

TOWN OF HOPEDALE

MUNICIPAL PLAN

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

List of Municipal Plan Amendments



Town of Hopedale

Municipal Plan 2005 - 2015

Town Council of Hopedale

D.W. Knight Associates

prepared for:

prepared by:

Tourism, Cultural Industries and Planning Consultants

December, 2003
Final Edits June, 2005

Council Resolution to Adopt
Hopedale Municipal Plan 2005-2015

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Council of Hopedale hereby adopts the Hopedale Municipal Plan 2005 - 2015.

Adopted by the Town Council of Hopedale on the 24 day of April, 2008.

Signed and sealed this 30 day of Sept, 2008.

Mayor: Judy Wikens (Council Seal)

Clerk: Agnes Milne

Canadian Institute of Planners Certification

I hereby certify that this amendment has been prepared under the provisions of the Urban and Rural Planning Act 2000

Dennis Knight
Dennis Knight, MCIP

Dated: 10 of Sept, 2008



COUNCIL RESOLUTION TO APPROVE
Hopedale Municipal Plan Amendment 2005 - 2015

Under the authority of sections 16, 17 and 18 of the Urban and Rural Planning Act 2000, the Town Council of Hopedale:

- a) adopted the Hopedale Municipal Plan on the 24 day of April, 2008.
- b) Gave notice of the adoption of said plan by advertisement inserted on the an 24th day and the _____ day of _____, 2008 – in the _____ newspaper.
- c) Set the _____ day of _____ at _____ p.m. at the _____ for the holding of a public hearing to consider objections and submissions.

Now under section 23 of the Urban and Rural Planning Act 2000, the Town Council of Hopedale approves the Hopedale Municipal Plan 2005 – 2015 as adopted.

Signed and sealed this 30 day of Sept., 2008.

Mayor: Judy Wickson

(Council Seal)

Clerk: Agnes Millie

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1. Background to the Plan

1.1 Introduction

The Town of Hopedale was incorporated in 1969 and the municipal planning area, encompassing some 18 square kilometres, was established in 1981. Hopedale's current Municipal Plan became effective in 1993. Some amendments have since been approved; however, in September, 2002, Council identified the need for a comprehensive review of the Hopedale Municipal Plan and Development Regulations. Subsequently, Municipal Planners D.W. Knight Associates were hired to carry out the project.

The purpose of this assignment is to review the Hopedale Municipal Plan in conformity with Part III of the Urban and Rural Planning Act 2000. Under the Act, plans should be designed:

... to co-ordinate the public purposes of Council necessary to achieve the common well-being of the community and conserve the financial and material resources of the Planning Area.

In addition, Development Regulations to implement the Plans are to be prepared under Part V of the Urban and Rural Planning Act 2000. The plan preparation process must meet all requirements of the Act, including a public consultation program as stipulated in Section 14 of the document.

Procedure for Adopting the New Municipal Plan under the Urban and Rural Planning Act 2000

Following is a summary of the current procedure for preparation and adoption of Municipal Plans under the Urban and Rural Planning Act 2000.

1. During preparation of the plan, Council shall provide an appropriate consultation opportunity for interested persons, community groups and provincial departments to offer and receive information on the plan and development regulations. Depending on the scale and complexity of planning issues to be resolved, methods of consultation may include, eg, the posting of community notices, local media advertisements, a public information session or public meeting.
2. Once the document is in a form which Council is prepared to adopt, the plan and development regulations are forwarded to the Planning Office, Department of Municipal and Provincial Affairs, for the first of two reviews.
3. After any amendments are made following the Planning Office review, the plan is adopted by Council. The Municipality is then responsible for setting up the public

hearing, selecting and compensating a Commissioner (under sections 18 and 19, Urban and Rural Planning Act 2000). A notice of adoption and the date of the public hearing is then published twice locally. The first of the two ads must be posted not fewer than 14 days before the date of the public hearing.

4. A person or association may submit written statements of objection or support (two copies), not fewer than two days before the date set for the public hearing. The public hearing may be cancelled if no objections are received.

5. After the public hearing, the Commissioner's report along with any recommended changes and background information, is forwarded to Council. Where a report is submitted, Council shall consider it and may make changes to the plan and hold a new public hearing, if necessary.

6. Council shall then approve the plan and development regulations, as submitted in (2) above, or as amended.

7. Two copies of the approved plan and regulations shall be forwarded to the Planning Office (2 copies of the text required and all maps signed and sealed). Specifics about public consultation during plan preparation, the hearing date, etc should also be included.

8. The Plan and regulations are reviewed by the Planning Office, Municipal and Provincial Affairs to determine if they are contrary to law or a policy of the government. If there is no such conflict, the plan and development regulations are then entered in the Departmental Planning Registry by the Director of Planning.

9. A copy of the documents are then sent back to Council, who arranges for them to be gazetted and advertised locally.

1.2 Summary of Findings

A Brief History

- Hopedale is one of the oldest continuous settlements on the coast of Labrador and one of the largest Inuit communities.¹
- While the Inuit people and their ancestors have occupied the region for thousands of years, in recent historic times, Inuit occupation of the Hopedale site (known as Arvertok, "*Place of the Whales*") and area began around 1600 A.D., where they lived the winter and spring seasons hunting seals and other game. During the 18th

¹ Historical information taken from the Hopedale website under the Government of Canada Digital Collections. <http://www.collections.ic.gc.ca>

century, the Hopedale Inuit were important as “middlemen” in the developing trade between Europeans and Inuit throughout Labrador.

