



Municipal Plan 2010 - 2020

prepared for:
Town Council of Red Bay

prepared by:



and

Nova Consultants Inc.

May, 2010

Council Resolution to Adopt

Red Bay Municipal Plan 2010-2020

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Council of Red Bay hereby adopts the Red Bay Municipal Plan 2010 – 2020.

Adopted by the Town Council of Red Bay on the 11 day of January, 2011

Signed and sealed this 07 day of March, 2011

Mayor:

Mark Earle

(Council Seal)

Clerk:

Elizabeth Yetman

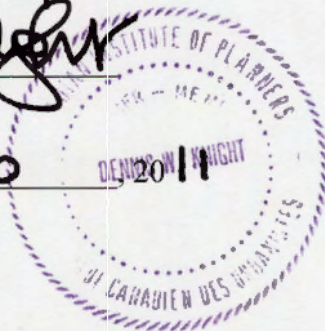


Canadian Institute of Planners Certification

I hereby certify that this document has been prepared under the provisions of the Urban and Rural Planning Act 2000

Dennis Knight
Dennis Knight, MCIP

Dated: 03 of Feb



(MCIP Seal)

COUNCIL RESOLUTION TO APPROVE
Red Bay Municipal Plan 2010 - 2020

Under the authority of sections 16, 17 and 18 of the Urban and Rural Planning Act 2000,
the Town Council of Red Bay:

- a) adopted the Red Bay Municipal Plan on the 11 day of January, 2011
- b) Gave notice of the adoption of said document by advertisement inserted on the 17th/Jan day and the 12th day of May, 2011 in the Northern Pen newspaper.
- c) Set the 26th day of May at 7:00 p.m. at the Selma Baikham Town Centre for the holding of a public hearing to consider objections and submissions.

Now under section 23 of the Urban and Rural Planning Act 2000, the Town Council of Red Bay approves the Red Bay Municipal Plan 2010 - 2020 as adopted.

Signed and sealed this 4th day of June, 2011

Mayor:

Wanita Stone

(Council Seal)

Clerk:

Elizabeth Yetman

Municipal Plan/Amendment

REGISTERED

Number 4125-2011-001
Date Oct. 24. 2011
Signature [Signature]

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1. Background to the Plan

1.1 Introduction

The first Red Bay Municipal Plan was prepared in 1980. This Municipal Plan has resulted from a revision of the plan adopted by the Red Bay Council in 1992. It was prepared under the Urban and Rural Planning Act 2000.

The Red Bay Municipal Planning Area, as displayed in Map 1 attached to this document, encompasses the Red Bay municipal watershed to the north, extends west towards County Cat Pond and east beyond Steamer Cove. The planning area is coincident with the community boundary. It is the result of a re-definition in 1996 (Provincial Regulation 915), which excluded County Cat Pond but expanded the western boundary generally.

The built community of Red Bay extends from Butt's Cove in the south, around the cove known as the Strand and along the eastern and northern shoreline of the Red Bay Basin to Northern Brook (see Future Land Use Map 2). Northern Brook was also a traditional winter community for Red Bay settlers, as was Sou'west Cove on the west side of the Basin. They were chosen as winter community sites due to the shelter they provided. Other Red Bay historic sites include the former community of Tracey, Penney/Organ Island at the mouth of the Basin, Saddle Island at the harbour entrance and nearby Twin Islands. The entire shoreline of Red Bay and its environs has been occupied since the sixteenth century by settlers of European origin, preceded by aboriginal peoples for millennia. The international significance of these resources has led to Red Bay being nominated as a UNESCO World Heritage Site, as will be focused on in this document.

Procedure for Adopting the New Municipal Plan under the Urban and Rural Planning Act 2000

Following is a summary of the current procedure for preparation and adoption of Municipal Plans under the Urban and Rural Planning Act 2000.

1. During preparation of the plan, Council shall provide an appropriate consultation opportunity for interested persons, community groups and provincial departments to offer and receive information on the plan and development regulations. Depending on the scale and complexity of planning issues to be resolved, methods of consultation may include, e.g., the posting of community notices, local media advertisements, a public information session or public meeting.

2. Once the document is forwarded in a form which Council is prepared to adopt, the plan and development regulations are forwarded to the Planning Office, Department of Municipal and Provincial Affairs, for the first of two reviews.
3. After any amendments are made following the Planning Office review, the plan is adopted by Council. The Municipality is then responsible for setting up the public hearing, selecting and compensating a Commissioner (under sections 18 and 19, Urban and Rural Planning Act 2000). A notice of adoption and the date of the public hearing is then published twice locally. The first of the two ads must be posted not fewer than 14 days before the date of the public hearing.
4. A person or association may submit written statements of objection or support (two copies), not fewer than two days before the date set for the public hearing. The public hearing may be cancelled if no objections are received.
5. After the public hearing, the Commissioner's report along with any recommended changes and background information is forwarded to Council. Where a report is submitted, Council shall consider it and may make changes to the plan and hold a new public hearing, if necessary.
6. Council shall then approve the plan and development regulations, as submitted in (2) above or as amended.
7. Two copies of the approved plan and regulations shall be forwarded to the Planning Office (2 copies of the text required and all maps signed and sealed). Specifics about public consultation during plan preparation, the hearing date, etc should also be included.
8. The Plan and regulations are reviewed by the Planning Office, Municipal and Provincial Affairs to determine if they are contrary to law or a policy of the government. If there is no such conflict, the plan and development regulations are then entered in the Departmental Planning Registry by the Director of Planning.
9. A copy of the documents are then sent back to Council, who arranges for them to be gazetted and advertised locally.

