation revenue sources. Similar to the commercial land base, there is a lack of inventory information on the amount of industrial land in the community that is designated and zoned, serviced and vacant, and available for development. Also absent is data that indicates the annual land demand for industrial sites, the projected rates of adsorption in the future, and an evaluation of whether the land supply is of sufficient supply to meet anticipated future needs. Addressing the question of the preferred sites to locate industrial growth in a coordinated fashion over the next five years is also required to avoid a 'shotgun' approach of scattering industrial developments throughout the community. If stand-alone properties are to be utilized for industrial projects, particularly in prominent streetscape locations, or near residential areas, significant site and landscape design is deemed important for successful integration of industrial uses into the community.

3.7.3 GENERAL PROVISIONS

To realize opportunities for stability and expansion of local industry, the municipal definition of permitted industrial uses will be revised within the Development Regulations to provide for acknowledgement of the shifting trends of industry to the service sector. Newer employment generating industrial businesses of today often resemble more of a business and office building environment of attractive tilt-up concrete structures with significant window glazing and coloured trim highlights, and surrounded by significant landscape features, including preservation and enhancement of site natural areas. Active industrial uses of assembling and fabricating businesses are conducted behind closed doors in large floor area space building areas. Outside storage is minimal. The days of the traditional noisy, smelly, dirty industry are giving way to more efficient and cleaner industrial employment businesses.

To achieve a higher level of industrial building and site design success as part of the overall community effort to enhance the Town's appeal to local residents and visitors as a place they want to be, there is a need for the Town to consider moving away from the typical trend of siting steel clad buildings distant from the road, providing for no or minimal site landscaping and paving the parking area to the edge of the face of the building, will require commitment from Council and staff to utilize the new design guidelines for industrial developments provided within the updated Development Regulations.

The policy discussion that follows identifies the baseline framework for future management of industrial development, and provides direction to help achieve a more intensive use and higher level of design for future industrial sites.

POLICIES

Industrial Lands Inventory

Policy 3.7.3.1 Consider preparation of a mapping and data inventory of all vacant and developable, serviced and not serviced, industrial lands and lands with potential for industrial land use to provide Council and the development community with options for choosing a preferred planning direction for local industrial growth.

Policy 3.7.3.2 Consider creation of a catalogue listing of industrial lands that are available for development by mapping each parcel, providing information on servicing, site size, current zoning, and distribute industrial catalogue to the development community.

Policy 3.7.3.3 Establish an industrial land supply-demand forecast, so as to determine how much developable industrial land that the community currently has available, and is likely to require over the next 10 years, and beyond.

Industrial Definition

Policy 3.7.3.4 Introduce a new set of industrial land use definitions for each of the zoned industrial categories to acknowledge the changing character of industrial businesses, and to provide clarity to permitted and accessory land uses.

Industrial Design

Policy 3.7.3.5 Utilize the new design guidelines for industrial developments, in accordance with the Development Regulations, and with specific attention to;

- Site layout;
- Building design and materials;
- Submission of landscape plan details;
- Provision of outside amenity areas for employees;
- Parking layout and function; and,
- Signage.

Policy 3.7.3.6 Support relaxation in site design by reducing the building setback distances to front lot line to facilitate more attractive streetscape design of industrial locations.

Intensification of Industrial Sites

Policy 3.7.3.7 To pursue the objective of securing larger industrial building improvements on new Industrial Light zone development sites, so as to increase assessed values and taxation revenue to the Town, and to help increase the number of employment opportunities, Council may consider support of the following site intensification objectives:

- Minimum building site coverage;
- Restricting the amount of outside storage;
- Establishment of a minimum property size for subdivision;
- Consider the use of non-serviced IS zoned parcels for industrial users such as mini-storage which do not require full servicing.

Industrial Uses near Residential Areas

Policy 3.7.3.8 Minimize land use conflicts by planning for new industrial sites to be located away from established residential neighbourhoods, wherever feasible. Establish greenbelt trail systems as natural area buffers between the two land uses where possible, and with other sites, increase setback and landscape requirements through the design review approval process.

Industrial Partnerships

Policy 3.7.3.9 Continue business relationship networks with the industrial sector, such as the recent Town discussions with the local trucking firms, as a means to keep informed of local business needs and changing requirements.

3.7.4 DESIGNATED INDUSTRIAL LAND

The ICSMP utilizes one general mapping designation of Industrial to identify lands intended for industrial use. The companion Development Regulations defines industrial use categories further through application of the following zones:

- Industrial Light;
- Industrial Special; and
- Industrial Heavy

In an overall sense, the Town has established realistic planning categories for industrial development within the community. Future challenges will be to improve the design of new industrial developments, and to provide requirements for landscape and maintenance improvements to existing properties. Policies to support and manage future industrial growth in Grand Falls-Windsor are provided below.

POLICIES

Designated Industrial Areas

Policy 3.7.4.1 The new ICSMP provides for one industrial land designation. Council will establish the Industrial designation and within this designation, Council will establish the

following zones: Industrial-Light, Industrial-Special and Industrial-Heavy. The following uses are set out for these zones:

- The **Industrial Light zone** will allow as **Permitted Uses:** Auto Body Repair, Automotive Repair, Beverage Container Return Centre, Cannabis production facility, Car Wash, Commercial Kennel, Contractor Yards, General Garage, Industrial Café, Industrial Repair Services , Indoor Recreation, Limited Manufacturing, Mini Storage, Service Station, Vehicle Equipment and Repair Services, Vendor Stand, Wholesale; Industrial Light, specifically including the following indicative uses: auction marts; funeral parlor and/ or memorial service facility; manufacturing, processing, assembling, storing, distributing and fabricating operations; multi-unit strata industrial developments; taxi dispatch offices; truck and bus terminals and refueling centers; warehousing; and as **Discretionary Use:** Asphalt Plant, Cannabis retail location, Child Care Centre, Parking for Recreational Vehicles , Technology Centre, Mineral exploration; and as **Prohibited Uses:** Accessory building-shipping container, Adult Entertainment, Industrial Special, Industrial Resource, Pawn Shop, Storage of used tires; and as **Accessory uses:** Accessory Building, Accessory Employee Residential, Accessory Retail, Accessory Unenclosed Storage, Advertising and Signs, Enclosed Storage, Office, Off Street Parking and Loading, Outdoor Amenity Space , Showroom .

The **Industrial Special zone** which will allow as **Permitted Uses:** Industrial Special and specifically including the following indicative uses: Asphalt Plant, Automotive Repair, Commercial Composting, Equipment and Vehicle Repair, Industrial Repair Services, Mini Storage, Recycling Depot, Salvage and Wrecked Vehicles, Tank Vehicle Storage, Truck Terminal; and as **Discretionary Uses:** Abattoir and rendering plants and facilities, Mineral exploration; and as **Accessory uses:** Accessory Building, Accessory Unenclosed Storage, Advertising and Signs, Office, Off Street Parking and Loading, Recreational Vehicle Parking. **Prohibited Uses:** Hazardous Industry, Storage of Used and/or Shredded Tires and Other Rubber Material;

- The **Industrial Heavy zone** which will allow as **Permitted Uses:** Industrial Heavy; and as **Discretionary Use:** Industrial Light; and as **Prohibited Use:** Hazardous Industry, Storage of Used and Shredded Tires and other rubber materials; and as **Accessory uses:** Accessory Building, Accessory Unenclosed Storage, Office, Off Street Parking and Loading.

Policy 3.7.4.2 All industrial developments within the Industrial Light zone shall occur with full municipal services.

Policy 3.7.4.3 Industrial development within the Industrial Special zone that provide for an occupied building or office, or other site improvements, shall provide for a potable source of domestic water and receive provincial approval from Services NL for septic effluent disposal.

Policy 3.7.4.4 No further development of the Heavy Industrial zone lands shall occur until an environmental site contamination assessment of the lands has been undertaken and remedial recommendations addressed.

Policy 3.7.4.5 All new industrial projects, including renovations and extensions, which provide for, or add, 111 m² or more, in building floor area space shall be considered for compliance with the design guidelines outlined within the Development Regulations.

Policy 3.7.4.6 All Industrial Light zoned development sites shall pave their parking and egress/access areas, or otherwise provide for a durable and dust free surface such as concrete; IS parking area layout and standards shall be considered by Council on a site-specific basis.

Policy 3.7.4.7 All new industrial developments in the Industrial Light zoned areas shall provide for a minimum building site coverage area of 15% of their property area size.

Policy 3.7.4.8 Outside storage areas of new industrial sites in the Industrial Light zoned areas shall not exceed 15% of the lot area of the development site.

Policy 3.7.4.9 Outside storage within the industrial designated areas shall be considered by Council upon review of a professionally prepared landscape plan for the property, or other site design information, so as to screen and obstruct the storage use from public view. Landscape improvements to a site are to be installed as a condition of a business license to operate at the said location.

Policy 3.7.4.10 Accessory retail uses in the Industrial Light zone shall be limited to goods produced on site by the primary industrial use, and the accessory retail use activity shall not exceed 25% of the floor area of the building in which it is contained.

Industrial Growth Promotion

Policy 3.7.4.11 Council will continue to promote Grand Falls-Windsor as an industrial location through varied Economic Development initiatives.

Policy 3.7.4.12 Council supports the retention and expansion of existing local industrial businesses as an important component of the community's future industrial base.

Policy 3.7.4.13 Preferred new industrial businesses include those that are job intensive, provide for higher density use of land, are potentially knowledge-based and of high technology, and are non-polluting.

Policy 3.7.4.14 Strata multi-unit industrial developments that provide for floor area space of 457 to 610 m² per unit to accommodate local contractors, and small assembling users will be allowed.

Policy 3.7.4.15 Council may explore potential incentives for encouraging owners of vacant or underutilized lands to subdivide their properties to facilitate intensification of industrial lands.

Policy 3.7.4.16 Council may explore private sector partnerships to assist in the development of new industrial lands through such initiatives as extension of municipal services.

Land Use Compatibility

Policy 3.7.4.17 Review the land use compatibility of all new industrial development with adjacent non-industrial land uses through consideration of requirements for a developer to construct connective greenway walking trails between the land uses; to identify site design layout attention to adjacent land uses; to provide for substantial vegetation plantings, including trees between the competing land uses; and to detail attention to low impact access locations and proposed transportation circulation within the community.

Accessory Residential

Policy 3.7.4.18 Council may consider proposals to create 'live-work' industrial studios and workspace, or provide for an accessory employee residential unit, of a maximum floor space size and where such an accessory residential use is located entirely within the principal industrial building.

Prohibited Industrial Uses

Policy 3.7.4.19 To ensure the goals of expanded local employment, increased building values, and superior design with new industrial developments are achieved, Council will identify through the Development Regulations prohibited uses that do not add great value and benefit to a sustainable future of the community, including uses such as tire recycling facilities, scrap yards and auto wreckage storage, hazardous waste operations, abattoirs and outside storage operations that do not involve the construction of a building.

4.0 SOCIAL SUSTAINABILITY

Planning Objectives

- To enrich the social fabric and sustainable character of Grand Falls-Windsor; and,
- To improve the unity of the community.

The physical aspects of land use planning and the built environment of residential, commercial and industrial developments that result, and the transportation network and other infrastructure services that connect them, represents one component of a sustainable community plan for the future. Another piece of the puzzle is the social pillar of sustainability; its constituent parts comprise more of the soft infrastructure that makes a community strong and successful.

Discussion items within this section of the ICSMP include:

- Social sustainability;
- Parks and recreation;
- Heritage assets;
- Health care services;
- Education resources; and,
- Community unity, safety and security.

The cultural pillar of sustainability as it applies to Grand Falls-Windsor is also highlighted in discussion with local arts. The cultural pillar will be encompassed in the Public Use designation.

