

Municipal Plan, Town of North West River
As approved by Council 9 May 2011

TOWN of NORTH WEST RIVER

MUNICIPAL PLAN

2010-2020





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1.0 ADOPTION AND APPROVAL

1.1 COUNCIL RESOLUTION TO ADOPT; CLERK'S CERTIFICATE

Under the authority of Section 16 of the *Urban and Rural Planning Act 2000*, the Town Council of North West River adopts the Municipal Plan for 2010 to 2020.

Resolved by the Town Council of North West River on the 7th day of March, 2011.

Signed and sealed this 13th day of May, 2011.

Mayor: Lowell [Signature]
Clerk: [Signature]

(Council Seal)

Clerk's Certificate:

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan for 2010 to 2020, adopted by the Council of the Town of North West River, on the 7th day of March, 2011.

Clerk [Signature]

Municipal Plan/Amendment	
REGISTERED	
Number	<u>3555.2011.001</u>
Date	<u>October 4, 2011</u>
Signature	<u>[Signature]</u>

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1.2 COUNCIL RESOLUTION TO APPROVE; CLERK'S CERTIFICATE

[resolution of Council to approve the Municipal Plan, following completion of the requirements of Sections 18 to 22 inclusive of the Urban and Rural Planning Act, 2000]

Under the authority of Section 23 of the *Urban and Rural Planning Act 2000*, the Town Council of North West River approves the Municipal Plan for 2010 to 2020.

Resolved by the Town Council of North West River on the 9th day of May 2011.

Signed and sealed this 13th day of May, 2011.

Mayor:

Clerk:

(Council Seal)

Clerk's Certificate:

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan for 2010 to 2020, approved by the Council of the Town of North West River, on the 9th day of May, 2011.

Clerk _____

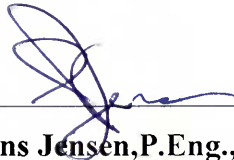
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1.3 PLANNER'S SEAL AND SIGNATURE

CANADIAN INSTITUTE OF PLANNERS CERTIFICATION

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

Member of the Canadian Institute of Planners



Jens Jensen, P.Eng., MCIP

9 May 2011



2.0 FOREWORD: APPROVAL PROCEDURE AND ADMINISTRATION

The Municipal Plan and the Integrated Community Sustainability Plan

This document and the maps contained with it form the Municipal Plan for the Town of North West River. It has been prepared in accordance with the *Urban and Rural Planning Act, 2000*. Upon completion of the required steps to bring it into legal effect, it repeals and replaces the Town of North West River Municipal Plan for 1996 - 2006.

The document presents statements regarding the Town's intentions with respect to the location and manner in which development within its Municipal Planning Area shall take place. The maps show the Municipal Planning Area divided into various land use designations. Within each one only specified kinds of development may take place.

This Municipal Plan has been prepared concurrently with a special purpose document, an Integrated Community Sustainability Plan. That Plan is a document prepared in accordance with a requirement that municipalities prepare an Integrated Community Sustainability Plan in order to qualify for revenue from the Gasoline Gas Tax Fund, pursuant to the Gas Tax Agreement signed between the Province and Local Governments. The research and public consultation processes involved in preparing that Plan were very useful in revising the former Municipal Plan, as many topics and interests are common to both. However, the Integrated Community Sustainability Plan is not part of this Municipal Plan, nor is it subject to the statutory status and procedures affecting Municipal Plans.

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Ministerial Approval

For the Municipal Plan to gain full legal effect, the following procedure must be undertaken, pursuant to Sections 15 through 23 of the *Act*.

In brief, the process begins with the preparation of a draft Municipal Plan under the direction of Council. When a draft is prepared to the satisfaction of Council, it is submitted to the Department of Municipal and Provincial Affairs for review. When the Department has reviewed the draft document and is satisfied that it is acceptable in light of provincial and other government agencies' interests, the Department officially releases it pursuant to Section 15 of the *Act*. Council then, by resolution, is able to adopt the document pursuant to Section 16 of the *Act*.

Council must then advertise and provide for a public hearing at which objections or representations to the adopted document are to be heard. The notice must appear twice in a newspaper circulating in the Municipal Planning Area, in which Council states its intention to seek the approval of the Municipal Plan. The first notice must appear at least fourteen days before the hearing date. The notice must state where and when the Municipal Plan can be inspected and clearly give the time and place for the Public Hearing.

The Hearing is conducted by a Commissioner appointed by the Council. A deadline date for the submission of any written objections or representations is specified in the Act (two days before the hearing). If no objections are received by the deadline, Council may cancel the hearing and proceed directly to approve the Plan. If the hearing proceeds, the Commissioner conducts the meeting and subsequently prepares a report including recommendations. Council then considers the report and either approves the Plan (with or without changes) or withdraws the proposed Plan. Council's approval is made pursuant to Section 23 of the *Act*.

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An approved Plan then is submitted to the Minister for review and registration, pursuant to Section 24 of the *Act*. For this, the Minister requires two copies of the Municipal Plan which have been certified by the Clerk as having been adopted and approved by Council, the Commissioner's report, and all written objections and representations that may have been submitted at the Hearing. After reviewing the document and determining that it is not contrary to law or a policy of the government of the province, the Minister will register the Plan in the Minister's planning registry and Council will publish a notice to that effect in the *Gazette* and in a newspaper circulating in the Planning Area. The date of the publication of the notice in the *Gazette* is the date upon which the Plan comes into effect.

If the Minister chooses to not register the Plan, the document is returned to the Council with information as to the reason for its unacceptability, and Council may then make changes and resubmit the Plan in the same manner.

It is important to recognize that a new Plan does not come into legal effect until the notice of the Minister's registration appears in the Newfoundland *Gazette*. Once in effect, the Municipal Plan is legally binding on Council and any person or party proposing to use or develop land anywhere within the Municipal Planning Area.

A concurrent and parallel process is involved in the preparation, adoption, approval, and coming into effect of Development Regulations.

The Effect and Amendment of the Municipal Plan

The Municipal Plan is a legal document, binding upon Council and any person or group using or proposing to use land anywhere within the Municipal Planning Area. All development must conform with the applicable policies of the Municipal Plan after the date upon which it comes into effect.

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The *Act* at Section 28 requires that a Municipal Plan be reviewed not later than every five years from the date it has come into effect. The general intention is that Council may revise the Plan with a view to the developments which can be foreseen for the next ten years. Consequently, the time frame for this Plan is the ten year period of 2010 through 2020.

