

Town of Carbonear Municipal Plan 2025  
All rights reserved, 2025.

This Report was originally prepared by UPLAND  
Planning + Design Studio for the Town of Carbonear.

Adopted: 2025.08.12

Approved: 2025.09.09

Effective date: yyyy.mm.dd

With amendments to: N/A

Photos © Town of Carbonear



## Town of Carbonear Municipal Plan 2025

# Urban and Rural Planning Act, 2000

## Resolution to Adopt

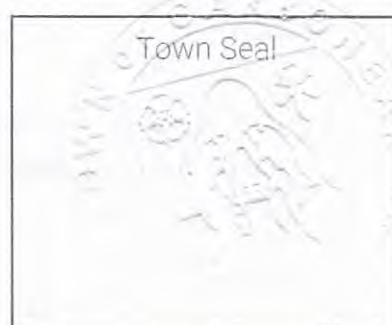
Town of Carbonear Municipal Plan  
2025

Under the authority of Section 16 of the **Urban and Rural Planning Act, 2000**, the Town Council of Carbonear adopts the Town of Carbonear Municipal Plan 2025.

Adopted by the Town Council of Carbonear on the 12th day of August, 2025.

Signed and sealed this 12<sup>th</sup> day of, January, 2026.

Mayor:



Clerk:



### Canadian Institute of Planners Certification

I certify that the attached Town of Carbonear Municipal Plan 2025, has been prepared in accordance with the requirements of the **Urban and Rural Planning Act, 2000**.



I. Watson, M.C.I.P.



Municipal Plan/Amendment

**REGISTERED**

Number 0950-0045-2026

Date January 29, 2026

Signature As Watson

# Urban and Rural Planning Act, 2000

## Resolution to Approve

Town of Carbonear Municipal Plan  
2025

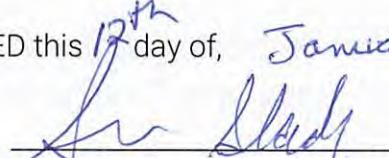
Under the authority of Section 16, Section 17 and Section 18 of the **Urban and Rural Planning Act, 2000**, the Town Council of Carbonear:

- a) adopted the Town of Carbonear Municipal Plan 2025 on the 12th day of August, 2025;
- b) gave notice of the adoption of the Town of Carbonear Municipal Plan 2025 by posting notices in two prominent locations (the Town Hall lobby and the Carbonear Pool Bulletin Board), advertisement in the Shoreline News on August 21, 2025 and August 28, 2025, and by advertisement on the Town of Carbonear website starting on August 22, 2025;
- c) set the day 1st day of September, 2025 at 4:30 pm as the deadline for a signed written statement outlining objections and representations to the draft Town of Carbonear Municipal Plan.

Now under the authority of Section 23 of the **Urban and Rural Planning Act, 2000**, the Town Council of Carbonear approves the Town of Carbonear Municipal Plan 2025 as was originally adopted.

SIGNED AND SEALED this 19<sup>th</sup> day of, January, 2026

Mayor:



Clerk:

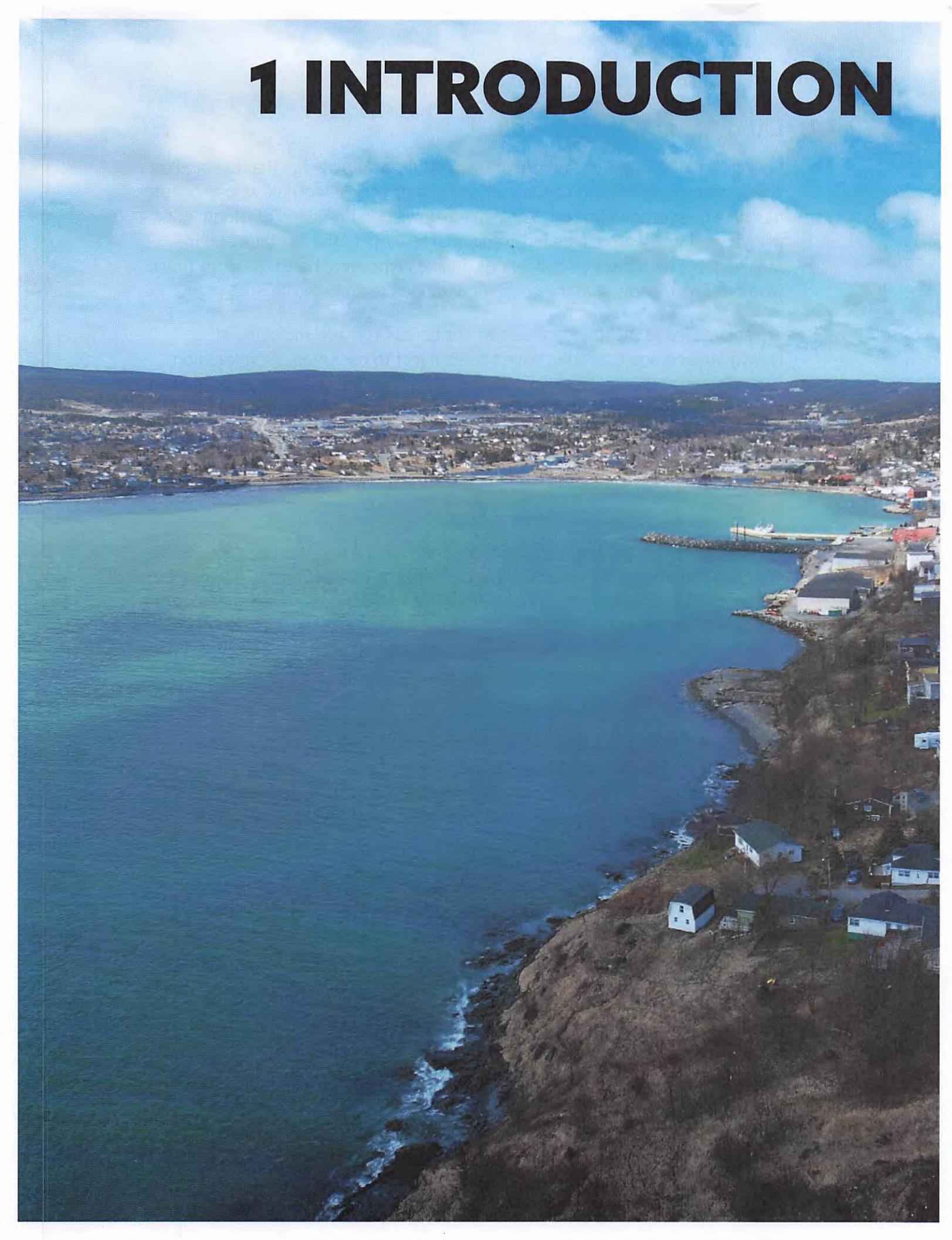


# Contents

<b>1. INTRODUCTION .....</b>	<b>1</b>
1.1. LAND ACKNOWLEDGEMENT .....	2
1.2. PURPOSE OF THE MUNICIPAL PLAN .....	2
1.3. PLANNING AREA .....	3
1.4. PLAN PREPARATION AND PUBLIC ENGAGEMENT PROCESS .....	3
1.5. APPROVAL PROCESS .....	4
1.6. IMPLEMENTING THE PLAN .....	5
1.7. REVIEWING AND AMENDING THE PLAN .....	5
1.8. INTERPRETATION .....	6
<b>2. PLANNING CONTEXT .....</b>	<b>7</b>
2.1. HISTORICAL CONTEXT .....	9
2.2. POPULATION .....	11
2.3. REGIONAL CONTEXT .....	13
2.4. THE NATURAL ENVIRONMENT .....	14
2.5. THE BUILT ENVIRONMENT .....	15
2.6. ECONOMY .....	16
2.7. HERITAGE PRESERVATION .....	17
2.8. MUNICIPAL SERVICES .....	18
2.9. COMMUNITY ENGAGEMENT THEMES .....	20
<b>3. COMMUNITY VISION AND GOALS .....</b>	<b>21</b>
3.1. VISION .....	23
3.2. COMMUNITY GOALS .....	24
<b>4. POLICY AREAS .....</b>	<b>25</b>
4.1. INTRODUCTION .....	27
4.2. DIRECTING GROWTH .....	27
4.3. SUBDIVISION .....	29
4.4. INFRASTRUCTURE AND TRANSPORTATION .....	30
4.5. INSTITUTIONAL USES .....	39
4.6. HOUSING .....	40
4.7. ECONOMIC DEVELOPMENT .....	42
4.8. ENVIRONMENT .....	44
4.9. AGRICULTURE .....	50
4.10. RENEWABLE ENERGY .....	51
4.11. RECREATION .....	52
4.12. ARTS, CULTURE, AND HERITAGE .....	53
4.13. LOCAL GOVERNANCE .....	55
<b>5. LAND USE DESIGNATIONS .....</b>	<b>57</b>
5.1. LAND USE DESIGNATIONS .....	59
5.2. RESIDENTIAL DESIGNATION .....	60
5.3. COMMERCIAL DESIGNATION .....	67
5.4. DOWNTOWN HERITAGE AREA DESIGNATION .....	70
5.5. INDUSTRIAL DESIGNATION .....	72
5.6. RECREATION DESIGNATION .....	74
5.7. CONSERVATION DESIGNATION .....	75
5.8. WATERSHED DESIGNATION .....	76
5.9. RURAL DESIGNATION .....	78

<b>6. IMPLEMENTATION AND MONITORING .....</b>	<b>81</b>
6.1. CONTEXT .....	83
6.2. DOCUMENT ADMINISTRATION .....	83
6.3. DEVELOPMENT CONTROL .....	83
6.4. DEVELOPMENT PERMITS .....	84
6.5. NON-CONFORMING USES .....	85
6.6. DEVELOPMENT AGREEMENTS .....	85
6.7. MUNICIPAL PLAN AMENDMENTS .....	86
6.8. AMENDING THE DEVELOPMENT REGULATIONS .....	87
<b>7. SCHEDULES AND APPENDICES.....</b>	<b>91</b>
SCHEDULE 'A' - FUTURE LAND USE MAP .....	92
APPENDIX 'A' - MUNICIPAL PLAN REVIEW ENGAGEMENT REPORT (JULY 2023) .....	93

# 1 INTRODUCTION

An aerial photograph of a coastal town, likely St. John's, Newfoundland. The town is nestled in a bay, with a harbor featuring several piers and boats. The surrounding land is a mix of green hills and brown, rocky terrain. The water is a vibrant turquoise color. In the background, a range of mountains is visible under a sky filled with white and grey clouds.

## 1.1. Land Acknowledgement

Council and the Town of Carbonear respectfully acknowledge that the land on which we are settled is the ancestral homelands of the Beothuk, whose culture has now been erased forever. We also acknowledge the island of Ktaqmkuk (Newfoundland) as the unceded, traditional territory of the Beothuk and the Mi'kmaq. We recognize all Indigenous peoples who were here before us, those who live with us now, and the seven generations to come.

We acknowledge that Indigenous peoples across Canada, including in Newfoundland and Labrador, have been subject to centuries of exploitation, assimilation, and eradication of people and culture through colonial policy and legislation. To an extent, this has been continued through the practice of land use planning—the practice of applying rules and regulations to land that was never ceded by the Indigenous communities. The realities of land use planning and other policies, legislation, and perspectives are entangled with centuries of colonialism.

As Indigenous peoples have done since time immemorial, we strive to use the tools available to us to be responsible stewards of the land and to respect the cultures, ceremonies, and traditions of all who call it home. As we open our hearts and minds to the past, we commit ourselves to working in a spirit of truth and reconciliation to make a better future for all.

## 1.2. Purpose of the Municipal Plan

The Town of Carbonear Municipal Plan is Council's comprehensive policy document for the management of growth within Carbonear over the 10-year planning period from the 2025 to 2035. Prepared under the authority of the **Urban and Rural Planning Act, 2000**, the Plan repeals and replaces the Town of Carbonear Municipal Plan 2004.

This Municipal Plan sets out a vision and goals for the community and includes written policies, proposals for implementation, and the Future Land Use Map. Development Regulations implement the Town's policies through specific standards and requirements that ensure land is controlled and managed in accordance with this Plan.

## 1.3. Planning Area

The area covered by this Plan is larger than the Town's geographic size, to allow the Town to control land use around its drinking water supply. The map below is a graphic representation of the Municipal Planning Area for the Town of Carbonear. The Planning Area is governed by Town Council, which exercises control over development within the Town. A detailed boundary of the Planning Area is included on Schedule 'A', the Future Land Use Map.

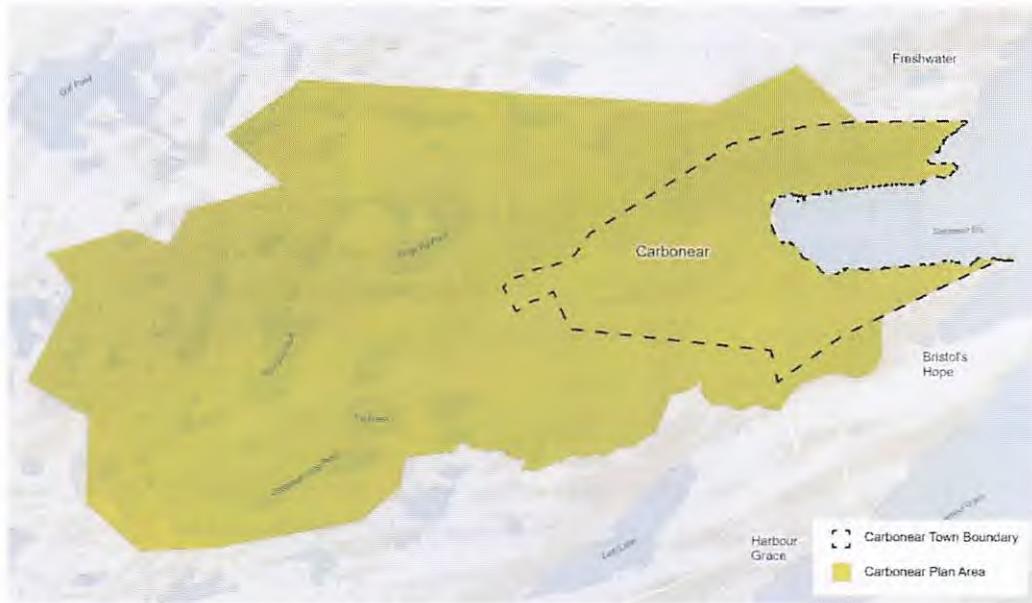


Figure 1: Carbonear Town and Plan Area boundaries

## 1.4. Plan Preparation and Public Engagement Process

The Town of Carbonear's previous Municipal Plan and Development Regulations were adopted in 2004. The current planning process started with a review of the 2004 Municipal Plan and Development Regulations, and the production of a "Background Analysis" document to explore current demographic, economic, and environmental conditions and trends.

This was followed up by an initial engagement process, including:

- > a project website;
- > two community workshops held in May of 2023;
- > a public survey with 118 responses;
- > a business survey with 16 responses;
- > stakeholder calls and drop-in sessions with 7 participants; and,
- > workshops with staff and Council.

As part of the initial engagement phase of this Municipal Plan review, an engagement summary report was released to the public in July of 2023.

Once Council had settled on an initial draft of the documents the project team initiated the draft engagement phase to gather feedback about the draft Plan and Regulations. Participants were asked to share what they liked about the draft Plan and Regulations, what they disliked, and if they felt there were any other opportunities to strengthen the document. To ensure that the findings accurately represented the diverse population of Carbonear, multiple methods of engagement were used including:

- > the project website;
- > social media fact sheets;
- > in-person public meeting with 17 participants;
- > live streamed public meeting option with 134 views;
- > online feedback form with 19 submissions; and,
- > two drop-in office hour sessions with 12 participants.

## 1.5. Approval Process

The Municipal Plan is formally adopted by resolution of Council. Under Section 17(1) Notice of Adoption of the **Urban and Rural Planning Act, 2000**, Council gives notice of adoption and public hearing and makes the documents available for public review. If no objections are received Council may cancel the public hearing. Otherwise, at the public hearing the Commissioner appointed by the Council hears objections and representations and writes a report to Council that includes recommendations and copies of submissions taken at the hearing.

After the Commissioner's report has been submitted, Council considers the recommendations and may pass a resolution to approve the Plan, or approve it with changes recommended by the Commissioner. Council then submits the Municipal Plan and accompanying Development Regulations to the Local Governance and Land Use Planning Division for registration. The Plan comes into effect on the date that notice of its registration is published in the *Newfoundland & Labrador Gazette* (Section 24 [3]).

When the Municipal Plan comes into effect it is legally binding upon Council and upon all other persons, corporations, and organizations proposing to develop or use land within the Carbonear Planning Area. Higher levels of government are not, however, bound by municipal planning rules but often do take them into consideration in their decision making.

## 1.6. Implementing the Plan

Council is required to prepare regulations for the control of the use of land, in strict conformity with the Municipal Plan. This takes the form of "Development Regulations", which are prepared at the same time as the Municipal Plan and, like the Plan, may be amended to include new land uses and specific regulations.

This Plan establishes a series of policies, identified by the text "Policy X-YY", where "X" is the Chapter number and "YY" is the sequential policy number. These policies guide implementation of the Plan. The policies are typically carried out through the land use Designations of this Plan and through various aspects of the Development Regulations enabled by the Plan, such as zoning. However, policies may also be implemented through actions of Council, such as the establishment of municipal programs or the implementation of public works projects.

Day-to-day administration of the Municipal Plan and Development Regulations will be conducted by staff members authorized by Council to issue permits for developments approved by Council. Staff also make recommendations to Council on matters relating to development in accordance with the Municipal Plan and Development Regulations.

## 1.7. Reviewing and Amending the Plan

Under Section 28 (1) the **Urban and Rural Planning Act, 2000**, Council must review the Plan every five years from the date on which it comes into effect and, if necessary, revise it to reflect changes in the community that can be foreseen during the next 10-year period. The Plan may be amended as necessary prior to the five-year review in response to new development proposals, changed policies, or community priorities.

## 1.8. Interpretation

In this Municipal Plan:

- > "Council" means the Council of the Town of Carbonear.
- > "Development Regulations" means the Carbonear Development Regulations, approved September 9<sup>th</sup>, 2025, as amended.
- > "Municipal Planning Area" means the Town of Carbonear Municipal Planning Area.
- > "Plan" means this Town of Carbonear Municipal Plan.
- > "Act", unless otherwise specified, means the **Urban and Rural Planning Act, 2000**.

In this Plan; where:

- > "may" is used in policies, the Town may, but is not obligated to, undertake future action.
- > "shall" is used in policies it indicates a duty to act and is typically carried out through the Development Regulations.

# 2 PLANNING CONTEXT





## 2.1. Historical Context

What is now known as the Town of Carbonear was the traditional territory of the Beothuk. As hunter gathers, the Beothuks' activities were largely seasonal, as they lived off resources in coastal areas during warmer months and moved inland in colder months to hunt fur-bearing animals. When Europeans arrived in the 16th century and the established settlements along the coast, they displaced the Beothuk inland to ecosystems that were unable to support their needs. After years of disease, starvation, and violent conflict with colonists, the Beothuk people were declared extinct in 1829.

The Town of Carbonear has a rich history and is among the first successful European settlements in North America. While the exact history of the town's name is not definitively resolved, it is known that it was named by migratory fisherman prior to permanent European settlement. Its origins may be French or Spanish. The site was a haven to a group of explorers who found food and refuge there following the overturning of a small boat carrying men on their way back to Cupids.

The Carbonear lands were part of a land grant from the English crown to Sir Percival Willoughby, who made several settlement attempts in Newfoundland during the early 1600s. Nicholas Guy, an early settler, wrote that his family had successfully set up a homestead in Carbonear and requested additional men to help with the effort, including work with the fishery. By the time of Sir John Berry's 1675 census Carbonear had become a full-fledged community with families, unlike many other early settlements in Newfoundland that were largely made up of men.

Salt cod developed into an important food source and resource for Europe. Vital to the supply of salt cod, Newfoundland became important to both England and France. By the late 17<sup>th</sup> century into the early 18<sup>th</sup> century conflict came to the region spurred by the French and English. The founding of a French capital in Newfoundland, Placentia, directly threatened Carbonear and other English settlements, leading to the fortification of Carbonear Island. During several conflicts Carbonear Island would become a place of refuge. Direct conflict between the French and English would temporarily end with the Treaty of Utrecht in 1713. Conflict resumed between the two powers and during the Seven Years War, and in 1762 the fort at Carbonear Island was invaded and burned.

For many years Carbonear was able to maintain its important role as a center of the fishery. The town developed amenities and services including a volunteer fire department in 1841, a telegraph line in 1852, and rail service in 1898. The town was incorporated with an elected government in 1948. During its recent history Carbonear has become a regional center, growing from its ties to the fishing and shipbuilding industries. The rich history of Carbonear is evident today displayed in the form of historic properties, including the Old Post Office Building, Railway Station, and the Rorke premises.

## 2.2. Population

According to the Statistics Canada 2021 Census, the population of Carbonear is 4,696 people, down from 4,858 people in 2016, a decline of 3.3%. During this same period (2016-2021), there was a slight increase of 0.6% in the overall population of Census Division No. 1, the overlying Census Division of which Carbonear is a part. The Census Division also includes the St. John's metropolitan area where most growth occurred. Newfoundland and Labrador as a whole experienced a 1.8% decline in population over the same period. From 1986 to 2021 Carbonear saw a 12% decrease in population.

Contrary to this declining trend, the COVID-19 pandemic led to a reversal of net interprovincial migration, with populations moving from western areas of Canada to Atlantic Canada, the bulk of which had not likely occurred by the 2021 Census date. Many communities throughout Atlantic Canada saw an increase in population, and there is evidence of this in Carbonear, both from anecdotal information and from Statistics Canada interim population estimates. Whether this will prove to be a brief anomaly or a true reversal of longer-term trends is still to be seen.

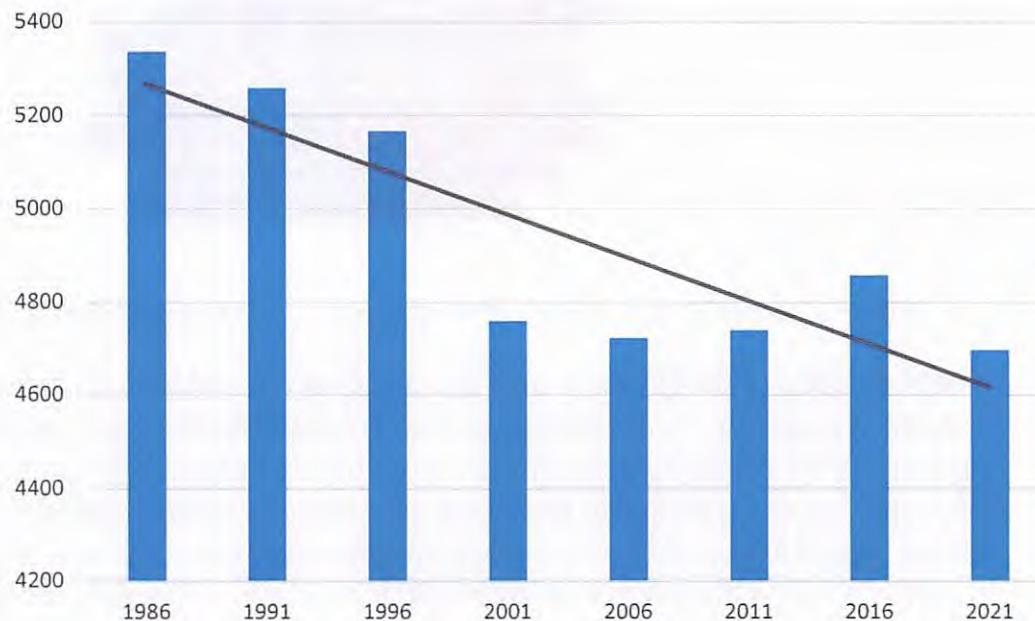


Figure 2: Town of Carbonear Population, 1986 to 2021 (Source: Statistics Canada)

Out migration has long been a reality in many areas of Newfoundland and Labrador. It was intensified in Carbonear due to the collapse of the cod fishery in 1990s, coinciding with the steady decline in population exhibited in Figure 2 from 1986 to 1996 followed by the large and sudden drop between 1996 and 2001. As a community heavily involved in the fishery, this collapse greatly affected the Carbonear economy. Carbonear has since been able to develop as a regional hub with many residents employed in construction, retail trade, accommodation and food services, and healthcare, leading to a relatively stable population since 2001.

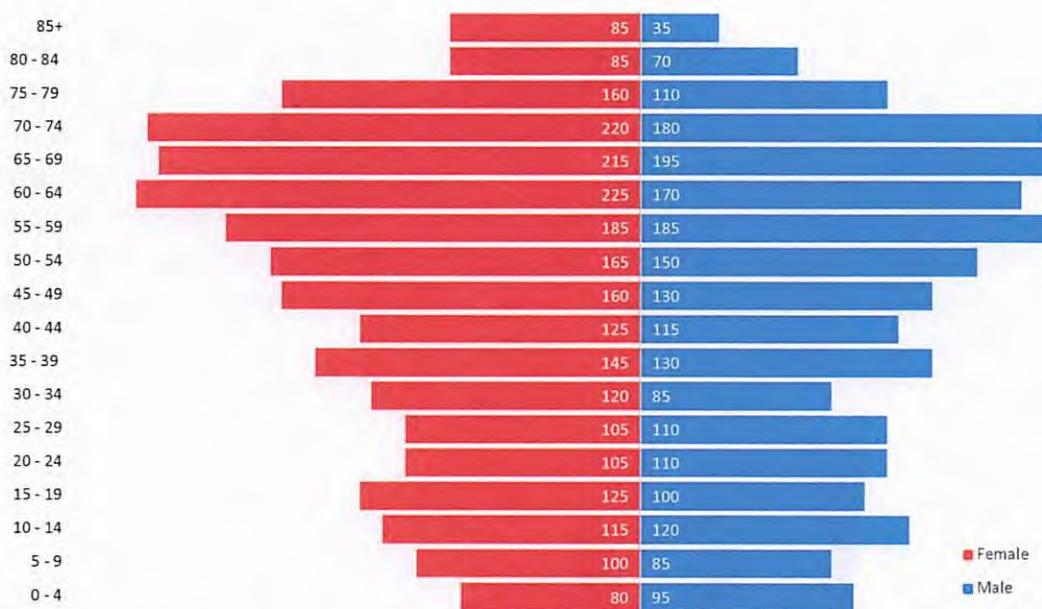


Figure 3: Town of Carbonear Population Pyramid 2021 (Source: Statistics Canada)

The population of Carbonear is also aging. Ideally a population pyramid will be shaped like a pyramid, with strong working age population at the base to support the services and economy on which others depend, and a large base of youth and young people to renew the population. The population pyramid above does not meet that template with many cohorts over the age of 55. This pattern suggests the town is attracting older residents, while youth and young families are not staying in Carbonear.

## 2.3. Regional Context

Carbonear is located on the eastern shore of the Bay of Verde Peninsula, a part of the larger Avalon Peninsula. The town encompasses an area of approximately 12 square kilometres. Carbonear is situated on the eastern side of Route 70 and is approximately 40 kilometres north of the Trans-Canada Highway. The towns of Victoria and Salmon Cove are to the north, Harbour Grace is located to the south.



Figure 4: Carbonear in the regional context

Carbonear continues to develop as the regional center of commercial and social services for the Bay de Verde community. Carbonear General Hospital acts as a centre of care for the Bay de Verde Peninsula – Conception Bay North and Southern Shore of Trinity Bay.

## 2.4. The Natural Environment

Carbonear, like many Newfoundland communities, is heavily influenced by its relationship with the coast. As a peninsular community the history, economy, and identity of Carbonear have been oriented to the ocean and coastline.

The climate in Carbonear is highly influenced by the ocean, which has a moderating effect. The Labrador Current is a cold oceanic current in the North Atlantic and has a cooling effect on the region's climate. This current also carries sea ice from the North.

