TOWN of ST. ANTHONY

MUNICIPAL PLAN
2017-2027

As Approved by Council 12 September 2017
Gazette notice 24 November 2017

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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 St. Anthony adopts the Municipal Plan for 2017 to 2027.

Resolved by the Town Council of St. Anthony on the 27th day of June, 2017
Signed and sealed this _____ day of _____, 2017

Mayor:_____

(Council Seal)

Clerk: _____

Clerk's Certificate:

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan for 2017 to 2027, adopted by the Council of the Town of St. Anthony, on the 27th day of June, 2017.

Clerk _____

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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 16, 17, 18 and 23 of the *Urban and Rural Planning Act 2000*, the Town Council of St. Anthony approves the Municipal Plan for 2017 to 2027.

Resolved by the Town Council of St. Anthony on the 12th day of September, 2017.

Signed and sealed this ____ day of _____, 2017

Mayor:_____

(Council Seal)

Clerk: _____

Clerk's Certificate:

Certified that the attached Municipal Plan is a correct copy of the Municipal Plan for 2017 to 2027, approved by the Council of the Town of St. Anthony, on the 12th day of September, 2017.

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

Date: _____day of _____ 2017

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2.0 FOREWORD: APPROVAL PROCEDURE AND ADMINISTRATION

2.1 The Municipal Plan

This document and the maps contained with it form the Municipal Plan for the Town of St. Anthony for 2017 to 2027. 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 St. Anthony Municipal Plan for 2010-2020.

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

2.2 Ministerial Approval

For the Municipal Plan to gain full legal effect, the following procedure must be undertaken, pursuant to Sections 15 through 24 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, a process which should include an early opportunity for public input, it is submitted to the Department of Municipal Affairs and Environment 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 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.*

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 and Labrador *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 Planning Area.

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

2.3 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 Planning Area. All development must conform with the applicable policies of the Municipal Plan after the date upon which it comes into effect.

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 2017 through 2027.

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.

2.4 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 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 then 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.

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 St. Anthony, 2017 - 2027***. The following text and Future Land Use Map 1 contained herein constitute the Municipal Plan for the St. Anthony Planning Area.

3.2 Review and Amendments

As indicated in the Foreword, the policies and land use designations described in this Municipal Plan are subject to periodic review and occasional amendment as required in the light of changing economic, social, and technological developments.

Since the predecessor Municipal Plan came into effect, Council has kept it up to date through the amendment process. Only two amendments had been made to the former Municipal Plan, and the effect of those amendments are continued in this Municipal Plan.

3.3 Purpose of Plan

A Municipal Plan guides growth and development within a Planning Area. It provides a means of preventing problems that could occur if conflicting land uses are developed too closely. It directs future growth so that 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 Planning Area

The territory subject to this Municipal Plan is that which is included within the boundaries of the St. Anthony Planning Area as shown on Future Land Use Map 1. This includes the Town of St. Anthony, as well as lands adjacent to it. It also includes all of its own protected public water supply area as well as a part of the Goose Cove East protected public water supply area. Of the three major indentations in the coast of the Planning Area,ie: the south side of St. Anthony Bight, all of St. Anthony Harbour, and all of Cremaillere Bay, only the shores of St. Anthony Harbour have been built up as the community was settled.

3.5 History and the Way Forward

A very brief history is provided here to establish a context for the community's beginnings and evolution. The community, like many communities along the coasts of Newfoundland and Labrador, has its enduring post-European Contact roots in the fishery. Most of those employed in this trade did not stay over the winters, and the history of relations between France and Britain prevented establishment of a permanent settlement until much later.

The French Shore Treaties between France and Britain resulted in a situation wherein French fishers were entitled to use shore areas around St. Anthony to dry their summer catches, without obstruction from British or Newfoundland interests. However, although France gave up her claims to ownership of the land, it was British policy to discourage shoreline settlement by her own people, to avoid friction with the French. This equilibrium was maintained until the conclusion of the Napoleonic Wars in 1815. Thereafter, a permanent British settlement at St. Anthony was established, seeing a dozen or so families inhabiting the community by the middle of the nineteenth century.

In the late 1800's, St. Anthony served the schooner fleets which seasonally fished the Labrador Coast, by providing provisioning en route to the fishing grounds and on the way back to their home bases. The natural characteristics of the harbour and its strategic location led to the community becoming the central place on these shores at that time. Commerce began to grow around this trade. However, the community's population remained small, no more than a couple of hundred, until the Grenfell mission facilities were established in St. Anthony in 1893.

The story of the Grenfell Mission is fascinating, and too lengthy to tell in this document. Suffice to say that Sir Wilfred Grenfell's work in establishing institutions to alleviate the health and social conditions of people on the Labrador Coast and the northern part of the Great Northern Peninsula was hugely influential in the evolution of St. Anthony. The effect on the economy and population was profound. The Mission provided an impetus for growth, and the community's population grew to almost a thousand by the end of the Second World War.

The post-WWII period brought major positive influences in the growth and outlook of the community. The United States government established a USAF Air Station at St. Anthony in 1953, part of the North American Pinetree Line military radar surveillance system. The "American Base" required substantial numbers of local workers for its construction and operation. Many came from outlying areas, and the combination of well paid employment and influx of new people boosted the population and economic vitality of the area. The Air Station

closed in 1968. The evolution of the fishery saw the building of a processing plant in the early 1950's, bringing employment opportunities to large numbers of people. During those decades, St. Anthony prospered.

By the mid 1980's, the community and immediate area had reached a population around 3,500. In more recent years, the turbulent state and depression of the fishing industry became the cause of grave concern, and significant out migration of people seeking employment elsewhere took place. The difficulties experienced in in the fishery, particularly following the cod moratorium in the mid-1990's, had a serious effect on the economy of the whole province, and St. Anthony was not spared the impact. Fortunately, the crash of the cod fishery was offset somewhat by a viable shrimp and crab fishery, with both fleet and processing bases continuing to be located in the community. Also, St. Anthony gained some population from surrounding rural areas.

However, the combined effect of less labour demand in the fishery and an aging population have lead to a slowly decreasing population, characteristic of rural Newfoundland and Labrador though St. Anthony has not been as severely affected as many communities. This is more fully described and analysed in section 4.1.

More recently, the potential of tourism to strengthen the economy has become apparent. The proven finding of Viking artifacts and structures at nearby L'Anse aux Meadows, and recognition of the site as a world class heritage resource, have been a great influence on tourism numbers. Ecotourism focused on natural resources, such as whale and iceberg watching, has grown. The Grenfell Mission story in its own right has for years drawn visitors to the area. And, the area is close to the highway gateway to Labrador, via the ferry service out of St. Barbe, and finally the opportunity exists to drive through to Quebec now that the highway from the Red Bay area to Happy Valley – Goose Bay has been developed.

Today, the community together with the surrounding areas relies mostly on three key economic engines: natural resources (primarily the fishery), the businesses serving a broad trade area, and public institutions. The strategic location of the community and its resources, together with its ongoing strong role as a regional centre of retail and service businesses, provide an important stabilizing element in the local economy.

4.0 KEY FACTORS AFFECTING PLANNING POLICIES

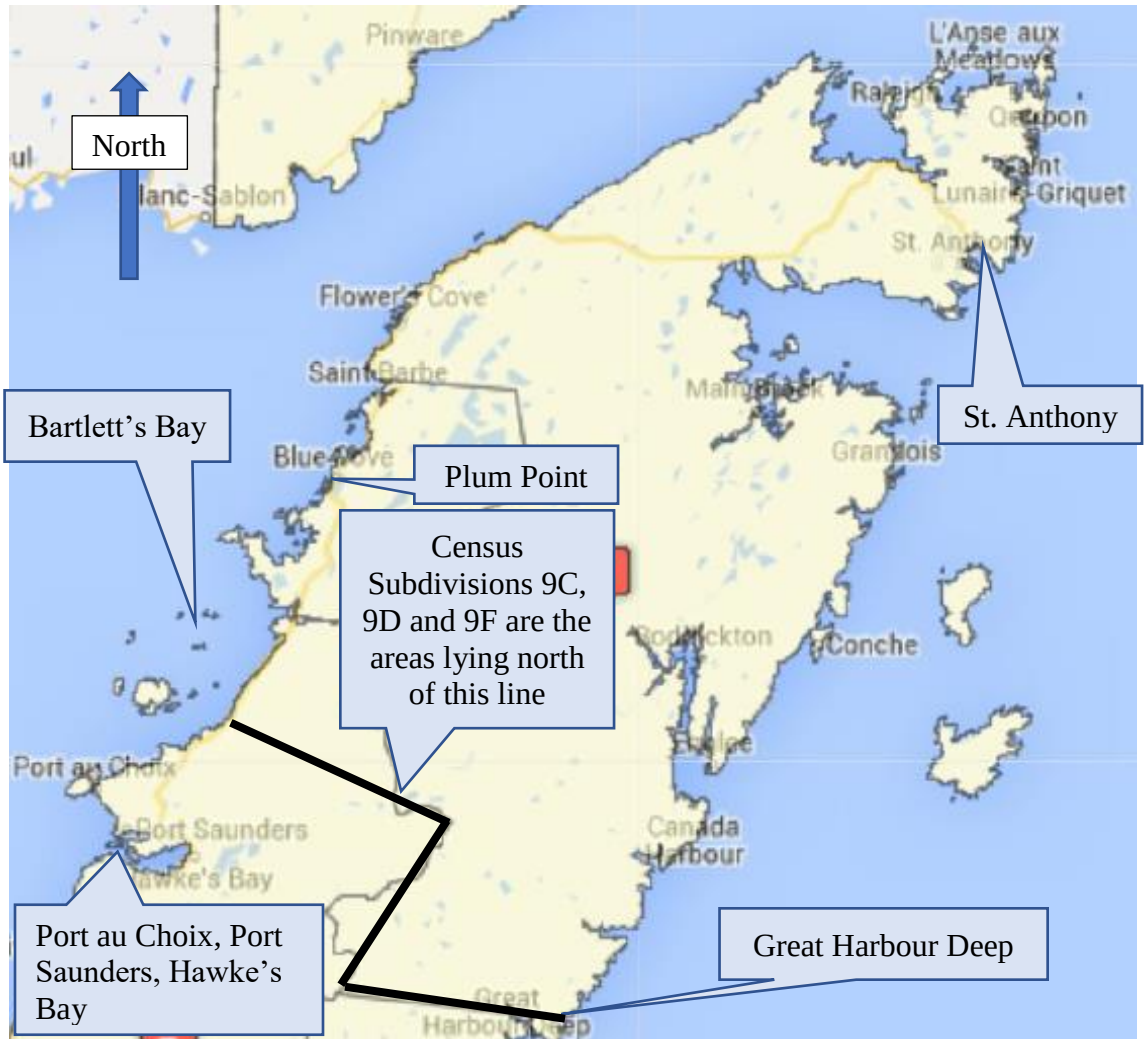
A brief history of the settlement of the community and its economic evolution has been given in section 3.0. As the community looks forward in the context of managing development, services, amenities and infrastructure, the most prominent factors that affect planning policies are summarized here.

4.1 Economy and Demographics

Economic growth or decline are closely linked to demographics, ie: the size and structure of the population. The population of an area changes according to the net effect of births, deaths and in- or out-migration. The birth and death rates as a percentage of a population change only very gradually, leaving migration as the only strongly fluctuating variable in the shorter term.

The stronger the economy, and more specifically the better the employment opportunities in the area, the more likely is the area to retain or grow its population. The population numbers relate to local spending and investment in the community, so a stable or growing economy creates its own growth, so to speak, as the retained population creates the level of economic activity in goods and services consumed locally, and vice versa.

