

Town of Cartwright **Municipal Plan**

May 2024

Municipal Plan

2024-2034

Town of Cartwright

Prepared by UPLAND Planning | Design

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Urban and Rural Planning Act, 2000

Resolution to Approve

Town of Cartwright Municipal Plan
2024

Under the authority of section 16, section 17 and section 18 of the *Urban and Rural Planning Act, 2000*, the Town Council of Cartwright

- a) adopted the Town of Cartwright Municipal Plan 2024 on the 6th Day of December, 2023.
- b) having no local newspaper, gave notice of the adoption of the Town of Cartwright Municipal Plan 2024 by advertisement posted at the Town Office and local post office on March 6, 2024.
- c) set the 27th day of March, 2024 at 7:00 p.m. at the Town Office in the Town of Cartwright for the holding of a public hearing to consider objections and submissions.

Now under the authority of section 23 of the *Urban and Rural Planning Act, 2000*, the Town Council of Cartwright approves the Town of Cartwright Municipal Plan 2024 as adopted.

SIGNED AND SEALED this day of, June 12th, 2024.

Mayor:

Robert Holwell



Clerk:

Shirley Hopkins

APPROVED MAY 8, 2024
(MOTION 24-039)

Municipal Plan/Amendment
REGISTERED

Number 970-2024-000
Date 12 JULY 2024
Signature R. G. Gaudet

Urban and Rural Planning Act, 2000

Resolution to Adopt

Town of Cartwright Municipal Plan
2024

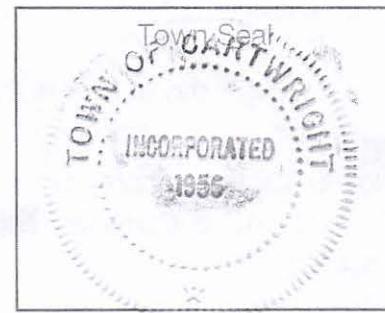
Under the authority of Section 16 of the *Urban and Rural Planning Act, 2000*, the Town Council of Cartwright adopts the Town of Cartwright Municipal Plan 2024.

Adopted by the Town Council of Cartwright on the 6th day of December, 2023.

Signed and sealed this 12th day of, June , 2024.

Mayor:

Robyn Howell



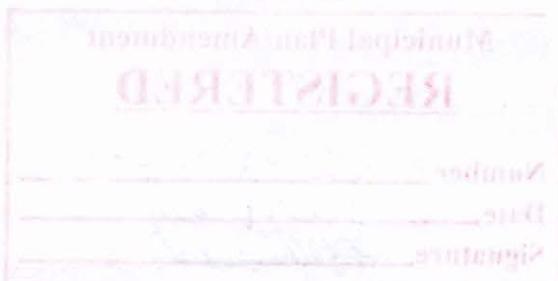
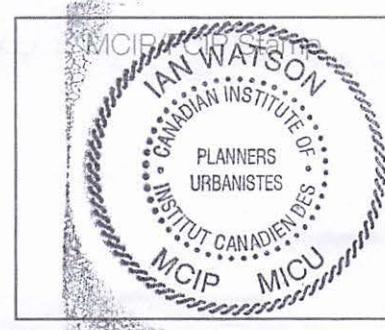
Clerk:

Sherley Hopkins

Canadian Institute of Planners Certification

I certify that the attached Town of Cartwright Municipal Plan 2024, has been prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*.

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



Contents

1. Introduction	1
1.1. Purpose of the Municipal Plan	1
1.2. Plan Preparation Process	2
1.3. Approval Process	2
1.4. Implementing the Plan	3
1.5. Reviewing and Amending the Plan	3
1.6. Interpretation	4
2. Cartwright's Context	5
2.1. Geographic and Historical Context	5
2.2. Population and Households	8
2.3. The Economy	9
2.4. Land Uses	10
2.5. Heritage Preservation	10
3. Community Vision and Plan Objectives	11
3.1. Community Vision.....	11
3.2. Plan Objectives.....	11
4. General Land Use Policies	12
4.1. Directing and Managing Growth	12
4.2. Central Services.....	15
4.3. Transportation	17
4.5. Housing.....	21
4.6. Environment	22
4.7. Arts, Culture, and Recreation.....	25
5. Town Structure	28
5.1. Land Use Designations.....	28
5.2. Mixed Use	29
5.3. Commercial and Light Industrial.....	31
5.4. Rural.....	33
5.5. Heritage Protection.....	35
5.6. Watershed and Environmental Protection	36
5.7. Comprehensive Development.....	38
6. Implementation	39
6.1. Context	39
6.2. Development Control	39
6.3. Development Permits	41
6.4. Non-conforming Uses.....	41
6.5. Development Agreements	42
6.6. Municipal Plan Amendments.....	42
6.7. Amending the Development Regulations	43
7. Schedules and Appendices	46
Schedule 'A' – Municipal Planning Area.....	47
Schedule 'B' – Future Land Use Map.....	48

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1. Introduction

1.1. Purpose of the Municipal Plan

This document, the Town of Cartwright Municipal Plan ("Plan"), is Council's comprehensive policy document to manage growth, development, and land use within Cartwright's Planning Area over the next 10 years. This Plan, prepared under the authority of the *Urban and Rural Planning Act, 2000*, repeals and replaces the Municipal Plan adopted in 1995.

This Plan establishes a vision and an associated set of policies and the Future Land Use Map to guide growth and development in the Town of Cartwright and its Planning Area. The vision and policies are implemented through the Development Regulations, a document that contains the specific standards and requirements for land use to ensure land is controlled and managed in accordance with this Plan. Planning Area

The Planning Area for the Town of Cartwright includes all the lands wholly within its jurisdiction (Figure 1). This area is considered the Planning Area and is governed by Town Council, which exercises control over development within this area.

Figure 1: Town of Cartwright Planning Area



1.2. Plan Preparation Process

The Town of Cartwright's first Municipal Plan and Development Regulations were adopted in 1982. The development of Cartwright's 2024 Municipal Plan and Development Regulations began by reviewing the 1995 Municipal Plan and Development Regulations, followed by a review of the 2012 draft Municipal Plan and Development Regulations. Due to unforeseen circumstances, the Municipal Plan and Development Regulations drafted in 2012 were not formally adopted by the Town.

To collect feedback from residents, the Town conducted a "mail out" whereby each property within the Town received a letter in the mail outlining the Municipal Plan review process. It provided information on how residents could provide their ideas, insights, and opinions about the future growth and development of Cartwright. Once the initial engagement for the review and update of the Municipal Plan was complete, a set of draft planning documents (Municipal Plan and Development Regulations) were prepared.

1.3. 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 a public hearing on the Municipal Plan. 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 approve the Plan, or approve it with changes recommended by the Commissioner. Council then submits the Municipal Plan and accompanying Development Regulations to the Department of Municipal and Provincial Affairs 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 Cartwright 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.

1.4. Implementing the Plan

Council is required to prepare regulations for the control of the use of land in conformity with the Municipal Plan. This takes the form of Land Use Zoning, Subdivision and Signage Regulations. These “Development Regulations” are prepared at the same time as the Municipal Plan and, like the Plan, may be reviewed and updated to include new land uses and specific regulations.

Day-to-day administration of the Municipal Plan and Development Regulations will be conducted by staff members authorized by Council to issue, refuse, and revoke 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.

1.5. 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.

1.6. Interpretation

In this Municipal Plan:

- **"Council"** means the Council of the Town of Cartwright.
- **"Development Regulations"** means the Cartwright Development Regulations 2024, as amended.
- **"Municipal Planning Area" or "Planning Area"** means the Town of Cartwright Municipal Planning Area.
- **"Plan"** means this Town of Cartwright 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 related to land use, the policy shall be implemented through the Development Regulations.

The diagrams, sketches, and photos in this Plan are provided for illustrative purposes only and are not considered policy. Schedules form part of this Plan and are therefore considered policy.

