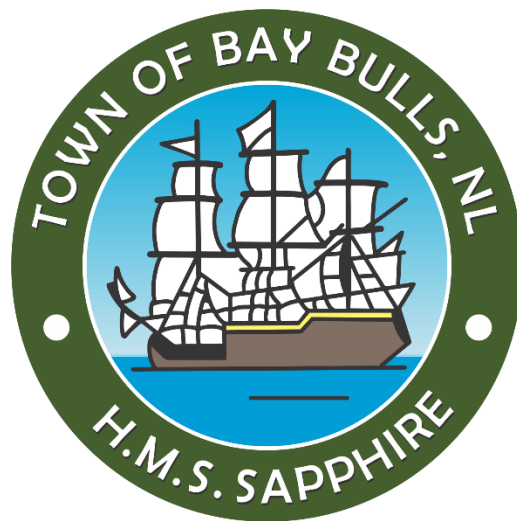


Bay Bulls

Municipal Plan

2022 - 2032



PLAN-TECH



ENVIRONMENT
October 20, 2022

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1.0 INTRODUCTION

1.1 Foreword

The *Town of Bay Bulls Municipal Plan 2022-2032* establishes guidelines for the sustainable management of development on lands contained within the Bay Bulls Planning Area Boundary (PAB), as illustrated on the Generalized Future Land Use Map (GFLUM) by setting out a ten-year land use strategy. This Plan provides a policy framework for the Development Regulations to be administered by Council through development and subdivision permits.

In guiding the physical improvement and sustainable growth of the community, the Plan indicates the location and timing of residential development and the general layout and scheduling of capital works to support development such as: maintenance related to municipal servicing, road works, and pursuing economic development opportunities.

It also identifies plans to address the environmental, social, cultural, economic, and governance needs of the community. As required under the *Urban and Rural Planning Act, 2000*, hereby referred to as “the Act,” all relevant planning issues have been reviewed in the preparation of this Plan and are presented in this document.

The Plan additionally serves as the basis for preparation of the companion regulatory planning document, the Development Regulations. The Regulations address land use zones, development standards and terms and conditions, advertisement and subdivision requirements in support of the Plan’s policies. A Land Use Zoning Map also accompanies the Regulations. Once registered, the Town Council administers the Municipal Plan and Development Regulations through its review of development permits and subdivision applications, and all other proposed land development inquiries.

1.2 Plan Contents

The Town of Bay Bulls Municipal Plan, 2022-2032, consisting of this document and the associated Generalized Future Land Use Map, constitutes a legal document once approved in accordance with the Act. It proposes the allocation of land for various uses, and includes Council's *vision* (goals, objectives and policies); the plan for the sustainable development of the community; and the timing and costs of recommended capital works over the next decade.

1.3 Bay Bulls Municipal Plan Review

The first Bay Bulls Municipal Plan was drafted in 1985 and came into effect with the incorporation of the Town on January 1, 1986. This Municipal Plan incorporates and reviews the previous Municipal Plan which came into effect on December 12, 2014. This 2022 Municipal Plan updates all preceding Plans and accommodates various amendments made to the original documents.

1.4 Plan Preparation and Consultation

This Plan was prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*. The Plan documents are based on a review of current land uses, available mapping and other studies of the community and on Council's perception of the land use problems facing the community, opportunities for improvements to its physical environment, and the direction of future growth. Community and stakeholder consultation has also been sought in the planning process.

Early in 2021, the Town Council forwarded a resolution to the Department of Municipal and Provincial Affairs to retain Plan-Tech Environment Ltd. to undertake a review of the Town's Municipal Plan and Development Regulations. The Town requested the Department initiate an internal provincial consultation process through the Interdepartmental Land Use Committee (ILUC) to solicit feedback from various departments and agencies that may have an interest in land within the Bay Bulls Planning Area Boundary and the municipal planning process.

Various meetings were held with Town staff, Council and residents to challenges and opportunities, council priorities and rationale for preparing an updated Municipal Plan and Development Regulations for the community. As part of its background research Plan-Tech Environment Ltd. personnel conducted several site visits to the community.

1.5 Bringing Into Legal Effect

The *Act* sets out the process for bringing a Municipal Plan and Development Regulations into legal effect. When Council is satisfied with the draft Municipal Plan and Development Regulations, Council adopts these planning tools and notifies the Minister of Municipal and Provincial Affairs. A Public Hearing of Objections is arranged as per section 16 (1) of the *Act* and notices are published announcing the time and place of the hearing. The commissioner appointed to conduct the hearing reports to Council and the Minister of Municipal and Provincial Affairs on any representations made. By resolution Council approves the Municipal Plan and Development Regulations and requests Registration by the Minister. Notice of the Minister's approval is published in the Newfoundland and Labrador Gazette and the local newspaper, and the Plan comes into legal effect on this date.

1.6 Plan Review and Amendment

In accordance with section 28(1) of the *Act*, every five years from the date on which the Municipal Plan first comes into effect, Council is required to initiate a review of the Plan. Where necessary, changes may then be made to account for any new policies or land use requirements for the next ten years. The Plan may otherwise be amended at any other time, in whole or in part. Any such amendment will be read together with and become part of the Municipal Plan and so must not conflict with any other of its policies. If circumstances do not permit a Plan review to be undertaken within the prescribed time, the current Municipal Plan, and any amendments that had been made to it, will remain in effect until a Plan review is completed and fully approved.

1.7 Plan Administration

Upon being approved and registered by the Minister, the Town of Bay Bulls Municipal Plan is legally binding upon Council and all other persons, corporations and organizations as per Section 12 of the *Act*.

Council shall administer the Town of Bay Bulls Municipal Plan by carrying out the Plan's policies. There are several ways in which this is done:

- By preparing land use zoning and subdivision regulations prepared and approved at the same time as the Municipal Plan;
- By issuing development permits to residents wishing to develop or adaptive reuse of a building or to subdivide in accordance with regulations; and
- By undertaking the capital works and development schemes outlined in the Plan when the financial resources are available.

Council shall conduct a five-year review of this Plan and revise it to provide for the next 10-year period in accordance with Section 28(1) of the *Act*. Amendments may be made at any time prior to the five-year review in response to new development proposals or changed community priorities as outlined in Section 35(5) of the *Act*. These amendments must follow the process outlined in Sections 14 to 25 of the *Act*.

1.8 Interpretation

The following sections and Future Land Use Maps constitute the legally effective parts of the Municipal Plan.

The general terms referred to hereinafter are defined as follows:

- "Council" shall mean the Council of the Town of Bay Bulls.
 - "Municipal Planning Area" shall mean the Bay Bulls Municipal Planning Area.
 - "Town" shall mean the Town of Bay Bulls.
-

The boundaries between the different land uses designated in the Municipal Plan are meant to be general, except in the case of roads or other prominent physical features where they are intended to define the exact limits of each category.

Nothing in the Plan shall affect the continuance of land uses which are lawfully established on the date that this Plan comes into effect.

1.9 St. John's Urban Region Regional Plan

The St. John's Urban Region Regional Plan covers Bay Bulls and designates it as one of the Local Centres where the extent of present development is such that public services must be provided. In residential areas priority will be given to the provision of a piped water supply and sewage collection facilities. The growth of these areas will depend upon servicing facilities and physical constraints to development.

In considering the position of Bay Bulls in the St. John's Urban Region as established in the Regional Plan, it is essential to recognize one of the basic concepts of the Regional Plan which envisages that the major population growth of the region will be accommodated in the established urban centre (the City of St. John's and its immediately peripheral locations) in order to maximize the use of roads, water supply and all other urban services.

