TOWN OF SOUTHERN HARBOUR 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

SOUTHERN HARBOUR MUNICIPAL PLAN

July, 1991

COUNCIL RESOLUTION TO ADOPT

Resolved, pursuant to section 16 of the Urban and Rural Planning Act, that the Council of the Town of Southern Harbour adopt the Municipal Plan entitled "Southern Harbour Municipal Plan."

Resolved further, pursuant to section 18 of the Urban and Rural Planning Act, that the Council apply to the Minister of Municipal and Provincial Affairs for the setting of the time and place of a Public Hearing to consider objections or representations to the adopted Plan.

PROPOSED BY: DAVID HICKEY
SECONDED BY: HANNAH HANLON

Certified as a correct copy of a Resolution passed at a meeting of Council held at Southern Natural on the I'day of Section 1993.

Clerk

SEAL AND SIGNATURE

Signed and sealed pursuant to section 16(3) of the Urban and Rural Planning Act this /SF day of September , 19913 (SEAL)

Mayor

CLERK'S CERTIFICATE

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan adopted by the Council of the Town of Southern Harbour, on the raday of Notice 1993.

Clerk

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FOREWORD

PLANNING IN NEWFOUNDLAND

This brief summary of municipal planning legislation and procedures is intended to assist the Council in understanding and using its Plan. Details are contained in The Urban and Rural Planning Act.

The Municipal Plan

This Municipal Plan has been prepared in accordance with the requirements of section 15 of The Urban and Rural Planning Act, following surveys and studies of land use, population growth, the local economy, present and future transportation and communication needs, public services, social services and other relevant factors.

The Plan outlines the goals, objectives and policies of Council regarding the development of the Municipal Planning Area over the next ten years. This Municipal Plan, consisting of a written text in which the goals, objectives and policies are set out, also includes Land Use Maps indicating the proposed allocation of land into various land use categories.

Ministerial Approval

When the Municipal Plan is formally adopted by resolution of the Council under section 16(1) of the Act, two copies must be impressed with the Seal of the Council and signed by the Mayor. The Council must then give notice of its intention to seek the approval of the Minister of Municipal and Provincial Affairs by publishing a notice in the Newfoundland Gazette and in a newspaper published, or circulating, in the town. The notice must state where and when the Municipal Plan may be inspected by any interested person and the time and place set by the Minister for

the hearing of any objections or representations. At the Public Hearing, a Commissioner appointed by the Minister will hear the objections and representations, and subsequently forward to the Minister a written report, together with copies of all the evidence taken at the Public Hearing.

After the Public Hearing is concluded and the Commissioner's report has been submitted, the Council must apply to the Minister for approval of the Municipal Plan. The Minister requires two copies of the Municipal Plan certified correct by the Clerk of the Council, a copy of the adopting resolution and of all written objections and representations considered at the Public Hearing. On receipt of this material, the Minister may approve the Municipal Plan, with or without modification, or may disapprove it and order that a new Municipal Plan be approved. Upon approval, the Minister will endorse a copy of the Plan and return it to the Council. Within ten days of receipt of the final approval by the Minister, the Council must publish a notice of approval in the Newfoundland Gazette and in a local newspaper.

The Effect and Variation of the Municipal Plan

When the Municipal Plan comes into effect, it is binding upon the Council and upon all other persons, corporations and organizations. The Plan has to be reviewed by the Council at the end of every five years from the date on which it comes into effect and at that time revised as necessary to take account of developments which can be foreseen during the next ten year period.

The Municipal Plan may be amended in whole or in part for just cause by repeating the process by which it was adopted and approved initially.

Development Schemes

At any time after the adoption of the Municipal Plan, the Council can prepare and adopt Development Schemes under sections 31-33 of the Act for the purpose of carrying out specific proposals of the Municipal Plan.

A Development Scheme may provide for the acquisition, assembly, consolidation, subdivision and sale or lease by the municipality of land and buildings which are necessary to carry out provisions of the Municipal Plan. The Scheme may reserve land for future acquisition as the site of any public roadway, service or building, or for a school, park or other open space and may make such agreements with the owners of the land as will permit its acquisition and use for those purposes. The Development Scheme may also specify the manner in which any particular area of land is to be used, subdivided or developed, and may regulate the construction of buildings which would interfere with the carrying out of the Development Scheme.