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

Finally, nothing in this Plan shall affect the continuance of land uses that are lawfully established as of the date this Plan comes into effect.

2. Cartwright's Context

2.1. Geographic and Historical Context

The Town of Cartwright is located in Southern Labrador at the mouth of Sandwich Bay and lies approximately 250 kilometres due east of Happy Valley-Goose Bay. The town is connected to the broader region through Newfoundland and Labrador's highway system. Cartwright is situated at the terminus of Highway 516, which connects the town to Highway 510, one of the main transportation routes through Labrador. Highway 510 connects L'Anse-au-Clair to Happy Valley-Goose Bay and beyond. Before 2002, Cartwright was relatively isolated, without road access to the rest of Labrador, but highway investments connecting Cartwright to Labrador Straits in 2002 and Happy Valley-Goose Bay in 2009 have significantly opened up the town and region.

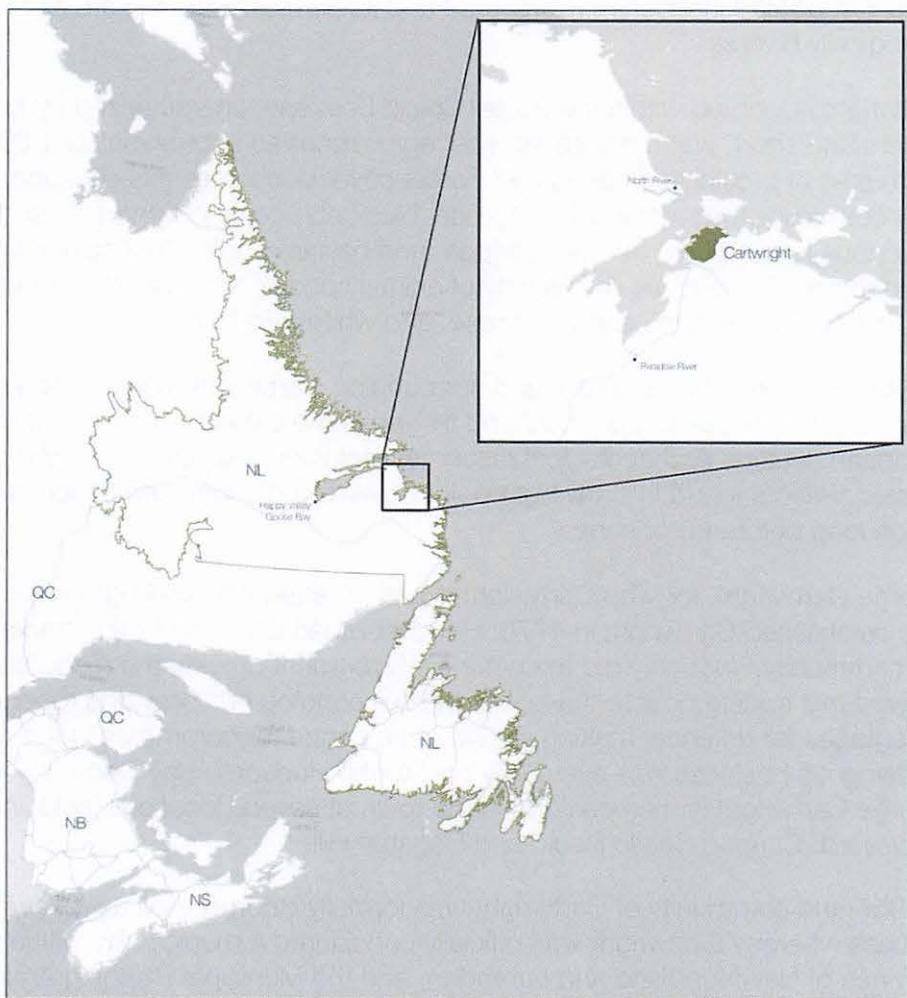


Figure 2: Town of Cartwright Context in Newfoundland and Labrador

By road, Cartwright is approximately 400 kilometres from Happy Valley-Goose Bay, via Highway 516 and Highway 510. With over 8,000 residents, the Town of Happy Valley-Goose Bay is the largest population centre in Labrador and is approximately a five hour drive from Cartwright. Cartwright is also connected to Happy Valley-Goose Bay via ferry service and by air. A passenger and freight ferry service operate between Happy Valley-Goose Bay and Black Tickle, with a stop in Cartwright, between July and November.¹ The Cartwright airstrip is owned and maintained by the Province of Newfoundland and Labrador, though service is limited throughout the year.

Across Sandwich Bay lies the Akami-Uapishku-KakKasuak-Mealy Mountains National Park Reserve, a 10,700 square kilometre national park reserve. Like the National Park Reserve, Cartwright has a varied and unique landscape that contributes to the overall sense of place in the community. Cartwright is defined by its undulating coastlines, rolling hills, and wetlands, and there is a large number of lakes that dot the landscape. Cartwright and its surrounding area are also ecologically diverse.

Cartwright is located within the Boreal Shield Ecozone, characterized by long, cold winters and short, warm summers. The region receives approximately 1,000 millimetres of precipitation annually.² Forest cover dominates this ecozone, and both coniferous (balsam fir, white spruce, black spruce, and tamarack) and deciduous (white birch, trembling aspen, and balsam poplar) tree species are found in the region. There is also a diversity of animal species that live within this area including the woodland caribou, moose, and white-tailed deer.³

The extremely rich landscape in and surrounding Cartwright makes it abundantly clear why Indigenous people lived and thrived in the area long before the arrival of European settlers. Archaeological resources including paleoeskimo and maritime archaic artifacts found in Cartwright point towards Indigenous presence in the region long before Europeans.

George Cartwright, for whom Cartwright is named after, was an English merchant who established Cartwright in 1775. He established a fur and fishing trading post in the community.⁴ Not only did the natural environment provide the resources which allowed this trading post to thrive, but the surrounding hills provided topographical advantages for defence, making Cartwright a centre for commerce in the region. Cartwright's business was eventually sold to the Hudson's Bay Company in 1873.⁵ George Cartwright is memorialized in the town at several locations including the old Graveyard, Caribou Castle Rock, and Flagstaff Hill.

In 1956, the community of Cartwright was formally incorporated as a Town (a process whereby Cartwright was officially considered a municipality within the Province of Newfoundland and Labrador), and the Municipal Planning Area was established in 1980. Prior to this, Cartwright was under provincial jurisdiction.

The Town of Cartwright's rich history is evident in the many historic buildings in the community. St. Peter's Church, the former Hudson's Bay Company staff house and store, and the United States Air Force radar station on Blackhead Hill are all significant heritage structures. In 2020, the Lockwood School building, a building formally holding significant heritage status in the community, was demolished—in part due to the school's role in the Canadian Residential School System during the 20th century.⁶

2.2. Population and Households

According to the Statistics Canada 2021 Census, the population of Cartwright is 439 people, down from 504 people in 2011, but a slight increase from the 427 in 2006. Since 1991, Cartwright's population has declined from 611 to its population today of 439 people, a decline of over 28% (Figure 2).⁷ Over this same time period (2011 to 2021), the population of Labrador declined by 0.2%.⁸ Like many communities across Newfoundland and Labrador, population decline increased dramatically following the collapse of the cod fishing industry in the early 1990s.