The Municipal Plan may be amended at any other time, in whole or in part, for legitimate reasons that may have been unforeseeable at the time it had initially been drafted. Any such amendment must be consistent with the Municipal Plan as the amendment will be read together with and become part of the Municipal Plan.

Municipal Plan Administration; Role of Development Regulations

When a Municipal Plan comes into effect, the Council is required to provide for its administration in conjunction with the town's Development Regulations. The Development Regulations are written in conformity with the Municipal Plan in the form of land use zoning, subdivision, and advertisement regulations. After adoption by the Council, these regulations must be submitted to the Minister for approval in like manner to the process for Municipal Plans.

Development Regulations must comply with the requirements of the *Urban and Rural Planning Act*, 2000, and standard Provincial Regulations have been developed to form the basis of these regulations. The standard regulations currently are Newfoundland Regulation 3/01 made by the Minister of Provincial and Municipal Affairs and which came into force on January 1, 2001. Councils are also advised, if they have not already done so, to adopt the National Building Code of Canada as its building regulation.

The day-to-day administration of the Municipal Plan, and subsequent Development Regulations, is in the hands of staff members authorized by the Council. Staff have the duty of issuing all

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necessary permits approved by Council and making recommendations to the Council in accordance with the Municipal Plan policies and implementing regulations regarding all development in the Municipal Planning Area.

3.0 INTRODUCTION

3.1 Title and Components

This Municipal Plan, when brought properly into effect, shall be known as the *Municipal Plan of the Town of North West River, 2010 - 2020*. The following text and Future Land Use Maps 1 and 2 contained herein constitute the Municipal Plan for the North West River Municipal Planning Area.

3.2 Review and Amendments

As indicated in the Foreword, the policies and land use designations described in this Municipal Plan are not intended to remain static but are subject to continuous review and alteration as required in the light of changing economic, social, and technological developments, as well as the required five year reviews.

The Town's first Municipal Plan and Development Regulations were for the period 1980 – 1990, and it was succeeded by documents for the period 1996 - 2006. Planning for the Town should be seen as an ongoing process, not done with a “do it once and then it's done forever” attitude. Like all municipal government administrative tools and procedures, planning for the future is an ongoing process, as Councils cope with ever-changing circumstances and visions of what might be. This Municipal Plan will eventually become out of date, calling for a general review, and from time to time sudden circumstances will necessitate a carefully considered but ad hoc amendment.

3.3 Purpose of Plan

A Municipal Plan guides growth and development within a Municipal Planning Area. It provides a means of preventing problems that could occur if conflicting land uses are developed too close to each other. It directs future growth so that it occurs in a manner whereby municipal services and land resources are used most efficiently, thus preventing unnecessary increases in servicing costs that can result from development becoming needlessly spread out. It also ensures that aspects of land development like safety, aesthetics and environmental protection are given proper consideration.

3.4 Municipal Planning Area

The territory subject to this Municipal Plan is that which is included within the boundaries of the North West River Planning Area as shown on Future Land Use Map 1. This includes the Town of North West River, as well as lands adjacent to it. to the north.

3.5 History

The Town of North West River was established in 1743 by Louis Fornel, a fur trader and merchant, along the major travel route for the inland fur trade. The town is a community with a population of about 500, located in Labrador about 33 km from Happy Valley-Goose Bay, to which it is connected by paved highway. The community immediately neighbours the Innu community of Sheshatshui, on the opposite side of the North West River.

Its history is succinctly captured in this article appearing on the Town's website:

Realizing the economic potential of the fur trade, the Hudson Bay Company set up a trading post here in 1836. The building has been restored by the Labrador Heritage Society as a museum.

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The people of those days faced a hard life: trapping and trading furs for supplies and living off the land -- hunting and fishing, some tending small gardens for food. In 1914, Sir Wilfred Grenfell recognized the social needs of these people and set up a health care system with school, hospital, orphanage. North West River survived with a mostly non-wage economy until the 1940s with the development of the Goose Bay airbase. However, people in this community could only access employment at the Goose Bay development by crossing the river by boat, until the province's first cable car was installed in 1961. A modern bridge was constructed in 1980.

The Town is an attractive, well kept community with a strong sense of identity and community pride, with many positive qualities making it a good place to work, live and visit. It is integrated into the economy and lifestyles of central Labrador and enjoys a fairly stable economy. It enjoys the services of a modern school with students from early childhood through high school plus comprehensive health care facilities in nearby Happy Valley-Goose Bay. Through the hard work of volunteers, many cultural and recreational activities are present for residents and visitors alike.

The outdoor areas along the shores of Lake Melville are well developed and are operated as a recreational beach and waterfront. Lester Burry Memorial Park and the nearby museum commemorate the community's history, beginning with the establishment of an important Hudson's Bay Company store on the North West River. Labrador's history is interpreted at the recently established Labrador Interpretation Centre.

As for appreciation of the great outdoors without going far to find attractions, the Town's website puts it well:

"You don't have to leave town to enjoy the Labrador scenery. There are several marked walking trails winding in and around North West River, perfect for a warm summer's day hike. You can view local landmarks, historic buildings, learn a bit of the local flora and fauna as well as some of the town's history. Or you can just take in the breathtaking views. e.g. the view from Sunday Hill Park, where you can see Lake Melville, Grand Lake, Mokami Mountain, and the Mealy Mountain Range, in one panoramic view."

4.0 KEY FACTORS AND APPROACHES AFFECTING DEVELOPMENT

A Planning Background Report would normally be prepared during the review process. In the case of this Plan, that work is encompassed in the Town's Integrated Community Sustainability Plan, which contains details relevant to the Municipal Plan. A brief summary of factors relevant specifically to the Municipal Plan, and the approaches which emerged from the consultative process and technical work follows:

Strenuous efforts to improve and diversify the local economy are being made by regional economic development agencies, as reflected in the latest Strategic Plan for 2009-2011 by the Central Labrador Economic Development Board. In North West River, employment with public sector and not-for-profit employers is significant and the development and stabilization of them is critical to the sustainability of employment in the town. In-town employment in the private sector is limited but stable, and employment in Happy Valley-Goose Bay is vitally important to the ability of residents to work and live in the area.