- In 1782, the Moravians established Hopedale as a mission site and began building the Mission House with timber brought from Nain. Designated a National Historic Site in the early 1970s, the mission is considered to be the oldest framed building in Eastern Canada. In 1784, Hopedale had a population of 63; 25 were members of the Moravian congregation and 38 were wintering Inuit.
- Until 1926, the Moravians controlled most aspects of life in Hopedale, providing a church, food, clothing, rifles, able-bodied employment and some relief for settlers whose incomes were derived from a seasonal round of hunting, and fishing. The mission also functioned as a supply and trading post.
- The relatively slow growth of the early population in Hopedale, as in other coastal communities, is attributed to the effects of European diseases brought by the increasing numbers of ships that fished the waters of northern Labrador. As a result, the population of Hopedale stood at only 170 in 1921.
- After this time, the Hudson’s Bay Company took over the trading rights and stores in the community and then in 1942 they were taken over by the provincial government. While the Hudson’s Bay Company operated in Hopedale, there was a great deal of emphasis on the fur industry.
- Efforts were made to diversify the economy and in 1951, construction began on a military early warning radar defense unit on the hill behind Hopedale. It was to be one of eight radar stations that stretched along the 55th parallel from Hopedale to Dawson Creek, British Columbia, forming the Mid-Canada Early Warning Line. There was an influx of U.S.A.F. personnel and between 1951 and 1961, the population rose from 144 to 218; by 1966, it was 258. The operation was closed in June, 1968.
- Through it all, the economy of Hopedale continued to be based on the traditional pursuits of hunting, trapping and fishing. By the mid-1960’s, the near-disappearance of cod from coastal waters led many residents to begin pickling and freezing salmon and later char.

The Land and its Effect on Development

- Hopedale is located on rocky terrain with both borrow material and vegetation at a premium. There is a predominance of hilly, steep land behind the community with the ground quickly rising by up to 80 metres above sea level within 300 metres of the shoreline. The highest elevation in the area is 135 metres, at the site of the former radar station.

- The Town is severely challenged by the shortage of suitable building land, while the demands for expansion continue to mount; this issue has monopolized Council's attention for several years.
- This points to the need for maximizing use of the land available. For new residential development, this means reducing lot sizes as much as possible and considering housing forms such as semi-detached and row housing that require less land. For seniors housing, apartment-style accommodation should be considered.
- There is an urgent need for the various departments and agencies involved in land development to work together in the accessing, use and distribution of borrow material; eg, for road building and preparing sites for development.
- The two sites occupied by navigational towers, Jeffrey's Point (DFO/Coast Guard) and off Government Road (NavCanada) are valuable land for development, given the severe lack of land.
- The DFO/Coast Guard facility on Jeffrey's Point is an MF transmitting tower. It is strategically positioned to communicate with a second tower on the hill behind Hopedale. Together, they receive and transmit signals for marine navigation, in combination with a radio station in Happy Valley-Goose Bay. The property is also grounded with a heavy grid of copper wiring criss-crossing the site. Therefore, moving the tower would be very difficult².
- The NavCanada site contains a high powered, non-directional beacon (NDB) for the use of approaching and overhead aircraft; it is connected by cable to the DFO/Coast Guard shelter on Jeffrey's Point. NavCanada is operating on a long term lease of the land. In recent years, there was a possibility that NDB towers would be removed in favour of GPS technology, but that move has apparently been abandoned.³ NavCanada's approach is to not relocate towers unless there is some technical reason to do so (two towers were to be relocated in northern Quebec in 2003 at a cost of around \$600,000.00, including road construction).
- Residential lot sizes - the debate over lot sizes has gone on for years. Council feels that larger lots mean less fire hazard but, on the other hand, they absorb more of the land that is in such short supply; currently, the lot sizes on Tuktuk Place are seen to be a good compromise size (they average 20m x 40m).
- For institutional and "community centre" development, the move should be towards multi-use buildings that bring economy of use for both the tenants and the land. The development of a central multi-purpose building complex in the Town Centre has been proposed to house several users such as Town Council, Human Resources Development Canada, Avatuk Historical Society, radio station,

² Consultation with C. Goodyear, DFO (Coast Guard), April, 2003.

³ Consultation with J. Vandal, Engineering Division, Nav Canada, Ottawa, April, 2003.

craft centre and shop, recreation facilities and visitor centre. By building to two or three stories, the complex could also include the legislative offices for the new government.

- The options for the future (all of which require substantial funding) are:
 - “bits and pieces” of land for infilling, mainly in the Carpenter Drive/Harbour Drive area, will help meet short term needs,
 - land along American Road, north of Harbour Drive is being considered for two non-residential uses, Canadian Wildlife Service offices and Torngat Housing warehouse; land extensive uses such as warehousing should be located in an industrial/commercial-type of area,
 - thought is being given to locating a small playground in the Harbour Drive/American Road area to meet the day care needs of children in the LIHC building,
 - Near to long-term expansion possibilities:
 - Dump Pond area (currently designated Mixed Development in the Municipal Plan) – there is potential for a cul de sac leading up to the pond; development should also include cleaning up the pond and area,
 - Berry Road, behind the Hydro Plant, currently designated Rural; Shetnick Pond (+ the second water supply pond) drains into the area; extension of water supply and sewerage represent major costs,
 - Bottom of Tooktoosner Bay, past airstrip – gaining road access around the bottom of the Bay may be very difficult and extension of municipal services would be very expensive but the potential for long term extension around the bottom and along the south side of the bay looks to be high; the area is also a good source of granular material.

Environment

- Environmental remediation is required in the Town Centre due to oil contamination, particularly the sites formerly occupied by the school and Council office on the west side of Government Road.
- Other projects identified are the cleanup of Dump Pond, the former early warning station on the hill, upgrading of the town dump operation (long term) and remediation of the tank farm area.

Community Services

- The Amos Comenius Memorial School is a new, modern facility designed to meet the education needs of Hopedale's young people for the foreseeable future.
- The Town has been developing a playground at the intersection of Harbour Drive and Nanuk Hill, over 2 – 3 years, draining, adding topsoil, seeding, fencing and building swings; additional development is planned.
- A small playground is proposed in the American Road/Harbour Drive area.
- Council would like to see a recreation complex developed to serve the needs of the people.
- The traditional swimming spot is Shetnick Pond west of the community. Improvements could include development of a hiking trail to the pond.
- Hiking trails – there is one up to the American Base that could be upgraded and likewise a trail to Trout Pond, a traditional troutng spot, southwest of the airstrip.

