

**URBAN AND RURAL PLANNING ACT, 2000  
RESOLUTION TO APPROVE  
TOWN OF APPLETON  
MUNICIPAL PLAN (2017-2027)**

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

- a) Adopted the Town of Appleton Municipal Plan (2017-2027) on the 2nd day of June, 2020;
- b) Gave notice of the adoption of Municipal Plan (2017-2027) by advertisement on the Town Synervoice APP (which goes to every household in the community) on the 4th day of June and the 6th day of June 2020 and inserted the notice on the Town Facebook page on June 3, 5, and 8, 2020; and,
- c) Scheduled the 8th day of July, 2020 at the Appleton Town Hall, for the holding of a public hearing to consider objections and submissions to the Municipal Plan (2017-2027).

Now under the authority of Section 23 of the *Urban and Rural Planning Act 2000*, the Town Council of Appleton approves the Municipal Plan (2017-2027) as adopted and as amended in consideration of the recommendations of the Commissioner's report dated August 3, 2020 as follows:

- a) That Mr. Richard Freake's land be designated as residential and not and commercial (see attached map), and
- b) That the designation of the land at the end of Chippy's Lane as access for future development of the Gleneagles be deleted.

And rejects the Commissioner's recommendation to do nothing regarding Mr. Philip Freake's request and Council will reinstate Mr. Philip Freake's land to the residential designation of the Municipal Plan and Development Regulations, 1995 (see attached map).

SIGNED AND SEALED this 27<sup>th</sup> day of August, 2020.

Mayor:

*Janette Watten*

Clerk:

*Pat Barnes*

<b>Municipal Plan/Amendment</b>	
<b>REGISTERED</b>	
Number	<u>0085-2020-000</u>
Date	<u>December 11, 2020</u>
Signature	<u><i>Michael O'Leary</i></u>



(Council Seal)



**ATTACHMENT:**

***Changes to Municipal Plan Future Land Use map for the properties of Philip Freake and Richard Freake***

**FROM** proposed 'Industrial Park' designation  
(Blue arrow = Philip Freake property  
& Orange arrow = Richard Freake property)



Yellow= residential; mauve/grey=Industrial

**TO:**

Residential designation, consistent with  
Development Regulations, 1995



Yellow=residential; red=commercial/industrial





**TOWN OF APPLETON  
RESOLUTION TO ADOPT  
MUNICIPAL PLAN (2017-2027)**

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

Adopted by the Town Council of the Town of Appleton on the 2nd day of June, 2020.

Signed and sealed this 27<sup>th</sup> day of August, 2020.

Mayor: Laurett Watton

Clerk: Pat Barnes



(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: Anna Myers

Member, Canadian Institute of Planners (MCIP)



(MCIP Seal)



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# 1.0 INTRODUCTION

## 1.1 PURPOSE, AUTHORITY AND PLANNING PROCESS

### PURPOSE

The Town of Appleton is building on its' motto "Room to Grow" by taking the initiative to plan for the future of the community. The Town has pursued many successful local development projects over recent years, and the Plan Review is a further a strategic building block for the community. The existing 1995 Municipal Plan no longer provides the necessary decision-making framework to preserve the key values of the community; therefore, the Town is updating this plan.

The overall purpose is to enable the community to pursue sustainable choices for the future to achieve the most cost-effective development that is most beneficial to meet the environmental, economic, social, and quality of life needs and desires of local residents, today and tomorrow. Therefore, the purpose of the Plan Review is to provide an up to date, future-looking comprehensive policy framework to influence, manage, and regulate future growth and change in the Town of Appleton.

### AUTHORITY

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

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

The 1995 Municipal Plan is repealed and replaced by the Municipal Plan (2017-2027) that comes into legal effect upon publication of the notice of registration of the Municipal Plan (2017-2027) and Development Regulations (2017-2027) in the Newfoundland and Labrador Gazette.



## THE PLANNING PROCESS

The process for preparing a plan is set out in Part III of the *Urban and Rural Planning Act, 2000* (Sections 14 – 25) which must be undertaken by a certified planner in good standing with the Canadian Institute of Planners. Requirements include preparation of a comprehensive background report which is outlined in Section 1.2; note that the background report is not a legal document. Public consultations with area residents and concerned groups and individuals are also required.

To inform the Municipal Plan update a background report was prepared for the Town of Appleton. It provides the key findings of statistical research, community site visits and discussions with the Town, provincial agencies and with community representatives, including public consultation, in order to provide the foundation for preparation of the Plan update. The background report contains a review of land use, development and infrastructure servicing issues, and a socio-economic profile of the local population from a planning perspective. As well, a detailed analysis was undertaken of the 1995 planning documents and mapping. This information provides the groundwork for the Plan review.

The Plan guides the future growth and physical improvement of the Town by identifying locations and policies for various types of land use development. The Municipal Plan provides the basis for the Development Regulations which provide development control standards, more refined zoning within the land use designations, and criteria for the evaluation of subdivision and development permit applications. The Municipal Plan authorizes Council to prevent the undertaking of any development that contravenes a policy stated in the Municipal Plan.

After consultations, Council adopts (by Resolution) the draft Plan and submits it to the Provincial Government for review and release from provincial legislative and regulatory requirements. Upon release, there is further opportunity for public input through a formal Public Hearing chaired by a qualified Commissioner appointed by Council to consider objections and representations from the public, either opposing or in favour of the Municipal Plan. The Commissioner formally reports his findings to Council as a result of the public hearing. Council may adopt the Commissioner report in whole, in part or reject the report in its entirety.

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



Amendments can be made to the Municipal Plan and Development Regulations at any time; however, they must follow the procedure (Sections 14-25) set out in the *Urban and Rural Planning Act, 2000* (Section 25). Note that a *Resolution of Council alone* cannot amend (or circumvent) a requirement contained in the Municipal Plan or Development Regulations. As well, the Municipal Plan must be reviewed every five years (Section 28).

This updated Municipal Plan has been 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.

## 1.2 OVERVIEW OF THE EXISTING MUNICIPAL PLAN

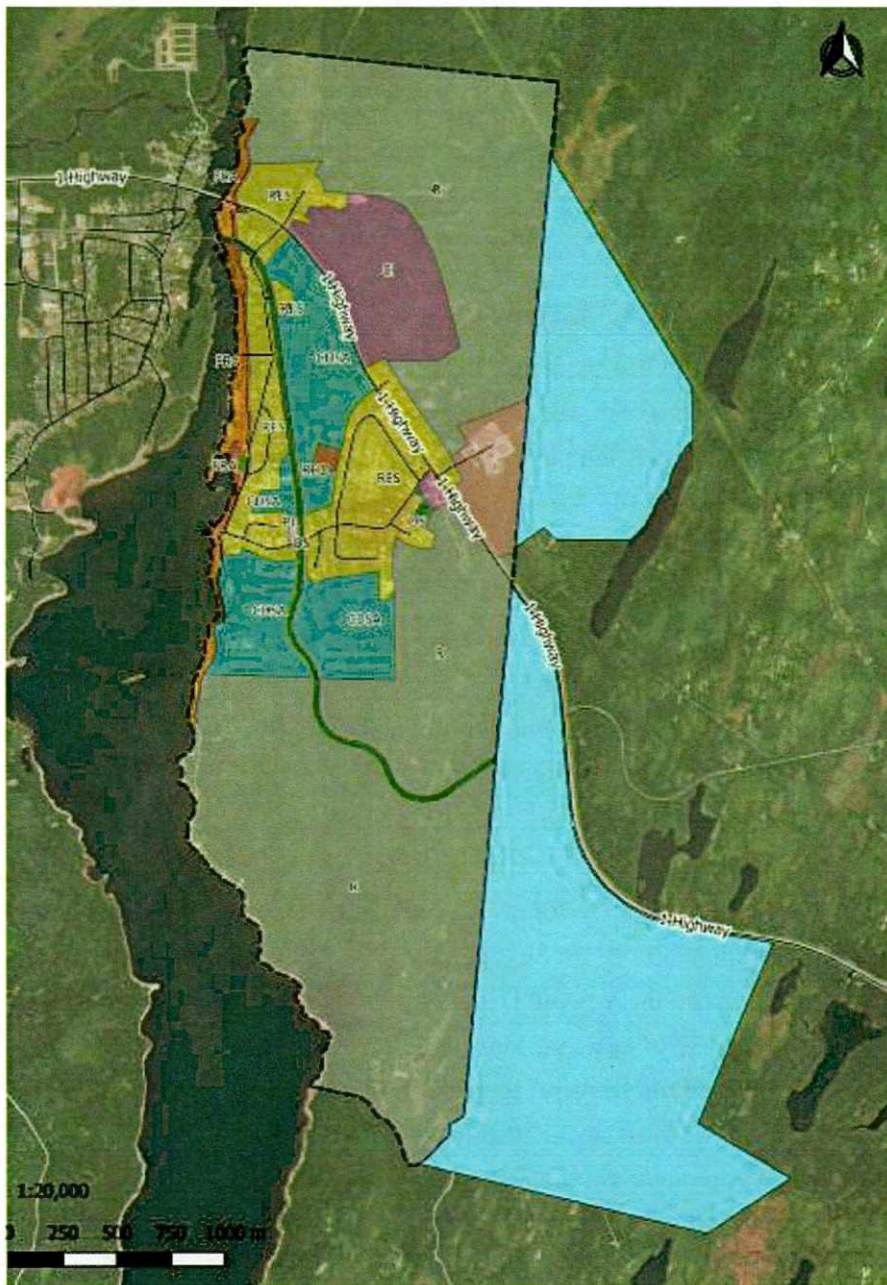
The Municipal Plan (2017-2027) applies to the Municipal Planning Area for the Town of Appleton. The Municipal Plan represents a comprehensive planning process. The Municipal Planning Area boundary of Appleton, established by Order 96-173 under the *Urban and Rural Planning Act, 2000* is the same boundary as the Town's Municipal Area Boundary Area under the *Municipalities Act, 1999*. It includes lands located along the Gander River, land primarily located to the south of the Trans-Canada Highway, as well as a portion of lands situated north of the Trans-Canada Highway. The *Municipalities Act, 1999* empowers the Town to apply development controls and levy taxes within these boundaries. The Planning area boundary identifies the land area that is subject to the Municipal Plan and Development Regulations. The total area size of the Planning Area is an estimated 6.39 square kilometers or 639 hectares (approximately 1,579 acres).

The current Municipal Plan came into effect on October 20, 1995, and only one amendment was made to the Plan and Development Regulations on August 23, 1996. This amendment consisted of a rezoning of a parcel of land, approximately seven (7) hectares located south of Bowater Road, east of River Road Extension, north of Little's gravel pit and west of the old railway right-of-way from "Rural" to "Residential Medium Density" to accommodate a fully-serviced (water and sewer) residential subdivision. The storm sewer system included sub-surface piping to handle residential drainage from weeping tiles and eaves troughs and street ditches to handle street drainage and other surface runoff. The outflow of the storm drainage system was directed to the Gander River.

The Council also added the following text change to the Development Regulations: "Council may require agreements with developers and property owners aimed at preserving sensitive environments and natural areas. Such agreements will include provisions such as designation of local conservation areas and maintenance of a percentage of existing tree cover on individual lots and lot frontages."



The Town also expanded the Municipal Planning Area boundary to include the areas identified by the turquoise polygons on the following map. This area was also included in the preparation of the Municipal Plan and Development Regulations.



The land use policy statements in the existing Municipal Plan and the development controls and land use zones in the Development Regulations are outdated and not always relevant to the Town's requirements. Many provincial Acts and Regulations have changed significantly since 1995 including a new *Urban and Rural Planning Act*, 2000. The revised plan will provide the



Town with the policy and regulatory basis to frame its ongoing annual and longer-term development goals and action strategies.

Through recognition of the strengths, assets, attributes and land use planning opportunities for Appleton, the update of the Town's Municipal Plan and Development Regulations, is very timely to invite local residents, business persons and other interested persons to participate in helping to formulate the "blueprint" and "road map" to guide growth and development, and to shape and manage change in the community over the next ten-year period and beyond.

### **1.3 INTEGRATED COMMUNITY SUSTAINABILITY PLAN**

In 2011, the Town of Appleton completed an Integrated Community Sustainability Plan (ICSP) to identify the Vision, Goals and Objectives of the Town over the next five, ten and twenty years. The ICSP was developed to meet the requirements of the Canada-Newfoundland and Labrador Agreement on the Transfer of Federal Gas Tax Revenues in order to secure continued access to municipality's share of the gas tax funding. These were organized under the five pillars of sustainability: environment, economics, social, cultural and governance. The process involved public consultation and active engagement of the Town Council.

The ICSP process was designed to accelerate the shift in local planning and decision-making toward a longer term, coherent and participatory approach to achieve sustainable communities. This complements the intent of the Municipal Plan for Appleton to help the Town to more effectively plan and manage their assets and resources to achieve sustainability for community in the long-term. The ICSP vision, goals and objectives were reviewed as part of the development of the updated Municipal Plan.

As a planning document, the Municipal Plan includes a sustainability assessment of current conditions in Appleton, 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. The 2011 ICSP provided insights into the changes experienced by the Town between 1996 - 2011 that are valuable in the preparation of this Municipal Plan.