Development Schemes are prepared and approved in exactly the same way as the Municipal Plan, and, when approved, form part of that Plan.

Municipal Plan Administration

When a Municipal Plan comes into effect, the 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 land use zoning, subdivision, and any other regulations necessary. After adoption by the Council, these regulations must be submitted to the Minister for approval.

Regulations must comply with the requirements of The Urban and ural Planning Act, and Standard Provincial Regulations have been developed to form the basis of these regulations. Councils are also advised, if they have not already done so, to adopt the National Building Code of Canada as its building regulations.

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

MUNICIPAL PLANNING AREA

The Southern Harbour Municipal Planning Area was defined in 1976. It extends beyond the Town boundary to include the Brigade Pond water supply and La Manche Head.

BACKGROUND FINDINGS

1. Population and Households

Projecting past population trends over the plan period yields estimates ranging from a slight decline (to 663) by the end of the decade to an increase to 891. Parallel household estimates range from a slight increase (to 182) to a more substantial increase. The range of estimates is based on the variation in economic activity and population which Southern Harbour has experienced in the past.

2. Economic Base

The most likely long-term economic future is one based on the fishery and population-related services. In the immediate future, there will be a short-lived but massive amount of activity related to construction of the offshore oil platform at Great Mosquito Cove in the Bull Arm area.

3. Land Use & Development

Residential:

Development and building in Southern Harbour consists largely of housing. There are few infill opportunities remaining, including sites on the new road at the south end of town.

During the 10-year plan period, between 9 and 72 additional dwellings will be required to satisfy normal housing demand. Over 20 hectares of land in various locations are suitable for residential development, enough to accommodate over 200 serviced housing lots. However, this raw land requires road construction and water and sewer installation before it can be developed for housing, and some privately held land may not come on the market.

Most housing in Southern Harbour consists of single-detached homes, with a few mobile homes on individual lots. There are a number of shops and home occupations scattered throughout the community's homes, mostly on the main roads. This mix of housing types will continue, along with the mix of business activity with residential uses.

The Plan should promote maintenance of the existing environment for housing and provide for an approach to meet future housing needs as economically as possible. Scarce land serviced for housing should be used as efficiently as possible.

Commercial and Industrial:

Commercial uses take up a small portion of Southern Harbour's developed land, and are located throughout several parts of the community. Policies for a continuation of this pattern of development are found in the Residential section of this Plan.

The two major industrial uses, the Marine Service Centre and the fish plant, occupy large well-defined sites. Much of the Little Southern Harbour waterfront is taken up by wharves, stages and fishing-related storage. These areas should be protected for continued marine-related use.

There is no estimate of the demand for commercial or industrial sites during the Plan period. Light industrial activities and small-scale manufacturing can be accommodated, with site controls, along with commercial activities on main roads. Any heavy industrial activities should be limited to rural areas, screened from public roads.

Community Service Uses:

Southern Harbour's community service centre provides educational, local government, library, fire and recreation services and facilities on one site. The Council has adjacent land for expansion in the immediate area. As well the sites of the church and former school provide large areas for community uses. Altogether, these various sites should be sufficient for community service uses during the Plan period.

However, community-oriented facilities can also be sited among various kinds of other uses. The suitability of sites in housing areas or commercial areas depends on how the community facility is operated, how well parking needs are met, and how these and other factors impact on the amenity of nearby uses. Large public assembly-type facilities have many of the site requirements of a retail operation: parking areas, good vehicle access, etc.

4. Services

The Town is completely served by water from the Town's water supply, Brigade's Pond, and the central part of the community is connected to the Town sewer system. The Town is seeking to extend sewer service to the remaining unserviced ends of the community, and to upgrade the water supply reservoir.

5. Rural Area and Natural Resources

The Planning Area outside the urban, settled part of Southern Harbour includes rocky and wet areas in the immediate vicinity of the community which are unsuitable for or relatively costly to develop.

The Brigade Pond water supply is located east of the community, with the upper reservoir between the Trans Canada Highway and the old Cabot Highway alignment. Resources in the area off the peninsula also include some productive forest, a lead/silver deposit, and aggregate.