Although precise numbers are not available, the factors driving the declining population of Cartwright are similar to those experienced across Newfoundland and Labrador. Improved access to employment, education, and healthcare are three primary causes of outmigration of many rural communities. In addition to a declining population, Cartwright's population has also aged since 2001. The median age in Cartwright increased from 36.3 years of age in 2001 to 50.8 years of age in 2021.⁹

Over 85% of the population of Cartwright identify as Indigenous, with 71% of the population identifying as Métis, and 14% of the population identifying as Inuk (Inuit).¹⁰

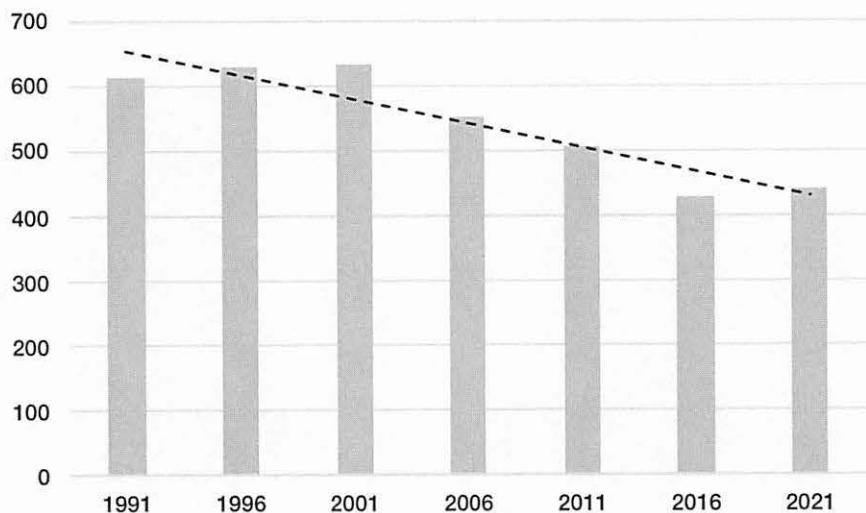


Figure 2: Town of Cartwright Population, 1991 to 2021 (Source: Statistics Canada)

In addition to the number of people living in Cartwright decreasing, the number of total dwellings has also decreased. In 2006, there were 251 private dwellings in Cartwright, but this has decreased to 205 today.¹¹ As of 2016 (2021 data not yet available), 82% of Cartwright's dwellings were occupied by usual residents—that is, they are considered permanent residents of Cartwright.¹²

2.3. The Economy

The economy of Cartwright has historically and continues to be based around access to the shoreline and ocean. The fishery in the town, operated by the Labrador Fishermen's Union Shrimp Company, directly and indirectly employs upwards of 150 people. The fishery has operated in Cartwright since 1982 with its primary focus on crab production, though it processes a variety of aquatic species.

In addition to the fishery, major employers in the town include the Henry Gordon Academy, retail and personal service shops, and tourism and accommodations. In total, there are approximately 10 local businesses in Cartwright.

According to the 2016 Statistics Canada Census, the employment rate (expressed as the total number of employed people as a proportion of the total labour force) in Cartwright is 31.9%, compared to 56.9% in Labrador. Conversely, the unemployment rate (expressed as the total number of unemployed people as a proportion of the people within the labour force) is 47.8%—more than three times Labrador's unemployment rate of 15.0%.¹³

Despite limited economic growth over the past several decades, potential in the oil and gas sector poses a significant opportunity for the Town of Cartwright and Labrador.¹⁴ One of the five major offshore oil and gas fields off the coast of Labrador, the Hawkes Basin, lies just offshore of Cartwright—positioning the town to capitalize on growth in this sector. Should exploration and extraction of the oil fields in this area commence over the planning period, Cartwright is geographically well-positioned to serve as a base of operations and supply for oil and gas activities.

The 2009 construction of road connections to the rest of Labrador has also opened additional opportunities for Cartwright's port. Goose Bay freezes up earlier than Cartwright and is somewhat constrained by size limitations imposed by bridges across the Churchill River; as the next closest major port, Cartwright was utilized by Nalcor to offload components for the Muskrat Falls hydroelectric generation station that were too large to pass under the Veterans Memorial Bridge on the Churchill River.

Recent years have also seen the arrival of small adventure cruises in Cartwright. With its rugged beauty and close proximity to the Mealy Mountains National Park Reserve, Cartwright is well-positioned to continue to serve this industry. While there are also opportunities for more traditional forms of tourism, the shortage of tourism accommodations in the town can be challenging.

The Town is fortunate to have stable finances with no long-term debt.

Policy 2-1: Council shall support the development and growth of Cartwright as a service hub for the energy sector.

2.4. Land Uses

Residential development in Cartwright has primarily occurred along the shoreline and in the areas immediately adjacent to the coast, with the majority of residential development located on the northern half of the harbour. More recently, as the availability of lots has decreased, infill residential development has occurred in addition to development along major roadways in Cartwright. However, over the planning period, there is limited potential for infill development within the built-up areas of the town.

Topography and servicing requirements are limiting factors for residential development in Cartwright. Challenging terrain and landscapes require significant investment to make land ready for development, while water and sewer requirements also create barriers to residential development.

Cartwright's primary commercial and industrial areas are located along the coastline on the north side of the harbour. The Labrador Fishermen's Union Shrimp Company, Canadian Coast Guard, post office, and convenience store are all located in this area. However, Cartwright has traditionally maintained a healthy mixing of residential and commercial uses throughout the Planning Area. Within the residential areas of Cartwright, residential and commercial uses coexist and contribute to the general character of the town.

Outside of the residential and commercial areas of Cartwright lie large swaths of undeveloped natural lands. These areas are used by local residents for collecting firewood and hunting, and in the winter these areas are an important part of the transportation network. Snowmobile trails connect many communities in Labrador, including Cartwright during the winter months, and are important links for communities without road access.

2.5. Heritage Preservation

Within Cartwright, paleoeskino, maritime archaic, and European artifacts have all been found, highlighting the significant history of the Planning Area. There are five known archeological sites within the Town of Cartwright, and there are likely others based on oral and written history. In Newfoundland and Labrador, the Province regulates significant heritage and archeological resources through the *Heritage Resources Act*, and municipalities are also enabled, under the *Municipalities Act*, 1999, to recognize and protect heritage properties. A property protected under the *Municipalities Act*, 1999, cannot be demolished or have its exterior modified without permission from Town Council.

3. Community Vision and Plan Objectives

3.1. Community Vision

A community vision establishes the high-level ambitions and aspirations for the Town of Cartwright. The community vision will not only guide the policies in this Plan and the regulations of the Development Regulations, but it will act as a benchmark for which to measure the success of the Town over the next decade.

Council adopts the following vision to guide the Town of Cartwright:

The Town of Cartwright is a safe, caring community that prospers socially and culturally by valuing its history, culture, natural environment, and access to the coast. The Town will encourage and initiate innovative and positive changes that are economically, environmentally, and socially sustainable.

3.2. Plan Objectives

If the community vision establishes the ambitions and aspirations for the Town, the Plan objectives represent tangible and specific outcomes the Town wants to achieve over the planning period (2024-2034). This Plan establishes eight objectives that will be supported by clear, strong planning policies in this Municipal Plan and the regulations within the Development Regulations.

- 1) Support the orderly growth and development within Cartwright's Planning Area
- 2) Support the long-term housing needs of current and future residents.
- 3) Enable and support commercial and industrial development.
- 4) Protect and enhance environmentally sensitive and significant areas.
- 5) Protect historically significant and potentially significant areas.
- 6) Support a safe and reliable transportation network within the Planning Area.
- 7) Support the provision and efficient use of municipal services.
- 8) Support and enable current and future artistic, cultural, and recreational facilities.

4. General Land Use Policies

Unless otherwise stated, the policies in this Chapter apply throughout the entire Cartwright Planning Area.

4.1. Directing and Managing Growth

This Municipal Plan and accompanying Development Regulations will direct the management and development of land within the Cartwright Planning Area over the next decade. Within the Planning Area, undeveloped land capable of supporting new growth is limited; especially because the cost of extending municipal services and the cost-prohibitive nature of clearing and grading land. This Plan seeks to direct new growth to areas that are already serviced to decrease the overall financial burden on the Town and its residents.