The Town lost about 10% of its population between 2001 and 2006. This is a considerable loss, reflecting an aging population and loss of working age people to other areas as they seek employment elsewhere. Retaining population and thus sustaining the service levels and amenities for residents is a challenge, in that much depends on the sustainability and hopefully growth of the local economy. It is a common scenario in rural Newfoundland and Labrador.

The Town's prospects of sustainability will depend on approaches followed in this Municipal Plan, including the following:

- The Town should continue, as a matter of very high priority, to take part in the work of the Economic Development Board and other agencies to enhance and secure the local

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economy. It falls to local representatives to continue pressing for development of regional significance such as the Mealy Mountains National Park, Grand Lake Provincial Park, winter tourism enhancement through snowmobile trail improvements, and the like.

- The supply of unused major institutional buildings, such as the old Grenfell Hospital and dormitory, should be regarded as a mixed blessing. Linking a suitable occupant with such a building can lead to it becoming once again a productive asset in terms of job creation, appearance and building of the Town's tax base. Conversely, if such buildings become badly deteriorated over time, their condition diminishes to a point beyond economic recovery and they become eyesores and liabilities, the proverbial white elephants. The Town needs to be in the forefront of stimulating efforts to make use of these buildings for further occupancy, to build local economic activity and enhance the municipal tax base, but if the point of little hope is reached, to seek to have them demolished to free the land for other prospects.
- Review of the development of infrastructure and land uses in the town since the current plan was put in effect in 1996 suggests some rationalizing of designations and zoning of areas for various uses. The 1996 - 2006 Municipal Plan and Development Regulations, in the way development was guided and regulated in the built-up areas of the community, were sound, but need refining and updating. The supply of serviced land for residential and all sizes of industrial, commercial and institutional development is limited, and this is a restraint on the ability of the Town to attract new residents and businesses. Peripheral areas need to be designated for room to expand to accommodate residential as well as industrial, commercial and institutional uses, as there is only a limited potential which infilling in the built-up area can provide.
- Greater flexibility in the Development Regulations has been introduced to permit "flag lots" and development of residential units in outbuildings.
- It would be advisable for Council to take part in a process which may lead to the development of a new alignment for a connector road to Postville, from the North West River bridge northward through the community. The corridor was already indicated in

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the 1996 - 2006 Municipal Plan. It is recognized that the Provincial Government should be taking the initiative in this, in consultation with the Town, so that those affected can deal with any land acquisitions or restrictions on development accordingly.

- An area on the shores of Grand Lake, north of Sunday Hill Park, has been designated by the Department of Environment and Conservation as a potential provincial wilderness or camping park, though there are no plans as to development of it at this time. In any event, the Town would not plan to extend street, water and sewer services to it, so it would have to be developed with on-site services and private roads under provincial government control.
- Development of major commercial, industrial and institutional land uses north of the firebreak should be based on their proponents providing for their own street, water supply and sewage treatment, as it would not be economical for the Town to extend its services for scattered developments.

5.0 GOALS AND OBJECTIVES

5.1 Goals, Objectives and Policies

Goals are frequently employed as the essential foundation for any planning endeavour whether it is a personal career, a community plan, or a corporation's growth and facility strategy. The formulation of goals, toward which efforts and resources are directed, and objectives, the more precise and measurable steps needed to achieve the goals can make the difference between wasted effort and success. Policies are the courses of action that a government takes to achieve its objectives.

By way of example in the North West River case, one goal is to enhance the quality of the natural environment, one objective to follow from this goal is to identify areas which are especially significant due to their historical or heritage appeal, while the complementary policy is to designate specified areas wherein any development proposals would be evaluated against stringent approval criteria which would include a requirement for protection or preservation of the special characteristics which give the designated area in question its special appeal.

5.2 Goals for the Town of North West River

Goals are valuable to a community so that the people have an agreed upon set of value statements to serve as a guide which allows the determination of degree of success or failure or community endeavours. The objective of this Municipal Plan is to provide the appropriate policies and proposals to achieve these goals. Council will work towards these goals as they pass the necessary regulations to implement the Municipal Plan and as they evaluate the development proposals that come before them. North West River's goals are as follows:

A) Growth and Urban Structure

Goal: To provide for orderly growth and development within the Municipal Planning Area, and safeguarding the social, physical and economic well-being of its residents.

- Objectives:**
- a) Council will undertake to use this Municipal Plan to guide its exercise of powers and responsibilities for the provision of services, the allocation of land uses, and the general development of the Town.
 - b) Land uses will be allocated so as to encourage economic development and to preserve and enhance positive features reflecting the heritage and amenities of the community, while also recognizing natural constraints and limitations, in order to improve quality of life in the community and protect life and property, and to minimize effects on the natural environment.
 - c) Buildings and structures will be of new construction, built to today's codes and good practices. Derelict buildings or substandard structures will not be moved into town, including mobile homes not meeting today's building code. Town water and sewer services will not be connected to such buildings nor will driveways onto town streets be permitted to provide access. A used structure will only be considered for town permits if it is to be fully renovated, including the exterior walls, roof, windows and doors.
 - d) Compact development of the town will be promoted, though it is recognized that some exceptions are warranted concerning developments north of the firebreak.

B) Housing

Goal: To provide for the long-term housing needs of the community.

- Objectives:**
- a) Housing shall be designed, sited and constructed to meet the particular local conditions and needs of residents of the Town

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and to facilitate the greatest development of available land resources through a wide variety of housing forms.

- b) An area of undeveloped lands will be designated for future residential development and older housing areas will continue to be upgraded. The layout of lots in new subdivisions will be designed so as to present a pleasant appearance and an efficient arrangement of street, water and sewer services.

C) Employment and Economic Development

Goal: To encourage institutional, commercial and industrial activities that will meet the community's employment needs and provide needed goods and services, and in particular to press for strengthening the economic base and employment opportunities in the Town and surrounding communities.

Objective: a) To provide for considerable flexibility in development regulations affecting the built-up area of the community, such that opportunities in that area for home businesses and commercial and light industrial activities of all sizes can be accommodated, while providing for scrutiny of each case to prevent unacceptable outcomes. The only areas in the built-up area not treated in that way will be those not designated for other specific reasons, such as for environmental protection.

D) Environment and Natural Resources

Goal: To protect and enhance the environment and natural resources of the Municipal Planning Area.