It is the policy of Council to establish a **Public Use designation** and within this designation Council will establish a Public Use zone which will be included in the Development Regulations. The intent of the Public Use zone is to provide for public assembly, civic uses, cultural, religious, educational facilities, health care and senior care services and facilities within the community. **Permitted Uses include:** Adult Care Facility, Assembly, Cemetery, Church, Civic, Cultural, Detention and Correctional Facilities, Hospital, Personal Care, Public Use, School and College; **Accessory Uses include:** Accessory Building, Child Care Centre, Enclosed Storage, Office, Off Street Parking and Loading; **Discretionary Uses include** Dwelling Unit, Medical Office/Medical clinic, Mineral exploration; **Prohibited Uses include:** Accessory building-shipping container, Commercial, Industrial.

4.1 LOCAL SETTING

Social sustainability at the local government level pertains to the social and organizational relationships that exist in the community. Those relationships can originate from the value that

local residents enjoy from parks and recreation amenities; the arts, heritage and cultural involvement that they have with their community; the educational opportunities that they have available; and from the health care services and sense of safety and security that they feel for their community. Collectively social sustainability is about the local quality of life and sense of place that its residents experience. Ultimately, the social fabric of a community will help to determine whether the community is an enjoyable place to be.

Beyond what varied levels of government can provide and initiatives that local residents take on through service clubs, sports groups and volunteerism, social wellbeing can be significantly influenced by other characteristics of sustainability, such as the economic wellbeing of a community. If local employment is not achievable, or adequate housing available, or provision for services and programs for persons with disabilities being practiced, social stability may become unbalanced. It is therefore the successful integration of the varied pillars of sustainability that help shape the social strength of a community.

Within Grand Falls-Windsor like most other communities, there exist social challenges. The dispersion of shopping areas within the community, generally unattractive streetscapes, the propensity for the automobile, housing being developed further away from the core of Town, weakened downtowns, all reinforce social segmentation, compromise sustainability and weaken the sense of place. It is recognized however that there also exists in Grand Falls-Windsor a characteristic of resiliency, and the ability of the community to persevere, make change, and move forward.

The discussion in this part of the ICSP weaves some of the varied elements of social sustainability of Grand Falls-Windsor together, and proposes policy attention to areas where the social strength of the community may be more closely evaluated, and enhanced.

4.2 PARKS AND RECREATION

Residents of Grand Falls-Windsor are fortunate to live amidst a vast natural area of lakes, rivers, streams, forests and natural open spaces in central Newfoundland and Labrador. Within Town, the community has a varied and dispersed inventory of developed athletic playfields, neighbourhood level and smaller tot-lot parks, two ice skating arenas and the YMCA swimming pool. Grand Falls-Windsor also plays a significant role of support to the Corduroy Brook trail system. The Town partners with the local school district to utilize their playfield facilities for community needs, local service clubs sponsor the development of specific small playgrounds and the abandoned provincial railway line provides further outdoor recreation opportunities for local residents. Overall, these parks and recreation resources respond favourably to the traditional recreation and leisure needs of local residents and visitors to the community.

The Parks and Recreation Department is very involved with recreation and special events programming at the community level. The Department works with numerous local sports organizations such as Minor Hockey, as well as playing a lead role in many community events like preparation and organizational requirements for the recent 2010 NL Winter Games. The Parks and Recreation Department further oversees major capital projects such as the renovations to Windsor Stadium.

The Town allocates parkland space needs based upon industry standards of a certain amount of parkland per 1,000 residents, noted as follows:

- Local parkland for neighbourhood areas, sports fields and passive recreation on basis of 1 ha of land per 1,000 residents;
- Community parkland to address community wide needs for sports fields and linear natural parks, on 1.2 ha per 1,000 resident's bases;
- Regional recreational needs for large natural areas and recreation such as golf courses, on 4 ha per 1,000 residents' basis.

From a sustainable perspective, there appears to be a need to assess the utility and function of the Town's parkland spaces, and determine priority park locations, identify less successful park areas, and determine where to best allocate future resources. It is uncertain whether a recent inventory of park space has been undertaken to assess the Town's population in relation to the amount of parkland being provided. More significant is the need to evaluate the emerging recreation requirements of local residents such as seniors moving into the community, and determine whether their active and passive park space needs are being met. Collectively, the question of developing a vision for parks and recreation in the community should be visited, and consideration for a recreational needs assessment to be undertaken. The most viable method to address these questions is to prepare a Parks and Recreation Master Plan to guide the community for the next ten years and beyond.

Parks and recreation, and open spaces, are critical building blocks to a successful and sustainable community. Much like streets and sidewalks, water and sanitary sewer lines, police and fire, and public works, parks, recreation and open spaces are an integral part of the overall municipal infrastructure. Parks and recreation lands also provide an important role in active living pursuits to address healthy lifestyles, provide for aesthetic value, serve as respite from the built environment, and in some instances preserve the natural environment. As a result, an equal level of consideration and commitment of resources is warranted to ensure effective and responsive future park areas acquisition, construction, operation and maintenance, and programming services.

In the short term, a number of the challenges that the community faces in parks and recreation as it moves in a more sustainable fashion to the future, include the following:

- Preparation of an outlined vision and supportive guiding principles to manage and plan for the community's future parks and recreation needs within a strategic plan document;
- Evaluation of current inventory of parks and recreation lands and facilities;
- Responding to the emerging recreational needs of seniors;
- Working with local groups such as the Corduroy Brook Enhancement Society and service clubs to answer the need for healthy living opportunities for local residents by completing the planned walking trail system network to the Exploits River;
- Pursuing more welcoming features, interpretative signage and amenities to provide for more convenient and enjoyable public use and access to the Exploits River;
- Addressing the inordinate amount of time, and expense, that Town staff spend mowing and attempting to maintain the local parks inventory; and,
- Assessing the apparent lack of staffing levels to address all parks maintenance requirements, and the resulting litter and poor standard of care in high use recreational areas such as the Exploits River trail park and parking area.

The following policies outline issues for consideration by Council for management of its parks and recreation assets.

POLICIES

Parkland Goal

Policy 4.2.1 Council shall strive to provide quality passive and active parks, recreation and open space opportunities and choices for local residents and visitors.

Recreation and Open Space Mapping

Policy 4.2.2 It is the policy of Council to establish the **Recreation Open Space designation** and within this designation, Council will establish the **Recreation Open Space zone**. The **Recreation Open Space zone** will have the following as **Permitted Uses**: Campground, Civic Use, Park, Recreation and Open Space; and as **Discretionary Uses**: Accessory building-shipping container, Dwelling Unit, Mineral exploration, Seasonal residential; and as **Prohibited Uses**: Commercial, Industrial; and as **Accessory uses**: Accessory Building, Advertisement and Signs, Assembly, Off Street Parking.

Policy 4.2.3 All municipal owned parks land shall be designated as Recreation Open Space (ROS) by the ICSP maps. The existing trail system and trail entry areas, and the proposed trail extensions, of the Corduroy Brook network shall be designated on the ICSP maps.

Existing Parks Inventory

Policy 4.2.4 Consider to undertake a review and assessment of the current inventory supply of all municipal owned improved park lands and facilities.

Policy 4.2.5 Consider a cost analysis review of the annual maintenance, and night time security costs, for parks and recreation lands.

Policy 4.2.6 Evaluate the status of the hierarchy of recreational needs standards for the community, in consideration of current population levels and the existing parkland inventory for each standard, as follows:

- Local and neighbourhood parks – 1 ha of land per 1,000 residents;
- Community sports fields and other – 1.2 ha of land per 1,000 residents;
- Regional recreation areas – 4 ha per 1,000 residents.

Future Parkland, Recreation and Open Space Needs

Policy 4.2.7 Consider the engagement of external expertise to prepare a Parks and Recreation Master Plan for Grand Falls-Windsor to provide direction for future parks planning.

Policy 4.2.8 Consider to undertake a comprehensive, community consultation based, park land needs assessment for Grand Falls-Windsor.

Policy 4.2.9 Recognize the health-related benefits of active living for local residents, and acknowledge that walking for exercise is the number one activity for community residents within Canada. Consider ongoing and continued work with the Corduroy Brook Trail representatives, and any impacted property owners, to proceed with the acquisition of lands to complete and construct the Corduroy Brook Trail planned extension to the Exploits River trail network.

Policy 4.2.10 Consider a longer-term goal of identifying a comprehensive walking trail system throughout the community, with provision for bicycling where feasible, on the basis of developing linkages from residential neighbourhoods to recreational facilities, community amenities and shopping locales.

Policy 4.2.11 Consider a longer-term goal of identifying a safe and connective bicycling network throughout the community, and wherever viable, have components of the bicycle system built by developers on or near to their development sites.

Policy 4.2.12 Explore the feasibility of constructing either a stand-alone indoor walking area facility for seniors, or a mixed-use facility for soccer, for year around use, particularly during the winter time. Research lessons learned from other Atlantic Canada communities who built such facilities, such as Kentville and Bridgewater, Nova Scotia.

Policy 4.2.13 Identify key locations within the community such as at the Trans-Canada Highway exits, entrance locations to the downtown areas, prominent locations in the Cromer Avenue commercial precinct, and others, for use as attractive, low maintenance decorative parks construct to enhance the appeal of the community.

Parkland Acquisition

Policy 4.2.14 Parks and Recreation staff will actively participate in residential and industrial subdivision application proposals that involve parkland acquisition and/ or parkland development construction.

Policy 4.2.15 Consider a commemorative bequeath and donations program for local residents to help fund park infrastructure amenities such as park benches and tree plantings.

Policy 4.2.16 Explore discussions with the Province on the potential cost sharing opportunities to develop trail networks and recreation opportunities within the forested lands to the north of the urban area.

Parkland Development

Policy 4.2.17 Consider the development of new parkland equipment standards to meet the needs of residents of all age groups.

Policy 4.2.18 Engage residents from adjacent neighbourhoods for their input on park design whenever a new park is to be developed. Utilize Crime Prevention through Environmental Design principles in the design of parks and trail systems.

Policy 4.2.19 Preserve natural views, public vistas, and view corridors throughout Grand Falls-Windsor.

Policy 4.2.20 Consider the requirements of disabled and other special needs persons when planning for parkland and recreational amenities. This includes provision for hard surfaces for wheelchair access, ramp access to recreational buildings, larger and automatic entry entrance doors and other needs.

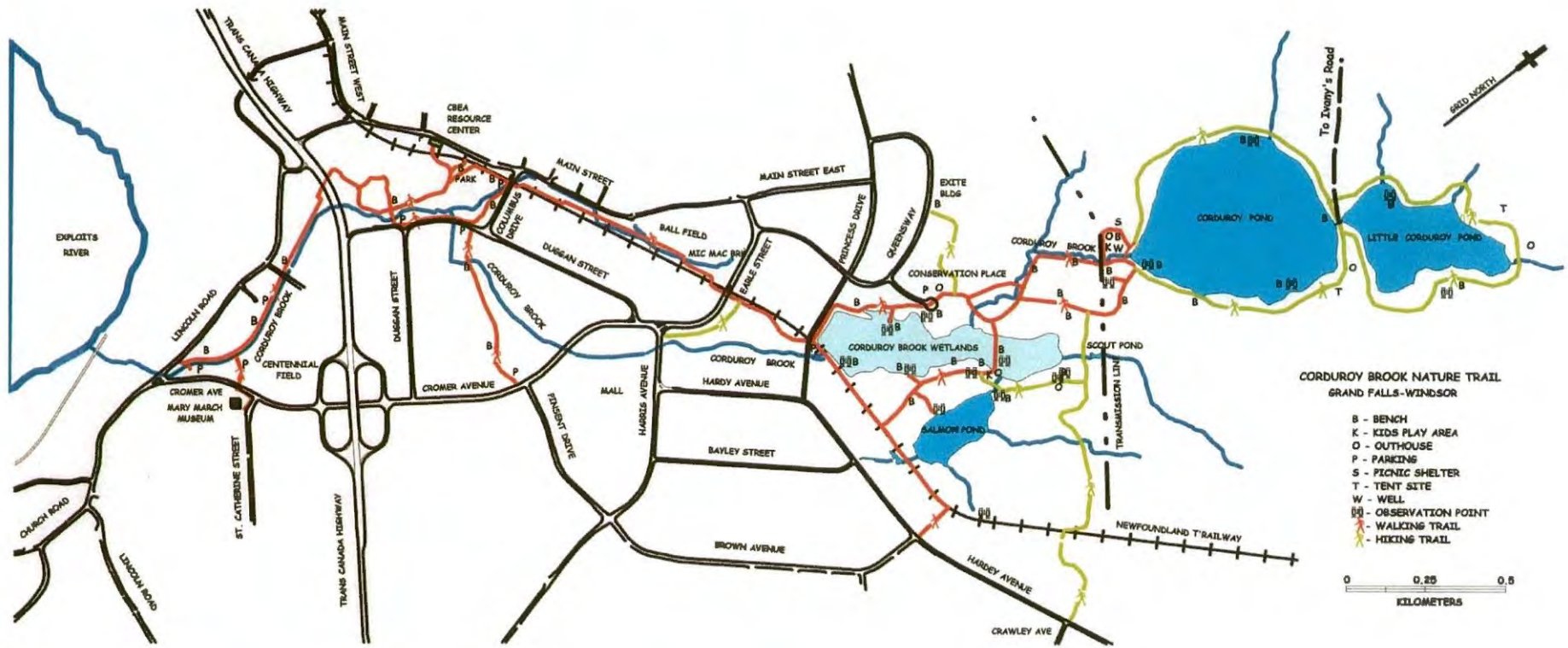
Policy 4.2.21 The Town may undertake the planting of trees at all municipal park sites and amenity locations. Street trees planted within residential areas shall be the maintenance responsibility of the adjacent property owner.