Municipal Services

- Major strides have been made over the past few years in municipal services and roads, with investment provided under the Newfoundland and Labrador Agreement for the Benefit of the Inuit Communities of Labrador and the Northern Coastal Labrador Strategic Initiative.
- Funds have been invested in expansion/improvements to the Town's water supply, sewage disposal, roads and community buildings.
- Plans have been laid for further improvements in each of these areas as well as in storm sewerage, recreation spaces and environmental management.
- Funds are currently available for a municipal garage, town office and rink.
- The Town's existing municipal water supply is inadequate to service any significant new residential growth or industrial users. Development of a second pond west of the current supply is proposed to supplement the system.
- Pits and Quarries – are currently being operated in Hopedale by Council, private contactors and on an ad hoc, project basis. Given the short building season and the sensitive environment, there should be a co-ordinated effort for all operators to extract material from a common source.

- Building Standards – The National Building Code has been adopted by Council to set out the standards for building construction and ensure that minimum standards are met.

The Local Economy

CURRENT EMPLOYMENT

- Residents are currently engaged in approximately 140 permanent jobs in various public services and large commercial operations (full and part-time)⁴.
- In addition, people are self-employed in a variety of pursuits, including fishing, crafts, contracting and other local enterprises.
- About 80% of the 140 permanent jobs are within the Public and Community Services Sector, including the school (29), health care (41) and the Town Council (16).
- The remaining 20% are employed by commercial entities, including Amaguk Inn, Torngatujanniavingit Corporation (Stone Plant) and the Labrador Inuit Development Corporation.

THE FISHERY

- The Fishery has always been the economic and subsistence mainstay of Hopedale and this will hopefully continue to be the case during the 2005 – 2015 Planning Period.
- The main commercial player, Torngat Fisheries, is actively engaged in building opportunities for north coast communities in several sectors, including scallops, snow crab, shrimp (in the Hopedale Channel), whelks and seals; their plans are constantly being affected by a number of external factors such as resource management plans, access to capital, licenses, boats and on shore infrastructure.
- Barriers to development of the fishery in Hopedale include:
 - the availability of boats and licences (eg, to land scallops),
 - the availability of land for an expanded or new plant, and
 - the absence of a municipal water supply required for a processing operation⁵.

⁴ Information provided by Town Office; only approximate numbers were requested.

⁵ Consultation with Ron Johnson, Torngat Fisheries, April, 2003

- Torngat Fisheries have an interest in building a seal processing plant in Hopedale to process seal meat, fat and pelts; international markets have been improving steadily over the past few years. As a first phase, in 2003, Torngat planned to buy seals and forward them to a processor in Newfoundland.
- Requirements for a Hopedale processing operation are:
 - identify land to build a plant, and
 - expand the municipal water supply.

TOURISM

- The Tourism industry is in its infancy in Hopedale and the North Coast of Labrador but it offers major potential for future growth.
- *Hopedale has a Rich Natural and Cultural Heritage*
 - The community is situated approximately halfway between Nain and Rigolet, in the middle section of the north Labrador coast that extends from Flowers Bay, south to Kaipokok Bay,
 - The area is incredibly rich in natural heritage resources. It includes dozens of offshore islands, large open bays and rivers that extend hundreds of kilometers through wooded hinterland into the Labrador wilderness,
 - The Inuit people, who with their ancestors have occupied the region for thousands of years, have a rich cultural heritage intertwined with the land and sea, making the likelihood of discovering artefacts in Hopedale and region very high,
 - Other aboriginal cultural resources in the Hopedale region include archaeological sites of national significance (yet to be designated),
 - The town has a rich combination of Inuit traditions,
 - The Moravians, the first Europeans to establish permanent settlement in Labrador, played a major role in the region beginning in 1782 (the Mission complex was designated as a National Historic Site in the early 1970's), and
 - Other major contributors to the Hopedale story include the early warning Mid-Canada Line radar station and its construction and operation between 1951 and 1968.

- *New Development Opportunities*
 - These resources can help to build Hopedale and the north Labrador coast as an international tourism destination for markets that include:
 - Eco-Adventure,
 - Heritage Learning, including Aboriginal Culture,
 - Expedition Cruising,
 - Winter Adventure, and
 - Hunting/Fishing.
 - Taking advantage of these opportunities will require sustained effort by the community and individual entrepreneurs in developing, packaging and marketing new products. Following are a few examples of what can be done:
 - interpretive enhancements to the Moravian Mission complex,
 - an Inuit Cultural Centre along the “Living Museum” model (an objective of the Agvituk Historical Society); it would combine cultural affirmation and learning with tourism development, incorporating Inuit language, skills, values, traditional medicine, etc
 - hiking to the former early warning (Mid Canada Line) site, interpretation of the site with story boards, viewing of icebergs, the community and the land/seascape,
 - interpreted boat tours of the area, including offshore islands such as Uviluktuk, a summer fishing station that includes the ruins of a church built by the Inuit of Hopedale in 1903,
 - sea kayaking day tours,
 - painting and photography excursions,
 - partnering with Parks Canada in developing packages related to the Moravian Mission and Tornat National Park, when established,
 - cultural events, including a combination of storytelling, demonstration of traditional skills (eg, in hunting and craft making), food and music, and
 - dogteam or skidoo tours out of the community, including experiences related to trapping and living in a cabin.

Tourism operators such as the local hotel owners can play a pivotal role in building packages from these and other components.

MANUFACTURING & MINING

- An opportunity in the manufacturing sector recently came to Hopedale with the Dimension Stone Plant, which employed 7 people in its first year of operation (2002) and 10 in 2003. The plant will cut and polish stone for products such as table tops and headstones.
- This could pave the way for other manufacturing opportunities.
- Some Hopedale residents are currently working at the Voisey Bay mine site (located around 150 kilometers to the northwest) and there will be many opportunities for others to work there under the adjacency principle. When production begins in 2006, the mine is projected to employ 400 people, rising to 800 with the commencement of underground mining in 2014.
- Further exploration in the extended region may result in other mining activity; however, none has been made public to date.

INSTITUTIONS

- In recent years, jobs in the public service sector have brought economic diversification.
- Relocating the Saputjivik Treatment Centre to Hopedale would be an excellent opportunity in this sector.
- The final ratification of the LIA land claim is expected to bring a renewed sense of identity for the people of Hopedale and Nunatsiavut. It will also bring control of local resources and money for economic development.
- A major possibility for Hopedale is for the future Labrador Inuit government's legislature to be located in the community. In addition to employment during the construction of a legislative building and offices, there would also be jobs associated with the operations phase of the Inuit government.

