

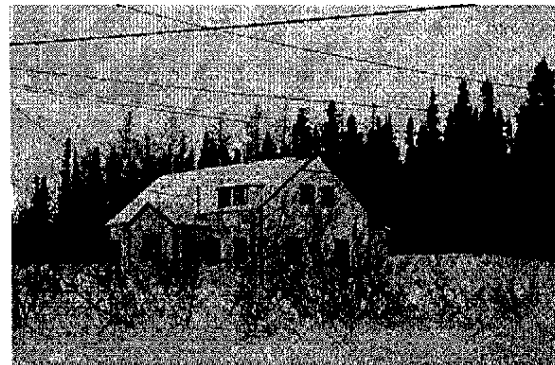
TOWN OF MAKKOVIK MUNICIPAL PLAN

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

List of Municipal Plan Amendments



Makkovik Inuit Community Government Municipal Plan 2007 - 2017



prepared for:
Makkovik Inuit Community Government

prepared by:
D.W. Knight Associates
Tourism and Cultural Industries and Planning Consultants

RESOLUTION TO APPROVE
Makkovik Municipal Plan Amendment 2007 - 2017

Under the authority of sections 16, 17 and 18 of the Urban and Rural Planning Act 2000, the Makkovik Inuit Community Government:

- a) adopted the Makkovik Municipal Plan on the 9th day of November, 2005.
- b) Gave notice of the adoption of said amendment by advertisement inserted on the 29th day of January, 2007 and the 5th of February, 2007 in the Labradorian newspaper.
- c) Set the 15th day of February, 2007 at 7 p.m. at the Makkovik Community Hall 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 Makkovik Inuit Community Government approves the Makkovik Municipal Plan 2007 – 2017 as amendment as follows:

- Redesignating land beyond the church to Indian Head from Mixed Development to Residential;
- Adding a reference to the National Building Code on page 8;
- Redesignating land at the Hebron end of the community from Mixed Development to Residential; and
- Editing the text as recommended by Commissioner Joan Anderson.

Signed and sealed this 22ND day of OCTOBER, 2007.

AngajukKak: Herbert A. Jacques (Seal)

Clerk: Loreen Whittles

Municipal Plan/Amendment
REGISTERED
Number <u>3110-2007-002</u>
Date <u>19 DEC. 2007</u>
Signature <u>[Signature]</u>

**Resolution to Adopt
Makkovik Municipal Plan 2007-2017**

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Makkovik Inuit Community Government hereby adopts the Makkovik Municipal Plan 2007- 2017.

Adopted by the Makkovik Inuit Community Government on the 9th day of November, 2005.

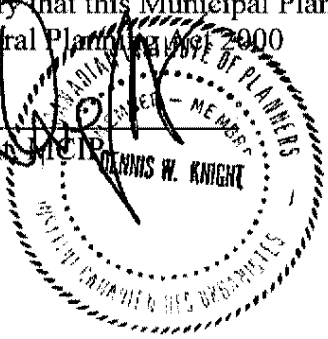
Signed and sealed this 22nd day of December, 2005.

AngajukKak: Herbert R. Jaques (Seal)

Clerk: Green Munteer

Canadian Institute of Planners Certification

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

Dennis Knight
Dennis Knight


(MCIP Seal)

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1. Background to the Plan

1.1 Introduction

The community of Makkovik is located approximately 210 kilometres by air northeast of Happy Valley-Goose Bay, Labrador. Its harbour is situated on the eastern shore of Makkovik Bay.

The community of Postville is located in the next bay to the north, Kaipokok Bay; to the south is dramatic coastline with offshore islands and fed by several major rivers, extending to Cape Harrison about 80 direct kilometers away. The next community to the south is Rigolet, about 100 direct kilometers overland.

Makkovik was incorporated under the Community Councils Act in March, 1970, with the late William A. Andersen as its first Mayor and Ted Andersen as Deputy Mayor. The Municipal Planning Area encompasses approximately 1600 hectares (3950 acres). As shown on Map 1 accompanying this Plan, it includes the western shore of Makkovik Harbour, Ranger Bight and the high ground surrounding Ranger Bight Pond (the municipal water supply), extending around eight kilometers south to the top of Monkey Hill.

The current Municipal Plan for Makkovik was approved in July, 1981. Eight Plan Amendments were prepared and adopted between 1990 and 2001. In September, 2002, Council identified the need for a comprehensive review of the Municipal Plan and Development Regulations to assess its needs for the next ten years. Subsequently, the firm of D.W. Knight Associates, consultants in community planning and economic development, were hired to carry out the project.

This document is the result of a review of the Makkovik Municipal Plan, carried out in conformity with Part III of the Urban and Rural Planning Act 2000. Under the Act, plans are to 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 have been 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 forwarded 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

Following is a summary of the information collection and analysis carried out during the preparation of this Municipal Plan.