Newfoundland and Labrador is divided into 9 ecoregions and 21 subregions. Ecoregions are areas that have distinctive, recurring patterns of vegetation and soil, which are determined by local climate and geography. Carbonear is part of the Maritime Barrens ecoregion and the Northeastern Barrens subregion. The Maritime Barrens ecoregion is generally characterized by cold summers, strong winds, and intermittent snow cover near the coastline during winter. The Northeastern Barrens subregion has less fog and slightly warmer summers and is well forested when compared to other areas within the ecoregion.

The landscape is topographically rugged with a rocky irregular coastline, a result of glaciation. Carbonear Island, a small rocky island with steep dramatic cliffs, sits in the harbour. In addition to being culturally and historically significant, the Island is a nesting ground for numerous sea birds. The lands the town is situated on are characterized by a low valley extending west from the harbour, and slopes extending upward from the harbour and valley to hilly areas. Substantial forested lands are present within the Planning Area, supported by the water shed.

The Island Pond Brook river system provides habitat for several freshwater fish species. Crockers Cove, just beyond the Carbonear Bay, is home to a rocky beach. The waters of Crockers Cove, along with waters on the south side of Carbonear Bay are environmentally sensitive as habitat for lobster and caplin spawning areas.

## 2.5. The Built Environment

### 2.5.1. Development Pattern

As an older settlement, original development in Carbonear happened organically, clustering adjacent to the north side of the harbour on the lower slopes. Development then generally spread westward within the valley basin formed by two brooks, Island Pond Brook and Powell's Brook.

The traditional shopping area, and historic centre of the town, developed along Water Street with a variety of uses and business types, typical of a town main street. The built form of this area consists of two and three storey commercial buildings mixed with residential and some civic and cultural organizations. Water Street is a relatively narrow, pedestrian oriented street with several significant historic buildings, including the Rorke Store, former John Rorke & Sons Premises, Railway Station, and Old Post Office.

A highway commercial area has developed along Route 70 (Columbus Drive), most notably the Trinity-Conception Square complex, a multi-tenant shopping centre. Several other services and businesses, ranging from larger chains and franchises to local businesses have also located in this area occupying strip malls and individual commercial buildings.

### 2.5.2. Trail Network

The rugged setting of Carbonear, characterized by dramatic coastline, hilly topography, and central valley, provides ample opportunity for trails both within town and nearby. The George W. Earle Promenade provides a nearly one-kilometre boardwalk loop around Carbonear and Rossiters Ponds. Nells Walking Trail, approximately two kilometres in length, runs alongside Island Pond Brook. The southside Rail Bed Trail utilizes a portion of former railway and is about five kilometres in length and is multi use, meaning pedestrians, cyclists, and some motorized vehicles are present. The Dr. Davis Earle walking trail is a three-kilometre natural walking trail. All-Terrain Vehicles (ATVs) can also access routes from town.

## 2.6. Economy

Historically, Carbonear has always been a fishing community. In the early 1700s it was one of the top five centres of the Newfoundland fishery. The town also has a long history as the commercial centre for Conception Bay hosting ships from all over to participate in trade and commerce.

Like all Newfoundland communities that participated extensively in the Fishery, the 1990s saw hard times as overfishing contributed to the collapse of the cod fishery. During this time population in the town declined as it did broadly across Newfoundland. While commercial fishing still provides a livelihood for many in Carbonear, it is no longer a top sector of employment. As of the 2021 Census the sector, which is combined with agriculture, forestry, and hunting, accounted for 2.6% of the labour force.

Carbonear's 2021 labour force was made up of 1,930 residents. Of this total the largest employer is retail trade at 22%. Following are healthcare & social services (15.3%), construction (11.9%), accommodation & food services and transportation & warehousing (both 6.7%) and manufacturing (5.4%). These sectors generally align with the role of Carbonear as a hub for the surrounding communities.

Compared with provincial trends Carbonear is overrepresented in construction, retail trade, and transportation and warehousing. The town appears to be underrepresented in areas like public administration; professional, scientific, and technical services; educational services; and arts entertainment and recreation.

## 2.7. Heritage Preservation

### 2.7.1. Heritage Structures and Archaeology

The town is home to numerous heritage structures and buildings of historical significance. Efforts like the Downtown Revitalization Project recognize the importance of retaining built heritage and fostering an environment where built heritage is accessible and celebrated. In Newfoundland and Labrador, the provincial protection of heritage properties is undertaken by the Heritage Foundation of Newfoundland and Labrador. The **Historic Resources Act** is responsible for ensuring heritage preservation and empowers the Foundation to designate and protect provincially significant buildings.

Municipalities may also recognize heritage properties under the **Towns and Local Service Districts Act**. Such properties may not be demolished or have their exterior modified in any way without permission from Council.

Currently there are 11 protected heritage buildings spread throughout Carbonear, 10 of which are registered by the Heritage Foundation of Newfoundland and Labrador.

In addition, there are 23 known archeological sites located within the Town's Planning Area. The specific locations of these sites are not made publicly available, to avoid risks to the archaeological resources in these areas. These sites are protected under the **Historic Resources Act**.

## 2.8. Municipal Services

### 2.8.1. Water and Sewer

The Town owns and operates a central water supply system that provides a large portion of the community's clean drinking water except for development located above 80 metres of elevation. Some areas with higher elevations are supplied with pumped water via narrow pipes. In these cases, available water volume and pressures can be less than ideal.

The public water supply in Carbonear is derived from the protected water supply area, Little Island Pond, located to the west of the town. A municipal sewer system also services developed areas of town.

### 2.8.2. Fire Protection and Policing

Fire protection within the Planning Area is provided by a team of approximately 40 volunteer firefighters. Fire hydrants connected to municipal water are located throughout Carbonear in case of emergency. By special agreement, Carbonear provides firefighting services to specific communities beyond the municipal boundary. When required, additional firefighting capacity can be provided from Harbour Grace and Victoria.

Policing in Carbonear is provided by the Royal Canadian Mounted Police (RCMP). The RCMP have a detachment, which serves Carbonear and the surrounding area, in Harbour Grace which is approximately five kilometres away.

### 2.8.3. Streets and Sidewalks

There are approximately 110 kilometres of paved streets (those that provide direct access to public and private properties) in Carbonear. Carbonear has established a hierarchy of streets and roads according to their function to improve the overall transportation system.

Arterial roads are roads with the primary purpose of providing safe, efficient traffic flow for vehicles. The frequency of accesses from private property to the arterial is limited to preserve their efficiency and safety. Generally, access is intended to be limited to public road intersections. Arterial roads include Route 70, as well as Route 75 just outside the municipal boundary, which are also provincial highways under the management of the Newfoundland and Labrador Department of Transportation and Infrastructure.

Collector roads are streets with the primary purpose of distributing traffic within different parts of the town and onto major arterial roads. Access to properties on collector roads is less restrictive and needs to be properly planned and considered.

Local roads generally serve the properties that directly abut them or connections to other local roads. Local roads generally do not handle large traffic volumes.

Sidewalks are present along much of Water Street, connecting to the board walk along Beach Street. While the Town has made efforts to expand the sidewalk network in recent years, many areas of Carbonear are not served by sidewalks and pedestrians use the shoulder.

## 2.9. Community Engagement Themes

Initial community engagement for the development of this Municipal Plan was conducted between March and June of 2023. Residents, business owners, and stakeholders were invited to share their perspectives and insights on land use and their vision for the future of the Town of Carbonear. Engagement covered a variety of methods, including a project website, public survey and business survey, stakeholder sessions, and public open houses.

Key themes that came up during initial engagement included:

- > Providing available, affordable, appropriate housing options
- > Supporting economic development and opportunities for youth
- > Responding to climate change
- > Preserving and enhancing community character
- > Celebrating heritage assets
- > Expanding transportation options to include more active transportation
- > Supporting urban agriculture
- > Enhancing recreational spaces

Many of these above themes were again reflected in various ways through the draft engagement. Specifically, key topics heard during the draft engagement included:

- > Regulations around urban livestock
- > Permitted fence heights
- > Accommodations uses
- > The extent of the Heritage Area Use Zone
- > The permitted location of pools
- > The minimum floor area required for dwellings
- > The status of Gunner's Pond
- > Accessory dwellings
- > Site-specific zoning requests
- > Improving the Municipal Plan's inclusivity, and a greater presence of Indigenous perspectives
- > Traffic calming and pedestrian safety

# 3 COMMUNITY VISION AND GOALS





### 3.1. Vision

A Vision establishes the long-term aspirations and ambitions of the Town. The Vision helps to answer the question “What do we want to be and why?” As an aspirational statement that is founded upon the input of the community, as well as the opportunities and challenges facing Carbonear, the Vision provides a framework and benchmark for all decisions made in the town, irrespective of changes in the Town’s leadership, management, or plans. The following Vision has been drafted for the 2025-2035 Municipal Plan:

*The Town of Carbonear is a vibrant, welcoming, inclusive, and connected community. As a service centre for communities on the western side of Conception Bay, Carbonear continues to provide an abundance of business opportunities, health services, education facilities, and recreation opportunities.*

*Thoughtful planning and sustainable investments in infrastructure provide a welcoming environment for housing development that meets the needs of all residents. Carbonear’s culture, built heritage, and long history are cherished, while at the same time recognizing that welcoming a diversity of cultures and perspectives creates strength and opportunity in an increasingly globalized world.*

*The Town and its residents build on a long history of resilience to prepare for, adapt to, and thrive in the face of modern challenges, including climate change, food security, and economic shifts.*

### 3.2. Community Goals

1. Develop a diverse and unique economy that offers meaningful employment opportunities.
2. Provide accessible and safe transportation options that allow residents and visitors to get where they need to go.
3. Ensure all residents have equitable access to high quality goods and services.
4. Increase housing stock and diversify options to meet the diverse needs of current and future residents.
5. Protect, conserve, and enhance natural spaces, while ensuring development that is sustainable, mitigates climate change, and minimizes the town's environmental impact.
6. Recognize the agricultural heritage of the community and enable residents to enhance their food security and connect with other community members through small-scale agriculture.
7. Consider the long-term environmental and economic sustainability of Carbonear and support the development of resilient infrastructure.
8. Celebrate diversity, elevate the community's heritage assets, and promote an environment that is inclusive, contributes to a high quality of life, and where citizens feel a strong sense of belonging.
9. Support the physical, social, and mental wellbeing of all through improved access to recreational programs and an interconnected network of publicly available trails and open spaces.
10. Establish clear and transparent land use policy, regulations, and processes, while promoting a diversity of land uses

# 4 POLICY AREAS





## 4.1. Introduction

The Town of Carbonear Plan Area encompasses approximately 63 square kilometres made up of unique communities, varying development, and history. With such characteristics many planning issues are unique to specific areas of town and neighbourhoods. However, there are many planning issues that apply broadly across the community such as municipal servicing, environmental protection, and access to amenities. These issues have the potential to impact each and every resident of Carbonear. Establishing cohesive planning policies for issues that apply broadly enables the community to progress together and leverage strengths to create future opportunities. This chapter contains the policies that guide the shared issues in Carbonear.

## 4.2. Directing Growth

The fundamental intent of this planning document is to direct and manage how land is developed over the course of the next decade in the Town of Carbonear. The supply of land capable of being serviced economically is limited, and the cost of infrastructure is high. This makes the efficient use of services extremely important as extending services to outlying or fringe areas is generally undesirable and expensive. More economical opportunities exist in the gradual intensification of areas that are already serviced, with extensions made in areas adjacent to places that are currently serviced.

The overarching development philosophy of this Plan is to maximize existing investments and lower the overall burden on users by spreading upkeep costs among more users. This goal can be achieved by directing the majority of new development to areas that are already serviced or that can be relatively easily serviced. Necessary service extensions should be limited to lands immediately adjacent to areas that are currently serviced and managed to limit the immediate and ongoing costs of service extensions. In seeking to concentrate and manage development this way, the capital cost of providing services such as piped water and sewer, road paving and upgrading, and street lighting is minimized. Management costs related to service provision including garbage collection and snow clearing are also reduced. Smart, compact development preserves open spaces for recreation and resource uses and facilitates convenient development patterns with residential areas serviced by nearby shops, schools, and other amenities. When development does occur in more rural, unserviced areas of town, it should take place so as not to prevent the efficient future extension of municipal services.

**Policy 4-1:** Council shall, through the policies of this Plan and through the Development Regulations, prioritize and encourage new development to locate in areas where development and infrastructure exist in the Town.

**Policy 4-2:** Council shall, through the Development Regulations, regulate the size, location, and number of buildings on a lot, including accessory buildings and uses, to carry out the intent of each specific land use zone and to support the overall growth and development of Carbonear.

**Policy 4-3:** Council shall, through the Development Regulations, establish requirements for the excavation, filling in, or reclamation of land.

**Policy 4-4:** Council shall work to ensure development does not disturb survey control monuments in the Planning Area and shall contact the Province's GIS and Mapping Division if works within the town's Municipal Planning Area have the potential of disturbing an existing Control Survey Marker.

**Policy 4-5:** Council shall, through the Development Regulations, allow for the establishment of building lines and setbacks, including establishing building lines as a component of subdivision developments.

**Policy 4-6:** Council shall, through the Development Regulations, allow for the consideration of comprehensive development of a specified parcel(s) of land where development requires a level of oversight that cannot be achieved through the standard development and permitting process.

**Policy 4-7:** Council shall, through the Development Regulations, establish requirements for the erection of fences in all use zones.

## 4.3. Subdivision

Strong flexible planning policies related to the subdivision of land can ensure the town functions and operates as efficiently and effectively as possible. Care must also be taken to ensure Carbonear retains its character as it develops. Poor subdivision standards can leave the town with high servicing costs and can lead to the creation of disconnected areas that are not integrated with the community.

**Policy 4-8:** Council shall, through the Development Regulations, control, regulate, and establish provisions for the subdivision of land within the Planning Area and shall require any subdivider of land to obtain a permit before proceeding. Council shall only permit the subdivision of land in accordance with the requirements of the Development Regulations, including but not limited to the need for a development agreement, the provision of services, payment of service levies and other charges, and the satisfaction of permit considerations as laid out in the Development Regulations.

**Policy 4-9:** Council shall, through the Development Regulations, regulate the size of lots that are created through subdivision, and shall ensure that any subdivision conforms with the lot requirements contained in the Development Regulations and with the availability or not of central services.

**Policy 4-10:** Council shall, through the Development Regulations, require all applications of subdivision to be accompanied by a signed land survey from a member of the Association of Newfoundland Land Surveyors, at the cost of the applicant.

**Policy 4-11:** Council shall, through the Development Regulations, establish locations and standards for the development of public and private roads, central services, and other publicly owned infrastructure for subdivision development.

**Policy 4-12:** Council shall, through the Development Regulations, establish provisions intended to ensure that lots created through subdivision are suitable for on-site sewage disposal where there is no central sewer system.

**Policy 4-13:** Council shall, through the Development Regulations, require a maximum of 10% of land proposed for subdivision development be dedicated to the Town as usable open space. Where it is determined by the Town that the land is of insufficient size, inappropriate location, unusable, or for any other reason unacceptable, the Town may accept in lieu of land a sum of money equal to the value of the land that would otherwise be required, and such monies shall be dedicated to the purchase of land in other locations or to the improvement of existing public recreation facilities.

## 4.4. Infrastructure and Transportation

### 4.4.1. Central Services

Carbonear is serviced by a municipal water and sewer system. However, not every property within the Plan Area has access to services. Properties that are not serviced by municipal water and sanitary sewer typically have on-site wells and septic systems.

Municipal water is derived from the Island Pond / Flings Pond. The area has been designated by the Department of Environment and Climate Change as a Protected Public Water Supply Area. Any development in this area must comply with provincial legislation and policies. Water is treated and distributed through Carbonear via municipal water mains. While the municipal water system has provided safe, high quality drinking water, some issues are present. Currently, the system is limited in its ability to service properties at higher elevations. In some situations, water is pumped through narrow diameter pipes resulting in less than ideal water pressures and volumes.

**Policy 4-14:** Council shall, through the Development Regulations, encourage the efficient use of central services by permitting smaller lot sizes and lot frontages in areas where central sewer, water, or both are present.

**Policy 4-15:** Council shall, through the Development Regulations, require new development to connect to central sewer, water, or both, where such services are available. Where services are not available, proposed development must show, to the satisfaction of the appropriate provincial departments and at the applicant's expense, the site has the capacity to bear such services over the long term without adverse or off-site impacts.

**Policy 4-16:** Council shall, through the Development Regulations, require any new residential development or treatment system connecting to the municipal water and sewer system obtain approval under Section 36 and 37 of the **Water Resources Act**.

**Policy 4-17:** Council shall, through the Development Regulations, set out options for application of service levies where development is made possible or where the density of potential development is increased, or where the value of property is enhanced by the carrying out of public works either on or off the site of the development.

**Policy 4-18:** It shall be the policy of Council to not permit the extension of serviced development outside the Municipal boundary; any such extensions shall require an amendment of the Municipal boundary to include the lands to be serviced.

**Policy 4-19:** Council may, through the Development Regulations, establish a provision for the dedication of land for public use for a development not involving a subdivision where public works are required to accommodate the proposed development.

**Policy 4-20:** Council shall monitor the water supply catchment area to determine its water supply capacity and methods to maximize its productive yield.

**Policy 4-21:** Council may undertake a Municipal Water and Sewer Capacity study to understand how the Town can best use its current municipal servicing infrastructure, and to prioritize maintenance and upgrades.

#### 4.4.2. Public and Private Roads

The public road network is the primary mechanism for connecting people to their communities. It connects Carbonear to the wider region, allowing visitors to access and experience the town and enables the flow of goods and services. Carbonear's connection to the wider region is significantly important as it has enabled the town's development as a hub. Public streets are essential to the forms of development that make up the town, including its more rural areas.

Public roads are those that are owned and operated by a government entity such as the Province or the Town. In Carbonear, a hierarchy of public roads has been established based on function. These are:

- > Arterial roads function as major distribution links. Their primary purpose is to carry traffic safely and efficiently through town. This category includes Route 70 (Columbus Drive)
- > Collector roads function primarily as intermediaries, distributing traffic between highly developed parts of town and access arterials.
- > Local roads provide direct access to public and private properties.

Private roads, unlike public roads, are those that are owned and managed by private entities. The Town has limited authority over how private roads are used and they often do not need to meet provincial or municipal standards. Private roads can make it difficult for emergency and municipal services to access a property if they are inadequately built or maintained.

Private roads can also be at the centre of conflict and disputes between property owners if standards of maintenance, including snow clearance and grading, differ among users. Despite the numerous limitations, private roads can still be beneficial in certain instances such as providing access to resource or cottage areas or areas that are not available to the public, such as roads that access utilities.

**Policy 4-22:** Council shall, through the Development Regulations, require all development to have road access accommodating access for emergency vehicles; expected traffic capacity or flow; and pedestrian and vehicular safety.

**Policy 4-23:** Council shall establish minimum standards for roadways, including, but not limited to, roadway width and roadway grade.

**Policy 4-24:** Council shall, through the Development Regulations, prohibit residential and commercial development on private roads created after the effective date of the Development Regulations, except on lands in the Mineral Workings Use Zone, Watershed Use Zone, and Residential Seasonal Use Zone.

**Policy 4-25:** It shall be the policy of Council to only take over the ownership and maintenance of private roads if the private road has been upgraded, at no cost to the Town, to the Town's public road standards and the Town Engineer has confirmed the road can be efficiently and sustainably maintained, without detrimental effect to the Town.

**Policy 4-26:** Council shall refer applications for development within 100 metres of the centreline of Route 70 (Columbus Drive) within the Town of Carbonear and 150 metres of the centreline within the wider Planning Area to the Government Service Centre for permitting under the *Protected Road Zoning Regulations, 996/96*.

#### 4.4.3. Sidewalks, Pedestrian Connections, and Active Transportation

Most trips begin and end as a pedestrian and most people share the experience of being a pedestrian, wheelchair users included. In Carbonear, main streets such as Water Street provide sidewalk facilities that connect with other trails, boardwalks, and pedestrian networks, a valuable community asset.

Sidewalks and other active transportation infrastructure indicate to pedestrians that they have been designated a safe space on the street. In addition to increased safety, separated spaces for pedestrians have demonstrated health, environmental, and economic benefits. Safe, comfortable spaces for pedestrians can increase the number of trips on foot, or by wheel, contributing to an overall increase in the physical and environmental health the town.

Encouraging human powered transportation can help people to get and stay fit while simultaneously cutting down on the trips by automobile. Sidewalks also contribute to the economic viability of an area – walkable commercial districts and those accessible by active transportation are attractive to customers. While sidewalks and other active transportation infrastructure can be costly, and may not work in every situation, opportunities for inclusion should be taken advantage of.

**Policy 4-27:** Council may, through the Development Regulations, require sidewalks on new public streets within residential subdivisions.

**Policy 4-28:** Council shall, through the Development Regulations, enable developers to provide bicycle parking spaces in lieu of some of the required automobile parking spaces and shall establish standards of acceptability for any such provided bicycle parking spaces.

**Policy 4-29:** Council may, through the Development Regulations, establish requirements for the minimum number of bicycle parking spaces to be provided for different use classes of development.

**Policy 4-30:** Council shall, through the Development Regulations, widely permit trails and trail development by considering them as part of the recreational open space use class.

**Policy 4-31:** Council may, through the Development Regulations, require new development to provide a separation buffer between a proposed development and an existing trail or pathway.

**Policy 4-32:** Council may work with local residents, businesses, the Province, and other stakeholders to implement traffic calming measures and crosswalks within the Planning Area.

**Policy 4-33:** Council may work with residents to identify and map traditional footpaths and public rights of way through the community and to develop policies to ensure that such routes are taken into consideration when reviewing development applications.

**Policy 4-34:** Council may, when major roadworks are undertaken, leverage any potential funding to implement pedestrian or active transportation infrastructure including, but not limited to, sidewalks, boardwalks, mixed-use pathways, or paved shoulders.

#### 4.4.4. Automobile Parking

The development pattern in Carbonear, including the town's layout and lack of sidewalks and other active transportation infrastructure in some areas, means that most trips do require a private automobile. Except for a few neighbourhoods, residential uses and commercial uses are somewhat spread out and not connected via active transportation links. This results in the need for private automobile parking at point of destination for many different uses.

To supply adequate parking, minimum parking requirements are often implemented, which require developers to supply a minimum number of parking spaces to supply the parking needs created by that development. As a minimum standard, developers can exceed the requirement if their business needs to. However, parking spaces can also act as a barrier to businesses and development because they are costly to build and maintain. Parking may also take away space that could be utilized in other ways. This Municipal Plan strives to find balance between the space necessary for parking provision with the need to reduce parking demand overall.

**Policy 4-35:** Council shall, through the Development Regulations, establish minimum automobile parking requirements aimed at reducing parking overflow into adjacent neighbourhoods, but not necessarily accommodating peak parking demand at all times.

**Policy 4-36:** Council may, through the Development Regulations, exempt developments in the Heritage Area Use Zone from requiring parking.

**Policy 4-37:** Council shall, through the Development Regulations, establish design requirements for required automobile parking spaces and areas.

**Policy 4-38:** Council shall, through the Development Regulations, permit electric vehicle charging stations in all land use zones.

**Policy 4-39:** Council may develop a parking plan or strategy to ensure there is an adequate balance of parking supply throughout the year, and to develop creative and innovative solutions to any existing automobile parking challenges.

#### 4.4.5. Utilities

Utilities, including power, phone, and internet are vital components of daily life and community function. These types of utilities generally consist of two parts: liner infrastructure (power lines, *etc.*) and supportive infrastructure (transformer stations, switching boxes, *etc.*). While the linear components are usually located within a street right-of-way, the supportive infrastructure is typically located on a property, and is subject to zoning requirements. These uses do not have typical requirements in terms of lot area (as there is no need for wastewater disposal) or frontage. Council, therefore, intends to exempt them from planning requirements.

**Policy 4-40:** Council shall, through the Development Regulations, provide for the relaxation of zone standards to enable the efficient and effective development of utility infrastructure.

**Policy 4-41:** Council may, through the Development Regulations, require the provision of buffering in the form of a suitably landscaped area between a utility and an adjacent residential use where Council is of the opinion that the size and appearance of such a utility is not in keeping with the area.

**Policy 4-42:** Council shall prohibit development within transmission or distribution line right of ways or easements, except for the development of utilities as defined by the **Public Utilities Act, 1990.**

**Policy 4-43:** Council shall inform NL Hydro of any green field or serviced infill development prior to development permit issuance.

**Policy 4-44:** Council shall inform NL Hydro and obtain approval from NL Hydro prior to the approval and development of a public or private road underneath transmission lines.

#### 4.4.6. Solid Waste

Residential and commercial solid waste is collected by Eastern Regional Service Board, formerly Eastern Waste Management. Eastern Regional Service Board was created by the province to deliver regional municipal services, including waste management and recycling services. The Town of Carbonneau has partnered with Multi-Materials Stewardship Board (MMSB) to establish a backyard composting program.

**Policy 4-45:** Council may continue to participate in provincial waste management strategies.

#### 4.4.7. Communication Antennas

The town of Carbonneau recognizes the sole authority for issuing licenses for radiocommunication facilities lies with the Federal Government under the **Radio Communications Act**. The Act encourages co-location of equipment (installing equipment on existing towers) before new towers are developed.

The **Radio Communications Act** includes a requirement for public consultation before the development of new telecommunications towers. Municipalities may elect to implement their own consultation protocol. In areas where there is no municipal protocol, consultation occurs under the Innovation, Science and Economic Development (ISED) Default Public Consultation Process.

**Policy 4-46:** Council shall, through the Development Regulations, utilize the discretionary use process as the Town's consultation protocol for antennas in all use zones except the Heritage Area Use Zone or Conservation Use Zone. Council's decision on such discretionary considerations shall be forwarded to Industry Canada to serve as the Town's input on the issuance of any such antenna licensing. Council shall not support antenna applications in the Heritage Area Use Zone or Conservation Use Zone.

## 4.5. Institutional Uses

Communities are built upon the foundations provided by people and institutions that provide a wide range of invaluable services and amenities. Often serving the general public and contributing to the common good, institutions include government offices, police service, fire service, hospitals, educational services, places of worship, and recreation facilities.

Carbonear has a diversity of institutions vital to the community's social and cultural framework. The town has two schools: Carbonear Academy for grades kindergarten through eight, and Carbonear Collegiate for grades nine through twelve. The College of the North Atlantic has a campus at Carbonear. Carbonear Public Library shares a building with the Princess Sheila Nageira Theatre and Town Hall. Carbonear Recreation Complex is home to an indoor swimming pool, two softball fields, track and field facilities, a soccer field, two tennis courts, two outdoor rinks, and an outdoor concert venue. Carbonear General Hospital is a major employer, is where many health services are provided, and serves the broader region.

### 4.5.1. Public Buildings Use Zone

**Policy 4-47:** Council shall establish the Public Buildings Use Zone for use within the Development Regulations. This use zone is intended to permit a wide variety of institutional uses including collective residential, community gardens, cultural and civic, educational, general assembly, places of worship, recreational open space, and special care institutional. Other uses such as conservation, mineral exploration, catering, childcare, convenience stores, general services, medical and professional, offices, and personal services shall also be permitted with any necessary conditions to ensure they support the institutional nature of this zone. Antennas, communications, funeral homes, penal and correctional, and theatres may be considered as discretionary uses.

## 4.6. Housing

As a basic necessity of life, every person who lives in Carbonear needs to access housing that is affordable, in good condition, and appropriate for their stage of life. To meet demand, diverse housing options are needed that can accommodate people with different incomes, abilities, ages, and household size requirements.

Nationally there has been a trend towards smaller, simpler housing forms driven by household economic realities and shifting preferences. Carbonear is a community with an aging population providing an additional factor to consider. The median age of residents in Carbonear increased from 44 years in 2006 to 52 years in 2021. As communities age, housing needs change; barrier-free housing is becoming more important and the demand for such housing is expected to grow.

### 4.6.1. Housing Diversity

As people in Carbonear move through different life stages, their housing needs and choices change. A key component of any community is to provide a range of housing types available to residents. The primary housing option in Carbonear is currently single-detached dwellings, representing 85% of the total housing market according to the 2021 Statistics Canada Census. The housing market is also skewed towards home-ownership, with 73.3% of the town population owning their residence.