### **1.4 UNDERSTANDING THE COMMUNITY OF APPLETON**

To develop a relevant successful Municipal Plan for the Town of Appleton, it is essential to understand the social, economic, environmental and land use dynamics of the community and the regional planning area. This section probes into the context and characteristics of the Town and how this relates to potential future challenges and opportunities for the Town in relation to possibilities for addresses these issues in the Municipal Plan. Area explored include the location

and history of the town, an analysis of the population trends including employment and income, and the social context that contributed to the quality of life experienced by the residents of the Town of Appleton.

#### **1.4.1 LOCATION**

Situated along the banks of the mighty Gander River across from the Town of Glenwood, the Town of Appleton is located adjacent to the Trans-Canada Highway in the heart of Central Newfoundland. Appleton is a community of strength, resilience and initiative, and aspires for a more sustainable future. The Town is positioned 354 Km west of St. John's and only 20 minutes from the Town of Gander (population 11,688) with access to the world via Gander International Airport.

Gander offers employment opportunities as a regional center for government, social and health services as well as, acting as a supply and retail service hub for central Newfoundland. The locational attribute of Appleton being so relatively close to the larger centre of Gander is viewed as a community planning strength and asset.

The nearby Beaver Brook Antimony Mine is another source of local employment; land and housing prices are comparatively affordable and serve as a further incentive for interest in Appleton; and the Gander River ranks as one of the three top salmon fishing rivers on the Island. The natural area setting and character of Appleton as the gateway to the North-West Gander area, supports opportunities for possible expanded future growth in big game hunting, the outfitting industry and cottage life.

The Town of Glenwood is across the river from the Town of Appleton and the two towns share services such as, churches (Catholic, Pentecostal United and Anglican), school (Lakewood Academy - kindergarten to Level IV), post office, a licensed lounge, and retail outlets, such as convenience stores and a gas bar; and the Qualipu Mi'kmaq Band has an office in Glenwood. For major services, the Town of Gander, only 20 minutes away, offers regional health, justice, and other government services, as well as retail opportunities with such big box stores as Wal-Mart, Canadian Tire and two shopping malls services.

Appleton also has an attractive continental climate that is less affected by the influence of the Atlantic Ocean than the coastal cities of St. John's and Corner Brook. It has the warmest summers on the Island. Although the winter lows are more extreme than the coastal communities, the temperatures swings are very moderate compared to areas on similar latitude across Canada (Environment Canada).



## **1.4.2 HISTORY**

Following early European settlement in the region, for a hundred years, lumber and logging were an integral part of the history of Appleton. From the beginning when Mr. Appleton Cleaves fell in love with the eastern side of the Gander River and settled here in the 1880s, it was on account of the tremendous local forestry and logging resources. During the subsequent period of 1947 to 1983, major logging operations of Bowaters Pulp and Paper Company were established in the area. Logs at that time were transported on the Newfoundland Railway to the mill in Corner Brook. Bowater's became a major employer for the residents of both Glenwood and Appleton during that 35 years' timeframe.

In the 1930's, the Reid Newfoundland Railway Company established the Gleneagles Resort on the Gander Lake, which closed in the 1940's. The Resort was viewed as an escape to the natural forested lands of Central Newfoundland. The Resort was torn down in 1952, and the materials were used to build a local school, which is today the Appleton Recreation Commission building.

This historical past contributes to the notion of Appleton as a "forestry mecca", a concept that the Town wishes to capture for display to residents and tourists, as the infrastructure of the industry from those early days no longer exists.

The two communities of Glenwood and Appleton were also the location for the ferry that travelled across the Gander River, from the location of the present Marina in Appleton to the pump-house in Glenwood, until 1953 when the Queen Elizabeth Bridge was opened.

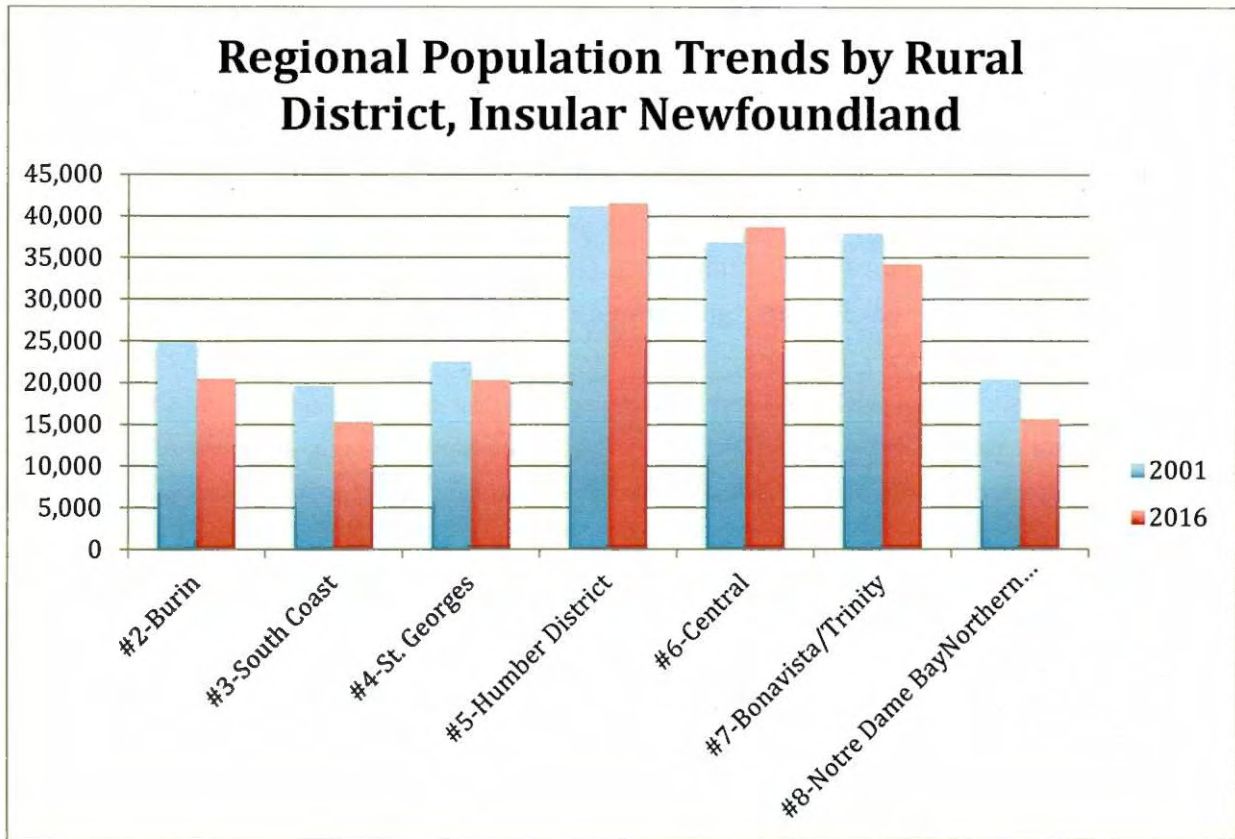
In 1962, the Town of Appleton was officially incorporated separately from the Town of Glenwood; however, the two towns continue to share many facilities and services.

## **1.4.3 POPULATION TRENDS**

Over the past 20 years, the Town of Appleton has had a basically stable population of about 570 to 585 residents, except for the spike in 2011 where there were 620 people living in the town.

However, Appleton is located in Census District No. 6 which is experiencing the greatest population growth in the province augurs well for positioning the Town of Appleton to attract new residents and businesses to the Town.

**Graph 1 – Regional Population Trends (2001-2016)**



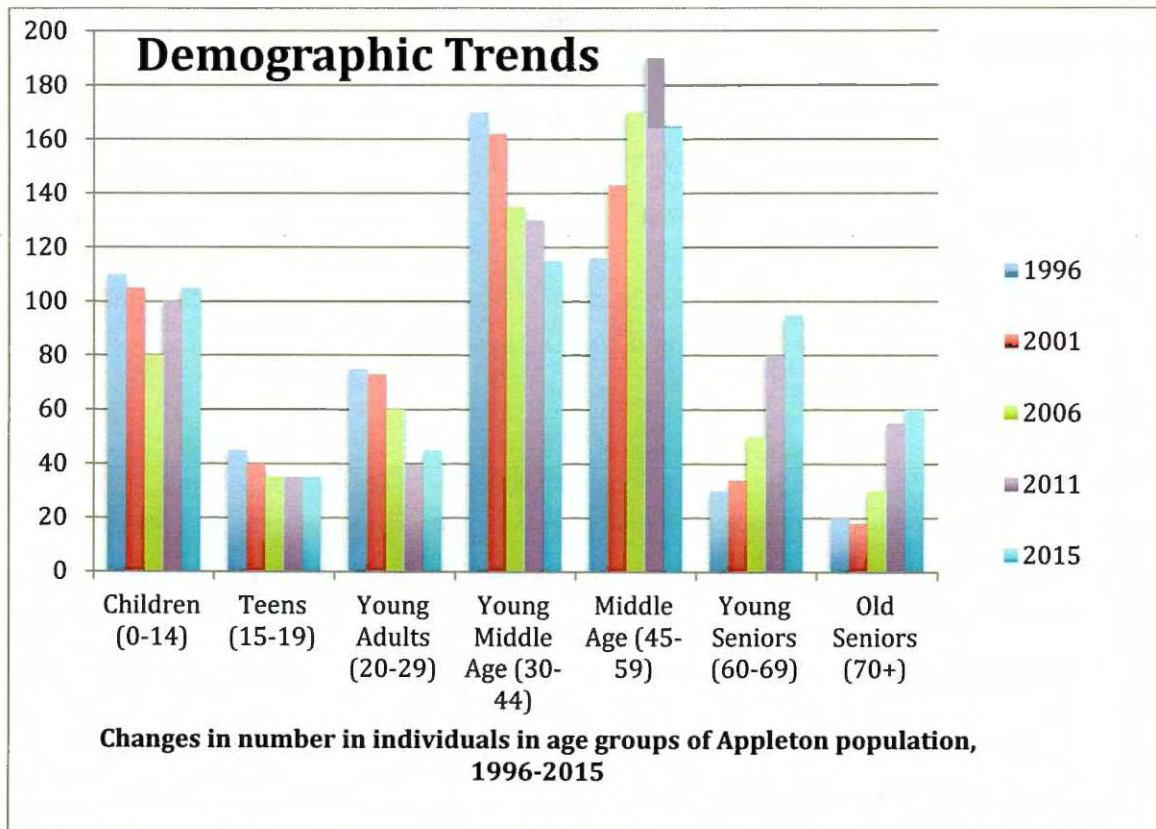
**Age Groups**

In order to provide the most relevant services to the people of the community, the Town Council needs to understand the age profile of its residents. The federal Census Canada 5-year age groups were re-grouped into seven categories that were based on a combination of marketing age categories and the logical age groups that reflect the stages in the progression of a persons life: child (dependent), teens (dependent but stretching their wings), young adults (finishing education/finding jobs), young middle age (settling down/having children), middle age (finishing raising the children/looking towards retirement), young seniors (sometimes referred to as the 'new 40), and old seniors (more likely to need health and home services).

Graph 2 illustrates the changes in each of these age groups between 1996 to 2015. Note that the 2015 data is based on estimates prepared by the Newfoundland and Labrador Statistics Agency.



**Graph 2 – Demographic Trends (1996-2015)**



The age distribution patterns of Appleton residents over the previous 15 years reveal significant demographic trends that have an influence on land use planning considerations for the community. Using actual Census data for 1996 to 2011, the changes are as follows:

- Interestingly, the number of young children (0-14 years) only declined by 10 children from 110 to 100;
- The number of young adults (15-29 years) has decreased from 45 to 35;
- As well, the number of young adults (20-29) decreased from 75 to 40;
- Young middle age adults (30-44) decreased from 170 to 130;
- Middle age adults (45-59) increased from 116 to 190;
- Young Seniors (60-69) increased from 30 to 80; and,
- Old Seniors (70+) increased from 20 to 55.
- In 15 years, there were three big shifts in the population age groups:
  - decrease in Young Middle Age from 30% to 21% of total population),
  - growth of the Middle Age group (from 20% to 31% of total population),
  - Seniors from 9% to 22% of the total population.
- The Young Adult group also declined in proportion of the community by -7%, while children and teens decreased more moderately (-3%);

- The 2001 median age in the community was 37.8 years, by 2006 it was 41 years, and by 2011, it was 45.8 years, slightly older than the median age of the province which in 2011 was younger than Appleton at 44 years; and,
- The largest group (using 15-year age groupings) of the local population consist of those in the Middle Age (45-59) group with 190 people;
- There was a tie for second largest group between the Young Middle Age group and Seniors (about 130 in each).

The predominance of the Middle Age group helps to explain why the number of children by 2011 sat at about the same level as 1996 and 2001 as these individuals are in the family-oriented time of life.

The demographic trends highlight significant aging of the local population which may convey the need for a greater land use planning emphasis on providing for a more diverse supply of seniors housing choices, and to address varied community needs for seniors such as to provide for expanded amenities for active living and enhanced pedestrian mobility opportunities.

While the community currently has maintained a stable number of children, the ongoing loss of youth and young adults of childbearing age is a similar significant population dynamic; it may only take one-generation period of time for the community to be challenged to sustain itself. In other words, without an increased number of young families and new residents moving into the community, the local population will continue to decrease. However, this may be offset by the fact that Appleton is a desirable location to retire, so potential growth efforts of the Town should be multi-faceted in targeting young families and adults, as well as the Middle Age-Senior categories, and other persons of retirement age.