To manage development of land within the Town, Council will regulate the size, location, and number of buildings on a lot while also regulating processes regarding the subdivision of land. Subdivision involves the process of land division or land consolidation—a process which includes development in many instances. Council, through this Municipal Plan and the Development Regulations, also can influence the appearance and maintenance of buildings and structures within the Planning Area.

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

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

Policy 4-3: Council shall, through the Development Regulations, regulate the provision of buffers to reduce land use conflicts between incompatible uses or to regulate uses that may have a visual impact in the town.

Policy 4-4: Council shall, through the Development Regulations, regulate the keeping of livestock and structures associated with the keeping of livestock to protect the health and wellbeing of the community, the environment, and of the livestock itself. Council shall only permit agricultural uses outside of the serviced areas of the town.

Policy 4-5: Council shall, through the Development Regulations, establish requirements to ensure the appropriate maintenance of properties in the Planning Area, including, but not limited to, provisions for landscaping, screening, and outdoor storage and display.

Policy 4-6: Council shall, through the Development Regulations, establish requirements for the excavation, filling in, or reclamation of land.

Policy 4-7: 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.

Policy 4-8: Council shall, through the Development Regulations, regulate uses deemed dangerous or offensive to protect the health and safety of residents in the Planning Area.

Policy 4-9: 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 4-10: Council shall, through the Development Regulations, regulate the size of lots that are created in each land use zone through subdivision, and shall ensure that any subdivision conforms with the lot requirements contained in the Development Regulations.

Policy 4-11: Council shall, through the Development Regulations, regulate and permit residential development on existing undersized lots in the Planning Area.

Policy 4-12: 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 4-13: 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. Council may, in cases where the Town determines that the land is of insufficient size, is inappropriate due to its location, or for any other reason the Town find unacceptable, 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.

Policy 4-14: 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 4-15: 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 4-16: Council shall, through the Development Regulations, provide for the consideration of developments that form part of a zero lot line development.

Policy 4-17: 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 4-18: Council shall, through the Development Regulations, establish requirements for the erection of fences in all zones.

Policy 4-19: Council shall adhere to the issuance of orders pursuant to Section 102 of the *Urban and Rural Planning Act, 2000*.

Policy 4-20: 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.

Policy 4-21: Council shall prohibit general development, with the exclusion of development, of or in support of, utilities as defined by the *Public Utilities Act, 1990*, within transmission or distribution line right of ways or easements.

Policy 4-22: Council shall inform NL Hydro of any green field or serviced infill development prior to development permit issuance.

Policy 4-23: Council shall inform NL Hydro and obtain approval from NL Hydro prior to the approval from NL Hydro prior to the approval and development of a public or private road underneath transmission lines.

4.2. Central Services

The Town of Cartwright has both a central water and central sewer system.

The Town's drinking water supply is derived from Burdett's Brook Pond; however, the town has been under a long-term boil water advisory since 2006¹⁵ due to several concerns created by the drinking water system and the water quality. Cartwright experiences frequent power outages and this cannot be corrected without an automatic back up power supply to the water treatment building. Without a backup power supply, untreated water could flow to residents in the event of a power outage. Additionally, organic material left in Burdett's Brook Pond following the installation of the water supply system is believed to have impacted the overall water quality.

The Town's municipal central sewer system services over 70% of the town's households. This system consists of gravity mains but it does not include a treatment facility, meaning untreated sewage is disposed of in the harbour through two outfalls. For lots not served by municipal sewer, on-site systems are required. New federal wastewater treatment and disposal guidelines mean the long-term acceptability of such an approach is limited but implementing a wastewater treatment system that meets such guidelines would come at a great expense.

A long-standing challenge for the Town and Council has been the installation and maintenance of municipal water and sewage disposal systems. Initial infrastructure investment and long-term recapitalization of ageing infrastructure are cost-prohibitive, emphasizing Council's current challenges with the existing systems. Council supports efforts that maximize the use and efficiency of the existing water and sewage disposal systems.

Policy 4-24: 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 subject to approval by the Engineer at the expense of the applicant.

Policy 4-25: 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. Council may exempt structures in the Rural designation, lots currently not serviced by the Town's central sewer and water systems, or industrial developments from the requirement to connect to municipal services.

Policy 4-26: 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, 2002*.

Policy 4-27: 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 4-28: Council shall, through the Development Regulations, require the provision of central services via utility easements.

Policy 4-29: 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.

4.3. Transportation

Although Cartwright is relatively isolated from other communities, there are numerous transportation options for residents and community members to move throughout the town, including automobile, snowmobile, on-foot as a pedestrian, and by boat. Key to the transportation network is the public roads that connect people to each other, to other communities, to their places of employment, and to the services and amenities they need.

Policy 4-30: Council shall, through the Development Regulations, regulate the location and standards of lot access and services streets so roads and streets can accommodate emergency vehicles and expected traffic capacity or flow, and to ensure pedestrian and vehicular safety.

Policy 4-31: Council may establish minimum standards for roadways, including, but not limited to, roadway width, roadway grade, and the provision of sidewalks.

Policy 4-32: Council shall, through the Development Regulations, prohibit development on new private roads except on lands in the Rural Zone and Watershed and Environmental Protection Zone.

Policy 4-33: Council shall, through the Development Regulations, prohibit development or the use of a public right of way to private property where it would block or prevent the use of traditional footpaths. Where development is proposed adjacent to an existing trail, Council may require that access to that trail is provided as a condition of development.

Policy 4-34: 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 4-35: Council shall inform the Labrador Affairs Secretariat should any amendments to the Municipal Plan or proposed development result in impacts to the existing trail system.

4.3.1. Automobile Parking

Because of the general shortage of developable land within Cartwright, land that is capable of development has been devoted to buildings and structures. While this has created a situation where land efficiency is maximized, it has also meant there is generally a shortage of automobile parking in Cartwright.

To ensure an adequate supply of automobile parking in Cartwright, Council supports the development of minimum parking requirements for new developments. As a minimum standard, developers can provide additional parking spaces if their business plan and financial ability allow.

Policy 4-36: Council shall, through the Development Regulations, establish minimum automobile parking requirements aimed at ensuring an adequate number of parking spaces is provided per development, but to ensure an oversupply of parking is not created.

Policy 4-37: Council may, through the Development Regulations, relieve an applicant of the minimum parking requirements where, in Council's opinion, strict application of the requirements is impractical or undesirable. Council may require, as a condition of such permit, an applicant to pay a service levy in lieu of the provisions of the parking area.

Policy 4-38: Council shall, through the Development Regulations, establish design and site planning requirements for automobile parking spaces and areas.

4.3.2. Utilities and Communication Antennas

Public utilities, including phone and internet service, are important components of a functioning municipality, and because of their importance, they are required by all residents in Cartwright. Many of these utilities are often located within the street right-of-way (telephone lines), while other utilities may be located on their own lot (transformer stations). Because of their importance, Council intends to exempt them from planning requirements to ensure ease of access and implementation.

In 2020, the Town gained access to cellular phone service. Unlike public utilities, radiocommunications facilities lie under the Federal Government's jurisdiction as stipulated in the *Radiocommunication Act*. The Federal Government has the sole authority for issuing licenses for these facilities. While Council can elect to develop a public consultation process for the implementation of new radiocommunications facilities, Council has chosen to defer to Industry Canada's Default Public Consultation Process.

Policy 4-39: Council shall, through the Development Regulations, permit in all zones linear utilities and associated operations facilities such as, but not limited to, transformers and sewage lift stations. For greater clarity, facilities not directly related to the immediate operation of the utility, such as offices and maintenance depots, shall be required to locate in an appropriate zone that permits these uses.

Policy 4-40: Council shall authorize the Canadian Radiocommunications Information and Notification Service (CRINS) to conduct siting, review, and public consultation processes for radiocommunications facilities in accordance with Industry Canada standards.

4.3.3. Advertising Signs

Advertising signage plays an important role in economic development efforts in a community. Signage provides information to automobile drivers, passengers, and pedestrians of the services available in a community and can be vital in attracting patrons to a service. However, if left unfettered, advertising signage can proliferate into “sign pollution” and impact the amenity of the community.