For the planning and development of the designated Local Centres, the Regional Plan establishes the following guidelines:

- Local centres may be able to develop to the fullest extent possible with the constraints established by:
 - The existing and likely future extent of municipal services;
 - The ability of the region to finance the necessary capital works to service such development;

- The need to protect regional resources including agricultural and forest lands, watersheds and scenic resources;
 - The need to limit as far as possible heavy capital expenditure on additions to the regional road network to handle commuting and other traffic;
 - The amount of infilling possible within presently developed areas;
 - The capacity of existing local roads and the need to achieve a desirable level of transportation service;
 - The effect of additional population on present school facilities.
- Within the local centres, residential uses shall generally be of a low-density nature with a continuing predominance of single-family dwellings. Consistent with the size of most of the local centres and the policies of educational authorities in the region, school facilities may be limited to the junior grades.
 - Commercial uses shall be limited to those of a local nature but may include both retail and highway commercial functions, where such uses are deemed desirable. Industrial activities shall generally be limited to those of a specialized local nature such as the fishing industry. Other small-scale industries providing local employment to a small number of persons may also be considered appropriate.
 - Two prime aims in the local centres will be to encourage the infilling and consolidation of presently semi-developed areas once essential public services to existing development are installed and to develop improved local road systems so that better circulation of traffic may be facilitated.
 - The Local Area and Municipal Plans shall recognize and define, where applicable, a core area or areas within which higher density development and development in depth may be possible.
-

- Two levels of service may be provided in the local centres depending upon local conditions; one area within which water and sewer and full municipal services would eventually be installed would form the heart of each such local centre. Outside of this would be an additional area of somewhat lower density development within which a lesser standard of services would be required.
 - In addition, the following two objectives of the Regional Plan are also essential in guiding the planning and development of Bay Bulls:
 - To prevent development that will require disproportionately costly public services because of location or use and to preserve in its natural state land that should not be developed due to its physical characteristics.
 - To prevent the continuation of 'ribbon development' along the main roads and highways of the region.
-

2.0 PLANNING CONTEXT

2.1 Background

Bay Bulls is located along the Southern Shore Highway, Route 10. The Town has a common boundary with the City of St. John's to the north and borders with the Town of Witless Bay to the south.

The municipal boundary of Bay Bulls encompasses an area of 30.74 km², which with a population of 1,566 equates to a population density of 48.8 people per km².

Although residential land uses predominate, the town is a vibrant and growing community with modern conveniences and amenities yet maintaining a small town atmosphere.

2.2 Settlement History and Land Use Patterns

One of the oldest communities in Newfoundland and Labrador, Bay Bulls harbour was used by French fishermen in the 1500s, but by 1635 English fishermen were spending their winters in the area. It was believed to be first settled in the early 1600's, when Sir David Kirke governed the colony of Newfoundland from Ferryland. The name "Bay Bulls" came from the French "Baie Boules," a reference to the bull bird or dovekie, which winters in Newfoundland, or it is believed that Bay Bulls is a corruption of the French Baie de Bois, which means "Wooded Bay".

The Town has diversified over the past several decades to the point where local businesses now provide valuable agricultural, manufacturing, industrial and marine supply services to key global clients. The safe harbour and its close proximity to international trade routes and offshore oil and gas fields have the Town positioned to offer opportunities as marine supply services to key global clients.

The Town is situated along Route 10, on the Southern Shore of the Avalon Peninsula. The town borders on the city limits of St. John's and is only a short 25 minute drive from downtown of the provincial capital city.

2.3 Land Uses and Activities

While Bay Bulls was once considered a low-density rural community, it is now undergoing modest growth and urbanization, Density has increased substantially in the past decade. Its convenient location near the St. John's Urban Region makes it a growth centre within the local area. The predominant form of housing is the single-family detached house, located on larger unserviced lots.

The peripheral landscape is generally rugged and broken, with hills rising to over 270 metres and capped by huge rock masses. Many of the houses around the coast lie on a fairly deep ground moraine soil, but this coastal strip is very narrow and provides only limited land that can be developed. There are also scattered pockets of deep moraine soil away from the coast.

2.3.1 Residential Uses

Currently, there are 631¹ private dwellings in the town, 597 of which are occupied by usual residents. Single detached dwellings number 555 and this continues to be the predominant housing type in Bay Bulls. There are no apartment buildings and very few buildings more than 2 storeys. Two-person households predominate at 205 and the average household size is 2.6 persons.

¹ Statistics Canada 2021 Census

Census data for 2016 regarding household characteristics by tenure reveal there are 510 owners and 60 renters, while the 3-bedroom house predominates at 110 with 195 2-bedroom homes. The following Table 2.1 illustrates private households by period of construction and that more than half of the housing was built prior to 1981.

Table 2.1 Dwellings by Period of Construction

Occupied private dwellings by period of construction	565
1960 or prior	85
1961 – 1980	90
1981 – 1990	50
1991 – 2000	45
2001 - 2005	40
2006 – 2010	125
2011 – 2016	130
Source: Statistics Canada 2016 Census Data	

Based on the Canada Mortgage and Housing Corporation's (CMHC) affordability benchmark of shelter cost to income ratio (30%), in Bay Bulls of 565 owner/tenants, 480 spend less than 30% of their income on housing while 85 spend 30% or more, indicating that housing in the town is affordable. The average monthly shelter costs for owned dwellings in Bay Bulls is \$1,144 and \$1,201 for the province. The average dwelling price in Bay Bulls is \$320,270 and higher provincially at \$308,833.

Housing permits issued in Bay Bulls over the last five-year period average 7 per year. While economic conditions in the province have reduced spending from year-to-year, housing permits seem to be on the rise as shown in Table 2.2 following, indicating optimism in the marketplace.

Table 2.2 Housing Permits: 2016–2021

Town of Bay Bulls Housing Permits Issued 2016 - 2021	
2021	3
2020	2
2019	3
2018	5
2017	4
2016	7
Source: Town of Bay Bulls	

In the future, the municipality may experience changing housing needs as its population ages and household size become smaller.

2.3.2 Commercial Development

Bay Bulls has approximately 45 businesses operating in the Town. Due to its proximity to St. John's the population is becoming more of a bedroom community for people employed there. The Bay Bulls Municipal Plan does not have a specific 'Commercial' designation, however, the Mixed Use designation allows for commercial uses on a discretionary basis. In the Mixed Use designation, certain commercial uses are discretionary.

Bay Bulls has been at the forefront of many strategies such as fish farming and lately servicing the offshore Oil and Gas industry. The Penney Group of Companies has built a world class repair facility that services the offshore oil and gas industry. Tourism has become an important part of the community as well. Four whale and bird watching establishments, as well as several bed-and-breakfast places attract visitors from all over the world.

2.3.3 Rural Development

Sod farming, a dairy farm, a domestic cutting area, and seven quarries have been identified as

having aggregate potential exist in the rural portion of Bay Bulls. Some of these quarries are seasonal and operate only during the summer season.

2.4 Demographic Trends

The following discussion of selected demographic indicators is based upon data available from Statistics Canada, Census Profile - 2016 Census. Information was also reviewed available on the Government of Newfoundland and Labrador website, Department of Finance and Community Accounts. This data is gleaned from various sources and tabulated by federal and provincial departments based on 2016 census data, 2011 National Housing Survey data, and the latest facts and statistics gathered by the province. Selected demographic indicators below are compared for provincial and municipal trends.

At the time of writing this Plan, the 2021 census data for population had just been released by Statistics Canada. All other analysis is based on 2016 census data.

2.4.1 Population Characteristics

The Statistics Canada 2021 census data lists the population for Bay Bulls at 1566. According to the census data, the population of Bay Bulls has grown consistently since 2001, when the community suffered a population decline of approximately 1.0%. In the last two census periods Bay Bulls population has grown by 36% in total equaling 1,566 residents. Table 2.3 illustrates population change for the town since 1986 indicating that after several years of decline, the population has started to rebound. Meanwhile, the population of the Province of Newfoundland and Labrador has changed by +1.0% in the last census period.

Table 2.3 Bay Bulls Population Change: 1986–2021

Year	Population	Change	% Change
1986	1114		
1991	1065	-49	-0.99%
1996	1063	-2	-0.09%
2001	1014	-49	-0.95%
2006	1078	64	6.3%
2011	1283	205	19.0%
2016	1500	217	16.9%
2021	1566	66	4.4%

Source: Statistics Canada

2.4.2 Age Characteristics

As with provincial age group characteristics, Bay Bulls has an aging population. However, the municipality has experienced an increase in total population since the 2006 census, which may be attributed to the migration of individuals into the town from outlying areas in order to be closer to services. Tables 2.4 and 2.5 following, compare age group characteristics for the province and the municipality.