A Brief History

- The Inuit people and their ancestors have occupied the extended region for thousands of years.
- Located in Makkovik Bay on Labrador's north coast, the modern community of Makkovik dates back to 1860 when Torsten Kverna Andersen, a Norwegian immigrant, established a small trading post on the site with his wife Mary Ann Thomas. They had been living further up Makkovik Bay; at the time, Makkovik Harbour was called Flounder's Bight. Andersen had come to Labrador in the 1850's to work for the Hudson's Bay Company.
- During the late 1800's the settler and Inuit population of the area increased, and in 1896, the Moravians chose Makkovik as the site of their most southerly mission station. They built a church and mission house and, circa 1915, a boarding school. The church and mission house were unfortunately destroyed by fire in 1948.
- The first permanent settlers came to the area as craftsmen or sailors, and settled as hunters, trappers and fishermen. The rich fishing grounds off Makkovik attracted schooners from Newfoundland and contributed to the community's early growth as a supply and service centre.
- In the 1950's, Inuit people from Nutak and Hebron were re-settled to Makkovik (over 150 in all). Some of them later moved back up north, to Nain and Hopedale.
- A DEW Line radar station was constructed at Cape Makkovik in the early 1950's, which provided some local employment for a few years.
- Throughout its history, the economy of Makkovik has continued to be based on the traditional pursuits of hunting, trapping and fishing. In 1972, the Makkovik fish plant at Trap Point began processing salmon, cod and turbot from the extended region and this became the chief source of employment.

- Current residents of Makkovik are of Inuit and Settler origin; 90 percent are listed as aboriginal in the 2001 Census.

The Land; its Use and Development

- The landscape in the Planning Area is characterized by rising terrain from Makkovik harbour to a ridge between elevation 20 metres and 30 metres above sea level. In the southern part of the community, bedrock is at or near the surface with numerous rock outcrops, boggy areas, and sparse scrub. Rock outcrops have made the provision of services expensive and subsequently development is limited.
- The community's central area, with more soil and flatter terrain, is better suited to habitation than are the extremities. It contains the core of the residential and service buildings from the shoreline well back to the side of the ridge. The northern part of the community is composed of housing built in a single row along the shoreline. Behind this area is the Moravian Woods, an undeveloped coniferous stand that has been maintained as a valued natural heritage feature of the community.
- It is important 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.
- For institutional and "community centre" development, Council favours a multi-use centre that brings economy of use and servicing costs. Such a centre could include, for example, office, recreational and community assembly uses.
- **Residential Development**
 - The community's growth potential over the next ten years (for residential and related uses) can be absorbed in the new subdivision area off Andersen Street, extending towards Ranger Bight. The planned area contains around 60 lots in total, of which a little over 40 are not built upon.
 - Phase One is serviced and most of the 11 lots are built on.
 - Phase 2 (beginning of Hillview Crescent) is serviced. Its 8 lots are all spoken for and some of them have been built on.
 - Phase 3 (continuation of Hillview Crescent) contains 8 lots, none of which have been built on.
 - The remainder – around 33 lots – will be serviced in future phases.
 - Council has had to move the lift station each year (as development gets closer to Ranger Bight). Eventually, there will have to be a gravity system draining into Ranger Bight.

- For long term expansion, the area is to be extended to the shoreline of Ranger Bight. Another possibility is the area behind the community hall and hydro plant, although the cost of servicing and noise from the plant lower its suitability, at least for the short term.
- Residential lot sizes – the policy discussion over the best lot size for Makkovik has centred around the need for lots that do not present a fire hazard and accommodate lifestyle needs but that don't absorb an excessive amount of land and result in higher servicing costs in the long term. The lots that have been developed over the last few years in the new subdivision area are seen as satisfactory.
- Residential development is being funded through the Labrador Inuit Agreement, with the money flowing through the Department of Municipal Affairs. The only charge to residents associated with the lots is the surveying fee.
- Land on the Ranger Bight side of the school is currently Crown Land; it was due to become community land following the declaration of self-government (the land towards Makkovik Harbour to the high water mark is Moravian land, having been granted to the Moravian Church in 1903 by King Edward VII).
- **Commercial** - new commercial development, particularly larger scale proposals, can be accommodated off Ellen's View Line (Airport Road), from the existing housing (at Seaview Crescent) to where the ground gets rocky. The Town's warehouse could be easily moved next to the Town Garage.
- **Dog Teams** - the area from the dump site to Sandy Head (outside the Planning Area) is a community designated site for dog teams – a number of teams are set up there, in a sheltered area. This needs to be identified because of the implications for tourists wanting to go on walks in the area, for example.
- **Heritage Preservation**
 - Renovation/restoration of the White Elephant Museum, formerly a Moravian Mission building, has been ongoing over the past couple of years. The Makkovik Historical Society now will be taking steps to lay out the artefacts, add more and hopefully gain the funding to hire a staff person.
 - The Society is also interested in having panels designed and mounted in the museum telling the story of John Christian Earhardt and the historic 1752 Moravian site in Ford's Bight (Nisbet Harbour).
 - A future project the Recreation Committee hopes to undertake is a trail/boardwalk to the Ford's Bight site, with some commemoration of Founder Erhardt.