- Objectives:**
- a) To limit development and use of lands outside of the community's built-up area and areas designated for future servicing and development, to those of a rural nature and those which cannot be reasonably carried on within the built-up area.
 - b) To designate areas of steep slopes lying below Portage Road, from near its intersection with Lakeview Drive north to the firebreak, as areas on which development of significant structures and uncontrolled cutting of tree cover is prohibited because of risk of instability of the embankment.
 - c) To continue to maintain the firebreak which protects the community from forest fire risk by facilitating suppression of fires which may threaten the community.
 - d) To provide a safe and sustained drinking water supply by restricting non-compatible development in the present protected water supply area.
 - c) To control development in order to minimize its detrimental effect on the environment and to preserve the natural resources of the Municipal Planning Area., in particular the extraction of minerals and aggregates.
 - d) To work in conjunction with the new regional solid waste management authority to implement modern management facilities and programs, and to augment those improvements by establishing efficient and effective means of minimizing the amount of waste from the Town directed to final disposal, by recognizing the resource values of recyclable and compostable materials and establishing local programs related to them, and by equipping the Town more appropriately to collect and transport materials efficiently.

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E) Recreational Open Space and Heritage Properties

- Goal:** To establish, preserve and improve natural spaces, heritage properties, and recreational areas to meet local needs.
- Objective:**
- a) To ensure ready public access to, and accord protective status to, valued open space areas along the shoreline of Lake Melville and Sunday Hill Park.
 - b) To designate areas along the shore of Lake Melville in the vicinity of the trading post, cable car landing site, Lester Burry Memorial Park and waterfront, as well as the United Church property, as historic and recreational sites requiring careful control of changes to structures and land uses.
 - c) To designate corridors and buffer areas for walking and snowmobile trails in and through the town, to guide improvement projects and to endeavour to preserve the corridors from encroachment by buildings and other activities.

F) Community Services and Facilities

- Goal:** To provide a sufficient range and level of community services and facilities to meet the recreational, social, religious, and educational needs of the Town's residents.
- Objectives:**
- a) To facilitate development of educational, social, religious, and other community facilities in existing and new buildings.
 - b) To continue to value and enhance the use of the public beach and shoreline along Lake Melville, from Broomfield Lane northward to the limit of the Municipal Planning Area, by designating it for recreational open space but all the while protecting the integrity of the environmental buffer lying along that shoreline, instituted pursuant to the regulations made by the provincial government under the *Water Resources Act*.
 - c) To ensure that existing community facilities are effectively used by working progressively with volunteers and agencies to

enhance and operate existing facilities, develop new needed facilities, and protect them from adverse development by regularly assessing the effects of neighbouring uses on their safety and convenience.

G) Transportation and Highway Safety

Goal: To provide a safe and efficient transportation network to move people and goods into, out of and throughout the Municipal Planning Area.

- Objective:**
- a) To develop a list of priorities for road improvements in the Municipal Planning Area and work toward maintaining the public streets in good condition.
 - b) To work constructively with the provincial government, to move forward with designating the alignment required to accommodate an extension of Highway 520 from the bridge to merge with Airstrip Road in a safe and convenient fashion, so as to prevent an unsatisfactory ad hoc movement of heavy through traffic through the Town on existing streets when the anticipated extension of Highway 520 to the North Coast is developed.
 - c) To study the street lighting provided by the Town to identify areas where lighting is insufficient to enable safe and convenient pedestrian traffic.
 - e) To seek improvements in existing traffic safety, such as traffic signs and clearing sight line obstructions at intersections.
 - f) To continue to take part in regional efforts to groom and maintain snowmobile trails through the Town and onward to other areas.

H) Utilities

Goal: To provide municipal utilities which meet local needs effectively and efficiently.

- Objectives:**
- a) To require the location of utility poles to be sited at the back of residential development where possible.
 - b) To work with Newfoundland and Labrador Hydro in planning utilities for new areas to be developed for residential and other uses.
 - c) To ensure that any utility development, including transmission lines, does not impact negatively on the local environment.

I) Municipal Finance

Goal: To effectively manage the financial resources and commitments of the Town.

- Objectives:**
- a) To implement municipal improvements which match both the policies and priorities of the Municipal Plan and the financial capabilities of the Town.
 - b) To improve the cost effectiveness of municipal servicing by implementing compact, carefully planned serviced development

6.0 DEVELOPMENT CONCEPT AND POLICIES

This section presents a general view of the development concept for the town, including brief descriptions of approaches to key issues.

6.1 Overall Development Pattern: Predominance of “Mixed Development”

The majority of existing development in the Town is residential, having grown up in the upland area behind the original trading post, near the bridge. A number of large and small commercial uses have developed over time, with smaller uses scattered and with some concentration of larger structures near the waterfront and in an area on Airstrip Road where a service station has located. Large institutional uses have in years past also concentrated near the waterfront, but more lately Lake Melville School and the Forestry Centre have located farther inland.

This mixture of land uses has not yet created significant problems or conflicts amongst them, but the potential to see undesirable new development or redevelopment of existing buildings requires attention. Council wishes to accomplish that needed regulation with great sensitivity to the need to encourage development of small scale non-residential business and industrial uses in cases where the effect on surrounding residential uses is relatively benign. Similarly, institutional development brings similar considerations and the need for scrutiny, but generally institutions are developed by entities which would be expected to be more sensitive to their effects on their neighbours.

It is the intention in this Plan to permit as of right single dwellings and home businesses up to a certain size, and to consider, on a discretionary basis, a broad range of small scale non-residential uses in the Mixed Development area, including free standing developments (where the non-residential use is the only use on the property) and operation of home based businesses in residential uses.

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Opportunities may arise for larger scale non-residential developments to locate in this area, and proposals will be considered on their merits. However, such matters may have substantial implications for nearby residents and for the town as a whole, and will be closely scrutinized. Their approval will likely require an amendment to this Plan and the Development Regulations.

The only areas of Town south of the firebreak which would not be designated as Mixed Development would be:

1. Environmental Protection: west of Portage Road , from near its intersection with Lakeview Drive north to the firebreak.
2. Recreational Open Space: the narrow coastal strip along Lake Melville from Bloomfield Lane to the firebreak.
3. Historic: the area along the shore of Lake Melville in the vicinity of the trading post, cable car landing site, Lester Burry Memorial Park and waterfront, as well as the United Church property.

The following policies will guide growth and development in the Mixed Development areas.