A land use planning challenge for Appleton will not only be to address the pronounced needs of the growing number of local seniors, but also for the Town to take a long-term view to the future and work towards continuing to enhance the beauty of the Town and offering more housing choices for all age groups. This will enable the community maintain its population diversity as well as make the community more stable and vibrant.

Appleton considers itself a very stable population with a high proportion of long-term residents. This stability is slowly changing as seen in a comparison of mobility statistics between the 2006 and 2011 census information. In 2006, 86% of the population lived at the same address 1 (one) year ago and by 2011 this was 79%; and in 2006, 75% lived at the same address 5 years ago and in 2011, this was 54%. Of those people that moved within the 5-year period, in 2006, 92% moved from elsewhere in the province and his changed to 52% in 2011; and 8% in 2006 moved from another province, which grew to 48% in 2011. This means that Appleton is already being



considered as an attractive community to people who are moving to the province, most likely moving back after living and working elsewhere in Canada.

### **Family and Household Characteristics**

The most recent 2011 Census Canada data provides data to further describe the family characteristics of the residents of Appleton:

- There are a total of 245 private households in Appleton with 210 census families;
- There are approximately 35 persons who live alone in the community and are not deemed to be part of a census family unit;
- Nearly 88% of the census family households are comprised of married/common-law couples;
- Approximately 60% of married/common-law couples either have no children, or no longer have children living at home;
- There are approximately 15 lone parent families (10 female/5 male) families;
- The most predominant size of local households is 2 persons (60%), followed by 3 person and 4 person (19% each), and 5 persons (2.0%); and,
- The average number of persons in private households is 2.7.

The family structure and household statistics illustrate that 88% of all families are either married or living common law, and additionally that the two-person household is the primary household size. Looking at the shift in family characteristics between 2006 and 2011, it is interesting that in both 2006 and 2011, 52% couple families were couples without children, and for couples with children the percentage went from 32% in 2006 to 38% in 2011; and in both years 12-14% were other configurations (single parent or 'other'). This means that during the 2011 growth spurt, the Town of Appleton was still very attractive to families with children, as the family composition for the households in Appleton did not significantly change. Therefore, the Town will need to ensure that facilities and services are available to meet the needs of both the aging population and families with children.

### **Education**

The 2006 Census reported that approximately 66% of all local residents between the ages of 18 and 64 years have a high school diploma. Over 20% of local residents additionally have a College diploma, and approximately 24% have trades training. Only 2% of local residents have a university degree. The comparative provincial averages for educational attainment are considerably higher.

## Employment

In 2011, 57.0% of the total population over 15 years was in the labour force. Appleton had a high unemployment rate (21.3% or 230 people) in 2011, representing an increase of 4% since 2006. Unemployment rate is high for men (25%) but low for women (0%), this trend existed in both 2006 and 2011.

Of all local residents aged 15 years and older involved in the labour force, they were employed in the following indicative occupations:

- Sales and service – 11% (35) of all employed local residents;
- Trades, transportation, equipment operators – 19% (60);
- Business, finance and administration – 10% (30);
- Management – 32% (100);
- Health – 10% (30);
- Education, social science, government service, religion – 13% (40); and,
- Natural and applied sciences –5% (15);

A high percentage of the labour force (32%) indicates that they are in a 'management' occupation. As well, the 2006 Census Canada information indicated that the majority of local residents worked outside of the community, but within the census division (65%).

Given that there are few employers in the Town of Appleton, nearest source of employment might be the Town of Gander (20 km drive), which offers employment opportunities at shopping malls, box stores and a wide range of regional service providers, such as the Airport, health services, and government offices.

## Income

Statistical information on Appleton residents' level and sources of income provide an indication of the community's financial wellbeing, and the capability of the municipality to pursue varied monetary initiatives. While income data was not available from the 2011 Census, the best available alternative sources of data were utilized.

In 2010, there were 295 private households reporting on after-tax income, of these, 41% reported an after-tax income of \$30-39,999, 25% reported between \$60-79,999 and the other income groups garnered only 5-10% (note there were no reports under \$20,000).

A comparison between 2006 and 2011 census data indicates that there was employment stability: where most of those employed 'Worked at usual place; (in 2006 - 88% and 2011 - 95%).



Therefore, even though most households had a modest after-tax income between \$30-39,999, there was stability in this employment.

The median and average income levels were reviewed in order to get a better picture of typical household incomes. Using the median income provides a more accurate picture of typical household income, as the number is not skewed unduly by a few very high or very low values. Looking at the median household income in Appleton, these were higher in 2005 than in 2010 for Appleton households; and in 2005 the median income was considerably higher than the provincial median (by about \$7000) but by 2010, it had dropped by the same magnitude *below* the provincial median. The average income figures (only available for 2010, indicate lower incomes compared to the rest of the province (by about \$9000). There could be several reasons for this, such as, seniors, backed by life savings, living on a pension.

Looking at the source of earnings information between 2006 and 2011 Census, Appleton household's income from earnings dropped from 72% which was higher than the overall Census District No. 6, and the province as a whole to 66%; correspondingly government transfers increased from 19%, which was about on par with the District and province (20%) to 29%, quite a bit higher than District No.6 and the rest of the province. Income from other sources only dropped from 9% to 6%.

**Table 1: Source of household income**

Source of Household Income	2006			2011		
	Appleton	District No. 6	NL	Appleton	District No. 6	NL
• Earnings	72%	67%	69%	66%	67%	71%
• Government transfers	19%	20%	20%	29%	21%	19%
• Other	9%	12%	10%	6%	12%	10%

The planning implications of the changes to income levels and sources of income relate to the range of services the Town needs to be able to provide to meet the needs of its residents. Obviously as earning income decreases and dependency on government transfers increases, the buying power of the individual is lower. For long term resident, this might simply mean that their purchasing options have decreased; however, for other resident still looking for housing or requiring financial for housing, the issue of affordability becomes a more critical factor.

Given that this transition in income source coincides with the aging population, it is logical to deduce that there will be a growing number of seniors seeking affordable housing in the Town



of Appleton. The housing types might range from independent living arrangements to more institutionalized venues in order to accommodate the needs of this trend into the future.

#### **1.4.4 SOCIAL CONTEXT**

Social planning encompasses a wide range of community development considerations that include becoming more age friendly as a community, addressing seniors' needs, pursuing youth engagement programming and family friendly facilities, involvement with aboriginal peoples, and fostering 'pride of place'.

It is evident that Appleton has strong community spirit with its annual Winterfest and repeated success in the Tidy Towns program, and the fact that this small community has a full-time recreation staff-person to co-ordinate the demand for community activities. The people of the Town are active volunteers for the committees: Finance, Public Works, Joint Water and Sewer (administered by Appleton), Energy Planning, Recreation, Tidy Towns, and representatives on the Gander and Area Chamber of Commerce and the Central Waste Management Committee (Norris Arm location).

#### **1.4.5 LAND USE PLANNING CHALLENGES AND OPPORTUNITIES**

##### **1.4.5.1 LOCAL CONSTRAINTS AND CHALLENGES**

Based on the information provided in Sections 2 and 3, there is several issues that impact planning efforts in Appleton. These include:

- the steep topography of the landscape in portions of the Town;
- proximity to watercourses and the threat of flooding;
- potential impacts of more frequent and more intense storm events from climate change;
- an aging population;
- overall decline in populations, particularly, the youth in the Town;
- lower incomes and employment trends;
- price of current housing stock prohibitive to young people; some have bought trailers in Glenwood just to stay in the area because they can't afford a house in Appleton;
- budgetary capability to afford large community capital projects; and,
- limited staff resources.

##### **1.4.5.2 SHAPING DEVELOPMENT: EXISTING PATTERNS AND FUTURE OPTIONS**

The local circumstances, needs and priorities of the municipality have changed over the past two decades, and a new and more relevant community planning approach is needed to manage both short range and longer-term land use challenges and opportunities.

Existing development within the community consists mainly of residential land use. Other prominent land uses within Appleton include the Town buildings, marina and park (with a sawmill adjacent to it) on the shore of the Gander River, and a store and the industrial park on the Trans-Canada Highway.

Observations of existing patterns of development with varied land uses of the community are provided in the following sections.

#### 1.4.5.3 RESIDENTIAL DEVELOPMENT

The single detached residential home is the predominant residential housing type in Appleton. The 2011 census data indicated that there were 295 private households, of which 80% (235) were privately owned and 60 rented. Of these households, 74% of this stock was over 45 years of age and 25% between 25 - 44 years. The 2011 census data also identified 5 apartments, 5 duplexes and 10 'other' residential dwelling unit types.

The following Table shows how the number of dwelling in the ten-year period between 2006 and 2016 mirrors the local population spike experienced during this similar timeframe. Unfortunately, the complete 2016 census information is not available to allow for more detailed analysis.

Table 2: Number of Private dwellings		
Year	Total private dwellings	Occupied by usual residents
2006	226	216 (96%)
2011	265	246 (92%)
2006 to 2011 change (%)	+17%	
2016	246	239 (97%)
2011 to 2016 change (%)	-7%	

More recently, the residential development of Appleton Estates was completed containing 14 serviced lots. These consist of larger lots with 21 m frontage and higher end homes. All the lots were sold by 2016. At the public consultation, residents expressed concern that this type of large lot development in the heart of the community might no longer be viable under the current economic conditions. However, at the same time the opinion was expressed that there was interest in estate-style lots for high end homes in the vicinity of the former 'Glen Eagles'



resort area by both local and Gander residents looking for space and a view over the upper Gander River towards Gander Lake.

Other undeveloped portions and neighbourhoods of the community similarly possess potential for future development. The Municipal Plan will map and designate these locations. While the flood risk zone bordering the Gander, River is somewhat of an impediment to waterfront residential property development, the Municipal Plan review and update will explore opportunities to develop at higher elevations, and thereby possibly enable the protected waterfront lands to become a shared community asset.

The Town is seeking to develop additional residential units to accommodate large lot, single-family dwellings as well as higher-density seniors housing. For example, the Town is exploring future residential opportunities on the forested lands located in the central area of town (said lands are currently designated as 'urban development'). The subject site possesses potential for orderly and sequential growth through a phased development. Phase One, intended for seniors and for affordable housing types, is targeted to occur on lands divested by Newfoundland and Labrador Housing (approximately 30 acres) to the Town. Currently, there are more than 60 local people looking for senior's housing units.

Phases Two and Three could offer a variety of residential lots for NL expatriates and others wishing to pursue a country lifestyle offered by the site's location.

During the site visit, Tract considered current residential and other land use developments trends and patterns. Our site visits confirmed opportunities to economically use of the available water and sewer services to provide development opportunities on the land supply within the Planning Area boundaries of the town. This can be accomplished through infill residential development, or by the use well designed smaller lot size homes, and provision for compact lot zone categories within the Development Regulations. Another option is whether there is an opportunity for residential care backyard cottage style dwelling units for seniors with the desire to age in place.

During consultations, participants estimated that an entry-level house would be \$150,000; which is considerably lower than the average current house price of about \$300,000+. As seniors sell their homes in order to downsize and find more age-friendly, lower-maintenance housing, their homes (at \$300,000+) are not affordable by young, moderate-income, first-time homeowners. So, these homes become available to a wider regional/provincial market of mature homeowners wishing to retire closer to services. While this brings in new residents, it does not bring in children.



Smaller lots and homes were explored during the public consultations with the community and business owners as an opportunity of offer accessible housing to moderate-income families wishing to purchase a home in the community. The strategic siting of higher density two unit and other apartment residential forms could provide for young families. However, there were strong concerns expressed at the public sessions regarding how these forms of housing would fit within the overall country-living character of the town. Based on the discussions with the community it would appear that housing that looked like the following examples might be acceptable to residents as these smaller homes (46 m<sup>2</sup> – 120 m<sup>2</sup> with 14 m frontage), if situated with appropriate side yards that would emulate the existing neighbourhood character.



167 m<sup>2</sup> (approx. 1800 ft<sup>2</sup>)



111 m<sup>2</sup> (approx. 1200 ft<sup>2</sup>)



149m<sup>2</sup> (approx. 1600 ft<sup>2</sup>)

The housing form that was expressly not wanted by the residents that attended the meeting was the 'mini-home', particularly if sited on the lot with the side view facing the street, which would maximize use of expensive servicing. An example is shown below.



These issues and concerns can be addressed in the updated Municipal Plan and Development Regulations which can establish the necessary lot size, permitted uses, housing form, site design and zoning requirements to support and facilitate these desired developments, as well as to address planning challenges such as tree removal, development amenities, walking trails, and identification of thresholds to enable movement from one development phase to another.

The future Town growth options should support a connective and orderly build out without incurring the significant capital infrastructure costs and on-going operational costs for Town serviced lands.

#### **1.4.5.4 COMMERCIAL/EMPLOYMENT GENERATING DEVELOPMENT**

The Town has recognized the need for commercial and employment generating industrial development in the community. As further business growth occurs, it creates a 'domino effect' which will encourage additional business interest and expansion; provide for more employment, retail and personal services, commercial products and shopping choices for local residents; help to enlarge and expand the mix of local land uses; and to expand the Town's tax base. Business growth also allows the community to become more complete whereby its residents have increasing opportunity to live, to shop, to work and to pursue recreation, and to grow old without leaving the community.