Statistics concerning the community itself should be considered in light of the immediate region in which it functions, as today's highway system enables commuting considerable distances. The region to which St. Anthony relates is the upper half of the Great Northern Peninsula, for which census data can be derived. That area is approximated by the combination of census subdivisions 9 C, D and F, together with the incorporated towns in that area, as shown on the map on the next page.



The southern line of the area begins at Bartlett's Bay on the west, so the communities around Port aux Choix are not included, but Plum Point and Saint Barbe are included. The communities of Roddickton-Bide Arm and area are also included, as are the lands southward down the east coast of the Great Northern Peninsula as far south as Great Harbour Deep.
In the table below, all incorporated towns and unincorporated areas in the census area shown on the map are included:

Incorporated Town or Area **Arranged in order, from smallest % decrease to largest, for population changes from 2011 to 2016.**	**2006**	**2011**	**2016**	**Change from 2011-2016**

Bird Cove	210	182	179	-1.6%
Anchor Point	320	326	314	-3.7%
Roddickton-Bide Arm	1,103	1,057	999	-5.5%
Conche	225	181	170	-6.1%
St. Anthony	**2,476**	**2,418**	**2,258**	**-6.6%**
Hawke's Bay	391	338	315	-6.8%
UNINCORPORATED AREAS Census subdivisions 9 C, D & F totalled NOT including incorporated towns and Goose Cove East*	4,013	3,521	3,243	-7.9%
REGIONAL POPULATION Census subdivisions 9 C, D & F totalled including incorporated towns and Goose Cove East*	11,265	10,428	9,596	-8.0%
Main Brook	293	265	243	-8.3%
St. Lunaire-Griquet	666	661	604	-8.6%
Englee	625	583	527	-9.6%
Raleigh	248	201	177	-11.9%
Flowers Cove	270	308	270	-12.3%
Goose Cove East * *formerly incorporated, but still reported separately in census	235	211	174	-17.5%
Cook's Harbour	190	176	123	-30.1%

Referring to the 2011-2016 figures, it is noteworthy that the regional population decreased by 8.0% whereas St. Anthony's was considerably less at 6.6%. It is also interesting that the areas which are not incorporated as towns represented almost exactly one third of the regional population in 2016. Those areas lost population at almost exactly the same rate as the region as a whole, so it should not be concluded that those areas are declining more quickly than the towns.

The towns and unincorporated areas declined at varying rates, among which St. Anthony is about in the middle or a bit better (of the 15 towns and areas, 10 declined more than St. Anthony on a percentage basis). It is more significant to see that the regional population has declined by 8.0% over the five years, as that is approximately the trading area for St. Anthony's commercial and institutional base and the declining population directly affects overall spending by households on consumer goods and services, including the use of medical services. Even though industrial and tourism activity is fairly independent of those concerns as they relate to a much larger marketplace, every effort needs to be made, as has been done, to make the community attractive to business and tourists.

Attracting investment, tourists, in-migration of local area people, and skilled and professional personnel from away, is affected by the community's quality of life, including schools, recreation, cultural expression, services, the valued trails and landscapes which the community enjoys, and the appearance of buildings, streets and yards; those attributes are of course important to the community's permanent residents as well.

Another perspective on population changes can be drawn from forecasts made by development agencies a decade ago, when the 2006 census figures had just been released. A most valuable resource document at the time of the last review in 2009 was the *Strategic Economic Plan for the period April, 2008 to March, 2011*, produced by Nordic Economic Development Corporation, a regional public agency since disbanded. Its geographic scope (the agency and the report) covered a number of communities in the northern half of the Northern Peninsula.

Their report said that the Town of St. Anthony was then the central place in the region, and was experiencing economic growth and demand for serviced land for housing and businesses, whereas in many of the outlying communities the opposite was true. That continues to be the case. There was already a gradual process of centralization of the regional economy and movement of population toward the community. The report suggested that St. Anthony's population was expected to decrease by about 10% during the period 2006 to 2020, ie: from 2,476 in 2006 to about 2,228, so the 2016 figures show that the trend was predictable. The experience during the first five years of the report's forecast was more optimistic than the last five years, so there is no reason to be complacent about encouraging economic development.

The economic viability of the community and its adjacent areas still has very much to do with the future of the fishery and fish processing at local plants and the future of public institutions located in the community. The fishery is subject to government intervention concerning fishing quotas allocated to local fishers and management of the flow of product to onshore processing

plants. The crab and shrimp fishery has continued to require processing capacity in the community and the outlying areas down the Peninsula, though recently there has been a downturn and turmoil in the market. As said earlier, there is solid evidence that the cod stocks are improving, so that species may once again have a major presence in the fishery. New developments such as the coming of high speed internet service and new non-fishery activity at the Port (container and cruise ship traffic) are encouraging.

The role of the community as a central place in the region for consumer goods and services continues, with a strong presence in health care, education, retail, and tourism services. A very important factor is the future of the various institutions of governments, such as the regional hospital, post-secondary education, and the airport. Alterations in the types and levels of service rendered in the region speak to staffing levels and concentration of employment around specialized public service functions.

In summary, the community enjoys a prominent place in the economy of the province, with a diversified and active role in both public and private sectors, notwithstanding the persistent decline in population. New economic activity is being encouraged by the community and its agencies, and every effort needs to be made by them to help employers and investors and to assist in every possible way the new initiatives which are already diversifying the community's economic base. Also, continuing the good work in improving facilities and amenities is extremely important in that regard and also to give the highest possible quality of life to residents.

4.2 Sensitive Lands and Adaptation to Effects of Climate Change

Good community planning must concern itself with adaptation to environmentally sensitive lands and natural hazards. For many years, topics such as geological stability, landslides, flooding, wetlands, and coastal erosion have been familiar. In recent years, predictions of the effects of climate change have become clearer and measures are being taken in forward looking communities to adapt to those which threaten the environment and human settlements.

A high priority topic concerning environmentally sensitive lands has for many years been development in the vicinity of (or in) water bodies. Though the federal government generally has jurisdiction over ocean waters, management of inland waters are a matter of provincial jurisdiction. This Municipal Plan will require setbacks from shorelines and wetlands and measures related to coastal erosion, as was the case in the former Municipal Plan.

On the subject of hazards related to building, the provincial Geological Survey reports as directly quoted below in italics:

> ***"Landslide and Rockfall***
> *Rockfall and landslide are common in Newfoundland. They are commonly triggered by heavy rainfall on steep slopes. Any development at the base of a steep slope should consider rockfall potential. These are slope processes that involve the downslope movement of material (unconsolidated sediment, bedrock and snow) in response to gravity. The slope angle and sediment characteristics are important factors that influence slope stability.*
>
> *Rockfalls are the downslope movement of boulders, either by free fall, rolling or sliding. These boulders may be dislodged by freeze-thaw activity, erosion beneath the boulder, bedding plane failure or through human activity. Rockfall may also impact a slope below and trigger a landslide. Rockfalls tend to occur repeatedly, forming a talus cone of boulders at the foot of a steep slope. For single-block rock falls, the concept of a 'shadow angle' is well established. The shadow angle is defined by the angle below horizontal formed by the line lying between the apex of the slope subject to rock fall and the extreme position of rock fall debris (boulders). Numerous studies have shown this to be between 22° and 30°.*
>
> *Landslides involve the downslope movement of unconsolidated material under the influence of gravity, and are capable of producing widespread damage. In Newfoundland and Labrador landslides are commonly triggered by heavy rain or snowmelt, which introduce large quantities of water to the slope. Sediment becomes saturated beyond its shear strength, at which point, movement occurs. This movement may be rapid (e.g., debris flows) or slow (e.g., creep).*
>
> ***Avalanches***

Avalanches are another rapid form of slope movement. They generally consist of a combination of snow and ice, but may include sediment, rock, and vegetation. To occur, they require heavy snowfall (either introduced by precipitation or wind), and a steep (30°-50°) slope. The trigger for avalanche is commonly heavy snowfall over a smooth surface, produced from either a rapid fall in temperature in the days preceding the snowfall or from a period of freezing rain or burial of a weak layer in the snow. Alternatively, high winds blowing over a slope may create a cornice which may break off, falling to the slope below and triggering an avalanche.

Flooding

Flooding affects both inland and coastal areas. River flood plains are those areas adjacent to modern rivers that overflow their banks during storm events or as a result of ice jams. Low-lying coastal areas may be inundated by the sea during storm surge events, especially if coastal protection (including beaches) is breached. Areas at river mouths are particularly vulnerable during river flooding during periods of unusually high tide or storm events.

Coastal erosion

Large parts of the coastline of Newfoundland and Labrador are composed of cliffs of unconsolidated (non-rock) material. These areas are stable if covered by vegetation, but may erode quickly where exposed to waves. Rates of coastal recession up to 1m per year have been recorded in the province. Bedrock cliffs also erode, albeit at a slower rate.

Although there are Provincial regulations regarding development in relation to the high water mark, in areas of unconsolidated material forming coastal cliffs or unconsolidated sediment on bedrock however, set back from the cliff edge is, in our opinion, a more appropriate measure. Based on an average recession rate of 15 cm per year and a 100 year life span for a structure, we recommend a setback of at least 30m (twice the average erosion rate times 100 years) from the cliff top to any planned residential or commercial development. A longer limit should be considered in those areas where more active recession is noted.

Climate Change

Wave magnitude and the frequency of extreme wave events (including storm surge) may be expected to increase if predictions of global climate change and associated global sea level rise occur. In Newfoundland and Labrador, the crust continues to move, albeit slowly, in response to the last glacial period. Most of the Island of Newfoundland is

currently experiencing rising sea level, which will exacerbate the sea level rise as a result of climate change. Over the next century sea level is be expected to rise by over 1 metre in eastern Newfoundland, 80-90cm in western and southern Newfoundland, and less than 70 cm in Labrador; sea-level rise will continue beyond 2099.

Rising sea level will increasingly threaten our coastline and thus planning should restrict development in low-lying areas or those adjacent to cliff edges that may experience enhanced erosion. The increased risk of coastal erosion may be accentuated by increasing pressures on the coast for residential development. Based on the potential future impact of sea level rise and storm surge, areas below the present 2 m contour are considered to be highly vulnerable to coastal flooding. Development within this area should be restricted to ensure that appropriate mitigation measures are employed. These could include coastal protection measures or enhanced engineering standards, although communities may choose to remove these areas from development. Areas above the present 2 m contour may also be at risk from coastal flooding, including storm surge.

The Government of Newfoundland and Labrador (Office of Climate Change and Energy Efficiency) commissioned a study of the projected impacts of climate change in the province for the period 2038-2070. The 2013 report, prepared by Dr. Joel Finnis of Memorial University, incorporated data from 7 regional climate model (RCM) simulations provided by the North American Regional Climate Change Assessment Project (NARCCAP). Model projections were compared against observations collected by Environment Canada (EC) climate stations in the province. With regards to predicted changes in temperature and precipitation the report highlights that the climate will become warmer (especially winter temperatures) and wetter (both intensity and duration) and that an increase in rain-on-snow events is likely. The latter could lead to an increased potential for flooding and landslides/ avalanches."

The developed areas in the community are generally relatively free of these hazards, and thus one may say that these are concerns largely relevant to outlying areas. However, some of the hazards are relevant to all areas, such as sea level rise and coastal erosion, and thus policies are given in the Municipal Plan which provides guidance for all areas.

4.3 Planning for Land for Large Scale New Development

A major challenge is that of shortage of land for residential, commercial and industrial development. This has been a major issue for a very long time, largely due to a very challenging

topography, and a long succession of Municipal Plans has repeated the theme and endeavoured to respond to it.