1.2 Summary of Findings

Following is a summary of the information collection and analysis carried out during the preparation of this Municipal Plan.

A Rich Heritage



Red Bay and its environs has a proud cultural heritage, with aboriginal occupation extending back 9,000 years. The European presence started with the Basques in the mid 1500s. The exceptional natural harbour made Red Bay a natural choice as a site for whaling, fishing, sealing and fur trading. It was chosen by Sir Wilfred Grenfell as the location for the first Co-operative in Newfoundland and Labrador. The Penneys established major mercantile premises on Penney Island in the mid-1800s, and from there, operated a stationer fishery for many years.

Red Bay's significance on the world stage entered a new phase in 1977 with the archaeological discoveries of major Basque whaling operations in Red Bay and elsewhere in the region, after several years of intensive archival research in the Basque Country by historian Selma Barkham.

Since the original discovery, archaeological research, on land and under water, has led to discoveries in Red Bay of Basque whaling stations (over 20), grave sites, try-works, the *San Juan* and three other galleon wrecks and several smaller fishing boats from the 16th century. It has resulted also in an amazing re-assembly of a 16th century *chalupa* from its original pieces retrieved from the bottom of Red Bay harbour; the only original boat of its kind known to exist in the world.

Red Bay is a site of global uniqueness and significance as the most extensive and best preserved example of 16th century whaling and whale oil processing technology in the world. It is representative of the beginning of large-scale commercial whaling and includes all aspects of the technology, including ships and processing stations; the most complete and best preserved remains of northern Iberian ship building technology and whaling activity from the 16th century¹.

The declaration of the Red Bay National Historic Site, establishment of the Parks Canada Interpretation Centre and the inclusion of Red Bay on the list of sites to be nominated by UNESCO have been major steps forward for the Town².

The French period on the coast extended up until 1763. Pierre Constantin (1666-1750) was a Quebec Voyageur who was involved for much of his life in fishing, trapping and trading concessions in Newfoundland and Labrador. In 1713, he was granted concession to the cod and seal fisheries between Red Bay and Pinware River. Two trading posts were established; in Red Bay (near the current school site) and at West St. Modeste (the location of his post near the Pinware River has not been confirmed. One dramatic event; in 1719, Constantin's Red Bay post was totally destroyed in an Inuit attack and rebuilt a few years later. There are French and Inuit archaeological sites on Twin Island.

There is some indication of contact and co-operation between the Basques and Innu during the 16th century whaling period (which needs additional research).

In summary, Maritime Archaic, Recent Indian, Palaeoeskimo, Innu and Inuit along with the Basques, French and Settlers all lived on the same Red Bay shoreline and nearby islands over the centuries, making a rich history of occupation. The Saddle Island West site was occupied by the Recent Indian, likely the ancestors of the Innu of Labrador today.³

¹ Consultation with Cindy Gibbons, Parks Canada.

² The full site designated as a National Historic Site includes the community of Red Bay, Tracey, Penney/Organ Island and Saddle Island. The area named as the "Administered Place", i.e., that which is administered directly by Parks Canada, comprises the Visitor and Interpretation Centres, Saddle Island (property owned by the Canadian Coast Guard currently being transferred to Parks Canada), a reserve surrounding Saddle Island between the high and low tide line, and a water lot containing the wreck of the San Juan. The remaining wrecks and other cultural resources at the bottom of the harbour plus the remainder of the designated National Historic Site are protected under the provincial Historic Resources Act.

³ Consultation with Provincial Archaeology Office.

The Land; its Use and Development

The majority of the planning area consists of boggy area, open barrens and exposed bedrock, with interspersions of small ponds and watercourses. Coniferous forest is found in the river valleys and sheltered sites of the planning area, including the western side of the Basin.

The built-up portion of the community is exposed to the storms of winter and has a poor soil base. Most of the community is serviced by the water system and a portion by the sewage system (to the former school near the United Church). While there are some possibilities for infill within these serviced areas (to accommodate demand for the near future) there is no viable opportunity for long term expansion. The best opportunity for the long term appears to be in the Sou'west Cove area, and particularly on the north side of the highway (Route 510), next to Basque Memorial School. Land on the opposite side of the highway is rich in archaeological sites dating back to the 17th century and should be preserved for its heritage value.

The land will have to be evaluated thoroughly in terms of its suitability for long term expansion. It is not serviced with community water and the feasibility of extending the Northern Brook system, or developing an alternative system, would need to be evaluated.

Commercial Uses

Commercial properties are scattered throughout the community, with fishery and other marine-related uses on the waterfront. This traditional arrangement works well and will continue during the current planning period.