- The Moravian Woods in the north end of the community is a highly valuable natural heritage feature of Makkovik and Council must be commended for ensuring that it is preserved for future generations.
- The Provincial Archaeology Office advises that there is potential for archaeology sites to be found within the Planning Area and requests that plans for construction be forwarded to them for review prior to approval being granted.
- **Trap Point**
 - More laydown space needs to be created in this area, as the Fish Plant doesn't have a lot of freezing capacity. The space can be created by infilling between the Government wharf and the sewage outfall and moving a couple of buildings (the one used by Torngat as a warehouse + a smaller building). Also, infilling a small cove at the south end of the parking area will create a small marina for boat launch and haulup.
 - A 150 foot, \$1.5M extension was built on the Fishermen's Wharf in 2002 (75 ft straight + 75 ft on an angle). In addition to providing more general docking space, it was built to create more shelter for boats to tie up during storms. The Crab Plant was added in 1999.
 - Torngat Fisheries is interested in establishing a bunkhouse (mobile units) for seasonal fishplant workers who come to Makkovik each year from other communities. They are proposing to put it down on the wharf. The issues to be considered here are:
 - how would it blend into the community, and
 - the site would need to be well managed; it may be better to have it more centrally located in the community.
- **Servicing**
 - Water and Sewer – the town is serviced, including the Hebron end which uses a lift station. The sewage disposal system is working well. The water storage level of the new reservoir is 76 m. This translates into a preferred maximum service elevation of 50 m (based on a service pressure of 35 psi). The quantity and quality of the Ranger Bight water supply is adequate to supply future needs. Past evaluations have indicated that lead content in the bottom sediments of Ranger Bight Pond has been above average. Proper monitoring of this situation is required.
 - Ranger Bight Water Supply was recently designated as a *Protected Public Water Supply* under Section 39 of the Water Resources Act. To decrease

winter traffic by snowmobiles over the frozen water supply pond, an alternate route is being publicized as well as groomed.

- Waste Disposal - the site on Mink Trap Road (outside the Municipal Planning Area) was started about 10 years ago and is serving the Town's needs well. Fencing of the site was to be completed in 2003.
- Fire Prevention – the fire Department is run by a volunteer Fire Chief and a team of 16 volunteers, in a building purchased in 1998.
- Power Generation – electricity is provided by the diesel power plant in the south end of the community next to the fuel tank farm. Council is exploring the possibility of wind generation as a means of supplementing the expensive diesel fired power. They met with a Belgian company in late 2002, who developed a preliminary proposal for installing a wind turbine on a height of land north of the community.
- Funds have been invested in expansion/improvements to the Town's water supply, roads and community buildings and additional investment is planned, including for a multi-use community centre.

○ **Recreation**

- Council would like to see a recreation complex developed to serve the needs of the people; a needs analysis and concept design was carried out in 2003, proposing that the complex contain an arena, a new community hall with a stage, a youth centre and some office space. It was estimated to cost up to \$5,000,000.00.
- The Recreation Director plans to upgrade a walking trail from the museum and cemetery area, through the Moravian Woods up to the J.C. Erhardt School. The main expense would be to repair a bridge over a stream.
- Future hiking trails to Ford's Bight, as mentioned earlier, and Kill-a-Man Pond (with a walkway around the pond) are other possibilities.
- Ranger Bight, the traditional swimming area (just below the dam), is getting filled in with silt. A future project will be to remove some of the silt and put sand back in.
- Council has designated a site off the road to Ranger Bight Pond as a shooting range.

o **Transportation and Communication**

- Makkovik's main vehicular connection with Goose Bay is in winter via snowmobile on the Labrador Trail, as well as along the coast. Council maintains the 80 kilometres of trail to Burnt Lake and shares maintenance of the Burnt Lake to Mulligan portion with Postville.
- The Makkovik airstrip has scheduled service from Air Labrador and Provincial Innu/Mikun.
- During the summer months, the community is serviced by a freight boat (the Trans Gulf in 2003) and one designed to provide passenger service along with some small freight (Northern Ranger).
- Communication needs are serviced by:
 - CIML Radio, run by the OK Society and owned by the CBC (Inuktitut and English),
 - Satellite television service, including programs produced by the Okalakatigat Society on the TVNC network,
 - Regional newspapers from Goose Bay in addition to a quarterly magazine produced by the Okalakatigat Society in Nain, and
 - Telephone and Internet service from Aliant Telephone.

o **Strong Community Leadership**

- The community (and Labrador as a whole) has benefited from strong leadership over the years from people of Makkovik such as the late William Andersen, Ted Andersen, the late William Edmunds (LIA Founder) and Ruth Flowers. The vision and guidance of people such as these has produced a well-planned community with comparatively few development issues.

o **Other**

- Nunatsiavut Government - Boundaries are being changed by the Nunatsiavut Government (outside the Moravian granted area around the harbour). Under self-rule, the town is expected to continue with the same jurisdiction as at present. Environmental regulations are expected to come under the Nunatsiavut Government (they will be the same or more stringent than the current Provincial Regulations).
- There is need for training for Municipal Clerks/Managers on the Planning Act, working with Plan policies, regulations, permits, etc.
- Building Standards –The National Building Code of Canada applies to all development in the Planning Area.