**Policy 4-48:** Council shall, through the policies of this Plan and through the Development Regulations, enable diversity in the form, scale, and location of housing that is permitted in the town.

### 4.6.2. Accessory Dwellings

Accessory dwellings typically take the form of an independent dwelling unit within a home (also referred to as subsidiary apartments, secondary suites, accessory suites, in law suites or granny flats) and free-standing accessory dwellings (often referred to as backyard suites, carriage houses, or laneway houses). Infill development of this type is often called “hidden density” as it provides increased density and additional housing options without greatly altering the fabric of a neighbourhood and while utilizing existing services.

**Policy 4-49:** Council shall, through the Development Regulations, permit accessory dwellings smaller than 81 square metres and consider as discretionary those larger than 81 square metres in all residential use zones except the Residential Seasonal Use Zone, with standards for size, location, and number on a lot to limit the impact on existing neighbourhoods.

#### **4.6.3. Special Care Institutions**

As the population of Carbonear ages the provision of opportunities to 'age in place' will become more important. Demand for supportive housing will increase. Long-time residents of a community typically want to stay in that community as they have developed social circles and support networks over time. Carbonear is no different; during the engagement for this Plan's development residents spoke to this desire, but an adequate supply of supportive housing and other housing options serving the demographic was a concern.

Council believes special care institutional uses are an important component of the community and should be accommodated in any neighbourhood, provided they are similar in scale to other permitted residential uses in the area.

**Policy 4-50:** Council shall, through the Development Regulations, permit special care institutions, except those licensed by Corrections Canada or Newfoundland and Labrador Justice and Public Safety, within the Residential Medium Density Use Zone and Residential Higher Density Use Zone.

## 4.7. Economic Development

Carbonear initially developed as a centre of the fishing industry in Newfoundland. While the number of people employed in this sector has significantly declined, it remains culturally and economically important. The town's economic base has diversified over time, particularly in the provision of services. The town's growing role as a regional service provider has led to strong employment in sectors such as retail trade, healthcare, construction, and accommodation and food services.

The natural beauty, rich history and built heritage of the town present opportunities to capitalize on tourism. Council has recently completed phase one of a Downtown Revitalization Project focusing on the Carbonear Row Cultural Quarter, stretching from Adelaide Street to P.F. Finn Street along Water Street. Subsequent phases will include Beach Road to the Ponds, P.F. Finn Street to Church Street and a separate waterfront development area.

**Policy 4-51:** Council may continue to develop and implement a Downtown Revitalization Project to concentrate on showcasing heritage properties and incorporating heritage assets into downtown revitalization, façade improvement, placemaking, site development, traffic calming, pedestrian improvement, and building design guidelines.

**Policy 4-52:** Council may, over the life of this plan, develop a business and tourism marketing strategy intended to recruit businesses to Carbonear and to draw visitors to the area.

**Policy 4-53:** Council may, over the life of this Plan, examine and consider the application of taxation, financial, and zoning incentives, as well as capital projects as viable methods of facilitating new economic development in Carbonear consistent with the provisions of the **Towns and Local Service Districts Act**.

#### 4.7.1. Signs

Advertising and signage provide information to the travelling public about services and amenities available in an area and where they can be accessed. Signage regulations need to balance a business' need to advertise with the aesthetics of a community. Poorly regulated signage can lead to an overabundance of advertisements known as 'sign pollution.' A balanced approach clearly outlines and protects a business' opportunity to advertise their services while maintaining the character of a place.

**Policy 4-54:** Council shall, through the Development Regulations, regulate the type, size, and location of signs in a manner that balances the aesthetics of neighbourhoods with the need to advertise businesses and provide information about a community. Development Regulations shall also provide for the removal, maintenance, and exemption of signs, as well as for signs related to non-conforming uses.

**Policy 4-55:** Council shall, through the Development Regulations, regulate the size, location, and form of off-site business signs to provide an organized and cohesive approach to off-site signs.

**Policy 4-56:** Council shall, through the Development Regulations, require applications for signage along Route 70 or any other provincially maintained road be referred to the Government Service Centre for approval as required by the *Highway Sign Regulations, 1999*.

## 4.8. Environment

The character and identity of Carbonear has largely been formed by the town's relationship with its natural environment. Historically a major centre of the Newfoundland fishery, Carbonear has always had a strong connection to environmental resources. The town and region are home to a variety of plants and animals that contribute to the regional ecosystem. Development within Carbonear should take care to ensure harm to the environment is limited. Preserving the natural environment is vital to Carbonear's identity, character, and economy. Priority should be given to environmental preservation and enhancement because of its importance to current and future residents, Council, and the further development of tourism sector.

**Policy 4-57:** Council shall consider the natural environment and natural systems including natural drainage systems, wildlife, and fish habitats when considering new developments.

**Policy 4-58:** Council may develop a watershed management plan for water supply areas.

**Policy 4-59:** Council may develop hazard maps for the Planning Area to identify natural hazard areas.

### 4.8.1. Wetlands and Watercourse Buffers

Carbonear's varied topography supports several lakes and ponds connected by streams and wetlands. These watercourses are a vital component of the Carbonear landscape and ecosystem, providing important natural habitat. The interface between land and water—the riparian area—is a sensitive and productive habitat. Riparian areas act as filters, absorbing runoff from land before it reaches a watercourse. However, these areas are also extremely sensitive to disturbance and require protection from human development.

**Policy 4-60:** Council shall, through the Development Regulations, establish buffers that limit development adjacent to watercourses and wetlands. These buffers are intended to protect terrestrial and aquatic species and their habitat from destruction and fragmentation while also limiting development in areas that could be hazardous to humans and their property.

**Policy 4-61:** Council shall, through the Development Regulations, enable exceptions to watercourse buffers where the use is required to be located adjacent to the water, or where the risks presented to and by the development can be shown to be low.

**Policy 4-62:** Council shall, through the Development Regulations, establish requirements for development in any body of water, including wetlands, apply for and obtain a permit from the Provinces Water Resource Management Division, under section 48 of the **Water Resources Act**.

**Policy 4-63:** Council shall ensure any developments commencing pursuant to a Permit issued under Section 48 of the **Water Resources Act**, conform to the requirements of the *Environmental Control Water and Sewage Regulations, 2003*.

#### **4.8.2. Coastal Areas**

As an island, many Newfoundland communities are located near the coast, as the sea historically provided key resources and transportation links important to commerce. A substantial portion of the town's population is located within 500 metres of the shore. Access to the coast remains of particular importance to the residents of Carbonear for both work and recreation.

All coastal communities are vulnerable to climate change. Rising sea levels and increased storm frequency will inevitably impact the coastline. By the year 2100, sea levels in southeastern Newfoundland are expected to rise more than 100 cm above current levels. Topographic conditions in Carbonear demonstrate a steady elevation gain moving away from the coast. However, areas immediately adjacent to the coast are at risk, particularly along Beach Road and Water Street where future sea level rise and storm surge could flood roads and cut off access to portions of town.

The coastline is also a desirable location for new development. Development related to tourism, ocean related industry, and residential uses are all attracted to the waterfront. Such development must be made only with careful consideration and planning to address issues associated with sea level rise.

Consistent with best practice as recommended by the Geological Survey of Newfoundland and Labrador, Council will limit most forms of development below a 4-metre elevation and will apply a minimum horizontal buffer of 30 metres to account for potential erosion.

**Policy 4-64:** Council shall, through the Development Regulations, enable the protection of traditional coastal access points and the provision of access to beaches or navigable waters to be considered as part of the lands required for dedicated open space.

**Policy 4-65:** Council shall, through the Development Regulations, encourage public access and recreational usage of the coastline by permitting a range of coastal uses.

**Policy 4-66:** Council shall, through the Development Regulations, restrict development within 30 metres of the coast.

**Policy 4-67:** Council shall, through the Development Regulations, prohibit coastal development below the 4-metre contour, except for low-cost development and development that is required to be at the water.

**Policy 4-68:** Council shall, through the Development Regulations, enable a reduction of the 30-metre coastal setback where the applicant provides a study, prepared by a qualified person, confirming that the proposed development is located at an elevation higher than required by Policy 4-67 and that the nature of the shoreline material and on-site annual erosion rates is such that the risk of an erosion hazard over the useful life of the development is not increased by the reduction in coastal setback.

#### 4.8.3. Landscape and Coastal Alteration

With much of Carbonear located near the coastline, landscape alteration practices such as filling in low lying areas or areas with steep slopes or excavating into a hillside to expand usable land may become more common. These activities can have a significant impact on wetlands, natural drainage, and slope stability, resulting in erosion and creating visual impacts in the community. Another common concern is clearing lots of all trees and vegetation to accommodate development. Lot clearing results in reduced sediment stability and can cause overland flow issues contributing to erosion.

Infilling coastal waters to create land is another alteration practice occurring with increased frequency in coastal communities.

Typically, the area of land around water bodies is a "Crown Land Reserve" for a distance of at least 15 metres. Development within this Crown Land Reserve requires permission of the Minister responsible for the **Lands Act**. Additionally, the area between the high- and low-water marks of a water body is known as the "Shore Water Zone", a provincially designated land use area. Any development, including any disturbance of the land or vegetation, in this Shore Water Zone requires provincial permission prior to the start of development and must comply with the Policy for Development in Shore Water Zones. Finally, any alteration of a watercourse, such as infilling or dredging associated with a wharf or stage, requires a permit under Section 48 of the **Water Resources Act**.

**Policy 4-69:** Council may, through the Development Regulations, require an applicant applying to undertake development to assess the potential geotechnical, visual, and environmental impacts of the proposed development on the landscape, as well as potential impacts on adjoining properties and land uses, such as flooding or erosion as a result of landscape alterations for the proposed development, and implement mitigating measures as necessary. Such assessments shall be prepared by a qualified professional and be conducted at the cost of an applicant.

**Policy 4-70:** Council may, through the Development Regulations, require financial guarantees from a developer where landscape alterations are approved to ensure adequate site rehabilitation and/or landscaping.

**Policy 4-71:** Council shall work with Government to ensure any infilling, dredging, or other developments along the coastline is conducted in accordance with the appropriate legislation and policies, including the Policy for Development in Shore Water Zones, the requirement for Ministerial permission for development on lands within the Crown Land Reserve, and Section 48 of the **Water Resources Act**.

**Policy 4-72:** Council shall interpret the boundaries of land use designations and use zones along the coast as following the mean high-water mark, including any changes to the mean high-water mark through infilling or through natural change.

#### **4.8.4. Designated Flood Plain**

Island Pond Brook and Powell's brook have been identified as 'designated floodway' (1:20 year flood zone), as lands within the Planning Area subject to the most frequent flooding. A 'designated floodway fringe' (1:100 year flood zone) constitutes the remainder of the flood risk area. The 'designated floodway fringe' typically receives less damage from flooding; however, protective regulations are still necessary. These two designations have been instituted to identify areas at risk of flooding and to minimize future damage as result of flooding as much as possible.

**Policy 4-73:** Council shall establish the Floodway Overlay for use within the Development Regulations. This overlay is intended to limit development within the 1:20 year flood zone to mitigate flood risks.

**Policy 4-74:** Council shall, in the Development Regulations, limit development within the Floodway Overlay to non-building uses that will not be damaged by flooding.

**Policy 4-75:** Council shall refer all applications for new development within the Floodway Overlay to the Water Resources Division of the Department of Environment and Climate Change.

#### 4.8.5. Designated Floodway Fringe

**Policy 4-76:** Council shall establish the Floodway Fringe Overlay for use within the Development Regulations. This overlay is intended to reduce damage to structures associated with intermittent flooding by requiring flood proofing standards be met.

**Policy 4-77:** Council shall, in the Development Regulations and subject to the underlying zoning, allow for public works and public uses, marine related uses, industrial uses, commercial uses, and residential uses in the Floodway Fringe Overlay provided that such developments take flood risk into account.

**Policy 4-78:** Council shall refer all applications in the Floodway Fringe Overlay to the Water Resources Division of the Department of Environment and Climate Change for its recommendation prior to Council's consideration.

## 4.9. Agriculture

While Carbonear's primary industry was historically the fishery, there is also a history of agricultural activity within the town. These activities continue today on a variety of scales, from smaller "urban agriculture" within the heart of Carbonear to larger farms in the wider Plan Area. As of 2022 there were three Agriculture Leases within the Plan Area.

Council is widely supportive of agricultural activity as an economic activity, for food security purposes, and as a reflection of residents' long connections to the land.

**Policy 4-79:** Council shall, through the Development Regulation, permit community gardens and fish and farmers' markets in appropriate land use zones intended to encourage access to sustainable, local foods.

**Policy 4-80:** Council shall, through the Development Regulations, enable larger-scale agricultural and livestock operations to operate within the rural areas of Carbonear, with controls to ensure appropriate buffers between these activities and existing residential uses.

**Policy 4-81:** Council may work with local food vendors, artists, and other community partners to develop a farmers' market intended for the sale of locally produced goods and products.

**Policy 4-82:** Council shall maintain the Rural Use Zone on Agriculture Leases in order to limit development pressures on these lands.

## 4.10. Renewable Energy

Globally, there is growing utilization of renewable energy sources to offset climate change impacts and to shield individuals, households, and businesses from rising energy costs. Two of the most common types of renewables being deployed at a local scale are wind turbines and solar collectors. Generally, the community is in support of the implementation of such technologies, supporting policies and regulations can help balance the utilization of renewable technologies with the maintenance of the town's aesthetics, environment and quality of life. All renewable energy sources must comply with provincial legislation and the standards of the provincial electricity authority, Newfoundland Power.

### 4.10.1. Wind Energy

**Policy 4-83:** Council shall, through the Development Regulations, enable wind turbines in the Rural Use Zone and Mineral Workings Use Zone.

**Policy 4-84:** Council shall, through the Development Regulations, establish appropriate setbacks and standards for the siting of wind turbines.

### 4.10.2. Solar Energy

**Policy 4-85:** Council shall, through the Development Regulations, permit solar collectors as an accessory use in all zones.

**Policy 4-86:** Council shall, through the Development Regulations, establish requirements for the siting and design of accessory solar collectors.

**Policy 4-87:** Council shall, through the Development Regulations, enable solar collectors as a main use in the Commercial General Use Zone, Rural Use Zone, and the Mineral Workings Use Zone.

## 4.11. Recreation

The town of Carbonear has an array of outdoor and indoor recreation and leisure facilities for residents of the community to use. The Carbonear Recreation Complex is an integral asset in the community, providing swimming, racquet sports, basketball, hockey, skating, baseball, general fitness opportunities and more. The town is home to several playgrounds, trails and other semi and unstructured recreation opportunities. Protecting these assets is vital to the future of the community. This Plan also recognizes the importance of building upon existing facilities and programming to serve diverse recreation needs.

### 4.11.1. Parks and Open Spaces

**Policy 4-88:** Council shall, through the Development Regulations, permit low-impact parks and recreation uses in all use zones except where specific zone policy states the use will be discretionary and except within the Mineral Working Use Zone and the Industrial Ocean Related Use Zone, where the use will be prohibited.

### 4.11.2. Recreation Centres

**Policy 4-89:** Council may, in cooperation with the Newfoundland and Labrador English School District, establish a Joint Use Agreement to share recreation assets and facilities between the Town and local schools.

**Policy 4-90:** Council shall encourage all recreation facilities to be designed to accommodate residents of all ages and physical abilities.

## 4.12. Arts, Culture, and Heritage

The cultural heritage of Carbonear is demonstrated in the built form of the town, particularly Water Street. Carbonear's prominent role as a centre of the fishery in Newfoundland can be observed in the remaining historic commercial buildings and several designated heritage properties. Notably, Carbonear is home to two rare examples of merchant's premises, the Rorke Store and Rorke Premises. Together these buildings demonstrate the legacy of commerce in the region. Residential heritage properties also demonstrate the success of Carbonear's commercial past as several were built for prominent and successful merchants. These structures help tell the story of Carbonear's past. The Town supports the preservation of these structures.

Cultural heritage is also influenced by significant places and practices that are important to the community. Places dedicated to artistic expression, significant landmarks, and cemeteries all contribute to a place and help give it meaning. Planning needs to take all these factors into account as development proceeds in Carbonear.

### 4.12.1. Heritage Properties

**Policy 4-91:** Council may, in cooperation with the Heritage Foundation of Newfoundland and Labrador, work to identify and document all significant heritage buildings, structures, landmarks, and landscapes of the town.

**Policy 4-92:** Council shall require any development proposals in areas where archeological resources are known to exist, or where they are likely to exist, to be forward to the Provincial Archaeology Office for review to determine if an historic Resources Impact Assessment is required prior to development.

**Policy 4-93:** Council may adopt the Standards and Guidelines for the Conservation of Historic Places in Canada in evaluating substantial alterations to registered heritage properties.

**Policy 4-94:** Council shall require that prior to the moving, demolition, or alteration of a provincially registered heritage property any such alteration be referred to the minister responsible for the **Historic Resources Act** prior to undertaking any work.

**Policy 4-95:** Council may adopt a Heritage Bylaw, intended to designate and protect heritage structures, landmarks, and landscapes within the Planning Area.

**Policy 4-96:** Council may, through the Development Regulations, reduce development requirements on registered heritage properties as incentive to register and invest in these properties.

#### **4.12.2. Arts and Cultural Uses**

**Policy 4-97:** Council shall, through the Development Regulations, permit cultural uses such as, but not limited to, theatres and museums, in a wide variety of zones that prioritize commercial or public uses.

**Policy 4-98:** Council may, in coordination with the community, develop an Arts and Cultural Action Plan aimed at leveraging and promoting the town's artistic, cultural, and heritage assets.

#### **4.12.3. Cemeteries**

**Policy 4-99:** Council shall, through the Development Regulations, consider new cemeteries only as a discretionary use in the Rural Use Zone.

## 4.13. Local Governance

Local governments are typically the level of government with which people in a community interact the most. Often, direct and open dialogue occurs between residents, staff, and elected members of Council. Local government is also the level of government making decisions that directly impact the day-to-day lives of residents. To empower the community and ensure opportunities to interact with Town Council are plentiful, Council seeks to adopt policies and practices that improve accountability and interaction with residents. Daily town operation can also be improved by developing data and procedures that support efficient and meaningful decision making. The following policies relate to the function of municipal government in the Town of Carbonear.

**Policy 4-100:** Council shall keep a public register of all applications for development and Council decisions on these applications for development.

**Policy 4-101:** Council shall maintain a public source for Council agendas and meeting minutes, intended to ensure transparency between town Council and the community.

**Policy 4-102:** Council may adopt live stream technologies to ensure Town Council meetings are open to the public.

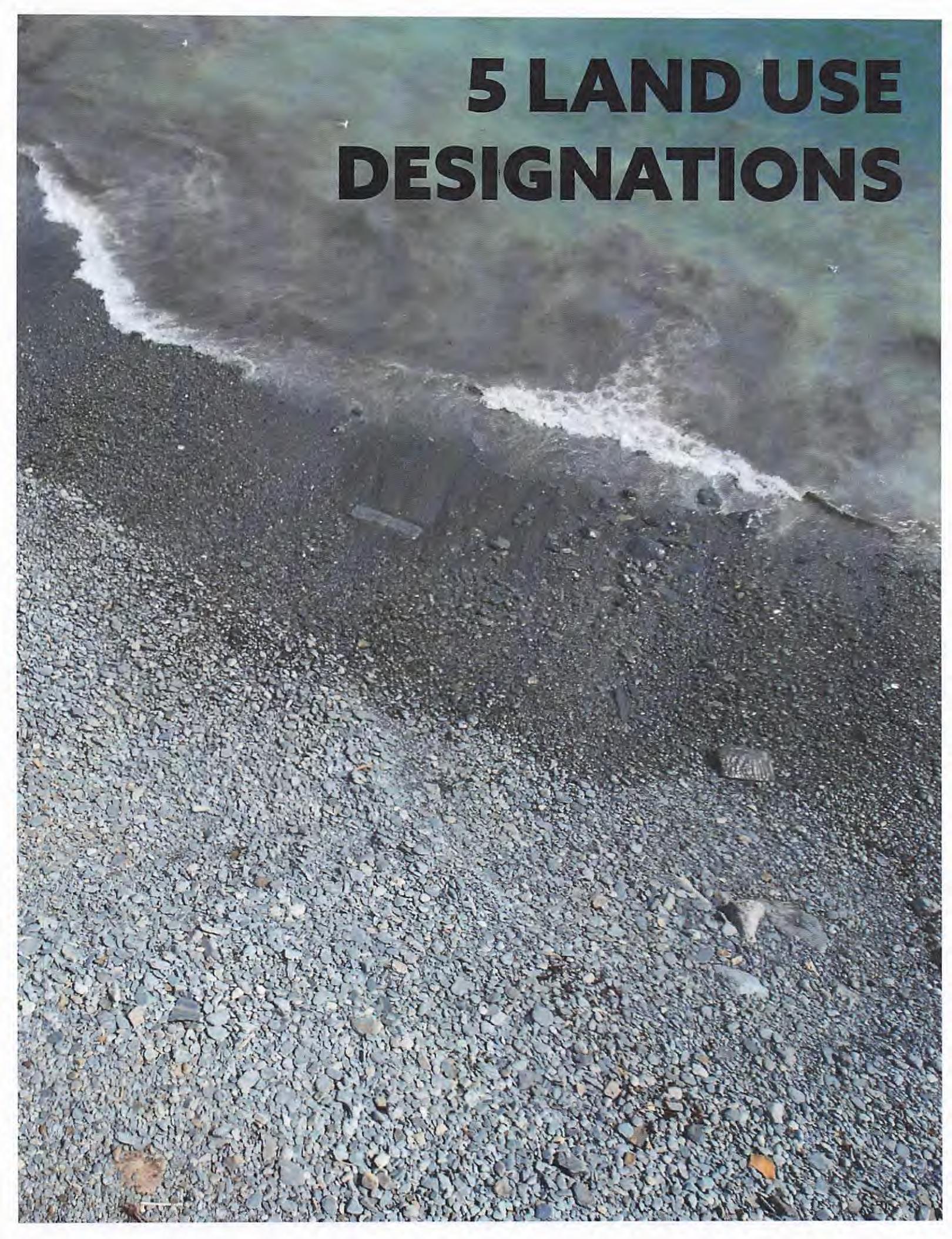
**Policy 4-103:** Council may develop a Public Participation Policy, aimed at clearly articulating how the town and its residents will interact when it comes to municipal projects.

**Policy 4-104:** Council may work with the neighbouring communities and the Province of Newfoundland and Labrador to consider shared servicing and administration where appropriate.

**Policy 4-105:** Council may develop an asset management plan to determine current assets, current and future service goals, and future upkeep and replacement costs.

**Policy 4-106:** Council may develop a public digital mapping and data repository for data including, but not limited to, property lines, municipal servicing, and land use zoning and mapping.





# **5 LAND USE DESIGNATIONS**



## 5.1. Land Use Designations

Development is primarily guided by land use designations. Land use designations are the tool that establishes the foundation for where and how various uses fit together to make up the town. They are formed by a combination of history, the present situation, and anticipated future needs. Represented on the Future Land Use Map, the land use designations broadly map out how development is going to occur in specific areas. For example, an area within the Residential Land Use Designation is intended to be primarily residential in nature; however, the designation can allow for other use zones that complement and are compatible with residential uses.

Land use designations form the high-level approach to community building, they are then supported by accompanying land use zones within the Development Regulations. Land use zones form the fine-grained component of community development; they list specific types of uses that are permitted within each land use zone, and layout standards for development such as lot sizes, public road frontage requirements, and setbacks for new construction. Each area within the Planning Area is covered by a land use designation under this Plan and is also covered by a land use zone under the Development Regulations. The two documents work together to regulate development in Carbonear.

**Policy 5-1:** Council shall, within this Plan and on the Future Land Use Map, establish a series of land use designations to guide future growth in Carbonear. Each land use designation shall permit a wide range of uses and land use zones that are similar to or complement one another.

## 5.2. Residential Designation

### 5.2.1. Residential Designation

Residentially designated areas are intended to primarily accommodate the short- and long-term housing needs of a community. In Carbonneau, development is approaching the limits of servicing availability in the north and south ends of town. This Plan expanded the Residential Designation in comparison to the 2004 Plan in order to enable the growth of serviced areas; however, the cost to extend services will be borne by developers and will not be at the Town's expense.

Additionally, this Plan seeks to encourage "infill" development in existing serviceable areas. Permitted uses will include a variety of housing forms and types to allow for greater choice and accessibility for residents.

**Policy 5-2:** Council shall, on schedule 'A', the Future Land Use Map, designate as Residential lands in serviced and unserviced areas of the Plan Area intended to give priority to residential development.

**Policy 5-3:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Residential Designation:

- a) Residential Low Density Use Zone
- b) Residential Large Lot Use Zone
- c) Residential Medium Density Use Zone
- d) Residential Higher Density Use Zone
- e) Residential Rural Use Zone
- f) Residential Seasonal Use Zone
- g) Recreational Open Space Use Zone

### **5.2.2. Residential Low Density Use Zone**

Residential Development in Carbonear is primarily dominated by single detached dwellings. While housing needs have been changing with shifting demographics, the Residential Low Density Use Zone intends to generally protect this form of development while providing for the consideration of gentle increases in density through double dwellings, accessory dwellings, and residential boarding houses. The Residential Low Density Zone will also provide for the consideration of low impact uses that generally support the provision of services directly benefiting a neighbourhood.

**Policy 5-4:** Council shall establish the Residential Low Density Use Zone for use within the Development Regulations. This use zone is intended to permit single and double dwelling development capable of being serviced by municipal water and sewer services. Council will consider antennas, residential boarding houses, childcare services, and level 2 home occupations as discretionary uses in this zone.

### **5.2.3. Residential Large Lot Zone**

Development in the Residential Large Lot Use Zone enables residential development on larger lots that may not be eligible for municipal water and sewer services at the current time, but could see such services in the future. While single detached dwellings are generally given priority, limited increases to density in the form of double dwellings and residential boarding houses may be considered. Other uses that generally provide services to a neighbourhood may also be considered.

**Policy 5-5:** Council shall establish the Residential Large Lot Use Zone for use within the Development Regulations. This use zone is intended to permit single dwelling development capable of being serviced via well and on-site septic systems. Council will consider double dwellings, residential boarding houses, antennas, level 2 home occupations, and childcare services as discretionary uses in this zone.

**Policy 5-6:** Council shall, in the Development Regulations, establish requirements for development in the Residential Large Lot Use Zone to account for the potential for intensification of development if central services are ever extended to these areas.

#### **5.2.4. Residential Medium Density Use Zone**

The Residential Medium Density Use Zone encompasses the majority of residential areas in Carbonear. This zone gives priority to a mixture of single dwellings, double dwellings, and three-unit dwellings within areas serviced by municipal water and sewer. More intense residential development, in the form of multi-unit dwellings and residential boarding houses, may be considered within the Residential Medium Density Use Zone. Additional uses that are generally compatible with residential uses and that supply services to a neighbourhood may also be considered.

**Policy 5-7:** Council shall establish the Residential Medium Density Use Zone for use within the Development Regulations. This use zone is intended to permit residential development that falls into a middle range of density including single detached dwellings on smaller lots, double dwellings, and multi-unit dwellings with up to three units. Supportive uses such as community gardens and recreational open space shall also be permitted. Council will consider multi-unit dwellings with more than three units, residential boarding houses, collective residential, elementary schools, places of worship, childcare, level 2 home occupations, and antennas as discretionary uses.

#### **5.2.5. Residential Higher Density Use Zone**

One of the key issues heard during engagement for this Plan was the need for a higher range of housing options and housing availability. In response, this Plan introduces the Residential Higher Density Use Zone to make it easier to develop residential uses at a somewhat higher density, such as mid-sized apartment buildings, grouped dwellings, or condominiums. Larger multi-unit development can also be considered but will require a discretionary process.

This use zone has initially been applied to a few key opportunity sites, and could be considered by Council for additional areas in the future through amendments to the Zoning Map.