Bay Bulls 2021 population of 1,566 is almost evenly split between males and females. The population bulge age category 15 – 64 years, is 65.0% of the total population for both the municipality and the province. While the age group 0-15 years is slightly greater in the municipality at 19.7% vs. 14.3% provincially. Of note is the age group 65 - 84 years, which with a population distribution of 19.4% both municipally and provincially is larger than the age group 0-14 years. This reinforces that the province and Bay Bulls are experiencing an aging population. The average of Bay Bulls residents at 39.1 years, is slightly less than that of the province at 43.7 years.

Table 2.4 Age Group Characteristics: Bay Bulls vs. Province

Age characteristics	Bay Bulls			Province of NL		
	Total	male	female	Total	male	female
Total age groups	1500	730	770	519,715	253,930	265,790
0 to 14 years	295	140	155	74,440	38,200	36,240
15 to 64 years	975	495	485	344,245	168,555	175,695
65 years and over	230	100	130	101,025	47,170	53,855
85 years and over	10	0	10	9,360	3,245	6,125
100 years and over	0	0	0	60	20	75

Source: Statistics Canada 2016 Census Data

Table 2.5 Population Distribution: Bay Bulls vs. Province

% Population Distribution	Bay Bulls			Province of NL		
	Total	male	female	Total	male	female
0 to 14 years	19.7	19.2	20.1	14.3	15.0	13.6
15 to 64 years	65.0	67.8	63.0	66.2	66.4	66.1
65 years and over	0.7	0.0	1.3	19.4	18.6	20.3
85 & over	39.1	38.8	39.4	1.8	1.3	2.3
Avg age population	39.3	39.7	39.0	43.7	42.9	44.4

Source: Statistics Canada 2016 Census Data

2.4.3 Household and Family Characteristics

In Bay Bulls there are a total of 460 census families in private households. Of these 395 identify as couple families (married or common-law) and 170 of those have no children, while 235 have children. There are 65 lone parent families and 45 have one child, 10 have 2 children and 10 are composed of 3 or more children.

2.4.4 Household Income 2016

The average total household income, as reported in 2016 for Bay Bulls is \$112,362 and slightly higher provincially at \$87,392. There are 70 households whose 2016 income was less than \$30,000 in that time period. There were 280 households in the municipality that reported a 2016 income greater than \$100,000.

2.4.5 Labour Force Status

Labour force status includes a municipality's total population 15 years that is eligible to be in the labour force. In Bay Bulls 1,175 individuals are in the labour force, while 390 are not in the labour force. The latter may be retired or not actively seeking work. There are 715 employed residents and 70 who are unemployed. The unemployment rate for Bay Bulls is 8.9% compared to a higher rate of 15.6% provincially. Thus, Bay Bulls residents have a higher participation in the labour force than the province as a whole.

TABLE 2.6: EMPLOYMENT BY INDUSTRY, BAY BULLS 2006

Industry	Employees
Management Occupations	60
Business, Finance and Administration	145
Natural and Applied Sciences	75
Health Occupations	65
Education, Social and Government Services	70
Arts, Culture, Recreation and Sport	15
Sales and Services	115
Trades, Transport and Heavy Equipment	160
Natural Resources and Agriculture	50
Manufacturing and Utilities	30
TOTAL	780

Source: Statistics Canada 2016 Census Data

2.4.6 Education

The residents of Bay Bulls are well educated. About 1,750 individuals in private households, aged 15 years and over have achieved a high school certificate, diploma or degree while 225 have none. There are 285 individuals with a high school diploma or equivalent and 665 have a post-secondary

diploma certificate or degree. The latter include the trades, college and university certificates, diplomas and degrees at the bachelor level. Thirty individuals hold a Master's degree. Major fields of study include education, social sciences, business, management and public administration, architecture, engineering technologies, health care and personal, protective and transportation services.

2.5 Municipal Finance and Services

In December 2021, the Town Council of Bay Bulls adopted its Annual Operating Budget for 2022. The budget proposes that all rates and fees for 2021 shall remain unchanged for the coming year. Council's Balanced Operating Budget for 2021 with Revenues of \$2,733,497.49 and Expenses totaling 2,680,732.86.

The Town of Bay Bulls provides the usual municipal services: road construction and maintenance, snow clearing, street lighting, garbage collection, and recreational sites and facilities. The Town's major service expenditures are road construction and re-surfacing.

2.6 Summary

According to the 2021 census data, the community of Bay Bulls has experienced an increase in population since 2016, with a current total population of 1,566. The community enjoys steady employment rates, incomes almost on par with the province and housing prices that are affordable. The community has grown in the last decade and offers residents a favourable lifestyle in a pastoral rural setting that is within an easy commute to other larger centres.

2.7 A Strategy for Growth and Change - Municipal Plan

The development strategy for the Town of Bay Bulls, Municipal Plan 2022-2032 is to continue to reinforce the patterns of development that have evolved over the last number of decades. The emphasis will be on retaining and strengthening current land use patterns to minimize the inefficient use of land and services. The continued provision of commercial and community

services, the enhancement of tourism, recreation and open space opportunities and the protection of significant environmental features and lands will be the focus of this plan.

3.0 VISION, GOALS AND OBJECTIVES

This section outlines the Town’s planning vision, goals, and objectives that will be pursued for the period. The vision statement establishes a broad picture of the community’s future – a future that Council will endeavour to achieve through the implementation of the policies and proposals outlined in the Municipal Plan. A goal is a desired state that reflects the long range desires of Council and is related to an area of concern. It is concrete, realistic, action-oriented and attainable within a period of three to five years. The realization of an objective should move the goal closer to reality. The community vision, goals and associated objectives were determined through consultation with Council and the public.

3.1 Bay Bulls Strategic Plan

The Bay Bulls Town Council is having a Strategic Plan prepared simultaneously with its Municipal Plan Review. The Strategic Plan will complement the Municipal Plan and serve Council as a guiding document for future economic development. Based on a factual assessment of where the Town is now, the Strategic Plan, along with this Municipal Plan will develop a vision of where it wants to be in the future. These two documents will contain a work plan for short, medium and long-term actions for business development and economic prosperity. A planning workshop was held with Council and staff to draft a Vision, Mission and Values Statement.

VISION STATEMENT:

“At the Gateway to the Irish Loop, the historic Town of Bay Bulls is a vibrant, welcoming, prosperous community and a great place to live, work and play.”

The Town of Bay Bulls will achieve this vision by being a community which:

- Celebrates its history and heritage,
- Maintains its small town values and connection,
- Recognises its obligation to environmental stewardship in all development activities,
- Supports its entrepreneurs, and
- Builds community vitality through infrastructure, services and community engagement.

MISSION STATEMENT:

“To provide innovative, creative and fair leadership and high quality municipal services to meet the diverse needs of our visitors, residents and business.”

VALUES:

Integrity:

Practice the highest levels of integrity by being fair, consistent, and transparent in decisions which we make.

Communications and Engagement:

Maintain effective and timely lines of communications and meaningful, inclusive engagement with residents, businesses and staff.

Fiscally Responsible:

Provide the best possible infrastructure and services possible within the fiscal capability of the Town.

Leadership:

Open to a diversity of opinions and strive to find creative solutions in our response to issues.

Stewardship and Sustainable Growth: We are committed to preserving our abundant natural resources and our rich heritage while promoting sustainable economic growth.

In order to achieve this *vision, mission and values statements*, a number of goals have been identified to provide the foundation for specific objectives and land use policies as described in the following sections. The following community goals reflect the Vision Statement and Mission Statement which will guide the Town of Bay Bulls over the next decade.

3.2 Community Goals

Based on a comprehensive background study of the Bay Bulls Planning Area, the following goals and objectives have been developed for a ten-year planning period. The goals and objectives also reflect the intent of the ICSP.

Goal A: Physical Structure

A1. To encourage a growth structure for Bay Bulls which will ensure land use compatibility, orderly development and the economic use of municipal services.

A2. To control future growth of the town in such a manner as to develop a balanced and attractive community.

A3. To protect the natural environment and natural resources throughout the Planning Area.