(The Town's cemetery and solid waste disposal site lie outside the Planning Area.)



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1. <u>INTERPRETATION</u>

The following sections comprising Sections 1-10 of this document and Municipal Plan Maps A & B, constitute the legally effective parts of this Plan.

The general terms referred to hereinafter are defined as follows:

- "Council" shall mean the Council of Southern Harbour.
- "Town" shall mean the Town of Southern Harbour.
- "Planning Area" shall mean the Southern Harbour Municipal Planning area.

2. DEVELOPMENT PATTERN

The Plan promotes the consolidation of existing residential areas through a process of infilling remaining housing sites and the establishment of new housing areas in the form of subdivision development. The Plan allows for continuation of the pattern of small-scale commercial and industrial operations along the main roads and the use of fishing facilities on the shoreline of Little Southern Harbour.

An area outside the built-up section of the Town has been identified for commercial and light-industrial activity.

The rural resources of the Planning Area are to be protected and, where appropriate, policies for their use established.

3. GOALS

Goals set out below describe the intent of the Plan.

- Locate and designate areas for new development or redevelopment so that there is sufficient land to meet the particular needs of each kind of land use over the next decade.
- Establish policies to maintain and enhance the environment of each use and to assure the long-run potential of suitable land for economical development.
- Protect the town's capital works investment and promote full utilization of existing and planned utilities.
- Provide direction for a program of capital works in line with the town's needs and financial capabilities.
- Preserve, protect and enhance the natural environment for its aesthetic, recreational, and resource values.
- Establish the basis for preparation and adoption of zoning and subdivision regulations to guide the location and kind of development and standards which must be met.
- Provide the flexibility needed for the Town to respond to rapid and temporary growth arising out of any oil-related activities in the Isthmus area.

4. URBAN AREAS

OBJECTIVE: PROVIDE SUFFICIENT AND ADEQUATE SITES FOR URBAN DEVELOPMENT DURING THE PLAN PERIOD.

(1) Location

Map B designates as Urban, lands which shall be developed for a range of urban uses during the Plan period.

(2) Residential Uses

The land designated for Urban Uses on Map B shall be developed and used primarily for private residential purposes.

(3) Housing Types

In the Urban areas, the principal house style will continue to be single, detached dwellings. However, other housing types such as single attached, mobile homes, and boarding houses, and apartments may be permitted on sites with suitable road access and other services.

Mobile homes shall be sited on standard lots, and Council intends that they not be clustered, except in a Mobile Home park or subdivision which conforms to the Mobile Home Development Regulations.

(4) Non-Residential Uses

Non-residential service, retail, commercial-residential, industrial, community-oriented and certain open space uses may also be permitted, subject to the conditions outlined below.

(a) Main Roads

In the Urban areas fronting on the main road and Bay View Road, a wide range of non-residential uses may be developed, subject to Council's discretion, provided the use:

has adequate vehicle access and off-street parking;

- will not give rise to excessive noise or other forms of pollution;
- can be sited and developed in such a way that dwellings can be sufficiently protected from any nuisance or hazard associated with the enterprise. Council may require such protection in the form of sideyards, screening, or landscaping as a buffer, and other requirements such as off- street parking; and
- is, in general, acceptable to adjacent residential uses.

(b) Shoreline

Marine-related transportation and industrial uses and accessory commercial and office uses may be developed on the shoreline shown as Urban.

However, industrial uses must meet the criteria for non-residential uses set out in paragraph (a) above, and Council shall consult the Department of Environment and Lands and give consideration to their advice on the criteria and on mitigative measures.

(c) General Conditions

Elsewhere in the Urban areas shown on Map B, some non-residential uses may be permitted if they are compatible and complementary to the primarily residential character of the area or have proved acceptable in the residential area concerned, and the site and service levels shall be suitable for the proposed use.

Examples of potentially compatible and complementary uses which Council will consider throughout the Urban area are schools, churches, child care uses; certain home occupations such as medical and professional uses, personal services, and convenience stores; open space; limited agriculture; cemeteries; and public utilities.

Examples of other uses which may be acceptable on the Main Road and Bayview Road are gas stations, light industrial, public assembly, and larger-scale retail and service commercial uses.