Heritage Preservation

As already established in this document, Red Bay Harbour, Basin and environs is a storehouse of cultural heritage. Much of it has been researched and documented but more remains to be done. The Town Council's Heritage Advisory Committee is active in ensuring that the Town's heritage is preserved and honoured. The nomination of Red Bay as a UNESCO World Heritage Site has been a major objective of the community and it is expected to bring many benefits in terms of community pride, heritage preservation and tourism development.



In addition to its archaeological sites, the town has significant built heritage that needs to be preserved. Included are the buildings and building remains on Saddle Island and the mainland (e.g., the former Newfoundland Ranger Station, Orange Lodge, the old well house and stages/wharves along the shoreline.

These need to be preserved and put to creative use. In addition, the upkeep of older buildings throughout the Town generally should be encouraged.

The buildings on Penney/Organ Island have been a source of long-standing concern for the community. They are historic remnants of the Labrador stationer fishery era. Sadly, they are being left to rot and founder and the Town has no resources to purchase or expropriate the property. A couple of the buildings are still salvageable, at least in part. This is expected to continue as an unresolved issue, at least for the near term.

The collection of Red Bay's intangible heritage, including the stories of both older residents and ex-patriots, should also continue to be a priority.

The current Municipal Plan identifies ten sites as Historically Sensitive Areas (i.e., having valuable archaeological material). They range from Tracey to Butt's Cove, including Penney/Organ and Saddle Islands. These should continue to be protected with a strong Heritage Preservation designation in the new plan.



The Town is exploring the implementation of a Municipal Designations program to designate and protect structures and sites that it considers to be of significance to the history and culture of the community.

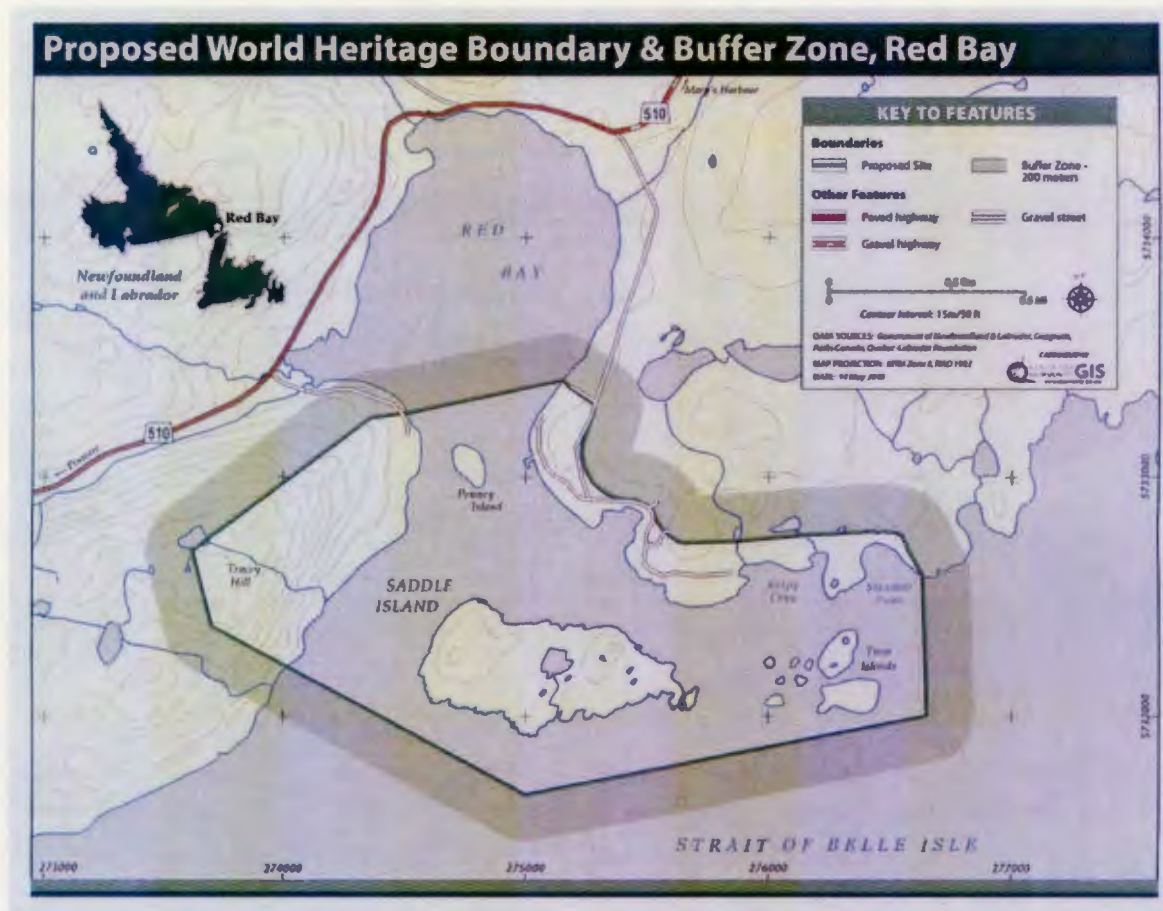
UNESCO World Heritage Site

Red Bay National Historic Site is on the short list of Canadian sites for nomination as a UNESCO World Heritage Site. Preparation of the nomination documents is underway with the objective of submission to UNESCO this year. A decision regarding designation as a World Heritage Site is expected before 2014.⁴ The proposed World Heritage Boundary and Buffer Zone is shown on the map following. It is possible that the buffer zone will be altered as the nomination process proceeds.