There has been considerable infilling of available land within the serviced areas of the community, generally resulting in intensification and more efficient use of lands in the settled area. As the use of land has become more intense, land owners have endeavoured to squeeze more useful building assets onto the unchanging areas of building lots. Consequently, issues concerning proximity of major buildings to property boundaries, sizes and locations of dwellings and accessory buildings, and traffic safety have also intensified. The situation continues, especially concerning residential development, but there have been new developments which provide optimism that servicing of land on the outskirts by extensions of municipal central services is indeed feasible.

The industrial, commercial and residential sectors predominate in urban land areas. In the future, it is in these categories of land use that large areas and associated infrastructure will be involved. The planning considerations and the general way forward in this regard are explained in this section 4.3. Matters concerning infrastructure are addressed in section 4.4, and areas which are relatively smaller and comprise special land uses related to highly valued heritage and natural features are addressed in section 4.5.

4.3.1 Industrial Development

This Municipal Plan recognizes the need for space to develop industrial uses which are dependent upon access to salt water as well as those which are focused on highway freight traffic. Several areas are designated Industrial on Future Land Use Map 1 in this Municipal Plan, which are listed together with some brief comments on their expected futures, as follows:

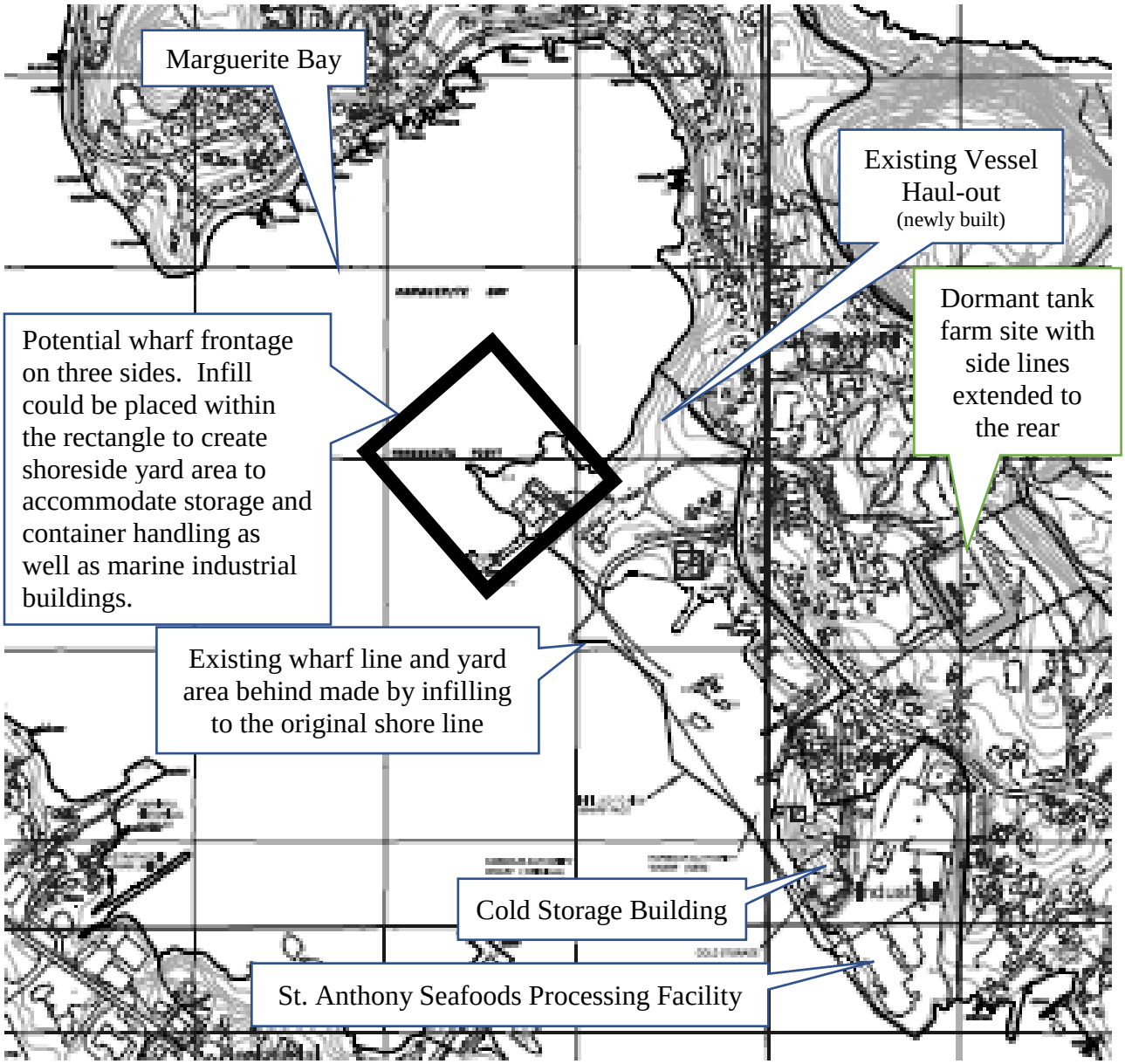
a) The fish processing plant and other marine businesses located at the St. Anthony Port Authority port facilities on East Street, which are actively in use; expansions into Marguerite Bay and into adjacent residential areas are physically possible, but expansion into the residential area would depend on piecemeal acquisition of properties over a very long time.

b) A dormant small site lying above the East Street port, formerly a tank farm and having potential for resumption of that use or redevelopment to another use.
c) A small wharf facility near the fish processing plant, used by the Department of Fisheries and Oceans; it continues in use.
d) A site lying some distance up American Drive from West Street, used as a tank farm for fuel oil distribution; it continues in use.
e) Two small wharf facilities at sites on the western shore of the harbour, known respectively as the Government Wharf (operated by the St. Anthony Port Authority) and the Town wharf; they are both actively used and include small landside areas; they have potential for redevelopment within their holdings, but expansion beyond their existing areas would be infeasible as they abut solidly built up residential areas.
f) The NL Hydro electrical generating station at the upper end of North Street; it continues in use; expansion to the north beyond its existing footprint would be very limited due to topographic constraints—the abutting lands are very steep and fall into a watercourse.
g) A large area on Goose Cove Road, just beyond Ollerhead Drive on that highway; it has some small industrial uses on it, and provides a very large area for inland industrial development. It is available for development.

The forecast for demand for land for marine industry is strong: there will continue to be opportunities for investment in an expanded economic and physical presence of the Port. Some of the marine activity actually is supported on sites away from the shore, such as storage of nets and gear used by fishers. There is little land left for new development in the shore areas currently designated as Industrial. It is useful to indicate the areas which could support new marine industrial development in this Municipal Plan. The opportunities and areas in that respect are described next, followed by discussion of non-marine industrial lands.

The primary marine industrial activity today is found at the east side Port Authority Wharf and onshore features, where a clear opportunity exists to expand both wharf frontage and onshore land areas into the deep waters of Marguerite Bay.

An extract from Municipal Plan Future Land Use Map 1 is shown on the next page; it is marked up to illustrate a wharf expansion concept. There is about as much scope for extension of the wharf frontage as was accomplished in the recent development of the new wharf frontage from the fish processing plant to Marguerite Point. As well, there is at least as much infill and onshore land creation potential in the concept as was achieved by the infill placed between the original shoreline and the present day wharf line, as shown:


Marguerite Bay
Existing Vessel Haul-out
(newly built)
Dormant tank farm site with side lines extended to the rear
Potential wharf frontage on three sides. Infill could be placed within the rectangle to create shoreside yard area to accommodate storage and container handling as well as marine industrial buildings.
Existing wharf line and yard area behind made by infilling to the original shore line
Cold Storage Building
St. Anthony Seafoods Processing Facility

The concept shown above is not intended to be a finished design, nor to indicate that any public bodies have plans to implement such a concept, but rather to simply indicate that there is considerable potential to expand the Port Authority Wharf on the east side of the harbour without having to intrude into the residential area immediately adjacent to it.

There will be no plan area designation or zoning applied to the water area which would be occupied by the new wharf and infill, as Council lacks jurisdiction over lands below the high water mark. As infill takes place to make land available, Council would apply the Industrial designation to it.

There is potential for non-marine industrial development as well, though its form is uncertain at this time—it could range from large equipment yards with virtually no buildings, to processing and manufacturing in substantial buildings. This Municipal Plan provides for a large inland area on Goose Cove Road to be designated for industrial use, thinking primarily of industrial activity which does not necessarily need to be on salt water. That area, lying beyond Ollerhead Drive on Goose Cove Road, is fairly flat, and thus can support large scale developments without extreme land levelling or terracing.

The only other areas which might be used for industrial developments would be in the outskirts of the community, going north on North Street beyond the NL Hydro plant or even farther out Goose Cove Road, beyond the designated Industrial areas. Those areas, which are designated Rural (aside from the water supply and solid waste management areas addressed later in this Municipal Plan), can support large scale development, although most generally would be beyond connections to central water and sewer services. Also, many of those areas have challenging topography that would make it difficult to develop large, level lots for land-intensive commercial or industrial uses. Nevertheless, it is entirely likely that suitable smaller sites designed for specific developments may be found, and the planning policies will enable Council to consider them.

This Municipal Plan will also enable Council to approve, at their discretion, small scale light industrial developments in the designated Residential areas. These can sometimes be quite benign in their nature and thus may not be significantly incompatible with nearby residential land uses, but they need to be considered case by case with the protection of the quality of residential life given priority.

4.3.2 Lands for Commercial and Public Service Facilities

Most of the commercial and public service facilities in the early days became concentrated on the west side of St. Anthony Harbour, where the Grenfell Mission complex of buildings and most retail and personal service establishments located. There are a few outside that area, such as the College of the North Atlantic and a major furniture store on the east side but they are located on sites isolated amongst residential development. The development of commercial uses such as building supply and equipment yards and automobile services required considerable amounts of open land which were not much available in the commercial area on West Street. Many of such businesses began to locate up North Street, which is Highway 430, the Viking Trail from St. Anthony to Deer Lake.

Today, that concentration of a broad range of commercial and public service facilities has made West Street and North Street the community's "downtown". The relevant areas have been designated as Mixed Development and are shown on Future Land Use Map 1. That area still contains some land for further development, but the potential to accommodate large scale developments is already limited, and this Municipal Plan recognizes that reality. A small number of small convenience and speciality shops are scattered throughout the community, but there is very limited scope for much more of that type of development.

The recent development of the Polar Centre (a combined community and recreation centre in the Mixed Development area) has freed the site of the now-closed St. Anthony Olympia on West Street for redevelopment, thus practically joining the North Street commercial area to the commercial area along West Street. The site of the former Olympia represents the only large site within the Mixed Development areas which could be developed for large scale land uses.

As said in Section 4.3.1, this Municipal Plan designates a large area located on Goose Cove Road, just beyond Ollerhead Drive, as Industrial, primarily for future industrial development. That area can also support large scale commercial development. For either of those uses, the extension of central water and sewer services up Goose Cove Road beyond the current extent of those services would enable a wide range of new development in that area. Large scale commercial developments and labour intensive industries will likely require extension of central services due to the large numbers of customers and workers associated with those activities.

The residential areas abutting the Mixed Development areas are mostly solidly built up with single dwellings, with little opportunity left for building on vacant lands amongst the dwellings. As maintaining the quality of residential life is a high priority, drawing the contiguous boundaries of the Residential area designations is a precise matter, and considerable thought went into this task in preparing this Municipal Plan.

4.3.3 Residential Development

As said, the lack of serviced land for housing has historically been an impediment to growth of the community. The available easily accessible land had been mostly used up by the end of the 1990s, but subsequently a great step forward was made when the Town was able to pursue the opening of a major residential subdivision lying above Barn Road, in conjunction with a new school and community centre (the Polar Centre) developed adjacent to it.