5. COMMERCIAL INDUSTRIAL AREAS

OBJECTIVE: PROVIDE FOR PROTECTION AND DEVELOPMENT OF

SCARCE COMMERCIAL, SERVICE, OFFICE, AND INDUS-

TRIAL SITES.

(1) Location

Maps B and C designate established sites and an area fronting on the access road for Commercial-Industrial development. Certain commercial and industrial activities are also accommodated in the Urban and Rural areas, as set out in sections 4 and 8 of this Plan.

(2) Commercial-Industrial Land Uses

Areas designated for Commercial-Industrial uses within the developed area of the Southern Harbour peninsula will be reserved primarily for general industrial activities and associated transportation and commercial activities. The areas off the access road, between the Trans Canada Highway and the peninsula, will be developed with non-neighbourhood commercial uses fronting on the access road and industrial uses to the rear. The industrial uses shall be of a type where no municipal services other than garbage collection, street lighting, and road maintenance are required.

6. FUTURE RESIDENTIAL

OBJECTIVE: PROVIDE FOR EFFICIENT DEVELOPMENT OF RAW LAND

SUITABLE FOR FUTURE GROWTH.

(1) <u>Development Approach</u>

Any development proposal for sites in the Future Residential areas shall be based on an overall plan of subdivision. Council will evaluate the proposal in terms of adequate servicing, development standards, and the retention and enhancement of the development potential of adjacent land designated for urban development. Council will encourage and assist proponents to bring forward proposals which take account of the development potential

of the entire Future Residential area in question. In the absence of such proposals, to promote efficient development of land in the Future Residential areas, and to ensure an adequate supply of serviced lots, Council will consider undertaking development of a Future Residential area.

(2) <u>Uses</u>

Council intends that the Future Residential areas be available for primarily residential and compatible and complementary non-residential uses as described in 4(4)(c).

(3) Mobile Homes

Mobile homes may be sited in Future Residential areas or phases where provided for in development regulations and zoning approved in advance of development of the area or phase. Council will consider adoption of such regulations and zoning only after seeking and considering public input through a public notice of its intention to do so.

7. DEVELOPMENT STANDARDS

OBJECTIVES:

- PROVIDE FOR APPROPRIATE SITE DEVELOPMENT IN ORDER TO PROTECT PUBLIC SAFETY AND CONVENIENCE AND AREA AMENITIES.
- PROVIDE FOR A COMPACT FORM OF DEVELOPMENT WHICH MAKES THE FULLEST POSSIBLE USE OF EXISTING AND PLANNED "HARD" SERVICES.

(1) Water and Sewer Service Levels

Uses in the Urban and Commercial-Industrial areas shall be connected to available municipal water and sewer mains. The Future Residential areas shall be fully connected to municipal water and sewer lines.

(2) Road Frontage

New dwellings shall front on "local roads" or provincial highways, or at Council's discretion, dwellings and home occupations may be located so that they are close enough to road frontage to be capable of receiving municipal services and health and protection services.

All non-residential uses other than "home occupations" shall front on "local roads", streets which are publicly-maintained, or provincial highways.

(3) General Development Standards & Conditions

(a) Intent

Council will establish development standards and conditions which it will apply to development proposals in the Urban, Commercial-Industrial, and Future Residential areas. The standards and conditions shall be drawn up and applied with the aims of maintaining essentially residential character of the Urban and Future Residential areas and mitigating or minimizing any negative impact on adjacent dwellings expected from a non-residential use.

(b) Non-Residential Uses

Council will establish parking and loading standards, outdoor storage standards and conditions and other necessary measures relating to vehicle access, and property appearance for non-residential uses.

Where commercial or industrial activities abut a residential site, Council will establish site development standards and conditions to protect the amenity of the residential use.

(c) Site Considerations

All development in the Urban, Commercial-Industrial, and Future Residential areas shall be sited and carried out in a manner that provides for proper site drainage, avoids erosion at levels below the site and, where disturbance of large wet areas is involved, provides necessary storm drainage enhancement.

Council shall require that any development proposal for a site with slopes of over 15 percent shall be reviewed by an engineer or similar professional to ensure compliance with this paragraph.