Policy 4.2.22 Explore discussions with local user groups to develop trails use policy for All Terrain Vehicles and other motorized vehicles on predominantly pedestrian use trails.

NL T’Railway Provincial Park

Policy 4.2.23 The NL T’Railway Provincial Park, including the ‘trade-off between the railbed and Town trail’, will be shown on the Land Use Zoning map of the Development Regulations, and the regulations will indicate that the Parks Division is responsible for management of the park and issuance of permits for use of the trail and/or roads crossing the park.

Map 1 - Corduroy Brook Nature Trail



4.3 HERITAGE AND ARCHAEOLOGICAL ASSETS

Grand Falls-Windsor's identity is intrinsically linked to its history. Understanding local history and heritage, and the relationship between the community's past, present, and future, can enhance local residents' attachment to the community and contribute to their sense of place.

Heritage has typically been viewed solely in terms of older buildings in the community that have some link with an important person or group. However, a more comprehensive view of local heritage encompasses varied protected archaeological sites particularly adjacent to the Exploits River, the historic cemetery, the Exploits falls where the Town derives its name, some of the original transportation routes through the community, including the abandoned railway line and the Exploits River, industrial mill buildings, and the initial residential neighbourhoods that the Garden City Movement concept of Ebenezer Howard helped to shape. The degree to which a local government commits to heritage preservation, heritage interpretation and community celebration is an indication of its enthusiasm to embrace the past as it moves towards the future.

Grand Falls-Windsor possesses a rich historic past. The Town Hall is a heritage building and others close-by on Church Road and vicinity area, have stories to tell as well. Abandoned school buildings beg the question of what to do next?

The following issues discussion helps to clarify a potential heritage direction for the community.

- The benefit of old buildings is that they add beauty and depth to our local landscape. They make Grand Falls-Windsor more distinctive and memorable to visitors.
- If there is agreement that older buildings make a positive contribution to Grand Falls-Windsor, what are the Town and local residents prepared to do?
- While it is acknowledged that not every heritage building can be saved and preserved, how do we decide which buildings should be protected?
- Does it make sense for the Town to enact heritage protection regulations?
- What limitations are we prepared to impose on the rights of private property owners of heritage buildings and properties?
- If we wish to insist on keeping our heritage buildings, is the Town prepared to financially commit to saving such buildings, when there are so many other priorities needs in the community?

A community's heritage and its older buildings are an important resource. They help to distinguish Grand Falls-Windsor as unique when compared to other places. With heritage building demolition, a key economic driver is lost as heritage attracts tourists. According to the

Canadian Tourism Commission, there are 34.5 million American and 2.5 million Canadian 'heritage tourism enthusiasts. A huge part of the evolving nature of the very competitive tourism market is to focus on the customer and provide the experiences they are seeking. At times, this will entail community investment in tourism assets.

In other words, heritage has sustainable linkages to the local economy, and to the social pillar of sustainability, in the manner it helps to define the sense of place.

An additional heritage asset within the Town relates to archaeological sites. While the location of these sites cannot be made public according to the Provincial Archaeologist, the Town has been provided the locations for reference for future development. Additional protected archaeological sites, while not as well defined, are located along the banks of the Exploits River.

All land or building developments proposed to be located on or adjacent to these protected sites, particularly for any development near the Exploits River, are to be submitted early in the development plan stage to the Provincial Archaeology Office (PAO) for review. No ground breaking is to occur on any property with a protected archaeological site without referral to the PAO.

The following policy statements provide options for Council's consideration of local heritage and archaeological assets.

POLICIES

Heritage Inventory and Archaeological Sites

Policy 4.3.1 Consider the preparation of an inventory listing of all local heritage resources buildings, places and properties, including important view corridors to the Exploits River. The identified archaeological sites within the Town, particularly adjacent to the Exploits River, shall be protected, and where any land and/or building development is proposed on or adjacent to these sites, the proposal shall be first referred to the Provincial Archaeology Office for review.

Heritage Legislation

Policy 4.3.2 Consider an invitation to a staff member from the provincial Heritage Branch to give a presentation to Council on provincial heritage legislation, and provide case study examples of what other communities in the Province have been able to achieve with heritage preservation. Similar consideration should be extended to invite a representative of the PAO to meet with Town Council and staff for the purposes of more succinctly identifying the locations of the varied protected archaeological sites within the Town, and to outline consideration options for management of the local archaeological sites

Policy 4.3.3 After consultation with the Province on heritage and archaeological management options, opportunities and limitations, consider the Town's preferred direction.

Community Initiatives

Policy 4.3.4 Explore opportunities to develop partnerships with local heritage groups and organizations.

Policy 4.3.5 Continue the practice of naming new streets in residential and other subdivisions after historic pioneers of the community by formalizing a Street Naming Policy with a listing of all new street names to originate from one of three residents' groups, as researched by archives persons at the local museum, as follows:

- Early pioneers of Grand Falls and of Windsor;
- Native sons and permanent residents who were killed in either World War I or II, or other Canadian military involvement abroad;
- Prominent local residents who made a significant and lasting contribution to the community.

Policy 4.3.6 Develop a listing of local heritage design features and elements for consideration by area builders and contractors in constructing new homes and structures.

Policy 4.3.7 Explore discussions with the local school district on the possible re-use of abandoned schools; potential re-uses may include community centre, artist work studios and gallery space, small office business start-up space, community kitchen, retail setting for local crafts and preserves, internet access center, and youth hostel – governance issues to be separately discussed.

Policy 4.3.8 Consider the inclusion of Council discussion of heritage resources with arts and culture issues of the community, and evaluate the merits of an Advisory Committee to Council of arts, culture and heritage resources.

4.4 HEALTH CARE SERVICES

Grand Falls-Windsor has had an intimate connection with excellent health care services since 1909 when the first local hospital opened. Today, the local Central Newfoundland Regional Health Care Centre represents the third largest hospital and care facility in the Province. It provides extensive medical services to a region of an estimated 110, 000 residents. The facility is also a significant engine of growth for the community in the employment of over 600 staff. Other health care providers in a community include medical offices of doctors and dentists,

group homes for persons with emotional or physical disabilities, and congregate care homes for seniors.

While the hospital site is deemed to be a Public Use designation, the more local based health care services and programs are to be viewed as minor institutional uses that should be integrated as a permitted use throughout the community in varied commercial, downtown and residential locations.

From a sustainability perspective, encouragement of active living through proper food choices and creating local opportunities for exercise and recreation are important issues for local residents so as to avoid future health issues of diabetes, cardiac failure and obesity. The ICSMP attempts to create a healthy community environment in Grand Falls-Windsor where the opportunity to walk and be active in each neighbourhood is possible, through a more economically efficient and connective compact model of residential growth. Within the commercial areas, more attractive streetscape design is encouraged in part, to make commercial locations more pedestrian friendly and thereby encourage individuals to exercise more. Continuous and connective pedestrian walking trails through natural areas, and linking up with community recreation facilities and amenities are viewed as significant new mobility options for all residents, particularly seniors. The following policies will provide a framework to attention to implement these objectives.

POLICIES

Land Use Designation

Policy 4.4.1 The ICSMP maps shall designate the local hospital facility and property as Public Use. Existing schools, colleges, churches, government and civic buildings, cemeteries and other such civic uses shall also be designated as Public Use.

Policy 4.4.2 Future Public Use facilities should be located throughout the community in accordance with following siting criterion:

- Proximity of the site to arterial and collector roads for traffic circulation;
- Compatibility of the site with the surrounding neighbourhood;
- Site on corner property, not mid-block, within a residential area;
- Minimum parcel size of 929 m² for urban area locations, and 0.6 ha for non-urban sites;
- Proposed site and landscape design; and,
- Parking lot layout, circulation, and safety of access/ egress locations.

Policy 4.4.3 Cemeteries are intended to be preserved exclusively for cemetery use.

Healthy Community

Policy 4.4.4 In consideration of the objective to become a more active and healthy community, explore policy direction and potential funding information for local pedestrian trail development from the Provincial Active, Healthy Newfoundland and Labrador organization.

Meeting with Health Care Board

Policy 4.4.5 Continue information sharing meetings with the Central Newfoundland Regional Health Care Board to discuss potential building expansion plans on their site, the issue of 'aging' in the community and the need for senior's care facilities, and the concept of developing a partnership to discuss Grand Falls-Windsor becoming a more 'healthy community'. Develop a shared vision for a healthy community and develop joint strategies to achieve them.

4.5 EDUCATION RESOURCES

An educated workforce is critical to sustainable economic performance of a community. Grand Falls-Windsor possesses superior access to education from elementary school to College diploma. Municipal records indicate the Town has the following schools and colleges:

- Three lower level and elementary schools;
- One intermediate and one high school;
- College of the North Atlantic (full time and part time students);
- Two smaller colleges, Keyin and Corona.

There are over 2,400 students estimated to be enrolled full time in local schools and colleges, with approximately another 300 students attending part time educational and retraining programs. Statistics Canada data revealed that in 2006, over 45% of the local population pursued education after high school; this is a level that is slightly higher than the provincial average.

From a local government perspective, the local educational system is viewed as an important asset to the community. Recent announcement of funding for enhanced trades and apprenticeship training at the College of the North Atlantic fits well with the community's economic development goals for a skilled local labour force. The challenge for the local economy and businesses is to be in a position to take advantage of the new skills being acquired, through development of local jobs.

POLICIES

Educational Partnership

Policy 4.5.1 Council supports local educational schools, colleges and facilities, and will continue to work as community partners in helping to achieve their current and future needs

and requirements. Council may schedule an annual information sharing meeting with representatives from the local School Board, the College of the North Atlantic, and other education providers in the community.

Policy 4.5.2 Continue to pursue, explore and address the housing needs for local students.

Policy 4.5.3 Consider the development of working partnerships among government, businesses, social agencies, non-profit groups, local colleges and others to pool their knowledge, resources, skills and services to address and develop lifelong learning opportunities to all Grand Falls-Windsor residents.

Long Term Vision

Policy 4.5.4 Discuss the concept of exploring an enhanced post-secondary school university presence in the community.

4.6 COMMUNITY UNITY, SAFETY AND SECURITY

This Section discusses the two distinct issues of community unity within Grand Falls-Windsor, and the safety and security aspects of the community.