- 1) The Mixed Development area is established as shown on Future Land Use Map 2.
- 2) Development of these lands will be primarily for residential uses, including home businesses. Other uses of land for institutional, commercial, light industrial, public and recreational open space uses may be permitted at Council's discretion, provided public safety and amenity are protected. Guidelines for consideration of approvals include:
 - a) A full range of residential uses will be permitted. Higher density residential type uses will be required to fit in with the scale of the existing low density residential uses. Specialized housing for seniors

and group homes, as well as development of residential uses in more than one building on a lot (for grouped structures and smaller “granny flats”), may also be permitted at Council’s discretion.

- b) Commercial and light industrial uses may be permitted at Council's discretion. These uses will be comparable in floor area to surrounding residences where they are in close proximity to them, and will be limited to those that will not be a hazard or nuisance to residences and will be separated an adequate distance from residences. Limited outdoor storage and other business related activity may be permitted provided it is adequately screened from sight. Larger scale developments of these types will be subject to a more rigorous scrutiny, as they have the potential to introduce significant adverse effects in a largely residential area serviced by streets with a limited traffic capacity.

- c) Public and institutional uses and recreational open space uses may be permitted at Council’s discretion provided they respect residential amenity, safety and privacy. These uses include religious, educational, public administration, and public medical and professional uses. Larger scale developments of these types will be subject to a more rigorous scrutiny, as they have the potential to introduce significant adverse effects in a largely residential area serviced by streets with a limited traffic capacity.

6.2 Residential Area North of Labrador Interpretation Centre

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The area north of the Labrador Interpretation Centre and Montague Street, northward up to the firebreak, all lying west of Airstrip Road, is to be designated as a future residential area. This will require special attention to overall subdivision planning as there is a need to integrate servicing with the existing water and sewer systems and there are challenges in achieving an efficient use of land as the area is crossed by the power and water transmission main related to the water supply wells located in the firebreak. This calls for preparation of an overall subdivision and servicing plan expressed in phases, such that prospective developers can assemble land and construct infrastructure in an orderly way rather than by the piecemeal development of small uncoordinated subdivisions.

6.3 Environmental Protection

The topography of a certain area of the Town presents a narrow but very steep, potentially unstable slope lying below Portage Road, from near its intersection with Lakeview Drive north to the firebreak. The area is illustrated on Future Land Use Map 2.

The reason for this designation of that area is related to the steep slope below Portage Road, and the inherent risk of instability and landslide, particularly if the existing mature tree cover on the slope is cut. The Town will use its planning authority to the maximum extent possible to see the area kept in a natural, wooded state, and not permit nor by its own action carry out any clearing or development on the area.

This slope includes two narrow terraces at the toe, close to the shore of Little Lake. Several dwellings have been built there, on Lakeview Drive. If they had not already been built, their lots would have been designated as Environmental Protection as well. In view of the permanence of the structures and the road, it is Council's policy that these areas will be designated as Mixed Development in keeping with the treatment of the other similar areas of Town.

6.4 Recreational Open Space and Trail Corridors

An important amenity adding to the quality of life in any community is recreational open space, both for its scenic aspects and the accommodation of both active and passive recreational pursuits. In this community, the areas of primary interest insofar as on-going public access and use are concerned are the valued open space areas along the shoreline of Lake Melville and Sunday Hill Park. In addition, there are snowmobile and hiking/biking trails through the community, leading far out of town to other communities via a regional trails system, but they are corridors, not blocks of land. The corridors require protection from encroachment, as they are important transportation links for winter travel as well as being year-round recreational amenities.

Council policy is that the two areas noted deserve special status in the Town's planning, so that there is recognition of their value and the need to prevent undesirable developments from being located on them. The areas marked as Recreational Open Space on the Future Land Use Maps comprise the blocks of land to be so treated.

Corridors for snowmobile and hiking/biking are valued amenities in the community, and they are indicated on the Future Land Use maps. Council's policy is to work with land owners and recreational interests with the objective of peaceful and respectful co-location and maintenance and improvement of the quality of outdoor experience which they render. Further, the Development Regulations will stipulate a minimum proximity from the corridors to structures and buildings and trees, and prohibit alterations to land elevations or creation of other obstructions in the corridors.

6.5 Firebreak

The community has established a firebreak to the north of the built-up area, across the neck of the peninsula on which the community is located, and has cleared it of tree cover in order to have a fire protection feature which would be important should forest fire to the north threaten the community. The Town has only a limited fire fighting capability, which would require considerable augmentation in the event of a significant forest fire, and the priorities of regional firefighting efforts may permit only limited resources to be devoted to the protection of North West River.

The firebreak is shown as Firebreak on Future Land Use Map 2. Council's policy is to not permit the area to be developed and to manage tree and vegetation cover so as to preserve its fire protection value.

6.6 Rural

The lands lying north of the Firebreak area are designated as Rural, with the exception of the Recreational Open Space areas of Sunday Hill Park and the strip along the shoreline of Lake Melville. Land within the Rural land use designation may be used for the activities of forestry, mining, extraction of aggregates, agriculture, cemeteries and open air recreation use. Residential uses ancillary to agriculture uses as well as antennae and tall wind turbines may also be permitted. Such areas may also be attractive for development of parks, campgrounds, hotels, industries and racetracks.

The Rural area is important to the community and the region for its aggregate resources. There is active extraction carried out, and potential additional aggregate resources have been identified. Council's policy is to permit aggregate extraction in a well controlled manner, and to require that

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existing quarry sites are exhausted before new ones are opened. Council will endeavour to ensure that provincial government regulations concerning quarrying are respected, in particular with regard to environmental impact. Proximity to Sunday Hill Park is a concern, and Council will endeavour to protect and improve the views from the Park from unnecessary intrusion by the appearance of aggregate operations.

Each development proposal in the area designated Rural will be subject to:

1. a thorough review by the public and Council,
2. a review to determine its compatibility with the surrounding environment,
3. adequate buffers being maintained between any industrial or mineral or aggregate extraction activities, and the urban area and recreational open space areas,
4. all development having adequate servicing of water and sewage disposal infrastructure independent of the Town's public systems, and safe access to a public road.