The Local Economy

CURRENT EMPLOYMENT

- Residents are currently engaged in a wide spectrum of permanent (full and part-time) jobs in various public services and commercial operations. This includes the Town of Makkovik (15 employed), Department of Health and Social Development and Health Labrador (9) and Johann Christian Erhardt Memorial School (14). The largest seasonal employer is Torngat Fish Producers Co-operative. Since construction of the crab plant in 1999, the operation on Trap Point has employed around 75 residents and 30 from outside Makkovik, although operations were scaled down somewhat for the 2003 season due to less fish being available.
- In addition, people are self-employed in a variety of pursuits, including fishing, crafts and contracting, or working for other local enterprises such as the Adlavik Hotel and Skipper Gil's.
- Several workers are employed at the Voisey's Bay mining work site.
- Several workers are employed by Aurora Energy Resources Inc. which is drilling for uranium inland from Postville and Makkovik.

THE FISHERY

- The Fishery has always been an economic and subsistence mainstay of Makkovik and this is expected to be the case during the 2005 – 2015 Planning Period.
- The plant at Trap Point has been a leader in developing the processing industry; at a general level however, Torngat Fisheries is actively engaged in building opportunities for north coast communities in several sectors, including scallops, snow crab, shrimp, whelks and seals.
- Plans are constantly being affected by a number of external factors however, such as resource management plans, access to capital, licenses, boats and on-shore infrastructure.¹ This makes the future very difficult to predict.

TOURISM

- The Tourism industry is in its infancy in Makkovik and the North Coast of Labrador but it offers major potential for future growth in the eco-adventure and culture/heritage markets.

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

- Makkovik's rich natural and cultural heritage is a valuable resource for tourism development, with assets including the following:
 - The extended region (Makkovik is midway between Hopedale and Cape Harrison) is immeasurably rich in natural heritage resources, including many offshore islands, large, deep bays and several major rivers, some of which traverse the Labrador wilderness to their headlands near the Québec border.
 - The town has a rich combination of Inuit and Settler traditions; the Inuit people, who with their ancestors have occupied the region for thousands of years, have a cultural heritage intertwined with the land and sea.
 - Other potential aboriginal cultural resources in the Makkovik region include archaeological sites of national significance. While there are no known sites located in the area, the Provincial Archaeology Office advises that there is potential for such sites to be found.
 - Immediately east of Makkovik Harbour, Ford's Bight (Nisbet Harbour) is the site of the first Moravian landing in Labrador. An archaeological dig was undertaken in 2001 at the site of the house built in the summer of 1752 by the team headed by Johann Christian Erhardt. This therefore is an important part of the Moravian Story in Labrador, including additional exploratory voyages and, in 1771, with the founding of the first permanent Moravian settlement in Nain, headed by Jens and Mary Haven.
 - The Nisbet Harbour story can be told with panels in the White Elephant Museum and interpretive plaques at the archaeological dig site, to be accessed by water and a future hiking trail.
 - Crafts – the Town has a very good craft centre (the Makkovik Craft Centre); local craft makers concentrate there and produce mainly items of clothing – mitts, coats, slippers, etc.
 - The Town can offer to visitors a traditional Labrador native life style. This can include dog team rides, skidoo tours, craftmaking demonstrations, family and community events in winter and, during the summer, breathtaking scenery and a range of eco-adventure experiences.
 - Makkovik is currently not equipped to accommodate adventure cruise ships – product would need to be developed in time to make this a possibility.
- The local hotel Adlavik Inn (Canada Select 2.5 stars) has five rooms, a dining room and lounge. The operators own a 30 foot boat and have been offering tours for a couple of years to Ford's Bight as well as fishing, sight seeing, etc to the

general area. The celebration of Moravian activities in Labrador in 2001 served to focus attention on the north coast and there has been some positive feedback and enquiries as a result. In addition to tourists, researchers (eg, CWS, Canadian Rangers) are taken on trips. The operators are in the process of making product development decisions; they have a keen interest in Inuit culture preservation and highlighting hunting/fishing as an integral part of Inuit culture.

o New Tourism Development Opportunities

➤ The above resources are among those that can help to build Makkovik 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.

o 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:

- signage, storyboards and story tellers interpreting the natural and cultural heritage and traditions of the community,
- local hiking in the community and possibly to Ford's Bight, with story boards and/or a tour guide/story teller, to view wildlife, the community and the land/seascape,
- a series of interpreted boat tours of the region,
- sea kayaking day tours to Ford's Bight or up Makkovik Bay,
- community cultural events, including a combination of storytelling, food and music; they could happen in both summer (say around the Makkovik Trout Festival in August) and winter,
- demonstration of traditional skills such as craft making and food preservation, with opportunities for the visitor to learn basic techniques, and
- dogteam or skidoo tours, including experiences related to trap lines and life in a trapper's tilt.

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

MINING

- Having suitable sources of aggregate materials available is essential for development of the community. Access to aggregate sources within the Planning Area should be maintained until they are depleted, at which time the sites should be rehabilitated and used for other community purposes.
- Makkovik has not seen an operating mine although there has been long standing interest in the area, including a “gold rush” in 1923, brought on by a rumour and a proposed uranium mine at Kitt’s Pond in the 1980s. Recently, there has been some publicity suggesting that the proposal may be in the process of being re-activated.
- There will continue to be opportunities for Makkovik residents to work at the Voisey’s Bay mine under the adjacency principle, in addition to the few already working there. 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 on the north coast that would bring added employment and business benefits to Makkovik.
- Mineral exploration may be permitted in the Planning Area if agreeable to Council, with the understanding that any mineral development would be subject to comprehensive environmental impact assessment.