Objectives:

1. To allocate land for future development on the basis of its best use considering its physical characteristics and location.
 2. To permit development to occur only with appropriate municipal or on-site services.
 3. To ensure that natural areas such as drainage courses, rocky outcrop and rugged shorelines, and steep slopes are protected from development to preserve environmental resources and the rural character of the Town.
-

4. To preserve the rural character of the Town allowing residents to maintain activities such as small-scale traditional uses without creating problems for neighbouring residents.

Goal B: Economic Development

B1. To encourage diversified and balanced economic development that fosters employment opportunities for local residents, promotes a high quality of life, contributes financially to the municipality, and protects the environment.

B2. To promote Bay Bulls as an attractive place to live drawing on its pleasing residential environment, natural and scenic character, municipal services, and reasonable cost of living.

Objectives:

1. To promote the continued operation of existing home occupations through continued provision of high quality municipal services.
2. To encourage the emergence of new commercial businesses including additional home occupations.

Goal C: Housing

C1. To provide for an adequate quality, quantity and mix of housing to serve the needs of the present and future population.

C2. To provide for a good quality residential environment through good site design and a high standard of municipal services.

C3. To provide for residential growth which maximizes the efficient use of land and services.

Objectives:

1. To provide an adequate amount of serviced land to accommodate residential development within the municipality.
2. To encourage the improvement of substandard dwellings.
3. To provide for a mixture of housing types within the municipality including affordable housing and housing geared to seniors.
4. To encourage the development of residential infilling lots within the built up area of the municipality.
5. To maintain the present high standard of housing in the community, through residential site design and a high standard of municipal servicing.

Goal D: Transportation

D1. To provide a safe and efficient network of local roads that adequately serves the residents of Bay Bulls.

Objectives:

1. To maintain existing municipal roads through a regular maintenance and improvement program.
 2. To improve the road network by connecting streets which require a second access.
 3. To reserve land for future access to backlands.
-

Goal E: Municipal Services

E1. To provide, where possible, a full range of municipal services and social to residents of Bay Bulls.

Objectives:

1. To ensure that on site services meet the standards of Service NL.
2. To provide fire protection to all residences through the provision of adequate residential fire flows.
3. To ensure that land is reserved throughout the town for recreation, open space and cultural land uses.
4. To ensure public access to the major natural features of the planning area such as the vistas, ponds, streams, and ocean shorelines.

Goal F: Environment

F1. To provide a pleasant and safe living and working environment in Bay Bulls.

F2. To encourage a community philosophy that values and protects its natural environment, and conserves, protects, and where possible, enhances important and sensitive environmental resources.

F3. To encourage the preservation of natural resources and promote the development of sustainable development activities.

Objectives:

1. To provide water, sewage and solid waste disposal services which are at an environmentally acceptable standard.
-

2. To prohibit development in excessively marshy areas.
3. To protect the designated Bay Bulls Brook Pond Protected Watershed from
4. any development or activity which could affect the quality of the water supply.
5. To discourage development in areas with slopes greater than 15 percent, recognizing that development in such areas can result in environmental damage and higher costs for servicing and maintenance.
6. To maintain a minimum 15 metre buffer of land from the high water mark of ponds, lakes, streams and shorelines for conservation use.
7. To ensure development in the floodway and floodway fringe receives prior approval from the Water Resources Management Division, Department of Environment, Climate Change and Municipalities.
8. To protect natural resources from degradation including water, air, soils, traditional agricultural land, forests and scenic areas.
9. To ensure the preservation and enhancement of existing hiking trails as points of public access.

Goal G: Municipal Finance

- G1.** To manage municipal expenditures and revenues so as to provide necessary municipal services within a framework of long-term financial stability.
-

Objectives:

1. To manage municipal expenditures within a framework of restraint and maximum return of investment.
2. To manage the municipal debt, considering the Town's ability to meet its expenditures over the long term.
3. To encourage a more diversified economic base to generate more revenues through business taxes.

Goal H: Culture, Recreation and Open Space

H1. To provide a range of leisure and recreation facilities that address the needs of all residents of Bay Bulls and that are within the Town's financial capabilities. To support the provision of services and facilities that enhance the personal and physical well-being of residents.

Objectives:

1. To facilitate and ensure that sufficient space, facilities and programs are provided to meet the year round recreational and leisure needs of Bay Bulls residents.
2. To develop and maintain facilities and natural areas to accommodate a range of active and passive recreational opportunities.
3. To facilitate and encourage the provision of leisure and recreation programs by community based groups that are responsive, accessible and affordable for all Bay Bulls residents.

4.0 THE LAND USE PLAN

The following policies with accompanying Generalized Future Land Use Maps constitute the land use component of the Bay Bulls Municipal Plan, 2022-2032. Included are policies which are seen as necessary by Council to ensure that the physical development of Bay Bulls is undertaken in an efficient and economic manner during the ten-year (2022 - 2032) life of this municipal plan.

4.1 General Land Use Policies

The following policies can be categorized as general in scope in that they can be applied to more than one land use and to different sections of the Town of Bay Bulls. They are therefore presented as a separate section of this Land Use Plan.

GLUP-1 Community Structure

It shall be Council's policy to direct new development in accordance with the Future Land Use Map, as amended from time to time, and in accordance with the policies of this Plan. Generally, new residential development will be located in areas of Town that can easily and economically serviced. New commercial and business development shall be concentrated along the Southern Shore Highway especially in areas designated Commercial and Mixed Use.

GLUP-2 Subdivision Policies

It shall be Council's policy that all proposed subdivision developments shall be subject to a comprehensive evaluation by the Town. The content of this evaluation will be detailed in the Bay Bulls Development Regulations and will include:

- An investigation of physical features of the site and the opportunities and constraints to development that they represent. Where possible, the layout of proposed lots and roads shall conform to the topography.
 - An outline of how the proposed subdivision will integrate with existing development and
-

roads and services on adjacent lands and provide for future access to undeveloped lands in the area.

- Ensure compatibility between the subdivision and surrounding land uses, both existing and future, and
- A review of municipal servicing proposals by the developer and the public costs of providing and maintaining these services.

GLUP-3 Non-conforming Uses

It is the policy of Council, in accordance with Section 108 of the *Urban and Rural Planning Act, 2000*, to recognize that any development or land use that legally exists on the day this Plan comes into effect, may continue. Where a building or use exists which does not comply with the intent of the Plan and the designation use, it shall not be allowed to substantially expand. Minor extensions may be approved provided there will be no adverse effects on surrounding properties or the environment and a change from one non-conforming use to another more acceptable use may be permitted.

GLUP-4 Development Agreement

It shall be Council's policy as a condition of approval, to require the developer to enter into a development agreement with the Town.

GLUP-5 Public Open Space

It shall be Council's policy that a minimum of 10% of the gross area of land developed for subdivision purposes shall be dedicated to the Town as Public Open Space. This land would be suitable for walking trails, parks, green belts etc. Council may accept from the developer in lieu of such area of land, payment of a sum of money equal to the fair market value of the land which would otherwise be required to be dedicated.

GLUP-6 Easements, Right of Way and Emergency Access

It shall be Council's policy that where land is required for utility easements, a Right of Way or emergency access, such land shall be obtained for the appropriate agency while approving subdivision or other development applications.

GLUP-7 Soils and Drainage

It shall be Council's policy that development shall only be permitted on lands having soil and drainage conditions which are suitable to permit the proper siting and development of the proposed uses.

GLUP-8 Building Setbacks

It shall be Council's policy that building setbacks from roads shall be provided in accordance with the Bay Bulls Development Regulations to preserve the right-of-way widths specified in this Plan. Such setbacks should be sufficient to allow appropriate landscaping and to permit the parking and movement of vehicles clear of any road allowance.

GLUP-9 Access to a Public Street

It shall be Council's policy that all development shall front onto a publicly maintained street, unless otherwise specified in this Plan.

GLUP-10 Archaeological Sites

There are 14 archaeological sites located within the planning area and on record with the provincial archaeological office. These sites are protected under the *Historic Resource Act, 1990* and are not to be disturbed in any way. Any public works project or major land development that involves ground disturbance shall be referred to the Provincial Archaeology Office, Department of Tourism, Culture, Arts and Recreation for review. Consultation should be initiated in the early stages to ensure that appropriate mitigative measures are put in place.