Community unity in Grand Falls-Windsor is excellent; the Town is fully integrated as one municipal unit. There remains a sentiment with some local residents however that the two individual historic communities of Grand Falls in the south, and Windsor to the north, still exist as separate Towns. Certainly, the physical presence of the Trans-Canada Highway bisecting the community reinforces this concept. To solidify unity and to ensure the community is working towards shared goals, Council wishes to explore a number of ongoing initiatives.

Safety and security management in Grand Falls-Windsor is provided by the district detachment of the RCMP, based in Grand Falls-Windsor, by the local fire department, and by emergency response services.

The following policies support the sustainable objective of encouraging more unity throughout the community, and providing for the safety and security of all local residents.

POLICIES

Community Unity Initiatives

Policy 4.6.1 Coordinate land use planning designations in a complimentary manner on both sides of the Trans-Canada Highway to create a more compact sense of community.

Policy 4.6.2 Consider implementation of a new brand and image for the Town that promotes the concept of one community and instills community pride.

Policy 4.6.3 Consider the development of a consistent community signage program to be installed throughout Grand Falls and Windsor so as to reinforce the concept of one community.

Policy 4.6.4 Explore opportunities to organize varied community events throughout the entire 12 months of the year in locations both south and north of the Highway.

Policy 4.6.5 Consider opportunities for public investment in the Main Street downtown area for public use buildings and other initiatives as a means to show local confidence in this downtown location, and as a means to convey that not all new development is being expended in the High Street area.

Policy 4.6.6 Proceed with discussions to design and produce a formal Town flag for Grand Falls-Windsor.

Land Use Designations

Policy 4.6.7 The RCMP detachment office and property, and the fire department location are to be designated as Public Use on the ICSMP maps.

Police and Fire Community Partnerships

Policy 4.6.8 Explore the feasibility of local RCMP, and Municipal Police enforcement, working with residential neighbourhood and business organization groups in varied community crime prevention programs such as Citizens on Patrol, Block Watch and the Auxiliary Constable program.

Policy 4.6.9 Consider the involvement of the RCMP in the review of development application proposals as necessary, from the perspective of Crime Prevention through Environmental Design.

Policy 4.6.10 Include fire department representatives in the review of land use development applications where necessary, to provide input on fire life safety issues in developments such as subsidiary apartments and higher density residential; adequate primary and secondary, circulation aisles for fire vehicle access to, and egress from, new development sites; and provision for proper placement of fire hydrants with new and expanded developments.

Policy 4.6.11 Support the continued and expanded involvement of the RCMP and the Fire Department in community education and awareness programs such as crime prevention, fire prevention and emergency preparedness.

Policy 4.6.12 Involve the local fire department in the potential preparation of the rural area Interface Fire Hazard Plan.

Policy 4.6.13 Continue to work with public safety organizations to ensure emergency coordination plans are in place and current, and mock emergency preparedness exercises are held a minimum of once every two years.

Safe Street Lighting

Policy 4.6.14 Ensure that street lighting and lighting for public places are adequate to provide for public safety and a sense of security.

Community Visibility

Policy 4.6.15 Support the more visible police presence within the community through the promotion of regular police foot patrol through selected areas such as the Exploits Valley Mall, and by bicycle on pedestrian routes such as the Corduroy Brook Nature Trail.

Service Levels

Policy 4.6.16 Work with police and other emergency service providers to ensure that community needs of 24-hour coverage, 9-1-1 service and other public safety issues are met.

4.7 CULTURAL SUSTAINABILITY AND THE ARTS

Planning Objective

- To enhance local community identity through cultural and arts resources.

“Arts and cultural activities are at the heart of communities – they make communities more attractive places to live, they help bring a community to life, they define a community’s unique characteristics, they attract tourists and they help communities compete economically.”

The Canada Council for the Arts

“People want to live and work in vibrant communities filled with creative people and educational opportunities. An active arts and cultural life in a community draws members of the creative class to it. Thus, not only for quality of life reasons but also for hard-nosed economic motives, it is important to

support a vibrant arts and cultural life in communities in order to attract talented people and companies to power the economies of those communities."

Richard Florida, *The Rise of the Creative Class*

Statistics Canada defines 'culture' as "creative artistic activity and the goods and services produced by it, and the preservation of human heritage."

Municipalities are increasingly recognizing the importance of arts and cultural activities as contributors to the social and economic health of their communities. To realize and capture these community benefits, and by understanding the significance of the integration and linkages of the local economy to arts and culture, many local governments are increasingly becoming involved in the facilitation and delivery of arts and cultural services. The cultural pillar of sustainability in the context of Grand Falls-Windsor will be explored within this Section of the ICSMP.

4.7.1 LOCAL SETTING

Arts and culture are multi-faceted and includes the following:

- Assets such as libraries, archives and museums; and,
- Pursuits such as arts education and production in the performing arts, visual arts, literary arts, craft, design, film and video, broadcasting, live musical performances and sound recording.

Locally the delivery of arts and culture is provided by varied non-profit groups such as the Another Newfoundland Drama Company and facilities such as the Gordon Pinsent Centre for the Arts, the Mary March Regional Museum, the Logger's Museum, the local library and a diversified mix of other community groups and organizations. During the spring and summer months, the community is very active in a number of festivals, music concerts and special events that become the annual anchors of the local tourism sector.

What appears to be occurring however is that a number of individual organizations and facilities coordinate their own programming, without an overall arts and cultural vision, or sense of direction for the community? This approach provides a level of success for tourism interest, adds to community pride and contributes to local economic development, but does not fulfill the mandate of creating and establishing an ongoing sense of place for Grand Falls-Windsor, and realizing potential maximum benefits for the local tourism sector.

Previous policy discussion within the ICSMP has identified the need for Grand Falls-Windsor to evaluate the type of community it is developing, and consider creating a more compact model of growth where housing is closer to the urban core and is more affordable, where future

commercial developments will be designed in a more attractive manner to improve streetscape appearance, where greening of the community will become more prominent through enhanced landscaping and attention to preservation of natural areas, where walking and connective trails will add another choice of mobility for local residents, and where the community will evolve more into a place where people will want to be.

The role of arts and culture in the community can also significantly contribute to developing a new sense of place for Grand Falls-Windsor. The following policy considerations discuss some alternatives available to the community.

POLICIES

Land Use Designations

Policy 4.7.1.1 The cultural and governmental offices, and area schools, in the Lincoln Road and Cromer Avenue area are to be designated as Public Use on the ICSP maps.

Arts and Cultural Actions

Policy 4.7.1.2 Consider opportunities to highlight the local multi-cultural character of the community by involving local visible minority individuals in new cultural events. A multi-cultural 'ethnic foods day festival' could be held at a downtown street location that would be closed for the day's event.

Policy 4.7.1.3 Recognize the value of local aboriginal community and their cultural diversity.

Policy 4.7.1.4 Work with the local school representatives, community groups and other interested parties to develop arts and cultural programs for the schools, for youth and others.

Policy 4.7.1.5 Consider a term of reference for developing a Public Art Program that would include the management of mural paintings on building walls throughout the community, and the development for public display of public art pieces with new land developments in the community.

Policy 4.7.1.6 Provide permitted uses for working artists and studio space in the downtown business areas, and market opportunities for associated arts businesses such as galleries, picture framing businesses and local first nations wood carvings.

Policy 4.7.1.7 Provide opportunities in the Development Regulations that will facilitate NL and other artists to settle in Grand Falls-Windsor and build businesses, and establish strong arts and cultural linkages in the community.

Policy 4.7.1.8 Facilitate higher levels of immigration to Grand Falls-Windsor to strengthen the multi-cultural character of the community, and to strengthen the local economy. Consider the establishment of a Sister-City relationship with a similar sized international local government and community.

5.0 ENHANCING MOBILITY CHOICES AND PROVIDING FOR INFRASTRUCTURE

5.1 ENHANCING MOBILITY CHOICES

Sustainability seeks to achieve an integrated transportation system within urban communities to provide for equitable and safe mobility choices for varied users from seniors and the elderly, to children, disabled persons, cyclists, pedestrians and motorists. The reality is that there are conflict and local government capacity issues in trying to move towards an enhanced mobility and transportation network. Cyclists seek safe bike routes, while drivers are not used to sharing the road with cyclists - they want to get from point A to B as efficiently as possible, and find a parking space once they get to the destination.

Pedestrians seek safe walking routes with well-marked crosswalks, and sidewalks that have a grass area separation area to the road curb, disabled persons want curb let-down areas and fair access to mobility options, transport trucks want to get to the highway, and fire trucks need quick access to all roadside buildings.

Despite the diverse aspirations of users of community streets, land use planning and engineering design has traditionally tended to focus on the needs of the automobile over other users. The intent of a more sustainable system of moving people within a community is not to make streets less accommodating for cars, but rather, to actively consider the needs of all users.

In Grand Falls-Windsor, it will be difficult to address and fund some of the challenges in achieving an integrated transportation system that reflects the principles of sustainable development. Some of these challenges include a population density that is too low to make transit use viable for a full municipal system, an existing road network that contains no provision for bike lanes, challenging hillside topography on the south side of the community and the Trans-Canada Highway dividing the Town.

As with other aspects of sustainability, change must be seen as unfolding over the short term and mid to longer range future. By establishing a shared sustainable direction for the future, changes can occur over time as the community evolves. In the short term, as new roads are built within new development areas, provision can be made to amend current engineering standards to allow for sidewalk ramps and curb let-downs at intersections for disabled persons, to install 1.5 meter wide bicycle lanes, to build wider sidewalks that are separated from the curb by a landscaped grass boulevard strip with trees, and to consider innovative roadway improvements such as roundabouts. Over time, the incremental changes of new developments, integrated with

ongoing retro-fit roadway changes within existing areas, will change the character of the transportation system and provide for more mobility choices.

The discussion that follows outlines policy considerations for an enhanced mobility system.

POLICIES

Mobility for the Bicycle

Policy 5.1.1 Consider the amendment of the subdivision standards for development of new roads to provide for a 1.5-meter-wide bicycle lane on both sides of the road, wider sidewalks with grassed strip and street trees to the curb, and curb let-downs at intersections.

Policy 5.1.2 Identify existing roads where bicycle lanes of a 1.5-meter width may be able to be accommodated.

Policy 5.1.3 Wherever site conditions permit, consider the construction of shared walking and bicycle lanes of a minimum 1.8-meter width.

Policy 5.1.4 Consider provision for both a designated system of on-street and off-street bicycle routes as well as more informal, recreation-oriented bicycle uses on trails, NL T'Railway Provincial Park, abandoned railway beds and other rights-of-way.

Policy 5.1.5 Within commercial, industrial, comprehensive development and public use developments in excess of 2,787 m² of building area size, and multi-unit residential developments, through provision of bicycle support facilities such as bicycle racks and bicycle storage.

Promoting Walking

Policy 5.1.6 In land use projects in Grand Falls-Windsor promote compact residential development and mixed uses near to the urban core of the community, and which enable more residents to choose to walk rather than relying solely on auto use.

Policy 5.1.7 Consider the pedestrian, especially with the increasing number of seniors moving to the community, and their propensity for walking, when reviewing new subdivision developments.

Policy 5.1.8 Develop of a comprehensive system of pedestrian walking routes throughout the community on both the sidewalk system and connecting to trail systems, and to community amenity and facility locations.

Sidewalk Design

Policy 5.1.9 Utilize the Five-Year Capital Plan of the engineering department to plan and budget for sidewalk upgrades.

Policy 5.1.10 Adopt design standards that provide for improvements to the pedestrian network for persons in wheelchairs and for visually impaired persons, including all access ways to public buildings, and for all pedestrians, provide for a grassed separation area with street tree plantings, between the street curb and the edge of the sidewalk. Wherever feasible, adopt a larger landscape buffer between sidewalks and roads as evident on Harris Avenue

Policy 5.1.11 When designing connective pedestrian linkages between parks, schools and other community facilities within new single-family residential subdivisions, utilize Crime Prevention through Environmental Design principles.