The Town is taking initiative to encourage commercial and employment generating business growth. For example, the Town has plans to expand the existing industrial park, which currently has ten serviced lots (100'x200'), which sell for \$10,000 on the condition that building is started in one year after purchase. The Town has applied to the Provincial Government for Crown land for 5 more pieces of property. An option for the Town to consider is to have a stipulation that the development be 'substantially completed' within 2 or 3 years after lot purchase (it is easy to start a building by pouring a foundation, but the what is really required is a completed building). Taxes on these lots are currently \$600/year.



With regard to commercial development, the Town's inventory is low. There is one convenience store, Clover Farms, located on the Trans-Canada Highway, which has groceries and a liquor store (no fuel). The objective to attract a full-service gas bar location to the community is on Appleton's radar. In the past, there was an outdoor market with local fresh fruit located adjacent to the store; however, as the local farmer is in the process of retiring and selling the farm, this has been discontinued. Nonetheless, the farm, which is located close by, is still a viable operation for local fruit production and has excellent prospects for renewal.

There is also a high-end gift/home décor shop on the Trans-Canada Highway called 'Tiffany's' which has been a mainstay in the community for over 20 years; the clientele are mainly people passing by on the Trans-Canada Highway. This location, just off the main entrance to the community, was also the location of a florist shop with two greenhouses and an ice cream shop; both are now gone. This shop faces onto the Trans-Canada Highway and behind it is the main developed playground (a former baseball pitch) that contains an ice rink and playground items.

To augment the local commercial/ industrial portfolio, there is a construction operation facility located on the Trans-Canada Highway (next to Tiffany's) that was formerly a gas station - one of the reasons why the Trans-Canada Highway was constructed through the community and not around the built-up area of the town. There was some discussion regarding moving this operation to the industrial park, but this was unsuccessful and the current upgrades to the building indicate that a re-location is unlikely in the near future.

As well, there is additionally a family-owned sawmill located next to the municipal park; the sawmill has downscaled over recent years. There is consideration of a proposal to provide the sawmill operator some land in the industrial park or elsewhere in order to expand the community park space adjacent to the Gander River.

To address future commercial development, the Town has acquired land on the north side of the Trans-Canada Highway; however, as a designated Protected Road, there are some restrictions regarding site development. The Municipal Plan will explore highway commercial opportunities for this location.

The Plan Review assessed the varied commercial locations, including the industrial park that is poised for expansion and assessing the potential for coordinated commercial growth. Our work includes an understanding of current zoning language for commercial and industrial growth with respect to permitted uses, regulatory requirements, and possible suggestions such as identifying and designating strategic vacant commercial land parcels for future development, identifying guidelines for site landscaping, signage, parking layout and building design, or increasing the

minimum site coverage requirement to facilitate larger buildings on serviced commercial and industrial lots to enable for higher assessed values and greater taxation revenue: larger buildings typically result in more local employment opportunities.

#### **1.4.5.5 PUBLIC USE DEVELOPMENT**

Local social infrastructure within Appleton includes the Community Centre, which houses the Town Office and Council Chambers. The Centre also has a fitness facility, banquet hall and bar, and a sauna. It is the community focal meeting place for social activities and events ranging from fitness to weddings/showers/anniversaries, dances, card games, quilting for seniors, etc. The facility is well used, well maintained and the pride of the community. The Town depot is located at the rear of the lot.

#### **1.4.5.6 COMMUNITY AMENITY SPACE: PARKS, TRAILS, TOURIS AND LANDSCAPED PLACES**

Within its Planning Area, the Town is well endowed within natural open space, forest and access to the Gander River and its watershed. From a community planning perspective, it will be important through the Plan preparation process to identify, designate, map and formulate policies to preserve such valued natural and environmental assets as non-developable, and to illustrate options for future expansion and development of the community's open space and walkway trail system.

The Municipal Park and playground represents the jewel of the Town's developed recreational amenities. The Town has devoted capital funds to the Park, it has been enhanced and expanded and is well used. The addition of the Peace Monument for example, provides a venue for Canada, 9/11 and Remembrance Day Services and tourists visit to view the site. In the recent award-winning musical, 'Come From Away', the role played by the Town and particularly the Mayor further deepens the significance to this memorial.

Further south along the shoreline, near the Water Intake for the Town, there is the 'club house' for the Central NL Dragon Boat team that is organizing a major event taking place during the summer of 2017 bringing in teams from across Canada for a 3-day race on Gander Lake on the July 1 weekend.

The Trans Canada Trail, which is the T'Railway provincial park, passes through the community and represents a further recreational asset to the community. The Trail provides opportunities for the Town to organize events and activities around the snowmobile and ATV industry. The T'Railway is informally used by residents for access to the backcountry to enjoy outdoor



activities or access cabins and cottages. As well, at any time of the year local residents use the T'Railway as a hiking/walking/running trail.

There are also varied walking trails within the Town, which will help to address and build upon current and future active mobility opportunities for seniors. Residents indicated that they consider the streets to be very safe for walking/running; and during the summer, speed bumps are put on the streets where children are known to reside. The local system of Nordic ski trails provides for further inventory of outdoor recreation activity.

Enhanced public access to the Gander River will be a major theme of recreational development within the updated Plan, as well as advancing policy recommendations for outdoor recreation tourism marketing and creation of additional public places of beauty throughout the community. At the public consultation session, there was considerable interest expressed in enhancing the access to the Gander River as a salmon river by improving trails to the fishing pools and providing boating services. The possibility of an RV site for anglers was proposed, based on the success on such facilities on the Northern Peninsula.

#### **1.4.6 ENGINEERING INFRASTRUCTURE AND SERVICES**

Land use planning brings together the geography of the land with the servicing capacities and capabilities of the Town's water, sanitary sewer, storm water management, road network, and waste management systems.

##### **1.4.6.1 WATER**

The Town of Appleton shared its water with the Town of Glenwood (who pay for the service). In 2017, this is expected to cost the Town \$83,100. The Town is fully serviced by water.

##### **1.4.6.2 SANITARY SEWER**

In 2006, the Town of Appleton with the Town of Glenwood in partnership with Abydoz installed a wetland sewage system that eliminated the disposal of raw sewage into the Gander River. The Town passed a resolution of Council stating that Council does not permit un-serviced lots on septic systems.

The Town of Glenwood supplies the sewer service and the Town of Appleton pays for the service. The main sewer line follows the main road to a lift station that connects to the Abydoz facility in Glenwood. In 2017, this is expected to cost the Town \$37,120.

The current sewer system is designed for 2500 users and currently it has 1600 users.

This sewage system project won the 2010 Watershed Award (Atlantic Region) presented by the Insurance Bureau of Canada and the Federation of Canadian Municipalities, and was recognized for its positive environmental impact by the Professional Engineers and Geoscientists of Newfoundland and Labrador.

### 1.4.6.3 ROADS

The main (collector) streets have a paved surface that is 15-18 feet wide (5-5.5 m); and the residential neighbourhood streets are 14 feet (4.2m) wide. The Town has no sidewalks and Council have indicated that they do not want sidewalks; however, this presents a question regarding mobility within the Town.

**Collector Roads:** River Road, Bowater Drive, and Richard's Road

**Neighborhood Residential Roads (off the collector roads):**

- Country Lane
- Circular Road
- Steele Avenue
- Chippy's Lane (named after Zipporah Steele, an influential individual in the founding and development of the Town, whose nickname was 'Chippy')
- Lakeview Place
- Mill Road
- Carberry Lane
- Simms Road
- Jack Wall Crossing
- Lock Place
- Glen Eagles Way

The Town dedicates significant expenditures annually to servicing the local road network. For example, the costs for roads overall in 2017 are anticipated to be \$67,230.32. This can be broken down to \$41,930.32 for streets and roadwork; \$10,000 for snow removal; and, \$15,300 for street lighting.

The Trans-Canada Highway bisects the community and community access is via the collector streets. The TCH is designated a protected road under the *Protected Road Zoning Regulations of the Urban and Rural Planning Act, 2000*; and access to the TCH can only be authorized by the Department of Transportation and Works; furthermore, the *Building Near Highways Regulations* administered by that department apply.



#### **1.4.6.5 HOUSEHOLD WASTE MANAGEMENT**

The Town stopped using the dump in Glenwood in about 2001 and brought household waste to the Gander waste disposal site with a tipping fee of \$25.00 per household/year (2011). The Norris Arm Regional Waste Management facility opened in 2012 and now services the region. In partnership with the school in Glenwood, the Town of Appleton supports recycling, by allowing residents to bring recyclables to a collection site at the town hall.

#### **1.4.6.6 FIRE PROTECTIONS SERVICES**

The Towns of Appleton and Glenwood partner on fire protection services through a Volunteer Fire Brigade.

### **1.5 KEY FINDINGS AND COMMUNITY VISION**

#### **1.5.1 KEY FINDINGS OF BACKGROUND RESEARCH**

Highlights of the background report include the following observations and considerations:

- The location of Appleton offers an and enviable combination of quality country-living with Trans-Canada Highway and Gander International Airport connectivity to regional services, employment opportunities, and international destinations and markets;
- The Town needs to continue to build on its strong regional context with communities such as Gander and Glenwood to attract a cross section of new residents and new businesses;
- Appleton residents demonstrate an attachment to their community, and a 'pride of place' with strong civic participation on community committees, social events and support for the community recreation facilities, both indoor and outdoor;
- The Town actively advocates their slogan 'Room to Grow' in all publications and initiatives, however the 1996 Municipal Plan is outdated and does not foster growth opportunities;
- The community has traditionally had a stable population of long-term residents with a cross-section of families with children and seniors, but that is starting to change as the population ages and these needs are reflected in the demand for seniors housing and community services and a corresponding loss of young people in the child-bearing age group;
- Household incomes are decreasing and the unemployment has increased, therefore, there is a need for housing that is suitable for both young families and seniors;
- Focusing on retaining and attracting new population growth within the growing Central Newfoundland area provides opportunity for Appleton to expand in a manner that will maintain the traditional mix of age groups in the community;

- Expansion of the local tax base is required to enable Appleton to maintain the current level of community services and evolve into a more complete community;
- Growing the industrial tax base through development of the Industrial Park and the acquisition of additional lands for expansion of these facilities needs a coordinated, phased approach to maximize land use and commercial opportunities;
- Growing the commercial tax base of the community along the Trans-Canada Highway is another opportunity to expand the tax base for the community;
- The Trans-Canada Highway bisects the community which is also breaks up the continuity of the community; however, it can offer an opportunity for commercial development;
- The Town is proud of its local history with forestry, transportation (railway and TCH) and the out-of-doors, but the Town expressed interest in development of a tangible means to celebrate this history in the built community;
- The natural setting of the Town on the Gander River is a scenic asset with economic development potential for boating, salmon angling, trails, and parks; and,
- The proximity of the T’Railway provincial park also provides for a variety of recreational activities.

The resulting Municipal Plan and Development Regulations will provide the Town of Appleton with the tools to help manage future change. The Municipal Plan provides for a far-reaching policy framework to guide the Town of Appleton in pursuing its sustainable goals and objectives for the future. The policies represent both challenges and opportunities for the Town. They will enable the community to achieve more effective economic, environmental, and social sustainable success.

### **1.5.2 PUBLIC CONSULTATION**

The consultation process involved discussions and meetings with Council, Town staff, stakeholders representing business and volunteer organizations, a formal public meeting, and an online survey.

On May 31, 2017, a community public consultation session was held between 7 p.m. to 10 p.m. at the Town Hall in Appleton. Residents were contacted via the Town email service, posters and a press release posted on the Town website and Facebook page. As well, a Notice of the meeting was published in the Gander Beacon. About 25 individuals attended, including the Mayor, members of Council, recreation committee volunteers, and business people including a farmer, the President of the Gander and Area Chamber of Commerce, and local residents.



A survey was also prepared and residents could participate via the Town website. The survey was closed on June 14, 2017 and there were 42 respondents that represent 17% of the private households in the community. A full copy of the result is included in Appendix.

Almost half of the respondents were long-time residents (20-50 years) and 43% resided in Appleton 5+ years; so, there was minimal response from newcomers. Nonetheless, these individuals indicated an overwhelming level of satisfaction with living in Appleton (27% extremely/46% very satisfied).

However, generally their responses to the questions were more moderate, never strongly agreeing or disagreeing with positions or statements in the questionnaire. The top three factors to improve the community were storm sewers management, condition of the roads and protecting natural features and landscapes. The second tier of concerns included developing sense of community, working with other communities, more citizen engagement and creating jobs. The third tier consisted of more parks, walking trails, opportunities for recycling, more cultural and social events and the creation of jobs. The last tier was more residential options, improving walkability and lastly, at 'somewhat important' - more shopping.

When questioned about housing, respondents did not agree (somewhat disagreed) that there was enough housing for seniors, affordable housing for entry-level homeowners or low-income residents, or enough residential land for the next 10 years. They were generally in agreement that there was enough commercial and industrial land and that the Town needed to offer more opportunities for seniors housing choices and tourism, including access to the waterfront. They agreed that there needed to be clear, enforceable rules; development of a marina, and the most agreed upon item was that the Town should encourage 'green' technology.

The general comments in the open-ended portion of the survey allowed individuals to elaborate on the views they expressed in the more structured part of the survey. Accessibility issues and upgrades to equipment in the playgrounds as well as roads, was mentioned; also, development of trails suitable for various users. The marinas in Pasadena, Bishop Falls and Lewisporte with associated facilities were cited as desirable examples to follow.