OIL AND GAS

- This sector could bring major opportunities to the Labrador North Coast for employment and service in future. From the mid 1970s to the early 1980s, an exploratory drilling program was undertaken on the Labrador Shelf by the Labrador Group of Companies, led by Petro-Canada.
- Several of the wells were drilled directly offshore from Hopedale in the Hopedale Basin.
- A subsidiary exploration base was operated at the former early warning (Mid-Canada Line) base during the exploration period.

- Significant reserves of gas were reported by the operators, the Labrador Group of Companies (current estimates are that they are close to ten times the size of Sable Island reserves, for example).
- One of the reasons for abandoning the project was the high risk of iceberg scours (study conducted in 1983 off Cape Harrison). Improved modelling techniques however have shown that the level of risk is “about 100 times less” than was predicted in the 1983. This could result in renewed exploration activity.⁶
- Periodically, the subject of resuming an exploration and development program is raised, with nothing concrete being announced to date.

CONCLUSION

- The combination of opportunities outlined above suggest that Hopedale is likely to be presented with substantial economic growth opportunities for the foreseeable future; the Municipal Plan needs to reflect this and address how to accommodate development.
- The harsh terrain and climate make serviceable land in short supply and expensive to attain; hence the need for sound, innovative planning and engineering solutions.

1.3 Municipal Plan Projections and Recommendations

Population Growth

- The population of Hopedale in June, 2003, was 633⁷.
- The population grew from 515 in 1991 to 559 in 2001 – an increase of 8.5 percent. In comparison, the population of the province declined during this same period by 9.8 percent. 93 percent of the population were classified as aboriginal in 2001.
- The reasons for these growth rates are in part due to little out-migration by Hopedale residents in search of employment opportunities elsewhere, but also due to the age structure of the local population and high rates of birth.
- During the period 1991-96, the total number of births in Hopedale was 95 while the total number of deaths was only 20.

⁶ Stuckless, Janice, “Labrador Iceberg Risk Overrated”, Atlantic Business, Volume 14, Number 2, 2003.

⁷ Update by Town Council Office staff.

- The population of Hopedale has a much younger structure than that of the province (see Table 1). Due to this, it is likely that high birth rates will continue throughout the planning period.

Table 1: Population Age Characteristics

	Hopedale	Newfoundland and Labrador
Median Age	21.7	38.4
Percent over 15 years	64.0	82.7

- With a 2001 population of 559 and 145 dwellings, average household size in Hopedale is 3.86. It is expected that average household size will continue to drop in the community as it has elsewhere in the province so that by the end of the current ten year Planning Period, it could be in the region of 3.3.

Growth Projection

- If we assume that the total population will continue to grow at the 1991 - 2001 rate (starting with a population of around 633 in 2003) Hopedale would have a population of around 690 by 2015.
- Aside from natural, trend line considerations, the amount of new development to grow the local economy over the next ten years, considering the opportunities discussed above, is difficult to predict.
- The other undetermined factor is the extent to which new business and employment opportunities will be absorbed by local residents, as opposed to new or ex-patriot residents moving into the community.
- For the purposes of the Municipal Plan, we will assume that, combined, new development could result in incremental growth of 10%. This would result from a combination of retaining some residents who would otherwise have moved away and attracting some new residents.
- These factors would result in a combined population of around 760 by the year 2015.
- The demand for new housing units from the Labrador Inuit Association’s housing agency, Torngat Housing, far exceeds the ability to supply. In recent years, the supply from Torngat Housing has been around 5 – 6/year. The real demand (for

new and upgraded housing) is upwards to 30/year; the demand coming from young couples and singles wanting to move out from living with parents⁸.

- With an average household size of 3.3 persons, this would translate into 230 households/dwelling units in 2015, to serve a population of 760 people. Assuming that the community currently has 159 dwelling units (145 in 2001 + 14 added since then)⁹, 71 new dwelling units would be required to accommodate this increase.

Land Use Needs

Based on the analysis undertaken by the Planning Team, the Municipal Plan should reflect the following land use needs:

- Population Growth of over 19%, rising to around 760 people by 2015 (recreation facilities, community services, etc needed for the increased population).
- Housing
 - 71 new dwelling units by 2015,
 - innovative housing designs that will meet the lifestyle needs of residents and make efficient use of available land, should be considered on a pilot basis, and
 - opportunities should be explored for a seniors' home in future.
- Industrial/Commercial
 - Land will be required to accommodate a number of Industrial/Commercial uses during the Planning Period, including a Town Garage, warehousing and possibly a seal processing plant.
 - The area around the Stone Plant on Atlak Road should be designated Industrial/Commercial, along with any additional suitable land in the area; future uses to include a possible future warehouse for the Stone Plant.
 - The limited land around the Fish Plant should be designated Industrial/Commercial for fishing-related uses.
 - All suitable land in the vicinity of the American Dock should be designated Industrial/Commercial.

⁸ Consultation with Town Office Staff.

⁹ The Town Office recorded 173 households in June, 2003; however, we understand that some of these are combined into common dwelling units.

- Increased water supply is required before any heavy water user such as a fish processing plant can be accommodated.

Town Centre

- The Town Centre should encompass the core of the community, with Grenfell Lane being approximately in the middle.
- The Town Centre should be the heart of the community in terms of institutions, history, community and recreation services.
- Several proposals have been made for re-development of the area, including a recreation complex, community centre, a multi-use building including new Town offices and the offices of various departments and agencies; it would be the logical location for the Legislative Building as well. Council has decided however to locate the new Town Offices on Sitsik Place.
- The concept of a multi-use complex should be incorporated into the Municipal Plan, to include the Legislative assembly/office uses. The concept should be given a comprehensive needs analysis, including consultation with prospective users, and a multi-use complex designed to meet community centre, recreation and office accommodation needs. Such a complex could be designed to be built in phases, starting with the new town offices.
- Contaminated soil (oil) is a big issue for Council to be taken care of immediately; particularly on the sites formerly occupied by the school and Council office on the west side of Government Road.

Land for Small Business

- The Town needs land to accommodate small business uses; possibilities include the land off Government Road containing the municipal garage (to be moved) and future re-development of land east of the hotel along Harbour Drive and Gear's Hill.