Policy 5.1.12 Consider a review on an annual basis of the need for pedestrian crosswalks at key community locations such as near schools, playgrounds, sports facilities, churches and commercial areas, and on arterial and collector streets, to be clearly painted and signed. No adjacent parking area spaces should be sited closer than 6 meters to pedestrian sidewalks, where feasible.

5.2 PROVIDING FOR INFRASTRUCTURE

The provision for infrastructure services of the local road network, for municipal drinking water, sanitary sewer service and stormwater management is an expensive and challenging requirement for the Town of Grand Falls-Windsor. Businesses, local residents and others in the community have come to expect progressive improvement and expansion of the services provided. The benefits of infrastructure are not only expected, they are often taken for granted. A well-maintained road system, abundant water on demand, and efficient land drainage during any storm situation are indicative of expectations.

To provide for sustainable local infrastructure services, demands need to match the service and financial capabilities of the Town. Much of the Town's infrastructure near the High Street area is aged, and will require replacement over time. In other locations, the downstream capacity of the system needs to be assessed to determine whether a planned new development can be accommodated without system upgrades. Accordingly, the wisest growth pattern to follow is one which maximizes service from existing infrastructure.

Regular maintenance is also required to extend the life of the existing infrastructure network. Capacity losses in the system can still occur, noted as follows:

- Water losses in a distribution system can happen when a water main leak;
- Cracks in the sewer lines can result in groundwater infiltration;
- In a storm event, undersized storm water systems can exceed capacity, overflow and cause significant damage; and,
- Road surfaces can deteriorate when a lack of regular resurfacing does not occur.

The Town of Grand Falls-Windsor manages its infrastructure base through the practice of identifying a Five-Year Capital Plan where all priority projects for new and expanded infrastructure systems, upgrades and replacements to the existing network, and ongoing maintenance programs, are identified and budgeted. The infrastructure works programs are then assessed on an annual basis. It is acknowledged by Council that local circumstances may change, and items identified on the Five-Year Capital Plan may need to be shifted to permit more immediate system works.

The discussion in this section of the Plan will address each of the four primary infrastructure services of the municipal road network, water, sanitary sewer, and stormwater management. Waste management and alternative energy systems will also be briefly highlighted. To commence, general provisions are outlined.

5.2.1 GENERAL PROVISIONS

There are a number of management conditions that apply to all infrastructure systems, noted in policy as follows:

POLICIES

Policy 5.2.1.1 The Town shall maintain a current and up to date Five Year Capital Plan to identify all infrastructure works and projects, with budget costs, for the next five-year period. The Five-Year Capital Plan shall be annually reviewed and updated by Council.

Policy 5.2.1.2 The Town shall consider implementation of a Fifteen Year Capital Plan to identify all planned capital projects, purchases, expenditures and sources of revenue to fund the works, for all municipal departments. The Fifteen Year Capital Plan shall be reviewed annually and adjusted as necessary.

Policy 5.2.1.3 All new land development projects should be located on existing services, to maximize the efficiency of the current infrastructure, and to minimize the need for new infrastructure.

Policy 5.2.1.4 New developments that require infrastructure extensions shall be reviewed from the perspective of the existing capacity of the downstream system. Where system deficiencies exist, even in the circumstance of an existing road being inadequate to meet the demand to be generated from the new development, the developer shall pay for the cost of the offsite deficiency, or the development shall otherwise be deemed as premature.

Policy 5.2.1.5 All municipal infrastructure works, and associated equipment such as pumping and lift stations, water towers, radio antennae and storage facilities, and all municipal buildings and offices, shall be considered permitted uses in any designation within the Town, as defined and managed by the Development Regulations, and are to be designated as Public Use on the ICSP maps. Council may choose to hold a Public Information meeting on any proposed municipal infrastructure or building facility in advance of their development.

5.2.2 MUNICIPAL ROAD SYSTEM

POLICIES

Road Hierarchy System

Policy 5.2.2.1 A road hierarchy system of 'local' roads to service residential subdivisions, 'collector' roads to distribute traffic from the smaller local roads through the community to the higher level of roads, and the primary 'arterial' roads that quickly move traffic both internally and externally shall be established, as generally shown by the road hierarchy identified by ICSP Map 6.

Road Projects

Policy 5.2.2.2 Ongoing repaving, maintenance and upgrade of the local road system shall be identified and budgeted within the Five-Year Capital Program for capital improvements.

Policy 5.2.2.3 Council shall continue to place priority on completion of the arterial ring road to facilitate efficient truck traffic.

Policy 5.2.2.4 Consider organization of a meeting with the Province and federal representatives to discuss the community needs in relation to the Trans-Canada Highway. These include access issues, aesthetic issues and long-term objectives.

Road Design

Policy 5.2.2.5 Consider distinctive road design features for the road system such as the use of roundabouts traffic circles at the west end of the High Street downtown, at the Union Street intersection; boulevard treatment and landscape features in prominent locations such as the Cromer and Harris Avenue commercial areas; entrance lanes to the community from the Trans-Canada Highway; and neighbourhood entries.

Policy 5.2.2.6 Minimize the number and location of new road crossings over watercourse locations, and assess potential impacts where a crossing is required, early in the road design process.

Policy 5.2.2.7 Consider alternative roadway design for narrower streets and use of varied sidewalk and landscape treatments for case specific compact lot proposals (i.e. seniors and young adults housing) to achieve housing affordability goals.

Policy 5.2.2.8 To achieve automobile speed and volume reductions, and to control shortcutting through residential neighbourhoods, consider the use of traffic calming measures.

Policy 5.2.2.9 Consider the implementation of a notification practice to local neighbourhoods when Public Works infrastructure works projects will impact them.

Traffic Study

Policy 5.2.2.10 Development proposals for large and higher density land use projects may be required to have a traffic impact study prepared and submitted to the Town for review, as part of the process for considering development applications.

Parking and Loading Areas

Policy 5.2.2.11 All land use developments are to provide parking and loading spaces in accordance with the requirements of the Development Regulations.

Policy 5.2.2.12 Paved parking areas are to include landscape design elements to soften the impact of the hard surface on the site layout. Within commercial parking lots, raised pedestrian sidewalks with shade trees, rest benches, refuse containers and lighting shall be incorporated as part of the site design, so as to safely circulate shoppers from the automobile to the commercial stores.

Policy 5.2.2.13 Parking areas of development sites adjacent to residential areas shall provide landscape separation and fencing, where deemed required to minimize glare from automobile lighting.

Policy 5.2.2.14 Lighting for large parking areas, including at industrial sites, shall not cause light pollution and glare to surrounding properties.

Small Cars

Policy 5.2.2.15 Consideration for small car parking spaces, which are smaller in area dimension size than typical parking spaces, for up to 25 % of all required parking spaces on sites with 20 or more parking spaces, will be defined within the Development Regulations.

Off-Road Vehicles

Policy 5.2.2.16 Council shall explore options to minimize and/ or restrict the proliferation of use of off-road vehicles within the built-up area of Town.

5.2.3 MUNICIPAL WATER SYSTEM

The municipal water system originates from Northern Arm Lake; this plentiful supply is lifeblood to future sustainability in the community. The Town shares the system with the neighbouring community of Bishop's Falls.

Environmental management to prevent pollution at the source of supply, and ongoing monitoring and repair of the delivery system, serve as the central protective measures to assure water quality. The Town also operates a water treatment facility based upon chlorine gas infusion. Recent federal funding was received to upgrade the treatment facility. Conservation measures during peak demand periods in the summer also benefits supply. Regular maintenance and inspection are ongoing to service and extend the life of the system.

The Town water system, with sewer servicing, is also a valuable revenue source for the municipality. Anticipated user fee revenues in 2010 of \$2.6 million, from the water and sewer utilities, represent nearly 43% of the revenues projected to be generated from property tax.

POLICIES

Policy 5.2.3.1 Water system capital projects are to be identified within the Five-Year Capital Plan, and updated annually.

Policy 5.2.3.2 A regular maintenance, inspection and water quality testing program, and associated record keeping, of the water system will be undertaken to address the following:

- Cycling all mainline valves;
- Leak detection;
- Flushing of hydrants, dead end lines and low points;
- Cross-connection control program;
- Cleaning problem areas identified during the flushing program; and
- Water quality testing.

Policy 5.2.3.3 When considering water main extensions, the objective will be a looped system whenever possible.

Policy 5.2.3.4 All land use developments located within the designated serviced areas shall be serviced with Town water and sewer at time of site development, and where the development pays all costs associated with the service.

Policy 5.2.3.5 All lots created through subdivision in areas without Town water shall provide proof of a proven water supply of sufficient quantity and quality to meet the Guidelines for Canadian Drinking Water Quality.

Policy 5.2.3.6 Water main and system distribution line breaks and failures that have the potential for water to enter the storm water system and outflow into fish habitat areas, shall be coordinated with the Department of Fisheries and Oceans.

Policy 5.2.3.7 The Fire Underwriters will be requested to carry out new surveys of the municipal water system on a regular five-year basis.

Policy 5.2.3.8 To add artistic flair and community pride, the Town shall explore the concept of engaging local groups and organizations to paint all fire hydrants in the community in accordance with specified guidelines and color schemes.

5.2.4 MUNICIPAL SANITARY SEWER SYSTEM

The Town sewer system, and municipal water, is regulated by the Town's Water and Sewer System Regulations. The Regulations detail items such as the size of service lines, service connection requirements, and customer responsibilities. The sewer system is based upon collection lines delivering the effluent to an aerated lagoon site located to the south of Scott Avenue. The Exploits River serves as the receiving system of the treated effluent.

POLICIES

Policy 5.2.4.1 Sewer system capital projects will be identified within the Five-Year Capital Plan, and updated annually.

Policy 5.2.4.2 Priority for sewer system upgrades shall be afforded to the High Street area, where the oldest infrastructure exists.

Policy 5.2.4.3 Sewer system extensions for new development shall strive to be gravity flow based, so as to not involve additional infrastructure such as pumps that would entail subsequent ongoing municipal maintenance and servicing costs.

Policy 5.2.4.4 The Town shall support Bishop's Falls in their efforts to secure a sewage treatment system so as to cease the current raw sewage outfall to the Exploits River.

5.2.5 MUNICIPAL STORM WATER MANAGEMENT

From a sustainability perspective, how a community manages its rainwater represents opportunities to reduce the amount of storm water runoff flowing into natural area water systems. The traditional issues of storm water pertained to managing drainage and flood management. Emerging objectives are to reduce base flows and to minimize the impacts of drainage water, with all its collected oils and residue, flowing, and in some instances surging, into fish habitat areas.

The greatest opportunities for managing rain water reside with how new developments are designed and function. Representative 'best practices' for managing storm water include some of the following:

- Reducing the extent of impervious areas of roads, driveways, and roof tops in new developments;
- Advancing opportunities for infiltration of rain water into the natural ground where it is received;
- Holding back collected storm water in vegetated water containment detention ponds, and controlling release flow;
- Moving towards a concept of 'no new net flow' when new land developments occur.

Within Grand Falls-Windsor, the Corduroy Brook wetland area is representative where uncontrolled storm water discharges from the adjacent urban areas can cause natural area damage. Often basic maintenance of ensuring storm catch basins are functioning properly and removing debris from culverts are not enough to control flow and manage storm water. To

explore varied options, one of the policy recommendations that follow identifies the need for a community wide Stormwater Management Plan.

POLICIES

Policy 5.2.5.1 All storm sewer system capital projects shall be identified within the Five-Year Capital Plan, and updated annually.

Policy 5.2.5.2 Consider the preparation of a comprehensive Stormwater Management Plan, in accordance with best management practices.

Policy 5.2.5.3 New developments are not to have an adverse impact on downstream sections of the storm sewer system. All new land developments should consider incorporating rainwater management techniques, where feasible, to reduce the amount of storm water flowing from the area as a result of the new development

Policy 5.2.5.4 Maintenance program items for the storm sewer system shall include the following items:

- Annual catch basin cleaning;
- Flushing of lines;
- Manhole inspection and repairs;
- Clearing debris from large diameter culverts, outfalls, and overflow structures;
- Ditch cleaning and maintenance in unenclosed storm water systems; and
- Record keeping of maintenance programs shall be completed.