Overall, the recurring theme of the natural beauty of the Appleton setting was expressed repeatedly throughout the community interviews, public consultation and the resident survey as a value to be protected. This will be an important value at the heart of the renewed Municipal Plan and Development Regulations for the Town of Appleton.

### 1.5.3 THE COMMUNITY VISION

The purpose of a Community Vision Statement is to express the local values and future aspirations of how a community views itself in the future. The Vision thereby identifies the guiding principle for how the overall community planning objectives and land use policies of the Municipal Plan are to be developed. The renewed Town of Appleton Community Vision Statement was developed after the community public consultations, stated as follows:

“The Town of Appleton is a progressive community that has “Room to Grow” in a manner that preserves its historic quality of country living setting and lifestyle, yet contributes to the long-term economic and environmental sustainability of the community in the future. ”

The Town of Appleton strives to preserve the family character of the Town by creating residential opportunities to retain and attract young families, allow for seniors to ‘age in place’, and generate tax revenue from high-end estate lots where environmentally and economically viable.

The Town of Appleton intends to explore opportunities for cultural, heritage, and tourism related development focusing on Gander River and Gander Lake featuring interpretation, activities and facilities for boating, salmon-fishing and other historical and recreational interpretation.

The Town of Appleton seeks to create commercial and industrial opportunities along the Trans-Canada Highway to attract new investment in the Town, which will support the social, recreational, cultural and environmental initiatives of the community.”



## **2.0 COMMUNITY-WIDE GOALS, OBJECTIVES AND POLICIES**

There are municipal planning policies that apply throughout the Municipal Planning Area for the Town of Appleton. Recognizing and building on the considerable innovation, energy and vision that the Town of Appleton has shown over the years, the updated plan integrates the work of the 2011 Integrated Community Sustainability Plan (ICSP) into the new Municipal Plan. The community-wide policies have therefore been organized under the headings for the pillars of sustainable development, namely:

1. Environment
  - a. Environmental protection
  - b. Sustainable development
  - c. Responsible management of natural resources
2. Economic
3. Social
4. Cultural
5. Municipal Governance
  - a. Administration
  - b. Land Use and Development

### **2.1 ENVIRONMENT**

#### **2.1.1 GOALS**

To protect the natural environment, including natural drainage systems, wetlands, wildlife, plant and fish habitats, and responsibly manage community-related and natural resource development impacts for the health, aesthetic, economic and recreational benefit of the Town of Appleton.

#### **2.1.2 OBJECTIVES**

- A. Protection of the natural environment, such as the soil, water, vegetation, air, wildlife habitats and ecosystem integrity;
- B. Promotion of sustainable development activities, such as, waste management, renewable energy production;
- C. Responsible management of natural resources, such as, forestry, mineral resources, wildlife and fish, water, agriculture.

## 2.1.3 ENVIRONMENTAL POLICIES

### 2.1.3.1 ENVIRONMENTAL PROTECTION POLICIES

It is the policy of Council to:

#### Protected Water Supply

1. Establish a Protected Water Supply overlay on the Land Use Zoning map of the Development Regulations to recognize this designation under the *Water Resources Act, 2002* and administered by the Water Resources Management Division. Work with the Gander Lake Watershed Management Committee to ensure that development and land use activities in the Town of Appleton is compliant with the Gander Lake Protected Watershed Management Plan which includes a considerable area of the town located in the *Protected Water Supply Area of Gander Lake* under the *Environment Act (Newfoundland and Labrador Regulation 82/100)*.

#### Flood zone

2. Respect the restrictions of the flood zone identified the provincial *Policy for Floodplain Management*, such that, no residential, and very limited other built-up development, will be permitted in a 1:20 year floodplain; and any building permitted in a 1:100-year floodplain will be subject to special restrictions and conditions. These areas are identified on the Future Land Use Map 1. Council will not permit development vulnerable to flooding in areas known to be subject to local flooding;

#### Water bodies

3. Protect rivers, streams, ponds, wetlands, riparian areas, and shorelines from pollution and development by implementing measures such as:
  - Maintaining, where possible, existing vegetation along banks and shorelines;
  - Ensuring conformance with requirements of the Water Resources Management Division of the Provincial Government
  - Where fish habitat is affected, requiring appropriate approvals from Fisheries and Oceans Canada;
  - Activity permitted in the vicinity of a watercourse within a Protected Water Supply Area will be in compliance with the 'Policy for Land and Water Related Development in Protected Public Water Supply Areas' administered by the Water Resources Management Division;
  - Subject to the appropriate approvals and reviews, only roads, public services and utilities, trails and accessory uses, and uses requiring direct access to a body of water may be permitted in the 30 m buffer areas; Note that wharves, boathouses, slipways



and breakwaters which require direct access to a body of water must adhere to the guidelines provided by the Water Resources Management Division;

#### **Slopes**

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

#### **Soil**

5. Prohibit removal of topsoil or sods except with the approval of Council.
6. Permit development only on lands having soil and drainage conditions which are suitable for the proposed uses.

#### **Vegetation/Landscaping**

7. Include conditions related to landscaping in new subdivision designs, including preservation of existing trees onsite; particularly as a buffer along the back of lots.

#### **Environmental Awareness**

8. Create partnerships and initiatives aimed at changing environmental attitudes, awareness and promoting projects which will enhance the built environment, for example, fostering a community/family environment by promoting greenbelts, passive parks and walking/hiking trails; and to promote a regular community "clean-up" program.

#### **Climate Change Impacts**

9. Take into consideration available data regarding climate change which is expected to result in more precipitation and more frequent extreme weather events that may result in increased flooding, sea surge and coastal erosion. These factors should be considered when allocating land for future developments that are in close proximity to a river, floodplain or coastline;
10. Seek funding to assess climate change impacts on the Town of Appleton.

### **Endangered Species**

11. Take into consideration that, because Rusty Blackbird, a provincially designated Vulnerable Species under the *Endangered Species Act, 2001* and it has been reported to occur in the proposed Municipal Planning Area; Council will consider the recommendation from the Wildlife Division of the Department of Fisheries and Land Resources that a 50 m minimum undisturbed natural vegetated green belt 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 practises.
12. Establish greenbelts in order to maintain landscape connectivity. These green belts should be connected to forested areas or other habitat patches to create travel corridors for various wildlife species. Council may require a minimum percentage of forest cover to be maintained during lot clearing, for example.
13. After consideration of potential impact on wildlife, whenever possible, Council will include conditions to developments which will restrict vegetation clearing to take place outside the May 01 to July 31 period (some raptors start breeding in March) as disturbance can be most detrimental during that sensitive breeding/ young rearing period.

### **Archaeology**

14. Any future developments on undeveloped lands within the town's planning area and particularly adjacent to the water's edge should be referred to the Provincial Archaeology Office.

## **2.1.3.2 SUSTAINABLE DEVELOPMENT POLICIES**

It is the policy of Council to:

### **Inter-governmental compliance and cooperation**

1. Provide municipal services at environmentally acceptable standards, which may require referrals to federal and provincial departments and agencies having jurisdiction for the protection of such environmental considerations as, emissions, effluents, vegetation, habitat, wildlife, fish, waterfowl, public health and safety.

### **Waste Management**

2. Continue the Town's initiatives in waste management and recycling and consider community composting;



### **Renewable energy**

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

### **Storm Water**

5. Require development applications to include information regarding grading, ditching, and landscaping.
6. Evaluate significant alterations to the natural environment (such as changing the drainage pattern or removing vegetation) during the evaluation of development proposals.
7. Alterations which will adversely affect adjacent property or shall not be permitted. Where there is concern that development may contribute to excessive storm-water increases, Council may require developers and landowners to:
  - (a) Set aside open space areas where storm-water can be discharged to naturally infiltrate into the soil.
  - (b) Maintain vegetated buffers between storm-water drainage outlets and watercourses to minimize direct discharges into watercourses.
  - (c) Preserve existing trees or plant additional trees and shrubs to promote soil infiltration and capture sediments.
  - (d) Channel runoff to gardens and low-lying areas on the development site and on individual lots.
  - (e) Take advantage of the topography to reduce storm drainage, for example, retain natural depressions in the landscape to accumulate runoff and promote soil infiltration.
  - (f) Re-establish vegetative cover immediately on gravel surfaces, banks, drainage ditches, and other areas disturbed by construction activity

### **2.1.3.3 RESPONSIBLE MANAGEMENT OF NATURAL RESOURCES POLICIES**

It is the policy of Council to:

1. Protect and enhance agricultural enterprises and facilitate local commercial opportunities, such as a farmer's market, and ensure compatible adjacent development in order to minimize potential conflicts.
2. Ensure that forestry activities are compatible with the other uses in the Resource zone.

3. Allow mineral exploration (development) as discretionary use in all zones, provided that the work is subject to conditions appropriate to the use zone and which address any other concerns specific to the location.
4. Permit mineral working as a permitted use in areas zoned Rural and at least a discretionary use in other relatively undeveloped zones in order to ensure that there is adequate space for quarrying within the Planning Area to meet present and future demand for construction aggregate.
5. Allow for future mineral exploration and development opportunities providing that the Council is consulted on all proposed developments associated with these activities.
6. Ensure that development of resource lands does not block future access for other opportunities for land use and development.

## **2.2 ECONOMY**

### **2.2.1 GOALS**

To grow the economy in the Town of Appleton through expansion of commercial, industrial, tourism and residential development.

### **2.2.2 OBJECTIVES**

1. To increase the tax base to facilitate delivery of community services and provide local employment
2. Encourage the development of additional employment opportunities to serve the present and future population;
3. Promote the Town as a tourist attraction and encourage travelers to visit Appleton.
4. Attract new business to the Town of Appleton building on the location and transportation assets of the community in a regional context;

### **2.2.3 POLICIES**

It is the policy of Council to:

1. Protect the continued operation and expansion of existing businesses through appropriate land use policies and provision of community services;
2. Designate and zone land for commercial, industrial and tourism related development in order to attract new businesses to the Town of Appleton;
3. Promote the expansion of the Industrial Park in the Town of Appleton as an attractive business location; and,



4. Develop facilities and attractions in order to have services of interest to tourists visiting Appleton;

## **2.3 SOCIAL**

### **2.3.1 GOALS**

To provide for the health, safety and well-being of the residents of Appleton.

### **2.3.2 OBJECTIVES**

1. To promote the health of the community by enhancing active living opportunities, such as trails and walkways, and particularly increased mobility for a growing population of seniors;
2. To continue to provide access to recreational and social activities at the Town Centre for residents of all ages;
3. To continue to foster community spirit and a strong 'sense of place' expressed by the residents of the Town by hosting community events involving residents of all ages;
4. Expand the volunteer base for the Recreation Commission and provide additional resources as required;

### **2.3.3 POLICIES**

It is a policy of Council to:

1. Preserve of scenic viewpoints and ensure long-term stewardship of the aesthetic landscape of the Town that gives it the country-living lifestyle valued by residents and visitors alike;
2. Enhance public access to natural areas and open space;
3. Implement traffic calming measures on collector streets for the safety of walkers, runners and cyclists of all ages who share the street with traffic;
4. Prepare a recreation plan that involves strong public involvement to determine the best options for development and/or expansion of recreation lands;
5. Develop walking trails along shoreline and the T'Railway Provincial Linear Park and other areas of the Town;
6. Faciliate public participation in the planning of recreational open space lands and encourage events such as festivals, sporting events, and other attractions.
7. Continue the multi-functional use of existing community buildings (Town Centre).
8. Promote the upkeep of residential properties, businesses, and institutions; encourage the repair or removal of dilapidated buildings and structures; and prohibit indiscriminate

dumping. Council shall encourage businesses and contractors to store their materials and heavy equipment at the rear of their property or screen it from view.

## **2.4 CULTURAL**

### **2.4.1 GOALS**

To develop physical interpretative facilities to share the cultural heritage of the Town of Appleton.

### **2.4.2 OBJECTIVES**

1. To use cultural interpretation for the purposes of enhancing community identity;
2. To develop cultural resources that can provide a foundation for tourism product, and,
3. To develop a strategy for a program for culturally-themed events, such as arts and crafts or aboriginal themes that would bring in participants from the region and beyond.

### **2.4.3 POLICIES**

It is a policy of Council to:

1. Develop a strategy for cultural interpretation resources and facilities which would document current resources, artifacts, scope out options for action and additional materials, research sources funding and document resources required to achieve their objectives.

## **2.5 MUNICIPAL GOVERNANCE**

### **2.5.1 GOALS**

1. The Town of Appleton seeks to provide accountable, fiscally responsible, municipal governance that continues to embrace changes needed to preserve the character of the community valued so highly by long-term and new residents and visitors alike.
2. To administer the existing built community and manage future growth in a manner that ensures land use compatibility, orderly development and the economic use of municipal services to achieve balanced a balanced and attractive community.

### **2.5.2 OBJECTIVES**

1. To provide municipal administration and services effectively, efficiently, and equitably to all residents, in a transparent manner and within the fiscal capacity of the Town.
2. Encourage strong public interest and participation in municipal governing processes, including



Council elections, committee activities, and public participation in decision-making.