Policy 4-41: Council shall, through the Development Regulations, regulate the type, size, and location of on-site signs in Cartwright to balance the aesthetic qualities of Cartwright with the need for businesses to advertise their services. Development Regulations shall also provide for the removal, maintenance, exemption, standards for non-conforming uses, and prohibition of signs.

Policy 4-42: 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 4-43: Council shall, through the Development Regulations, require applications for signage along Provincial Route 516 or any other provincially maintained road be referred to Service NL for approval.

4.5. Housing

Housing is a necessity of life. Every person who lives in Cartwright needs access to housing that is affordable, in good condition, and appropriate for their life stage.

Most of the housing in Cartwright is of the single-detached variety. As of the 2016 Census, over 89% of housing comes in the form of single-detached dwellings, while semi-detached (3%) and row houses (8%) make up the remaining housing stock. Most households are made up of either one person (29%) or two people (53%), with the average household size being 2.3 people per household, down from 2.5 in 2006. In addition to being dominated by single-detached dwellings, housing in Cartwright is primarily owner-occupied (71%) while the remaining population (29%) rent their dwelling.¹⁶ Also cited in the 1994-2004 Municipal Plan, there is a distinct shortage of adequate rental housing in Cartwright.

Because the housing stock is primarily one style (single-detached dwellings) and with the size of households shrinking, a greater diversity of housing styles and tenures may be needed in the future. Generally, trends in housing point towards a preference for smaller dwellings. Council supports policies and regulations that enable a variety of housing styles, forms, and tenures in Cartwright.

Policy 4-44: 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.

Policy 4-45: Council shall, through the Development Regulations, permit secondary dwellings in the Mixed Use Zone and Comprehensive Development Zone to promote greater housing variety and density.

Policy 4-46: Council shall, through the Development Regulations, establish development standards for secondary dwellings to limit their impact on the character and amenity of the town.

4.5.1. Home-based Businesses

Policy 4-47: Council shall, through the Development Regulations, permit home-based businesses in land use zones that prioritize residential development and shall establish criteria and regulations for home-based businesses to ensure they fit into the character of residential neighbourhoods.

4.6. Environment

The natural environment is integral to the identity and character of Cartwright. Indigenous people and communities thrived on the land before the arrival of Europeans, and, following their arrival, the landscape was a vital component in the development of the town. Cartwright is also located in an extraordinarily rich region which includes Sandwich Bay, the Mealy Mountains National Park Reserve, and the Gannet Islands Ecological Reserve. These assets all contribute to thriving natural environments and ecosystems, but they are also important in attracting visitors to the region who come to take in the natural beauty of the area. The Town has a role to play in environmental protection, and Council is supportive of efforts to protect and enhance the natural environment.

4.6.1. Wetlands, Watercourse Buffers, and Coastal Areas

Cartwright is functionally and symbolically connected to the water. The coast and many lakes and watercourses connect people to the land. As such, Council supports efforts to protect these natural assets through watercourse buffers. Watercourse buffers limit development within a certain distance of the watercourse to protect terrestrial and aquatic species from being impacted by development while also helping to protect development from hazards such as erosion and flooding.

Policy 4-48: Council shall, through the Development Regulations, establish buffers that limit development adjacent to watercourses or 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. Proposed development within such buffers shall be subject to referral and the approval of the provincial Department of Environment and Climate Change and, if aquatic habitat is affected, Fisheries and Oceans Canada.

Policy 4-49: Council may, through the Development Regulations, require larger buffers in areas around watercourses where identified flood plains, steep slopes, or unstable soil conditions are present. The high water mark is considered to be the 1 : 100-year flood level.

Policy 4-50: Council shall require a coastal vulnerability assessment for any development proposed at or below the present 2 metre contour with respect to sea level rise and coastal flooding. Such assessment shall be completed by a qualified professional and reviewed by Council prior to development.

Policy 4-51: Council may, through the Development Regulations, permit wharves, slipways, and docks across the Planning Area to ensure traditional fishing uses and access to the coast are maintained.

Policy 4-52: Council shall work with Government to ensure any infilling, dredging, or other developments along the coastline or shore water zones is conducted in accordance with the appropriate legislation and policies, including Section 48 of the *Water Resources Act*, 2002.

Policy 4-53: Council shall, through the Development Regulations, establish requirements for the planning, design, and construction of water crossings, bridges, culverts, stream diversions and stormwater management devices.

Policy 4-54: Council shall, through the Development Regulations, require land to be developed on the basis of zero net stormwater runoff.

Policy 4-55: 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*, 2002.

Policy 4-56: Council shall work to ensure any development commencing pursuant to a Permit issued under Section 48 of the *Water Resources Act*, 2002, conform to the requirements of the Environmental Control Water and Sewage Regulations, 2003.

4.6.2. Development of Steep Slopes

Policy 4-57: Council shall, through the Development Regulations, require written approval from a qualified professional, at the cost of an applicant, where development is proposed on a site where the slope of the land is greater than 15 percent or which is potentially subject to flooding or any other hazard, to ensure the development of the site can occur without endangering the health and safety of any person or structure.

Policy 4-58: Council shall, through the Development Regulations, restrict greenfield Residential and Commercial Development a distance of 30 metres from an oceanic shore line composed of unconsolidated material forming coastal cliffs or unconsolidated sediment on bedrock.

4.6.3. Bulk Fuel Storage

Policy 4-59: Council shall, through the Development Regulations, require all fuel storage tanks with a capacity of 1,000 gallons or greater to be first approved by the Department of Industry, Energy and Technology.

4.6.4. Solid Waste Disposal

Solid waste in Cartwright is disposed of at the solid waste disposal site within the town's boundary. While the Government of Newfoundland and Labrador has intended to move to a regional model of solid waste disposal, the solid waste disposal site in the Town of Cartwright still operates as the primary disposal site. Because solid waste disposal sites have the potential to create land use conflicts, Council shall establish a 1.6-kilometre buffer around any existing or future solid waste disposal site. Proposed development within the 1.6-kilometre buffer shall require Council's approval before development.

Policy 4-60: Council shall, through the Development Regulations, establish a 1.6-kilometre buffer around any existing or future solid waste disposal site, as regulated under the *Environmental Protection Act*. Council shall prohibit the development of residential uses within the 1.6-kilometre buffer.

4.7. Arts, Culture, and Recreation

The cultural heritage of Cartwright is not only evident in the physical landscape but it also manifests in people's livelihoods and the way in which they move throughout the community. As the Town looks forward, it intends to support artistic, cultural, and recreational buildings, landscapes, and endeavours that continue to be present in Cartwright.

4.7.1. Heritage Properties

Policy 4-61: Council may work to identify, document, and protect significant heritage buildings, structures, landmarks, and landscapes within Cartwright.

Policy 4-62: Council shall, through the Development Regulations, require applications for development to be forwarded to the Provincial Archaeological Office where archaeological resources are known to exist or where they are likely to exist based on the location of historical evidence.

Policy 4-63: Council may, through the Development Regulations, require development proposals for permitted or discretionary uses be forwarded to the Provincial Archaeology Office for review to determine if an Historic Resources Impact Assessment is required prior to development.

Policy 4-64: Council may, through the Development Regulations, require any public works project or proposed development, which disturbs undeveloped land, to be referred to the Provincial Archaeological Office for review to determine if an Historic Resources Impact Assessment is required prior to development.

Policy 4-65: Council may, through the Development Regulations, reduce development requirements for registered heritage properties as an incentive to register and invest in these properties.

Policy 4-66: Council shall, through the Development Regulations, establish requirements for the consideration of alterations to Heritage properties.

Policy 4-67: 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.