INSTITUTIONS & SELF GOVERNMENT

- In recent years, jobs in the service sector have meant economic diversification.
- The decision by the LIA to locate the Labrador Inuit Education head office to Makkovik is an opportunity in this sector. Some Education Division staff are operating out of the community now, but there will be need for a few more offices. The Markland building is currently pretty well filled to capacity.
- Settlement of the LIA land claim and the beginning of self-rule will bring a renewed sense of identity for the people of Makkovik and the North Coast. It will also bring control of local resources and money for economic development. Self government could result in some in-migration to Makkovik, although the number is expected to be modest.

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.
- Significant reserves of gas were reported by the operators.
- 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 1983. This could result in renewed exploration activity.²
- Periodically, the subject of resuming an exploration and development program on the Labrador Shelf is raised, with nothing concrete being announced to date.

CONCLUSION

- The combination of opportunities outlined above suggest that Makkovik will be presented with continued economic growth opportunities during the 2005 – 2015 Planning Period; the Municipal Plan therefore needs to address how to accommodate new residential and commercial development.
- The sensitive terrain and harsh climate make land expensive to service; hence the need for sound, innovative planning and engineering solutions.

1.3 Municipal Plan Projections and Recommendations

Population Growth

- As shown in Table 1, when the current Municipal Plan for Makkovik was approved in 1981, the population was 347. The 2001 census recorded a population of 384. This is equivalent to an increase of 1.1 percent over the 20 year period, or roughly 6%/annum.
- The 2002/03 “winter” population was 387; however, the community had around 15 post-secondary students who were returning to Makkovik in the Spring³. For the purposes of this Municipal Plan, we will therefore consider the current total population of Makkovik to be 400.

² Stuckless, Janice, “Labrador Iceberg Risk Overrated”, Atlantic Business, Volume 14, Number 2, 2003.
³ Consultation with David Dyson, Town Manager.

Table 1: Population Growth, Makkovik, 1976 – 2001

Year	Population	Percent Change
1976	307	
1981	347	13.0
1986	340	- 2.02
1991	370	8.8
1996	367	-0.8
2001	384	4.6

- Like many other communities on the north coast of Labrador, Makkovik has a relatively young population structure. The median age of the population (2001 Census) is 29.8 compared to 38.4 for the province as a whole; 72.4 percent are over 15 years of age compared to 82.7 for the province.
- Given the young age structure of the population, the strong attachment to place and the lack of large scale out-migration to look for employment opportunities elsewhere, it is likely that the community will continue to experience positive rates of growth during the 2005-2015 Planning Period.
- In 1996, there were a total of 100 private dwellings in Makkovik to serve a population of 367, or 3.67 people per household. By 2001, the population had risen to 384 and the number of dwellings to 110 or 3.49 persons per household. A continuing decrease in household size (a national trend) will translate into a need for additional new homes in the community (even without a population increase).
- This youthful age structure will continue to influence population growth in the community during the Planning Period through an excess of births over deaths. However, whether this translates into population growth for the community will depend on economic factors, in particular the diversification of the local economy and on economic opportunities elsewhere in Labrador and beyond.
- The supply of new housing units from the Labrador Inuit Association's housing agency Torngat Housing in recent years has been around 5-6/year.

Growth Projection

- Aside from natural growth, considering the opportunities discussed above, new development to grow the local economy is almost certain to occur over the next ten years, but the amount is difficult to predict.
- The other undetermined factor is the extent to which new business and employment opportunities, such as the Labrador Inuit Education Division or new opportunities in the natural resource sectors will be absorbed by local residents, as opposed to new or ex-patriot residents moving into the community.

- For the purposes of this Municipal Plan, we assume the following:
 - The current population of Makkovik is 400, accommodated in 115 households, and
 - The net annual rate of growth, allowing for the trend established over the 1991 – 2001 period (0.6%/annum) and for incremental growth resulting from new employment opportunities, will average 1.5%/annum.
- This would result in future populations of 430 by 2008 and 465 by the end of the Planning Period in 2015. Allowing for unforeseen developments, we propose, for planning purposes, a population of 515 by 2015.
- Based on this population projection, and if household size decreases to 3.0 during this same period, a total of 56 new dwelling units will be required in the community by 2015.

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 25%, rising to 515 people by 2015 (recreation facilities, community services, etc needed for the increased population).
- Housing
 - 56 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.
- Industrial/Commercial/Institutional
 - Land will be required to accommodate Industrial, Commercial and Institutional uses during the Planning Period that will hopefully be attracted through the efforts of Town Council, the Labrador Inuit Development Corporation, Torngat Fish Processors Co-op and the Inukshuk Development Corporation.
 - The land on and adjacent to Trap Point and along Airport Road is proposed for commercial/light industrial uses, in addition to the re-use of small parcels within the built-up community along the waterfront (according to a mixed development concept).

Community Service

- The concept of a multi-use community centre should be incorporated into the Municipal Plan, to include community recreation and assembly uses. It should be given a comprehensive needs analysis, including consultation with prospective users, following which a concept design should be prepared to meet community needs.