GLUP-11 Forestry/Wildlife Uses**Forestry**

Traditional use of the land base for activities such domestic wood cutting, commercial wood harvesting, hunting, fishing and other outdoor recreational opportunities and important values to the residents of Bay Bulls.

Currently, there is one domestic wood harvesting areas within the planning area. The Broad Gully domestic cutting area is also located on the north side of the planning area. This is a traditional harvesting area and is continually monitored for sustainability and environmental damage by Forestry Branch, Department of Fisheries, Forestry and Agriculture.

Wildlife

Council shall encourage, where possible, a 30 metre riparian buffer of undisturbed natural green belt along wetlands.

Council shall encourage the preservation and protection of sensitive wetlands that are valuable for controlling flooding; habitat for water fowl or have important aesthetic value to the surrounding areas. Any development proposal within sensitive wetlands areas shall be referred to the Department of Environment and Climate Change, Water Resources Management Division and Wildlife Division, prior to Council approving any development proposal.

GLUP-12 Survey Control Marker

There are approximately 18 survey control markers within the Bay Bulls Planning Area which are identified on both the Future Land Use Map and the Land Use Zone Map. It is Council's policy that all new land surveys be geo-referenced to an existing Control Survey Marker. Missing Survey Markers must be reported to the GIS and Mapping Division, Department of Fisheries, Forestry and Agriculture.

GLUP-13 National Building Code of Canada

Council shall direct developers to the latest edition of the National Building Code of Canada to ensure that new energy efficiency requirements are followed for all new development.

GLUP-14 Highway Sign Regulations, 1999

It is Council's policy to require signage along any provincial highway be referred to and approved by the Department of Digital Government and Service NL for approval.

GLUP-15 Protected Road, Route 10

The Southern Shore Highway, Route 10, is a Protected Road. Development within 100 metres of the highway centerline requires a Permit under the *Protected Road Zoning Regulations*. Applications shall be referred to the Department of Digital Government and Service NL.

4.2 Environmental Policies

EP-1 Preservation of Trees

Mature trees shall be preserved and replaced where necessary. Such trees shall be removed only if they become dangerous because of age, disease or proximity to a building; if they are overcrowded, and unduly inhibit light and air circulation for landscape purposes and building occupancy, or if they will unduly inhibit construction.

EP-2 Protection of Watercourses, Wetlands, Fish and Waterfowl Habitat

Rivers, streams, ponds, and shorelines shall be protected from pollution. The existing vegetation shall be maintained along banks and shorelines where possible. No development shall be permitted within a minimum of 15 metres to 30 metres of a watercourse without approval from the Department of Environment and Climate Change and if fish habitat is affected, from Fisheries and Oceans Canada.

EP-3 Alterations to the Natural Environment

Development proposals for altering the natural environment shall include plans for grading, ditching, and landscaping. Significant alterations (such as changing the drainage pattern or removing vegetation) will be considered during the evaluation of development proposals. Alterations which will adversely affect adjacent property or watercourses shall not be permitted. Topsoil or sods shall not be removed except with the approval of Council.

EP-4 Land for Environmental Protection

When considering a subdivision or other major development, it is the policy of Council to require portions of the development site to be set aside from development or the clearing of vegetation in order to reduce and control stormwater drainage, erosion, and other environmental impacts. Section 13(3) of the *Urban and Rural Planning Act 2000* provides Council with the Authority to require land to be set aside for environmental purposes. Land for such purposes shall not be included in the calculation of land for public use as set out in Section 37(1) of the *Act*.

EP-5 Mineral Workings

The adverse effects of mining, quarrying and mineral exploration such as dust, noise, and visual impact shall be minimized through adequate separation from adjacent land uses. Derelict lands are to be rehabilitated by the operator prior to abandonment.

Mineral exploration shall be permitted in the planning area as set out in the policies of this Plan and conditions of the Bay Bulls Development Regulations. Aggregate mining and extraction shall only be permitted with the approval of a quarry permit from the Mineral Lands Division, Department of Industry, Energy and Technology and approval of the Town of Bay Bulls.

EP-6 Quarries and Aggregate

The Bay Bulls Planning Area has seven (7) areas under a quarry permit all of which are south of Long Pond. Historic quarrying has occurred in this area due to deposits of sand and gravel.

EP-7 Storm Water Management

Managing stormwater runoff is becoming increasingly challenging through the incidence of more intense storms and further urban development resulting in increased water runoff. Council shall require land to be developed on the basis of zero net runoff unless otherwise approved. Council shall encourage alternative zero net methods of storm water management such as retention ponds and other techniques that decrease water run-off.

- Where possible, the Town shall encourage and support development designs and infrastructure that incorporate stormwater best management practices. The Town may require land to be developed on the basis of zero net runoff.
- Development shall be designed so that run-off from the development does not negatively impact adjoining properties.
- Proposals for development, including the clearing of land, shall include plans to manage stormwater runoff to prevent sedimentation and excessive flooding.

EP-8 Development Below the 4.0 Metre Contour (ILUC)

Council shall consider climate change and environmental impact of more frequent and extreme weather events that may result in increased flooding, sea surge and coastal erosion, when allocating land for future development that is in close proximity to rivers, floodplains, or the coastline of Bay Bulls Harbour. Provincial climate change projections shall be considered for different stages of development in consultation with the Department of Environment and Climate Change.

Council shall prohibit new development below the 4.0 metre contour to the shoreline,

where no development has occurred and sensitive environmental areas are especially vulnerable to the impacts of flooding, storm surge and coastal erosion.

Where development already exists below the 4.0 metre contour and the shoreline, council may consider new development or repair and extensions of existing development where appropriate mitigation measures are employed such as coastal protection measures or enhanced engineering standards.

Council shall monitor lands above the 4.0 m contour that may also be at risk from coastal flooding, erosion, and sea surge during the planning period and seek input from the Department of Environment and Climate Change.

EP-9 Geological Hazards and Environmental Impacts

Council shall restrict development in areas that are environmentally sensitive or hazardous for development due to steep slopes, wet or unstable soils, or unstable geological conditions, flooding, and coastal erosion in order to reduce potential environmental impacts.

EP-10 Geological Survey of Newfoundland and Labrador (GSNL)

The Geological Survey of Newfoundland and Labrador (GSNL), Department of Industry, Energy and Technology, predicts that the intensity of landscape change and the frequency of geological hazards will likely increase due to changes in the climate and rising sea levels. GSNL suggests that the current 15m around coastlines, harbours and river outlets may not be adequate. The GSNL recommends increasing the 15m buffer to 30m around coastlines, harbours and river outlets.

Further, GSNL has identified seven (7) areas of concern in the Bay Bulls Planning Area and

are identified by letters A to G and are located on the Generalized Future Land Use Map.

Area A

Area A is located on the Bay Bulls River where spring thaw and heavy rainfall may be impeded by ice and debris at the bridge at the intersection of Cemetery Road and the Southern Shore Highway. Bay Bulls River takes an approximately 90° turn which may cause flooding during heavy rainfall and storm conditions. GSNL recommends a 30m buffer in this area as identified on the Generalized Future Land Use Map as A.

Area B

In this area, GSNL recommends extending the recommended 30m shoreline reservation from Bread and Cheese Cove going east to the end of the Planning area as identified on the Generalized Future Land Use Map as B.

Area C

GSNL recommends extending the river reservation to the north side of North Side Road by approximately 250m to include all of the stream channel and is identified on the Generalized Future Land Use Map as C.

Area D

Stanley's River, at the intersection of North Side Road may be prone to further erosion of the stream and its banks during spring thaw or heavy rainfall. Debris or ice jams may cause upstream flooding. This area is identified on the Generalized Future Land Use Map as D.

Area E

There are steep slopes near the beginning of North Side Road. GSNL suggests that this area may be unstable during storm events and should be monitored closely. This area is identified on the Generalized Future Land Use Map as E.

Area F

Near the intersection of Bill Joy's Lane and North Side Road, is an area having potential for slope movement. GSNL recommends against any new development in this area due to potential rock falls during heavy rains. This area is identified on the Generalized Future Land Use Map as F.

Area G

GSNL suggests an area east of Bill Joy's Road at the intersection of a stream with North Side Road is prone to coastal erosion. The existing culvert across North Side Road should be kept free of debris and monitored closely during heavy rain falls. This area is identified on the Generalized Future Land Use Map as G.