3. Deliver municipal administration and services effectively, efficiently, openly, and within the Town's fiscal capacity.
4. Encourage strong public interest and participation in municipal governing processes, including Council elections, committee activities, and public participation in decision-making.
5. Deliver municipal administration and services effectively, efficiently, openly, and within the Town's fiscal capacity.
6. Encourage a more diversified economic base to generate more revenues through business taxes.

### **2.5.3 POLICIES**

#### **2.5.3.1 ADMINISTRATION**

It is the policy of Council to:

1. Manage municipal expenditures and revenues so as to provide necessary municipal services within a framework of long-term financial stability.
2. Govern the Planning Area of the Town in a manner that is in compliance with relevant legislation such as the *Municipalities Act, 1999* and the *Urban and Rural Planning Act, 2000*.
3. Collaborate with other municipalities in the Region, government, community organizations, and the business community to facilitate opportunities to improve local governance and municipal services;
4. Manage municipal expenditures with restraint, aiming for maximum return on investment.
5. Manage the municipal debt, considering the Town's ability to meet its expenditures over the long term.

#### **2.5.3.2 COMMUNITY-WIDE LAND USE AND DEVELOPMENT**

It is the policy of Council to:

##### **Compliance**

1. Ensure compliance of land use and development within the Municipal Planning Area boundary with the policies and land use classes of the Municipal Plan and Future Land Use Map, and the conditions and standards set out in the Development Regulations, subject to all relevant Federal and Provincial legislation, regulations, policies and guidelines.
2. Establish of a revised development application review process to enable Council to more comprehensively evaluate, involve the public, and consider alternatives during the review process of development proposals.

### **Existing non-conforming use**

3. Protect and control existing non-conforming uses: Nothing in the Plan shall affect the continuation of a use which was legally established on the day that this Plan is registered by the Minister of Municipal Affairs and Environment, except as outlined in Section 108 of the *Urban and Rural Planning Act, 2000* regarding discontinuance and resumption of use, alterations, repair.

### **Municipal and public utilities**

4. Facilitate access for municipal and public utility works: Municipal services and utilities, such as telephone, pollution control and electric utilities, are permitted uses in all use designations, provided no adverse effect on adjacent land uses is created. In this regard, the size and appearance of such works must be in keeping with adjacent uses and provision shall be made for buffering in the form of landscaped areas between uses.

### **Development to front on publicly maintained road**

5. Require all development to have front onto a publicly-maintained road: All development must front onto on a publicly maintained road (provincial or municipal) and have independent, approved access; however, with the exception of a development within a Comprehensive Site Plan where fronting onto a road may conform to an internal road plan.

The rationale for this is that development that does not front onto a publicly-maintained road creates public health and safety liabilities which may result in the Town being required to fund the provision of services to unplanned development at a cost to the taxpayer;

### **Infill development**

6. Encourage infill development in areas served by municipal water and sewer services.  
Council shall review infill development to ensure:
  - a. the type, scale, massing, and design of the development is generally appropriate to the neighbourhood;
  - b. preservation of side/back/front yards for public safety requirements;
  - c. Building line setbacks shall conform to the existing development pattern; and,
  - d. adequate provision is made for light, privacy, and amenity.

### **Comprehensive Site Plan**

7. Consider development as a comprehensive site plan. A residential, commercial or industrial development containing one or more single or individual developments (i.e., condominium or townhouses which can be sold as separate units or a shopping complex containing separate retail units which leases individual spaces) may be treated as a single development where services are to be provided and maintained privately and internally. It must front onto on a public road and meet the Town standards for roads and servicing. If municipal services are not feasible, the provision of on-site services must meet requirement of the Town and provincial agencies, in particular, Water Resource Management Division and



Service NL. The Development Regulations will specify requirements for a Comprehensive Site Plan.

#### **Character of town and compatible development**

8. Preserve the rural character of the Town by protecting natural areas such as drainage courses, shorelines, and steep slopes are protected from development;
9. Preserve scenic views of the shoreline, ponds and hills, recognizing their value to residents and visitors for recreation and tourism;
10. Require that non-residential land uses located near residential areas are developed in a manner that is compatible with the neighbourhood and minimizes potential nuisance factors, such as, the impact of traffic, noise, lighting, and signage on adjacent residential areas. Where necessary, screening will be required through the provision of trees, shrubs, banks and berms, landscaping or fencing;

#### **Signage**

10. To ensure that the Development Regulations include standards and conditions pertaining to the design and location of advertisements and signage. Ensure that such signage will enable people to quickly and easily locate services and contribute to the overall attractiveness and distinctiveness of Appleton and its planning area;

#### **Uses Permitted in All Designations**

11. Set out in the Development Regulations which land uses will be permitted in all zones, including, conservation land use class, infrastructure, such as roads, public utilities, and hydro corridors, and exploration that is not a 'development';

#### **Future Development**

11. Reserve land for future road access to back-lands;
12. Allocate land for future development on the basis of its best use considering its physical characteristics and location;
13. Allow new subdivision development in areas that can be easily connected to municipal services;
14. Explore options to have a property mapping system that will help identify available, serviced and non-serviced residential lands;
15. Provide Subdivision provisions in the Development Regulations that will provide Council with the tools to set out the subdivision development standards and ensure compliance.

### **Water Supply System**

16. Maintain its water supply system, including intake, treatment plant, and distribution system, in good working order to ensure the availability of an adequate quantity and quality of water for residents, businesses, and public facilities.
17. Maintain adequate fire flows in all areas served by municipal water;

### **Sanitary Sewer System and Storm water**

18. Maintain the town's sanitary sewer and storm water system in good working order;

### **Water and Sewer**

19. Ensure that all water and sewer infrastructure associated with new land development must meet the minimum standards of the Town;
20. Ensure that the costs of installing water and sewer services and connecting new lots to the municipal system will be the solely the responsibility of the developer;

### **Roads**

21. Undertake improvements to the municipal roads through a regular maintenance program;
22. Provide adequate building setback from roads shall be required in order to maintain road standards. Setbacks should be sufficient to allow for landscaping of front yards, vehicle off-street parking and not interfere with the abilities of the Town's snow clearing program. In certain circumstances where topography restricts the development of a lot, a larger setback may be permitted to accommodate the development;
23. Ensure that the local transportation system adequately and safely provides access to meet the needs of residents and businesses;
24. Develop a proper road system with connecting streets by ensuring that streets do not exceed the maximum length by providing a second access for emergency access purposes;
25. Adequate off-street parking and loading facilities shall be provided.

### **Where municipal services not provided**

26. Ensure that the developer is aware that they are responsible to ensure that on site services meet the standards of the Service NL (Government of Newfoundland and Labrador).

### **Development Design Guidelines**

27. Establish development design guidelines in the Development Regulations to achieve a higher quality of built environment.

### **Land use Designations and zones within the Protected Road corridor**



28. Within the Protected Road Zoning corridor established under the *Protected Road Zoning Regulations, 1996*, the Municipal Plan designations on the Future Land Use map and the Development Regulations zones on the Land Use Zoning map apply; this is consistent with the interpretive practice of the Government of Newfoundland and Labrador. Note that a Permit is required from Service NL.

## 3.0 LAND USE CLASSES: OBJECTIVES AND POLICIES

In accordance with Section 13 (2) (c) of the *Urban and Rural Planning Act, 2000*, the land in the Municipal Planning Area of the Town of Appleton is divided into land use classes. Each class of land use is described by the objectives for this class of use that reflect the vision of the community. Where needed, the land use class is further refined into zones that reflect these various desired outcomes.

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

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

The Town of Appleton has the following land use designations:

- Residential Land Use Designation:
- Commercial/Industrial Land Use Designation
- Industrial Land Use Designation
- Flood Risk Land Use Designation
- Open Space, Park and Trails Land Use Designation
- Institutional/Public Land Use Designation
- Resource Land Use Designation
- Mineral Working Designation

The boundaries between land uses designations are meant to be general, except where they coincide with roads or other prominent physical features, where they are intended to define the exact limits. They are illustrated on the Future Land Use Map found in Appendix 1; note that the paper copy of this map with the signed registration stamp is the legal version. One copy of the registered map is kept at the Council office, Town of Appleton and a second copy is in the Minister's Registry with the Department of Municipal Affairs and Environment.

### 3.1 RESIDENTIAL LAND USE DESIGNATION

The Town of Appleton has a core residential area that has a very country or rural atmosphere as the community slopes down the banks of the Gander River. This is largely due to the different lot



sizes, diversity of housing types, and preservation of trees and abundance of landscaping. This community character needs to be preserved.

The Town also recognizes that the available housing stock no longer supports the goal of having a family-friendly town for all ages. The current prices are beyond the reach of moderate-income families or seniors seeking to downsize, yet remain in Appleton. The Town is also well-positioned to attract high-end residential development that could contribute to the economic well-being of the community. Recognizing that this type of development does not fit into the existing townsite, the land base of the Town is sufficient to explore other possibilities.

In the centre of Town there is an area formerly zoned 'Urban Reserve'. This is a prime area to provide housing priced for moderate incomes in order to enable young families and seniors to be located close to Town facilities and be surrounded by the traditional established community. While this area is located within the Protected Water Supply area, developments that are fully serviced by water and sewer have been allowed by the Watershed Management Committee for Gander Lake.

Another potential residential development scheme area was identified to the south of the main developed area of the Town. According to the Town Engineer, it is possible to provide water and sewer services to this area; however, it would be necessary to install a lift station to achieve this, which would add to the cost of development. This area is located above the water intake for the Towns of Appleton and Glenwood. As a result, there is a 150-m no-development buffer ('intake buffer') from the shoreline of Gander River extending for 1 (one) kilometre above the pumphouse. This results in a considerable loss of developable land if this buffer becomes the starting boundary for development. In addition, the area is bisected by the T'Railway Provincial Park, which also reduces the land area available. However, it is possible to apply for a permit for a street crossing of the park. If a development proposal contains full servicing for both water and sewer to all lots, there is a possibility that the Watershed Management Committee may consider a variance to the 'intake buffer' (as identified on the Future Land Use Map), which would make more developable land available.

The policies and associated zoning needs to provide the flexibility and opportunity for the Town to attract the cross-section of types of families without compromising its core country character.

### **3.1.1 GOALS**

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



*Example of the country living feel of the Town of Appleton which is what makes the Town special – and needs to be protected by the policies of this Plan;*

### **3.1.2 OBJECTIVES**

The objectives of the Residential land use class designation are:

1. Preserve the distinctive country-living character of the residential core of the Town of Appleton;
2. Accommodate housing needs for all residents for a range of age, income, abilities, and family status;
3. Allow for a range of housing, including affordable housing for residents of different income levels, age groups, family structures, and disability needs;
4. Preserve the amenity of existing residential area;
5. Allocate sufficient residential land to meet anticipated requirements for the next ten years.
6. Protect residential quality of life and property value;
7. Accommodate a range of housing types to satisfy market needs;
8. Build livable neighbourhoods through consideration of sustainable options for more diverse housing densities and design, purchase-price choices and economically efficient residential patterns;
9. Encourage residential development to areas that can be connected to existing streets and existing municipal services economically;
10. Consider carefully extensions of existing streets and new residential streets in close proximity to existing residential development to protect access to future development opportunities;
11. Promote new residential development provided that it can maintain the Town's natural and scenic character;



12. Manage residential development in a manner that preserves and protects sensitive environments and public open space;
13. Ensure a pattern of development that reduces land use conflict between residential and other land uses;
14. To provide good quality residential site design and a high standard of municipal services;
15. Encourage options for innovative housing forms and other efficient and uses of land that are financially accessible to a range of household types and income groups including first-time home owners, young families, and seniors, such as, for compact lots, cluster developments, granny cottages, panhandle lots; particularly, in Comprehensive Development Scheme Area #1 – Forest Hill;

### 3.1.3 POLICIES

It is the policy of Council to:

1. Provide for the following zones within the Residential future land use designation in order to achieve the residential objectives:
  - Residential Traditional Community
  - Residential High Density
  - Residential Development Scheme Areas:
    - #1- Forest Hill (RDSA)
    - #2 – Gleneagles View (RDSA)
2. Implement the following development policies in the ‘Residential Traditional Community zone’:
  - a. Permitted uses include: Residential Dwelling – single, Residential Dwelling – double, Open space, Park, and Trails, Environmental Protection Areas, Subsidiary apartment, Accessory uses, and Uses permitted in all zones;
  - b. Discretionary uses include: Home business, Townhouse, and Urban Agriculture
  - c. Allow subsidiary apartments including ‘granny flats’ attached to the main permitted single dwelling as an affordable housing option.
  - d. To encourage a more interesting streetscape including staggered building line setbacks;
3. Implement the following development policies in the ‘Residential High Density zone’:
  - a. To allow the following permitted uses: Residential Dwelling – single, Residential Dwelling – double, Townhouse, Open space, Park, and Trails, Environmental Protection Areas, Subsidiary apartment, Accessory use, Uses permitted in all zones; and Discretionary uses, including Apartment building, Day Care – Residential.

4. Implement the following development policies in the #1- Forest Hill RDSA:
- a. Permitted uses include: Non-conforming uses and Uses permitted in all zones; and Discretionary uses include: Accessory uses, and Home business;
  - b. No new development can take place until a Residential Development Scheme has been prepared according to Section 29 of the *Urban and Rural Planning Act, 2000* which requires that the RDSA adheres to the process set out in Sections 14-25 of the *Urban and Rural Planning Act, 2000*.
  - c. Council shall require the installation of municipal water and sewer at the developer's expense.
  - d. A tree retention/replacement and landscaping plan should be included as a component of the Comprehensive Development Scheme.
  - e. Protect four access points into this area in order to ensure that an adequate road system can be developed for the RDSA area.
  - f. Provide a buffer for the T'Railway which needs to be integrated into the design for the overall area; note that any crossing will require the permission of the Parks Division, Government of Newfoundland and Labrador.