6.7 Historic

The history of the Town of North West River represents an important chapter in the story of European colonization and the profound effects of that process on Labrador. For millennia, the aboriginal peoples of Labrador have traveled on the North West River system, from Lake Melville to the distant interior. The European settlement was established in 1743 by Louis Fornel, a fur trader and merchant, along the major travel route for the inland fur trade. Indeed the neighbouring Innu community of Sheshatshiu, on the opposite side of the North West River, related to the trading post established by the Hudson Bay Company on the opposite side of the

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river. The structures associated with the post still stand and are operated by a community based, not for profit organization.

A unique feature is the presence in this area of the artifacts from the only cable car service ever to operate in Labrador. A passengers-and-light-loads-only cable car operated across the North West River from 1961 until a bridge across the river was constructed in 1980. The pylons and cablehouse are long gone, but the cable car itself has been restored and mounted on the original cablehouse site, near the bridge and the trading post buildings. It complements the historic nature of the area.

In addition to the structures associated with the trading post and the cable car, the area along the waterfront accommodates public lands and buildings associated with a memorial park, recreational beach, and public wharf. Those areas all taken together comprise a highly valued historic precinct, which is designated as Historic on Future Land Use Map 2. Council's policy is that development of these lands will be for uses closely related to the preservation of their inherent heritage value and their respective landscapes, park, beach and wharf facilities. Any new development in the area will be measured against that value and in the case of the waterfront area, the amenity of that area for public recreation and access to the water for boating. Other uses of these lands for institutional or commercial uses may be permitted at Council's discretion, guided by the objectives stated.

The only registered heritage property in the Town is the United Church, which is in the provincial government registry. The lot upon which it is located originally accommodated two structures, the church and the manse. A part of the property (related to the manse) was subdivided and conveyed to others, and the balance of the property on which the church is located is still owned by the religious institution. The church property will also be designated Historic, in order to give Council some ability to control changes to its structures and land use, in particular to ensure that due process is followed should the owner not be mindful of its status. In

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the event that changes to the structures are proposed, Council will work with the owner and the provincial government to do what is possible to preserve their heritage value.

7.0 GENERAL REQUIREMENTS

Further to the policies set out in Part 6.0, certain general requirements applicable to all new development are set out in this Part.

7.1 Servicing

All development within urban areas of the Town shall have municipal services which shall include piped water supply, sanitary sewers, all-weather roads, adequate storm drainage, street lighting, and sufficient fire flow and fire hydrants. However, consideration will be given to alternative servicing arrangements for developments which lie beyond the servicing boundary established by the Town. One such area comprises the housing on Lakeview Drive, which is not served with central water or sewer. Resources have not been available to extend services to those houses, a project which would also include major rebuilding of the road itself. Council will endeavour to secure funding for a full engineering assessment of such a project.

New urban development shall locate within the designated areas south of the Firebreak, as shown on the Future Land Use Maps, and in accordance with the overall development concept and policies set out in Part 6.0. In order to prevent problems such as pollution of ground water, it is a policy of this Municipal Plan to restrict urban development in unserved areas. Servicing extensions and subsequent development shall be carried out when such servicing is feasible and, if and when, such future development areas are within the urban development boundary. Nevertheless, the Council recognizes that this policy will continue to restrict the availability of lands for development, and is prepared to consider alternatives for servicing the lands in the Rural area via on-site sewage disposal and private wells.

In the case of development or re-development for high density residential or other purposes, Council shall be satisfied that no additional capacity has to be provided in the water and sewer or storm drainage pipes, or roadways, to service such development. If such services are required, then Council will ensure that agreements are entered into between the developer and the Town regarding the provision of such additional services.

7.2 Aesthetics

It shall be the policy of council to ensure wherever and whenever possible, that the amenities of the community are preserved and enhanced. Therefore, efforts shall be made to place all telephone and power distribution lines to the rear of the lot and to control, through appropriate regulations, the display of advertising signs, and to replace trees and other landscape materials which, for one reason or another, are destroyed or removed.

7.3 Non-conforming uses

Existing development which is not permitted in the area in which it is located is accorded the status of “non-conforming” pursuant to the *Urban and Rural Planning Act, 2000*. The Town will respect the legal rights of owners to continue these uses, but will encourage the relocation or cessation of such uses if they are nuisances or unsightly. Provisions will be detailed in the Development Regulations as to entitlements to enlarge or rebuild.

7.4 Maintenance and Occupancy Regulation

It is the policy of Council to encourage the maintenance of the community as a pleasant environment for living, working, shopping and recreation. Continued maintenance of property is essential to the sustainability of the community.

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It is the intention of the Council to support the private efforts concerning property maintenance and to eliminate any existing hazards to building occupants through the use of regulations specifying standards for all properties within the town for property maintenance and occupancy.

The Council will endeavour to further support property maintenance and safe occupancy by:

- (a) assisting owners to take advantage of available government programs where applicable to provide financial and administrative support;
- (b) undertaking education and public relations programs as needed to demonstrate the benefits of property maintenance; and,
- (c) maintaining municipally-owned buildings and properties and community facilities, and providing and maintaining in good repair such municipal services as roads, water and sewerage facilities.

7.5 Public Utilities

Except as specifically provided elsewhere in this Municipal Plan, public utilities which provide services to the general community may be permitted provided that such use is necessary and that it can be made as compatible as possible with its surroundings.

7.6 Accessory Uses

Wherever a use is permitted in a land use classification, it is intended that uses, buildings or structures normally incidental, accessory, or essential to that use be also permitted.

7.7 Home Based Business

Council's policy is to provide for the location of home based businesses in the Mixed Development area as of right. This will serve to provide an opportunity for small businesses to be established in conjunction with the residence of the small business owner-operator.

Home based businesses are small scale businesses that are operated in or from the home or on the same lot as the home by the home occupant. They are compatible with the home, surrounding residential character, and surrounding land uses, and can be conducted without any significantly adverse effect on the surrounding neighbourhood.

The acceptability of a home based business will also depend on the type of dwelling from which it is proposed to operate. A single dwelling will be able to accommodate the widest range of home based businesses while an individual apartment dwelling will be able to accommodate only a limited range of home based businesses.

Home based businesses uses may be permitted as an accessory use in conjunction with permanent residential development and shall be appropriately regulated to ensure that they are compatible with surrounding uses.

7.8 Protection of Fish Habitat and Natural Drainage System

It is a policy of this Municipal Plan that development in and around water courses will be carried out in such a manner that the fish habitat is protected. Unless proven to the contrary, it is assumed that all water courses contain suitable fish habitat and that development is to be carried out according to the federal *Fisheries Act* and guidelines provided by Fisheries and Oceans Canada.