Heritage Preservation and Tourism Development

- There are likely aboriginal sites of archaeological and historic significance in the Makkovik Planning Area and extended region; Council should take the lead in having these identified, recognized in the Municipal Plan, and pursued for recognition provincially and nationally.
- This could involve a Heritage designation by the Town of Makkovik of buildings, structures or sites under Section 200 of The Municipalities Act, 2000.
- Council should pursue a provincial and possibly a national heritage designation for the Ford's Bight site.
- A hiking trail to Ford's Bight should be pursued. A heritage hiking trail through Moravian Woods should also be established early in the Planning Period.
- Attention should be paid to the improvement of small open spaces, planting and signage, particularly in the "traditional" community around the harbour. This should be applied especially to public buildings and spaces.

Government Funding Agencies

- Public sector funding is currently provided by (or channelled into Makkovik 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.
- Makkovik'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 research, planning and engineering years in advance of implementation and construction.

- Examples of up-front planning projects currently needed in Makkovik are:
 - a needs assessment and concept design for a multi-use community centre, and
 - development of updated base mapping.

2. Municipal Plan

2.1 Objectives

This section outlines the objectives that will be implemented 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 Inukshuk Development Corporation.
- To encourage further development of young entrepreneurs in Makkovik through initiatives such as awareness-raising, training and mentoring.
- 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. Council's support will include making every effort to match new development opportunities with the required municipal services.
- To support the development of facilities and attractions that will grow the tourism industry in Makkovik such as the designation of historic and archaeological sites (aboriginal and settler), community beautification programs and a visitor information centre (probably in the Town Office).

Heritage Preservation

- To support the preservation of Makkovik's cultural and natural heritage in order to 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, upgrading the hiking trails through Moravian Woods, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories about Makkovik, Makkovik Bay, Ford's Bight and the general region.

Community Growth

- To plan for over 25% increase in the current population by 2015 (increasing from the current 400 to 515 in 2015).

- To continue to ensure that Makkovik expands with the most economical use of land and municipal services.
- To encourage less intensive uses (such as warehousing) to locate in areas not serviced by municipal water and sewerage.

Housing

- To plan for a minimum of 56 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 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.

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 (including additional shelters along the trail to Mulligan and possibly a sea ice route to Postville),
 - playgrounds (possibly to help the school purchase and repair more equipment),
 - 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, such as the Makkovik Trout Festival, and
 - a multi-purpose community centre.
 - Erecting a look-out site on top of the hill behind the Moravian Woods which will include a magnifying viewer and some park benches.
- To ensure that public services are available to meet the health and personal service needs of residents.

Environment

- To oversee the wise management of the natural resources of the community, including the requirement that undertakings having significant environmental effect be registered under the *Environmental Protection Act*.
- To ensure that contamination of sites by oil and other substances, is remediated on an urgent basis.
- To require regular water quality testing of the municipal water supply.

Municipal Services

- To prepare and implement a five year Capital Works Plan, in conformity with this Municipal Plan.
- To expand the municipal water supply system as required, to meet the needs of industrial and residential users during the Planning Period.
- To continue with expansion/improvements to the Town's sewerage, roads and municipal buildings.
- To continue to supply high quality household water to Makkovik residents, including the maintenance of adequate buffers and a monitoring program of lead content in bottom sediments of Ranger Bight Pond.
- To continue to provide and upgrade storm sewer services and drainage ditches for flood prevention and erosion control.

Municipal Administration

- To administer the Municipality of Makkovik within the framework laid out in the Municipalities Act, 2000, including Part III of the Act, Administration and Staff.
- 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 will take different forms, including:
 - Centralized training such as during the Combined Councils of Labrador annual conference,
 - Video-conferencing through the facilities of Smart Labrador, and
 - Individual training 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, Mixed Development, Community Service, Commercial, Industrial, Moravian Woods and Rural and Resource. The policies that follow and the accompanying Future Land Use Maps constitute the land use component of the Makkovik Municipal Plan 2005 – 2015. Please refer as well to the previous section, Objectives, to understand the full scope of Council's priorities.

2.2.1 Residential

i) General Intent

The Residential designation is applied to the new subdivision area off Andersen Street. The area is meant to contain primarily residential uses, as opposed to the traditional mix of uses. Because of the high cost of extending services, it is important that subdivisions are well designed and constructed.

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 that 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 Makkovik Development Regulations to reflect Council's priorities for safety and lifestyle and making the most efficient 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.

iv) Site Evaluations

Council will require that undeveloped areas be given comprehensive planning and engineering assessments and plans of subdivision prepared prior to development being permitted. The plans of subdivision will include the extension of services, road layout, the mix and location of housing, other compatible uses and the phasing of development.

v) 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.

2.2.2 Mixed Development

i) General Intent

The intent of this designation is to continue the traditional mix of residential, public commercial and light industrial uses that have always co-existed in Makkovik. It includes most of the traditional community, banded around the shoreline.

ii) Uses

Uses permitted in this designation include residential. Uses that may be permitted include public (religious, educational, medical recreational and professional), community commercial/industrial uses related to the fishery, general retail 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 (vii), 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 (eg, row and apartment housing) may be permitted, subject to siting and servicing requirements.

iv) Commercial/Light Industrial

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

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

v) Public Service

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

vi) Heritage Preservation

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Makkovik and its people, including aboriginal sites.

vii) Environmental Quality

It is the policy of Council to ensure that all environmental regulations are employed to ensure the prevention of oil contamination in the community.