The largest area of Residential Higher Density is in the area of Fox Farm Road and Merchant Drive, behind the large-format commercial plaza that has been developing along Columbus Drive. This "Fox Farm Residential Area" provides ample land for new residential units. However, it is also physically isolated from the rest of Carbonear, especially for pedestrians. Any residential development here must, therefore, have special consideration for improving connectivity. As with all new subdivisions, the installation of new sewer and water services must also be carefully considered to ensure their long-term financial sustainability.

Like other developments requiring new infrastructure, development in the Fox Farm Residential Area will require the developer to enter into a development agreement with the Town setting out the standards and terms for the new infrastructure. However, given the size of the area and the need to emphasize connectivity, the Development Regulations will include specific criteria to be addressed when the development agreement(s) for the Fox Farm Residential Area is being negotiated.

**Policy 5-8:** Council shall establish the Residential Higher Density Use Zone for use within the Development Regulations. This use zone is intended to permit residential development that falls into a middle range of density as well as mid-sized multi-unit development up to 20 units on a lot. Supportive uses such as community gardens, childcare, personal services, and recreational open space shall also be permitted. Council will consider dwellings with more than 20 units on a lot, residential boarding houses, places of worship, public schools, level 2 home occupations, and antennas as discretionary uses in this zone.

**Policy 5-9:** Council shall, in the Development Regulations, establish an area of Residential Higher Density Use Zone known as the "Fox Farm Residential Area" and shall establish specific criteria to be addressed when negotiating a development agreement or development agreements for this area. The criteria shall include requirements related to connectivity, servicing, and minimum residential density.

### **5.2.6. Residential Rural Use Zone**

Residential density in the rural areas of Carbonear is generally low, reflecting both the rural setting and the need for adequate lot sizes to accommodate on-site services. Lands within this area may be unserviced or partially serviced and as a result will also require the approval of the appropriate provincial department. Additional uses that support rural residential neighbourhoods may also be considered.

**Policy 5-10:** Council shall establish the Residential Rural Use Zone for use within the Development Regulations. This use zone is intended to permit low density residential development that is rural in character and capable of being serviced via on-site services. Agriculture related uses and animal care shall also be permitted. Council will consider boarding house residential, antennas, and level 2 home occupations as discretionary uses.

### **5.2.7. Residential Seasonal Zone**

The Residential Seasonal Use Zone is intended to provide areas of land for seasonal cottages, particularly on attractive natural features such as lakes. However, these areas are typically remote and on-site wells and septic systems approved by the appropriate provincial department shall be a requirement for development. People developing in these areas must also understand that Town services, such as snow clearing and general road maintenance, may also be limited within these areas.

**Policy 5-11:** Council shall establish the Residential Seasonal Use Zone for use within the Development Regulations. This use zone is intended to permit seasonal residential development that is capable of being serviced via on-site services. Other services may be limited or unavailable in these areas. Antennas shall be considered as a discretionary use in this zone.

### 5.2.8. Home Occupations

Council recognizes the benefits of small business within the community. Small businesses often act as the backbone on a local economy, they attract visitors and provide employment opportunities for residents. Small businesses also provide day-to-day services for residents, including childcare and haircare. Often, small businesses begin as a home occupation and expand to brick and mortar locations outside of the home, or they can continue to operate out of a residence. Home occupations that do not detract from the character of a neighbourhood or generate a nuisance are valued by Council. Permitting the operation of home occupations is one way to support small business and encourage their growth.

**Policy 5-12:** Council shall permit lower impact, "level 1" home occupations in the Residential Designation except within the Residential Seasonal Use Zone. This category shall include activities such as, but not limited to, small-scale childcare, office and professional, and personal services.

**Policy 5-13:** Council shall establish a "level 2" home occupation use class for activities that may be reasonable as a home occupation in some situations, but where the risk of conflict or neighbourhood impact is higher and would be better managed through a discretionary approval process. Such activities may include, but are not limited to, animal care and workshops.

**Policy 5-14:** Council shall, through the Development Regulations, establish criteria for businesses eligible to operate as a home occupation, and establish regulations that the business must meet, including, but not limited to, maximum floor area.

### 5.2.9. Existing Undersized Residential Lots

**Policy 5-15:** Council shall, through the Development Regulations, relax lot requirements or provide alternative development options for existing lots that do not meet the minimum use zone requirements for lot area or frontage if wastewater treatment can be adequately provided, and the development can meet lot coverage and yard requirements.

### 5.2.10. Backlot Development

Backlot development, also known as "flag lot development", occurs when an existing large lot, which is only developed on the front portion, is subdivided to enable development behind the existing structure or vice versa.

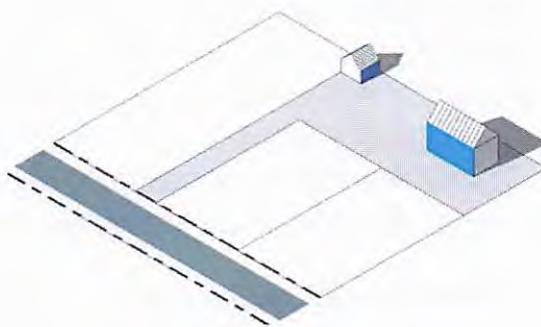


Figure 5: Example of a flag lot

Backlot development comes with positive and negative aspects. Increased density and flexibility could be seen as benefits. However, there are many drawbacks that make backlot development challenging, including privacy issues, emergency access, and challenges with servicing. As a result, Council intends to accommodate development on existing back lots but not enable the creation of new ones.

**Policy 5-16:** Council shall, through the Development Regulations, only permit backlot development on back lots in the Residential Medium Density Use Zone that existed prior to the previous Municipal Plan (December 24, 2004).

## 5.3. Commercial Designation

### 5.3.1. Commercial Designation

Carbonear has a long history of commercial activity. The Water Street area historically acted as the primary commercial centre for the town and continues to provide a “main street” type of commercial district with a wide range of smaller scale businesses and services. Larger scale commercial uses have located in the area along Route 70 (Columbus Drive), including a multi-tenant shopping centre, some large format chain stores, car dealerships, and local businesses that occupy individual commercial buildings and strip malls. This commercial area serves the town but is also of regional importance. Easy access from the highway coupled with the quantity and types of services available have helped establish Carbonear as a hub for the area.

**Policy 5-17:** Council shall, on Schedule ‘A’, the Future Land Use Map, designate as Commercial lands in serviced areas intended to give priority to a wide range of commercial uses.

**Policy 5-18:** Council shall, on the Zoning Map of the Development Regulations, permit the following zones on lands within the Commercial Designation:

- a) Commercial General Use Zone
- b) Commercial Highway Use Zone
- c) Recreation Open Space Use Zone
- d) Conservation Use Zone

### **5.3.2. General Commercial Use Zone**

The General Commercial Use Zone recognizes key commercial nodes within the town of Carbonear. General commercial is intended to facilitate the use and development of lands for a wide variety of commercial activities including retail stores, commercial businesses, office space, and public entertainment uses with adequate parking supplies and safe access. Larger scale uses such as shopping centres, light industrial, and general industrial uses may be considered by Council as discretionary uses. Residential uses may also be permitted but will be prohibited on the ground floor in order to maintain the commercial character of these areas.

**Policy 5-19:** Council shall establish the General Commercial Use Zone for use within the Development Regulations. This use zone is intended to permit a very wide range of commercial and civic uses. Multi-unit residential uses shall also be permitted but shall be prohibited on the ground floor, except for supportive facilities such as lobbies and amenity space. Council will consider antennas, light and general industry, indoor and outdoor assembly, and kennels as discretionary uses in this zone.

### **5.3.3. Commercial Highway Use Zone**

Lands zoned Commercial Highway are intended to be safely and directly accessible from a highway and support businesses that serve the travelling public. These uses include restaurants, hotel / motels, service stations, convenience stores, and bus services.

**Policy 5-20:** Council shall establish the Commercial Highway Use Zone for use within the Development Regulations. This use zone is intended to permit a range of commercial and recreational uses focused on the travelling public, such as accommodations, service stations, and catering. Council will consider antennas, general services, offices, outdoor assembly, and outdoor markets as discretionary uses in this zone.

#### **5.3.4. Accommodations**

Carbonear is a regional service centre and is also home to an attractive landscape and heritage area. As a result, there is need for accommodations to house visitors to the town, whether for tourism purposes or to access services such as the hospital. Currently, Carbonear lacks larger scale accommodations options. Council is supportive of establishing such uses in commercial areas.

**Policy 5-21:** Council shall permit accommodations uses in the Commercial Designation.

## 5.4. Downtown Heritage Area Designation

### 5.4.1. Downtown Heritage Area Designation

The historic centre of Carbonear is located on the west side of the Bay, primarily along Water Street. The western end of this district is primarily two- and three-story commercial buildings located close to the street. Further to the east, past Musgrave Street, residential buildings begin to enter the mix. Side streets, such as Bannerman, Musgrave, and Bond, contain a mix of historic homes and community uses, such as the fire hall. There are also marine industrial uses located between Water Street and the Bay.

Despite the eclectic mix of uses in this area, the built form is cohesive and provides an attractive, walkable “main street” for the town. Council wishes to continue supporting a mix of uses in the downtown heritage area while ensuring new development is in keeping with, and contributes to, the mains street character of the area.

**Policy 5-22:** Council shall, on Schedule ‘A’, the Future Land Use Map, designate as Downtown Heritage lands encompassing the traditional downtown of Carbonear.

**Policy 5-23:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Downtown Heritage Area Designation:

- a) Heritage Area Use Zone
- b) Recreation Open Space Use Zone
- c) Conservation Use Zone

#### **5.4.2. Heritage Area Use Zone**

**Policy 5-24:** Council shall establish the Heritage Area Use Zone for use within the Development Regulations. This use zone is intended to permit a mix of commercial, residential, and civic uses compatible with a pedestrian-focused downtown. Automobile-oriented uses, such as service stations, shall not be permitted in this zone. Council will consider educational, recreational open space, and transportation uses as discretionary uses in this zone. Marine industrial uses may also be considered between Water Street and the waterfront.

#### **5.4.3. Design Controls**

**Policy 5-25:** Council shall, in the Development Regulations, establish design controls for development in the Heritage Area Use Zone, intended to ensure development is supportive of the historic design of buildings in this area. Controls may include, but are not limited to, limitations on window and door types and sizes, building proportions, and cladding materials.

## 5.5. Industrial Designation

### 5.5.1. Industrial Designation

Carbonear has historically maintained a significant role in the fishing industry, which is recognizable in the industrial uses located around the harbour. The town also features an industrial area along Powells Brook. More recently, the Town established the "Industrial Park" along Powell Drive; however, there was limited industrial interest and much of the land has been developed for office and limited retail. Council continues to promote the industrial base by encouraging new industrial development to locate in this area.

**Policy 5-26:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Industrial lands in serviced areas intended to give priority to a wide range of industrial uses.

**Policy 5-27:** Council shall, on the Zoning Map of the Development Regulations, permit the following zones on lands within the Industrial Designation:

- a) Industrial Light Use Zone
- b) Industrial General Use Zone
- c) Industrial Ocean Related Use Zone
- d) Conservation Use Zone

### 5.5.2. Industrial Light Use Zone

**Policy 5-28:** Council shall establish the Industrial Light Use Zone for use within the Development Regulations. This use zone is intended to permit a range of warehousing, workshops, and other industrial uses 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. Council will consider antennas, childcare, educational, general and hazardous industry, general services, medical clinics, office and professional, passenger assembly, personal services, police stations, and shops as discretionary uses in this zone.

### **5.5.3. Industrial General Use Zone**

**Policy 5-29:** Council shall establish the Industrial General Use Zone for use within the Development Regulations. This use zone is intended to permit a wide variety of type and scale of industrial uses, including light industry, transportation, open storage, and operations requiring the limited use of hazardous substances, but excluding the bulk storage or extensive use of hazardous substances. Council will consider animal care, antennas, hazardous industry, indoor markets, kennels, passenger assembly, scrap yards, shops, and solid waste as discretionary uses in this zone.

### **5.5.4. Industrial Ocean Related Use Zone**

**Policy 5-30:** Council shall establish the Industrial Ocean Related Use Zone for use within the Development Regulations. This use zone is intended to permit all types of industrial and transportation uses requiring ocean frontage for their operation. Council will consider antennas, catering, and indoor and outdoor markets as discretionary uses in this zone.

## 5.6. Recreation Designation

### 5.6.1. Recreation Designation

Recreation and open space uses are widely permitted in various of Carbonear's use zones. However, Council often wishes to specifically identify lands for recreational purposes. Land is designated Recreation to provide for the active and passive recreational needs of Carbonear residents and visitors.

**Policy 5-31:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Recreation lands intended to be specifically identified for recreation and open space purposes.

**Policy 5-32:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Recreation Designation:

- a) Conservation Use Zone
- b) Recreation Open Space Use Zone

### 5.6.2. Recreation Open Space Use Zone

**Policy 5-33:** Council shall establish the Recreation Open Space Use Zone for use within the Development Regulations. This use zone is intended to permit a range of low intensity recreational uses such as community gardens and open space uses. Council will consider antennas, childcare, cultural and civic, indoor assembly, outdoor market, and take-out food service uses as discretionary uses.

## 5.7. Conservation Designation

### 5.7.1. Conservation Designation

Substantial areas of land exist where conservation measures are required. These areas include natural drainage routes, areas of precipitous terrain, wetlands and exposed bedrock, historic sites, cemeteries, spawning beaches, and shoreline frontage unsuited to fisheries related uses. Council intends to protect and preserve these areas from development in the interest of environmental protection, public enjoyment, safety, and to enable continued public access to ponds and watercourses.

**Policy 5-34:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Conservation lands intended to be maintained for conservation purposes.

**Policy 5-35:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Conservation Designation:

- a) Conservation Use Zone

### 5.7.2. Conservation Use Zone

**Policy 5-36:** Council shall establish the Conservation Use Zone for use within the Development Regulations. This use zone is intended to limit development in areas of high conservation value. Permitted uses shall be limited to conservation uses, while mineral exploration and recreation open space uses may be considered by Council as discretionary uses.

### 5.7.3. No Rezoning Without Plan Amendment

**Policy 5-37:** Council shall not amend the boundaries of the Conservation Use Zone within the Conservation Designation without an amendment to this Plan.

## 5.8. Watershed Designation

### 5.8.1. Watershed Designation

**Policy 5-38:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Watershed lands within the Little Island Pond Protected Public Water Supply Area.

**Policy 5-39:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Watershed Designation:

- a) Watershed Use Zone

### 5.8.2. Watershed Use Zone

**Policy 5-40:** Council shall establish the Watershed Use Zone for use within the Development Regulations. This use zone is intended to identify protected public water supply areas and to provide development regulations that supplement the protections provided by designation as a public water supply area.

**Policy 5-41:** Council shall, in the Development Regulations, establish criteria for the consideration of discretionary uses in the Watershed Use Zone, including antennas, forestry, agriculture, and recreational open space.

**Policy 5-42:** Notwithstanding other policies of this Plan that limit the land use zones that are permitted within each land use designation, Council may amend the boundaries of the Watershed Use Zone on the Zoning Map of the Development Regulations to increase the total amount of land protected under this land use zone or to adjust the boundaries to be consistent with updated delineation of the Protected Public Water Supply Area. This use zone shall be very restrictive in the uses it permits, limiting such uses to conservation uses. Council may consider seasonal residential uses, agriculture related uses, antennas, forestry, and recreational open space uses as discretionary uses.

**Policy 5-43:** Council shall, through the Development Regulations, require applications for development adjacent to or within the Little Island Pond Protected Public Water Supply Area to be referred to the Province's Water Resource Management Division regarding approval and permitting under Section 39 of the **Water Resources Act**.

## 5.9. Rural Designation

### 5.9.1. Rural Designation

The remaining lands within the Planning Area are designated Rural. These areas are characterized by natural landscapes, resource uses, and very little infrastructure. Development in these areas will be limited.

**Policy 5-44:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Rural lands intended to be maintained for conservation purposes.

**Policy 5-45:** Council shall, on the Zoning Map of the Development Regulations, permit the following use zones on lands within the Rural Designation:

- a) Conservation Use Zone
- b) Mineral Workings Use Zone
- c) Rural Use Zone

### 5.9.2. Rural Use Zone

**Policy 5-46:** Council shall establish the Rural Use Zone for use within the Development Regulations. This use zone is intended to support resource-based activities and preserve the rural landscape. Development shall generally be limited to animal uses and to resource-related uses such as agriculture, forestry, and mineral exploration, as well as general industry uses that support resource sectors. Single dwellings will be permitted only in support of commercial agricultural operations. Council will consider antennas, cemeteries, mineral working, mining, outdoor assembly, outdoor markets, scrap yards, and solid waste uses as discretionary uses.

### **5.9.3. Mineral Workings Use Zone**

Mineral aggregate deposits have been identified within the Planning Area to be preserved for future economic benefit. Some of these deposits have already been utilized to a significant extent, as in the Saddle Hill rock quarry and at the junction of Route 70 and Freshwater Road and along the north side of Line Road.

It is Council's intention to ensure that aggregate extraction is carried out in a strictly controlled manner.

**Policy 5-47:** Council shall establish the Mineral Workings Use Zone for use within the Development Regulations. This use zone is intended to accommodate mineral working, mining, and general industry uses supportive of mineral-related activities. Antennas, hazardous industry, and solid waste uses shall be considered as discretionary uses.

**Policy 5-48:** Council shall, through the Development Regulations, require mineral working uses to be constructed, operated, and rehabilitated in a manner that will minimize impacts on surrounding land uses, the environment, and the overall amenity in Carbonear.

**Policy 5-49:** Council shall, through the Development Regulations, establish requirements for mineral workings and development, including the referral of approved developments where the extraction of quarry material is occurring or may be expected to occur to the Quarry Materials Section; Mineral Lands Division; Department of Industry, Energy and Technology.



# 6 IMPLEMENTATION AND MONITORING





## 6.1. Context

This Municipal Plan is a policy document that sets out the vision, goals, and policies for development and land use in the Town of Carbonear. This Plan and its associated Regulations are enabled by and are consistent with the **Urban and Regional Planning Act, 2000**.

**Policy 6-1:** Policy statements of Council shall be denoted in this Plan with the text “**Policy #-**#”, with the number signs (hash) replaced by the appropriate chapter and policy number.

**Policy 6-2:** Written content of this Municipal Plan not contained within a Policy statement of Council or within one of the Schedules shall be considered preamble. Preamble may be considered to interpret the intent of Policy statements of Council, but do not form a part of the Policy statements.

## 6.2. Document Administration

This document and Development Regulations are structured for easy reference and to easily track changes over time. The text below outlines the structure for referencing differing elements of this Plan:

1 – Chapter

1.1 – Section

1.1.1 – Subsection

## 6.3. Development Control

The Development Regulations is the principal document to implement this Municipal Plan. A member of staff, appointed by Council, will be the person to administer the regulations and day-to-day processing of development applications.

**Policy 6-3:** Council shall adopt Development Regulations consistent with the intent of this Plan.

**Policy 6-4:** Council shall, through the Development Regulations, implement Land Use Zoning consistent with the Land Use Designations and Policies established under the Municipal Plan.

**Policy 6-5:** Council shall appoint a member or members of staff who will be responsible for day-to-day administration of the Development Regulations, including issuing, refusing, and revoking development permits.

**Policy 6-6:** Council may, through the Development Regulations, establish conditions, including performance standards, to be met by a development before a development permit may be issued.

**Policy 6-7:** Council shall, through the Development Regulations, establish a requirement for Public Notice of Applications prior to rendering a decision on an application for a permit when considering a change in non-conforming use, a permit when the development proposed is listed as a discretionary use in the use zones, a variance, or when Council feels such notification is necessary.

**Policy 6-8:** In matters of enforcement Council shall make and adhere to orders pursuant to Section 102 of the **Urban and Rural Planning Act, 2000**.

**Policy 6-9:** Council shall, where designating employees to whom a power is to be delegated under subsections 109(3) of the Act, make that designation in writing.

## 6.4. Development Permits

To ensure new development meets the intent of this Plan and the regulations within the Development Regulations, the Town issues development permits. Unless specified within the Development Regulations, all development requires a development permit.

**Policy 6-10:** Council shall, as permitted under Section 35 (1) (e) of the **Urban and Rural Planning Act, 2000**, require a development permit to be acquired for all development in the Planning Area, except those specified in the Development Regulations as not requiring a development permit.

**Policy 6-11:** Council shall, through the Development Regulations, establish application requirements for development permits.

**Policy 6-12:** Council may, through the Development Regulations, issue development permits for temporary uses, subject to specific requirements.

## 6.5. Non-conforming Uses

Inevitably, a change in policy and regulations when a new Municipal Plan and Development Regulations come into effect will create a situation where some legally existing uses or structures are no longer permitted in the new planning documents. Under the Act, there are provisions that protect these "non-conforming" uses to ensure they can continue to operate.

**Policy 6-13:** Council shall, through the Development Regulations, regulate non-conforming uses in accordance with Section 108 the **Urban and Rural Planning Act, 2000**.

**Policy 6-14:** Council shall, through the Development Regulations, extend to 12 months the period in which a use may cease to exist before it must conform to the requirements of the planning documents in effect.

## 6.6. Development Agreements

Development agreements are a tool available to municipal councils to ensure development standards are met, services are provided, and adequate financing is available to complete a project before it commences.

**Policy 6-15:** Council may, through the Development Regulations, enter into a development agreement involving the subdivision or consolidation of land to establish the financing and development of all services including, but not limited to, roads, water, and sewer which shall be provided at the cost of the developer.

**Policy 6-16:** Council may, when necessary, require permits for development to be released in a phased manner in compliance with applicable development agreements and/or performance standards applied to any approval.

## 6.7. Municipal Plan Amendments

Although this document is meant to be comprehensive in its outlook, from time-to-time amendments may be required. Such amendments must be carried out in accordance with the **Urban and Rural Planning Act, 2000**.

This Municipal Plan is the main document through which growth and development in Carbonear will occur, and therefore, any amendments must be considered within the context of the entirety of this Plan and its intent.

**Policy 6-17:** Council shall require an amendment to this Plan if:

- (a) any policy intent is to be changed;
- (b) an amendment to the Development Regulations would conflict with any portion of the Municipal Plan; or
- (c) the boundaries of a Planning Area or Designation are changed.

**Policy 6-18:** Council shall conduct a brief 'housekeeping' review of this Plan and accompanying Development Regulations one to two years after implementation to correct any drafting errors and to update any necessary terminology.

**Policy 6-19:** Council shall conduct a full review of this Plan and accompanying Development Regulations within five years of implementation to ensure the documents continue to reflect the trends and outlook for the future of Carbonear.

## 6.8. Amending the Development Regulations

Amending the Development Regulations may be required in conjunction with an amendment to the Municipal Plan or may be a stand-alone amendment to the Development Regulations. Amendments to the Development Regulations may come in the form of a text change or as a zoning map change. Regardless of the type of amendment, any changes must be considered within the context of this Plan.

**Policy 6-20:** Council shall consider proposals to amend the Zoning Map of the Development Regulations (“rezone”). Council shall not approve such an amendment unless Council is satisfied:

- a) the proposed use zone is permitted in the applicable Future Land Use Map Designation;
- b) the proposed change is not prohibited by any other policy in this Plan;
- c) the purpose of the proposed use zone, as described in the respective policy creating the use zone, is consistent with the location and characteristics of the lands and with the proposed use of the lands; and,
- d) the proposal meets the general criteria for amending the Development Regulations, set out in Policy 6-21.

**Policy 6-21:** Council shall not amend the Development Regulations unless Council is satisfied the proposal:

- (a) is consistent with the intent of this Municipal Plan;
- (b) does not conflict with any Municipal or Provincial programs or regulations in effect in Carbonear;
- (c) is not premature or inappropriate due to:
  - i. the ability of the Town to absorb public costs related to the proposal;
  - ii. impacts on existing drinking water supplies, both private and public;

- iii. the adequacy of central water and sewage services or, where such services are not available, the suitability of the site to accommodate on-site water and sewage services;
- iv. the availability and adequacy of road access;
- v. the creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;
- vi. the adequacy of fire protection services and equipment;
- vii. the adequacy and proximity of schools and other community facilitates;
- viii. the creation of a new, or worsening of a known, pollution problem in the area, including, but not limited to, soil erosion and siltation of watercourses;
- ix. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;
- x. impacts on sensitive environments;
- xi. impacts on archeological or heritage resources;
- xii. impacts on known habitat for species at risk; and
- xiii. the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to utility rights-of-way.

**Policy 6-22:** Council may, in addition to any other required information, require any or all of the following information, prepared by an appropriate professional at the applicant's cost, at a level sufficiently detailed to determine whether the criteria for amending the Development Regulations have been met:

- (a) a detailed site plan showing features such as, but not limited to:
  - i. topography;
  - ii. location and dimensions of existing and proposed property and/or unit lines;
  - iii. location of zoning boundaries;
  - iv. use, location, and dimensions of existing and proposed structures;
  - v. existing and proposed watercourses and wetlands;
  - vi. location and dimensions of existing and proposed road, bicycle, and pedestrian networks;
  - vii. location and dimensions of driveways, parking lots, and parking spaces;
  - viii. type and amount of site clearing required, if any;
  - ix. location of buffers;
  - x. location and dimensions of existing and proposed parks and recreation lands, whether public or private;
  - xi. location of utilities;
  - xii. development densities;
- (b) elevation drawings of existing and proposed structures including, but not limited to, dimensions and exterior materials;
- (c) a site grading plan;
- (d) a landscaping plan;

- (e) a drainage and stormwater management plan;
- (f) a hydrological assessment to determine groundwater resource volumes, availability, quality, and sustainability pre-and post-development;
- (g) a geotechnical study;
- (h) environmental studies; including, but not limited to, studies addressing Species at Risk and environmental contamination;
- (i) a wind study;
- (j) a vibration study; and
- (k) a noise study.

**Policy 6-23:** If Council denies a request to amend the Development Regulations Council shall not entertain applications for the same proposal until one year has passed or the proposal is substantially modified.

## 7. Schedules and Appendices

### **Schedule 'A'**

Future Land Use Map

### **Appendix 'A'**

Municipal Plan Review Engagement Report (July 2023)

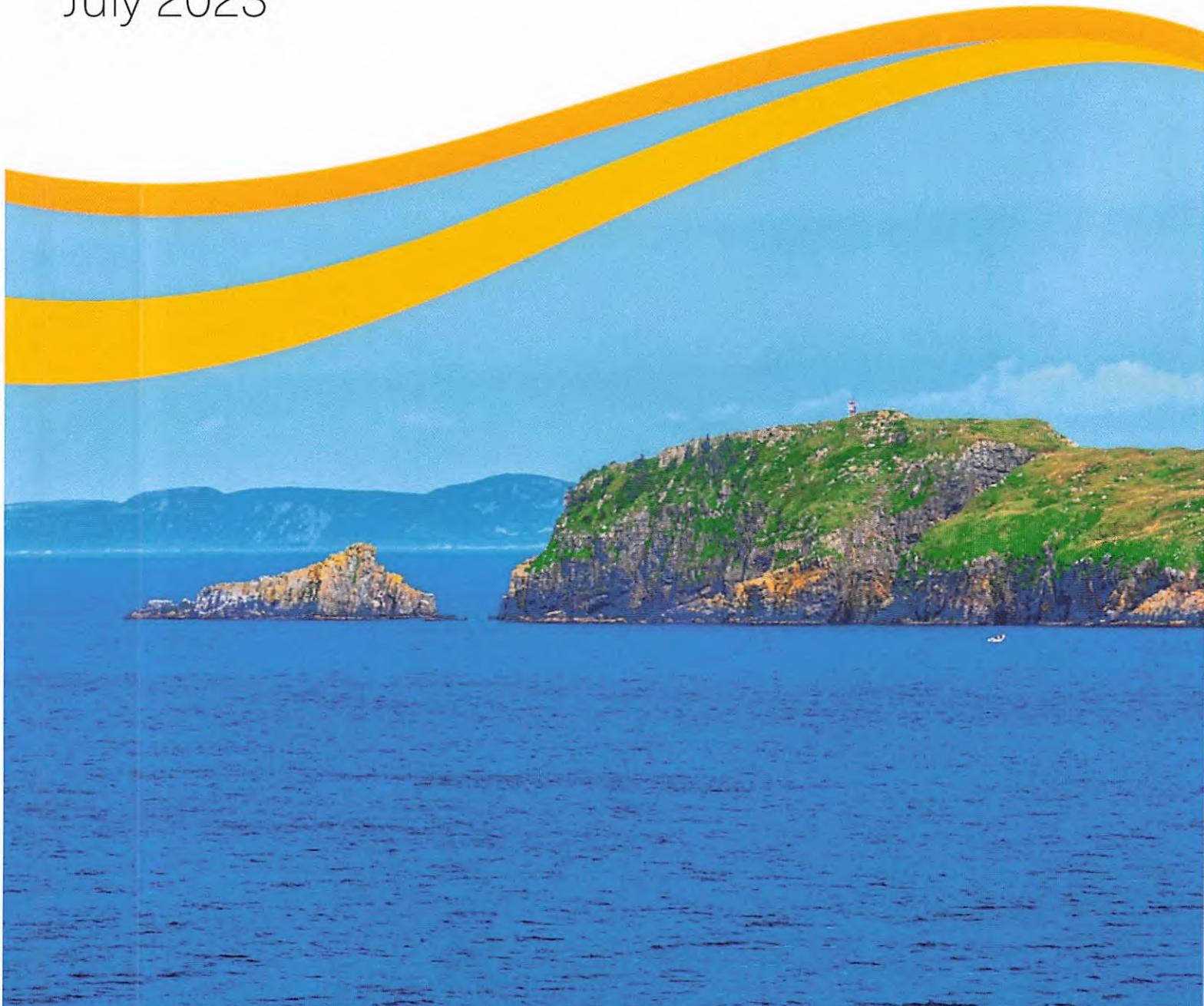
## Schedule 'A' – Future Land Use Map

# Appendix 'A' – Municipal Plan Review Engagement Report (July 2023)



# What We Heard Report

July 2023



What We Heard Report  
July 2023  
All rights reserved, 2023.