The first street opened in that subdivision is Husky Drive, which has developed quickly with new dwellings. The remainder of the large area on the slopes above Husky Drive has the potential to provide centrally serviced residential lots for a good number of years, as it is opened for development in phases. Construction costs for extension of the water, sewer and street system has required lot prices which are higher than the community has usually seen, but lots have nevertheless sold fairly quickly.

A very new development just to the east of the Husky Drive area has seen purely private investment in a residential development on an extension of the Old Peat Road up to the plateau on the vast, relatively level backland above the west side of the harbour. That development is serviced by extensions of the municipal central sewer and water services. The plateau area, which extends easterly to the highlands overlooking Fishing Point and westerly toward the Industrial area on Goose Cove Road, has the potential for similar developments established on extensions of municipal services. In addition, there is a large area to the east of North Street which can be accessed and serviced by extensions of the central water and sewer systems.

If the feasibility of extending municipal central services and streets in those areas eventually becomes problematic, Council can amend the Municipal Plan to then provide for use of on-site private water supply and private sewage disposal systems. This is addressed in section 4.4 on infrastructure.

More localized issues concerning residential development raised in the review for this Municipal Plan and Development Regulations continued to require fine-tuning of the documents.

Specifically, these include the development of accessory buildings, which continue to be demanded in larger sizes and numbers and more controversial locations on their lots. Further, the changing forms of dwelling structures have challenged old stereotypes, which have given way in the evolution of old style mobile homes into structures almost indistinguishable from conventional housing in shapes and finishes. Also, previously unusual forms of dwellings such as the "tiny home" form, are expected to appear in applications to build. The policies in this Municipal Plan arise from vigorous discussion during review of the former document.

4.4 Infrastructure

4.4.1 Water Supply and Distribution

The Town water supply has been troubled for a long time by difficulties in drawing enough water of acceptable quality from the surface water supply. The Town is making every effort to rectify the situation, through improvements to the waterworks at the source. At the time of preparation of this Municipal Plan in 2017, the Town had just been approved for financial assistance to make major improvements to the water supply source works and the trunk line conveying water into the distribution system. In addition to augmenting supply volumes, Council also recognizes that reducing demand is also beneficial, so some thought is being given to methods of reducing consumption, and leakage from identified pipe breaks are addressed quickly.

The water distribution system supplies virtually all development in the community. The system has been strengthened as improvements have gradually been made over time, by taking steps to address low flow leakages and areas which do not have adequate pressure, and by encouraging conservation of water. Instituting universal metering and user-pay water rates have been discussed as those steps usually have the effect of reducing water consumption, but the pros and cons are still being weighed at the time of preparation of this Municipal Plan.

Ongoing protection of the watershed supplying the community is essential to minimize risks to the quality and quantity of water. There are two areas protected as public water supply areas under the *Water Resources Act, 2002,* in the Planning Area: those of St. Anthony (the St. Anthony Pond protected area) and the Goose Cove East water supply (the Jack's Pond protected area).

The Town is not involved in the operation of the Goose Cove East waterworks; it is purely coincidence that part of that water supply area is within the St. Anthony Planning Area. There is no logic in having the Town of St. Anthony involved in the management of the water supply for

the unincorporated community of Goose Cove East, and this should be redressed by petitioning the relevant Ministers to remove that area from St. Anthony's Planning Area. That area is marked as "Water Supply (Goose Cove East)" on Future Land Use Map 1. In the meantime, the Town of St. Anthony will dutifully apply the same stringent requirements for land use in that area as is done for its own area.

The local snowmachine association has established a winter trail across the southern part of the St. Anthony water supply area. It does not traverse the ice on any of the water bodies in the protected area. This has been a benign and acceptable use that could continue unless users begin to compromise the water quality objectives of the community. There is also some discussion about potential use of that trail by all-terrain vehicles (ATVs) during other seasons, which may be considered by Council at some point. Consideration of its approval by Council will be preceded by a careful review of the potential impacts of the additional, different traffic.

The boundary of the catchment area which supplies the St. Anthony water system is complex, and the natural watershed boundaries are not very well reflected in the boundary of the protected public water supply area. Most of the natural watershed is protected by provincial regulations, and the part so protected and lying within the Planning Area is marked as "Water Supply A" on Future Land Use Map 1. Its boundaries only very approximately describe the natural topographic divides that define the watersheds supplying the ponds which supply the potable water to the community.

In addition, part of an area which was designated as Forestry in the former planning documents is actually part of the natural watershed feeding Eastern Long Pond, which is part of the surface water supply area. That area is marked as "Water Supply B" on the Future Land Use Map 1. Review of the rationale for the former Forestry area designation suggests that it has become redundant as forest resources management is not a municipal responsibility desired by Council, and the provincial government has not expressed any interest in it. Consequently, the Forestry designation is no longer used in this Municipal Plan, and its area in this Municipal Plan has been taken out of that category and has become treated in the same manner as the adjacent Rural lands, except for the area (Water Supply B) which is part of the natural watershed feeding the community water supply.

For many years, it has been the policy of the Council that new development must connect to the central water system, except in areas lying outside the settled areas. Indeed, a small number of developments in the Rural area for many years have arranged for private water supply. The growth of the community has suggested that this strict policy be somewhat modified to enable

Council to consider large scale industrial and commercial development in the Industrial area on Goose Cove Road to be serviced by private water supplies.

Two other areas remote from central water services should be treated similarly though the scope for new development in them is severely limited: the Solid Waste area and the Marine Approaches Special Area. In the Solid Waste area, the operators may wish to have a staff washroom and equipment wash facility or similar industrial features, which could be adequately served by private water supply (probably by carrying in drinking water and using on-site surface or well water for toilet flushing and industrial use). In the Marine Approaches Special Area, private water supplies are already in place for the two restaurants and a gift shop/museum, and they are augmented during the summer with a seasonal connection to the municipal system comprising a flexible pressurized line laid on the surface along Fishing Point Road from Budgell's Point. The Town has no plans to extend year-round water supply infrastructure beyond its present extent.

The provincial government's current requirements concerning private water supply are described in the provincial government's *Private Water Supply and Sewage Disposal Standards* which specify that persons who develop private water supplies must have a Certificate of Approval. Diligent administration of that requirement would largely ensure that private supplies are sustainable.

4.4.2 Sewage Collection and Disposal

The community has an extensive sewage collection system, connected to virtually all structures except for a very few cases on the outskirts of the settled area. Generally, the existing system of collection infrastructure is adequate for present flows, but future development and some of the effects of climate change will impose increasing loads. Ongoing monitoring of issues concerning capacity in various parts of the system is needed to stay abreast of sanitary risks inherent in operation of a sewer system.

Treatment of the sewage collected by the central system is a matter involving very large financial resources which are not yet available to the Town. It is beyond the capacity of the Town to finance the capital required to develop the treatment works to achieve the treatment standards which senior governments appear to demand by specified target years well into the future. This is a matter for serious negotiation with funding agencies and regulators to develop a plan of action which can realistically be fulfilled.

Similar to the use of private water supply systems in remote areas as noted in 4.4.1, there are already a small number of private sewage disposal installations in use in the Rural area. Well designed, constructed and operated private systems could serve low-flow commercial or industrial development in the Industrial area designated on the Goose Cove Road, the Solid Waste site and the Marine Approaches Special Area, and this Municipal Plan provides for such an approach.

Although private sewage disposal systems are sometimes regarded as makeshift or risky, modern regulations and technology are able to give satisfactory results even on quite difficult terrain. The typical on-site sewage disposal systems being used now require quite large land areas to enable proper attenuation of the wastewater. However, innovation continues in the design of private sewage disposal systems that can operate satisfactorily on smaller areas and on steeper slopes than the ordinary in-ground disposal beds. It is recognized that the lot sizes involved will be much larger than those which central services can support. This would result in more road frontage per unit, representing a higher per unit municipal maintenance cost and about one third of the density of development compared to centrally serviced lots in a conventional single dwelling subdivision.

These factors suggest that private sewage disposal systems may in the future provide needed relief when the potential for extending central municipal services is exhausted, such as when encountering topographic extremes involving extensive sewage pumping. In the meantime, it would seem adequate and prudent to continue the requirement for new development to be on central services except in the special cases noted above.

The provincial government's current requirements concerning private sewage disposal are described in the provincial government's *Private Water Supply and Sewage Disposal Standards* which specify that persons who develop private systems must have a Certificate of Approval. Diligent administration of that requirement would largely ensure that private systems are sustainable.

4.4.3 Streets

The Town has an extensive network of streets to provide access to properties. Generally speaking, there are no pressing issues concerning the traffic capacity and overall safety of the

street network. There have been concerns about the safety of the principal intersection in the community, at East and North Streets.

Major street and buried pipe infrastructure upgrading projects on many streets have been relatively recently carried out. The improvement in driving conditions and appearance of many streets is dramatic, especially the new street works on West Street which give the "downtown" area a modern, top quality appearance. Increasingly, the West Street concentration of commercial development is looking more like a concentrated urban centre, to the benefit of the image of the community as an important, prospering central place.

4.4.4 Solid Waste Management

The solid waste disposal site is located north of the NL Hydro plant on Route 430, the Viking Trail. The Solid Waste area designated in the former Municipal Plan encompassed a large area of land arbitrarily described as circle with a radius of one mile (1.6 km) centred on the actively used solid waste management operational area. That approach was quite common in the province in the days of open, burning, uncontrolled dumping, to provide a goodly buffer within which development was largely prohibited.

The control and administration of municipal solid waste management services in the province as a whole has changed to a regionalized form of administration. As such, Council has lost direct control over activity on its site, which is now managed by the new regional authority. At the same time, standards for operation of disposal sites have become more stringent, with open burning and use of the familiar "teepee" incinerators no longer permitted. The need for such a wide buffer has essentially disappeared under these new circumstances. Only the area immediately of use to the solid waste authority, with some latitude for expanded operations, will now be designated as Solid Waste as seen on Future Land Use Map 1.

Plans are being made for a central sanitary landfill site in the centre of the Island of Newfoundland, to which waste from the west coast and central Newfoundland would be directed. For the St. Anthony community, it is expected that the Solid Waste site will be equipped with a transfer station such as have already been established elsewhere in the province. Some use of the site for disposal and processing of benign wastes, such as construction and demolition wastes, may continue. The timing of the change still is quite uncertain at the time this Municipal Plan was being prepared in 2017, so the site continues to operate as a final disposal site for municipal solid waste.

This has caused some concern in Council as the site is in full view of the Viking Trail and gives a very poor first impression of St. Anthony to visitors. Moreover, it appears that the footprint of the disposal operation is expanding and may overwhelm the safe capacity of the site. As only the area being used in 2017 plus some modest expansion room is to be designated as Solid Waste in this Municipal Plan, it is clear that protracted delays in the transition to a transfer station may place Council in conflict with the authorities operating the solid waste system.

4.5 Areas of High Heritage and Natural Value

The rural lands, largely undeveloped, which surround the urban areas of the community have scenic and resource values which are important to residents and visitors. Trails have been, and are continuing to be developed, to and through choice locations. The history of the community is unique and fascinating.

Three key topics in this regard in the land use planning context are the lands at the harbour entrance, the legacy of the Grenfell Mission, and archaeological resources. A fourth category is not related to areas of land but rather to linear features: the public walking trail system developed by the community.