8. RURAL AND RESOURCE USES

OBJECTIVE: PROTECT RURAL VALUES, NATURAL RESOURCES, AND

THE PHYSICAL ENVIRONMENT.

(1) Location of Rural Areas

Land not designated for urban-type uses is designated Rural on Maps A, B and C.

(2) Rural Land Uses

Rural land may be used for rural uses such as agriculture, forestry, recreation, cemeteries, rural and certain general industries, certain tourist commercial uses, mineral workings, solid waste disposal, auto wrecking yards, communications antennae and public utilities. Council shall exercise discretion in evaluating rural use proposals on the basis of criteria set out below.

(3) <u>Industrial</u>

Industrial activities in areas shown for Rural use shall be of the type related to a resource present on the site or in the area; or unsuited to sites adjacent to urban uses; generating low traffic volumes; and not requiring municipal services.

An industrial activity unsuitable for an urban site is one which would interfere with the amenity and use of adjacent lands by reason of appearance or generation of noise, smell or other nuisance; and one which requires large areas for open storage and handling of materials, goods and equipment and whose buildings are accessory to open storage and handling. No warehousing or wholesale and retail sales activities shall be permitted.

(4) Travel Trailer Park

Rural land may be used for a rural-type seasonal travel trailer or recreational vehicle park on a temporary basis, if necessary, to accommodate persons whose work is related to the Hibernia construction site. Such a park shall meet the requirements of the Tourist Establishment Regulations for "trailer establishments" and may be operated during such periods as Council shall determine, with appropriate development standards and abandonment and site rehabilitation requirements.

(5) Protection of the Natural Environment

Council shall establish standards and otherwise specify how Rural uses are to be carried out. The standards shall ensure that the natural environment and rural amenities are protected from adverse or imprudent land use, that the visual environment of the community and of public roads is protected, and that natural resources identified in this section and on Map A are not sterilized and, where renewable, are exploited in a manner which will preserve their long-term potential.

(6) Watershed Protection

Land to be protected for domestic and industrial water supply is shown as Watershed Protection on Map A.

Within the Watershed Protection Area, only agriculture, forestry, and open space recreation, communication antennae, and non-polluting public utilities may be carried on, provided they do not adversely affect the quantity and quality of water flowing into Brigade Pond and the lower reservoir.

Council will consult the Department of Environment and Lands regarding proposed activity likely to affect or lying within the Watershed Protection area.

(7) Resource Protection

Lands with resource potential are shown on Map A.

Subject to the Watershed Protection policies set out above, land uses in the areas of resource potential shall be related to the named resource use or rural land uses of a nature compatible with or not adversely affecting the exploitation of the named resource. Where a proposed use lies within 300 metres of lands shown on Maps A and B to have aggregate or mineral potential, Council will consult with the Department of Mines and Energy before deciding on the application.

Where a proposed use affects lands shown on the Maps A and B to have forest potential, Council will consult with the Department of Forestry and Agriculture before approving the use.

Aggregate extraction shall be carried out in a manner which minimizes disturbance to the natural environment and, in particular, protects the visual environment of public roads and areas designated for urban uses, and protects the feasibility of urban development in areas so designated.

Council shall establish regulations to control the location and manner in which aggregate extraction activities may be carried out and degree and manner of the restoration required after removal or permanent termination of extraction.

(8) Archaeological Resources

Council intends to support provincial policies regarding archaeological discoveries. Council will ensure that archaeological discoveries are reported to the Historic Resources Division, Department of Municipal and Provincial Affairs, and before undertaking water and sewer line installation or the development of vacant backlands, will inform the Historic Resources Division of the intended work.

9. ROADS

OBJECTIVE: PROVIDE FOR A SAFE AND CONVENIENT ROAD

NETWORK.

(1) Road Standards

Council will adopt road design standards appropriate to road function, and all urban road development shall conform to the adopted standards.

(2) Road Functions

The Access Road east of its intersection with the road to the Marine Service Centre road shall be designated as an arterial street. All other publicly-maintained roads in the urban part of the Planning Area shall be deemed local streets.

(3) Access Points, Developable Land

Council will preserve free of development the access points and future roads shown conceptually on Map B, in order to ensure that developable land is not sterilized for lack of access.