It is important that the Municipal Plan express Council's intent to accommodate and support the UNESCO nomination and that it contain the policies needed to preserve the archaeological and historic resources within the World Heritage Boundary.

A significant proportion of the property within the proposed boundary is owned by Parks Canada. It is important that this land, along with the remaining land within the area be designated Heritage Preservation and/or be subject to an assessment process prior to any proposed development being considered for approval. This assessment should include consultation with Parks Canada and the Provincial Archaeology Office.

⁴ Consultation with Cindy Gibbons, Supervisor, Red Bay National Historic Site.



Municipal Services

Water Supply

The municipal water system in Red Bay is supplied from a pump house located adjacent to Northern Brook. The water is chlorinated prior to entering the distribution system. A series of 200mm and 150mm diameter HDPE water mains provide water for both domestic and firefighting purposes throughout the Community. Hydrants are situated in the serviced areas of the municipality. Approximately 85% of the Community is serviced by the system.

Sanitary Sewer System

A piped sanitary sewer system consisting of PVC sewer mains, manholes, lift stations and a marine outfall services approximately 60% of the Community. The Basin area of Red Bay presently does not have a sewage collection and disposal system. Individual on-site sewage systems in the Basin area have malfunctioned, primarily due to poor soil conditions and in some cases, improper installation.

Council is interested in investigating alternative means of sewage treatment and disposal to service this area of the Community. Alternative sewage disposal systems (such as the

Bio-cycle and Blivit systems being used in Ireland for domestic and commercial purposes) are being used around the world. They are expensive but possibly would cost less than the traditional method of piping sewage into the Basin (and would be more environmentally friendly).

Solid Waste Disposal

The disposal site in the Eastern Brook area is adequate to serve the needs of the community until the proposed regional site is operational (scheduled for 2014).

Recreation

Trails – Building the Tracey Hill boardwalk was a major community project. The Boney Shore Trail is the beginning of the planned Pioneer Footpath which will follow the traditional walking trail along the coast to Pinware and beyond. There is also a loop hiking trail established on Saddle Island.

The Red Bay Tourism Development Plan, prepared in 2007 called for a heritage walk in the Strand area. There is also a traditional walking path from Butt's Cove to Steamer Cove and beyond which, if developed, would be an excellent extension of the heritage walk concept.



The Basque Whalers Snowmobile Trail ends at Red Bay (beginning at the Quebec border). It enters at Sou'west Cove and continues north near the intersection of the highway to Mary's Harbour (part of the Trans-Labrador Winter Trail which extends to Labrador West).

Indiscriminate ATV use is an issue in the planning area. Council has recently discussed the possibility of working with the Quebec Labrador Foundation to develop an environmental conservation plan for the community and surrounding area.

There are initiatives being undertaken in the community with Quebec Labrador Foundation and Eastern Habitat Joint Venture to protect the local population of eider ducks and other sea birds.

Recreation Facilities include those at Basque Memorial School, the playground and youth centre near the Town Hall.

Community Gardening – Residents keep vegetable gardens in two locations; south of the Town Hall and near the old well house.

Transportation and Communication

The major transportation breakthrough in 2009/10 was completion of Route 510 to HVGB. This completed a highway link from the Labrador Straits to Labrador West and Baie Comeau, Quebec. With the Provincial Government's goal of paving the route, this

represents the beginning of a new era in transportation for the residents of Red Bay and Labradorians generally.

Red Bay is the transition point from the paved road to the gravel and is already showing signs of being a stopping point by travellers in both directions.

The community airstrip is owned by the provincial government. Strait Air does basic maintenance and uses it occasionally.

Other services are provided by Smart Labrador, Canadian Broadcasting Corporation and Bell Aliant.

The Local Economy

Traditional employment sources (mostly fishery-related) have been in decline for several years, leading to significant outmigration, with young people and families seeking opportunities elsewhere. This has resulted in an aging workforce, with education levels below the provincial average⁵.

Employment sources in the community include Parks Canada, Basque Memorial School and retail, tourism and service outlets. The employment rate for 2005, for those aged 15 and older was 61.4%, slightly lower than the provincial rate for the period, 63.3%.⁶ Indicators for 2008 include that 9.1% of the population received income support assistance at some point during that year. In addition, 57.1% of the labour force collected employment insurance in 2008 (compared to the provincial rate of 34%).

Fishery

While the fishery is in a state of flux, it is the traditional source of employment in Red Bay. Local employment in the fish processing sector is still strong and contributes to the economy of Red Bay, even though workers commute to jobs in other centres.

It is hoped that it will be reinstated as a player in the local economy during the Planning Period.