Policy 5.2.5.5 Consider an initiative to prepare, complete and implement the results of a potential Storm Drainage Study for the Corduroy Brook drainage area to help manage storm events in excess of five years.

Policy 5.2.5.6 Maintain environmental partnerships with local stewardship groups to help manage the storm water system.

Policy 5.2.5.7 Undertake environmental education of rainwater management practices that residents may perform at home, when feasible.

Policy 5.2.5.8 Local businesses should reduce the extent of their site paved surface in favor of landscape areas to promote natural absorption of rainwater.

Policy 5.2.5.9 Allow options to engage the youth of the community to help paint 'fish' on the grates of catch basins to educate the community where storm water ends up.

Policy 5.2.5.10 Developers with a large paved parking area may be required to prepare a storm water discharge plan, and provide for oil interceptor plate technology within the catchment system to filter oil and other petrochemical residue from the parking areas.

Policy 5.2.5.11 In urban areas with open ditches, conduct regular roadside mowing of the ditch areas for aesthetic reasons and to manage water flow.

Policy 5.2.5.12 New storm water outfalls shall only be considered in consultation with provincial and federal authorities.

5.2.6 WASTE MANAGEMENT

Waste management for the Town of Grand Falls-Windsor is part of the Central Newfoundland Waste Management (CNWM) system and the facility is located in Norris Arm North. There are varied opportunities available to improve the waste stream generated by residents and businesses of the Town through waste reduction and recycling education, and at the other end of alternatives, a more stringent two bag limit of refuse per household per pickup and mandatory household recycling and composting. As the community moves into a more sustainable future, these enhanced waste reduction strategies will be implemented by the CNWM.

POLICIES

Policy 5.2.6.1 Continue to provide for waste disposal and in conjunction with the CNWM, educate users to reduce the amount of household and business waste through enhanced local waste reduction and recycling.

Policy 5.2.6.2 Initiate strategies to identify and establish targets for waste reduction, re-use, and recycling.

Policy 5.2.6.3 Explore options to relocate the community compost facility from its existing location to the south of Scott Avenue to a less visible community site.

Policy 5.2.6.4 Provide for additional refuse and recycling receptacles at prominent locations and throughout the community. Provide opportunities for local businesses, including takeout food services, to more actively promote waste management and recycling.

Policy 5.2.6.5 Prohibit the disposal and processing of hazardous waste in Grand Falls-Windsor.

Policy 5.2.6.5 Land development at or within the 1.6 km buffer of former Grand Falls-Windsor Waste Disposal Sites must be referred to Service NL prior to approval. Such development may be refused or may require that the proponent sign a Release and Indemnification agreement prior to any development of these areas. Council may prepare site specific plans for future land development at and within the 1.6 km buffer of the former Municipal Waste Disposal Sites for review and approval by Service NL.

5.2.7 RENEWABLE ENERGY

Grand Falls-Windsor has a huge source of renewable energy at its front door in the hydro development capacity that Exploits River provides. If future expansion of the existing power generation system is to be contemplated, the proposal needs to meet the goals of public interest, benefits to the local community, and address the potential impacts to local tourism operators. While wind energy systems have not been well established in the Province, future sustainability for the community demands that this option also be explored in consultation with the Department of Industry, Energy and Technology, Newfoundland and Labrador Hydro and Nalcor.

POLICIES

Policy 5.2.7.1 Council shall be receptive to discuss opportunities for local renewable energy systems on the basis that substantial benefits accrue to the community.

Policy 5.2.7.2 Council may request the Province to provide expertise and information on the potential for future wind energy systems in the Grand Falls-Windsor area in consultation with the Department of Industry, Energy and Technology, Newfoundland and Labrador Hydro and Nalcor..

Policy 5.2.7.3 Council shall explore an annual information sharing meeting with representatives from Newfoundland Hydro and associated NL Power agencies to discuss relevant energy system issues, and any transmission corridor routing plans through or near the community.

Policy 5.2.7.4 Council shall explore partnerships to help reduce local energy usage, and to become more energy efficient as a community.

6.0 GOVERNANCE

The fifth pillar of sustainability as part of the Integrated Community Sustainability Plan process is the issue of governance for Grand Falls-Windsor. Sustainable governance asks several questions, as follows:

- Is there current capacity within the administrative structure of the Town of Grand Falls-Windsor to implement the recommended sustainable policy direction of the Integrated Community Sustainability Municipal Plan (ICSMP)?
- Does the Town have the financial capability and other required resources to address the community objectives for a more sustainable future?
- Will the ICSMP engage local, regional, provincial and other partnerships in fulfilling the policies of the Plan?
- How will community residents become more involved with decision making for future growth?

6.1 ADMINISTRATIVE CAPACITY

The Town of Grand Falls-Windsor will be challenged to implement the proposed sustainable direction for the community as indicated by the policy recommendations of the Integrated Community Sustainability Municipal Plan. There exist a varied number of administrative capacity issues that will require consideration to help with the governance structure to implement the Plan within the short term of the next five years and over the long-range future, noted as follows:

- **Staffing** – The ICSMP is primarily a land use management policy document. Historically the engineering function of the municipality had managed land use development. The Town has recognized the land use challenges ahead, and has recently taken steps to employ the community's first professional land use planner to assume the lead role in implementation of the new sustainable direction for the community. The engagement of a land use planner is a substantive and credible step for the Town.
- **Land Inventory Mapping Base** – The ICSMP has identified the need for an improved understanding of the community's land base through preparation of a community wide legal lot base map, an environmental inventory, and an understanding of the existing and available land supply for future residential, commercial and industrial land development. Gaining a more comprehensive and detailed understanding of the community's land base will result in more effective land use decisions for the Town.
- **Establishment of Sustainable Targets** – To grow in a more sustainable fashion will involve a means to track and measure success. Establishing sustainable objectives and targets from every municipal department represents a primary starting point. Indicative sustainable

targets for the Town are identified within Part III – Plan Implementation. A second necessary step for pursuing sustainability originates from the need for the Town’s administration and Council to assume leadership roles in championing municipal staff to work towards success of meeting the identified sustainable targets.

- **Staff Succession Planning** – As the Town evolves over the next five years and beyond, there will be a requirement to ensure suitably qualified and trained staff is available to replace the current knowledge and expertise of existing staff as they retire.

POLICIES

Policy 6.1.1 Provide support to the recently employed professional land use planner for the Town to assume the lead role in implementing the Integrated Community Sustainability Municipal Plan.

Policy 6.1.2 Over time, assign the land use planning function and development application review responsibility from the existing Engineering Department to a separate and distinct Planning Department.

Policy 6.1.3 Initiate steps for the incremental preparation of land use planning and environmental mapping projects, compilation of land inventory development data, and varied studies and plans preparation, identified by the ICSMP.

Policy 6.1.4 Review the current development application approval process with the objectives of achieving more economic cost recovery of development application staff work, streamlining the land approval process and placing a greater emphasis on the land development applicant for providing supporting environmental, site planning and professionally prepared building and landscape design information.

Policy 6.1.5 Adjust the updated Development Regulations document, as necessary, to correspond to the objectives of Council, the comments and input received from local residents, business persons, community groups and external agencies and departments, and to parallel the intent of the ICSMP.

Policy 6.1.6 Assign the lead role for monitoring the progress of implementation of the ICSMP, and for measuring the success of attaining the sustainable targets, to the land use planner.

Policy 6.1.7 Take steps for the preparation of an employee succession plan for Town of Grand Falls-Windsor senior staff members.

6.2 FINANCIAL CAPABILITY

The Town of Grand Falls-Windsor 2010 Financial Budget identified the community as possessing a strong financial position. As a result, the Town during 2010 intended to pursue varied significant local projects and initiatives, with funding from the Province and ACOA. The cited projects within the Budget cast a very positive outlook for the community.

Despite the recent Abitibi mill closure, the Town has not increased local taxes in recent years. During 2009, there was no increase in property, water and business taxes for commercial and residential, and for 2010, due to the strength in assessed property values within the community, the mil rate for residential is to be reduced. The Budget identifies that tax rates in Grand Falls-Windsor are currently the lowest of all larger municipalities within the Province. Despite the positive local fiscal management, there would appear to be merit in the minimum, to keep up with the annual cost of living and annual staff benefits increases within the yearly tax levy.

The ICSMP identifies a number of planning project initiatives that will entail financial expenditures. The majority of projects are intended to be co-funded with the Province and from other potential revenue sources such as the Gas Tax. As the financial planning for these projects is considered, the question of longer-term financial planning for the community needs to be evaluated. While during the short term, additional funding sources such as land development application revenue may assist the ICSMP function, a 15-year financial capital plan for the Town infrastructure functions and other responsibilities is warranted. In this way, the longer-term infrastructure, parks and recreation, fire department and police, and land use planning requirements can be identified, assigned costs and funding sources targeted. Sustainable strategic planning needs the longer-range forecast of financial planning.

Financial planning for Grand Falls-Windsor also needs to support the concept of infill land use development to achieve a more compact community based on more economically efficient use of the existing infrastructure. This approach involves minimizing the need for new infrastructure, thereby avoiding, postponing, or reducing capital costs and associated operating costs. Over the longer term, the net capital and operating costs of infrastructure may actually be reduced, and become more affordable for local users.

From an economic and land use planning perspective, if the intent is to also enhance the image and attractiveness of the community from new business development, there is a need to evaluate how the community presents itself to outside investors. For example, within the urban business area, open ditches should be identified as an infrastructure capital plan to be improved by enclosing the ditches. In the short term, monies should be allocated to conduct roadside

mowing to improve the visual appearance of the area. On one hand, the community cannot hope for new business development to provide site development attention to design detail, if the Town is not improving its own assets, such as the need to relocate the existing compost facility and to maintain a high level of care with park space adjacent to the Exploits River.

As with all municipal operations, there is a need to be fiscally prudent and responsible with the public purse. With regard to the ICSMP, the Town will only be able to achieve what it is financially capable of achieving.

POLICIES

Policy 6.2.1 Review the financial budget planning process, as needed, to provide for annual cost recovery of cost of living increases and municipal staffing salary and benefit costs. Utilize 'year-end actual' budget amounts for comparison from one budget year to the next.

Policy 6.2.2 Review benefits of implementing a Fifteen Year Capital Financial Plan process for the Town to detail what capital expenditure projects from all municipal departments and other community requirements over the next fifteen years will be necessary, what the cost will be, and to identify the funding sources to finance the capital projects.

Policy 6.2.3 Continue to utilize the Five-Year Plan for capital projects, conduct the annual update review and have the budget information readily available for the public to review.

Policy 6.2.4 Consider the preparation of a 'Fees and Charges Regulation' to address the services and application costs of all municipal operations, and explore the opportunity to conduct a comprehensive municipal revenue review, including a detailed review of the municipal property inventory, to identify new potential sources of revenue to help finance the municipal operations.

Policy 6.2.5 Explore the options to pursue innovative and sustainable cost savings community initiatives such as a sustainable procurement policy with local organizations such as the hospital, school district and college.

6.3 PARTNERSHIPS

Sustainable successes in the future will be dependent in part upon the shared efforts and collaboration with other partners at the community, regional, provincial, and federal levels. The ICSMP identifies a range of recommended partnerships from inclusion of external agencies to provide input on development application review to participation of the RCMP in the design

review of development applications from the perspective of Crime Prevention through Environmental Design, and the invitation to provincial ministries to share information on case studies of communities with successful heritage programs. The proposed partnerships also seek to grow the local economy and will require probable funding assistance from the Province and other levels of government to explore and implement initiatives such as streetscape landscaping improvements, provision for bicycle lanes in the roadways and completing the industrial ring road.

POLICY

Policy 6.3.1 Council will seek collaboration with varied community-based, regional, provincial and federal level partners to successfully implement the ICSP.