Example of how to provide a mix of housing units in a visually attractive manner with staggered setbacks and different sizes; and with enough off-street parking.



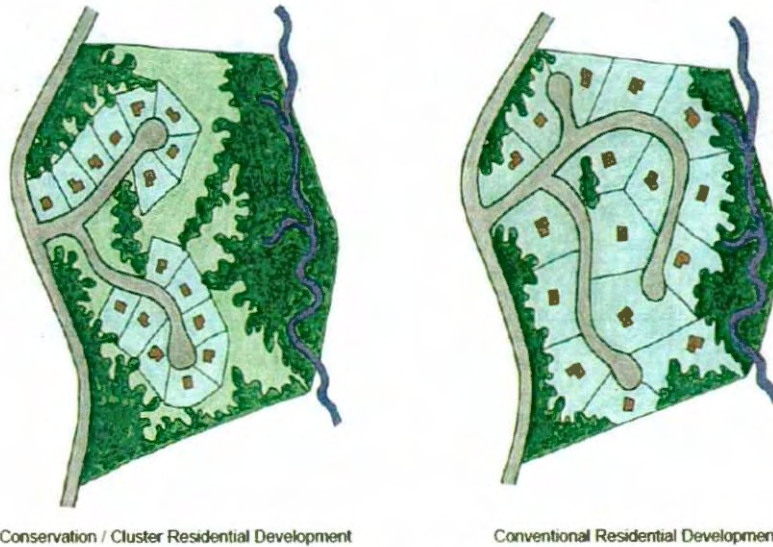


Example of townhouses with landscaping and tree buffers for the CDSA site-Forest Hill, that would protect the highly valued country atmosphere of the Residential Traditional Community zone.

5. Implement the following development policies in the #2 – Gleneagles View RDSA:
  - a. Permitted uses include: Non-conforming uses, and Uses permitted in all zones; and Discretionary uses include: Accessory uses, and Home business;
  - b. No new development can take place until comprehensive planning has been carried out as specified in the Municipal Plan. The lands zoned as Comprehensive Development Scheme Area may be suitable for residential development; however, as there is no approved schematic design showing the road network and proposed development, it is premature to include refined zoning for these areas.
  - c. A Residential Development Scheme must be prepared according to Section 29 of the *Urban and Rural Planning Act, 2000* which requires that the RDSA adheres to the process set out in Sections 14-25 of the *Urban and Rural Planning Act, 2000*.
  - d. The installation of municipal water and sewer should be at the developer's expense.
  - e. A tree retention/replacement and landscaping plan should be included as a component of the Development Scheme.
  - f. All proposals for a Development Scheme must be submitted to the Watershed Management Committee for Gander Lake according to the Water Resources Division of the Government of Newfoundland and Labrador.
  - g. Protect two access points to this area:
    - i. One access point is the continuation of Chippy's Lane, named after Zipporah Steele, an influential individual in the founding and development of the Town, whose nickname was 'Chippy', and,
    - ii. a second access off Bowater Street almost across from the Town Hall (shown on Future Land Use mapping);



- h. The 'Conservation approach' to subdivision design should be considered for the Gleneagles RDSA. The 'Conservation approach' will also be helpful in dealing with the terrain and slope considerations of the site (see illustrations below).



Example of how to protect natural areas for the benefit of all residents, yet provide the 'estate lot' atmosphere in locations where topography and other environmental restrictions are a challenge.

6. Institute a tree retention/planting program to ensure that the forest character of the community is preserved;
7. Protect access to future development opportunities, particularly when reviewing proposals for extensions to existing streets, or new residential streets in close proximity to existing residential development as a requirement of the development application review process;
8. Allow wind, solar, or small hydro generator within a built-up residential area which will be limited to a single unit that serves an individual property; and,
9. Ensure that, when taking over the maintenance of municipal infrastructure from new developments, that these services can be delivered and maintained at a reasonable cost to taxpayers.
10. Explore alternative development standards that complement the traditional community character of Appleton through the following neighbourhood design guidelines for new residential development:
  - a. Developing diverse streetscape design;
  - b. Reducing front yard setbacks for new homes;
  - c. Encouraging designs for front house porches;
  - d. Pursuing street tree planting schemes;
  - e. Provision for 1.5 meter (4.9 feet) wide bicycle lanes on new local streets;



- f. Providing safe and convenient pedestrian access;
- g. Requiring special entry signage, gateways, landscape areas and other unique urban design features for larger subdivision projects, and for apartments;
- h. Highlighting local heritage features through building details, signage, preservation;
- i. Maintaining single family residential quality of life by restricting typical discretionary uses;
- j. Creating community gathering places (i.e. small parks, village squares);
- k. Supporting public use of community centers and local schools; and,
- l. Facilitating a range of services, including neighbourhood commercial, in close proximity to residential neighbourhoods.

### 3.2 COMMERCIAL/INDUSTRIAL LAND USE DESIGNATION

The Commercial/Industrial land use designation is intended to stimulate economic development in order for the Town of Appleton to be able to continue to provide and expand the level of services and programs to the residents. It is essential to expand the tax base and facilitating business growth and development as well as attracting new businesses will achieve that objective.

Appleton can take advantage of the traffic exposure afforded by the location of the Trans-Canada Highway. People travelling to Gander for work pass this location twice a day and the regional service catchment area for Gander reaches beyond employment commuter distances, generating further regular and repeat traffic exposure. Therefore, the largest new area designated as Commercial/Industrial is located in the large area to the north of the TCH. The additional advantage of this location is that it is well removed from the existing and future residential neighbourhoods; thereby reducing potential conflicts between uses that might be incompatible with residential use. This expands the range of potential businesses that might consider locating here.

There is only one Commercial/Industrial site on the south side of the Trans-Canada Highway which was designated to accommodate the existing businesses that back onto residential area. Both sites have historical roots in the community, and also provide an opportunity for future development that could enhance the entrance into the community. The Towns of Appleton and Glenwood are the gateway to the mighty Gander River and some of the best salmon-fishing in North America and this location could promote the concept and add a 'stop over service' dimension to serve the travelling public.

### **3.2.1 GOALS**

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

### **3.2.2 OBJECTIVES**

The objectives of the Commercial land use designation are intended to:

1. Stimulate economic development in order for the Town of Appleton to be able to continue to provide and expand the level of services and programs to the residents by facilitating growth of existing businesses and attracting new businesses;
2. Encourage commercial development located along the TransCanada Highway which provides exposure to potential customers;
3. Provide sufficient land at appropriate locations to meet the need for new commercial development;
4. Encourage intensification and redevelopment in existing commercial areas, to make better use of existing Town infrastructure and to strengthen the vitality of these areas

### **3.2.3 POLICIES**

It is the policy of Council to:

1. Provide for a commercial/industrial zone in the commercial land use designation on the future land use mapping;
2. Provide a 'Commercial/industrial' zone for businesses that provide retail, entertainment, office and limited manufacturing (light/cottage industry scale) services catering to local, regional and tourism markets;
3. Permitted uses include: All Uses in the Commercial Land Use Class, Industrial – Light, Public/Institutional Land Use Class EXCEPT Cemetery, Mineral Exploration, Open space, Park, and Trails, Uses permitted in all zones; and Discretionary uses include: Accessory and Subsidiary Uses;
4. Minimize the impact of commercial development on adjacent land uses and on the traffic-carrying capacity of adjacent roads;



5. To create attractive commercial/industrial areas, discourage large, front yard surface parking areas; encourage street-oriented development; and within large commercial developments; require joint access and the co-ordination of internal and external traffic movements.
6. Promote the development of these areas into a nodal configuration rather than strip configuration so that their impact on traffic and adjacent land uses is minimized; and,
7. In commercial nodal areas, attention should be provided to the following general design principles;
  - a. Encourage the massing and architecture within the node to provide for articulated facades and rooflines, accented main entry points, generous use of glazing and other façade treatments along sidewalk areas and weather protection features. These elements should be encouraged to facilitate enhanced design and improve pedestrian access within the node;
  - b. Require that street setbacks be minimized by placing smaller, single or multi-tenant buildings near the sidewalk and along arterial roads and by increasing, as much as possible, the street frontage of nodal developments. This will assist in framing prominent nodal corners;
  - c. Improve the design the design of the street edge by including enhanced landscaping, encouraging buildings at or close to the street line and discouraging the inclusion of blank walls along major roads;
  - d. Encourage development within the commercial nodes is encouraged to meet the requirements for L.E.E.D. certification. Building design that can reinterpret and integrate corporate design standards into the node's existing urban conditions should be considered;
  - e. Require that parking should be provided in rear or side yards and/or structured parking areas. Street edge parking should be provided where conditions are suitable.
  - f. Encourage the provision of signage supportive of the commercial node's character and consistent throughout the node should be encouraged;
  - g. Promote the use of landscaping to screen and buffer unsightly uses should be an integral part of the commercial node;
  - h. Encourage combined access points and joint access between neighbouring properties to minimize traffic impacts on adjacent road and maximize the traffic carrying capacity of those roads; and,
  - i. Address urban design issues such as noise, landscaping, privacy fencing at the interface of the Commercial/Industrial zone and adjacent sensitive land uses.

### **3.3 INDUSTRIAL LAND USE DESIGNATION**

The Town of Appleton initiated the development of the Industrial Park which is continuing to expand. The key difference between the uses to be encouraged for the new Commercial/Light Industrial zone is that the existing Industrial Park will allow more General Industrial uses and not Commercial uses. As the Industrial Park is generally located away from the Trans-Canada Highway and any existing or future residential development, this area provides an opportunity for a wide range of industrial activity.

As well, it is proposed that the Town of Appleton apply for an expansion of the Town Planning Area boundary in order to accommodate expansion of the existing Industrial Park. To the east, there is an existing access to the Trans-Canada Highway which could provide an opportunity for a loop road linking up with an extension to the existing roads. As well, by adding this land under the control and administration of the Town, the Town will no longer need to acquire Crown lands in order to control development in this area. Instead, the Town can control development by the application of the policies and development controls in the Municipal Plan and Development Regulations, which is a better use of Town financial resources.

#### **3.3.1 OBJECTIVES**

1. To expand the Industrial Park to offer more business opportunities for the Town;
2. Designate sufficient industrial land to accommodate the growth anticipated during the planning period, including an adequate supply of available serviced land and an allowance for sufficient choice in terms of location, size of properties, and servicing requirements.

#### **3.3.2 POLICIES**

It is the policy of Council to:

1. Provide for an industrial park zone in the industrial future land use designation on the future land use mapping;
2. Provide for an industrial park zone with the following permitted uses: Industrial – General, Industrial – Light; and Discretionary uses: Contractor, Limited and Custom Manufacturing Service;
3. Minimize any potentially adverse impacts from industrial development on surrounding land uses by encouraging industrial uses to locate in industrial parks.
4. Encourage an efficient utilization of land within industrial areas.
5. Develop a Town of Appleton Economic Development Strategy.



6. Promote a broad industrial base through the provision of a choice of locations, lot sizes, services, and road and rail access corridors, in order to accommodate a wide range of industrial uses.
7. Provide appropriate locations for industrial uses which have characteristics that may not be compatible with other land uses.

### **3.4 FLOOD RISK LAND USE CLASS**

#### **3.4.1 GOAL**

The goal is to comply with the Provincial Government policy on Floodplain Management.

#### **3.4.1 OBJECTIVES**

The objectives of this zone are:

1. To reduce the potential for property damage and loss of life due to flooding, by restricting the development of flood plain lands to an appropriate range of uses;
2. To implement the valuable flood mapping and associated policy on floodplain management as provided by the Water Resources Management Division in a manner to reduce risk and liabilities to the residents of Appleton.

#### **3.4.2 POLICIES**

It is the policy of Council to:

1. Ensure that the Development Regulations set out the permitted uses in the 1:20 year and 1:100-year Flood Risk Zones as approved by the Water Resources Management Division, Government of Newfoundland and Labrador;

### **3.5 OPEN SPACE, PARK AND TRAILS LAND USE DESIGNATION**

The Open Space Park and Trails land use designation may be comprised of public and private open space; flood plain lands; natural heritage areas recognized by Council as having natural significance; lands that contribute to important ecological functions and lands containing other natural physical features which are desirable for open space use or preservation in a natural state.

Generally, due to their location in the flood zones, uses permitted within the Open Space, Park and Trails designation are limited to non-intensive uses, such as neighbourhood parks, playgrounds, and trails. However, depending upon the scope of development and for those sites located outside the flood zone, Council may consider the discretionary uses.

The Residential Traditional Community area and the Residential Development Scheme Areas are bisected by the T’Railway Provincial Park which provides a multi-use resource for outdoor recreation opportunities of all kinds, walking, jogging, biking, cross country skiing, as well as enabling winter snowmobile access to the backcountry of the Northwest Gander wilderness. While not designated as Open Space, Parks & Trails, it provides an important backbone to a community outdoor recreation connectivity.