(4) Vehicle Access and Parking

Council will ensure that commercial and other high-traffic volume uses have properly designed and located vehicular access and adequate on-site parking and loading space.

10. IMPLEMENTATION

OBJECTIVE: TO PROVIDE FOR A PHASED PROGRAM OF DEVELOPMENT

TO MEET THE DEMAND FOR SERVICED LAND.

(1) <u>Development Approach</u>

Lands designated for various urban uses shall be immediately available for development. Council will require a subdivision plan to be prepared for its consideration and approval before permitting or undertaking development in areas designated Future Residential, and, when satisfied with the plan, will adopt it as a guideline for development.

OBJECTIVE: TO CARRY OUT THE POLICIES OF THIS PLAN.

(2) <u>Development Permit System and Regulations</u>

Council will establish development regulations under section 37 of The Urban and Rural Planning Act to divide the Planning Area into use zones, provide land use zoning regulations and subdivision regulations, and carry out provisions of the Plan related to development conditions.

Council will enforce the development regulations by a system of development and subdivision permits, and will provide for appeal procedures as set out in The Urban and Rural Planning Act.

No areas or zones shall be created that do not conform to the land use and development policies of this Plan.

Nothing in this Plan shall affect the continuation of a land use which was legally established on the day that this Plan was approved by the Minister of Municipal and Provincial Affairs. Where a building or use exists which does not comply with the intent of the Plan and the designated use, then it shall not be substantially expanded. Minor extensions may be approved provided there will be no adverse effects on surrounding properties or the environment.

OBJECTIVE: TO PROVIDE FOR ADAPTATION OF THE PLAN POLICIES

TO CHANGING CIRCUMSTANCES.

(3) Plan Amendment and Review

No amendment to the Plan is required to permit minor adjustments to boundaries between different land uses designated in the Plan, except where they follow clearly defined features such as roads or streams.

Council may amend the Plan, subject to procedures set out in section 27 of The Urban and Rural Planning Act to accommodate changed circumstances. Five years from the approval of the Plan, Council shall review the Plan as specified in section 30 of The Urban and Rural Planning Act. The Review will update the Plan on a comprehensive basis.

OBJECTIVE:

TO PROVIDE FOR MUNICIPAL "HARD" SERVICES AT A LEVEL AND STANDARD SUITABLE FOR URBAN DEVELOPMENT AS ECONOMICALLY AS POSSIBLE.

(4) Timing of New Hard Services

Major new servicing projects will be undertaken only when there appears to be a strong demand for land which new sewer and water mains and roads open up for development. As far as possible, municipal expenditures will be phased so that development will begin to help pay the cost of capital works as soon as they are installed.

No new hard services will be installed in a Future Residential area until the required subdivision plan has been prepared and adopted.

(5) Financing New Services

Once existing development has been serviced with water and sewer, the cost of direct services to land or property and major "off-site" trunk systems, will be recovered either directly from affected developers, in a service levy on developers, as a local improvement assessment paid by property owners, or shall be installed by the developer in line with standards established by the Council.

(6) Capital Works Program

The schedule below sets out the capital works program which Council intends to follow in its 5-year capital budget, provided funding is made available. estimates are given where available, along with timing or phasing. The financial responsibility for most projects is shared under current provincial grants and loan guarantee schemes, on a 60%/40% basis for road work. The subdivision scheme will be carried out on a full cost recovery basis.

Where town water and sewer lines are installed on nearby roads, backland development shall be carried out on a fully serviced, full cost recovery basis unless specified otherwise in this plan. The Plan requires that the Future Residential areas be developed on a fully serviced, full cost recovery basis.

CAPITAL WORKS

TIMING	TYPE	LOCATION	COST
Year 1	Sewer	Marine Drive	\$312,000
	Water & Sewer	New Road	83,000
	Road Upgrading	Back Cove Road Parsons Road Whiffins Road 4th Avenue 2nd Avenue	199,300
Year 2	Sewer	Centennial Hill	19,000
	Sewer	Centennial Drive	165,000
Year 3	400,000		
			\$979,000
As demand dictates	Subdivision (122 lots total)	Water, Sewer & road	\$1,037,000