6.4 COMMUNITY INVOLVEMENT

Approximately two-thirds residents of Grand Falls-Windsor have lived in the community for ten years or more; local residents are attached to their community. The Integrated Community Sustainability Municipal Plan has proposed significant involvement of local residents and business groups into the process of how the community will grow into the future.

At Town Hall, greater participation of local residents through an expanded advisory committee of Council approach is proposed. Maintaining existing partnerships with environmental stewardship groups such as the Corduroy Brook Enhancement Association will be important, as will continuation of Council's grant funding awards to numerous community groups and organizations. For specific community issues such as working towards success of the Main Street downtown area, a targeted Downtown Task Force group of local business people, land owners, residents, and municipal staff will need to be mobilized. Enhancing communication linkages with the Chamber of Commerce, meeting with local industry groups such as the trucking sector, and exploring the formation of downtown business associations represent further relationships that will need to be solidified. Local service clubs additionally represent a tremendous partnership resource for the local government.

To ensure that Council Committee and community meetings are effective, it will also be imperative to develop a Terms of Reference for each working group to clearly identify goals and objectives, and the specific mandate of the group. Meeting agendas should be prepared to identify discussion topics, a chairperson needs to be appointed, and each meeting should strive for a two-hour maximum time.

The strength of community involvement will originate from individuals' sense of commitment to the community, their willingness to volunteer their time, and their desire for success of their

efforts. An opportunity for greater participation of residents in the sustainable planning process is to develop closer relationships with citizens through the formation of residential neighbourhood associations. Over time, the planning process may evolve to include the development of specific neighbourhood area plans to address local needs and desires. Council may also choose to become more visible and share information more openly with local residents by rotating the venue of Council and Committee meetings to community facilities in different neighbourhoods and locations throughout the municipality. The introduction of holding periodic Town Hall type meetings at varied times of the year to share information with local residents has also proved beneficial in some communities.

POLICIES

Policy 6.4.1 Support to the concept of expanded community involvement with Town initiatives, as feasible, through the formation of an increased number of working partnerships with local groups and organizations, and in providing more opportunities to participate in the sustainable planning process.

Policy 6.4.2 Explore the community interest for formation of local residential neighbourhood associations, and ascertain viability of downtown business associations.

Policy 6.4.3 Over the longer term, undertake an assessment of a neighbourhood level of planning review to manage land use in specific locales and areas of the community.

PART III – PLAN IMPLEMENTATION

1.0 IMPLEMENTATION & MONITORING

The new Integrated Community Sustainability Municipal Plan represents a significant undertaking for the Town of Grand Falls-Windsor. Addressing the five pillars of sustainability, while simultaneously providing for the traditional Municipal Plan component, has resulted in the ICSMP being extremely detailed and comprehensive. Not to be overwhelmed with the extent of the proposed policy recommendations within the Plan, the sustainable objectives and identified direction for the community to consider require a long-term perspective. Sustainability is about putting a framework for future growth together to help shape the community both now, and many years down the road.

1.1 IMPLEMENTATION STRATEGY AND MONITORING COMMITTEE

To be effective in realizing a more sustainable future, and in achieving the outlined vision, goals and objectives of the ICSMP, this Section of the report outlines the implementation strategy. The strategy lists the varied action policies of the ICSMP, assigns a priority timeframe for completing the action, and identifies the staff position or organization responsible for fulfilling the policy action. An annual action plan is recommended to be prepared to address the ICSMP policies that are to be addressed during the next one-year period. In addition, a municipal staff committee is to be organized to monitor, and report on, the success of implementation of the Plan. The staff committee of representatives from the varied municipal departments involved with the ICSMP may meet quarterly and provide a ICSMP results report, with recommendations as necessary, to Council.

1.2 COUNCIL ROLE

Council is also able to play a central role in implementing the new Plan by participating in the following tasks:

- Reviewing the ICSMP, considering comments from local residents, business persons, land developers and external agencies, and determining which ICSMP policies they wish to retain, amend and/ or delete prior to forwarding the Plan to the Province for final approval and registration;
- Consider all the funding estimates to implement the identified projects, studies, and recommended policy statement actions identified within the ICSMP;
- Supporting the ICSMP implementation role of the new planning staff member;

- Approving the implementation strategy of the ICSMP;
- Approving the recommended annual action plans of the ICSMP, including related budget costs;
- Maintaining adherence to the guiding vision, and goals and objectives, of the Plan as growth and development proposals come forward; and,
- Supporting revisions and updates to associated municipal regulations, policies and regulations of the ICSMP.

1.3 REGULATIONS

The following regulations and policy are discussed to identify other implementation considerations to be reviewed by Council. A number of the subject regulations will require updating and amending to be in conformance with the new Integrated Community Sustainability Municipal Plan.

1.3.1 DEVELOPMENT REGULATIONS

The Development Regulations (2006) have been reviewed and a new document prepared to incorporate the land use changes required by the ICSMP. The Development Regulations has also been updated in accordance with the *Urban and Rural Planning Act (2000)*.

The two primary purposes of the Development Regulations are to manage land use and density. The Development Regulations outline the permitted uses and level of density allowed in varied residential, commercial, industrial and public use land use categories. Detailed regulatory requirements for the siting of buildings to property line, height of buildings, minimum parcel sizes for subdivision and other development standards and conditions of use are also identified. The Development Regulations further provide for a new land use management tool of identifying design guideline considerations for site and building design, landscaping provisions, parking area layout and signage for new multi-unit residential proposals, commercial and industrial developments, and similar land uses.

1.3.1.1 Amendments to Development Regulations

In considering potential future amendments to the Development Regulations once they have been adopted, in addition to all other criteria identified within the ICSMP, Council will need to consider the following matters:

- That the Development Regulations amendment proposal is in conformance with the intent of the Integrated Community Sustainability Municipal Plan, and with the requirements of other Municipal Regulations; and,
- That the proposed amendment is not premature or inappropriate by reason of:

- a) The financial capability of the Town to absorb costs resulting from the proposal;
- b) The adequacy of the water and sewer services to accommodate the proposed development, or if located in a non-serviced area, the adequacy of the site conditions for private on-site sewer and water systems;
- c) The adequacy and proximity of school, recreation and other community facilities;
- d) The adequacy of street networks within, or adjacent to, the development site;
- e) Suitability of the proposed site in terms of soils, topography, geology, location of watercourses and wetlands, and other land use issues;
- f) The potential for the contamination of watercourses, or the risk of erosion and sedimentation, and how these issues are to be managed;
- g) The proposal not adhering to a compact model of preferred growth pattern;
- h) That appropriate site design will be achieved to avoid land use conflict and impacts to adjacent properties;
- i) Provision for safe traffic movements that will result from the proposed development;
- j) That the proposed amendment has satisfactorily addressed neighbourhood impacts and considerations;
- k) Other issues identified by Council and staff.

1.3.2 SUBDIVISION REQUIREMENTS

Council may consider revising the current Subdivision requirements as identified by the policies of the ICSP and within the Development Regulations to create a separate and distinct Subdivision Regulations. The objective will be to maintain the currently specified development standards and requirements for subdivision works, including the requirements and responsibilities of the subdivision developer for construction of streets, water-sewer- and storm water services, lot grading, utilities, and for the dedication of land for public purposes. In addition, a revised subdivision regulation format would add sustainable objectives such as provision for street tree plantings and bicycle lanes on adjacent roads, and possibly alternative development standards for compact residential subdivision developments.

To proceed with a potential new subdivision regulation approach, the Town will need to discuss the concept with planning staff from the Department of Environment, Climate Change and Municipalities in relation to the *Urban and Rural Planning Act (2000)* requirements.

1.3.3 BUILDING REGULATION

The Building regulation prescribes standards for building, locating or relocating, demolishing, altering, structurally altering, repairing or replacing a building or structure within the Town. Prior to the issuance of a building permit for an intensive residential use of land, a multi-unit

residential dwelling project, a commercial or an industrial development, or a building proposal related to a Public Use or a Comprehensive Development Area site, conformance with the Council approved building and site design considerations will be required as part of the issuance of future building permits.

1.3.4 SIGN POLICY

The Sign Policy is to represent a new manner to manage and administer sign and advertisements. Requirements were previously identified within the Development Regulations. The new Policy will prescribe standards for placing, erecting or displaying any sign within the Town. A permit is generally required, and prior to the issuance of a sign permit for a new intensive residential use, higher density residential, commercial or industrial project, public use site, or within a comprehensive development area project, conformance to the Council approved sign design elements for the site development will be required.

PART III - POLICIES

Policy 1.1.1 Council shall consider the Development Regulations as a companion document to the ICSMP, evaluate the merit of preparing a new Subdivision Regulation, making revisions to administration of the Building Regulation and consideration of a new Sign Policy, to ensure consistency to the Integrated Community Sustainability Municipal Plan.

Policy 1.1.2 Council shall enforce the Occupancy and Maintenance Regulations to ensure a minimum level of maintenance of buildings and properties located within Town.

1.3.5 ADMINISTRATION

1.3.5.1 Plan Review and Amendment

The Integrated Community Sustainability Municipal Plan is to be a living document that is not static. As the community evolves, and new environmental, economic, social, cultural and governance conditions arise, amendments to the Plan will be required to keep current to the changing circumstances of the community.

POLICIES

Policy 1.1.3 It shall be the intent of Council to conduct a review of the ICSMP at least every ten years in accordance with the requirements of the *Urban and Rural Planning Act (2000)*, and if deemed required a review and update may occur within a five year timeframe, and upon commencement of the Plan review, to provide the opportunity for local residents, property owners and business persons to comment on the plan policies, while considering potential review and amendment requirements to the Plan.

Policy 1.1.4 All amendments to the ICSMP will be in the prescribed form required by the *Urban and Rural Planning Act (2000)*.

1.3.5.2 Updating Maps

The ICSMP designated Future land use maps and the Land Use zoning maps for the Development Regulations form the base to plan and develop within the community. While the ICSMP has identified the need for significant base mapping work to be done to create a legal property base map, and to identify environmentally sensitive lands within the community, the planning and zoning maps will remain the primary land use mapping information source for the community. There will be an ongoing need for map revisions to be made to more appropriately identify and designate lands to reflect their current land use, and as development and subdivision projects are approved by the municipality.

1.3.5.3 Capital Expenditures

The ICSMP identifies numerous policy recommendations. Since it is neither possible or practical, or financially reasonable, for the Town of Grand Falls-Windsor to undertake all the recommended actions at once, priorities will need to be established in accordance with the capacity of staffing resources and the financial capability of the Town.

Infrastructure expenditures for the municipality are suggested to be identified within the Five-Year Capital Plan. The Five-Year Plan is to be based upon the Town's current anticipated capital works improvements, but flexibility in the document is inherent to allow for unexpected requirements and in some instances for phasing of the outlined projects.

Infrastructure projects and capital expenditures for water and sewer services, road works, asphalt resurfacing, and for parks and recreation projects are often dependent upon the cost sharing availability of funds from senior levels of government. The Five-Year Plan therefore will need adjustment annually to reflect the availability of funding monies.

The capital projects identified within the Five-Year Plan do not absolutely imply that these projects will be undertaken. Rather, it signifies Council's intent and objectives in terms of capital expenditures over the next five-year period. As the annual budgets are prepared, Council may prepare a Five-Year Plan in relation to the long-term debt of the Town, and potential pending revenues from unconditional grants, stimulation grants and other sources of provincial and federal funding, so as to ensure that the projects can be undertaken without exceeding the allowable borrowing capacity of the Town.

POLICY

Policy 1.1.5 It shall be a policy of Council in matters of capital expenditures that:

- a) A Five-Year Capital Program for the physical development of the Town shall be continued and be based upon the projected expenditures and revenue sources of the Capital Program.
- b) The Five-Year Capital Program shall be revised annually to reflect most current needs and availability of funding.
- c) The annual capital expenditure programs for the Town shall be prepared in part in consideration of the priorities identified within the Integrated Community Sustainability Municipal Plan, in accordance with the requirements of the *Municipalities Act, 1999* and in such a manner that they will result in a reasonable and acceptable burden on the local taxpayers for the services that are provided.