This What We Heard Report was written by  
UPLAND Planning + Design Studio for  
The Town of Carbonear

**UPLAND**  
PLANNING + DESIGN STUDIO

# Contents

## 1 Introduction

1.1 About the Project .....	pg 4
1.2 What is Planning? .....	pg 5
1.3 How This Report Will Be Used .....	pg 5

## 2 Engagement Methods

2.1 Introduction .....	pg 6
2.2 Public Survey .....	pg 7
2.3 Business Survey .....	pg 9
2.4 Project Website .....	pg 10
2.5 In-Person Engagement.....	pg 10

## 3 Feedback and Key Themes

3.1 Introduction .....	pg 11
3.2 Community Character .....	pg 14
3.3 Transportation .....	pg 17
3.4 Urban Agriculture .....	pg 20
3.5 Recreation, Trails and Public Space .....	pg 21
3.6 Housing .....	pg 23
3.7 Economic Development .....	pg 26
3.9 Environment .....	pg 28
3.10 Governance .....	pg 29
3.11 Additional Feedback .....	pg 30

## 4 Draft Goals and Vision

4.1 Draft Goals .....	pg 32
4.2 Draft Vision .....	pg 33

## 5 Appendix

Table 1.....	pg 34
Table 2.....	pg 34
Table 3.....	pg 35
Table 4.....	pg 36
Table 5.....	pg 37
Table 6.....	pg 37
Table 7.....	pg 38
Table 8.....	pg 41
Table 9.....	pg 44
Table 10.....	pg 46
Table 11.....	pg 48
Table 12.....	pg 50



# 1 Introduction

## 1.1 About the Project

In June 2022, the Town of Carbonear initiated a process to comprehensively review and update its Municipal Plan and Development Regulations.

A Municipal Plan is the primary planning document for the Municipality which establishes a vision, goals, and policies for growth and development. The Development Regulations are provided in a companion document that sets out the various rules and regulations pertaining to development activities. Together, the documents shape our community by determining what types of development can happen where.

The Town's existing Municipal Plan and Development Regulations were adopted in 2004 and provide a framework for land use and development in the Town of Carbonear. However, numerous amendments have been made to these documents as new issues and trends have emerged, indicating the need for an update. Risks associated with a changing environment and climate have also heightened the need for appropriate land use planning in our communities.

The primary objective of this project is to create a new set of planning documents that will establish a blueprint for growth and development in the Town of Carbonear while helping to proactively address current and future challenges. This is an exciting opportunity to renew and reinforce a shared vision for the future and to guide growth and development in the years to come. This is also a chance to make the Municipal Plan and accompanying Regulations easier to navigate for staff, Council, residents, and stakeholders.

## 1.2 What is Planning and Why Does it Matter?

Planning is the process by which communities can control change and development in their physical environment. Planning seeks to balance the needs of people, the economy, and the environment by determining where, at what intensity, and in what form certain land uses should take place. It plays a big role in keeping populations safe and healthy, and allocates growth through proactive (or deliberate) transportation and infrastructure planning, making it easier and more efficient for people to get around.

Why does it matter?

- » It helps us prepare for change. This can be environmental change, like sea level rise, or social change, like an aging population.
- » It supports our community's character and culture by promoting good urban design, a quality public realm, and by keeping development consistent and complementary.
- » It protects special and sensitive environments by preventing or limiting development in these areas.
- » It helps to protect people from developing in areas where the natural environment presents a high risk.
- » It helps to maintain a healthy, sustainable economy by ensuring there is a good balance and proximity between places of work and places to live.

## 1.3 How This Report Will Be Used

This report is a summary of the initial phase of engagement and encompasses "What We Heard" from the public throughout the process. The activities undertaken in this phase generated a large amount of feedback and data. This report explores that feedback, grouped into themes. Some of this feedback will be used to inform policy decisions in the new documents, some will be passed on to the Municipality for consideration through other parts of their operations, and some of it will simply be shared to provide an accurate representation of priorities and issues identified by residents and business owners.

The reporting in this document does not utilize direct quotes, rather it represents the efforts of the project team to develop a cohesive narrative from the various engagement activities and the wide range of information received.





## 2 Engagement Methods

### 2.1 Introduction

Gathering input from citizens is critical to ascertain the key issues and opportunities of a community. Recognizing this, the project began with an extensive initial engagement process. Residents, business owners, and stakeholders were invited to share their perspectives and insights on land use and their vision for the future of the Town of Carbonear. Between March and June 2023, the project team hosted a series of in-person and online engagement activities.

To ensure that the findings accurately represented the diverse population of Carbonear, multiple methods of engagement were used including:

- » The project website ([www.carbonearplan.ca](http://www.carbonearplan.ca))
- » Two in-person public meetings with 26 attendees
- » A public survey with 118 responses
- » A business survey with 16 responses
- » Stakeholder interviews and public drop-in sessions with 7 participants
- » A presentation and workshop with Municipal Staff and Council

These activities were promoted through the following:

- » The project website
- » The Municipality's website and social media
- » The local newsletter
- » Posters in town and postcards sent to every civic address in Carbonear
- » Email updates

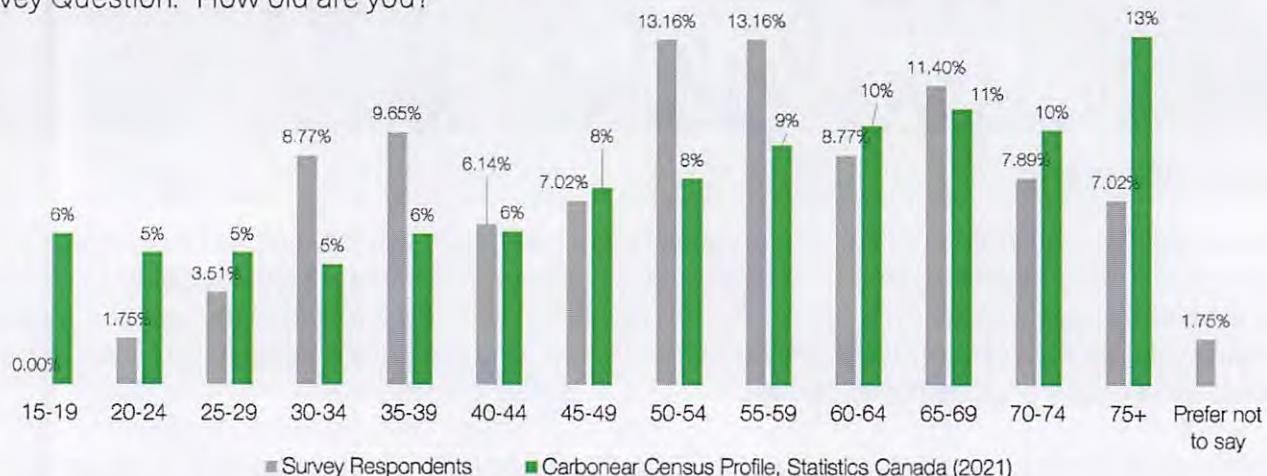
## 2.2 Public Survey

The online public survey was developed to give residents an opportunity to share their vision for the future of Carbonear with the project team. The survey was open for participation from the end of March to early June 2023, and could be completed online, in person at Town Hall, or over the phone if requested. In total, there were 118 public survey participants, all of whom shared unique insight and perspectives related to various aspects of Carbonear.

With any survey for the general population, the goal is for the results to accurately reflect the population. Samples should represent the demographic characteristics of a population with regards to age, gender identity, and income. The project team used Statistics Canada 2021 Census data (the most up to date data currently available) as a comparative measure to the Public Survey results to understand how the survey sample compares to the community's profile.

**Fig 1.** Age distribution of public survey respondents compared to Statistics Canada 2021 Census.

Survey Question: "How old are you?"

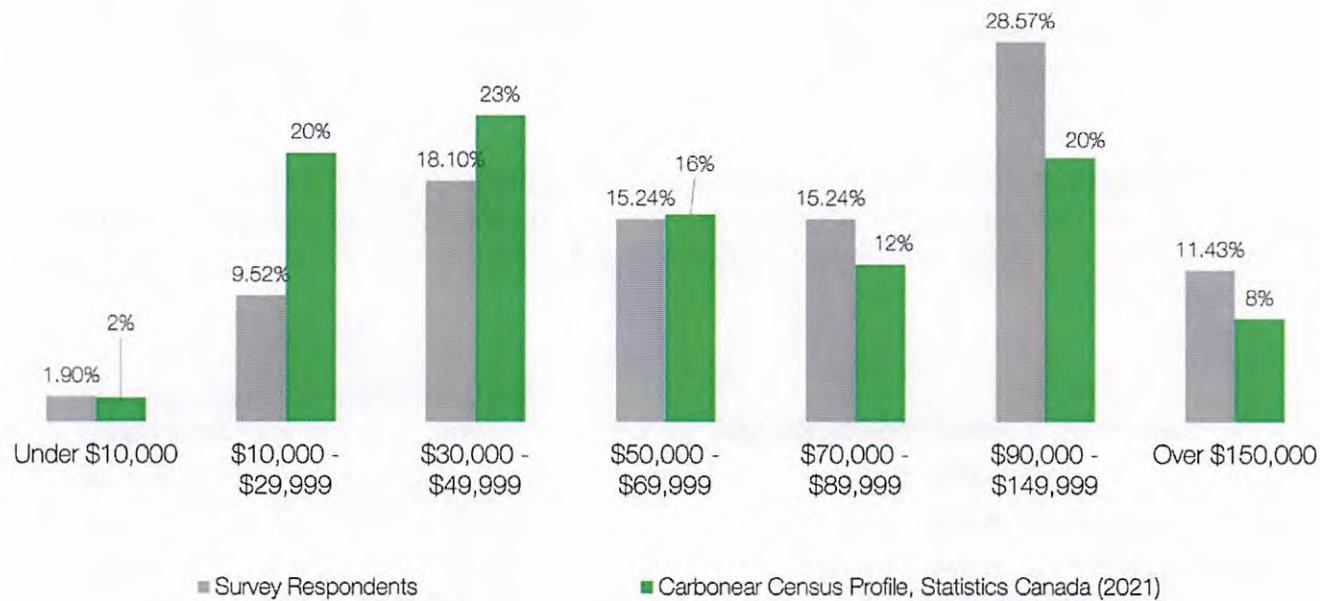


**Fig 2.** Gender distribution of survey respondents compared to Statistics Canada 2021 Census.

Survey Question: "What gender do you identify with?"

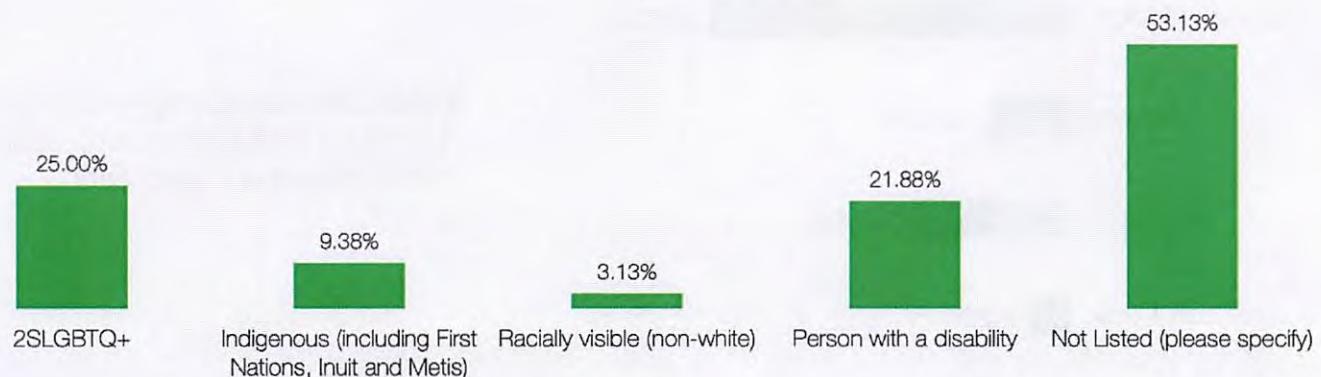


**Fig 3.** Income distribution of survey respondents compared to Statistics Canada 2021 Census.  
 Survey Question: "What is your household income before tax?"



**Fig 4.** Public Survey Responses

Survey Question: "Do you identify as a member of any of the following equity-deserving groups?  
 Select all that apply."



See **Table 1** in the Appendix to view  
 "not listed" responses.

## 2.3 Business Survey

A separate survey was tailored to the local business community with the goal of discovering perceptions of issues specific to the business environment and gathered information on the types of businesses operating in Carbonear. Emphasis was placed on discovering business types, seasonal versus year-round operation, the types of spaces businesses are occupying, and reasons for locating in the Town of Carbonear. The survey also sought to identify limitations facing businesses in Carbonear as well as opportunities.

There were 16 business owners that participated in the survey, representing 11 different sectors. All survey respondents own a business that operates year-round and over 50% of respondents have been operating their business for more than 10 years in Carbonear. Snapshots from this survey will be shared throughout the report.



**Fig 5.** Business Survey Responses  
"In what sector is your business?"

"Other" Comments
Service
Tattoo Shop
Service/Beauty
Yoga Studio
Retail/Professional Service
Healthcare
Property Management
Tool Manufacturer and Repair



**Fig 6.** Business Survey Responses  
"How long have you been operating your business in Carbonear?"

**Fig 7.** Business Survey Responses  
"During which months of the year does your business operate? Please select all that apply."

## 2.4 Project Website and Email Updates

The project team established a website ([www.carbonearplan.ca](http://www.carbonearplan.ca)) to serve as a centralized hub for project information and materials. The website was first promoted during the project launch, which was advertised using various platforms including the Town's social media and newsletter. The website not only provided the public with additional information about the project, but also encouraged survey participation and advertised other engagement opportunities. The website also offered an option for those interested to subscribe to a mailing list to receive updates on project events and milestones.

Alternatively, participants were invited to contact the project team directly, by emailing [hello@carbonearplan.ca](mailto:hello@carbonearplan.ca)

## 2.5 In-Person Engagement

A council workshop was facilitated at the Conception Bay Regional Community Centre on the evening of Wednesday, May 3. As the elected representatives, Town Council has a unique perspective on the challenges and opportunities in the community. As Councilors are also residents, they provide a vital knowledge link between the administrative management of Town and the real-world effects. This workshop presented an opportunity to drill into the current functionality of the Town and identify areas that could be improved upon.

Two in-person community workshops were also held at the Conception Bay Regional Community Centre on Tuesday, May 2. These sessions provided residents and stakeholders with an opportunity to learn about the project, share their feedback, and ask questions. In total, there were a total of 26 individuals who chose to participate in the community workshops.

In addition to the workshops, drop-in sessions and stakeholder interviews were also held at the Conception Bay Regional Community Centre during the project team's visit to Carbonear. These sessions allowed for the one-on-one exchange of information, while also encouraging participation amongst those who may not have felt comfortable engaging in conversation during the group sessions. Over 15 stakeholders were contacted directly and invited to participate, and the public were encouraged through various platforms. In total, there were 7 individuals who chose to participate in a one-on-one session, two of which were from youth serving groups, helping to fill in some gaps identified from the public survey.



**Fig 8.** Community Meeting on Tuesday, May 2.



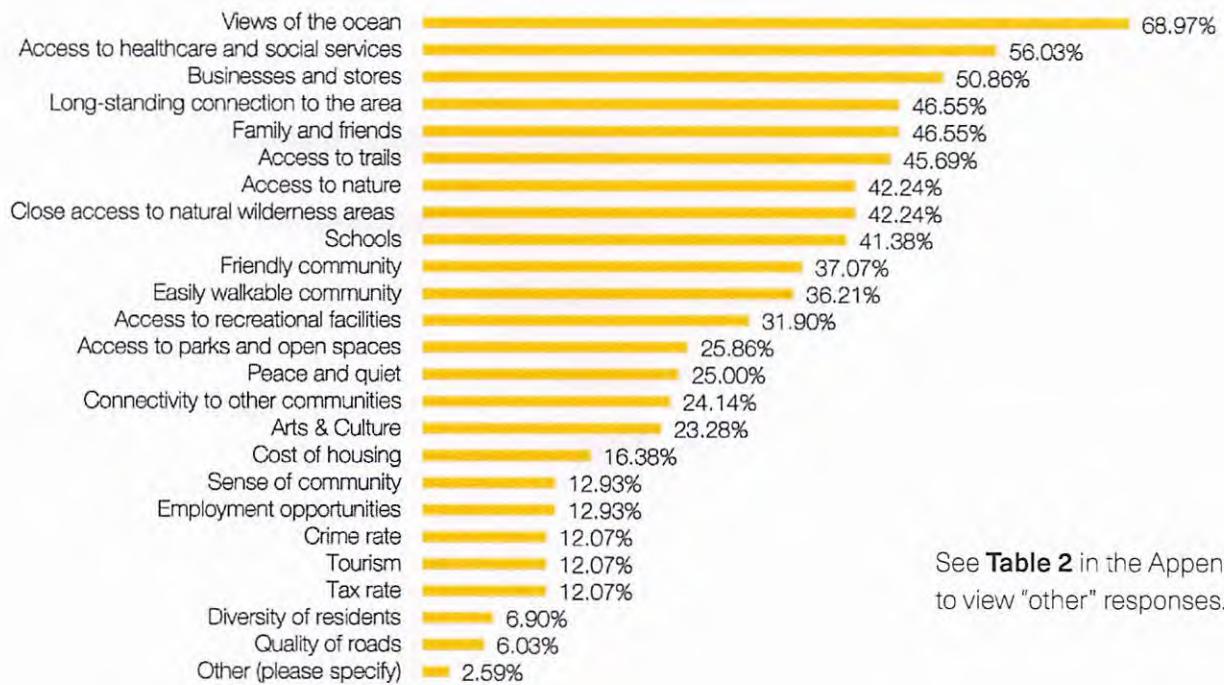
## 3 Feedback and Discussion Topics

### 3.1 Introduction

The initial engagement phase provided a wealth of information relevant to the planning process that will inform the Draft Plan and Regulations. A wide breadth of topics were discussed and documented. Some themes were present in every meeting and workshop, while others were less common. The online surveys helped to identify key themes, specifically when analyzing responses to questions surrounding assets (Fig 9), pressing issues (Fig 10) and land use controls (Fig 11) in Carbonear. All emerging themes are important and will be explored further in this chapter, through the following sections:

- » Community Character
- » Transportation
- » Urban Agriculture
- » Recreation, Trails and Open Space
- » Housing
- » Economic Development
- » Environment
- » Governance
- » Additional Feedback

**Fig 9.** Public Survey Responses: "What makes Carbonear a great place to live? Select all that apply."



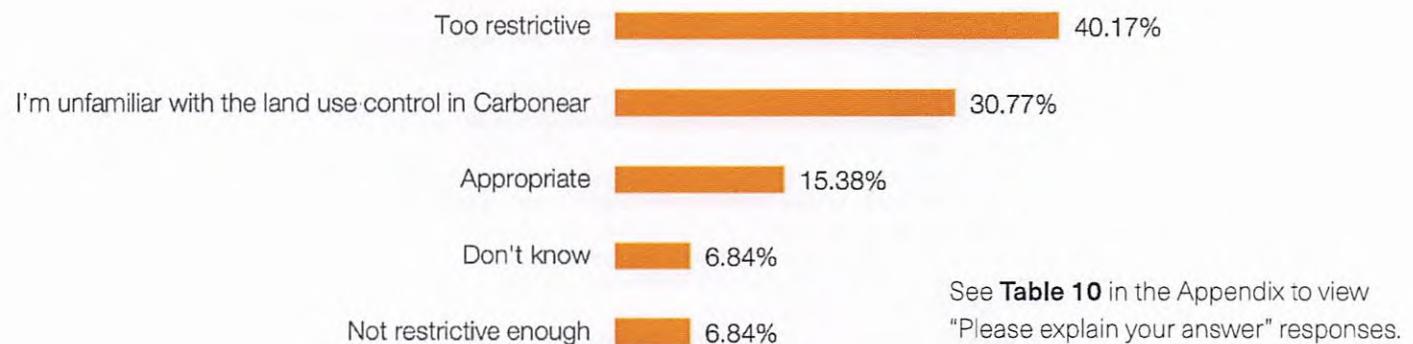
See **Table 2** in the Appendix  
to view "other" responses.

**Fig 10.** Public Survey Responses: "What are the most pressing issues for Town Council to address? What are the top 3 challenges of living in Carbonear? Select up to 3."



See **Table 3** in the Appendix  
to view "other" responses.

**Fig 11.** Public Survey Responses: "When thinking about land use controls in Carbonear, they are:"



## 3.2 Community Character

With its beautiful coastal landscape, historic buildings, and close access to wilderness areas, Carbonear offers many qualities that make it a special place to both live and visit. When asked to describe the character of Carbonear, participants were generally positive with their descriptions, using words like "friendly", "quaint", "historic", and "beautiful". At the same time, some respondents had a very different perception of Carbonear, using words like "inaccessible", "unwelcoming", and "complacent". There were many recurring comments related to community character brought to the forefront during consultation, with heritage preservation, vacant buildings, arts & culture, and community cohesion being the major themes to emerge.



### Heritage Preservation & Vacant Buildings

Most participants indicated that the heritage elements in town were among the most special assets present in Carbonear, making it somewhere that is unique to both live and visit. More than 90% of public survey respondents indicated that they believe the preservation of heritage properties in Carbonear is at least somewhat important, with one third of all respondents indicating that it is extremely important. While there is a general appreciation for the Town's history and strong desire to preserve its historical buildings, there was a consensus that their maintenance was not being addressed and the number of vacant buildings is becoming an issue.

Recurring suggestions that emerged during engagement activities for possible paths moving forward include:

- » Protect the culture of Carbonear while still embracing change and development.
- » Provide incentives and support to maintain and improve heritage buildings and properties.
- » Address unsafe activities happening in vacant buildings.
- » Market the heritage attractions in Carbonear to increase tourism and attract new residents.
- » Restore and revitalize vacant heritage buildings.
- » Regulate the look and feel of the community through heritage preservation policies and architectural controls.
- » Better utilize and improve access to historic spaces for community gatherings and events.

## Arts and Culture

Many residents and stakeholders feel that music, theater, and art are an integral part of the community's character, and they would like to see more support provided to increase and sustain the vibrancy of the arts scene. We heard from many that art provides a great opportunity to celebrate diversity and create a more inclusive community in Carbonear.

Participants appreciate the current efforts put toward arts and culture in Carbonear but would like to see better utilization of community spaces such as the Conception Bay Community Centre and Paddy's Garden for programs and events. It was also noted that having a designated space for artists to create, sell their work, and host workshops would be a huge asset to the community. Participants would also like to see more art-based programming for all ages, but specifically more for youth and seniors. It was brought up often that there is a desire for more multicultural events, and a need for more collaboration between the town, schools, and businesses to offer more resource rich initiatives.

## Community Cohesion

Although Carbonear is viewed as a welcoming and safe town to many, it was shared that it has not adequately met the needs of everyone, and we heard that a deeper, more thoughtful approach to building a cohesive and inclusive community should be a priority. Some newcomers are struggling to fully integrate into their new community and many residents struggle to find a sense of belonging in Carbonear. Several residents shared experiences related to discrimination and how they have experienced it in both overt and covert ways. We also heard that residents want to better acknowledge and address the needs of under-served communities - this became evident during discussions around affordable housing, food security, and mental health.

According to engagement participants, a community with strong community cohesion is one that...

- » Is welcoming, progressive and celebrates diversity.
- » Provides equitable access to municipal programs and services.
- » Supports those living with mental health and addiction challenges.
- » Offers barrier-free public events.
- » Invests in spaces and programming that promotes diversity.
- » Responds to reports related to discrimination or bullying at the school and in the community.
- » Addresses issues related to food security and encourages more local food production.
- » Has a diversity of food and other goods available.
- » Provides spaces and opportunities for spiritual and religious gatherings.
- » Designs spaces and places that are accessible using a universal design lens.
- » Provides public visibility of inclusion and unity in public spaces.
- » Has affordable daycare options.
- » Supports the startup of unique businesses and programs.
- » Ensures buildings, streets, sidewalks, and shared spaces are physically accessible to all.



**Fig 12.** A vacant building in Carbonear on May 2, 2023.



**Fig 13.** A drone image of Carbonear taken on May 2, 2023.

### 3.3 Transportation

Transportation was one of the more commonly discussed topics across engagement methods. It was expressed by many that Carbonear is a car-centric town and as the town grows and develops, participants would like to see alternative forms of transportation established. With a lack of public transit system in place, taxis are the only option for those who are unable to travel by private vehicle or for whom active transportation is not an option. Seniors, students, and low-income individuals were identified as groups that are particularly affected by challenges related to transportation in Carbonear. The two major themes that came up related to transportation were public transportation and active transportation<sup>1</sup>.

#### Public Transportation

Across all methods, we heard extensively about the need for an affordable public transportation system in Carbonear. Not only would this provide better access to goods and services for those who are currently facing constraints, but it would also address some of the traffic related challenges referenced frequently. A desire to travel between Carbonear and St. John's was also highlighted. Specific reasons for wanting to travel to St. John's include attending spiritual and religious gatherings, visiting family and friends, and accessing services and goods that are unavailable in Carbonear. Participants also believe that this would increase tourism potential in Carbonear.



<sup>1</sup>The term "active transportation" encompasses all modes of human-powered transportation. This includes walking and wheeling (referring to the use of assistive devices), cycling, skateboarding, as well as seasonal activities like kayaking, skiing, snowshoeing, and more. It also includes some motorized forms of transportation like e-bikes and electric wheelchairs. Some people depend on active transportation to get where they need to go due to lack of alternative transportation, while others choose to use active transportation as a preferred form of commute, exercise, recreation, or leisure.

## Active Transportation

Participants overwhelmingly cited improved active transportation options as another opportunity for Carbonear. Many spoke of Carbonear as a very “walkable” city and identified this as one of the reasons why they enjoy living where they do. It was brought forward often that the trails and the boardwalk are highly valued and that sidewalks are improving. Conversely, we heard from several participants that active transportation is not a desirable option in Carbonear for reasons including lack of connectivity, steep hills, poor infrastructure, and safety risks.