4.5.1. Harbour Entrance: the Marine Approaches

The community is very fortunate to have an accessible, spectacular natural landscape and ocean frontage at the St. Anthony Harbour approaches. The special nature of the lands at Fishing Point and Lamage Point and the coastal high lands both north and south of them, suggests that the strong controls in the former Municipal Plan be kept in place to protect the unique and important sea and landscapes there. The dramatic topography and rugged landscapes, together with spectacular views of the ocean from the Points, are highly valued. Those areas are designated as Marine Approaches Special Area (MASA) in this Municipal Plan.

The archaeological resources inventory supplied by the Provincial Archaeology Office includes two sites listed as at Fishing Point. Council will consider requesting a definitive archaeological assessment to identify the sites on the ground and evaluate their significance so that plans for further trail development or buildings can respect the findings. The sites are protected under the *Historic Resources Act*, meaning that there is to be no disturbance of the grounds without specific authority of the provincial government. Knowing the exact boundaries of the affected areas is important to dealing with two aspects of human use of the Fishing Point area.

First, a challenge exists in dealing with the potential for new development at the small terrace at Fishing Point, an area which is regarded as the focal point of the Harbour approaches and the trail system in that area. That area is developed with two restaurants and a gift shop/museum as well as a public parking area and a cemetery. That small site is a natural wonder, with breathtaking views of the sea, where the spring traffic of icebergs has earned it the nickname of Iceberg Alley. It is a joy for residents and tourists alike in all seasons, and its special quality would be badly affected if the small area available there were intensively built up with more commercial development.

Second, the current developments have used up most of the level land at Fishing Point, so there is little more potential for developments requiring public motor vehicle access or parking as it is. However, there are apparently several small properties at Fishing Point which are privately owned, though most of the Point from Budgell's Cove seaward is in Crown ownership. At the time of preparing this Municipal Plan, there were no proposals for development on those privately held lands. It is possible that an owner may apply for a development which the policies in this Municipal Plan would not permit, in which case Council will cautiously consider its implications.

4.5.2 Grenfell Mission Legacy

One of the acclaimed cultural features of the community is the long and proud heritage of the Grenfell Mission. The legacy of the Mission today includes an interpretation centre on the waterfront on West Street, just below the hospital. That area is in the Mixed Development area shown on Future Land Use Map 1, as that land use fits well in that planning designation. Another legacy feature is found in an area above the hospital, where the former Grenfell residence is located. The residence now operates as the Grenfell House Museum, in conjunction with the interpretation centre, and above that is the site of the Grenfell's Tea House and the graves of the Grenfells.

An area of land of almost 7 hectares in area lying above the hospital and the Grenfell House Museum has been conveyed to the Grenfell Historical Society, a not for profit organization devoted to the Grenfell's legacy. The site of the historic Tea House (long since demolished) and the graves of the Grenfells are found on that property; the Grenfell House Museum is located on lands abutting it. Council considers it to be appropriate to recognize the heritage significance of those lands by including regulatory measures which would restrict developments on that property and the land around the Grenfell House Museum to those uses complementary to their heritage value.

4.5.3 Archaeological Resources

The entire northern tip of the Great Northern Peninsula had been long occupied by indigenous people before any European contact. The area was briefly occupied by the Vikings, seasonally occupied by French fishers, and eventually, after the French and English came to peace in this regard, by a population of mostly British origin. Each have left archaeological evidence of their presence.

The Provincial Archaeology Office has advised that there are eight known significant findings within the St. Anthony Planning Area. Three are found on the shores around Cremaillere Bay, one at the abandoned site of the USAF radar station on Cremaillere Hill (the "American Base"), two at Fishing Point, one at Marguerite Point on the east side of the harbor, and one near the DFO Wharf, also on the east side. Some relate to indigenous peoples' presence and most of the others are evidence from the French fishery. One is somewhat unusual in the archaeological sense, the site of the former American Base high on Cremaillere Hill overlooking Cremaillere Bay.

These resources are scarce and irreplaceable, and are required by law to be undisturbed unless specifically approved for development. Some potentially important artifacts may be encountered by chance during excavation for development, and it is extremely important that work stop until the find is reviewed by the Provincial Archaeology Office.

It will also be important to establish a screening mechanism within the Development Regulations so that developments which could impact designated archaeological resources are identified before approvals are given. A screening of every case by the Provincial Archaeology Office would achieve that objective but submitting every application for clearance would be a heavy administrative burden, and the time involved in the process would be an impediment to investment and pursuit of building opportunities.

This Municipal Plan will specify that Council will request information from the Provincial Archaeologist on the specific locations of sites of interest, so that development applications can be simply checked by Town officials to see it they involve potential finds. The sites at the former American Base and those on the shores of Cremaillere Bay are in the Rural designation and are easier to deal with as development proposals for those areas will be very rare; any development proposals involving those areas should be reviewed by the Provincial Archaeologist before any Town permits are issued.

4.5.4 Public Walking Trails

The community has been engaged for a long time in developing a system of walking trails in and around both sides of St. Anthony Harbour. The network has been improved and expanded, and provides a great amenity and enticement for active lifestyles. A well known trail runs around Fishing Point, including a challenging climb to the top of Fishing Point Hill. Another with spectacular views is on the highlands above Partridge Point on the east side of the harbour entrance. And another, named Bottom Brook Trail, has more recently been developed on the west side of the estuary of Bottom Brook (marked Harbour View Area on Future Land Use Map 1), below West Street, in the heart of the community below West Street.

These trails are highly valued and represent great personal energy, resources, and time to develop, and should be protected from encroachment. Measures will be included to designate the trails of interest and to prevent encroachments of structures and other features which would impair the function of the trails. Council also recognizes that some of the trails are located on privately owned lands, whose owners have volunteered to permit their presence; in cases of conflict, Council will negotiate with owners to seek an agreeable solution, but if that is not possible, the trail may need to be relocated or removed.

5.0 GOALS AND OBJECTIVES

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 hierarchy of goals, toward which efforts and resources are directed, and objectives, the more precise and measurable steps needed to achieve the goals, can provide strategic direction. Policies are the specific statements of action that are taken to achieve objectives.

By way of example in the St. Anthony 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 pristine nature and aesthetic appeal, and the complementary policy is to designate specific areas of that type 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.

Regardless of the benefits of planning and systematically dealing with development applications, public expectations as to speed of processing applications have risen. Investors have become increasingly frustrated with lengthy approval processes and complex procedures involved in dealing with development proposals, sometimes even for very minor developments. Simplification and administrative efficiency have been considered, while at the same time recognizing the need to provide for proper Council oversight of cases where their judgment is needed. Consequently, one of the goals has to do with timely administration of development applications.

Council's goals are as follows:

Goal "A" to create an environment which enhances the physical, social, cultural and economic well-being of the present and future residents of the St. Anthony Planning Area, based on respect for the diversity of its people, the myriad forms of housing to best fit their needs and capabilities, their desire for a high quality of life in a progressive, well managed community, and, the need to pursue the best possible local economy;

Goal "B" to promote an orderly and economic pattern of growth and development;

Goal "C" to expand and diversify the community's economic base in order to achieve a balanced economic structure, and to provide sufficient and varied employment opportunities to meet the economic needs of the community;

Goal "D" to provide a range of municipal services designed to satisfy the health, education, social, and safety needs of the community's population, with particular emphasis on the special needs of the community's senior citizens;

Goal "E" to provide an efficient, safe and economic street system which ensures adequate accessibility to all areas within the Planning Area;

Goal "F" to provide coordinated, convenient, and efficient utilities and public amenities, within the financial capacity of the Town of St. Anthony;

Goal "G" to respect the natural hazards to development arising from proximity to steep slopes, flooding, coastal erosion, and the like, including the expected effects of climate change, and to include measures to prevent high risk to new development arising from them;

Goal "H" to enhance the quality of the natural environment, with particular emphasis on environmentally sensitive areas or features;

Goal "I" to provide a range of recreational facilities designed to meet the needs of the community, including appropriate and varied opportunities for youth and senior citizens and those challenged by infirmities;

Goal "J" to ensure that adequate levels of protection are given to protecting the community's water supply and archaeological resources;

Goal "K" to devise the Municipal Plan and Development Regulations with administrative efficiency as a high priority, so that time required to process applications can be minimized.

The overall objective is to provide appropriate policies to achieve these goals. The policies themselves provide the basis for the detailed development standards and conditions found in the Development Regulations. Council will observe the Municipal Plan policies and the more specific requirements of the Development Regulations as they evaluate development proposals that come before them, and as they formulate their own plans for civic works and programs.

6.0 DEVELOPMENT CONCEPT

This section presents a general development concept for the community, including brief descriptions of approaches to key issues. The next section provides the policies applicable to various land use designations in the Planning Area, and the section following that provides policies uniformly applicable to the entire Planning Area. The policies have been devised so as to fulfil Council's goals and objectives and to respect any overriding interests of the provincial government in land use planning.

History has given the community its overall pattern of principal roads, major industrial and commercial sites, a large presence of medical and other caring facilities (the great legacy of the historic Grenfell Mission), and the fundamental structure of the residential areas. These features are arranged in a fairly compact built form all around St. Anthony Harbour. The core of the community essentially comprises lands designated as Mixed Development, Industrial, Residential, Marine Approaches Special Area, and Grenfell Historic Site, as shown on Future Land Use Map 1. Future urban development as contemplated in this Municipal Plan is intended to fit and expand within that core in such a way that streets and services are extended for new development without leaving great undeveloped gaps.

The Mixed Development areas are those which are intended to continue to be the focal areas for commercial development and public facilities. Much of those areas is already fairly intensely developed, but there is still room for smaller scale developments. In addition, the site of the former stadium on West Street represents a major land area which could accommodate a considerable commercial precinct.

Natural features severely restrict the availability of land which can be easily serviced and developed. This factor can impede the economic development of the community. This is particularly the case to do with land for industrial and commercial development. All of the existing industrial lands and a largely unoccupied site are designated as Industrial. All except the latter are already fairly intensely developed, though there is some scope for expansion of the St. Anthony Port Authority wharf and onshore lands on the east side of the harbour into Marguerite Bay.

There is only one Industrial area which offers an accessible, large, mostly undeveloped space for future use, lying on Goose Cove Road just beyond the current extent of servicing. That area is primarily intended to be the location of large scale industrial development, and secondarily, for major commercial developments that cannot be feasibly accommodated in the Mixed Development area. Alternatively, new major industrial or commercial developments may locate

in the Rural area, though most of it is not accessible by roads or services. Those opportunities would be found farther out on the Goose Cove Road or north of the core on the Viking Trail.

It has been proven that residential development can be extended, with full servicing by privately financed municipal water and sewer and street services, into large areas lying above West Street and the same potential applies to lands east of North Street. Those areas are designated as Residential. Careful planning of extensions of municipal infrastructure in those areas is needed, but private sector investment and housing demand will gradually see most new housing units located in those areas in large numbers. It is expected that there will be an increasing variety of housing forms, beyond today's dominant single dwellings to include row housing, apartments, specialized units for those with physical infirmities, group homes for mentally challenged residents, high quality manufactured housing, and the new form of "tiny house".

The designated Residential areas are intended for permanent residential development; the chronic shortage of land for development in the core requires that priority must be given to year-round housing, so the large land areas involved in seasonally used cabins on private services, campgrounds, and recreational vehicle parks (these are classed as "seasonal residential") will not be permitted in the Residential designation. They will be permitted as discretionary uses in the Rural designation.

Two sites in the core have great cultural importance for an appreciation of the community's heritage and unique natural environment. One is a precious heritage site and the other an unspoiled and beautiful natural area having extraordinary appeal as rugged landscapes and spectacular seascapes. Those values suggest that special measures be taken to preserve those features for generations to come. Those areas are respectively the Grenfell legacy sites, located above the hospital, and, the headlands and shores on both sides of the marine approaches to St. Anthony Harbour. They are respectively designated as the Grenfell Historic Site and the Marine Approaches Special Area. Both those areas are to be largely preserved as they are, other than for improvements which would enhance the experience and convenience of visiting them.