7.9 Archaeological Resources

There are important known archaeological finds in the Municipal Planning Area, all located in the Rural area. Other findings may be discovered in the course of excavations. Consequently, it is appropriate that parties making development applications involving excavations be made aware that if artifacts are uncovered, all work must stop and contact be made with the Town and the appropriate officials in the provincial government.

7.10 Cemeteries

Since land for urban development is very scarce in the areas south of the Firebreak, cemeteries will be permitted only in the Rural area.

7.11 Advertisements

Unattractive signage reduces the quality of the appearance of an area. Council will include provisions in the Development Regulations concerning size, type and placement of signs.

8.0 IMPLEMENTATION

8.1 Implementation Policies

The policies and proposals of the Municipal Plan for the North West River Planning Area will be implemented by the exercise of:

- (i) appropriate Development Regulations
- (ii) the preparation of development plans for the future residential and institutional/commercial/industrial areas north of Montague Street
- (iii) site plan control for multiple family residential, commercial, industrial, public and agriculture uses involving animal operations;
- (iv) a planned sequence of public works;
- (v) a development agreement for aggregate extraction;
- (vi) a development phasing policy; and,
- (vii) a public notice policy.

The day-to-day administration of the Municipal Plan and Development Regulations is in the hands of staff members authorized by the Council. Council staff have the duty of implementing the Regulations, including the issuing of all necessary permits approved by Council and making recommendations to Council in accordance with the Municipal Plan policies regarding development in the Municipal Planning Area.

8.2 Review of Land Use Zoning & Subdivision Regulations

When the Municipal Plan comes into effect, Council is required to develop a scheme for the control of the use of land in strict conformity with the Municipal Plan in the form of

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Development Regulations, which include land use zoning, subdivision and advertisement regulations. After adoption by Council these regulations must be submitted to the Minister for approval. Regulations must comply with the requirements of the *Urban and Rural Planning Act* 2000 and the standard provincial regulations which have been promulgated by the Minister of Municipal and Provincial Affairs.

8.3 Amendment of the Municipal Plan and Development Regulations

A Municipal Plan and Development Regulations are documents which can be altered in the light of the changing needs of the community. Council will be cautious to ensure that amendments are made only following careful consideration.

8.4 Site Plan Evaluation

Many of the land use conflicts associated with large developments can be avoided if sufficient concern for detailed design is incorporated into the development approval process. In addition to Council's powers to apply conditions to a development permit, Council may require a site plan to be prepared and approved by the Town prior to the issuance of a building permit for large residential subdivisions, multiple family residential, commercial, institutional, industrial uses, and agricultural uses involving animal operations.

Council may require a site plan to be submitted for approval of any development proposal where circumstances suggest that particular care is needed. The Appendix to this Municipal Plan contains the site plan criteria required for the preparation of a site plan.

8.5 Public Works

Construction of all public works within the Municipal Planning Area shall be carried out in accordance with the policies of this Municipal Plan.

8.6 Appeals

The *Urban and Rural Planning Act*, 2000, provides for an appeal process concerning planning administration of the Municipal Plan and the Development Regulations which implement this Plan.

The applicant or any person or association of persons aggrieved of a decision may appeal that decision if it is, under the regulations, a decision that may be appealed. Appeals are considered and disposed by a board established by the Minister of Municipal Affairs. The appeal must be initiated within a short period of time, 14 days, beginning at the date on which the decision being appealed was made. Matters which may be appealed include decisions made concerning an application to undertake a development, revocation of an approval or permit to undertake a development, issuance of a stop work order, or any other decision which legislation provides may be appealed. Refer to the *Act* for legal purposes.

8.7 Residential Development Phasing Policy

Council seeks to establish and open a new residential subdivision in the area of the town described in this Plan. This project will be fulfilled in phases, as resources and demand for serviced lots may permit.

In-filling along existing public roads is encouraged, and the requirements for frontage, lot size and location of structures will be sensitive to the limited opportunities which infill may present.

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Development which requires new roads and streets will be carefully reviewed to ensure that proper sewer and water facilities are provided in accordance with the policies of this Plan.

8.8 Enforcement of Plan and Regulations in Planning Areas

Particular attention shall be paid to communicating the fact that the Development Regulations are enforced. Signs to this effect may be installed at the entrance to the Town near the bridge, and the requirements may be noted in the Town's web site, brochures and the like.

8.9 Program of Public Works

In an effort to ensure that adequate funds are available at the appropriate time to implement each feature of the Municipal Plan, Council shall prepare and submit every year a five year forecast of their anticipated capital expenditure requirements, in the form of a capital works plan, and carefully review it periodically to keep it up to date.

9.0 INTERPRETATION

9.1 Land Use, Boundaries, and Roads

It is intended that the boundaries of the land use designations and location of roads and other features shown on the Future Land Use Maps and the maps in the Development Regulations be considered as approximate, as the available base mapping does not provide highly accurate information. Therefore, amendments to the Municipal Plan or Development Regulations will not be required to support reasonable interpretation by Council and staff concerning boundaries of zones and areas. The intent and policies of the Plan are to guide the interpretation of the mapped information.

Where feasible, the boundary lines of areas designated in this Municipal Plan are laid out to follow lot boundaries and prominent physical features, including roadways and shorelines, and shall be interpreted in that way. Where this does not apply, measurement from the maps and relative location on the ground shall be considered.

9.2 Figures and Quantities Approximate

It is considered that all figures and quantities herein shall be considered as approximate only and not absolute. Amendments to the Municipal Plan will not be required for any minor variance from any of the proposed figures or quantities.