4.7.2. Arts and Cultural Uses

Within the Cartwright area, there is a wide array of 'traditional' craft skills. These include activities such as canoe and boat making, wood carving, grass work, barrel making, snowshoe making, rug hooking, beadwork, leather work, among others. These activities not only reinforce the diverse culture of Cartwright, but they also provide opportunities for employment and economic development. Council is supportive of permitting arts and cultural uses as home-based businesses in Cartwright.

Policy 4-68: Council shall, through the Development Regulations, permit the teaching of students in activities such as dance and music, art gallery sales, and craft workshops as home-based businesses.

Policy 4-69: Council shall, through the Development Regulations, permit cultural and civic uses such as, but not limited to, theatres and museums, in zones that prioritize institutional uses.

4.7.3. Cemeteries

Within the Town of Cartwright, there are cemeteries and other significant places where people have been buried and laid to rest. These are important community spaces that help to tell the story of Cartwright and the community. However, due to the limited availability of developable land and limited extent of municipal services, new cemeteries are not appropriate for the core residential and commercial areas of the town.

Policy 4-70: Council shall, through the Development Regulations, permit existing cemeteries in the Mixed Use Zone and the Commercial and Light Industrial Zone, but they shall not be permitted to expand further. New cemeteries shall be permitted in the Rural Zone and the Heritage Protection Zone.

4.7.4. Recreation and Institutional Uses

Cartwright has a strong foundation of recreation and institutional uses that play significant roles in the day-to-day lives of community members. The Henry Gordon Academy, which is also home to the community library, is located on the north side of the harbour. Under the jurisdiction of the Newfoundland and Labrador English School District, the school has an enrollment of approximately 70 children from kindergarten to Level 12. The gymnasium and playground within the school are two of the primary recreational facilities in Cartwright and are owned and operated by the Town.

There are also two churches within Cartwright: St Peter's Anglican Church and Evangel Temple Pentecostal Church. These institutions, along with others including the South Labrador Family Centres are vital to the social and cultural fabric of the community.

Policy 4-71: Council shall, through the Development Regulations, permit institutional uses including, but not limited to, government facilities, child care centres, and cultural institutions throughout the Planning Area in the serviced and developed areas of Cartwright.

Policy 4-72: Council shall, through the Development Regulations, permit conservation uses and non-commercial parks and playground uses in all zones.

5. Town Structure

5.1. Land Use Designations

The future growth and development in Cartwright's Planning Area will be facilitated through land use designations and land use zones. Land use designations, which are shown on the Future Land Use Map (Schedule 'B'), broadly map out how development will occur in specific areas of Cartwright. For example, areas within the Rural Land Use Designation are primarily intended for rural development, such as agricultural or forestry land uses.

Land use designations are supported by land use zones within the Development Regulations, which specify the types of uses that are permitted in each land use zone. Every piece of land 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.

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 Cartwright.

Policy 5-2: Council shall, through the Development Regulations, establish a Use Class Table to outline the division of general uses into class types with examples.

Policy 5-3: Council shall, through the Development Regulations, establish provisions for the interpretation of Zone Boundaries.

Policy 5-4: Council shall consider proposals to rezone lands in any designation to any other zone permitted in that designation. Council shall not approve such a rezoning unless Council is satisfied:

- a) the proposed change is not prohibited by any other policies of this Municipal Plan;
- b) the purpose of the proposed zone, as described in the respective policy creating that zone, is consistent with the location and characteristic of the land and with the proposed use of the lands; and
- c) the proposal meets the general criteria for amending the Development Regulations, set out in Policy 6-27 of this Municipal Plan.

5.2. Mixed Use

Areas designated as Mixed Use are intended to accommodate a mixture of residential, commercial, institutional and public uses. Historically, Cartwright has accommodated a mixture of land uses which have not created significant land use conflicts and Council intends to continue to facilitate and permit this mixture of land uses, all the while looking to ensure amenity and safety between them.

The Mixed Use Designation has been applied to areas that are already primarily residential in nature (North side of the harbour), but it has also been applied to areas that may be suitable for residential or commercial development—especially those areas along the main roads in Cartwright and those that can be easily serviced.

Policy 5-5: Council shall, on Schedule 'B', the Future Land Use Map, designate as Mixed Use lands in serviced and unserviced areas intended to give priority to residential development while also supporting a mixture of commercial, institutional, and public uses.

Policy 5-6: Council shall, through the Development Regulations, permit the Mixed Use Zone in the Mixed Use Designation.

5.2.1. Mixed Use Zone

Policy 5-7: Council shall, through the Development Regulations, establish the Mixed Use Zone, intended to permit lower density residential development as well as uses permitted in all zones on serviced and unserviced lots. Permitted uses include child care, existing cemetery, conservation, double dwellings, home-based businesses, mobile homes, recreational open space uses, secondary dwellings, single dwellings, and utilities. Higher density forms of residential development, including multi-unit dwellings, lodging establishments, small options homes and special care facilities as well as seasonal residences may be permitted as a discretionary use. Zone standards shall provide flexibility for the location of dwellings to promote infill development, particularly on serviced lots.

Policy 5-8: Council may, through the Development Regulations, permit a range of commercial, institutional, and public uses as discretionary uses in the Mixed Use Zone. Discretionary uses include accommodations, antenna, automotive sales, convenience stores, cultural and civic uses, education - limited to public schools, emergency services, dine-in restaurants, funeral homes, general assembly uses, offices, indoor markets, media communications uses, medical and professional uses, mineral exploration (development), outdoor markets, personal services, places of worship, shops, take-out service, taverns, and theatres. Council shall be satisfied the development will not adversely impact the residential character of the area, that there is an adequate provision of parking, and that buffering is provided if necessary. Council may establish additional standards for commercial, institutional, and public uses, including, but not limited to, convenience stores and automobile sales, to ensure their use can be appropriately accommodated in residential areas.

Policy 5-9: Council shall, through the Development Regulations, limit one main building per lot in the Mixed Use Zone and shall require buildings to have their primary entrance oriented towards the street on which they front.

Policy 5-10: Council shall, through the Development Regulations, require site planning and nuisance mitigation where a use proposed adjacent to an existing residential use in the Mixed Use Zone could create adverse effects on the residential use.

5.3. Commercial and Light Industrial

While most of the commercial activity in Cartwright is interspersed with residential uses, there are areas where commercial and light industrial activity have clustered or have been strategically located, especially as it relates to access to the shoreline. The northern coastline of the harbour includes the Labrador Shrimp Company—a significant employer and use in the Town.

The Commercial and Light Industrial Designation intends to accommodate commercial and light industrial uses that rely on direct access to the harbour or other significant industrial uses such as the commercial airstrip.

Policy 5-11: Council shall, on Schedule 'B', the Future Land Use Map, designate as Commercial and Light Industrial land intended to accommodate commercial and light industrial uses, including those that need to be located along the shoreline. This designation shall also accommodate the commercial airstrip located within the Planning Area.

Policy 5-12: Council shall, through the Development Regulations, permit the Commercial and Light Industrial Zone in the Commercial and Light Industrial Designation.

5.3.1. Commercial and Light Industrial Zone

Policy 5-13: Council shall, through the Development Regulations, establish the Commercial and Light Industrial Zone, intended to permit a range of commercial and light industrial uses. Permitted uses include aquaculture, cemetery – existing, conservation uses, dine-in restaurants, indoor assembly uses, light industry, marine transportation, offices, outdoor markets, recreational open space uses, service stations, shops, and utilities. More intensive uses including antenna general industrial, general transportation, media communications, mineral exploration, outdoor assembly, take-out services and taverns, may be permitted as a discretionary use in the Commercial and Light Industrial Zone.

Policy 5-14: Council shall, through the Development Regulations, require site planning and nuisance mitigation where a use proposed adjacent to an existing residential use could create adverse effects on said residential uses.

Policy 5-15: Council shall, through the Development Regulations, establish additional siting provisions for service stations.