As St. Anthony was developed compactly from the harbour side, much of the land that is now part of the Planning Area has never been developed. Those outlying areas are important as it is from there that the community's water must be supplied, supplies of aggregates from mineral workings can be extracted, outdoor recreation can be enjoyed, and a certain amount of firewood can be harvested. Developments which are incompatible with urban development, such as for solid waste disposal, are located there of necessity. Those outlying areas are designated as Rural, except that the protected public water supply areas are designated as Water Supply, and, the

long-established municipal solid waste management site on the Viking Trail north of the core is designated as Solid Waste.

7.0 MUNICIPAL PLAN POLICIES

The policies in this Municipal Plan are organized in two sets: the first to do with specific areas which are designated and for which specific policies are written, the second to do with policies or actions affecting all areas uniformly. The first set has the entire area of the Planning Area covered, such that there are no areas which are excluded from area designations.

These policies, together with more detailed requirements and procedural matters which are set out in the Development Regulations, will provide direction for Council decision-making in municipal planning. Numerous topics of varying degrees of precedence and detail will be stated in the Development Regulations to fulfil the goals, objectives and policies of the Municipal Plan.

7.1 Area Allocations and Area-Specific Policies

The Planning Area is geographically divided into a variety of areas, designated by name as follows (in some cases, two or more separate areas will bear the same designation, such as the several Industrial areas):

- Mixed Development
- Industrial
- Residential
- Marine Approaches Special Area
- Grenfell Historical Site
- Water Supply (the community's own water supply watershed areas – two areas subtitled A and B as explained in this Municipal Plan - and that for the Goose Cove East watershed which is subtitled "Goose Cove East")
- Solid Waste
- Rural

The respective boundaries of these areas are shown on Future Land Use Map 1.

The factors affecting planning policies, Council's goals and objectives, and the rationale for the overall development concept have been described in sections 4.0, 5.0 and 6.0, respectively, so the preamble to the policies in this section are brief.

The meanings of "groups, divisions and classes" of land uses as used in this Municipal Plan are to be interpreted according to the classification of uses found in the Development Regulations.

7.1.1 Mixed Development

Specific policies pertaining to the Mixed Development areas are:

1. Major commercial and public facility uses will be located in these areas, except that Council may at their discretion consider them in the Industrial and Rural areas as described in the policies for those areas although they are not the intended primary future uses for those areas.
2. Permitted uses will be those in the assembly, institutional, business and personal service, and mercantile groups, and, the recreational open space and conservation classes.
3. Amusement uses are permitted in the area by virtue of falling in the assembly group, but the Town will regulate them further to the Municipal Plan and Development Regulations as "Places of Entertainment" under the *Municipalities Act*.
4. Uses which may be approved subject to Council's discretion include those in the residential and industrial groups (except seasonal residential and hazardous industry classes, respectively), and, those in the antenna or wind turbine class (only those defined as "short"), and the transportation class.
5. Residential uses do not take priority in policy interpretations or evaluation of site plans as the area is intended primarily for the permitted uses.
6. Council will encourage, by all possible means, the development, re-development and visual improvement of the area. Such means can include selectively funding civic improvements such as high quality signs, street furniture, ornamental lighting, landscaping, and high quality maintenance of streets and sidewalks. Also, Council will take strong action to deal with properties which are dilapidated or unsightly in order to achieve the best possible appearance of the area, which presents the primary image of the community.
7. Adequate screening shall be provided between the areas' non-residential land uses and any abutting residential uses located in any adjacent Residential designation. Such screening may include among other measures the provision of grass strips, fences, shielded yard lighting, and appropriate planting of trees and shrubs as visual barriers.
8. In considering development proposals, Council will address vehicle and pedestrian safety and include features for off-street parking and loading.
9. All development must be serviced by the Town's central water and sewer systems.
10. For cases where unusual circumstances are anticipated or revealed, especially for very large scale or complex developments, Council may require submission of a detailed site plan for review and approval as described in this Municipal Plan.

7.1.2 Industrial

Specific policies pertaining to the Industrial areas are:

1. Permitted uses are those in the industrial group.
2. Uses which may be approved subject to Council's discretion include those in the assembly, institutional, business and personal service, mercantile, and non-building use groups, but excluding those in the cemetery and solid waste classes or wind turbines and antennas defined as "tall".
3. These lands are intended primarily for industrial uses, but the discretionary uses may be approved if there are no other practical sites for them.
4. For cases of very large scale or complex developments, Council may require submission of a detailed site plan for review and approval as described in this Municipal Plan.
5. The arrangement of on-site roads and services must be such that efficient and safe access to all areas of the site are not blocked and servicing is in accordance with a systematic streets, water and sewer servicing plan to be specified by Council.
6. Development may be serviced with private water supply and/or private sewage disposal, subject to the proponent securing the required Certificate(s) of Approval from the provincial government authorities and if Council has no immediate plans to service the specific site.
7. Small scale discretionary uses will be encouraged to locate in the Mixed Development area.
8. Traffic management and off-street parking are to be satisfactory.

7.1.3 Residential

Specific policies pertaining to the Residential areas are:

1. The following land uses will be permitted:
   a) Residential dwelling division except for the apartment class
   b) Mobile home class
   c) Place of worship class
   d) Accessory buildings located in the side or rear yards
   e) Existing cemeteries and expansions thereof
   f) Existing medical treatment and special care uses and expansions or modifications thereof on the same lot or on abutting lots

2. At Council's discretion, the following uses may be permitted:
   a. Apartment buildings

b. Collective residential, boarding house residential, and commercial residential classes (note that this excludes the seasonal residential class which includes campgrounds and recreational vehicle parks, and that mobile homes are permitted uses as said above in 1.)
c. Accessory buildings located in those portions of a front yard lying between the lot's side lines and the extensions of the lines of their respective side yards, or if that is not reasonably practical then anywhere in the front yard.
d. Office class
e. Personal service class
f. General service class
g. Antenna or wind turbine class, but only those defined as "short"
h. Educational class
i. Child care class
j. Medical treatment and special care class
k. Medical and professional class
l. Convenience store class
m. Shop class.
n. Recreational open space class
o. Light industry class, up to 500 square metres floor area
p. Home based business (only in the classes of medical and professional, personal service, general service, office, and light industry)

3. All new development must front on a public street and driveways must be properly located to ensure safety of vehicular and pedestrian traffic.
4. New development must be connected to the municipal water and sewer services, where available, by the time of occupancy.
5. Home based businesses of the classes cited may only be permitted to operate as accessory uses in conjunction with permanent residences and shall be appropriately constructed so as to ensure that they are compatible with the residential character of the home and adjacent land uses, and that they can be conducted without any significant adverse effect on the surrounding neighbourhood.
6. Adequate screening shall be provided between a non-residential use and any adjacent residential uses. Such screening may include measures such as grassed areas, fencing, shielded yard lighting, and appropriate planting of trees and shrubs.
7. Signage and outdoor lighting shall be subdued and in keeping with attractive design and highway safety practices in order to maintain a good quality appearance and traffic safety in the area.

8. In the case of development or re-development for multiple dwelling unit residential or other purposes, Council shall be satisfied that no additional capacity has to be provided in the water and sewer or storm drainage features or roadways to service such development. If added capacity or features are required, then Council will ensure that agreements are entered into between the developer and the Council regarding the provision of such additional services.
9. In considering discretionary use applications, Council will be very mindful of the adequacy of neighbourhood facilities and on-site amenities such as landscaping and play areas, off street parking, the avoidance of traffic congestion and danger to pedestrians, and the compatibility of the proposed use with its surroundings.
10. Mobile homes are listed as permitted uses to ensure that they are made as equally acceptable and permissible as are conventional forms of single dwellings insofar as this Municipal Plan and Development Regulations are concerned. To better integrate their typically longer shape, the minimum required rear yard will be reduced.
11. In order to mitigate the aesthetically incongruous appearance of single dwellings and mobile homes should they be unusually small or narrow, a minimum dimension of the shortest main wall of single dwellings and mobile homes will be specified. It will apply to their individual components and the eventual completed structures where a phased construction is involved.
12. In order to be able to accommodate "tiny homes" or single dwellings to be built in phases, Council will at its discretion permit single dwellings having less than the minimum required floor area to be built in phases, by way of site plan approval as described in this Municipal Plan, which shows the way in which the configuration of later construction will result in a compliant dwelling floor area without encroaching on any required yards or failing to meet other requirements such as off-street parking; variances may be considered concurrently.
13. In larger scale or complex cases, Council may require a site plan for approval. The overall objective in considering approval of a site plan is the maintenance of a quiet, pleasant residential ambiance in the vicinity of the proposed use.

7.1.4 Marine Approaches Special Area

Specific policies pertaining to the Marine Approaches Special Area are:

1. Permitted uses are those in the:

   a. Conservation and recreational open space classes, including walking trails and amenities for interpretation and convenience of visitors
   b. Existing cemeteries
2. Uses permitted at Council's discretion are those in the:
   a. Cultural and civic class
   b. Expansion or modification of existing cemeteries, restaurant and gift shop/museum uses
3. Given the sensitivity of the area to inappropriate development, a site plan for review and approval as described in this Municipal Plan, will be required to fully illustrate any proposed development.
4. Water and sewer services may be provided by private systems, subject to securing Certificates of Approval from the relevant provincial government authorities.

7.1.5 Grenfell Historical Site

Specific policies pertaining to the Grenfell Historical Site are:

1. The area so designated is to be interpreted as the seven hectare property which has been conveyed to the Grenfell Historical Society plus the lands around the Grenfell House Museum.
2. Council will be supportive of the work of the Society to preserve, interpret and operate its site, and the work of those operating the Grenfell House Museum and their respective features, for the benefit and appreciation of the community and the whole world.
3. Permitted uses will be limited to uses which are complementary to the heritage value of the designated area, including new structures and expansions or modifications to existing buildings and features on the site.
4. Uses permitted at Council's discretion are recreational open space and conservation uses not directly related to the heritage values of the site.

7.1.6 Water Supply

The areas designated as Water Supply comprise Water Supply A, Water Supply B and Water Supply (Goose Cove East). The policies and requirements in the Municipal Plan and Development Regulations are identical for each area.

Specific policies pertaining to the three Water Supply areas are:

1. Protection and enhancement of the water supply areas from encroachment, disturbance or contamination is a matter of the highest priority.
2. The permitted uses in these areas are limited to conservation class uses and any other uses related to the management of the lands for the municipal waterworks.
3. Uses permitted at Council's discretion include:
    a. uses in the forestry class, but only in conjunction with an approved, professionally prepared forestry management plan, and in any event not involving buildings or roadways.
    b. The existing snow machine trail through Water Supply – A & B may continue to be operated for so long as its presence does not represent an unacceptable risk of contamination of the water supply.
    c. Other trails for hiking, cycling, snow machines and all terrain vehicles may be approved, subject to such conditions as Council may determine.
4. Council will request the relevant Minister to review the boundaries of areas A and B and to act to make them as much as feasible coincide with the natural watershed boundaries of the areas feeding the St. Anthony surface water supply, and place all of those areas under regulations as protected public water supply areas.
5. Council will communicate with the relevant Ministers to request that the area of Water Supply (Goose Cove East) be removed from the Town's Planning Area.