4.3 Servicing Policies

SP-1 Groundwater Assessment

New subdivisions shall require a groundwater assessment be undertaken to determine the acceptable quality and quantity of drinking water. The *Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Serviced, by Individual Private Wells*, provide administrative and technical guidance to developers. The Water Resources Management Division, Department of Environment and Climate Change, should be contacted prior to new residential subdivision development.

SP-2 On-Site Sewerage Disposal

On-site sewerage disposal system shall be in compliance with the requirements of the *Private Sewerage Disposal and Water Supply Standards*, Department of Digital Government and Service NL. Sub-service sewerage disposal systems shall be no closer than 30 metres from a waterbody or watercourse.

4.4 Specific Policies – Land Use Designations

LUD-1 The land resources of the Bay Bulls Planning Area shall be managed in accordance with the proposed land uses shown on the Generalized Future Land Use Map and the land use policies contained within this Municipal Plan. Eight land use designations apply to the municipality of Bay Bulls.

LUD-2 The Generalized Future Land Use Maps establish the pattern of development by dividing the Planning Area into the following land use designations:

- Residential
- Mixed Use
- Industrial
- Public Use
- Open Space Recreation
- Open Space Conservation
- Rural

The following policies are applied specifically to the land use designations listed above.

4.4.1 Residential

Residential is the major land use in Bay Bulls. The purpose of the Residential designation is to preserve the amenity and character of existing residential areas and to reserve lands for future residential use throughout the Planning Area. The Town does not provide municipal services such as water and sewer. Infill development on existing roads within built up areas of the town shall be encouraged to increase the density of development and to make efficient use of municipal services such as snow clearing, garbage collection, and reduce operating costs.

The need for new building sites will primarily be for housing. There are very few areas of land in the older part of Town capable of development. Very little infilling of residential areas remains. Future residential development will be mostly in the area of Sheldon Drive, Dunne Drive, with two new subdivisions proposed for Cemetery Lane (10 lots) and approximately 30 lots proposed off the Southern Shore Highway, Route 10. New subdivision development is proposed at the end of Cemetery Road.

Objectives:

1. To promote a safe residential environment by controlling the classes of land use and characteristics of development permitted within residential areas.
2. To promote infill development along existing roads to make efficient use of municipal services such as snow clearing, garbage collection and reduce operating costs.
3. To ensure that residential development takes place in a manner that does not prejudice access to and appropriate development of neighbouring land.

Policies:

- RES-1:** It is the policy of Council to encourage and support a mix of housing types and densities within designated residential areas.
- RES-2:** It is the policy of Council to encourage and support the design and development of high quality and innovative forms of housing.
- RES-3:** It is the policy of Council to encourage and support the development of housing appropriate to the needs of seniors as well as affordable housing.
- RES-4:** Development of residential units shall be permitted only in areas with direct access to a public street.
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RES-5: It is the policy of Council that Home Based Businesses are a permitted use in residential areas in accordance with provisions as outlined in Schedule C of the Development Regulations.

RES-6: Backlot development may be permitted at the discretion of Council in developed areas behind existing dwellings where vacant parcels of land exist which are of sufficient size for a building lot, but which do not have the required frontage on a publicly maintained street. In such cases, the following requirements shall be met:

- The site is located in an area designated for Residential development on the Bay Bulls Generalized Future Land Use Maps.
 - Approval for on-site water supply and sewage disposal must be obtained from Council and Service NL.
 - The development of the lot does not prejudice the use of adjoining backland. Where there is potential for additional development in the area, the lot and access shall be developed in a manner which will accommodate future development. In such cases, access to the public street must be of sufficient width (15 metres) to accommodate future public use.
 - Where there is no potential for additional development, the access road shall be treated as a private driveway and only one backlot development shall be permitted.
 - Council shall be satisfied that the backlot development will not detract or restrict other types of development on adjacent lands.
 - Approval of any backlot development shall not affect the legal conformity of any existing lots.
-

- To ensure that Council can meet its responsibility for public safety and emergency access, the dwelling on a backlot shall be a minimum of 32 metres and a maximum of 100 metres from a public street, and
- Standards for backlot development shall be established in the Bay Bulls Development Regulations.

Residential Density

The areas designated as Residential Use on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zones:

- **Residential (Res)**
- **Residential Subdivision Area (RSA)**

The detailed requirements of these zones are outlined in the Schedule C of the Development Regulations. All residential development shall comply with the general land use policies of this Plan and as set out by regulation in the Development Regulations, Schedule C.

Residential (Res) Policies

This designation is applied to areas where priority will be given to new residential development or to maintaining existing residential neighbourhoods during the Planning Period.

Policies:

Res-1: It is the policy of Council to permit specific uses in the form of single dwelling, double dwelling, and recreational open space as the primary use within the Residential Zone.

Res-2: It is the policy of Council to permit on a discretionary basis row dwelling, apartment building, boarding house residential, personal care home, place of worship,

convenience store, child care, bed and breakfast operation, cultural and civic uses, personal services, light industry, and cemetery; subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Res-3: Compatible open space and uses such as parks, may be permitted as a discretionary use within residential areas, provided that:

- a) The use does not conflict with neighbouring uses.
- b) The dominant use within the area is residential, and
- c) Adequate pedestrian and vehicular access and on-site parking can be provided.

Res-4: Local convenience stores and other limited commercial uses which serve local neighbourhood needs may be permitted within residential areas provided that the commercial use is clearly subsidiary to the residential use (e.g., where the commercial use is contained within the residence), as outlined in Schedule C of the Development Regulations.

Res-5: Local commercial uses within Residential areas should be located in proximity to a major road.

Res-6: Boarding House Residential may be permitted at the discretion of council and subject to terms and conditions as set out in Schedule C of the Development Regulations.

Res-7: Infilling between existing buildings and properties shall be permitted subject to the policies of this Plan and other requirements for servicing, design and safety as outlined in the Development Regulations, and from appropriate provincial agencies, including Department of Digital Government and Service NL and the Department of Environment and Climate Change.

Residential Subdivision Area

Residential Subdivision Areas have the potential to accommodate a high quality, residential subdivision development. These areas shall be developed by approval of a subdivision development scheme. The Development Scheme shall take into account onsite service requirements, topography, adjacent land uses, future development of surrounding lands, road networks, and any other specific requirements as established in Schedule C of the Development Regulations.

Council shall require public consultation of the development proposal and will consider comments or representations received prior to adopting an amendment to the Development Regulations for rezoning. The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policies:

RSA-1: It is the policy of Council to permit single dwellings only as the primary use of land in the Residential Subdivision Area.

RSA-2: Council will consider permitting a Residential Subdivision Scheme when it is satisfied the following conditions have been met:

- (a) An engineering evaluation is completed of the capability of the site to accommodate onsite water and sewage services, including assessment of soil, drainage and vegetation cover, ensuring that the property can sustain private water and sewage services for the long term.
 - (b) Street layout and linkages with existing or proposed streets surrounding the scheme area.
-

- (c) Requirements for play areas or parks, as per the standards of Council and the requirements of the *Urban and Rural Planning Act 2000*.
- (d) Compatibility with surrounding land uses (those uses which could be incompatible with residential uses in terms of adverse visual, noise or other impacts, will be planned very carefully in the areas surrounding the Scheme areas).
- (e) The most suitable mix and location of housing, and
- (f) A phasing plan outlining the stages in which the property will be developed.

RSA-3: Upon approval by Council of a Residential Subdivision Scheme, an amendment to the Development Regulations is required to bring the scheme into effect.

RSA-4: It is Council's policy that when the requirements of the of the Residential Subdivision Scheme are met, the land be rezoned to Residential.