Heritage Preservation and Tourism Development

- There are aboriginal sites of archaeological and historic significance in the Hopedale Planning Area; these need to be identified, recognized in the Municipal Plan, and pursued for recognition provincially and nationally.

- This could involve a Heritage designation by Council of buildings, structures or pieces of land under Section 200 of The Municipalities Act, 2000.
- Any discoveries of artefacts in the Planning Area must be reported to the Provincial Archaeology Office.
- The Moravian sites in Hopedale, including the mission buildings, Parks Canada building, boat house, Agvituk Society Museum and the graveyard on Water Street, are important to the Town's heritage.
- A plaque should be prepared for the Moravian Graveyard identifying who is buried there, as it is a tangible link with the Moravian period, along with the one in Nain.
- A collection of music transcripts from the Moravian period held by the Agvituk Society have been inspected and found to be a highly valuable resource.¹⁰
- There should be a "story board" established at the former early warning radar site, telling the Mid-Canada Line story and Hopedale's role in it; there should also be a story board interpreting the community and land/seascape visible from the site.
- A funding opportunity for heritage projects may be the Voisey Bay Inuit Impact Benefits Trust Fund; around \$5M is expected to be available for communities along the coast.

Government Funding Agencies

- Public sector funding is currently provided by, or channelled through, several provincial and federal departments and agencies of government, including Municipal and Provincial Affairs, Labrador and Aboriginal Affairs, Indian Affairs and Northern Development, Works, Services and Transportation, Environment, Human Resources Development and Parks Canada.
- Hopedale's economic and social development needs will be best served when there is:
 - effective co-ordination between these departments and agencies,
 - multi-year programming, and
 - priority given to up-front planning, engineering and design years in advance of implementation and construction.
- Examples of up-front planning projects currently needed in Hopedale are:

¹⁰ Consultation with Dr. Tom Gordon, Head, Memorial University School of Music.

- a needs assessment and concept design for a multi-use community centre, including an office and recreation complex,
- development of updated base mapping, and
- resource management studies dealing with the efficient use of resources such as borrow material and aggregates.

2. Municipal Plan

2.1 Objectives

This section outlines the objectives that will be championed by Council during the 2005 – 2015 Planning Period.

Economy

- To pursue all avenues to stimulate development of the local economy in partnership with public sector agencies such as the Labrador Inuit Development Corporation and the Nanuk Development Corporation.
- To encourage further development of entrepreneurship in Hopedale.
- To support the development of viable, long term business and employment opportunities within different sectors of the economy, including the fishery, tourism, manufacturing and public service; this support will include making every effort to accommodate new development opportunities by providing the required municipal services.
- To support the development of facilities and attractions that will grow the tourism industry in Hopedale such as the designation of historic and archaeological sites (aboriginal and settler), development of an Inuit Cultural Centre, community beautification programs and a visitor information centre.

Heritage Preservation

- To support the preservation of Hopedale's cultural and natural heritage in order to affirm and celebrate the community and its achievements (in addition to its value for tourism development outlined above).
- To support heritage preservation projects such as the identification and designation of heritage sites, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories.

Community Growth

- To plan for an increase of over 19% in the current population by 2015 (increasing to 760 in 2015).

- To continue to ensure that Hopedale expands with the most economical use of land and municipal services.
- To encourage less intensive uses (such as warehousing) in areas not serviced by municipal water and sewerage.
- To encourage compact, well-designed, multi-use development in the Town Centre, to serve the needs of a variety of users such as Council, the Labrador Inuit Association, departments and agencies of government and the residents of Hopedale (recreation and community uses).

Housing

- To plan for 71 new dwelling units by 2015.
- To establish residential lot sizes that meet the minimum safety and servicing requirements of Council and the lifestyle requirements of residents.
- To investigate innovative housing designs that would increase the economical use of land and municipal services and serve the varying (functional and aesthetic) needs and interests of the population; eg, singles, extended families and seniors.
- To investigate the development of a seniors' home in the long term.

Recreation and Community Services

- To support the sports and recreation needs of all age groups within the community through various initiatives, including:
 - skidoo trail development,
 - playgrounds,
 - activities around the creative arts and craft making,
 - hosting of sporting events,
 - open space development aimed at improving the aesthetic appearance and living environment, particularly around public buildings,
 - special community celebrations, and
 - a multi-purpose recreation complex (a needs assessment and concept design is required).

- To ensure that public services are available to meet the health and personal service needs of residents.

Environment

- To ensure that contamination of sites by oil and other substances, particularly in the Town Centre on the sites formerly occupied by the school and Council office, is remediated (this will require co-operation between government departments).
- To ensure that the watershed of the secondary municipal water supply is protected.
- To demand water quality testing of the current water supply as well as the secondary supply.
- To urge the cleanup of Dump Pond and the former Mid-Canada Line radar site.
- To take measures to improve the water quality of Hopedale Harbour, including consolidation of sewage outfalls and planning of future outflows from fish processing.

Municipal Services

- To continue to implement the Town's five year Capital Works Plan, in conformity with this Municipal Plan.
- To expand the municipal water supply system to meet the needs of industrial and residential users during the Planning Period; specifically, this requires developing the pond west of the current supply and connecting it into the system.
- To continue with expansion/improvements to the Town's sewerage, roads and municipal buildings.
- To improve the quality of household water being supplied to Hopedale residents; measures to include water quality testing, cleanup of the reservoir and considering treatment beyond the disinfection currently being provided.
- To develop a manual of Operation and Maintenance Practices for administering the municipal services of Hopedale.
- To continue to provide and upgrade storm sewer services and drainage ditches for flood prevention and erosion control.

Municipal Administration

- To continue to administer the Municipality of Hopedale within the framework laid out in the Municipalities Act, 2000, including Part III of the Act, Administration and Staff.
- To continue to hire well qualified staff and pursue training and upgrading opportunities for municipal staff to ensure that all municipal employees are serving the town with a maximum level of productivity. This can take different forms, including:
 - Centralized training such as during Combined Councils of Labrador annual conference,
 - Video-conferencing through the facilities of Smart Labrador, and
 - Individual requests to the Department of Municipal and Provincial Affairs.