Policy 5-16: Council shall, through the Development Regulations, require all applications for development within the Commercial and Light Industrial Zone, except for minor alterations that do not result in the expansion or reconfiguration of building's footprint, be referred to the Arts and Heritage Divisions, Department of Tourism, Culture, Arts and Recreation for review and consideration under the *Heritage Resources Act*.

5.4. Rural

The developed areas of Cartwright are surrounded by significant natural areas that provide natural resources for the town. These rural lands provide a source of aggregate for roads within Cartwright but also hold potential for forestry, mining, and agricultural uses. In addition to the resources they provide, these lands play an important role in the transportation network for residential and community members—especially during the winter months. These areas facilitate movement by snowmobile for inter- and intra-municipal transportation.

As these lands are outside of the serviced areas of the town, Council is not supportive of permitting intensive uses in these areas without the further expansion of municipal services.

This area within the town is also home to Cartwright's solid waste disposal site. A new disposal site was due to be developed in 2020, and initial discussions suggested the new site would be located near Port Hope Simpson; however, the feasibility of such an approach was deemed unrealistic and since that time, no future discussions have been held. Cartwright's solid waste disposal site continues to function.

Policy 5-17: Council shall, on Schedule 'B', the Future Land Use Map, designate as Rural land intended to accommodate a mixture of rural land uses, while also accommodating appropriate industrial and residential uses that may not be compatible with the developed areas of Cartwright.

Policy 5-18: Council shall, through the Development Regulations, permit the Rural Zone in the Rural Designation.

5.4.1. Rural Zone

Policy 5-19: Council shall, through the Development Regulations, establish the Rural Zone, intended to permit a range of rural land uses, including agricultural, agriculture related uses, cemetery – existing, conservation uses, forestry, recreational open space uses, and utilities. Council shall permit more intensive industrial and residential uses, including animal facilities, antennas, aquaculture, cemetery, general industrial, media communications, mineral exploration (development), mineral working, mobile homes, outdoor assembly, outdoor market, recreational open space, salvage yards, single dwellings, solar collector systems, and solid waste disposal as discretionary uses in the Rural Zone. Zone standards shall ensure lots created in the Rural Zone are significantly large enough to accommodate permitted and discretionary uses without impacting the amenity of the developed areas of Cartwright.

Policy 5-20: Council may, through the Development Regulations, permit mobile homes in the Rural Zone as a discretionary use. Council shall regulate the orientation, siting, and appearance of mobile homes to ensure they fit into the general character of the town.

Policy 5-21: Council shall, through the Development Regulations, establish requirements for the development of campgrounds to minimize potential impacts on the town and its services.

Policy 5-22: 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 Cartwright.

Policy 5-23: Council may, through the Development Regulations, permit general industrial uses in the Rural Zone when the general industrial use is directly related to the operation of an approved mineral working use or forestry use. Council shall be satisfied that any general industrial use will not negatively impact any adjacent residential areas or negatively impact the Town's municipal water supply system.

Policy 5-24: Council shall, through the Development Regulations, require all applications for agricultural development be referred to the Department of Fisheries, Forestry and Agriculture for review.

Policy 5-25: Council shall, through the Development Regulations, require a site evaluation to be carried out with the respect to the preservation of on-site historic resources and development plans shall be forwarded to the Provincial Archaeology Office for review to determine if an Historic Resources Impact Assessment is required

Policy 5-26: Council may, through the Development Regulations, permit solid waste disposal uses in the Rural Zone. Council may permit the existing solid waste disposal site to be expanded or the creation of a new solid waste disposal site provided all solid waste disposal and sanitation regulations, and all other municipal, provincial, and federal regulations, are met. Council may require additional provisions including, but not limited to, buffers, fences, landscaping, and rodent control to adequately manage any potential land use conflicts created by solid waste disposal sites.

5.5. Heritage Protection

Cartwright has a significant history, imprinted on the town through various natural and cultural resources. While there are known cultural resources that exist in Cartwright, there are both historic and pre-historic assets that likely still exist that have not been found. These assets are not only important to the people and the Town, but they help to tell the story of Cartwright and how the Town and people have been shaped throughout its history.

Council, through the Heritage Protection Designation, intends to protect significant cultural and natural resources in Cartwright by limiting the types of development and requiring proper site evaluation for discretionary uses. This Designation has been applied to areas of the shoreline of the harbour, and it also includes Cartwright Air Station, Flagstaff Hill, and Blackhead Hill.

Policy 5-27: Council shall, on Schedule 'B', the Future Land Use Map, designate as Heritage Protection land intended to safeguard existing and potential natural and cultural heritage resources including areas of the shoreline, Cartwright Air Station, Flagstaff Hill, and Blackhead Hill.

Policy 5-28: Council shall, through the Development Regulations, permit the Heritage Protection Zone in the Heritage Designation.

Policy 5-29: Council shall, through the Development Regulations, require proposals for development to the decommissioned US military site, known as the Cartwright Air Station, be referred to the Environmental Assessment Division of the Department of Environment and Climate Change and the Provincial Archaeology Office for review.

5.5.1. Heritage Protection Zone

Policy 5-30: Council shall, through the Development Regulations, establish the Heritage Protection Zone, intended to limit development to uses that promote the conservation of natural and cultural heritage resources. Permitted uses include recreational open space and conservation uses.

Policy 5-31: Council may, through the Development Regulations, permit, as discretionary uses, industrial, public, and rural uses in the Heritage Protection Zone. Discretionary uses include agricultural uses, antennas, cemeteries, light industrial, marine transportation, and utilities. Discretionary uses shall require a site evaluation to be carried out with the respect to the preservation of on-site historic resources and development plans shall be forwarded to the Provincial Archaeology Office for review to determine if an Historic Resources Impact Assessment is required.

5.6. Watershed and Environmental Protection

Cartwright's drinking water is accessed from Burdett's Brook Pond, a provincially-protected watershed. Despite the long-term and ongoing boil water advisory in the town, it is important that Burdett's Brook Pond remains a viable source of drinking water. To ensure such an outcome, the area designated by the Province as a protected watershed will be designated under the Watershed and Environmental Protection Designation to strictly control development in this area.

The northern coastline of the Planning Area is also within the Mealy Mountain caribou range—a species that is designated as Threatened under the *Newfoundland and Labrador Endangered Species Act*. Protecting this species and the other flora and fauna that thrive in these areas is important as Cartwright plans for the next 10 years and beyond and, therefore, a one-kilometre area along the northern boundary of the Planning Area has also been included within the Watershed and Environmental Protection Designation.

Policy 5-32: Council shall, on Schedule 'B', the Future Land Use Map, designate as Watershed and Environmental Protection land intended to protect the recharge area of the Town's drinking water supply and protect ecologically significant areas.

Policy 5-33: Council shall, through the Development Regulations, permit the Watershed and Environmental Protection Zone in the Watershed and Environmental Protection Designation.

5.6.1. Watershed and Environmental Protection Zone

Policy 5-34: Council shall, through the Development Regulations, establish the Watershed and Environmental Protection Zone, intended to safeguard the ecological integrity of land and to limit human development from occurring in areas of the town and Planning Area. Permitted uses in the Watershed and Environmental Protection Zone shall be limited to conservation uses and recreational open space - hiking trails.

Policy 5-35: Council may, through the Development Regulations, permit as discretionary uses antennas, forestry uses, and utilities in the Watershed and Environmental Protection Zone. Forestry uses shall only be considered if approved by the Department of Environment and Climate Change Water Resources Division.

Policy 5-36: 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 and Environmental Protection 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 or new source water protection plans.

Policy 5-37: Council shall, through the Development Regulations, limit the allowance of permanent structures to those owned or installed by the Town and intended for the preservation of the natural environment, scientific research, or the operation of the municipal water supply.