7.1.7 Solid Waste

Specific policies pertaining to the solid waste management site on the Viking Trail are:

1. Permitted uses include any use related to the operation of the waste management facility.
2. Uses which Council may approve at their discretion include those in the:
    a. Forestry class, subject to an approved, professionally prepared forestry management plan.
    b. Conservation class.
    c. Recreational open space class.
    d. Mineral working class.
    e. Scrap yard class.
    f. Antenna or wind turbine class, those defined as either "short" or "tall".

3. Council will be supportive of activities on the site that enhance environmental protection and proper management of solid waste.

7.1.8 Rural

Specific policies pertaining to the Rural areas are:

1. Lands designated Rural shall be developed primarily for uses utilizing the area's natural resources and land uses not compatible with the urban environment.
2. In order to ensure full review of proposals for development in the Rural areas, the only permitted uses shall be in the agriculture, forestry and conservation use classes, plus existing mineral workings, existing mineral exploration, and existing cemeteries.
3. Any other uses except for solid waste class uses may be considered as discretionary uses, in order to provide for consideration of a wide variety of proposed developments, some of which may be unusual but nevertheless desirable.
4. Large scale commercial and industrial developments will be considered where sites in the Mixed Development and Industrial designations are not practical or feasible.
5. Council will evaluate each development proposal to determine potential environmental effects and set development standards to reduce or eliminate any negative impacts and protect public safety and amenities
6. New development may be serviced with extensions of the Town's central water and sewer systems at the proponent's expense and subject to Council's approval of capacity and technical standards and by way of a specific development agreement.
7. Private water supplies and private sewage disposal systems are acceptable but are subject to the proponent securing Certificates of Approval from provincial government authorities.
8. Council will prohibit all but very small scale mineral workings and related activities from taking place within general view of developed areas of the community. Unless necessary, existing quarry sites are to be exhausted before new sites are developed.
9. Mineral extraction operations shall be conducted in a manner which will minimize the adverse effects on water quality, fish and wildlife, and shall be buffered from adjacent developments. All mineral operations will be required to submit a site rehabilitation plan as a part of the development application. Council, when issuing a permit for any mineral extraction or mining operation, may attach such conditions as are in its opinion necessary to properly regulate the operation. Such conditions in particular may refer to the following subjects and matters:
    a. Landscaping, screening and fencing;
    b. Rehabilitation;
    c. Noise, dust and pollution control.
10. Regulation of forestry operations, including issuance of fire wood harvesting permits or consideration of resource management, is not a function which the Council wishes to

undertake, and thus this Municipal Plan is silent on the topic. However, the state of forestry operations will be monitored from time to time to determine whether there is a future need to consider amending this policy.

7.2 Policies Applicable to All Areas

The following policies pertain to all of the Planning Area.

7.2.1 Natural Hazards to Building

The following policies are intended to prevent or mitigate exposure to hazards of landslides, rock falls, avalanches, flooding, coastal erosion and climate change:

1) Professional review and advice will be required for Council to evaluate any proposal for the erection of a structure on a site which is potentially subject to natural hazards including flooding, sea level rise, coastal erosion or any other physical hazard near water bodies, watercourses and the sea.

2) The specific requirement concerning sea level rise and coastal erosion is that new development must be above the current 2 metre contour, and be set back at least 30 metres from the ocean shore to provide a buffer against coastal erosion, except that the following may be approved at Council's discretion:
    a. structures or land uses requiring direct access to salt water, including wharves, breakwaters, slipways and boathouses, and if approved to be in accordance with the Department of Municipal Affairs and Environment's *Guidelines for the Construction and Maintenance of Wharves, Breakwaters, Slipways and Boathouses;*
    b. public works and utilities;
    c. municipal parks;
    d. mineral workings;
    e. structures located at a lesser setback than 30 metres from the ocean shore, but in no case less than 15 metres, where the proponent can demonstrate that the building(s) would be founded directly on bedrock rather than on surficial soils, loose rock, or severely fractured bedrock.

3) Any proposal for development of a site having a slope in excess of 15% must be certified by a geotechnical professional engineer as having low risk of landslide, avalanche, and rockfall;

7.2.2 Municipal Services

Some of the costs of running a municipal government are proportional to the overall length of municipally maintained roads that are usually provided with street lights, water and sewer services, drainage, signage and landscaping. Generally, the more spread out a settlement becomes, the more these costs increase.

Council intends to control these costs through implementation of the following policies:

1. Extensions to the water, sewer and road system which are not part of the Town's capital works program shall be the financial responsibility of the developer, although the Town may access senior government financial assistance where possible, to encourage and assist desired works. Nevertheless, any such infrastructure which is intended to be conveyed to the Town shall be designed and constructed to modern engineering standards, and shall be subject to approval by Council.
2. With the exception of land uses associated with agriculture, forestry, sawmilling, mineral workings or other resource or similar uses for which street frontage would be unnecessary or undesirable, all buildings shall have motor vehicle access to a publicly owned and maintained road, unless other policies and requirements of this Plan specify otherwise.

7.2.3 Home Based Businesses

The purpose of this home based business policy is to provide for the location of home based businesses in a manner which will be compatible with surrounding development. This will serve to provide an opportunity for small businesses to be established at the home of the small business owner-operator. These uses may then continue at a small scale, or as they grow, leave the home base and establish in an appropriate business location.

The acceptability of a home based business will in part 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 apartment dwelling will be able to accommodate only a very limited range of home based businesses.

Home based businesses 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.

7.2.4 Temporary Uses

Generally, the Municipal Plan contemplates developments of a permanent nature. Council wishes to be able to consider, at their discretion, situations involving the placement of a motor vehicle or travel trailer or equipment for short term events such as community festivals. Provisions will be included in the Development Regulations for suitable discretionary approval criteria and maximum time periods applicable to these cases.

This policy is not to be confused with policies set out in the provisions for development in the Residential areas for the phasing of construction of single dwellings and use of "tiny houses".

7.2.5 Protection of the Natural Environment

Protection of the natural environment is a high priority. The quality of air, land, and water in and around the community, and aesthetic considerations, are important to the health, culture, and economy of the area. The role of Council in this regard is intertwined with the roles and authorities of the Governments of Canada and the Province of Newfoundland and Labrador.

Under the authority of the *Water Resources Act*, the provincial Department of Municipal Affairs and Environment is responsible for the management of water resources of the province of Newfoundland and Labrador, and coordinates with the federal Department of Fisheries and Oceans. The provincial department has programs to protect, enhance, conserve, develop, control, and effectively utilize the water resources of the province.on topics including but not limited to the following:

a) Development within 15 metres of a waterbody or watercourse if in a Crown land reservation;
b) Discharge of any effluent off the subject property;
c) Work in any body of water;
d) Infilling of water bodies or diversion of streams (usually not approvable if for residential development);

e) Construction of wharves, breakwaters, slipways and boathouses;
f) Infilling or dredging associated with marine structures or other works;
g) Any development in a protected public water supply area;
h) Providing waste receptacles in work areas;
i) Waste diversion actions including recycling, reuse or resale programs;
j) Open burning of waste;
k) Pesticide and halocarbons use, purchase and storage;
l) Petroleum (including used oil) storage and dispensing;
m) Effects of climate change; and,
n) Energy efficiency in buildings.

These matters will be identified in the Development Regulations as a reminder that such requirements may apply to proposed developments. In order to ensure that the requirements of the provincial *Water Resources Act* are respected in Council exercising its planning authority pursuant to the *Urban and Rural Planning Act, 2000*, the Development Regulations will provide detailed requirements about development near or in any water body, including ponds, streams, rivers, and wetlands in addition to ocean shorelines, regardless of the zone in which they are located.

A proposed development should not pollute or degrade any part of the community. In cases of large or special types of projects where environmental protection concerns are complex, the proposals should be carefully studied and any concerns brought to the attention of the appropriate provincial or federal authorities.

Further to the above:

1. Garbage, refuse, abandoned vehicles and any other discarded materials of any kind should be disposed of only at the waste disposal site or at an authorized place outside the Planning Area. Such material shall not under any circumstances be used as fill for buildings and lots. Wrecked or inoperable vehicles, machinery or equipment of any kind shall not be stored or abandoned where it may be in public view.

2. All development sites should be landscaped where possible. The exteriors of buildings, particularly commercial properties, restaurants, shops and stores, or any business catering to tourists, should be properly finished and maintained to the satisfaction of Council. Owners of dilapidated structures will be required to repair or remove them if they present a safety hazard.

3. Where a proposed development is of a size or nature that could have gross negative effects beyond the boundaries of the site upon which it is located (such as the production or creation of noise, smoke, dust, fumes or unsightliness), there should be a public meeting with surrounding residents to ensure they are aware of the potential effects of the proposal and that their concerns are taken into consideration before any decision is made.

7.2.6 Valued Public Walking Trails

Public walking trails are of particular concern in that their functionality could be compromised by future development by land owners. Measures will be included in the Development Regulations to prevent or mitigate encroachment along their alignments, which would reduce their amenity value or safety. In order to implement this policy, the valued trails will be designated Public Trails for the purpose of the Municipal Plan and the Development Regulations, and will be marked on the Future Land Use Map in this Municipal Plan and on the Zoning Map in the Development Regulations. Revising, adding or deleting said Public Trails on the said maps shall be accomplished by concurrent amendment of the Municipal Plan and Development Regulations.

The Development Regulations will state a minimum distance from the centrelines of the designated trails within which development of buildings or alterations to land elevations or creation of other obstructions would be prohibited. Where there is dispute over this requirement, Council's policy is to work with land owners and recreational interests with the objective of peaceful and respectful resolution, which may in some cases mean relocation or alteration of the trail.

7.2.7 Recreational Open Space

Recreational open spaces are those outdoor lands in either public or private ownership which are used primarily for active or passive recreation. These land uses can be developed in a wide variety of locations according to need and opportunity. As such they are made permitted uses in all of the Planning Area. Council will endeavour to develop a long term plan for land for outdoor recreation. This is related to dedication and cash in lieu involved in subdivision of land and creation of new recreational open space areas. Related matters concerning subdivision of land will be addressed in the details of the Development Regulations.

Where any lands used for open space are under private ownership, the Municipal Plan does not indicate that this land will necessarily remain as open space indefinitely nor shall it be construed

as implying that open space areas are free and open to the general public or will be purchased by the Council. If proposals to develop any such lands that are in private ownership are made and the Council does not wish to purchase those lands in order to retain the open space, then application for re-development of such land for other purposes will be given due consideration by Council.

7.2.8 Cemeteries

Cemeteries are an essential land use in the community. It is a policy of Council to be supportive of their owners in their efforts to keep them well maintained. New cemeteries are to be in the Rural areas due to the chronic shortage of serviced land in the the community. Existing cemeteries may continue to be used and expanded into adjacent land, regardless of location.

7.2.9 Public Works and Utilities

Public works and utilities are needed in order to provide the community with a safe and healthy environment. It is not always possible to predict the location of these works and utilities and sometimes they must be fitted in in close proximity to sensitive areas.

The following policies will guide the location and installation of these services.

1) Municipal street, water and sewer works, including associated structures for such purposes, may be developed at any location provided due consideration is given to potential hazards and aesthetics. Council will collaborate with those entities involved in pole lines and other infrastructure for electrical and telecommunications services to achieve the best possible aesthetic effects; in particular, pole lines should be located along the rear lot lines where feasible.
2) New public works and utilities will be constructed in a staged and orderly manner to provide an economic and logical sequence for growth related to the needs of the community and the financial resources available.

7.2.10 Antennas and Wind Turbines

Tall antennas and wind turbines (windmills) represent an aesthetic and safety concern. Tall antennas are a familiar sight in the outskirts of the community, and their visual effect and the

large areas of land required to accommodate their guy wires and access roads can be easily appreciated. A considerable number of telecommunication sites are already located within the Planning Area, on sites on the Goose Cove Road and the high hills overlooking the harbour. One can anticipate the coming of more tall antennas, and possibly wind turbines, both of which can consume large land areas and are of aesthetic and safety concern. Accommodating these types of uses is a challenge which must be deliberately met by thoughtful planning.