2.2 Land Use Policies

Land Use Designations have been developed to express the land use policies of Council for the 2005 – 2015 Planning Period. They are: Residential, Future Development Area, Town Centre, Mixed Development, Industrial/Commercial, Environmental Protection and Rural. The policies that follow and the accompanying Future Land Use Maps constitute the land use component of the Hopedale Municipal Plan 2005 – 2015. Please refer as well to the Objectives section of this Plan, to understand the full scope of Council's priorities.

2.2.1 Residential

i) General Intent

The Residential designation is applied to new subdivision areas that contain residential uses only, as opposed to the combination of commercial, community service and residential uses in the Mixed Use designation. Because of the scarcity of land and the high cost of extending services, it is important that subdivision areas are well planned and designed. The designation is extended to the Carpenter's Drive – Tuktuk Place area that is substantially developed, and the land between American Road and Dump Pond currently being planned for development.

ii) Uses

Land designated Residential shall be developed primarily for residential uses. Higher density housing for families, seniors and special needs groups (eg, row and apartment housing) may be permitted, subject to siting and servicing requirements. Other uses, such

as home-based business, may be permitted provided in Council's judgement, it doesn't affect the amenity of the area and the primary use of the property remains residential.

Recreational open space uses such as playgrounds may be permitted providing the amenity and privacy of nearby dwellings are protected.

iii) Housing Type and Lot Size

Housing is expected to be primarily the traditional bungalow-type. Minimum lot sizes will be established in the Hopedale Development Regulations to reflect Council's priorities for safety and lifestyle and making the maximum use of available land. Council will entertain the development of new housing designs that fit the needs of residents and take into account the demands of climate and the limited land available.

2.2.2 Future Development Area

i) General Intent

As noted throughout this document, the options for mid to long-term expansion of Hopedale are few and expensive. Two areas are identified in this Plan as potential future growth areas; off Berry Road and the south shore of Tooktoosner Bay. They are designated Future Development Areas in order to be further evaluated for their development suitability.

ii) Uses

The Berry Road and Tooktoosner Bay Future Development Areas shall be evaluated as residential expansion areas.

iii) Site Evaluations

Council will require that Future Development Areas be given comprehensive planning and engineering assessments on their suitability for development, including the feasibility of extending municipal services. If the sites are found to be suitable, then Council will require the development of plans of subdivision and this Municipal Plan will be amended accordingly.

Any development in the Tooktoosner Bay Future Development Area must be preceded by a Stage I Historic Resources Impact Assessment.

The plans of subdivision will include the extension of services, road layout, the mix and location of housing and other compatible uses and phasing of development.

iv) Co-ordinated Effort on Site Development

Council will encourage co-ordination between departments and agencies in land development; for example, in accessing and distributing granular material.

2.2.3 Town Centre

i) General Intent

The area designated Town Centre on Map 2 is the heart of the community in terms of public services, community activity, heritage and the reception of visitors to the community. The intent therefore is that all available land will be used to serve the community.

ii) Uses

The area designated Town Centre will be developed and re-developed where appropriate to accommodate public service, recreation and commercial uses and to permit preservation of heritage buildings and continuation of existing residential uses.

iii) Heritage Preservation

Preserving and celebrating the archaeological and built heritage within the Planning Area is a priority of Council. This will include aboriginal sites and structures, the Hopedale Mission Complex designated as a National Historic Site and other structures yet to be identified.

Council will encourage the investigation of sites of aboriginal heritage during the Planning Period with the intent of having sites designated as Heritage Areas and their significance communicated through media such as interpretive plaques and storyboards.

In pursuing these initiatives, Council will work with partners such as Parks Canada and the Agvituk Society.

iv) Multi-Use Complex

This Plan envisages the development of a multi-use complex in the Town Centre to accommodate a range of uses such as community cultural and recreation activities, office accommodation and visitor information. The complex should be given a comprehensive needs analysis, including consultation with prospective users, programming, conceptual design and business plan.

The design of the complex will have to be innovative, given the need for a signature building that meets a variety of needs in a unique setting with several constraints. It should also allow for phasing of the development.

v) Environmental Quality

Council places high priority on the removal of oil contaminated soils from the Town Centre, particularly the sites formerly occupied by the school and Council office on the west side of Government Road.

Any development plans for the area must address the need for contaminated soil cleanup prior to development.

Measures of improving the Town Centre shall include the upgrading of small open spaces, planting and signage. Council will apply measures such as these to its buildings and will encourage other property owners to do the same.

2.2.4 Mixed Development

i) General Intent

The intent of this designation is to continue the traditional mix of residential, public and commercial uses that have always co-existed in Hopedale. This includes land on either side of the Town Centre and at the intersection of American Road and Harbour Drive, extending to Nanuk Hill.

ii) Uses

Uses in this designation include residential, public (religious, educational, medical recreational, public offices and professional) and community commercial/light industrial uses related to, for example the fishery and tourism accommodations. These uses may be permitted, provided there are no concerns re public safety and amenity. Mineral exploration may be permitted, subject to policy (iv), Section 2.2.8 of this plan.

iii) Residential

The residential uses permitted in the Residential designation shall also be permitted in the Mixed Development designation. In addition, higher density housing for families, seniors and special needs groups (eg, row and apartment housing) may be permitted, subject to siting and servicing requirements.

iv) Commercial, Industrial and Transportation

Commercial uses such as retail, service uses, tourist accommodations and offices may be permitted, along with home-based business.

Smaller scale light and general industrial uses such as repair, manufacturing, workshops and traditional uses related to the fishery may be permitted, providing they are not a hazard or nuisance to other uses.

Transportation uses such as docks may also be permitted on the same basis as industrial uses.

v) Public Service

Public service uses such as recreation, education, religious, offices, health and other services for the public good may be permitted in Mixed Development areas.

vi) Heritage Preservation

Council will apply the same priority to heritage preservation within Mixed Development areas as are expressed under Town Centre. This shall apply to aboriginal sites as well as important other sites such as the Moravian Graveyard on Water Street.

vii) Communications Towers

Council will continue to communicate with the Department of Fisheries and Oceans (Coast Guard) and NavCanada about possible relocation and alternative use of the two communications tower sites on Jeffrey’s Point and Government Road. Should moving either of the towers become possible during the Planning Period, both sites are prime, highly valuable locations for community infilling uses.