Other measures of environmental improvement will 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.

2.2.3 Community Service

i) General Intent and Uses

The Community Service designation is applied to four sites; land containing the hospital, museum and church on the north side of the harbour, the J.C. Erhardt Memorial School and the future site for the multi-use building on Andersen Street, the ballfield site on Airport Road and the municipal waste disposal site on Mink Trap Road.

The intent is to accommodate uses that serve the entire community, including health care, religious devotion, recreation and other municipal services.

Public assembly uses may be permitted, provided Council's requirements for municipal services, site planning and land use compatibility are met.

ii) Multi-Use Building

This Plan envisages the development of a multi-use building to accommodate a range of uses such as community, cultural and recreation activities. The complex should be given a comprehensive needs analysis, including consultation with prospective users, programming and conceptual design. The site identified off Andersen Street is considered to be a suitable location for the complex.

2.2.4 Commercial

i) General Intent

This designation is meant to accommodate primarily larger scale commercial uses that can be located outside the main community and require more land than is available in the Mixed Development area. The area so designated is along Ellen View Line (Airport Road).

ii) Uses

Uses permitted within the Commercial designation shall include warehousing, open storage and heavy equipment repair. Uses that may be permitted include processing operations. Mineral exploration may be permitted, subject to policy (vii), Section 2.2.8 of this plan.

iii) 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.

2.2.5 Industrial

i) General Intent and Uses

The Industrial designation is extended to the fishing and marine complex at Trap Point as well as the airport. The intended uses are those that currently exist, namely, fish processing, storage, wharfage and marine services at Trap Point and uses related to airplane and passenger service at the airport. Mineral exploration may be permitted, subject to policy (vii), Section 2.2.8 of this plan.

ii) Temporary Housing

Seasonal worker housing may be permitted on Trap Point at Council's discretion, on a renewable two-year permit basis, provided it meets health and safety standards. Housing shall be substantial but of a temporary and removable nature (ie, mobile bunkhouse or trailer, not a camper trailer or tent) that are to be occupied for the fish processing season only. Council must also be assured that the site is well managed and monitored in terms of its compatibility with community residents.

2.2.6 Moravian Woods

i) General Intent and Uses

The intention of the Moravian Woods designation is to continue the well established policy in Makkovik of preserving and protecting the wooded area in the north end of the community as a natural heritage resource, for the use of future generations. The woods are to be preserved in their natural state with no harvesting or development activity of any kind, except that associated with environmental preservation and interpretation. A hiking trail through the woods may be permitted, provided appropriate design techniques are used.

2.2.7 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 (vii), Section 2.2.9 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.

2.2.8 Rural and Resource

i) General Intent

The balance of land within the Makkovik Planning Area, on Future Land Use Maps 1 and 2 is designated Rural and Resource. 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 to those affecting the quality of the municipal water supply. It includes the Ranger Bight Pond Watershed.

ii) Uses

Rural and Resource 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). Council will evaluate each development proposal to determine environmental impacts.

iii) Water Supply

The water supply intake is located at the chlorination building near the bottom of Ranger Brook. Development shall not be permitted within 15 metres (49 feet) of this building or within the watershed which drains into the water reservoir adjacent to the intake. Council shall not permit the use of motorized boats or other recreational vehicles on the pond and shall limit access to the watershed where possible.

iv) Buffering Adjacent to Water Bodies

An environmental buffer a minimum width of 15 metres (49 feet) shall be preserved along the high water mark of all bodies of water, including rivers, streams, ponds and wetlands. Any development within the water or within the designated buffer area must be approved under Section 48 of the *Water Resources Act* prior to the start of construction.

v) Mining

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

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

Existing quarry sites are to be exhausted before new sites are developed.

Mineral exploration may be permitted in the Planning Area if agreeable to Council, with the understanding that any mineral development would be subject to comprehensive environmental impact assessment.

vi) Solid Waste Disposal

A buffer of not less than 1.6 km (1 mile) will be maintained around solid waste disposal sites 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.

vii) Heritage Preservation

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

2.2.9 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 a Professional Engineer.

ii) Roads

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

iii) Borrow Material

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

iv) 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.

v) Development Near Waterbodies

Development will not be permitted within 15 metres (49 feet) 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.

vi) 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.

vii) Mineral Exploration

Mineral exploration may be permitted in the Planning Area, with the requirement that any proposed mineral development be subject to comprehensive environmental assessment.

viii) Heritage Preservation

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Makkovik and its people, including aboriginal sites.

ix) Archaeological Sites

Council recognizes the potential for archaeological sites to be located within the Planning Area and will make it a priority to have construction plans reviewed for possible sites, including consultation with the Provincial Archaeological Office.

x) 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. A guide to the consideration of off-street parking shall be included in the Development Regulations.

2.3 Municipal Plan Implementation

The adoption of this Municipal Plan represents only the start of the 2005 – 2015 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 this Municipal Plan, the Makkovik Development Regulations, 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 Makkovik 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.