Tourism

The tourism sector shows promise for Red Bay. Of note is the investment by Parks Canada in archaeological research, infrastructure (visitor centre and information centre) and programming. Additional investment has also been made in the former Tracey Hill boardwalk, trail development, community entrance pavilion, the exhibit at the Town Hall and currently, the dock and former fish plant (as a reception centre for cruise ships).

An economic impact assessment conducted in 2004 suggested that incremental visitor expenditure in the Labrador Straits was generating GDP of around \$670,000 for the regional economy and personal income of \$485,000 (25 person years of employment). The analysis also estimated potential tourism benefits, based on the accommodations

⁵ Census Canada 2006 reported 41.9% of residents 18-64 years without a high school diploma (25.1% for the province).

⁶ Community Accounts, Government of Newfoundland and Labrador, www.communityaccounts.ca

capacity existing at the time. The conclusion was that (in addition to the \$670,000), incremental GDP of \$551,000 and personal income of \$398,000 (21 person years) could be generated in the region⁷.

Red Bay hosted a successful visit by the Holland America cruise line in 2009 and additional visits by both adventure and large ship cruise companies can be expected with the anticipated UNESCO designation, with the expedition cruise sector holding the most potential.

The Red Bay Tourism Development Plan⁸ proposed several development initiatives, including:

- Water based activities (boating, diving),
- Heritage walks,
- Craft development, and
- Interactive sessions with storytellers.

The prediction was for a 25-30% increase in visitation by 2015 (8-10,000 visitors recorded between 2003-2007). This could provide opportunities for small enterprise, including possibly a small inn.

There is optimism around the continued development of Labrador as an exotic destination, being pursued by Destination Labrador, www.destinationlabrador.com. A multi-pronged approach is being taken, aided for example by highway access improvements and the recent announcement of Mealy Mountains National Park.

Oil and Gas

- This sector could bring opportunities to the Labrador Straits for employment and service in future. From the mid 1970s to the early 1980s, an exploratory drilling program was undertaken on the Labrador Shelf by the Labrador Group of Companies, led by Petro-Canada.
- Significant reserves of gas were reported by the operators.
- One of the reasons for abandoning the project was the high risk of iceberg scours (study conducted in 1983 off Cape Harrison). Improved modelling techniques however have shown that the level of risk is “about 100 times less” than was predicted in 1983. This could result in renewed exploration activity.⁹

⁷ An Economic and Social Case Study of Tourism Development in the Labrador Straits, Paul Parsons, ACOA, 2004.

⁸ Red Bay Development Plan, D.W. Knight Associates, as part of a project plan to re-develop the former fish plant, Nova Consultants, 2007.

⁹ Stuckless, Janice, “Labrador Iceberg Risk Overrated”, Atlantic Business, Volume 14, Number 2, 2003.

Conclusion

- The combination of opportunities outlined above suggest that there will be new business and employment opportunities for Red Bay during the 2010 – 2020 Planning Period.
- The sensitive terrain and harsh climate make land expensive to service; hence the need for sound, innovative planning and engineering “green” solutions.

1.3 Municipal Plan Projections and Recommendations

Population Growth

- As shown in Table 1, the population of Red Bay has been in decline since 1986, with 9% population loss recorded in the 1986-2001 and 2001-2006 inter-censal periods.

Table 1: Population Change, Red Bay, 1976 – 2006

Year	Population	Percent Change
1976	301	-
1981	316	5.0
1986	335	6.0
2001	265	- 9.0
2006	240	-9.0

- 89.5 percent of the population was over 15 years of age compared to 82.7 for the province.
- As with other Labrador communities, the residents of Red Bay have a strong attachment to place; therefore there is a high likelihood of ex-patriots moving back when employment and business opportunities arise.
- In 2006, there were a total of 75 private dwellings in Red Bay to serve a population of 240, or 3.2 people per household.

Growth Projection

- The extent to which new business and employment opportunities in tourism and natural resource sectors will become available to local residents or ex-patriots is not possible to predict on any factual basis.

- For the purposes of this Municipal Plan, we assume the following:
 - ✓ A current population of approximately 230, accommodated in 75 households, and
 - ✓ Net growth of 25% over the next 10 years.
- This would result in future populations of 257 by 2015 and 288 by the end of the Planning Period in 2020.
- Based on this population projection, and if household size decreases to 3.0 during this same period, a total of 21 new dwelling units could be required in the community by 2020.

Land Use Needs

Based on the analysis undertaken by the Planning Team, the Municipal Plan should reflect the following land use needs:

- Population Growth of over 25%, rising to 288 people by 2020.
- Housing
 - 21 new dwelling units by 2020,
 - innovative housing designs that will meet the lifestyle needs of residents and make efficient use of available land should be considered.
- Commercial/Institutional
 - Limited land will be required to accommodate Commercial and Institutional uses during the Planning Period. We are assuming that this could be accommodated in infill properties on the main road or on the waterfront.

Heritage Preservation and Tourism Development

- Supporting the Red Bay UNESCO World Heritage Site initiative both during and following the nomination process should be a central focus of the Municipal Plan.
- The Town of Red Bay should pursue a Heritage designation for buildings, structures or sites under Section 200 of The Municipalities Act, 2000.