Aesthetic considerations are quite subjective, but not to be discounted: tall wind turbines can reach as high as 100 metres from the ground to the tip of the top blade when it is vertical (some have tower heights over 50 metres and blade lengths currently are up to 42 metres). Antennas can be much taller than that, and involve widespread guy wire arrays.

Short antennas can be integrated in urban development in some cases, because the aesthetic effects are not extreme; the massing of the towers is not overly prominent in short antennas, as the structures are thin and there are few large attachments on them. Land consumption for self-supporting towers is negligible, but even a short antenna with guy wires has a considerable footprint which cannot be further developed.

Wind turbines present the added issue of noise and safety, but they are not stayed with guy wires (except for the uncommon vertical axis type) so the issue of land consumption is minimal. Noise is related to the sounds of the machinery in the wind turbines as well as the sound of the wind impacting the blades and towers. A typical science-based approach is to require that the noise from wind turbines should not exceed normal background levels at the property boundary. Wind turbines are generally required to be set back from lot lines a substantial distance because of noise and safety considerations. Safety concerns related to ice shedding are alleviated by knowing that little of the ice will land outside a certain radius from the tower. A report by the Canadian Wind Energy Association (CanWEA) recommends a setback distance of one blade length plus 10 metres from lot lines, including the street line, this being based on engineering studies of ice shedding.

Concerns about wind turbines and antennas can be systematically addressed in land use planning by categorizing their height for aesthetic and safety reasons. A balancing of the factors just cited suggests that the appropriate categorization for St. Anthony is defining those with tower heights over 15 metres as “tall” and those under as “short”.

Short antennas and short wind turbines therefore will be made eligible for consideration as discretionary uses in the designations of Residential, Industrial, Mixed Development, Rural and

Solid Waste. Tall antennas will be eligible for discretionary approvals only in the Rural and Solid Waste designations.

Structures of these types are seen to be entirely incompatible with the Grenfell Historic Site and the Marine Approaches Special Area designations and thus are not permitted there whatsoever.

In all cases, requiring guy wires to be located on the same lot as the tower will prevent diminishing the development potential of adjacent lands.

7.2.11 Wildlife Habitat

The Wildlife Division of the Department of Natural Resources oversees the protection of existing wildlife and their habitat. Therefore, they would like to have the opportunity to discuss any developments that would occur in the undeveloped portions of the Planning Area. The Town has been very progressive already in this regard, in taking an active part in the Division's Habitat Stewardship Program that focuses on wetlands, coasts and species at risk. The Town also signed a Coastal Stewardship Agreement in 2008, further to a long involvement concerning the protection of Common Eider habitat.

In all of the province, only a few municipalities have signed Stewardship Agreements, and the Town of St. Anthony is among them. These Agreements signify that the municipalities will consider concerns for habitat of waterfowl, sea ducks, species at risk, and other wildlife, in dealing with land use planning decisions.

It is the policy of the Council to continue these and similar measures to support efforts to protect and enhance wildlife habitat.

7.2.12 Advertisements (Signage)

All signs and advertisements are to be tastefully presented (in terms of lettering and overall design), properly situated and well maintained in order to prevent unwanted visual effects, and must be approved by Council. Obsolete and dilapidated signs may be subject to Council orders to remove them.

7.2.13 Keeping of Animals

People keep animals for a variety of reasons: as pets for the companionship and enjoyment of them practically as members of the household, and as economic assets in some cases, providing food, fur and other materials as well as labour for the benefit of the owner. Keeping of pets is rarely a matter of concern in a Municipal Plan, as the activity tends to be self-regulating as far as land use is concerned.

Municipal planning laws such as the Development Regulations are not intended to be used to deal with situations where pets are not properly housed or not given appropriate care. In those cases, regulations concerning public health, cruelty to animals, noise and other such matters enable authorities to deal with offending behaviour.

The Development Regulations will therefore consider keeping of pets to be an accessory use to the main use of a property where it is appropriate. In the Residential designation, a reasonable number of animals of acceptable types will be defined in the Development Regulations for clarity.

However, when large numbers of animals are bred, raised or kept for substantial economic gain or in larger numbers than customarily recognized as accessory uses, it is appropriate to regulate their locations and characteristics. The Development Regulations will therefore include requirements related to development of uses in the agricultural class and animal class use, and these uses will be permitted at Council's discretion but only in the Rural designations. The Development Regulations will include a requirement that the land area requirements for such developments be based on the *Environmental Farm Practices Guidelines for Livestock and Poultry Producers in Newfoundland and Labrador*.

7.2.14 Removal of Quarry Materials

Quarry materials produced as a by-product of an approved development may be removed from the development site provided that royalties are paid to the province as required by the *Quarry Materials Act, 1998*. For example, site preparation to construct a building usually involves removing topsoil, overburden, and sometimes bedrock from the footprint area; these materials may be retained or re-used on the development site (where no royalties are due) or removed from the site (where royalties are due). Quarry materials include but are not limited to aggregate, fill, rock, stone, gravel, sand, clay, borrow material, topsoil, overburden, subsoil, and peat.

In order to ensure that royalties due to the province are paid, it is necessary that the Department of Natural Resources be made aware of approved developments where the removal of quarry materials may take place. The Development Regulations will contain a statement to the effect

that Council will notify the Department when such is known to Council as construction takes place.

7.2.15 Non-Conforming Uses

Section 108 of the *Urban and Rural Planning Act 2000* concerns non-conforming uses, ie: those uses which do not conform to a regulation, scheme or plan, and, which existed before this Municipal Plan and Development Regulations are registered. Owners of such uses are entitled to a statutory right to continue such non-conforming uses, and to modify a structure subject to certain conditions.

Council can not alter those rights, but there are a few matters in which Council can make certain provisions, as follows:

a) Section 108(2): the right to continue the non-conforming use expires after 6 months of discontinuance unless otherwise extended in a regulation under the *Act,* ie: in the Development Regulations. Council's policy is to extend this period to 3 years, and to so indicate in the Development Regulations.
b) Section 108(3): a Council may approve changing the use to another use where the new use would be more compatible with the Municipal Plan and Development Regulations, notwithstanding that the new use would otherwise not be permissible. The Minister's Development Regulations require that Council provide for newspaper or other form of public notice of intent to consider the varying of a non-conforming use to another use, and consider any representations or submissions received in response to the notice. Council will provide in the Development Regulations a provision that such notice be made at the expense of the applicant and that the notice be sent to all persons whose land is in the immediate vicinity of the land that is the subject of the proposal, at least ten days prior to the date upon which Council will consider the matter.

7.2.16 Policies Extra to Municipal Plan

The policies set out in this Municipal Plan are enabled by the *Urban and Rural Planning Act, 2000.* The Town may, or has already, adopted other policies as enabled by other legislation, some of which relate to certain aspects of development. The administration and enforcement of those other policies do not arise from the Municipal Plan nor the Development Regulations.

In order to minimize the risk of overlooking those other policies when dealing with permitting under this Municipal Plan and the Development Regulations, the other policies (if any) will be

appended to the Development Regulations. Amendment or repeal of those policies, or the introduction of new policies of like kind, do not involve amendment of the Municipal Plan or the Development Regulations.

8.0 IMPLEMENTATION

8.1 Implementation Policies

The policies of the Municipal Plan for the St. Anthony Planning Area will be implemented by the exercise of:

(i) appropriate Development Regulations
(ii) site plan control for larger or more complex development proposals
(iii) a planned sequence of public works.

All amendments to the Development Regulations will be checked against the Future Land Use Maps and the policies of the Municipal Plan for the purpose of conformity. This requires proper professional advice and documentation prepared by a qualified planner and due process prior to being submitted to the Minister of Municipal Affairs and Environment for approval.

Before any development can take place, an application must first be made to Council for a development permit. Development may take place only after Council has reviewed the application and issued a permit. If the application is to be considered as a discretionary use or if it is for a variance, the proper process of notice and Council deliberation as detailed in Development Regulations shall be carried out.

Anyone who fails to follow the required application process or who otherwise violates the Municipal Plan and Development Regulations can be prosecuted and may be ordered to remove any illegal structure and restore the site and buildings on it to their original state.

Day-to-day administration of both the Municipal Plan and Development Regulations are the responsibility of Council and its authorized staff members. It is the duty of authorized staff members to observe the requirements of the Municipal Plan and Development Regulations and to advise Council accordingly, refer development applications to Council and outside agencies, and to issue all required permits when Council approval is granted.

An application to develop must be made on the proper application form prescribed by Council. All applications must show as accurately as possible the location of the site of the proposed development and include a plot plan, showing the location of existing and proposed buildings and structures on the proposed site.

Council will consider the application to determine whether it conforms with the requirements of the Development Regulations and the policies of the Municipal Plan. If it conforms, Council will approve the application and inform the applicant and state any conditions that may apply. If the proposed development does not conform to the Municipal Plan and Development Regulations, the application must be refused. Any applicant who is dissatisfied with the decision of Council may appeal to an Appeal Board. The Appeal Board shall either confirm the decision or require that Council's decision be varied or reversed.

Council has authority to grant a variance (not to be confused with a discretionary approval) of up to 10% of a requirement applicable to a proposed development which does not strictly comply with the development standards. However, the proposed development must conform to the general intent of the Municipal Plan. A proposed development must not change the permitted land use, or significantly negatively impact adjoining properties, by virtue of grant of a variance.

Where Council deems it useful and necessary so as to better consider the details of large or complex projects, a Site Plan may be required of the applicant. Site Plan evaluation criteria are appended to the Municipal Plan.

Municipalities in the province are encouraged to adopt the National Building Code. Its requirements and administration are separate from those of the Municipal Plan and Development Regulations. Often, building and planning regulations are considered in conjunction with each other, as the prospective builder is usually considering them both at the same time, and the Town may integrate information requirements on a common application form. However, the approval of a building or construction permit under the National Building Code does not signify an approval of a development permit pursuant to the Development Regulations, and vice versa.

Also, Council's policy is that the Town of St. Anthony does not provide building inspection services related to the National Building Code; Council's or staff's observations of new construction will be only to ensure that the Development Regulations' requirements are met, such as those concerning location of structures on the lot, parking, driveway location and bridging roadside ditches and sidewalks, building height, and the use of the development. Those persons requiring building inspection related to compliance with the National Building Code will be advised to retain professional services at their own initiative and expense. The Town does not issue occupancy permits.

8.2 Site Plan Evaluation

Many of the land use conflicts associated with large residential subdivisions, multiple unit residential, commercial, industrial and public uses and the like can be avoided if sufficient concern for detailed design is incorporated in the development approval process. In order to more fully exercise Council's powers to apply conditions to a development permit, Council may require a site plan to be prepared and approved by Council prior to the issuance of a building permit for large or complex developments.

The policies of this Municipal Plan indicate certain cases where site plan approval is mandatory, but Council may require it 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.

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 Map and the Zoning Map in the Development Regulations be considered as approximate, as the available base mapping does not provide highly accurate information in some areas. 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.

9.2 Figures and Quantities Approximate

It is considered that all figures and quantities herein shall be considered as approximate only and not absolute, on any matter not involving variances. Amendments to the Municipal Plan will not be required for interpretation of the meaning or precision of other 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;
(l) surrounding land uses;
(m) existing access constraints, e.g. right-of-ways which exist on site or adjacent to it, easements, or fire routes, and the means of satisfactorily addressing them;
(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 St. Anthony or its departments and agencies.