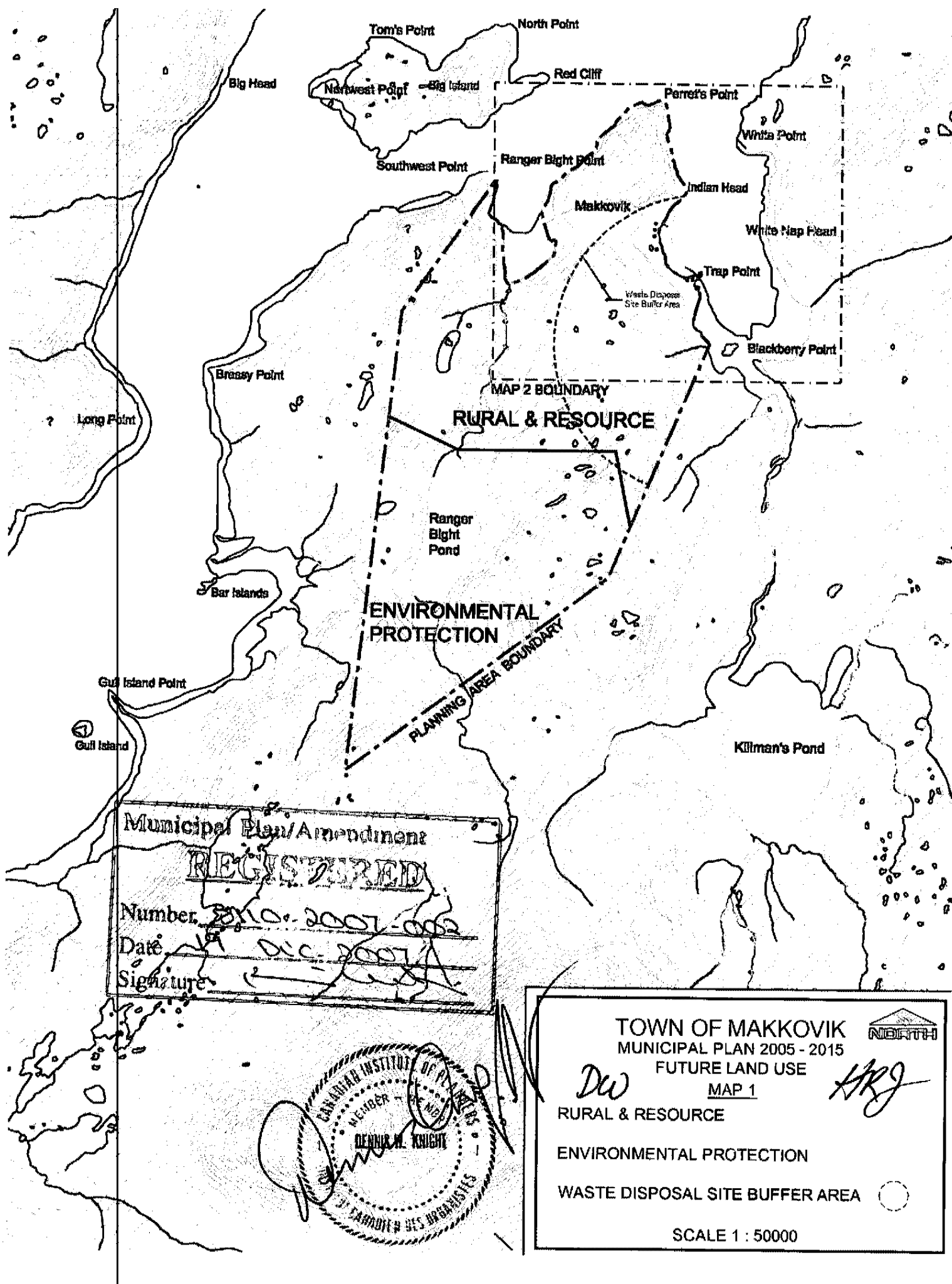
2.3.3 Capital Works

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

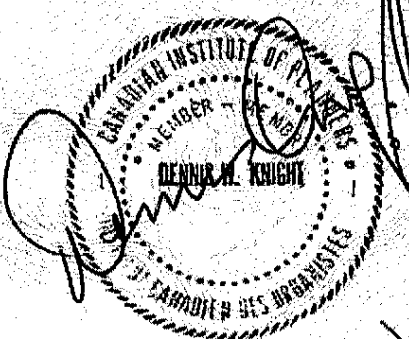
It is the policy of Council to carry out multi-year programming, with pre-planning and engineering carried out years in advance of construction.



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 Makkovik Development Regulations and elsewhere.



Municipal Plan/Amendment
REGISTERED
 Number: 2007-002
 Date: DEC. 2007
 Signature: *[Handwritten Signature]*



TOWN OF MAKKOVIK 
 MUNICIPAL PLAN 2005 - 2015
 FUTURE LAND USE
DW MAP 1 *ARG*
 RURAL & RESOURCE
 ENVIRONMENTAL PROTECTION
 WASTE DISPOSAL SITE BUFFER AREA 
 SCALE 1 : 50000