- A heritage hiking trail should be pursued around the Strand and extending to Steamer Cove (however, as this area is included in the proposed World Heritage Site, development has to be minimal, excluding for example a board walk).
- Attention should be paid to the improvement of small open spaces, planting and signage, particularly in the “traditional” community. This should be applied especially to public buildings and spaces, in keeping with heritage preservation principles.

Government Funding Agencies

- Public sector funding is currently provided by (or channelled into Red Bay through) several provincial and federal departments and agencies of government, including Municipal Affairs, Works, Services and Transportation, Environment, Human Resources Development and Parks Canada.
- Red Bay’s economic and social development needs will be best served when there is:
 - effective co-ordination between these departments and agencies,
 - multi-year programming, and
 - priority given to up-front research, planning and engineering years in advance of implementation and construction.

2. Municipal Plan

This Municipal Plan seeks to meet the needs of the people of Red Bay during the 2010-2020 Planning Period. A second overall priority is to achieve a balance of heritage preservation and community development as the Town prepares to achieve UNESCO World Heritage Site status. The proposed World Heritage boundary and buffer zone were outlined earlier in this document. It is the responsibility of the community to ensure the long term preservation and protection of this area.

The Plan is divided into three sections:

- 2.1 Objectives,
- 2.2 Land Use Policies, and
- 2.3 Plan Implementation.

2.1 Objectives

This section outlines the objectives that will be addressed by Council during the 2010 – 2020 Planning Period.

Economy

- To pursue all avenues to stimulate development of the local economy in partnership with public sector agencies such as Parks Canada, Labrador Straits Historical Development Corporation and the Labrador Straits Development Corporation.
- To encourage further development of young entrepreneurs in Red Bay through initiatives such as awareness-raising and mentoring.
- To support the development of viable, long term business and employment opportunities in the local economy, including the fishery, tourism and public service. Council's support will include making every effort to match new development opportunities with the required municipal services.
- To support the further development of facilities and attractions that will grow the tourism industry in Red Bay such as the designation of historic buildings and community beautification programs.
- To support proposals for the adaptive-re-use of heritage buildings as a means of promoting conservation and economic development.

Heritage Preservation

- To fully support the nomination of Red Bay as a UNESCO World Heritage Site.
- To support the preservation of Red Bay's heritage for residents as well as visitors.
- To support heritage preservation and presentation projects such as development of hiking trails, the erection of plaques and storyboards interpreting local heritage and the collection and recording of stories about Red Bay.
- To encourage the designation of all archaeological sites and sites of historic significance in all land use designations identified by this plan.

Community Growth

- To plan for over 25% increase in the current population by 2020 (increasing from the current 230 to 288 in 2020).
- To continue to ensure that Red Bay expands with the most economical use of land and municipal services.
- To encourage less intensive uses (such as warehousing) to locate in areas not serviced by municipal water and sewerage.

Housing

- To plan for a minimum of 21 new dwelling units by 2020.
- To establish residential lot sizes that meet the minimum safety and servicing requirements of Council and the lifestyle requirements of residents.
- To investigate innovative housing designs that increase the economical use of land and municipal services and serve the varying (functional and aesthetic) needs and interests of the population; eg, singles, extended families and seniors.

Recreation and Community Services

- To support the sports and recreation needs of all age groups within the community through various initiatives, including:
 - skidoo trail enhancement,
 - playground enhancement,
 - activities around the creative arts and craft making,

- hosting of sporting events,
- open space development aimed at improving the aesthetic appearance and living environment, particularly around public buildings,
- To ensure that public services are available to meet the health and personal service needs of residents.

Environment

- To oversee the wise management of the natural resources of the community, including the requirement that undertakings having significant environmental effect be registered under the *Environmental Protection Act*.
- To ensure that contamination of sites by oil and other substances, is remediated on an urgent basis.
- To require regular water quality testing of the municipal water supply.

Municipal Services

- To prepare and implement a Capital Works Plan, in conformity with this Municipal Plan.
- To continue with expansion/improvements to the Town's sewerage, roads and municipal buildings.
- To continue to supply high quality household water to Red Bay residents.
- To continue to provide and upgrade drainage ditches for flood prevention and erosion control.

Municipal Administration

- To administer the Municipality of Red Bay within the framework laid out in the Municipalities Act, 2000, including Part III of the Act, Administration and Staff.
- To pursue training and upgrading opportunities for municipal staff and ensure that all municipal employees are serving the town with a maximum level of productivity. This will take different forms, including:
 - Video-conferencing through the facilities of Smart Labrador, and

- Individual training requests to the Department of Municipal and Provincial Affairs.