4.4.2 Mixed Use

The predominant land use surrounding the Harbour is residential. The area also contains a number of commercial and tourist related businesses. To provide opportunities for further small scale general and light industrial development, while protecting residential development, this area is designated Mixed Use on the Generalized Future Land Use Map and will also be categorized on the Land Use Zoning Maps as Mixed Development (MD). The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policies:

- MU-1:** It is the policy of Council to permit the following uses: single dwelling, double dwelling and recreation open space as the primary use of land in the Mixed Development land use zone.
- MU-2:** It is the policy of Council to permit discretionary uses such as row dwelling, apartment building, boarding house residential, commercial residential, cultural and civic, general assembly, passenger assembly, club and lodge, catering, funeral home, child care, indoor assembly, medical & professional, office, personal service, general service, communications, taxi stand, medical treatment and special care (home for the aged only), shop, convenience store, general industry, light industry, place of worship, transportation and antenna subject to terms and conditions as outlined in Schedule C of the Development Regulations.
- MU-3:** General and Light industrial uses will be considered provided that the surrounding residential uses are not negatively affected by the general and light industrial use due to noise, smoke, odour, dust, vibrations or unsightly appearance; the light industrial use is designed and built in a style which is compatible with the surrounding land uses; a buffer is provided between the light industrial use and surrounding residential uses; and adequate off-street parking and loading facilities are provided for each general and light industrial land use. General industry uses shall be limited in scope and shall not detract from the residential character of the neighbourhood.

4.4.3 Industrial

Industrial development is presently very limited in the town and is mostly restricted along the offshore base at the west end of Bay Bulls Harbour and a small site at the south end of Town for a construction and storage yard. The former dump site at the north end of Town has been remediated and hosts a moderate industrial area with room for expansion

to the west. This site, at Winnonish Drive, is for mainly warehousing in support of the offshore oil industry and is expected to accommodate the current and future land use demands over the next ten-year planning period. There is a limited land base within the surrounding urban area of Town to meet any demands placed on it by an increase in industrial development.

The areas designated as Industrial on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as Industrial General (IG). The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Objectives:

- To reserve sufficient land in appropriate locations to accommodate industrial growth and relocation during the planning period.
- To provide a suitable location for intrusive industrial uses.
- To minimize land use conflict between industrial uses and urban development.

Policies:

IG-1: It is the policy of Council to permit general Industry, light industry and general service uses. General industry uses such as saw-mills, portable bandsaws, lumber yards and cement batching plants, where these industrial uses are contained primarily within buildings wherein the scale and type of storage or work activity will not be intrusive or otherwise objectionable to neighbouring residential areas. Light Industry uses shall also be permitted.

- IG-2:** Council may permit on a discretionary basis uses such as passenger assembly, service station, all use classes in the professional and personal service uses group, shop, hazardous industry, communications, transportation, office and antenna.
- IG-3** It is the policy of Council to locate intrusive industrial uses in suitable locations to minimize land use conflict between industrial uses and urban development, and to protect other land uses and the natural environment from adverse effects of industrial operation.

4.4.4 Public Use

Lands designated Public Use are intended for purposes that serve the general public. There are a number of schools, churches and public buildings or facilities in the town that form the basis of the social and economic fabric of the community. Facilities required to deliver municipal services to residents, such as the Town Hall, are also within the intent of this designation. Council will continue to support and encourage the development of public uses to expand the economy and enhance the quality of life for residents.

Lands that are designated Public Use on the Generalized Future Land Use Maps are also categorized on the Land Use Zoning Maps as Public Buildings (PB).

Policies:

- PU-1:** It is the policy of Council to permit the following use classes: educational, cultural and civic uses, general assembly, indoor assembly, outdoor assembly, Medical Treatment and Special Care, government or public offices, place of worship, recreational open space, child care and police station.
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PU-2: It is the policy of Council to permit the following discretionary uses: Indoor assembly, outdoor assembly, office, cultural and civic, club and lodge, catering, take-out food service, and antenna subject to terms and conditions outlined in Schedule C of the Development Regulations.

PU-3: The development of new public uses will be permitted subject to the following conditions:

- a) The site is adjacent to arterial or collector streets, and
- b) The proposed development is compatible with surrounding land uses, and will provide for protection of adjacent residential uses through controls on signage in addition to the provision of landscaping and buffering if required.

4.4.5 Open Space

The Town of Bay Bulls has an abundance of natural open spaces, recreational areas and magnificent shorelines, public access to water and impressive views. Open spaces provide lands for small parks and playgrounds, for walking and hiking, and can provide buffers between potentially conflicting uses. They may also provide habitat for wildlife.

Lands designated for open space shall be used for purposes that serve several functions including the provision of opportunities for active and passive recreation, the separation of incompatible uses, and the protection of sensitive natural areas and wildlife habitats. Lands that are unsuitable for development due to steep slopes or that are necessary for protect waterways or wildlife will be identified for conservation.

Objectives:

- To provide outdoor recreational opportunities for residents.
- To protect physical resources, such as environmentally sensitive lands and wildlife habitat.
- To preserve access to and protect the environmental quality of ponds, watercourses and shorelines.
- To ensure that cemeteries, historic sites and sites of architectural and archaeological significance, are preserved and maintained.

Two categories of Open Space land uses designated within the Planning Area are:

- **Open Space Recreation; and**
- **Open Space Conservation**

Lands that are designated Open Space Recreation and Open Space Conservation on the Generalized Future Land Use Map are also categorized on the Land Use Zoning Map as Open Space Recreation (REC) and Open Space Conservation (CON).

Limited open space and recreation uses are also permitted within all other land use designations and land use zones as described by this Plan and outlined in the Development Regulations.

Open Space Recreation

Areas designated for open space recreation will be reserved primarily for active outdoor recreational uses including playing fields, sports grounds, parks and playgrounds. Structures and small-scale buildings that enhance the outdoor recreation use may also be allowed.

Areas designated for open space recreation will be reserved primarily for active outdoor

recreational uses including playing fields, sports grounds, parks and playgrounds. Structures and small-scale buildings that enhance the outdoor recreation use may also be allowed.

Policies:

OSR-1: It is the policy of Council to permit the following use classes: recreational open space and outdoor assembly.

OSR-2: It is the policy of Council to permit the following discretionary uses: Indoor assembly, outdoor assembly, office, cultural and civic, club and lodge, catering, take-out food service, and antenna subject to terms and conditions outlined in Schedule C of the Development Regulations.

OSR-3: At its discretion, Council may also permit structures and small scale buildings that are accessory to the main outdoor recreation use and outdoor assembly use subject to terms and conditions outlined in Schedule C of the Development Regulations.

OSR-4: Open Space Recreation land shall provide pedestrian access to recreation facilities and act as a buffer between incompatible land uses (e.g., Industrial and Residential uses).

Open Space Conservation

Land designated for Open Space Conservation (OSC) shall serve to protect certain lands within the Town which by reason of their intrinsic character, are sensitive, vulnerable, or ecologically significant, or have natural or recreation values. They include wetlands, watercourses, bodies of water, shoreline frontages, steep cliffs, as well as open natural spaces such as woodlands, green belts, buffers, natural trails, areas of scenic attraction

for public enjoyment, etc. In most cases, these areas are located where municipal services cannot be feasibly extended.

Cemeteries which are located separately from a church are designated as Open Space/Conservation. Those cemeteries which are accessory to a church property are included in the Public Use designation.

Policies:

- OSC-1:** It is the policy of Council to permit conservation uses and cemeteries in the Open Space Conservation land use zone.
 - OSC-2:** It is the policy of Council to permit the following discretionary uses:
antenna subject to terms and conditions outlined in Schedule C of the Development Regulations.
 - OSC-3:** The approval by Council of new cemeteries in the Open Space Conservation zone will be contingent on access to an existing public road, a layout that facilitates public access, and no requirement for additional public services.
 - OSC-4:** No permanent buildings or structures shall be permitted on lands designated for Open Space Conservation Uses.
 - OSC-5** It is the policy of Council to permit at its discretion transportation uses associated with wharves, docks, off-shore supply, tour boats which may ne located along the seashore.
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4.4.6 Rural

The remaining lands within the Bay Bulls Planning Area are designated Rural. No development shall be permitted on land within this designation except those associated with agriculture, forestry, mineral workings, and outdoor recreation. Uses such as public utilities or road construction and maintenance, consistent with the objective of retaining the qualities of the rural environment, may be permitted.

The Rural area contains wood stands that are valuable as a long-term domestic wood supply for residents of Bay Bulls. The northern end of the Planning Area has a large domestic cutting area and is identified on the Land Use Zoning Map.