2.2.5 Industrial/Commercial

i) General Intent

This designation is meant to accommodate uses which are better located outside the main community by virtue of their requirements for land and/or their tendency to be a nuisance or hazard. The three areas so designated are along Atlak Road, including the Stone Plant, Berry Road in the vicinity of the Public Works Wharf and the Hopedale Airstrip.

ii) Uses

Uses permitted within the Industrial/Commercial designation shall include larger scale manufacturing/processing operations, warehousing and open storage, heavy equipment repair and transportation - marine and air. Mineral exploration may be permitted, subject to policy (iv), Section 2.2.8 of this Plan.

iii) Environmental Quality

Tanks or apparatus connected with the storage of fuel shall meet Department of Environment regulations, including the provision of adequate containment and dyking.

iv) Maximum Use of Land

Council will ensure that land available within these areas is used to the maximum in order to meet the needs of future users.

2.2.6 Environmental Protection

i) General Intent

The intent of this designation is to ensure the environmental protection of sensitive and hazardous lands, including those subject to flooding and to those affecting the quality of the municipal water supply.

ii) Uses

No development shall be permitted within Environmental Protection areas except those aimed at environmental conservation and passive recreation (such as hiking and canoeing). Public utility uses may be permitted subject to criteria (eg, that it doesn’t cause pollution, erosion or other major alteration). Mineral exploration may be permitted, subject to policy (iv), Section 2.2.8 of this Plan.

iii) Water Supply Ponds

Development shall not be permitted within 15 metres of the dam or intake area of the water supply ponds. Council shall not permit the use of motorized boats or other recreational vehicles on the ponds and shall limit access to the watersheds where possible.

iv) Protection Measures

All development proposals with Environmental Protection areas shall be required to show plans for grading, ditching and landscaping. Environmental monitoring and remediation shall be carried out where required.

2.2.7 Rural

i) General Intent

The balance of land within the Planning Area is designated Rural as indicated on Future Land Use Maps 1 and 2. The intent is that the traditional use of these lands for subsistence, recreation, public utility and other purposes will be continued. Further, this designation is to ensure the environmental protection of sensitive and hazardous lands, including those subject to flooding and those affecting the quality of the municipal water supply.

ii) Uses

Rural lands shall generally be retained in their natural state. Development shall be limited to environmental conservation, passive recreation (such as hiking and canoeing) and traditional, resource-based activities such as home gardening or commercial fur farming. Public utility uses may be permitted subject to criteria (eg, that it doesn't cause pollution, erosion or other major alteration). Mineral exploration and workings shall be permitted, subject to comprehensive environmental impact assessment. Council will evaluate each development proposal to determine environmental impacts.

Council shall not extend municipal services to any areas designated Rural.

iii) Mining

When issuing a permit for any mining operation, Council may attach such conditions as are in its opinion necessary. These could relate to, for example,

- noise, dust and pollution control, and
- site rehabilitation.

Quarry sites are to be exhausted before new sites are developed.

iv) Solid Waste Disposal

A buffer of not less than 1.6 km will be maintained around the municipal solid waste disposal site (see Map 1) to protect against smell, rodents and other adverse environmental effects. Within the buffer zone, residential use may be permitted through

infilling/rounding out of existing development and as otherwise allowed in this Plan, except where it further encroaches on the waste disposal site.

A new municipal solid waste disposal site may be permitted subject to meeting environmental and buffering requirements.

v) Heritage Preservation

Council will encourage site cleanup of the former early warning (Mid Canada Line) radar station along with installation of storyboard or other information panels describing the former operation on the site and its significance.

As emphasized elsewhere in this Plan, Council will also encourage the designation of aboriginal sites of archaeological and historic significance in the Rural area.

2.2.8 General Policies

i) Steep Slopes

Any proposal to develop a structure on a site with slopes in excess of 15% is to be certified by an Engineer.

ii) Roads

Municipal roads are to be maintained in an acceptable condition to maximize safety and convenience for the public.

iii) Cultural Artefacts

Any discoveries of artefacts within the Planning Area must be reported to Council and the Provincial Archaeology Office.

iv) Mineral Working and Exploration

Mineral exploration may be permitted in the Planning Area, as outlined in this Plan, with the requirement that any proposed mineral development be subject to comprehensive environmental assessments.

v) Borrow Material

There is an important need for agencies to work together in the accessing and efficient use of borrow material.

vi) Property Maintenance

The exteriors of buildings are to be finished and maintained to the satisfaction of Council; owners of dilapidated structures shall be required to repair or remove them if they present a safety hazard.

Wrecked or inoperable vehicles, machinery or equipment of any kind shall not be stored or abandoned where they may be in general public view.

vii) Development Near Waterbodies

Development will not be permitted within 15 metres of the seashore or any watercourse or waterbody within the planning area except for the following and then only with approval from the Departments of Environment and Fisheries and Oceans.

- wharves, slipways and sheds along the coast to allow for marine operations, and
- public works and utilities.

viii) Off-Street Parking

In the planning of sites for new development or re-development, consideration will be given to preserving adequate space for off-street parking of motorized vehicles, while recognizing the Town’s overall challenges in securing development space. A guide to the consideration of off-street parking shall be included in the Development Regulations.

ix) Non-Conforming Uses

Existing development which does not conform with the requirements of this Municipal Plan and Development Regulations may be continued as a non-conforming use. Where a non-conforming use is causing a nuisance or otherwise infringing on other development, Council will encourage its relocation or discontinuance.

2.3 Municipal Plan Implementation

The adoption of this Municipal Plan represents only the start of the planning process. The Plan will be implemented over the next ten years through ongoing review and decisions of Council and, in co-operation with Council, bodies such as the Labrador Inuit Association and its agencies. Of particular importance to Council are the following:

2.3.1 Municipal Plan Conformity

All development within the Planning Area shall conform to this Municipal Plan.

Should amendments to the Municipal Plan be necessary during the Planning Period, they shall be prepared according to the Urban and Regional Planning Act, sections 16 – 30.