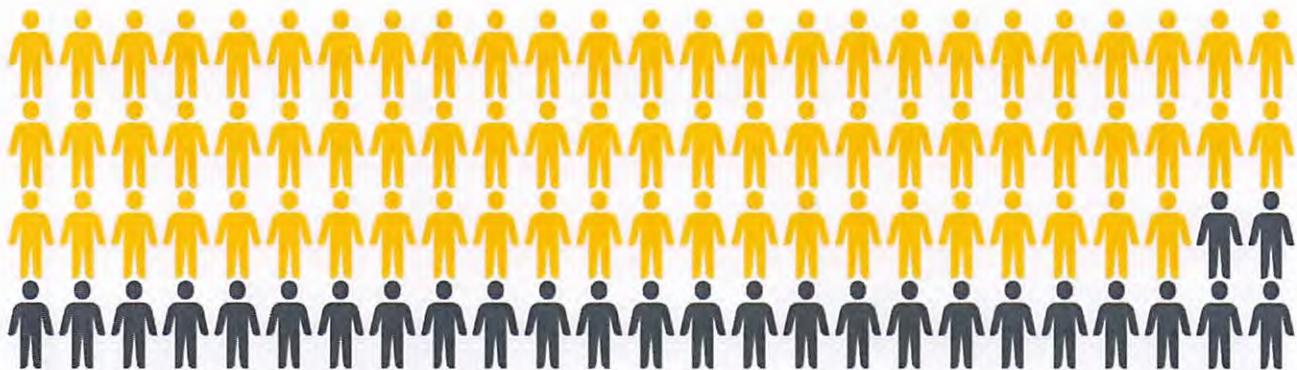
Suggestions that emerged for ways to improve active transportation routes include:

- » Maintain sidewalks in the colder months.
- » Improve lighting and visibility along sidewalks and trails at night.
- » Increase bicycle parking options at schools, downtown and at other popular destinations.
- » Provide places to sit and rest in appropriate locations (e.g. at the top of hills).
- » Implement speed bumps and other traffic calming measures in high traffic areas.
- » Improve crossing options.
- » Consider accessibility for all types of users, including during the construction phase.
- » Improve infrastructure near lower-income areas and more isolated neighborhoods.
- » Plan for the future and ensure long term maintenance of active transportation facilities.

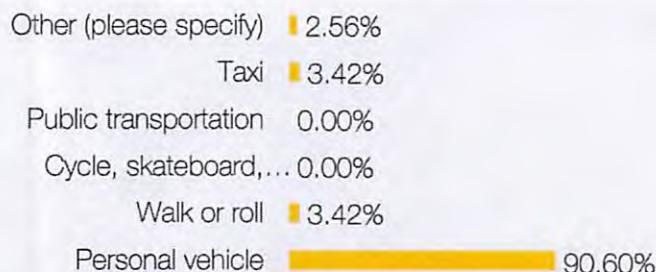


**Fig 14.** Sidewalk construction in Carbonear on May 2 2023.

**73%** of public survey respondents feel comfortable accessing amenities needed for daily life by walking or using other modes of active transportation.



**90.6%** of public survey respondents use a personal vehicle as their main way to get around Carbonear.



"Other" Responses	
A taxi service or a public bus service would be a help	
Taxi? Is there a taxi company in Carbonear?	
Can never get a taxi when needed	

**45.61%** of public survey respondents selected "lack of appropriate infrastructure" as their main barrier to participating in active transportation.



See **Table 4** in the Appendix.  
to view "other" responses.

## 3.4 Urban Agriculture

### Livestock Animals

Residents expressed their concern for owning livestock animals in residential areas due to sound, smell, and safety related issues. Several stories were shared about livestock animals leaving their owner's property and disrupting nearby residents. We also heard concern that livestock animals are starting to attract more rodents to residential areas. Conversely, many participants expressed their support for livestock animals and believe that it is part of the rural lifestyle in Carbonear. One participant compared livestock animals to dogs, and wondered why a rooster crowing should be less tolerated than a beagle barking. Another participant brought up the role that urban agriculture can have in addressing issues related to food access. Most participants had more of a neutral perspective toward animals and believe that it should be permitted but with restrictions in place (e.g., number of animals should be based on property size).

### Community Garden

The community garden was brought up often, as many residents and stakeholders in Carbonear see ample potential for this space. Several participants expressed their disappointment in the lack of uptake and community care that the garden has received over the last several years. According to one resident, the garden was a model to many other communities but is now starting to fall behind. Another expressed that they think the community garden would be better utilized if some accessibility enhancements were made (e.g., elevated garden beds). Many see the revitalization of this space as an opportunity to build community and encourage knowledge sharing, while addressing issues related food insecurity and sedentary lifestyle. Others expressed that encouraging more food local production would be a great opportunity to enhance the local economy and increase tourism potential.

### Greenhouses

Participants are keen to see more support for greenhouses and gardening on residential property. We heard that residents would like to see an easier and less restrictive approach for acquiring building permits. Some participants expressed that it seems unnecessary to require a permit for greenhouses, whereas others believe it is important and that those who build them should be held accountable to use them accordingly. Several stories were shared about permits that were issued to build greenhouses that ended up being used as storage sheds.



**Fig 15:** Community garden on May 2 2023.

## 3.5 Recreation

### Programs and Events

We heard a mix of perspectives pertaining to recreation programming in Carbonear. While many acknowledged some of the great existing programs and events, others identified important gaps and opportunities. Several participants spoke passionately about the need for more year-round, ongoing programs. Residents of all ages spoke about a desire to participate in more guided, structured programs like fitness classes, recreational sports, and arts programming. Others expressed a specific interest in seeing more programming for children and families and believe that this could play an important role in attracting young families to Carbonear.

With a significant portion of the town's population being older, participants want to see more programming for seniors. For youth, we heard great things about school programs being offered ranging from music to sport programs, however, transportation to and from these sessions remains a barrier. Many spoke out about their concern related to the physical health of youth in the community and believe they could benefit tremendously from healthier ways to spend their time. We also heard a lot about how recreation programs are an excellent way for newcomers and students from the College to meet other residents and build social connections. It was acknowledged that the community college and schools already have great existing programs and spaces that could be leveraged for this.

### Outdoor Spaces

Carbonear has a considerable number of parks, trails, and open space for a town of its size. Views of the ocean were considered by 69% of survey respondents as one of the top elements that makes Carbonear a great place to live, with another 46% citing access to trails. Access to nature, proximity to natural wilderness areas, access to recreational facilities, and access to parks and open space were also all identified as reasons for living in Carbonear. Participants spoke highly about the boardwalk and trails in Carbonear, and acknowledgment was given to the Town by many for their effort to develop and maintain these valued spaces.

We also heard a lot about the new wharf and desires to see its use expanded for community and economic development purposes. One participant expressed the desire to see more water-based recreation programming. It was noted several times that a splash pad would be a great addition to the town, especially for children and families. There is also a strong desire to see a space that is welcoming for youth, as this demographic is currently lacking access to safe leisure space in the community. Many residents are concerned that a lack of space geared towards youth puts them at increased risk and exposure to harmful activities. We also heard extensively about the desire for more trail development and connectivity between trails.

## Indoor Spaces

Residents and stakeholders extensively expressed the need for a new recreation space in the community. They want a space that could host a multitude of recreational activities including fitness classes, recreational sports, and indoor walking. We heard that many would like to see this facility in the center of town to make it as accessible as possible for the community. However, there was also recognition that partnerships with neighboring communities might make sense and that this facility might be better placed closer to the highway. Participants would also like to see better utilization of the library for youth and all-ages programming. Other indoor spaces that residents expressed a desire to see in Carbonear include a movie theatre, aquarium, and a bowling alley.

## Access and Inclusion

It is important that as the town grows and develops, sufficient public space is provided in **all** areas, and that leisure activities meet the diverse needs of **all** residents.

According to engagement participants, a town that provides equitable access to recreation is one that...

- » Designs spaces and programs that are universally accessible from the get-go, rather than as an afterthought.
- » Reduces barriers to recreation participation (e.g. financial limitations and mobility challenges).
- » Identifies and collaborates with community organizations to ensure that recreation initiatives meet the needs of priority groups (e.g. partnering with the school for youth programs).
- » Creates and maintains welcoming public spaces that encourage physical activity and social interaction.
- » Encourages and supports the start up of diverse recreation programs (e.g. international sports).



## 3.6 Housing

Access to affordable housing was not only a high priority identified in this project, but it is a rising concern across the county as housing prices increase while wages remain stagnant. The need to increase housing stock and diversify options were both highly prevalent conversation topics across engagement methods. During in-person sessions, we heard firsthand stories of personal struggles to find suitable housing in Carbonear. The issues related to housing is perceived by many to be disproportionately affecting young people entering the housing market, students attending the college looking to rent or share smaller spaces, and seniors seeking appropriate housing for their changing needs.

According to the public survey, the top three issues relevant to rental experience in Carbonear were:

1. Lack of rental options
2. Property in need of major maintenance or repair
3. Need for smaller housing options

According to the public survey, the top five issues relevant for homeowners in Carbonear were:

1. Difficulty paying property taxes
2. Difficulty accessing amenities without a vehicle
3. A need for a smaller housing options
4. Property in need of major maintenance or repair
5. Difficulty doing routine up-keep

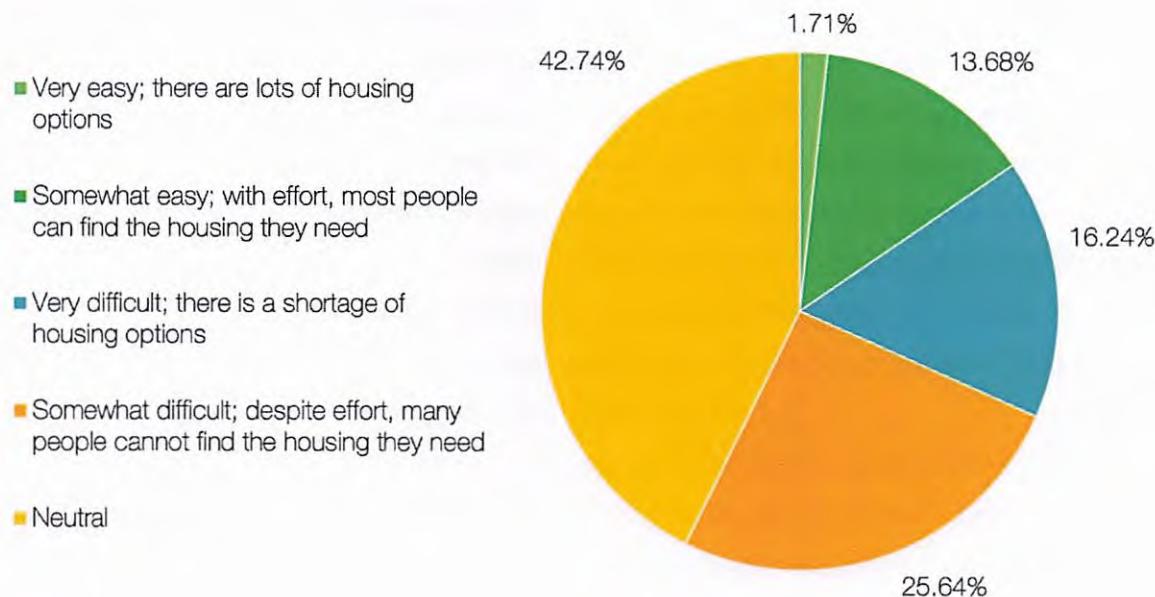
Some other suggestions that emerged for paths moving forward including:

- » Provide a wide range of housing to meet the diverse needs of residents.
- » Ensure affordable housing opportunities exist, while still maintaining the character of established residential areas.
- » Encourage a mix of types and densities.
- » Permit accessory dwellings on residential properties.
- » Restore vacant buildings for housing development.

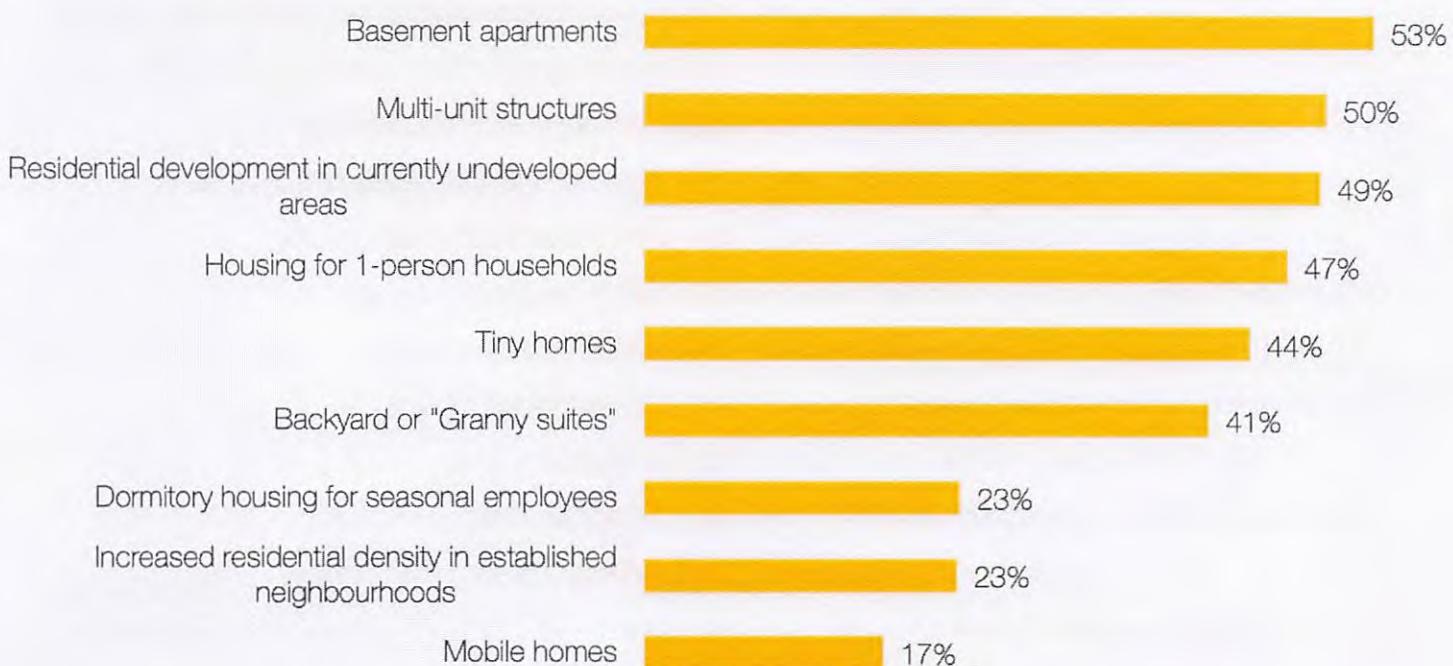


Fig 16: Residential neighborhood on May 2 2023.

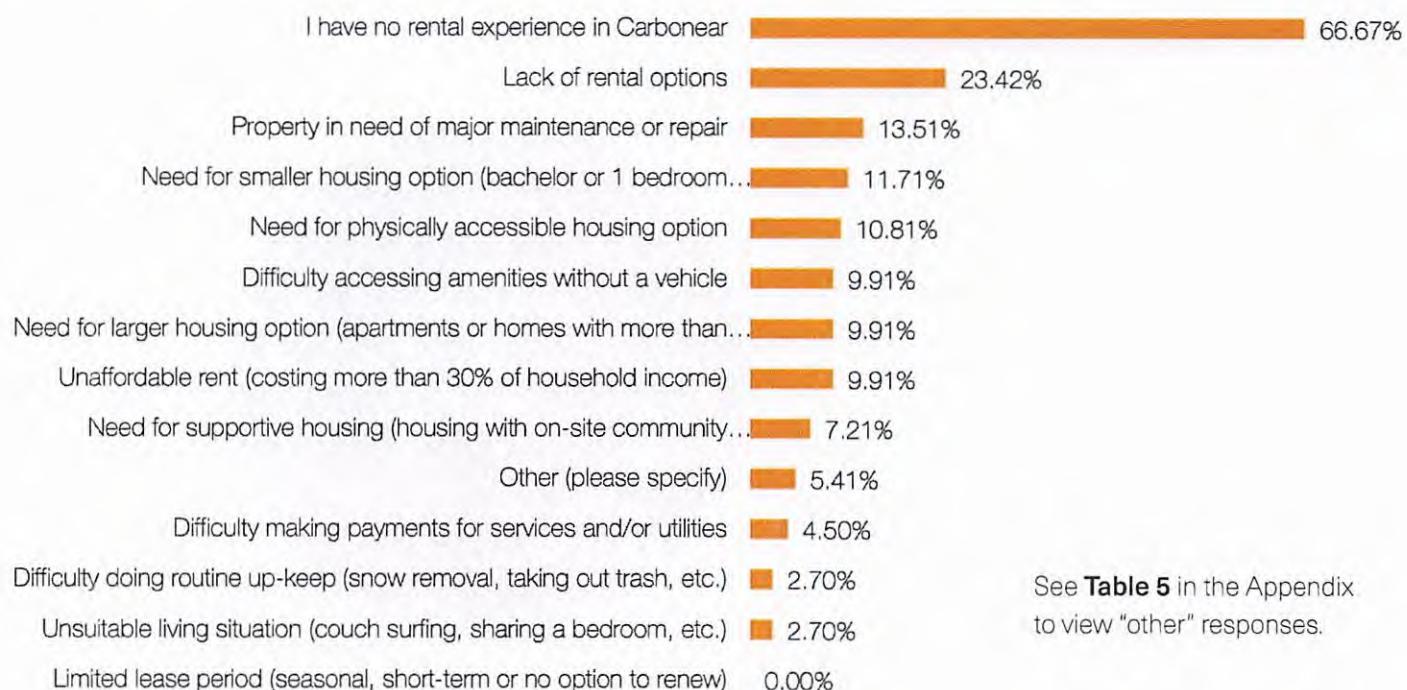
**Fig 17.** Public Survey Responses: "It is useful to understand how a community perceives its housing situation. Thinking about housing in Carbonear, how easy or difficult is it to find housing?"



**Fig 18.** Public Survey Responses: "How much do you support or not support the following approaches for increasing housing diversity and affordability?"



**Fig 19.** Public Survey Responses: "Which of the following housing issues are relevant to your rental experience in your community? Select all that apply."



See **Table 5** in the Appendix to view "other" responses.

**Fig 20.** Public Survey Responses: "Which of the following housing issues are relevant to your home ownership experience in your community? Select all that apply."



See **Table 6** in the Appendix to view "other" responses.

## 3.7 Economic Development

Economic development and diversity play an integral role in enabling a community to fully achieve its potential. Across engagement methods, participants envisioned a vibrant economy in the Town of Carbonear. Due to its location, many see the Town as a “hub of the region” but believe that there is work to be done to get there. It also became evident during the engagement sessions that there is a strong desire to see a thriving, charming, and inviting downtown core in Carbonear. Some participants would like to see more mixed-use development, with ground floor commercial and residential above, to bring more housing options to the downtown core while promoting economic development and a vibrant street scape.

We heard a lot of varying opinions about the operation of home-based businesses. Many participants are in support of commercial activities happening in residential areas and believe that it would be unfair to limit such operations. Conversely, we heard a lot about tax related concerns and a desire to see tighter restrictions for those operating home-based businesses. One participant suggested that new business owners should be able to operate from home for their first year to build a solid foundation but should then be encouraged to move to a to a storefront.

Revitalizing the downtown core includes having businesses and activities that can serve both residents and tourists alike. Many residents and stakeholders of Carbonear are clearly very proud of their community and are eager to show it off to visitors. That pride is particularly evident when it comes to the heritage atmosphere in combination with the natural setting, and the raw, natural beauty of the town. Engagement participants spoke often of the untapped potential for tourism Carbonear, especially now with the development of the new wharf. The arts and culture community in Carbonear is also strong, and there is a desire to capitalize on this sector to help make the town more welcoming and appealing for visitors.

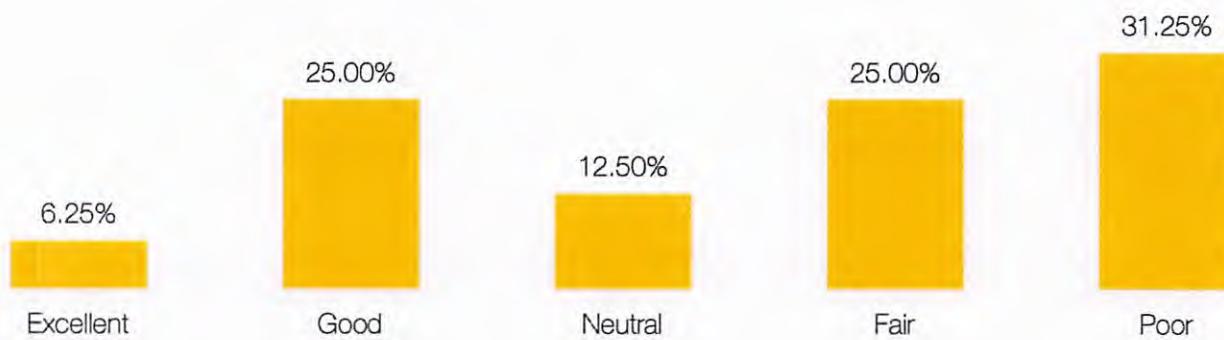
When speaking about tourism the lack of accommodations in Carbonear came up extensively across engagement methods. There are currently limited options for those wanting to stay overnight in Carbonear, hindering the overall ability for the town to reach its tourism potential. This also limits the school and town when it comes to hosting regional sport and culture events.

Youth employment also came up often during engagement activities. One stakeholder spoke highly about a youth employment program that provides support to those seeking employment opportunities in the summer. We also heard that employment for youth can be challenging, as most youth do not have access to a vehicle.

According to engagement participants, a community with a vibrant economy is one that...

- » Fosters a lively downtown core to attract new residents and visitors.
- » Promotes a balanced economy and supports the start up of diverse businesses.
- » Encourages and support to business owners to beautify their storefronts.
- » Ensures commercial development is compatible with surrounding land uses and is supported by transportation facilities including parking and active transportation routes.
- » Encourages greater density and mixed use development.
- » Has a progressive mindset and plans for the future.
- » Provides equitable and meaningful employment opportunities for all.

**Fig 21.** Business Survey Responses: What is your general impression of Carbonear as a place to do business?



*Please explain your general impression of Carbonear as a place to do business in three sentences or less.*

Too much red tape. Town office too slow with responses

Central location for Trinity Conception. Unequal treatment of businesses when it comes to permits, policies and procedures. Amazing opportunity for growth!

We haven't experienced any specific issues.

Not easy to start a business. Zoning issues. Replies and waiting times.

The town does not support small businesses and ventures, they are only concerned with grabbing taxes and doing nothing for small businesses in return

Amazing local support. The people of carbonear and its surrounding communities are craving new business. The biggest hurdle all businesses seem to have is the lack of communication with and understanding of how each business operates.

Businesses usually face issues in getting a business off the ground.

It's an okay place for business. Red tape is an issue. Amount of time to get issues resolved is an issue

Fees and taxation by the town make it prohibitive and costly to operate a small, sole proprietorship here. Additionally, options for rentable spaces/buildings that are up-to-date and modernized are very limited.

Carbonear is a good location. The town tends to focus mainly on promoting the downtown area forgetting about businesses located in other areas of the town.

Carbonear is known for saying no first. We should be looking at ways to work with individuals on moving forward, within the regulations; not always looking at the rules that prohibit development

The town is great . Lots of support from locals. Just a pleasure to work / live here

## 3.9 Environment and Climate Change

Residents and Business owners of Carbonear expressed extensively how much they value the environment and believe it is an important part of their cultural identity. Across engagement methods, many referenced specific beaches and other natural areas of high value to them, demonstrating the deep connection that participants feel to the natural land and water in Carbonear. Environmental issues came up during other topic discussions including housing and recreation, making it clear that residents of Carbonear would like the plan to place a high emphasis on environmental issues. One survey respondent made a point to acknowledge the presence of wildlife in town and the desire to see them respected.

According to engagement participants, an environmentally responsible community is one that...

- » Protects the quality of drinking water and ensures it is safe and reliable for its residents and visitors.
- » Makes efficient use of town water supply and wastewater disposal systems.
- » Requires responsible drainage systems – especially for major development.
- » Protects and conserves natural spaces.
- » Is a leader in reducing, reusing, and recycling.
- » Implements a plan for flood protection, especially as weather events intensify, and sea levels rise.
- » Encourages sustainable and ecologically responsible development.
- » Invests in active transportation and public transportation.
- » Promotes growing local and sustainable food.
- » Offers programming that encourages environmental education and knowledge sharing.



## 3.10 Governance

Governance is always a topic that receives a wide range of opinions during public engagements and the response in Carbonear was no different. Many residents and stakeholders spoke highly of the Town Staff and Council. We heard from some that progress in the Carbonear has felt slow at times, but we also heard about some tangible steps that Town and Council are making to address some of the most pressing issues in the community. We also heard that residents and stakeholders feel more positive about the direction of Town than they have in other years and are hopeful that some of the big issues can be addressed through projects like the Plan Review.

Although many acknowledged the positive changes and work that has been done more recently, there is still a lot of work to be done to improve the relationship between the Town and its residents. Several residents shared about specific experiences they have had, and the distrust they have with the government as a result. Others noted that they would like to see greater measures of accountability for staff and council, and more tangible ways to measure progress. We also heard that there is a desire for more transparency, open communication, and consistency with enforcement.



### 3.11 Additional Feedback

#### Gunners Pond

- » The Gunners Pond Development Corporation has requested the rezoning of lands on the north and south side of Gunners Pond from Residential Seasonal Density to Residential- Rural. They expressed that they would like a second review by the full Council of Carbonear. If rejected again, they have requested a full explanation of the Town's rationale, before they move onto the appeal process.
- » It was noted by a resident of Gunners Pond that numerous requests have been made over the past two years for the Town of Carbonear to grade Line road, White Carriage Lane, and Gunners Pond Road without much success. Therefore, a request has been made for permission to engage a private contractor to carry out the work on Gunners Pond Road.
- » We heard from several survey respondents about a strong desire for the town boundary to include Gunners Pond and Line Road.

#### The Planning Process, Communications, & Engagement

- » It came up frequently across engagement methods that residents and stakeholders place a high priority on long term planning. We also heard extensively about attracting new residents and the retention of youth in Carbonear, which came up across almost every topic area. Residents are concerned about population decline and believe that focusing on growth should be a priority.
- » It was expressed several times how important it is to have information publicly available. Several participants stated that they believe the Town did a great job at promoting the engagement opportunities for this project. Other participants noted that there could have been a better job communicating what the community meeting was about and that they showed up thinking that the meeting was about Water Street specifically.
- » There was a collective concern for ensuring that all community members are aware of what is happening and how it will impact them. Participants want to ensure that individuals are informed and with the appropriate time to provide feedback. It was mentioned that communications can be a challenge in general in Carbonear. One participant noted that the shorter the messaging the better, as many people are too busy to read large blurbs.
- » Citizens would like to be informed when there is site plan happening near their land before it begins.
- » A participant expressed that they would like to see more in-person public meetings when the Draft Plan is completed. They would like to be notified by mail if possible. Another participant expressed that they would like hard copies of the draft available upon request.
- » Participants were curious what weight this meeting has and what sort of impact the feedback provided will actually have on the Plan.
- » It was expressed by one participant that the Plan needs to be progressive.
- » Several residents stated that they want to be kept in the loop while the project progresses, as they want to ensure any plans that they are making will align with what is in the final Plan.

#### Fences

- » There was an extensive amount of feedback related to fence regulations. We heard that the current regulations are confusing and difficult to navigate. We heard from some that there are too many regulations, whereas others shared that they do not believe there is enough enforcement.
- » One survey respondent brought up their concern about the various swimming pools in town that are not enclosed by a fence and the safety risk that this creates.

## Enforcement

Several comments referenced the need for more consistency with enforcement.

## Light Pollution

It was expressed that it is important to address light pollution in Carbonear and to ensure that future development does not create any issues. One participant would like to see less lights shooting into the sky.