There are two Town parks. First, the Memorial Park situated on the Gander River has a beautiful location; however, as it is located in the designated Flood Zone, it has limited potential for development. Nonetheless, there is considerable opportunity to develop an interpretive trail system along the Gander River, particularly towards the former Gleneagles lodge site. This concept should be incorporated into the design of the Comprehensive Development Scheme #2 – Gleneagles View.

The Gander River trail could also be extended northwards to cross the T’Railway at the bridge and link up to the Open Space, Parks & Trails designation there. This new Open Space, Parks & Trails designation at the bridge is located at a potential site for a Campground with a view of the Gander River and a launching place for Gander River boats the site is located within 200 m of a Scheduled River (Department of Fisheries and Oceans) and would require registration under *the Environmental Assessment Regulations, 2003* of the provincial *Environmental Protection Act, 2002*. Nonetheless, it offers an economic opportunity that ties in with a key locational feature of the Town, while also enhancing the community recreational opportunities.

The second Town Park is located close to the Trans-Canada Highway (TCH), just behind an area that contained a Contractor-General use. The park is surrounded by residential single dwellings. The proximity to the TCH offers an opportunity to create a welcoming entrance to the Town; however, this would require cooperation with the landowners in the Contractor-General operation facing the TCH.

The inclusion of privately-owned lands within the Open Space, Park and Trails designation shall not imply that the land is accessible to the public. Permissions for public access to privately owned property within the Open Space, Parks and Trails designation shall be at the discretion of the property owner.



### **3.5.1 GOAL**

1. To provide for open space areas in all parts of the Town to allow for a balanced distribution of locations for both active and passive recreational pursuits;

### **3.5.2 OBJECTIVES**

The objectives for this designation are:

1. To provide zoning with the appropriate level of protection and limitations on use in order to protect the integral value of these natural resources.
2. Encourage provision of continuity and accessibility linkages among open space areas throughout the Town by utilizing the T' Railway, and shoreline and incorporating these values into new development;
3. Enhance the accessibility of publicly-owned open space areas, where there is no danger to public safety and where significant natural features and ecological functions can be protected;

### **3.5.3 POLICIES**

It is the policy of Council to:

1. To provide for an Open Space, Park and Trails zone in the on the Open Space, Park and Trails Future Land Use designation.
2. Permitted uses include: Open Space, Park and Trails; and Discretionary uses include: Campgrounds, Restaurant – Mobile Take Out, Street Vendor only;
3. Encourage public access to identified environmentally significant areas and the shoreline of the Gander River will in appropriate locations within the context of existing and future land uses, where there is no danger to public safety, and where significant natural features and ecological functions can be protected.
4. Ensure that development and operation of recreational facilities shall not impose adverse effects on adjacent residential and other uses in terms of noise, traffic and hours of operation.
5. Ensure that the development of passive recreation facilities such as walking or nature trails, and associated interpretation programs do not have an adverse impact on the natural environment and adjacent residential properties by providing buffers.
6. Ensure that there is no encroachment on the T' Railway Provincial Park (50 feet on either side of centerline for a distance of 3.4 km).

## **3.6 PUBLIC/ INSTITUTIONAL LAND USE DESIGNATION**

This class includes land uses and developments whose services provided to the general public and have a community-wide or regional catchment area. For the Town of Appleton, there is only one location identified in this use class, the Town Hall and associated facilities. Essentially the existing development has been captured in this designation.

In consideration of future development in the Town, this designation has been further expanded in the Development Regulations to include uses that may potentially be considered by Council in the Commercial/Industrial zone located at the Trans-Canada Highway. The employment generated by Institutional/Public uses make them an attractive use for this location

### **3.6.1 GOAL**

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

### **3.6.2 OBJECTIVES**

1. To identify opportunities for new public/institutional development in the Town of Appleton which could provide employment prospects;

### **3.6.3 POLICIES**

It is the policy of Council to:

1. Provide for a public/institutional zone in the public/institutional future land use designation on the future land use mapping.
2. Permitted Uses: Institutional/Public – Town Hall and associated facilities only; and, Discretionary Uses: Accessory uses, Club and lodge;
3. Require that Institutional/public uses be located on arterial and collector roads that can accommodate the traffic generated by such uses;
4. Ensure that Institutional/Public uses are compatible with surrounding development in terms of size, scale and layout of buildings;
5. Require provision of full municipal services to accommodate the proposed use;
6. Consider establishing separation distances between Institutional/public uses to reduce potential conflicts and impact on surrounding community;
7. Require that all proposals provide a traffic plan including access/egress and onsite parking and loading details;



### 3.7 RESOURCE LAND USE DESIGNATION

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

As well, there are other land uses which, by the nature of the activity, are not suitable to be located adjacent to other more urban uses; therefore, they require the separation space that can be found in the Resource zone. These are listed as Discretionary uses.

Provincial Government agencies, such as the Land Resources Stewardship Division and the Mineral Lands Division each have jurisdiction under legislation to plan and control these resources. It is the objectives of this plan to ensure that the Town is adequately consulted by these agencies, and that permits are secured from the Town, as required.

At this time, there are several farms and/or agriculture leases identified by Agri-foods. These have been incorporated into the Land Use mapping as an overlay. When any Crown land is considered for an Agriculture lease, the Town must receive a referral from the Crown Lands Division requesting their input. With regard to private operations, the Development Regulations indicate the current standards applied under provincial guidelines regarding separation of incompatible uses. There is only one farm, Scott's Farm, that is located close to residential, industrial and the proposed commercial/light industrial zone. It is currently a crop (fruit and vegetable) operation; however, if it became a livestock operation, this is a change of use that would require a permit from Council. Potential conflicts with surrounding land uses would have to be addressed in the application.

The timber within the Planning Area Boundary for the Town of Appleton is under a Timber License between the Provincial Government and Kruger. As a requirement under this license, Kruger prepares 5-year Forestry Management Plans, and annual operating plans. The Town should be consulted in the development of these plans. Currently there are no commercial operations active in the Town, however, some domestic harvesting takes place. Unlike Government domestic harvest permits, Kruger does not specify the location for domestic harvesting when it issues the domestic harvesting permit. To date, this has not created any issues between harvesters and land users or to the Town.

There are no quarries currently located within the Planning Area boundary; however, there is a site outside the eastern boundary of the Town which would indicate that there is the potential for such resources in the area. Therefore, the Development Regulations contain an extensive

section addressing the issues related to such development in order to assist Council in reviewing any future applications that must be referred to them by the Mineral Lands Division.

### **3.7.1 GOAL**

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

### **3.7.2 OBJECTIVES**

The objectives for the Resource Use designation is to:

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

### **3.7.3 POLICIES**

It is the policy of Council to:

1. Provide for a resource zone in the resource future land use designation on the future land use mapping;
2. Establish a Resource zone that will allow for agricultural, forestry, and mineral development. Council will consult with the natural resource agencies regarding agricultural applications, forestry management plans and quarry applications;
3. There are other uses which, by the nature of the activity, are not suitable to be located adjacent to other more urban uses or in industrial or commercial zones; therefore, they require the separation space that can be found in the Resource zone. These will be considered as Discretionary uses and range from resource-related industrial uses to resorts or amusement parks and campgrounds. Discretionary uses must be compatible with the primary natural resource values of the Resource zone;
4. Permitted uses: Commercial Agriculture, Forestry, All uses in Parks and Environmental Protection Land Use Class, Mineral Exploration, Mineral Working, Uses allowed in all zones; and Discretionary uses: Accessory Uses, Veterinary Clinic, Outdoor Market, Natural Resource Use, Natural Resource Related Uses, Industrial – General, Industrial



Heavy/Hazardous, Cemetery, Campground, Contractor General, Contractor-Limited, Public Gathering – Outdoor, Amusement Park/Attraction, Salvage/scrap yard, Service Station, Kennel, Protective and Emergency Services, Resort, and (2) Cottage;

5. Cottage developments or cottage subdivisions are permitted in the Resource zone, as well, individual remote cottages are allowed. Sites shall be carefully considered with regard to potential future demand for municipal services or conversion to permanent homes.
6. Protect the natural resources of the Town for the best use in an environmentally responsible manner;
7. Ensure that the Development Regulations address the key issues related to the natural resource developments and associated industrial uses and incorporate the environmental protection values of the Municipal Plan, particularly regarding site rehabilitation.
8. Ensure that the discretionary uses are compatible with the primary natural resource values of the Resource zone. Forestry activities such as harvesting, roadbuilding and silviculture are permitted activities. Development in the Resource zone will respect the priorities set out in the Crown 5-Year Operating Plan Zone 3 (2017-2021) for the area. Any proposed development within the Resource zone are to be referred to Corner Brook Pulp and Paper as these forest resources are allocated for their use ([Faron.Knott@kruger.com](mailto:Faron.Knott@kruger.com) – 637-3155).

### **3.8 MINERAL WORKING LAND USE DESIGNATION**

The lands set aside for mineral working purposes are lands with high potential for aggregate material where access to the resource must be protected.

#### **3.8.1 GOAL**

1. To set aside mineral lands intended to be used primarily for quarrying, mineral working uses and associated development that need protection and are incompatible with the urban area; and to ensure conflicts between non-compatible uses are avoided.

#### **3.8.2 OBJECTIVES**

The objectives for the Mineral Working Use designation is to:

1. Ensure coordinated and organized development of mineral working lands to maximize use of the resource;
2. Protect the rural character of the Town by ensuring that site layout, screening, rehabilitation measures are set out in the permitting process; and,
3. Ensure safe multi-purpose use of the resource road access for industrial, commercial and recreational users.

### **3.8.3 POLICIES**

It is the policy of Council to:

1. Protect the valuable aggregate resources in the Planning Area under the Mineral Working designation;
2. Provide for a mineral working zone will allow for mineral working (quarrying) and mineral development in the mineral working future land use designation on the future land use mapping;
3. Permitted uses: Mineral Exploration, Mineral Working, Uses allowed in all zones and conservation; and Discretionary uses: Accessory Uses, and other uses typical of the Resource zone such as, agriculture, forestry, scrapyards, or resource industrial uses; however, the application for these uses must be referred to the Mineral Lands Division of the Provincial Government to ensure that there would be no conflict with quarry activity.
4. To prohibit single dwellings accessory to agriculture and forestry operations in the Mineral Working designation;
5. To allow for multiple use of the access road that traverses the Mineral Working zone by other resource and recreational users.
6. Ensure that the Development Regulations address the key issues related to the natural resource developments and associated industrial uses and incorporate the environmental protection values of the Municipal Plan, particularly regarding site rehabilitation.

## **3.9 MIXED DEVELOPMENT LAND USE DESIGNATION**

Mixed use development refers to development projects that comprise a mixture of land uses, or more than just a single use, that is, different uses which fall into more than one Use Class. Mixed use developments can be 'vertical', in which a single building accommodates multiple uses, such as an apartment building that has an apartment flat on the second floor and a shop on the ground floor. Alternatively, they can be 'horizontal' mixed use development where a range of different buildings, such as a community area that has accommodation as well as playing facilities, shops, retail, etc.

### **3.9.1 GOAL**

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



### **3.9.2 OBJECTIVES**

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

### **3.9.3 POLICIES**

It is the policy of Council to:

1. Provide for a mixed development designation on the mixed-use Future Land Use map and establish Mixed Use zone on the Land Use Zoning map of the Development Regulations;
2. Permitted uses include: Residential-Detached and Semi-detached Dwellings; Amusement establishment/use, Business support service, Club and Lodge, Convenience store, General Service/repair, Medical or Dental Clinic, Personal Service, Offices, Restaurant-full service, Retail, Public Gathering Place – indoor;
3. Discretionary uses include: Bar; Residential Dwelling – semi-detached; Townhouse; Apartment (apartment building can be a stand-alone building or combined with commercial, with commercial on the ground floor); Home Business;
4. Ensure that the non-residential uses allowed in this zone are compatible with the residential uses with due attention to hours of operations, noise levels, traffic levels, and other nuisance factors.

## 4.0 IMPLEMENTATION

### 4.1 ACTION PLAN

In order for the Town of Appleton to achieve the Vision articulated in their Municipal Plan, the Council will need to:

- Adopt Development Regulations as a tool for administration and implementation;
- Implement a Capital Works program to support Plan implementation;
- Ensure a clear and efficient approach to the development review, and approval processes;
- Undertake to conduct research to inform decision-making in Plan implementation; and,
- Develop a Community Action Plan to set goals to achieve the objectives of the Plan.

Development Regulations are one of the main vehicles through which Plans are implemented. The Town will review, revise and adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

### 4.2 AMENDMENTS TO THE PLAN

Council may consider amendments to the Municipal Plan when:

1. There have been significant changes to the community since the preparation of the background report that provided the factual basis for the policies in this Municipal Plan; for example, a gold mine is started just outside the southern boundary of the Town and there is a demand for services and influx of workers;
2. Studies have been undertaken by the Town or the provincial or federal governments which contain recommendations or policies which should be incorporated into the Municipal Plan;
3. A development proposal is submitted to Council which provides sufficient information and rationale to support a change in the Municipal Plan
4. In considering any proposed amendment to the Plan, the Council should evaluate the proposal for consistency with the strategy for growth of the Town, as established in the goals, objectives and policies of the Municipal Plan.

### 4.3 REVIEW OF THE PLAN

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



## APPENDIX 1: FUTURE LAND USE MAP