2.3.2 Development Regulations

Once this Plan is adopted, Council will proceed to adopt Land Use Zoning, Subdivision and Advertisement Regulations (or Development Regulations) pursuant to Section 35 of the Urban and Rural Planning Act 2000 which states in part:

A council shall, to ensure that land is controlled and used only in accordance with the Municipal Plan, make development regulations respecting:

- land use zoning,
- the requirements for residential lots, and
- the development of and requirements for subdivisions.

Permitted and Discretionary Uses

Each of the Use Zones laid out in Schedule ‘C’ of the Development Regulations will lay out Permitted and Discretionary Uses. The issuing of permits for permitted uses is usually straight forward, subject to the requirements set out in the Regulations and any further conditions imposed by Council.

Discretionary uses are those that may be allowed in a zone if:

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

Control of Development

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

Any person wishing to develop or subdivide land for any purpose within the Hopedale Planning Area shall make application for permission to Council. All new development or redevelopment as well as any change of use or alteration or improvement to any land or existing building will require a permit from Council. A separate permit will be required for all building work and the occupancy of a building. A building permit will not be granted until a development and/or subdivision permit has been obtained.

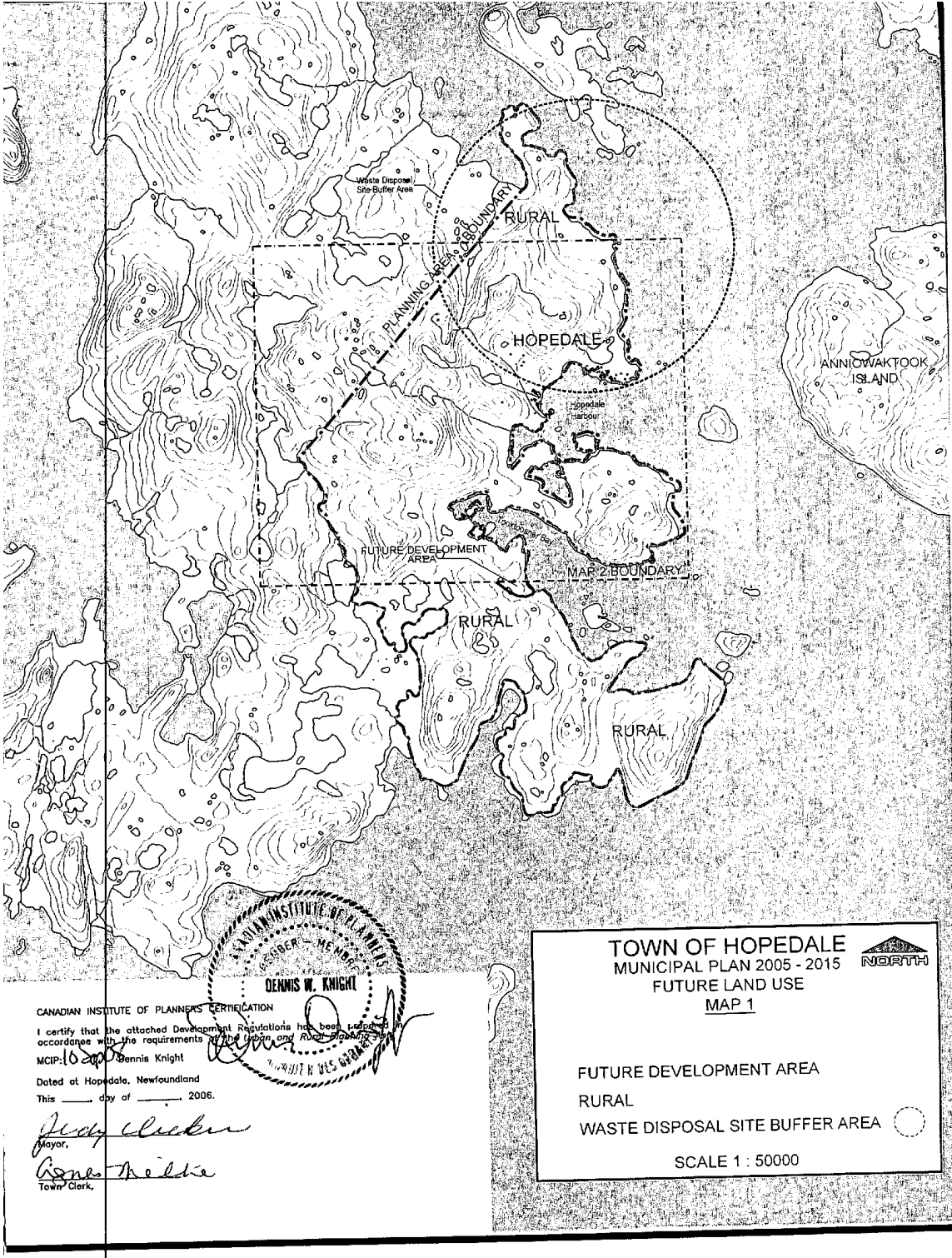
2.3.3 Capital Works

Annual public works will be carried out by Council according to its Five Year Capital Works Plan, in conformity with the Municipal Plan 2005 – 2015.

It is the policy of Council to carry out multi-year programming, with pre-planning and engineering carried out years in advance of construction.

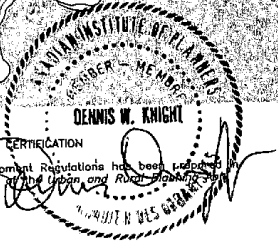
2.3.4 Subdivision Development


Subdivision development will be carried out according to comprehensive analyses and conformity with planning and engineering standards as laid out in the Hopedale Development Regulations and elsewhere.




CANADIAN INSTITUTE OF PLANNERS CERTIFICATION
I certify that the attached Development Regulations has been prepared in accordance with the requirements of the Urban and Rural Planning Act, R.S.N.S. 1988, c. 100.
MCIP: 10200
Dennis Knight
Dated at Hopedale, Newfoundland
This ___ day of ___, 2006.

Judy Clisby
Mayor,
Gene Melke
Town Clerk.



TOWN OF HOPEDALE
MUNICIPAL PLAN 2005 - 2015 
FUTURE LAND USE
MAP 1

FUTURE DEVELOPMENT AREA
RURAL
WASTE DISPOSAL SITE BUFFER AREA 

SCALE 1 : 50000