APPENDIX

Site Plan Evaluation Criteria

When Site Plan approval is required, the owner or proponent shall prepare site development plans, including landscaping, parking, lighting, roads and any or all of the additional items listed below, according to the nature of the proposed development and directions of Council:

- (a) the dimension of the site;
- (b) the area of the site;
- (c) dimensions to indicate the location of all buildings;
- (d) dimensions of buildings to provide comprehensive information of their plan form, including future buildings or expansions;
- (e) the distance between buildings and all yards;
- (f) other uses, a breakdown of floor area by proposed use;
- (g) gross floor area of buildings;
- (h) dimensions of all parking areas, access roads and driveways;
- (i) function and type of landscaped areas;
- (j) landscaping plan and specifications including;
 - surface treatment (asphalt, grass etc.)
 - tree and shrub types and sizes
 - location and number of trees to be retained or planted
 - dimensions of buffer zones, driveways, etc.
 - number and size of parking spaces and location
 - location and size of signage
 - location and width of all walkways, footpaths
 - location of loading zones
- (k) proposed contours and drainage of surface runoff ditching;

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- (l) surrounding land uses;
- (m) site constraints, e.g. right-of-ways which exist on site or adjacent to it, easements, fire routes;
- (n) location and intensity specifications for lighting;
- (o) location and use of outside storage areas;
- (p) perspective drawings and plans showing 4 point building elevations and 2-way cross sections of all buildings shown on the Site Plan
- (q) provisions for ongoing operation of features of the development which may involve commitments or obligations of the Town of North West River or its departments and agencies.

All site development plans shall be submitted to Council for approval.

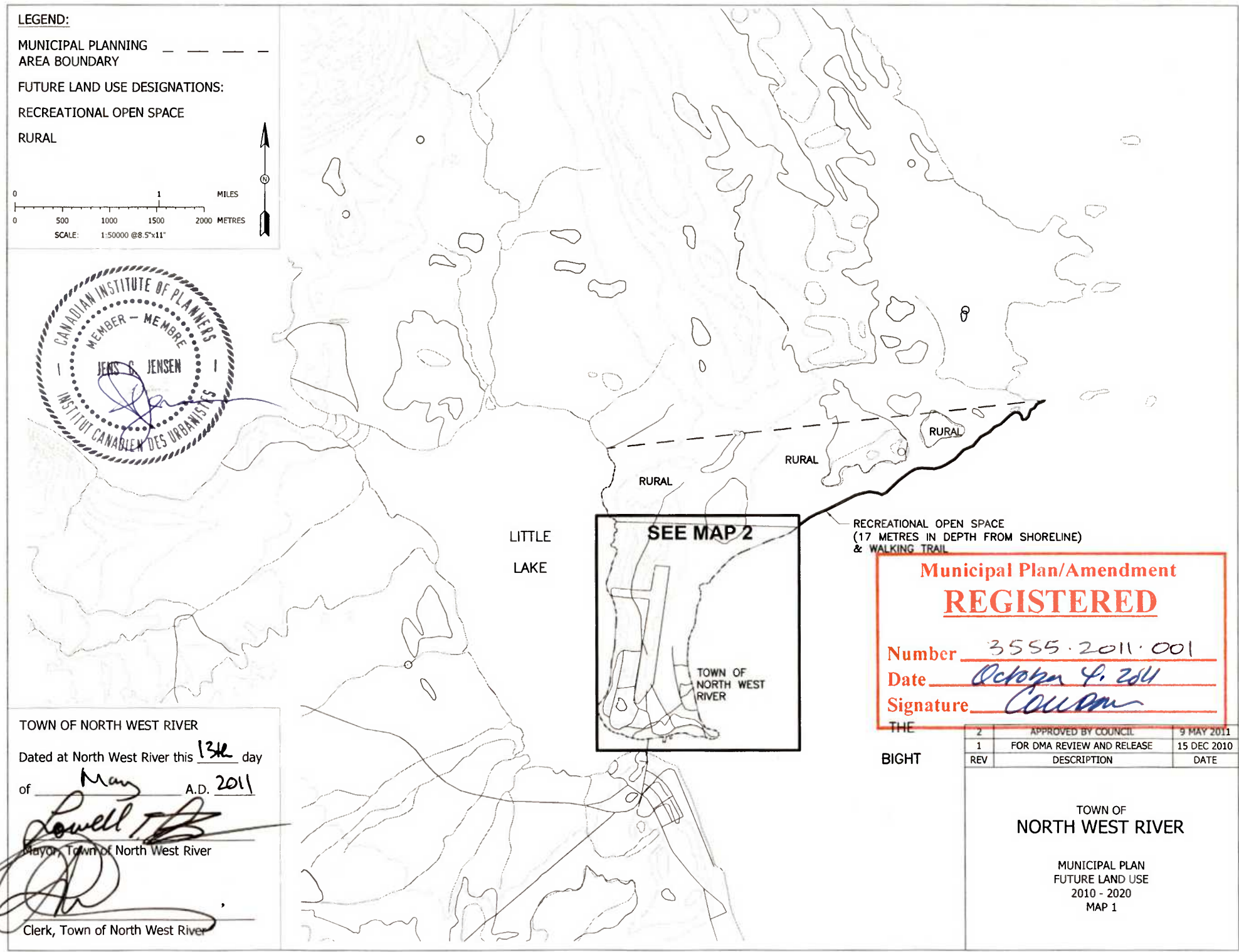
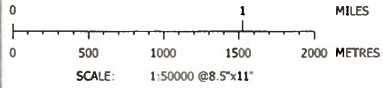
LEGEND:

MUNICIPAL PLANNING AREA BOUNDARY - - - - -

FUTURE LAND USE DESIGNATIONS:

RECREATIONAL OPEN SPACE

RURAL

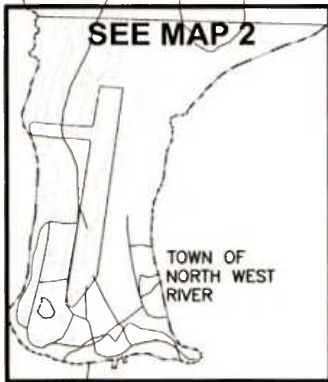


LITTLE LAKE

RURAL

RURAL

RURAL



TOWN OF NORTH WEST RIVER

RECREATIONAL OPEN SPACE (17 METRES IN DEPTH FROM SHORELINE) & WALKING TRAIL

Municipal Plan/Amendment
REGISTERED

Number 3555-2011-001
Date October 4, 2011
Signature [Signature]

TOWN OF NORTH WEST RIVER
Dated at North West River this 13th day
of May A.D. 2011
[Signature]
Mayor, Town of North West River
[Signature]
Clerk, Town of North West River

THE
BIGT

2	APPROVED BY COUNCIL	9 MAY 2011
1	FOR OMA REVIEW AND RELEASE	15 DEC 2010
REV	DESCRIPTION	DATE

TOWN OF NORTH WEST RIVER

MUNICIPAL PLAN
FUTURE LAND USE
2010 - 2020
MAP 1