1.3.5.4 Additional Studies

The following studies are recommended to be considered and potentially undertaken as part of the ICSMP implementation process. The priority for commencing and completing the listed studies will need to be determined by the Town, based upon staff resources, financial capability and other priority municipal issues. The intent is to take a long-term view to the listed studies as being completed over the next one to ten years, and into the longer term. Completion of the studies will equip the Town to be in a position to conduct more comprehensive and sustainable land use planning for the overall benefit of the community.

The varied recommended mapping tasks, studies and policy work are outlined as follows:

- Adoption of updated companion Development Regulations to ICSMP;
- Community wide legal property base mapping;
- Environmental sensitive lands mapping;
- Recreation Use Plan for rural lands;
- Interface forest fire hazard study;
- Tree retention and replanting policy;
- Sign Policy;
- Energy efficient building design policy;
- Parkland acquisition strategy;
- Affordable housing study;
- Economic development strategy;
- Consumers spending leakage survey;
- Retail market area study;
- Main Street downtown task force;
- Downtown streetscape appearance plan;
- Parks and Recreation Master Plan;
- Arts, culture and heritage resources plan;
- Integrated transportation plan; and,
- Stormwater management plan.

1.3.6 SUSTAINABLE TARGETS

Beyond the progress towards sustainability that the Plan policies may provide, there are varied sustainability targets that the Town may consider to employ. The targets represent a form of community 'measuring stick' that can be evaluated at the time of the next Plan update, and annually before that time. The sustainable targets are listed as follows:

- Increase the amount of environmentally designated property in GFW;
- Increase the number and length of pedestrian walking trails in the community;
- Diversify the dwelling unit mix to provide for more higher density residential uses by increasing the current 35% proportion of higher density residential dwellings;
- Increase the level of local home ownership beyond the existing 73%;
- Increase the level of persons in the workforce working locally to over 85%;
- Decrease the 90% level of local residents who use the auto to travel to work;
- Improve on the current 32% level of local residents who do complete high school;
- Increase the number of local businesses;
- Expand the proportion of local assessed commercial and industrial land values as part of taxation revenue to an amount greater than the current 18% level;
- Increase the annual average total building permit value to more than \$27 million per year;
- Increase the level of local immigration of new residents moving to the community; and,
- Decrease the annual volume of waste stream by 10% over the next 10 years.

1.4 CONFORMANCE WITH FEDERAL & PROVINCIAL JURISDICTIONS

1.4.1 CONFORMANCE

Notwithstanding the requirements of the Town Development Regulations, the applicant is responsible with regard to compliance with all relevant Federal and Provincial legislation, regulations, policies and guidelines, including but not limited to, the National Building Code and associated codes.

1.4.2 PROVINCIAL GOVERNMENT INTERESTS OVERLAYS

The provincial government interests as indicated by various departments in the Interdepartmental Land Use Committee Report (ILUC) #1750 will be incorporated into the Development Regulations. Note that the interests and jurisdiction of a department that did not respond to the Interdepartmental referral made by the Local Governance and Land Use Planning Division does not mean that the requirements in 1.4.1 does not apply.

It is the policy of Council to incorporate into the ISCMP and Development Regulations the provincial interests were referenced in the Interdepartmental Land Use Committee report #ILUC 1750 and those that are mapped on the provincial Land Use Atlas by indicating them as overlays on the Future Land Use map and the Land Use zoning map the provincial interests and listing the referral requirements. It is the policy of Council to adhere to the provincial requirements for the Overlays as follows:

1. **Agricultural Development Area:** Any applications for development must be referred to the Land Resources Stewardship Division;
2. **Existing Agricultural Operation:** The Land Resources Stewardship Division identified this land for protection for agricultural use; and proposed development must be referred to this division;
3. **Quarry Referral buffer:** Any applications for development must be referred to the Mineral Lands Division;
4. **T'Railway Provincial Park:** Management of the NL T'Railway Provincial Park lies within the Parks Division. Specialized permits for the NL T'Railway are available through Parks Division for Temporary Vehicular Use and for Construction and Use.
5. **Dump Site Buffer:** Any application for development at or within the 1.6 km buffer of former Grand Falls-Windsor Waste Disposal Sites must be referred to Service NL prior to approval.;
6. **Cottage Planning Area:** According to the Crown land Administration, no cottage development is allowed in this area;
7. **Crown land Reserve 9.C.18:** According to the Land Management Division, Crown lands, no individual Crown land applications are allowed until a comprehensive residential plan is prepared;
8. **Habitat Stewardship Zone:** This area is subject to the 'Municipal Habitat Stewardship Agreement' signed in 2013 between the Minister responsible for the Wildlife Division and the Town of Grand Falls-Windsor; The policies of this agreement apply to this area;
9. **Protected Road Building Control Line:** An applicant wishing to develop within the Building Control Line must have a permit from the Town and must also apply for a Development Permit under the *Protected Road Zoning Regulations, 1996* administered by Service NL (Note that the municipal zone applies for land use purposes);
10. **1:20 Flood Line and 1:100 Flood Line:** For any proposed work, a proponent must apply for and obtain a permit under of the *Water Resources Act, 2002*, specifically Section 48, <http://assembly.nl.ca/Legislation/sr/statutes/w04-01.htm> for any work within this designated flood risk area prior to the start of construction. Also, any work within this designated Flood line must comply with the Water Resources Management Division Policy for Flood Plain Management:
http://www.env.gov.nl.ca/env/waterres/regulations/policies/flood_plain.html

11. **Survey Control Markers:** If development or work within the Town have the potential of disturbing an existing Survey Control Survey Markers, the GIS and Mapping Division is required to be contacted (GMD@gov.nl.ca). The markers will be indicated on the KML (Google Earth) version of the Land Use Zoning mapping in order to facilitate referral to the GIS and Mapping Division.

1.4.3 Compliance with Federal and Provincial Authorities

In addition to the requirements set out in 1.4.1 regarding compliance with Federal and Provincial statutes, regulations, policies and guidelines, the Intergovernmental Land Use Committee report #1750 indicated that the following requirements are to be stated in these Development Regulations.

It is the policy of Council to:

- **Forestry**

1. Indicate Forestry activities as a Permitted use in the Rural zone; .

Mineral Lands Division

2. Use the Division definitions in Definitions Section, and identify procedures regarding development in areas with hazards in the Development Regulations.

Newfoundland and Labrador Hydro (NL Hydro) and other utilities

3. Require that any development in the vicinity of the NL Hydro easements or structures must be referred to NL Hydro and other utilities to ensure that there are no conflicts. NL Hydro would like the Town to consult them for all development applications at the time the application is made to the Town.

Pollution Prevention Branch

4. Consult with the Pollution Prevention Branch with regard to any development on the Mill site rehabilitation (Refer to Industrial Heavy zone which is only used at this site);

Provincial Archaeology Office

5. include the following requirements in the Development Regulations:
6. require that, if an archaeological site or artefact is discovered during development of a property, the development shall stop and Council will consult with the Provincial

Archaeology Office. Development shall not proceed until the Provincial Archaeology Office has evaluated the site or authorized the development to proceed.

- a. Before approval is granted for a major development such as a subdivision or a new commercial or public building, the application will be referred to the Provincial Archaeology Office for comments.
- b. Any accidental discoveries of historic resources shall also be reported by the Town to the Provincial Archaeology Office.

Service NL

7. Consult with Service NL on all applications to determine if there are any permits required from Service NL;

Water Resources Management Division:

8. Undertake the appropriate referrals or require the applicant to secure the appropriate permits for development having an impact on waterbodies.

Under the authority of the *Water Resources Act*, SNL2002 cW-4.01, the Water Resources Management Division (WRMD) is responsible for the management of water resources of the Province of Newfoundland and Labrador. The WRMD has programs to protect, enhance, conserve, develop, control, and effectively utilize the water resources of the Province.

General for All Responses:

9. Application forms for permits and licences, fee schedules, and guidelines are available at: <http://www.mae.gov.nl.ca/waterres/regulations/appforms/index.html>.
10. The proponent must apply for and obtain a permit under the *Water Resources Act, 2002*, specifically Section 48 <http://assembly.nl.ca/Legislation/sr/statutes/w04-01.htm> for any work in any body of water (including wetland) prior to the start of construction. Any effluent or runoff leaving the site will be required to conform to the requirements of the Environmental Control Water and Sewage Regulations, 2003 <http://assembly.nl.ca/Legislation/sr/regulations/rc030065.htm>.
11. *Wharf/Boathouse/Slipway/Breakwater:* A permit under the *Water Resources Act, 2002*, specifically Section 48 is no longer required for the applied structures. However, the proponent must follow the guidelines for the Construction and Maintenance of Wharves, Breakwaters, Slipways and Boathouses which are available at: https://www.mae.gov.nl.ca/waterres/regulations/appforms/Guidelines_for_Wharves.pdf. The proponent must apply for and obtain a permit under of the *Water Resources Act, 2002*, specifically Section 48 <http://assembly.nl.ca/Legislation/sr/statutes/w04-01.htm> for any infilling or dredging work associated with these structures or other works in any body of water prior to the start of construction.

12. *Development in Shore Water Zones*: The proponent must apply for and obtain a permit under the *Water Resources Act, 2002*, specifically Section 48
<http://assembly.nl.ca/Legislation/sr/statutes/w04-01.htm> for any work in Shore Water Zones prior to the start of construction. Also, any work in the Shore Water Zones must comply with this Department's Policy for Development in Shore Water Zones:
http://www.mae.gov.nl.ca/waterres/regulations/policies/shore_water.html
13. *Infilling within 15 metres of Bodies of Water*: The proponent must apply for and obtain a permit under the *Water Resources Act, 2002*, specifically Section 48
<http://assembly.nl.ca/Legislation/sr/statutes/w04-01.htm> for any infilling work within fifteen (15) metres of a body of water prior to the start of infilling. Also, any proposed infilling within fifteen (15) metres of a body of water must comply with this Department's Policy for Infilling Bodies of water:
http://www.mae.gov.nl.ca/waterres/regulations/policies/bodies_of_water.html

Wildlife Division

14. Consult with the Wildlife Division in the following areas identified by the Wildlife Division where the number and rarity of the plant species present require the careful evaluation of existing data and potentially new plant surveys. If any projects are planned, Council must send a referral to the Wildlife Division:
- a. The Southwestern corner of the area within the Municipal Boundary and the adjacent Municipal Planning Area. This includes the area inside and adjacent to Beothuck Park and the golf course, especially the shores of Rushy Pond, the river from Rushy Pond to the Exploits River, and the shore of the Exploits River west of this point.
 - b. Both shores of the Exploits River in the 3.5 km east of the dam, including any cliffs.
 - c. The low-lying south shore of the Exploits area approximately 3.5 km east of the former mill site, and directly south of Sanger Memorial Trailer Park. This area likely contains suitable habitat for rare plants but it has not yet been surveyed for plant species of conservation concern.
15. Accommodate, wherever practicable, general wildlife habitat and landscape connectivity during development application review process, including the following matters:
- a. The potential to maintain an appropriate riparian buffer, which are natural green belts along wetlands and waterbodies (ponds, rivers, creeks etc.). A 30 metre minimum undisturbed natural vegetated green belt could be a standard requirement when

dealing with any type of land use activity; wider green belts are suggested when bordering land uses include for example agricultural practices.

- b. To maintain landscape connectivity, green belts should be connected to forested areas or other habitat patches to create travel corridors for various wildlife species.

Development Regulations may incorporate a minimum percentage of forests to be maintained during lot clearing, for example. Vegetation clearing should always be done outside the May 01 to July 31 period (note that some raptors start breeding in March) as disturbance can be most detrimental during that sensitive breeding/ young rearing period.

APPENDIX A: FUTURE (GENERALIZED) LAND USE MAP