## Requests for Rezoning

The project team received various requests for rezoning throughout the engagement process. These have been documented and will be considered during the drafting of the Plan.

## College of the North Atlantic, Carbonear Campus

The college was referenced frequently as being a tremendous asset to the town. Participants believe that enhancing the spaces around the college should be a priority, as attracting more students to the college will have an overall positive impact on the local economy and character of the town.

## The Carbonear General Hospital and Private Josiah Squibb Memorial Pavilion

The hospital and long term care facility both came up frequently and were listed as a reason for why many older adults have chosen to move or return to Carbonear. It was also referenced several times that these facilities present great employment opportunities, especially for those graduating from the practical nursing program at the College.





## 4 Draft Goals and Vision

### 4.1 Draft Goals

A series of 10 Goals have been established to guide the policies and regulations in the Plan. These Goals represent a desired long-term result the community wants to achieve. The 10 Draft Goals which have been established for the Town of Carbonear are:

1. Develop a diverse and unique economy that offers meaningful employment opportunities.
2. Provide accessible and safe transportation options that allow residents and visitors to get where they need to go.
3. Ensure all residents have equitable access to high quality goods and services.
4. Increase housing stock and diversify options to meet the diverse needs of current and future residents.
5. Protect, conserve, and enhance natural spaces, while ensuring development that is sustainable, mitigates climate change, and minimizes the town's environmental impact.
6. Consider the long-term environmental and economic sustainability of Carbonear and support the development of resilient infrastructure.
7. Protect the culture and heritage of Carbonear while still embracing change and development.
8. Celebrate diversity and promote an environment that is inclusive, contributes to a high quality of life, and where citizens feel a strong sense of belonging.
9. Support the physical, social, and mental wellbeing of all through improved access to recreational programs and an interconnected network of publicly available trails and open spaces.
10. Establish clear and transparent land use policy, regulations, and processes, while promoting a diversity of land uses.

## 4.2 Draft Vision

The Vision establishes the long-term desired outcomes of the Town and community. The Vision reflects the ambitions and aspirations of the community and helps to answer the question, "What do we want to be and why?" The Draft Vision established for the Town of Carbonear is:

*"The Town of Carbonear is a vibrant, welcoming, inclusive, and connected community. As a service centre for communities on the western side of Conception Bay, Carbonear continues to provide an abundance of business opportunities, health services, education facilities, and recreation opportunities. Thoughtful planning and sustainable investments in infrastructure provide a welcoming environment for housing development that meets the needs of all residents. Carbonear's culture, built heritage, and long history are cherished, while at the same time recognizing that welcoming a diversity of cultures and perspectives creates strength and opportunity in an increasingly globalized world. The Town and its residents build on a long history of resilience to prepare for, adapt to, and thrive in the face of modern challenges, including climate change and economic shifts."*



## 5 Appendix

**Table 1.** Public Survey Responses - Do you identify as a member of any of the following equity-deserving groups? Select all that apply.

<b>"Other" Responses</b>	
Nothing Applies.	
We should all be equal!	
Just ordinary	
None	
If I did, why would it matter.	
BIPOC	
No	
Straight, white male	
This question is irrelevant	
Caucasian.	
white straight	
White	
common sensible	
White make	
Caucasian	
I'm human	
no	

**Table 2.** Public Survey Responses - What makes Carbonear a great place to live? Select all that apply.

<b>"Other" Responses</b>	
Ability to have pet chickens	
Treatment for council makes it not a great place to live	
Everything listed here might be relevant to a Newfoundland or generational families. They do not apply to me or with examples like "peace and quiet", I have had issues in the community in public space causing the listed item become not enjoyable if I do not feel safe as a BIPOC person after experiences I and my family have faced..	

**Table 3.** What are the most pressing issues for Town Council to address? What are the top 3 challenges of living in Carbonear? Select up to 3.

<b>"Other" Responses</b>	
Communication between Town office and residents/businesses. Personal experience of no response from the town after 2 email requests. Someone is being paid and not doing their job.	
Crime/drug rate	
Making Carbonear more pedestrian friendly. The roads are unsafe, with a major lack of side walks and Cora's walks (with crossing lights). As a community with no public transit, there should be more initiative make pedestrians safer on the road, when walking as a mode of transportation.	
too many restrictions on residents improving/repairing their personal property	
Too many [unmaintained] areas	
The amount of garbage along our roadways.	
Drug use/crime in the community	
Lack of enforcement with regards to crime ongoing in the town	
Allowing of a home stead	
Uncertainty of regulations concerning owning farm animals and pets.	
Quality Playgrounds/Parks/Splash Pads	
The current inability to own a rooster	
Parking for Carbonear Academy overflow (takes away from rec facility)	
Quiet environment	
Community wise: transportation development - personal yet community note: Racism, discrimination, vilification of BIPOC people, hate and swastikas in the public school textbooks with no meaningful response by the principal, ignorance of what everyday forms of racism are or how personal bias plays out as front end service providers through their position of power or through passing or using policies in their Eurocentric favor to enable yet be in denial of inequity. Racism is not just overt acts of hate but socially tolerated, perpetuated and protected forms of exclusion, invalidation or micromanagement and distrust. It's taught, it's generational and it's an outdated encapsulated mindset to have or allow to continue to be taught through dismissal and inactions or silence. Meaningless or least impactful acts of "inclusion" and diversity with events or plans made for BIPOC people instead of including them with the planning to have a self directed narrative. There is also discrimination and hate for Mainlanders and all that might be historically relevant but the hate and continuation is what causes underdevelopment and drives good people to move away and never come back. It's not attractive at all and if you can't feel safe in public, at home or when trying to shop or access services with that potential and known undertone of mistrust or discrimination: why would a newly relocated person be happy or able to engage with the community?	
DRUGS	
Communication from the town	
Lack of accountability for landlords who do not maintain rental properties	
Quads all hours of the night abd nothing for our children	
SIDEWALKS!!! Lack to safe places to walk, traffic ALWAYS speeding in residential areas	
Food security and the inability for residents to practice animal husbandry.	
Lack of support for infrastructure in the industrial park versus businesses in other areas, such as downtown	

**Table 4.** Public Survey Responses - What are the barriers that stop you from walking or using active transportation to go about your daily life? Select all that apply.

"Other" Responses	
I am older now and would have difficulty walking all the way up to the mall or to Powell's to get groceries.	
More challenging in the winter, no side walk clearing of snow leaving pedestrians to walk next to moving vehicles.	
More sidewalks would be nice. Strollers are difficult to move on gravel, and unsafe to have them on the roadway.	
I do walk but not after dark like I could do not too many years ago. Not safe!	
There are too many hills for me to walk to many places.	
With the rise in drug use in the area it's unfit to walk alone especially at night.	
A bus route would be excellent	
Lack of sidewalks	
There are so many hills depending on where you live, it's hard on the body and dangerous if on wheels it can be risky and very weather dependent. Speeders are huge deterrent and the lack of regard for people on foot or in a wheel chair make is very very dangerous. Plus it's hard to walk back when you make a grocery purchase because if you walked down hill, walking uphill with a bag and compromised ability: it's hard. I know nothing can be done about the hill but back home, there were pop up little shops every side of the village when it's all on a hill side or mountain. So simple everyday things could become accessible at market rates.	
Not enough sidewalks; many motorists ignore crosswalks, especially the Powell-Highroad South-Beach intersection. I suggest traffic lights or a roundabout. Preferably, in the long term, raise The Beach road (water levels rising) and include a roundabout. Install speed control bumps near day care buildings, schools, and the hospital.	
Sidewalks for mobility challenges	
As I mentioned, we pay almost 3 thousand annually in municipal taxes, and we do not have sidewalks.	
Keeping boardwalk and sidewalks clear during the winter. And more sidewalks	
The snow is not cleared from the sidewalks in the winter, forcing residents to walk on the streets - which is hazardous.	

**Table 5.** Public Survey Responses - Which of the following housing issues are relevant to your rental experience in your community? Select all that apply.

"Other" Responses	
	Not applicable to me but the ones that I do see look poverty and run down. The ones on Patrick Street are a prime example. They are not looked after by the landlords.
	I own my home..
	Few allow pets. Pets are vital parts of families and contribute to people's well being.
	I have been looking for rental options but have not found anything suitable with or without my dogs, with or without accessibility needs and mindful of access to stores or resources
	Landlords are not held responsible for rental property upkeep.
	My experience is from 20 years ago.

**Table 6.** Public Survey Responses - Which of the following housing issues are relevant to your home ownership experience in your community? Select all that apply.

"Other" Responses	
	NA
	Non of the above
	We're getting older now and I'm retired so I would have to say the availability of someone to contact (and we would pay of course) to help move heavy items like refrigerators out of the house when we want to purchase something new.
	None of these issues. As a current home owner, our mortgage is reasonable and property taxes are not outrageous.
	Gunners pond. Must deal with carbonear council but no vote or say in regulations etc. Very closed shop
	The crime element in our Town now is taking away any feeling of security that was once felt in the past.
	Nothing Applicable
	More smaller units like 55 plus would help the seniors because the wait lists are very long
	garbage collection system is terrible
	Needing more room and not being able to build into my home for my frowning family.
	The amount of rules for homeowners with land needs to be reevaluated
	None
	No problems
	Hard to find contractors willing or able to do work needed. Paving, window replacement and roof repair or foundation repair. The house is enroute to dilapidation from no one responding or not coming out or not being available having to be waitlisted until more jobs in the area become available. I might sound entitled but how am I to make repairs when there is no one willing or able to do the work?
	Too many regulations to upgrade property
	Love my home but could not do some of the improvements due to permit not getting approved by town.
	regulations strict to get permit
	I have owned my own home for 24 years so can't comment.
	too much tax money spent on frivolous whims
	No issues
	No problem

**Table 7. Public Survey Responses - Do you plan to stay in Carbonear for the foreseeable future (5-10 years?)**

Answer Choices	Responses
Yes	65.25% (77 survey participants)
No	5.08% (6 survey participants)
Not sure yet	29.66% (35 survey participants)

<b>"Why or why not?" Responses</b>	
	I live the area, and the great mixture old and new world right here in the town! The ability to have a few farm animals is huge for my family, to help grow, raise food for family and neighbors. :)
	Lack of transparency from town office. Too much bickering among councilors. People getting overpaid and no respect for citizens of this community.
	It's home
	Not originally from Carbonear. Have Family elsewhere.
	Hometown. My job is here.
	Some things seem corrupted. I like to walk and hike and self sustain and the community does not seem to want to support an ability to grow my own vegetable and raise my own food. I've seen and heard other peoples issues .
	Friendly people, lots of activites, and close to nature.
	Will depend a lot on the economy and some personal things
	Family, friends and amenities for myself and my daughter
	Retired now. In hindsight I'm not sure I made right decision retiring here.
	I have a lovely home, a beautiful ocean view and I have made some dear friends here. Imlike all the amenities.
	This is my home and I do not anticipate moving.
	Hoping to stay in current job until I retire.
	The attitude of the town of Carbonear is very discouraging. Why does everything that you want to do have to be such struggle. The towns motto is Your Welcome,it should be NO.
	Location is perfect
	The amount of drug use in the community is frightening which leads to crime making residents feel nervous in their homes
	healthcare
	Plan to work till retirement. Few years left till then.
	Rising cost , rising crime ( personally had my vehicle broken into multiple times and have had to call rcmp for people trying to gain access to home ) , trying to do home renovations and got harassed by the town when I was pregnant and had no way to go to the dump after reaching out multiple times saying I had yo wait for bulk pickup.
	Too expensive to move
	Yes I love it here
	Carbonear has been my home ever since i was born and i believe carbonear can be something special
	I will always go home, and always thought I would live there full time. I am not sure if that is still so.
	We own our home in Carbonear. Child in school here.
	Depending on the development of the community.
	To many rules in town for what you can and can't do on your own land. (Buildings, farming)
	Employment close to home and my child's access to educational and recreational opportunities.
	Shouldn't have to pay to improve your own property. Roads are full of potholes, but slowly improving. Don't like the idea of trying to make Carbonear more like a city.
	Carbonear is easily the best city on this island. Beyond st johns which is far to big Carbonear has all the amenities a person could need to live as well as being just the right size to give that humble around the bay feel without being a ghost town

It is my home.
Depends on work and ability to work from home vs commuting
Great place to raise family, sense of community and opportunities for children's recreation
I love my home and neighbourhood. I will consider leaving if more restrictions are put in place to make owning chickens more difficult.
Because I own a house and I am able to own up to 10 chickens which is good because it helps me be a sustainable human
Have always lived in the area. Own a local business.
Were I grew up and great place to live
Depends on health
Child finish school
It's home to me
Close enough to St. John's. Family and friendly people. Very little pretension amongst the people.
nothing important ever gets done
Want to move to mainland for more accessibility
Absolutely nothing to do only walk around. Events and carnivals seem to be limited to bars and booze and when there are concerts the tickets are sold out before they go on sale. Promoting private business as some restaurants seem to be all the rage.
Over 23 years requesting road upgrade on gravel road in front of my place with no action from council
There is a lot of segregation in the community for people coming from other places
My family has faced overt and covert racism. The most equitable and enjoyable experience I have had comparable to the mainland has been when I need help and call RCMP. The natural beauty and open space is something that can't be taken away unless there are plans for building development but I can't enjoy going out after many racist encounters. [redacted to preserve anonymity] because of racism and generational bullying and taught hates.
The library was a main attraction for my [redacted to preserve anonymity] and it was so small, such a lack of open hours and no teen programming. Back in [redacted to preserve anonymity] we spent a lot of time in the libraries and programs were for kids but teens also had programs. Not every kid is a book worm or it's not cool but it's a safe public space that once it's available it might foster the next great artist, scholar or entrepreneur. In Ontario libraries became the hub and also a warming space for homeless while providing day time adult programs for job searching, learning to read, reading circles and seniors gathering. The appearance of having a library yet it's not doing much but warehousing books or catering to 12 and under was a huge disappointment (no disrespect intended and I know everything has a budget). It was so odd to see the library in an open public building yet it has less open hours than the building it resides in
To know there isn't a paid fire service in majority of Newfoundland was a shock. I would hope whatever volunteers are participating that if they become injured as a volunteer fire fighter they are given benefits and help to recover or ways to compensate them. That's not fair to expect people to risk injury or their lives and have nothing for them in return. So we have actively been trying to prepare and ensure our home is a reduced fire risk even outdoor wild fires as we know and respect the position of having volunteer fire fighters.
The silence or inactions when one does report a negative experience or case of overt racism: it's always dismissed, invalidated and thought to be something that can't be helped. This culture of silence or blaming the victim or making excuses that it's "one off" or "that's just how Mr./Miss so and so is"... It's not helpful and it's enabling bad behaviour especially having people trying to tell me how to say my last name, make fun of it or keep asking where I'm from like an interpolation style (not friendly way) because saying I am from [redacted to preserve anonymity] or from Canada is not good enough to then tell them my heritage and then be schooled on my heritage through their Newfoundland islander view which is post colonial, oppressive and in some cases offensive. Especially if I am racially misprofiled to be Indigenous the hate for them also comes out. I was told the [people with both Indigenous and French lineage] were exterminated to extinction. I had to go ask someone what that meant and when I was told I was mortified. There needs to be more public openness of visibility of Indigenous people and globalization while still maintaining the local, provincial and national heritage and culture. There has to be room and tolerance for all if you expect to grow or host tourists or migrant workers and international students.
The water front has so much litter, where is it coming from? Is there not paid or volunteer persons to clean the shores or ways to get MUN marine to assist with resolutions? The speeders on the back roads are ridiculous and the lack of enforcement makes this place easy to get away with things that only fosters entitled view points but especially for life time residents who always got away with things. Right is right and wrong is wrong no matter who sees or doesn't see. The fact they aren't corrected, punished or lack of followup to collect the fines etc is just enabling local to abuse their home, impact their neighbours and take advantage of the system.

We have renovated our house to just the way we want it for semi-retirement and are now ready for our business project and further involvement in building up the downtown area.
"Kids enrolled in school Both myself and partner work here Family here"
I own my home and live close to family
It is difficult to maintain or increase property value when council do not hold landlords accountable for deteriorating rental properties.
Soon retiring
Crime and lack of forward thinking.
Carbonear is not very supportive of its inhabitants and council is dysfunctional.
It's my true love, Home
Not sure yet
It's my hometown.
why
Lived in Carbonear all my life and am never moving.
Cost of housing, friends and still working here. Close proximity to St. John's to visit family.
More family stuff out of carbonear
Has many of the amenities of an urban centre but with the advantages of rural areas.
Taxes are too high.
Enjoyable way of life here
Retirement age. Close to our rental properties.
I'm content here.
Don't feel welcome
I feel it is a good place to raise children
Retired no plan on moving
We're seniors who may have to move closer to family.
Close to work
Most of my family live here.
May move to the country.
It's my home and I love it here.
Lack of community, expensive houses
Land ownership.
Closeness to family and our family business
I like it here
"Retired
I have every thing i need here
Family
Family

**Table 8.** Public Survey Responses - What is Carbonear missing that would encourage you to stay long term?

All responses	
More general practitioners. A better ER system and upgrades to the ER and that floor in general. Its pretty bad. :(	"Family fun- theatre, bowling alley, playground in my neighborhood, parks (no reason why we can have a park like Bowering or Bannerman, albeit on a smaller scale) Science Center
"Reliable Garbage Collection	Aquarium
Suitable Roads without big potholes	Public transportation- few stops (Water Street, South Side, etc. to hospital, mall, post office, etc.)
Environmentally friendly"	Sidewalks- town not walkable. Drivers speed (where are the speed bumps) so it's not safe. Some areas barely have a shoulder on the side to walk on.
Bring back the feeling of "Community". Where the citizens of the community feel like they are part of decisions and are informed. Stop the inhouse bickering, it looks bad on us all as a community and be reminded..you represent the town. Its disturbing and at times shameful.	Affordable daycare."
24 hour Taxi service	Cheaper housing..easier to buy
More recreational activities/places for young people.	Some new nice walking trails would be good.
"Carbonear NEEDS a large splash pad/water park for children. Smaller neighbouring communities have these and Carbonear (a larger community) does not. Carbonear's business district services a large geographical area. We need LARGER stores (Walmart need to be a SuperCentre, Dominion needs to be stand-alone store), we need more grocery options, not more dollar stores."	Splash pad or something for smaller kids
Different council or more open to change	More businesses, more support and encouragement for small local business.
Family doctors.	More clothing/shoe stores and outdoor concerts/shows, fun activities for children, road maintenance
"Family Doctor Fast food that delivers aside from Peters! More stores and restaurants like Costco, Taco Bell, Dollartree "	"Be more supporting to all the small businesses and home owners. Not just hand pick who the rules are for. (I have noticed this many times in the last 2 years of moving back home.)"
More modern and affordable places to rent that are not 55+	More activities/spaces for young children and families.
"Expanded town boundary to include Gunners pond and line road "	More green space and walking trails. Hate subdivisions, like small town feel.
I really wish the Carbonear water supply did not have so much sediment in it when it reaches our house. I have had to add a water filter system to my main water line and still it is difficult to drink from the tap, plus the water filters which I have to change every three months are expensive. ALSO, WITH Carbonear being so hilly, it would be nice if main north/south streets leading from the downtown area had stepped sidewalks with handrails for walking purposes.	The town laws on animal husbandry and gardening are too strict. People should have an easier time providing food for themselves
Nothing. Our goal is to retire here.	More facilities for children. Maybe a splash pad for the summer months. Access to more entertainment for children, ie movie theater drive in or a building, more facilities for children to enjoy.
More dining options and movie options	Not so much a town issue but just the lack of variety in stores (clothing, sports supplies, etc) and access to dietary restrictions such as gluten free vegan dairy free etc. you have to go to St Johns to get access to most of these things. Also the lack of activities and infrastructure for tweens and teens such as a cinema arcade, game places, inside gyms, again have to go to St. John's for these. And yes it's not specifically a town issue but the town could help with incentives for entrepreneurs to start up these type of places.
Overnight security from a hired company or several neighborhood watch groups	Recreation activities for families to do together, like accessing a gym for team sports to play together
tax rate	Recreation for seniors
	The ability to own 1 rooster per property.
	The ability to have a rooster
	Better grocery stores, road upkeep, hotels for visitors
	More recreational trails
	More amenities
	Speciality stores, ie shoe store, book store

fix the sewer system; fix the roads; stop wasting money on meaningless frivolous nonsense
Nothing
"Look at mt. Pearl and figure it out. I work there and feel more of a sense of belonging then here. They got it figured out from families to seniors to the business community. You may disagree but if you aren't part of the in gang here you don't belong, ask around!!!!!! And a sensible hotel/motel. Who wants to come here and stay if they got to travel out of carbonear to Stay in a different town. Not everyone wants to stay or can afford airbandb. [redacted to preserve anonymity]
A council that will talk to it's residents and return emails and listen to you
Social services, mental health resources. Better road management
"Better enforcement bilaw or criminally.
Better public visibility of inclusion and unity in public spaces and schools.
Better response when reporting discrimination or bullying at the school.
More affordable rental housing for families, seniors, those with disability. Please include some for people who have animals but mainly dogs.
Doing something with the former care facility abandoned on saddle hill. Make it into dorms or an emergency shelter, or hotel/hostel or a community HUB for housing options for those in transition or in danger of homelessness.
A multicultural food Mart or options in the stores already established. Collaborate with CONA and multicultural diverse families to see what they need or want and see if a group order can happen or way to organize a steady shipment of culturally diverse and appropriate ingredients to help global people maintain a sense of domestic normalcy while they live the Canadian lifestyle and dream. To have that comfort and access. I understand the cost or effort required but IF it could happen it would be helpful. Food is dignity, food is life, food is medicine and food is a reminder of home promoting positive mental health. Just even having the dialog and to know there could be a way to become a hub of import and trade or as a stop like a merchant to ensure product reaches the people: isn't that some of the heritage as a coastal outport town?
Equitable job opportunity.
A better organized response to food insecurity locally for Carbonear or Trinity area that has transparency and annual reports. Community food pantries in public spaces are a great way to start. To allow and promote residents to have it or contribute to it when it's at a public space.
Ability to have public space for place of worship, hold cultural events relevant to newcomers or diverse Canadian families.
A place to bring our children other than the Splash Centre in Harbour Grace. A place that is as open and free and not requiring me to have to pay a fee for a time slot like recreation sport or art class.

More child care or child activities. In the next 5 years I plan to have babies. My present child is 16 years old and I waited and planned to have more. I don't see how staying in Carbonear would enrich or reward families with young children when (at least to my ignorant knowledge), there's nothing here. Lack of library, non splash pad or free access to a shallow pool, no petting zoo or farm space, no transportation inner city, Trinity Loop or to st. John's. I was a sole support low income mother in Brampton and the only reason my child is well mannered, socialized and global citizen mindset is because I took her out to see the free or low cost stuff in town. The museums, the Splash pad, a play park with equipment, community events hosting learning opportunities for 3D printing, astronomy, fire safety etc. The lack of transportation really reduces the ability for anyone to engage with resources or events. I would like to see more focus on mobility rights or ways to have pop up or satellite opportunities at public spaces and all of this would be collaborative efforts to be willing and make it able to share spaces like the library, retirement residences, community halls, Legion, post office, museums, public green spaces etc. Once a workshop or equipment is purchase for mobile pop up events, it can be taken anywhere that wants to host the event and share their space.
I really would need to seem meaningful and impactful effort towards promoting and protecting inclusion and diversity and the enrichment of life for seniors and children. When I say children I also mean for the teenagers.
Affordable housing for vulnerable people, better roads, transportation (ever try to book a cab on a Sunday night?) Community Center/recreation Center, theatre, parks, playgrounds, splash pad, sidewalks in all areas,
"Affordable housing for vulnerable people, better roads, transportation (ever try to book a cab on a Sunday night?) Community Center/recreation Center, theatre, parks, playgrounds, splash pad, sidewalks in all areas,
Recreational programs, access to family doctors,
nothing
Policies that will not allow rental properties to stock pile garbage and the enforcement of such policies. People should not have to continuously complain to council about living next to stockpiled garbage and pleading for clean up action.
More Senior living
A community/council that works together for all. Stop grandstanding and make the hard choices instead of bowing to the few.
Only for friends and family I would not be here.
Lack of community. Still doesn't feel like home after 20+ years despite our efforts to get involved and meet people.
A complete overhaul of recreation facilities. And better access to everything
sense of community
Treating all residents equally.
Infrastructure.
"More specialists at the hospital.

I'm staying for the foreseeable future but more stores and bigger supermarkets would be nice.
Things for our children... Better parks water parks... Also for our teens... Nothing for them to do.. Besides beating the street
I can't think of anything that I feel is missing.
I live in an area where we pay almost three thousand annually for municipal taxes. We don't even have sidewalks or curb and gutter. We feel left out.
Diversified shopping and dining experiences. Having restaurants close for long periods a huge drawback. Road work on water street makes driving a terrible experience.
Don't feel welcome
Unsure
Year round facility for seniors to walk and play recreational sports eg pickleball
More children's programs including a soccer program. Also a splash pad would do wonders for the children of this town so we don't have to travel 20 minutes or and hour to actually visit one to entertain our children in the summer. A movie theater would also be a great investment. Not everyone can drive an hour to go see a movie especially with children. Children enjoy going to the movies. Maybe even if a Costco or another large retailer like Costco could be another great investment. People from down the shore would have less of a drive to take advantage of a store like that without worrying about their food spoiling on the way out from St. John's.
More stores for shopping.
Lower tax rates
Better access to recreation for all ages, better community engagement
Plan and Approve atv routes for residents if the North side !
Need more primary care physicians. Need to grow the population.
More opportunities for kids and young people
Bylaws that would allow keeping of livestock for food production.
Diversity: not just having it, but welcoming it as well. Accessibility: envision residents with disabilities accessing necessary and non-essential services in Carbonear; this includes the website. No dignity is afforded this group when services are not inclusive.
Splash pad
"Splash pads
Nothing
will be staying long term

**Table 9. Public Survey Responses - What can the Town do to improve community engagement in municipal issues?**

<b>All responses</b>	Make more Facebook polls in regards to decisions on the community so people feel as if they have a say. Not everyone has the time to watch every council meeting and stay informed
Be 100% transparent with what's going on beyond the meetings. Be fair to ALL the small business owners, equally.	Overall the town is pretty good for community engagement. They are active on social media and email updates. However for the older population that do not have these I'm not sure how they engage with them. Maybe printed newsletter in the mail or similar.
Become more friendly and welcoming, and deal with the basic issues needed in the town	More news letters to let the people know what is happening. The local paper years ago worked very well but people don't know who is on council anymore until there is an election
"More surveys just like this one.	More advertisements for community events and services
Surveys like this 1	"Promote living off the land and owning sustainable food sources.
"More open house, more council meetings open to public , community feedback surveys such as this and showing the results and their attempts to improve. Stop trying to stop people from opening business that are legit. The town has a horrible	A social media manager is also a necessity going forward for the town. "
Name in other local communities with the micro management of everything the town members does. Focus more on roads cleaning the town, etc., as the people just trying to earn and live a good life "	Hire a social media manager for the town and the rec facility
Expand boundary. I live in Gunners Pond but cannot vote in municipal elections	Continue using social media. Mail-outs. Continue surveys.
Remove the barriers on residents improving their own property and repairing their property as needed. There's too much emphasis on permits for the smallest of things	Be more open
Keep reaching out for resident voices and keep making us aware that these voices are being heard.	Communicate more, not only on social media
This may be petty, but as a newcomer, you group things by general geographical areas. It would be nice to have a list of streets rather instead.	get rid of the administration in the office
Provide incentives, example would be free recycling bags.	Communication other than Social Media as many people are not on it and miss out on things.
Have more community town hall meetings...	Adult recreational plan
Send newsletters, many seniors do not have access to internet (email) or send a survey such as this for those without social media or transportation to planned sessions	If the town after all these years do not have this figured out by now, there is no wonder the town isn't growing. Looking to update since 2004? That's almost 20 years ago of falling behind the times.
become a welcoming town council	Listen to people who elected them and respond to their requests
More pressing issues like asking people what they feel needs to be done	Better communication to the public. Not putting everything online
The town should have monthly or bi monthly public meetings open to the residents to come and reach out about their problems and be heard	"Online access to town meetings is good.
Allow more voices to be heard and do not try to quiet the ones that are trying to make changes. I listen to the meeting minutes and sometimes the treatment of (in particular) female councillors is astonishing.	If residents are allowed to sit in.
"More transparency in council meetings, or details published in minutes. (ie/ details on permits, reading out of reports etc.) Council meeting left up on YouTube for public to view after meetings.	Public consults and surveys like this.
Reach out to the younger generation.	Public resident volunteer boards and collaborative boards of businesses/organizations being inclusive to BIPOC persons and those who are students or temporary residents including migrant workers. We all have rights and perspectives that can help, improve or share knowledge or make suggestions."
Surveys are a good start.	Eye-catching signs in busy areas of town, like the Mall, or Post Office, Hospital, Keyin College, etc. Would it matter to you if your neighbour starts up a dog kennel? Or raises goats? Or does an auto body repair business in their driveway?
Make their website more user friendly.	Open call for residents to present issues and concerns to town councillors in lead up to meetings. Make it clear what the chain of command is and who residents report to. ACT on issues!
	Improved communications

"Listen to what residents are saying and demonstrate appreciation for input by incorporating resident ideas in policies.
Ask for input before plans are made.
Have Town Management easier to work with
Have informed conversations with residence. Train councillors to be able to speak professionally instead of spewing nonsense.
Get rid of [redacted to preserve anonymity] and half the council.
Asking more opinions like this survey. Unable to attend meeting due to other commitments but glad to give my opinion. Thank you
Have some nights where we invite seniors and the youth to be councillors and let them enjoy the vision.
be open to change
"Hold more town hall meetings and respond to enquiries.
Skip social media. Hard copy issues via Canada Post.
More contests and events like community bingo.
Continue to improve on communication. There has been improvements.
We have a terrible municipal enforcement officer. Such a tyrant. Has hurt the reputation of this town on several occasions. We can do better.
Communication is key. Also not everyone is on the Internet or Facebook. Social Media cannot be the only method of communicating with citizens or you will be leaving out approximately 30%.
Often notices are sent out with little lead time. A more dynamic calendar going out +3 months will create engagement and allow people to plan.
People become involved when something touches them directly so, unless it is a hot issue, not much point in doing much. Making sure that projects such as community garden, use of trails, etc. are well supported and encouraged might be useful. Consultations with community members, not just committees and organization by some means.
Take care of the basics and stop wasting money
Ask people what they want! give tax breaks to businesses so they can start up here to bring employment opportunities and population
Larger social media presence
More contact from the councilors.
This has been improving over the years.
Involve people of all ages, have better accessibility for all people (physical space and information sharing)
Improve communication between employees and the public.
More enforcement
Need to get the community more involved in community events. Need more locals to participate in cultural activities.
Put more out there on social media, being a role model for others

Provide more opportunity for engagement as it relates. More opportunities for residents (and businesses) voices to be heard. However, I do not believe that this sort of engagement should not be promoted as something negative. For example "municipal issues" could be municipal improvements. People feel more empowered and willing to engage if they feel like they are involved in process of creating change in situations that they are impacted by.