Mineral working may be permitted as a discretionary use by Council. Mineral working shall be subject to conditions outlined in the Bay Bulls Development Regulations. Mineral working may include the extraction, exploration, processing or storage of gravel, sand, rock or any other mined material, concrete and asphalt making, rock crushing, quarrying, and sand and gravel pits and other types of mining in general.

Lands that are designated Rural on the Generalized Future Land Use Maps are also categorized on the Land Use Zoning Maps as Rural.

Policies:

RUR-1: It is the policy of Council that no development shall be permitted within Rural areas except that associated with agriculture, forestry, outdoor recreation, mineral exploration, and conservation.

RUR-2: It is the policy of Council to permit the following discretionary uses: single

dwelling, veterinary, outdoor market, general industry, service station, mineral working, recreational open space, animal, utilities, transportation and antenna subject to terms and conditions outlined in Schedule C of the Development Regulations.

RUR-3: Council shall require buffer distance separation between permitted or discretionary uses and ponds, watercourses and other types of development.

5.0 Implementation

The Municipal Plan will be implemented over the next ten years through decisions of Council and government agencies such as the Departments of Environment and Climate Change, Municipal and Provincial Affairs, Transportation and Infrastructure, Digital Government and Service NL and Fisheries, Forestry and Agriculture that have responsibility for various aspects of development that affect the Town. Of particular importance to Council are the following:

- a) Effective administration of the Plan.
- b) The adoption of a five-year capital works program updated annually.
- c) The adoption of Development Regulations.
- d) The adoption of development schemes and plans of subdivision, and
- e) The procedure for considering amendments to the Plan.

5.1 Administration of the Plan

For the purposes of administering the Plan, the Generalized Future Land Use map shall be read only in conjunction with the Goals, Objectives and Policies outlined in this document. All development applications shall be carefully evaluated as to their conformity to the Plan. Council shall require the full conformity of all proposals to the Plan.

The boundaries of land use designations shown on the Generalized Future Land Use Map are meant to be general, except where they coincide with roads or other prominent physical features, where they are intended to define the exact limits. It is intended that no amendment of this Plan shall be required to permit minor adjustments to these boundaries. Other than such minor changes, no development shall be permitted that does not conform to this Plan.

Once conformity to the Plan has been established, Council will ensure that all development proposals are given a comprehensive review that shall include circulation to all affected public departments and

agencies. Council's final decisions will be based on the desire to guide the development of Bay Bulls in the best long-term interests of its citizens.

All persons wishing to develop land for any purpose within the Bay Bulls Municipal Planning Area shall apply to Council for permission through the established procedure. Council may refuse or approve applications, with or without conditions. The appeal of all Council decisions to the appropriate Appeal Board will be permitted in accordance with the Part VI of the *Urban and Rural Planning Act, 2000*.

Prior to the major development of land within the Planning Area are approved, a development agreement may be required and will be signed by both the developer and Council. This agreement shall establish the conditions under which development may proceed and shall be binding on both parties. Conditions governing development attached to the development permit and shall be enforced.

Nothing in this Plan shall affect the continuance of land uses that are lawfully established on the date that the Plan comes into effect.

5.2 Financial Evaluation for Municipal Capital Works Projects

In order to suitably implement the goals and objectives of the Plan, an annual public works program will be adopted and implemented by Council. This will include a financial overview and preparation of a *Financial Evaluation for Municipal Capital Works Projects* which outlines proposed capital works to be undertaken by Council subject to the availability of government funding. The Evaluation will include a five-year program of works to be undertaken as required under the *Municipalities Act, 1999*. The proposed capital works plan for 2021 is intended to maintain existing municipal infrastructure in the community and provide the same level of services to residents.

5-Year Capital Works Plan

The following list of capital works projects outlines Council's priorities for the Town. Financing involved with these projects are included in the 2021 Operating Budget.

5 Year Municipal Capital Works Program (2021-2025)

The following is a list of priorities recommended as a guide for applying for Funding for Municipal Capital Works. Priorities are listed in order.

Proposed 2021 Bay Bulls Municipal Capital Works Projects

PROJECT	TOTAL ESTIMATED COST	GAS TAX PROJECT
LONG POND WALKING TRAIL AND PARK	\$431,150.00	N
LONG POND WALKING TRAIL	\$150,088.96	N
IRISHTOWN ROAD UPGRADE	\$955,000.00	N
WINNONISH DRIVE UPGRADE	\$371,000.00	Y
NORTHSIDE ROAD UPGRADE	\$1,500,000.00	N

Council's ability to undertake major public works during the Planning Period will depend largely on its financial management program. Overall, the objective will be to minimize the increase in municipal debt load and to economize on project costs where possible.

The following are regarded as important components of a financial management program for the municipality:

- (a) All proposed public works, which qualify for assistance from the provincial or federal governments, should be financed on this basis. This shall include cost sharing programs with the provincial government and grants.

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- (b) Funds raised by the municipality to undertake public works shall be obtained from local revenues where possible. The principle source from which funds could be realized for this purpose is new development. Minor public works in particular should be financed from current accounts where possible.
 - (c) Mill rates and service fees shall be managed during the Planning Period to keep pace with inflation and to ensure that an acceptable level of municipal services can be achieved.
 - (d) Additional borrowing to undertake major public works shall preferably be on the basis of government guaranteed loans.
 - (e) Annual locally generated revenue shall be applied against the municipality's long-term debt. Payments shall be in keeping with the policy of the Department of Environment, Climate Change and Municipalities and agreement between the Town and Department.
 - (f) For subdivision development, Council shall pursue a break-even policy for development that will require the developer to pay for the installation of all services to municipal standards.

5.3 Development Regulations

Once this Municipal Plan has been adopted, Council will proceed to adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

The regulations will be drawn up so as to implement the Goals, Objectives and Land Use Policies of the Municipal Plan. The document will contain general land use and subdivision regulations designed to control all land subdivision and development within the Bay Bulls Municipal Planning Area

All land within the Planning Area will be covered by land use zones which will provide for such detailed requirements as lots size and coverage, building setbacks and parking regulations.

Council may refuse or approve applications, with or without conditions. Decisions of Council made according to the provisions of this Plan and the accompanying Development Regulations may be appealed to the appropriate Appeal Board established under Part VI of the *Urban and Rural Planning Act, 2000*.

5.4 Procedures for Amending the Municipal Plan

The administration and implementation of a Municipal Plan is a continuous process. During the planning period, conditions in the town may change, and where necessary, amendments to the Municipal Plan may be undertaken as per Sections 14 to 25 of the *Urban and Rural Planning Act, 2000* and adopted by Council.

In accordance with Section 27 of the Act, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who request and amendment. The proportion to be charged will be set by Council as part of its annual budget process in setting its Schedule of Rates and Fees. The costs may include, but are not limited to, research, and preparation of amendments, public notice and consultation, administrative processing costs, and the costs associated with a Public Hearing.

Any such amendment will be read with and form part of this Plan. After five years from the date on which this Plan comes into effect, Council shall review the Plan and revise it if necessary. Any revision should take account of development that can be foreseen during the following ten years. Amendment and review of the Plan shall be carried out in the same manner as this Plan was brought into effect.

5.5 Procedure for Considering Re-Zonings

Development Regulations can be changed through text amendments (the addition of a permitted use within a use zone, additions to or changes in a condition, or a change in definition) or through map amendments (a change to the zoning map) as per Sections 14 -25 of the Act. The consideration of any proposals to amend the Development Regulations, Council shall require a clear proposal to be submitted

that shows:

- (a) The location of the subject property, to scale, showing lot dimensions, area, street frontages.
- (b) The proposed means by which the site is/will be serviced.
- (c) The proposed location of all driveways and parking areas.
- (d) Areas that are to be landscaped or left in a natural state.
- (e) The proposed location of all buildings on a site.
- (f) Identification of adjoining land uses, natural hazards, or sensitive natural areas, and
- (g) The identification by a qualified consultant, of steep slopes and construction methods that will be employed to ameliorate potential negative or hazardous effects of the proposed development.

When considering proposals for developments that necessitate amendments to the Development Regulations, Council shall give regard to the goals, objectives, and land use policies outlined in this Municipal Plan, and whether or not the proposal is in conformance with the intent of the Municipal Plan, Development Regulations and all other Town policies and regulations.