2.2 Land Use Policies

Land Use Designations have been developed to express the land use policies of Council for the 2010 – 2020 Planning Period. They are: Mixed Development, Commercial, Heritage Preservation, Watershed Protection and Rural and Resource. The policies that follow and the accompanying Future Land Use Maps constitute the land use component of the Red Bay Municipal Plan 2010 – 2020. **Please refer as well to the previous section, Objectives, to understand the full scope of Council's priorities.**

2.2.1 Mixed Development

i) General Intent

The intent of this designation is to continue the traditional mix of residential, public and commercial uses that have always co-existed in Red Bay. It includes most of the traditional community, banded around the shoreline.

ii) Uses

Uses permitted in this designation include residential. Uses that may be permitted include public (religious, educational, medical recreational and professional), community commercial/light industrial uses related to the fishery, general retail and tourism, offices and home-based business. These uses may be permitted, provided there are no concerns re heritage preservation, public safety and amenity.

iii) Commercial/Light Industrial

Small-scale light industrial uses such as repair, manufacturing and traditional uses related to the fishery may be permitted, providing they are not a hazard or nuisance to other uses.

iv) Public Service

Uses such as recreation, education, religious, health and other services designed for the public good may be permitted in Mixed Development areas. The continuation of community gardening will be encouraged.

v) Heritage Preservation

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay and its people, including aboriginal sites.

Recognizing the international significance of the archaeological resources of Red Bay, development proposals within the Mixed Use designation will be circulated to the Provincial Archaeology Office and Parks Canada. Any conditions recommended by these agencies re the preservation of archaeological resources will be applied.

vi) Environmental Quality

It is the policy of Council to ensure that all environmental regulations are employed to ensure a clean environment throughout the community.

Other measures of environmental improvement will include the upgrading of small open spaces, planting and signage. Council will apply measures such as these to its buildings and will encourage other property owners to do the same.

vii) Long-Term Expansion Area

A long-term expansion area is identified on Map 2. The intent is that this site be given a comprehensive evaluation for this purpose once infilling opportunities have been used up. The evaluation shall include a bio-physical assessment of the site (slope, drainage, etc) and the viability of extending water service and traditional or alternative sewage disposal service to the area. If development is determined to be feasible, a plan of subdivision shall be developed for the site before any development is permitted.

2.2.2 Commercial

i) General Intent

This designation is meant to accommodate primarily commercial uses that rely on direct harbour access.

ii) Uses

Uses permitted within the Commercial designation shall include those related to the fishery, tourism and other water based commercial activities.

iii) Maximum Use of Land

Council will ensure that available land is used to the maximum in order to meet the needs of future users.

2.2.3 Heritage Preservation

i) General Intent

The intent of this designation is to preserve the cultural (both historic and pre-historic) and natural heritage of Red Bay, recognizing its community, provincial and international significance. It is extended to the shoreline of the harbour and basin and the offshore islands. Also included is the land bordering Route 510 as it approaches the community from the south and Northern and Eastern Brooks.

ii) Uses

Development shall be limited to that which promotes conservation of natural and cultural resources. Trail development may be permitted in the area in ways that are sympathetic to the preservation of natural and cultural heritage. Uses related to the fishery or marine transportation (e.g., slipways, wharves or storage buildings) may be permitted provided proper site evaluation is carried out with respect to historic resources and engineering requirements.

iii) Natural Constraints

Development shall not be permitted in areas that are susceptible to flooding, have excessive slope or other environmental hazards.

iv) Approval required

Approval of the Provincial Archaeology Office is required prior to any development being permitted either through the Council or Crown Lands Division. This will apply to all applications for development, including building permits, land severance and subdivisions.

2.2.4 Watershed Protection

i) General Intent

The intent of this designation is to prevent any development or extraction activity that would affect the quality of the municipal water supply.

ii) Uses

No development shall be permitted except those aimed at environmental conservation and passive recreation (such as hiking and canoeing). Public utility uses may be permitted subject to criteria (e.g., that it doesn't cause pollution, erosion or other major alteration).

iii) Protection Measures

All development proposals shall be required to show plans for grading, ditching and landscaping. Environmental monitoring and remediation shall be carried out where required.

iv) Buffering Adjacent to Water Bodies

An environmental buffer a minimum width of 15 metres (49 feet) shall be preserved along the high water mark of all bodies of water, including rivers, streams, ponds and wetlands. Any development within the water or within the designated buffer area must be approved under Section 48 of the *Water Resources Act* prior to the start of construction.

2.2.5 Rural and Resource

i) General Intent

The balance of land within the Red Bay Planning Area, on Future Land Use Maps 1 and 2 is designated Rural and Resource. The intent is that the traditional use of these lands for subsistence, recreation, public utility and other purposes will be continued. Further, this designation is to ensure the environmental protection of sensitive and hazardous lands, including those subject to flooding.

ii) Uses

Rural and Resource lands shall generally be retained in their natural state. Development shall be limited to environmental conservation, passive recreation (such as hiking and canoeing) and traditional, resource-based activities such as home gardening or commercial fur farming. Public utility uses may be permitted subject to criteria (eg, that it doesn't cause pollution, erosion or other major alteration). Council will evaluate each development proposal to determine impacts on the natural environment and Red Bay's cultural heritage. Development proposals will be circulated to the Provincial Archaeology Office for their recommendations.

iii) Mining

When issuing a permit for any mining operation, Council may attach such conditions as, in its opinion, are necessary. These could relate to, for example,

- noise, dust and pollution control, and
- site rehabilitation.

Existing quarry sites are to be exhausted before new sites are developed.