Communicate more effectively with the residents. Make the website user friendly and encourage people to visit the site (make it a campaign) for updates. Tell them about all the things you've got on the go, and invite them to participate. If there are delays or cancellations in events, projects, or whatever, keep the residents informed. This shows accountability, builds trust and indicates that you are respectful of the timelines you have outlined. Residents in this town are overwhelmingly disengaged and commonly don't know what the town is doing for them - which is a lot! Take credit for it!

A more functional council, less bickering, more focus on improving our beautiful town.

splash pads

**Table 10. Public Survey Responses - When thinking about land use controls in Carbonear, they are:**

Answer Choices	Responses	
Too restrictive	40.17%	Backyard farms Should have a limit on the number of animals you can have.
Appropriate	15.38%	I think as long as I have my property clean and safe nobody has the right to tell me what to do. After all I'm paying taxes and that should be enough
Not restrictive enough	6.84%	I believe most things need to be enforced but many rules either don't make sense or they need to be overlooked again. There are some areas which need to be focused on more because areas in the town are not well kept with regards to the ones who own the properties!
Don't know	6.84%	People should be able to build single dwellings on land they own without having to follow the same regulations as big developers. eg. Curb, sidewalks, ect.
I'm unfamiliar with the land use control in Carbonear	30.77%	I know of someone that wanted to buy land that on a survey is accessible but the town has signage up saying it's emergency use only, and is keeping the seller from selling.
<b>"Please explain your answer" responses</b>		Council and municipal enforcement have too much control over what residents do on their own property.
I think that the mixture of types of residential housing gives Carbonear a charm not often found in our towns anymore.		"If I own the land I should be able to build what I want or do as I please with it. As long as it's not an eye sore. Heavy restrictions on how big and what kind of structures allowed.
Sometimes we need to think outside the box instead of making all new proposals try to fit within the policies. Policies have been developed over time for specific reasons. Sometimes, there is a need to review and change the policies themselves.		The rules are not consistent with the residents."
Nepotism/favouritism plays a major factor in how restrictive land use controls are applied.		Given that provincial government is encouraging residents to be more self sufficient, I feel citizens should have the option to raise farm animals on their own property.
All The by laws are excessive . Take it by each permit and location if the home , use of structures etc. "		Land use by-laws are important yes but if surrounding neighbors do not contest any builds then it should be okay
I don't have a clue what land use control means in Carbonear.		I don't have any experience in the land use but I have not heard of any major complaints from people
Look at gunners pond and line road. We have requested to be brought into the town and not just the land plan we were told NO.		If for example you want to build or add a shed and your neighbors have one in older area it should be grandfathered in I understand in newer subdivision but have some leeway
How we be limited to be part of a land plan and not be able to vote or have rep for a town councillor. Crazy		Permits
Homesteading is becoming more common, to help people grow own vegetables and have own food source animals. But people continue to be restricted on the extent of homesteading they can do.		"Too restrictive when wanting to have 2 dwellings on one property."
"People should be allowed pet goats, lambs, horses, etc. ONLY if they have large enough property and a proper fence to keep their animals on their property. Their neighbours should not have to put up fences to keep the animals out. Plus large numbers of animals should not be approved in residential area unless the person has at least one acre of land. Let's be responsible and reasonable!		Too restrictive in rules on owning pet chickens."
This is a thing that falls into 'find out when you need to know' category for me.		I believe the ownership of animals and the ability to have micro farms is restricted by the bylaws in our community. If you own property, maintain it properly, keep it clean and tidy, I believe the community should be encouraged to raise animals like chickens, pigs, etc (if property is large enough) to support sustainable living
It seems that some people can do what they like on the land they have and others are restricted from doing the same thing, although there is no significant difference in size. The WHO you know rule seems to be in play.		If a person's property is kept up, there should not be an issue with removable structures
No opinion.		Sheds or green houses that are movable or temporary ie no concrete floor should not need a permit or if you have a camper trailer you should be able to keep it on a cottage lot if you have one. More land should be opened up for cottage development
In a time when food security has become an issue ( covid has shown how unprepared we are in NL) I do not see anywhere on this survey where personal farming has been addressed.		there are buildings every where. behind buildings, on postage stamps,
The more land you own, the more taxes you pay. therefore the less land you own, should have more restrictions		By laws that are inequality
My land my choice what goes on it		

<p>Crown land being tied up and passed down from one family member while there is no activity or structures on said land. Piece behind my property had buildings removed 10 years ago and person who says got title lives in st. Johns and has no desire to use it only to leave unattended and grown over.</p>	<p>Hassle of getting a renovation project permit.</p>
<p>Council very conservative over development of your own property, you have to develop as council want not residents want</p>	<p>They were appropriate when the current plan was developed but it does require updating based on best practices now.</p>
<p>There are lots of land places to be utilized, but unsure of where the crown is with all of this and what can be used by a person</p>	<p>Hard for small business operators to operate with such stringent guidelines.</p>
<p>"I have no idea about this topic but I do know over development will be too drastic of a change and upset locals. I do know there is historical importance for some spaces, and underuse of other spaces left abandoned."</p>	<p>They seem to consider the effective use of land in relation to the neighbourhood.</p>
<p>There needs to be a way for development that does not make established homes lose their access to green space and views nor over crowd them. The new spaces need to be off to a side but still main road accessible and upkept to be like a "'new part of town'" so those who don't want it or don't want to see it have to go a little out of their way to be inconvenienced by it. It's a new part of town to celebrate moving into the future and reflective and mindful of the established culture and heritage.</p>	<p>New developments strip all trees rather than incorporate into plan</p>
<p>I believe vacant land with no tax or backed taxes should be taken and taken over by the municipality to develop only as development proposals are produced and as needed to support the growth or projected growth.</p>	<p>[redacted to preserve anonymity]</p>
<p>There needs to be ability to built tiny homes or backyard mini homes so families can help each other avoid homelessness or become landlords and provide affordable housing options.</p>	<p>"Sizes of allowable accessory buildings should be increased.</p>
<p>There needs to be some mindfulness of the local wildlife or any protected areas or species but again, I am unfamiliar with that local knowledge.</p>	<p>Hobby farms should be permitted."</p>
<p>Hoarding land and not paying taxes and being allowed to generationaly just keep the lands to not use it is holding progress hostage for no reason other than pride. Debts need to be collected, and development needs to be a social issue and not just an economic or money transaction."</p>	<p>We need growth but it has to be controlled and appropriate. Need to have rules to restrict inappropriate development.</p>
<p>I chose to live where we are and work with the existing regulations. I haven't studied them to look for either opportunities or loopholes.</p>	<p>Permits etc</p>
<p>A lot of private swimming pools are not enclosed with a fence. Too late when accident happens, who will be held responsible as there seems to be no enforcement.</p>	<p>It feels as though you do not own your own land in Carbonear. Grown adults who own their own property are forced to ask permission to do anything. The current legislation even prevents people from providing for their families with their own land by implementing and upholding bylaws preventing raising animals for consumption, requiring permits for the building of root cellars, and making it difficult for people to build greenhouses.</p>
<p>There is no summary explanation of land us control for an average person to answer this question.</p>	
<p>Not all land controls are restrictive and I know some areas are Appropriate, but some areas are restrictive.</p>	
<p>There is a huge amount of land in the town. Owners are sitting on them for generations. Should have a limit to develop or sell.</p>	
<p>The council have put up road blocks on any kind of land use improvements. A permit for everything. It depends on who you are to get things done.</p>	
<p>Use of land should be more freely allowed</p>	
<p>Public awareness is a must.</p>	

**Table 11. Public Survey Responses - Is there a specific land use or planning issue that is important to you that you would like to see prioritized through this process?**

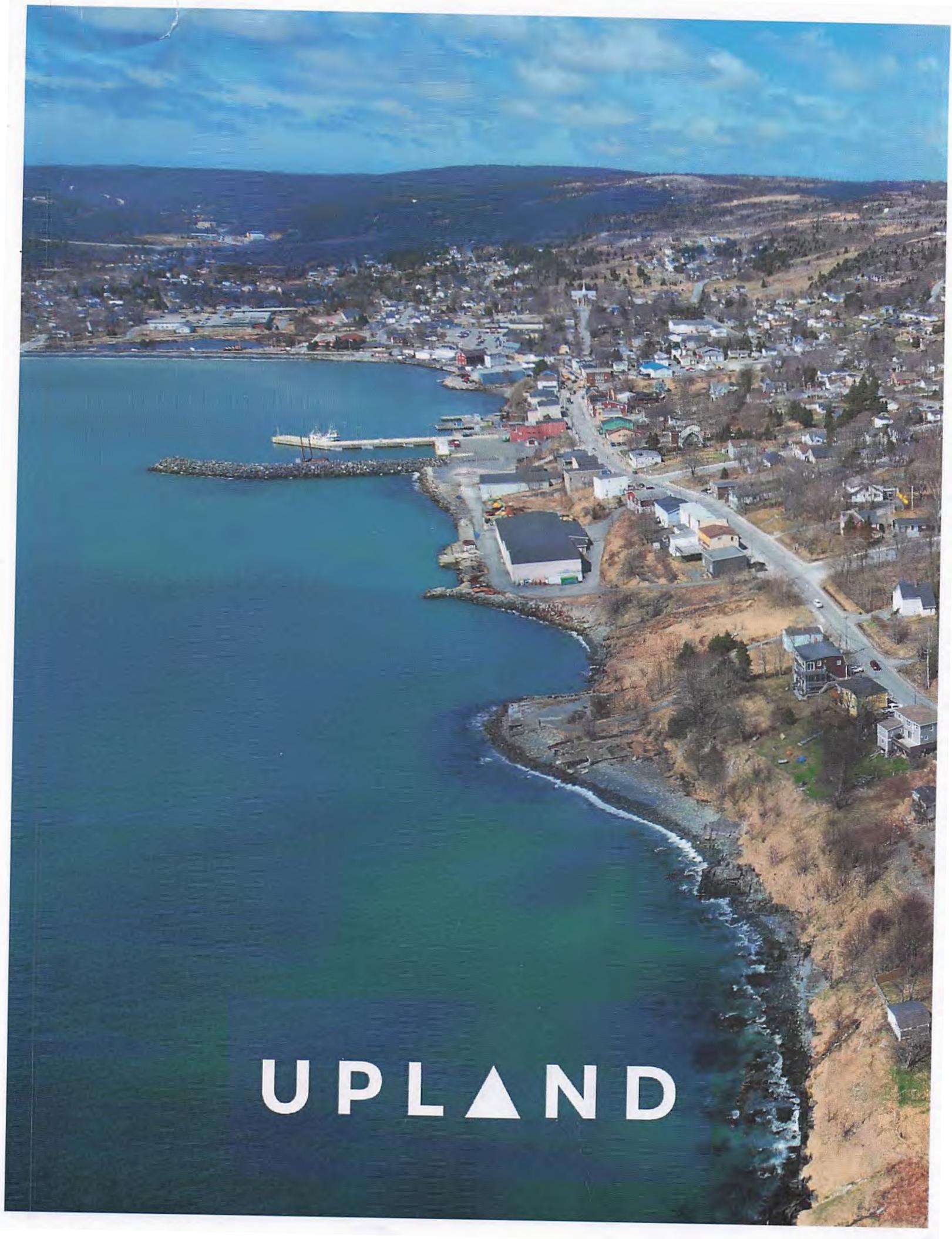
All responses	
Ability to continue backyard agri use in residential areas.	The community garden should be overhauled and given a massive upgrade. Seed banks raised gardens and soil should be offered to anyone looking to grow food on their own even if it's just a single tomatoe plant each
Building lots should be big enough as not to encroach on neighboring homes	Back yard farming shouldn't be in a crowded neighborhood. With neighbors having to put up with the untidiness and unpleasant smell. Neighbors should have more input into the matter when someone is to start back yard farming.
Double sided sidewalks	No comment
Self sustainability such as gardening and having own eggs and hens	Why would you be concerned with having the line rd and gunners pond in the planing area. This would be only a expense there is no water or sewer more equipment would have to keep these areas open somebody wake up we had to remove Freshwater because it didn't work
NO	Hope to see trails reserved and protected
Include Gunners Pond NOW.....	No
More allowance given for homesteading to include raising food source animals. Making things a bit easier for residents to do repairs to their residents without being burdened with permits. Permit system should be maintained for construction of new out buildings, or major external renovations.	Less restrictions on owning 10 chickens per home. Preferably 10 chickens and 1 rooster allowed with no permits required.
Rethink the 'cotton eater' as a edging along the boardwalk. It is not working and is unsightly. Plant something that adds to the beauty and is easy to maintain. Extend the boardwalk so that it circles the perimeter of the field. It is used so much and is a flat surface that any age can use. I love it.	I want to see the ability to own chickens maintained in the community as it's a vital part of my happiness with regard to owning my property
In years gone by, there use to be a place for kids to hang out and play pool, etc. Perhaps a facility like the Splash Centre in Harbour Grace. A snack bar. A safe place. Also, I have seen in other countries that plant their green areas with wild flowers to help sustain the bee population. It not only helps nature, it looks pretty and also saves the cost of have to mow and upkeep those areas. It's someone worth looking into.	Heritage requirements need updating- buildings have 4 sides not three!
No.	fix the sides of the roads throughout town
Farming, with town assisted access to the abundant, historic and underutilized farm land in Carbonear.	Crown land use titles. You can go on website for crown lands and see properties. Worth investigating to see how much is being left not developed with no houses but just being kept so no one else can develop in area.
If someone has a huge piece of property they should not be restricted on how many/large outbuildings they wish to have, considering its not too overbearing.	"The old long term care building.
The more land you own, the more taxes you pay. therefore less restrictions on larger properties	The old radio station. I don't know what signal was like before when it was operational but having 1 or less access to radio stations in the Trinity area is just so sad. You can't even feel connect to the community, share national or global news flashes or community events. There's nothing but sad love songs and traumatic music on the only channel that sometimes works. Either open up another station or revamp this old one or do something with that land. New business or a museum promoting radio heritage of Newfoundland: anything is so sad and disgraceful to see it haunt behind the welcome to Carbonear sign. That ramp is where I blew a tire when we were moving here. I had some time to stare at it wondering what happened to kill the radio... It was my first red flag when I moved here: sight of underdevelopment, abandonment and destabilization."
Fix the roads. Speed bumps on Pond Side, English Hill. Add sidewalks. Lots of properties around with junk and garbage that need to be cleaned up.	I like the Downtown Revitalization project. Is the a way that the town could have more control or impel owners into cleaning up derelict buildings, or have funding to demolish buildings beyond repair? Could we have an area for a farmer's market downtown? What about a marina area for day trippers? The new and improved wharf looks great, but I hear complaints from people that they can't access a berth or fees are high. In some areas where downtown buildings have had to be taken down, can we have a few more parking lots, and good signage to them, so that people can park and walk, or use wheelchairs?
Letting people do what they want with their own land like farming and growing vegetables	
I think the town needs to communicate better to its citizens, needs to listen more, and be open to doing things in new ways for all, not just some, in the community. There needs to be more follow though on promises made.	
More support for urban agriculture in our community. Protect and maintain heritage properties through support or incentives for their maintenance. (private and public for homeowners and businesses)	
The train.	
Support home farms and ALL small local businesses.	
Ability of residents to become more self sufficient.	
Encourage backyard farming	

I like to see area for where you could purchase & set up moguiale or trailer homes
Seems like there's a lot of attention focused on Water Street- that's great and all- but what about other areas of town without sidewalks? Poor roads?
Increase population
Yes, a commercial property that can be changed to Residential or Commercial
North and south side hills development
Hire competent people to run this town for equal opportunity for development.
-Recreation
Down town is coming along good. Now we need to look at more of our main drag. Land development to draw more business
Not able to build a home the size you want (tiny homes).
Methodical restructuring/new development.
No
Water park
Guidelines established dealing with keeping of farm animals. Have no issue with some in more rural neighbourhoods that have large lots to accommodate but not in residential areas currently identified as medium or low density areas. Possibly where land size permits, Residential Rural Areas.
Would like to see a splash pad in Carbonear. Neighbouring Bay Roberts leads by example. Let's pay attention more to our young families instead of brick sidewalks on water street.
More benches along Water Street. more garbage receptacles
More Sidewalks and crosswalks. Downtown revitalization and bringing in more businesses.
older properties cannot be sold unless they are "put back to its original state" is ridiculous when the buildings are falling apart. I think they should be sold off so someone can fix some of these buildings.
Recreational facility for seniors
Train over by civic center. Looks awful. If not going to paint it up get rid of it. Eyesore
Equal surveillance and enforcement of regulations in ALL areas in the planning area.
Need to preserve the historical downtown and keep the main floors commercial only. Need to control the construction of accessory buildings so they do not infringe on neighboring properties. New subdivisions need to be uniform and free of fencing on the front if possible. Need to maintain and promote commercial development.
Completion of downtown revitalization.
Eliminate bylaws that prevent rural cultural practices such as the keeping of livestock animals.
"Streets

**Table 12.** Public Survey Responses - Is there anything else you'd like to share about planning and development in your community?

All responses	
This town has such an amazing history that is not put to the forefront enough. This place is a hidden tourism treasure!	I'd like to see more opportunities for families that would also boost tourism- no reason why we can't have an aquarium! Similar to Petty Harbour. The old gym on Water Street is an eyesore- could be an ideal spot. The old post office is a wasted tourism opportunity. Shame to see it under utilized. Great opportunity for a museum with hands on exhibits. More green space for activities like concerts, picnics, expansive flower gardens.
look at the number of paid employees in the office, in administration, and on the pay role. seems to be too many workers, too many town vehicles, too many consultants, too many directors,	Focus on what's important to the people not the town council.. ask the people what's important to them
I love my community. I have lost faith in how it is managed. There is a definite need for change.	Be open to new ideas. Look to communities that have found ways to thrive, and don't treat it like a competition between communities/citizens. All hands thrive when they work together. Maybe freshen up who works for the town to get some new blood with new ideas in.
Every spring, residents need to be held accountable for the upkeep of our community. Cleanliness has fallen to the way-side. Residents need to contribute to the cleanliness of their own property, AND community cleanliness. A weekend cleaning spree is needed multiple times a year. Fines need to be implemented to deter people from letting their properties become dirty and run-down.	Encourage green spaces, backyard farming and animals as these give a community and small town feel.
The survey is a start as long as the opinions are taken into consideration.	Involve the community. People need to be aware and informed.
No	N/A
Expand land plan to include areas like GUNNERS POND AND LINE ROAD	Would love to see an indoor facility available to residents of all ages to be active all year round. Running track, indoor fields, etc
The side roads in town are deplorable, many have been patched over and patched over, many haven't seen "new" asphalt in about a decade	No
Let's get this town cleaned up and get rid of trash on properties. We all know barns with animals bring rats and mice. We are required to pick up dog poop. Delapidated bldgs encouraged rodents. Maybe those property owners should be responsible for rat control.	I truly hope that the planning committee takes the time to understand that those in the community who raise chickens do so because of the ability to create a cycle of sustainability in our own home and properties. By owning chickens I am able to reduce my garbage impact, feed food scraps to them, use their droppings for fertilizer to grow more food and in turn receive eggs. Please keep this in mind because the community members who responsibly keep their chickens keep them as loving pets as well
Thank you for reaching out for the people's voice. Good luck with all your endeavors as the years ahead unfold.	Don't be so strict follow the rules and publicize reasons say a green house is turned down for a property. Let neighborhood have more input.
The amount of garbage along our roadways is sickening to see. Every spring a community clean up is planned for a day. Perhaps the town should hire people for one week a month to clean our streets, woods and trails. Years ago, the Town of Carbonneau allowed citizens to work toward paying their taxes by cleaning out drains/ditches. Perhaps this is something that could be applied toward garbage cleanup.	Incentive for business to want to operate in the town. Incentive for residents who pay their taxes, such as a discount for payment early or on time. Update what developers of residential areas are required to do... such as create green space within their said development as a mandatory requirement.
The speed rates on Saddle Hill. Really need a blind hill, flashing slow down signs, speed bump, traffic calming interventions or remove the trees along the sides to reduce the obstructions as you try to exit onto the main road. One day there will be a major accident there. I have had too many close calls already.	I think open air markets and areas to hold yard sales or trunk/ boot sales would be an asset. Develop activities for seniors and a safe accessible space for them to participate in such.
Carbonneau has too many workers employed and the town is just looking for something to keep them occupied. Administrative positions need to be term positions, probably just 5 years, and no more than 15 years, total.	too much planning in this small town; this is not st. Johns
	Actually do what you are planning on paper. I laugh when people say they have a live document. It's no good unless you stop arguing on petty things like a bloody train and get on with the future of carbonneau instead of keeping its citizens in the past. Too much time is being wasted on foolish ideas that are out to lunch. Make this town grow and prepare it for future citizens, time waits for no one!!!! If the hired or elected officials can't do it, we'll it's time to get rid of them and get someone who can.

Planning done by council only not requesting or listing to people's request..	Yes we need to be the leader not the followers .Let's go and be the best we can be. Greater than we will believe.p.s.Hub of the bay to a bright future.
Maybe I am dreaming or speaking of a utopian dream but someone who travels, comes from another country and grew up with friends from all over the global: the goals or things I spoke of already happen and for decades of effort to make it the new normal. It's different for a reason. It's universal for a reason in this day and age of human rights and equity trying to decolonize and become responsible global citizens: it's a duty to be mindful, impactful and inclusive.	None.
It's not about losing a voice or space or losing the heritage and homes; it's about adding to that and maintaining that local identity by being able to share and show the history through everyday action, pride, celebration and shared spaces.	Crime, drugs in our community, prostitution, maintenance of homes and their properties.
My [redacted to preserve anonymity] was scared to learn Newfoundland history or take part in the dance during gym. Stating how we aren't their culture and they had practice and exposure and she hasn't. Come say of the lessons and dances: her peers knew as little or less then she did about many things and she found that shocking. There appears to be a loss of culture already happening from within. No child should grow up with an erased history, withholding of identity or lack of opportunity to learn and share and celebrate. This was pre and post pandemic perspective. The unlearning was already happening and not pandemic related.	More side walks
There needs to be a way to comfort locals that development isn't about losing their identity but adding and improving to the one they already have collectively. The loss of identity is due to stagnation from encapsulated mindsets. That's how ghost towns are formed and enables youth to flee hometowns to forge better quality of life elsewhere and you cannot retain people.	It should be transparent and applied to all in a fair and equitable manner.
Ultimately the underdevelopment and the inaction or lack of will to modernize creates a withering local municipality with majority senior inhabitants. When they die the town does too to become a legend lost in translation to be forgotten about much like the archeological funds under water Street."	Sidewalks and curb would be nice on forest road and blueberry crescent. The infrastructure for storm drain was installed on blueberry Crescent when the new sub division was developed. We were told we would have curb, gutter and sidewalks when we bought our land. We feel like we were cheated. We pay the highest taxes in town, and have to walk in the mud. Please help us out.
Address the drug houses. Address [redacted to preserve anonymity] . Fix the roads. Put in sidewalks in areas w dangerous and fast driving so families can get outside and be safe. We NEED affordable housing options for single ppl. Convert old schools into rental units.	no
There's no doubt we will continue to need accessible housing for all. Council should not accept any rental option simply because it fills a void. More thought and consideration should be given to regulations and policies for existing rental properties and applied to ALL rental properties. Existing home owners should not have to suffer because landlords are not held accountable.	Restrictive hours of use for quad paths and roads with enforcement. It looks bad on the community (hillbilly-esque) and is highly disruptive and noisy to those living in the town. It should never be acceptable (nor is it anywhere else) to drive down town roads and downtown especially on a quad with kids and tourists around. It looks terrible and leaves a negative impression of our community.
A cleaner downtown with properties that are well kept and more green spaces.	Champion for a hotel. Walking tours. Haunted tours. Boat tours. Garden tours (create an annual award and open garden tour). Disguise empty storefronts. Open studio tours for artists. Create merchandise based on Carbonear history.
The time has come for action, stop wasting time, plan, develop and execute. I would revisit question 28. Trying to be inclusive you have missed an entire population.	More seasonal work
I have no trust in this council to improve the quality of life in this town other than the betterment of themselves.	get back or down to basics: water, sewer disposal, reliable garbage collection, and fit roads
	Widen the road for downtown St. John's. Afraid to travel the street especially winter time. Too narrow
	I would like to see an increased emphasis on developing the ocean shoreline with a boarded walkway and floating docks.
	Need good regulations pertaining to fences, garages/sheds/ greenhouses, animals etc. Too confusing now.
	Insure adequate infrastructure in place like water , sewer, storm drains , roads a sidewalks prior to any building or developing.
	It would be amazing to have a community development committee. This committee could serve as a catalyst for community engagement and initiatives. I would love to be involved in something as the such.
	Lots of splash pads for children Like other places I have visited

An aerial photograph of a coastal town, likely in Newfoundland or Labrador, Canada. The town is built on a hillside overlooking a deep blue harbor. In the foreground, the town's buildings are visible, including several large industrial or commercial structures. The town extends along the coastline, with more buildings and houses visible on the hillside. The sky is a clear, pale blue with a few wispy clouds.

UPLAND