Mineral exploration may be permitted in the Planning Area if agreeable to Council, with the understanding that any mineral development would be subject to comprehensive environmental impact assessment.

iv) Solid Waste Disposal

A buffer of not less than 1.6 km (1 mile) will be maintained around the solid waste disposal site to protect against smell, rodents and other adverse environmental effects. Within the buffer zone, residential use may be permitted through infilling/rounding out of existing development and as otherwise allowed in this Plan, except where it further encroaches on the waste disposal site.

2.2.6 General Policies

i) Steep Slopes

Any proposal to develop a structure on a site with slopes in excess of 15% is to be certified by a Professional Engineer.

ii) Roads

Municipal roads are to be maintained in an acceptable condition to maximize safety and convenience for the public.

iii) Property Maintenance

The exteriors of buildings are to be finished and maintained to the satisfaction of Council; owners of dilapidated structures shall be required to repair or remove them if they present a safety hazard.

Wrecked or inoperable vehicles, machinery or equipment of any kind shall not be stored or abandoned where they may be in general public view.

iv) Development Near Waterbodies

Development will not be permitted within 15 metres (49 feet) of the seashore or any watercourse or waterbody within the planning area except for the following, and then only with approval from the Departments of Environment and Conservation and Fisheries and Oceans:

- wharves, slipways and sheds along the coast to allow for marine operations, and
- public works and utilities.

v) Non-Conforming Uses

Existing development which does not conform with the requirements of this Municipal Plan and Development Regulations may be continued as a non-conforming use. Where a non-conforming use is causing a nuisance or otherwise infringing on other development, Council will encourage its relocation or discontinuance.

vi) Mineral Exploration

Mineral exploration may be permitted in the Planning Area, with the requirement that any proposed mineral development be subject to comprehensive environmental assessment.

vii) Heritage Preservation

Council will assign high priority to the preservation of structures and sites that demonstrate and represent the cultural and natural heritage of Red Bay and its people, including aboriginal sites. The designation of heritage structures will be pursued under provision 248 of the Municipalities Act:

The council may, by regulation, designate real property as heritage buildings, structures or lands.

viii) Archaeological Sites

Council recognizes the high potential for new archaeological sites to be located within the Planning Area and will make it a priority to have close consultation with the Provincial Archaeology Office and Parks Canada. Approval of the Provincial Archaeology Office is required prior to any development being permitted either through the Council or Crown Lands Division.

ix) Off-Street Parking

In the planning of sites for new development or re-development, consideration will be given to preserving adequate space for off-street parking of motorized vehicles. A guide to the consideration of off-street parking shall be included in the Development Regulations.

2.3 Municipal Plan Implementation

The adoption of this Municipal Plan represents only the start of the 2010 – 2020 planning process. The Plan will be implemented over the next ten years through ongoing review and decisions of Council and, in co-operation with Council and bodies such as Parks Canada and the Labrador Straits Historical Development Corporation. Of particular importance to Council are the following:

2.3.1 Municipal Plan Conformity

All development within the Planning Area shall conform to this Municipal Plan.

Should amendments to the Municipal Plan be necessary during the Planning Period, they shall be prepared according to the Urban and Regional Planning Act, Sections 16 – 30.

2.3.2 Development Regulations

Once this Plan is adopted, Council will adopt Land Use Zoning, Subdivision and Advertisement Regulations (or Development Regulations) pursuant to Section 35 of the Urban and Rural Planning Act 2000 which states in part:

A council shall, to ensure that land is controlled and used only in accordance with the Municipal Plan, make development regulations respecting:

- *land use zoning,*
- *the requirements for residential lots, and*
- *the development of and requirements for subdivisions.*

Permitted and Discretionary Uses

Each of the Use Zones laid out in Schedule 'C' of the Development Regulations will lay out Permitted and Discretionary Uses. The issuing of permits for permitted uses is usually straight forward, subject to the requirements set out in the Regulations and any further conditions imposed by Council.

Discretionary uses are those that may be allowed in a zone if:

- The development is not contrary to the general intent and purpose of this Municipal Plan, the Red Bay Development Regulations, or any other regulations,
- Proper public notice has been given and Council is satisfied that it is not against the public interest and will fit into the zone as a complementary or non-damaging use, and
- Council is satisfied that the discretionary use is suitably located within the zone proposed.

Control of Development

Council will exercise control over all development within the Planning Area in accordance with this Municipal Plan and the Development Regulations.

Any person wishing to develop or subdivide land for any purpose within the Red Bay Planning Area shall make application for permission to Council. All new development or redevelopment as well as any change of use or alteration or improvement to any land or existing building will require a permit from Council. A separate permit will be required for all building work and the occupancy of a building. A building permit will not be granted until a development and/or subdivision permit has been obtained.

2.3.3 Capital Works

Annual public works will be carried out by Council according to its Capital Works Plan, in conformity with the Municipal Plan.

It is the policy of Council to carry out multi-year programming, with pre-planning and engineering carried out years in advance of construction.

2.3.4 Subdivision Development

Subdivision development will be carried out according to comprehensive analyses and conformity with planning and engineering standards as laid out in the Red Bay Development Regulations and elsewhere.