Policy 5-38: Council shall, through the Development Regulations, require applications for development adjacent to or within the Burdett's Pond Protected Public Water Supply Area, to be referred to the Provinces Water Resource Management Division regarding approval and permitting under Section 39 of the *Water Resources Act, 2002*.

Policy 5-39: Council shall, through the Development Regulations, require that work adjacent to or within Burdett's Pond Protected Public Water Supply Area is in accordance and compliance with the Provinces Water Resource Management Division's (WRMD) policy for Land and Water Related Developments in Protected Public Water Supply Areas. Any development in the Municipal Planning Area that overlaps the Protected Public Water Supply Area cannot be less restrictive than the Provinces WRMD Policy Directive for Land and Water Developments in Protected Public Water Supply Areas.

5.7. Comprehensive Development

Despite the limited potential for residential development in Cartwright, there exists an area that may be suitable for subdivision development. In 2021, the Town undertook service upgrades along Main Road. The east side of Main Road could facilitate additional residential growth. However, before such development occurs, Council shall require a Comprehensive Development Plan to be completed that shows the development can be adequately serviced and that road access is assured.

Policy 5-40: Council shall, on Schedule 'B', the Future Land Use Map, designate as Comprehensive Development land intended for future residential development but requiring study before such development occurs.

Policy 5-41: Council shall, through the Development Regulations, permit the Comprehensive Development Zone in the Comprehensive Development Designation.

5.7.1. Comprehensive Development Zone

Policy 5-42: Council shall, through the Development Regulations, establish the Comprehensive Development Zone, intended to accommodate future residential development. Permitted uses include existing uses and conservation uses. Residential and commercial uses shall be permitted as discretionary uses in the Comprehensive Development Zone and shall only be permitted when a Comprehensive Development Plan has been adopted by Council. Discretionary uses include child care, double dwellings, home-based businesses, mineral exploration, mobile homes, recreational open space, secondary dwellings, single dwellings, special care facilities, and utilities. Zone standards shall provide flexibility for the location of dwellings to promote infill development, particularly on serviced lots.

Policy 5-43: Council shall, through the Development Regulations, require any Comprehensive Development Plan to be completed at the applicant's cost and to show a detailed plan, to the satisfaction of Council, including, but not limited to, land use, water and sewer servicing, parking, site access, automobile movement, entrance orientation, and landscaping.

Policy 5-44: Council shall, through the Development Regulations, require development applications in the Comprehensive Development Zone to be forwarded to the Provincial Archaeology Office for review to determine if an Historic Resources Impact Assessment is required.

6. Implementation

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 Cartwright. This Plan and its associated Regulations are enabled by and are consistent with the *Urban and Rural 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 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. Development Control

This Municipal Plan is primarily implemented through the Development Regulations which is administered by a member (or members) of staff who has been appointed by Council.

Policy 6-3: Council shall adopt Land Use Zoning, Subdivision, & Advertising Regulations (“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 administering the Development Regulations, including issuing, refusing, and revoking development permits.

Policy 6-6: Council shall, through the Development Regulations, establish ‘Permitted’ and ‘Discretionary’ uses for land use zones.

Policy 6-7: 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 6-8: Council shall, through the Development Regulations, establish provisions for the consideration of variances where a proposed development does not strictly comply with development standards set out in the Development Regulations.

Policy 6-9: 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, or a variance.

Policy 6-10: Council shall, when considering an application to carry out development, take into account the policies expressed in the Municipal Plan and any further scheme, plan or Regulations pursuant thereto, and shall assess the general appearance of the development of the area, the amenity of the surroundings, availability of utilities, public safety and convenience, and any other considerations which are, in its opinion, material, and notwithstanding the conformity of the application with the requirements of these Regulations, Council may, in its discretion, and as a result of its consideration of the matters set out in the Development Regulations, conditionally approve or refuse the application.

Policy 6-11: In matters of enforcement Council shall make and adhere to orders pursuant to Section 102 of the *Urban and Rural Planning Act, 2000*.

Policy 6-12: Council shall through the Development Regulations provide for the restoration of any building or structure to a safe condition.

Policy 6-13: Council shall, through the Development Regulations, establish Rules and Procedures for development appeals.

6.3. Development Permits

Development in Cartwright is controlled through the issuance of development permits. Development permitting is a process that ensures new development meets the intent of this Plan and of the regulations within the Development Regulations.

Policy 6-14: 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 6-15: Council shall, through the Development Regulations, establish application requirements for development permits.

Policy 6-16: Council shall, through the Development Regulations, establish requirements for the Right of Entry relative to a submitted application for development or when development is occurring without the benefit of the required permits and approvals.

Policy 6-17: Council may, through the Development Regulations, issue development permits for temporary uses, subject to specific requirements established in the Development Regulations.

6.4. 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 6-18: Council shall, through the Development Regulations, regulate non-conforming uses in accordance with Section 108 the *Urban and Rural Planning Act, 2000*.

Policy 6-19: Council shall, through the Development Regulations, establish criteria with respect to existing structures and uses and non-conformity.

Policy 6-20: Council shall, through the Development Regulations, extend to three years the period in which a use may cease to exist before it must conform to the requirements of the planning documents in effect.

Policy 6-21: Council shall, through the Development Regulations, establish requirements for non-conformance with standards relative to expansion.

6.5. Development Agreements

When large developments are undertaken within a municipality—especially with respect to subdivision development—there are tools available to municipalities to ensure the work that is proposed meets specific standards, and adequate funding is available to complete the proposal. Council may use these ‘development agreements’ when subdivision processes are proposed in the Town.

Policy 6-22: 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 6-23: 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.

6.6. Municipal Plan Amendments

As circumstances and conditions change in Cartwright, this Plan may need to be amended to ensure the town and the community can continue to evolve and change.

Policy 6-24: 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 6-25: Council may 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 6-26: Council may 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 Cartwright.

6.7. 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.

Policy 6-27: 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 Cartwright;
- (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 creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;
 - v. the adequacy of fire protection services and equipment;
 - vi. the adequacy and proximity of schools and other community facilities;
 - vii. 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;
 - viii. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;
 - ix. impacts on sensitive environments;
 - x. impacts on known habitat for species at risk;

- xi. 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; and
- xii. negative impacts on the viability of existing businesses in the surrounding community, including, but not limited to, the risk of land use conflicts that could place limits on existing operation procedures.

Policy 6-16: Council may, in addition to any other required information, require any or all 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.

7. Schedules and Appendices

Schedule 'A'

Municipal Planning Area

Schedule 'B'

Future Land Use Map

Schedule 'A' – Municipal Planning Area

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Cartwright Plan Area

SCHEDULE

A

LAST UPDATED

2022.06.22

PROJ.

NAD83 CSRS
MTM 2

SCALE

0 500 1,000 m 1:60,000

NORTH



DATA SOURCE

CanVec, Gov't of Nfld,
Town of Cartwright

LEGEND

Plan Area



MINISTER

TOWN AUTHORIZATION

Roger Holwell
Name, Mayor

PROFESSIONAL CERTIFICATION

I certify that this Municipal Plan for the Town of Cartwright has been prepared in accordance with the requirements of the Urban and Rural Planning Act, 2000:

Ian Watson, MCIP, LPP
Name, Town Manager

Shirley Hopkins
Name, Town Manager

12th June 2024
Day Month Year

UPLAND
PLANNING + DESIGN STUDIO

1489 Hollis Street, Level 2
Halifax, Nova Scotia
B3J 3M5

info@uplandstudio.ca
+1 902 423 0649



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Schedule 'B' – Future Land Use Map

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Town of Cartwright Future Land Use

SCHEDULE

A

LAST UPDATED

2023-11-21

PROJ.

NAD83 CSRS
MTM 3

SCALE

0 500 1,000 m 1:60,000

NORTH



DATA SOURCE

CanVec, Gov't of Nfld,
Town of Cartwright,
UPLAND Planning + Design

LEGEND

█ CLI Commercial and Light Industrial

█ MU Mixed Use

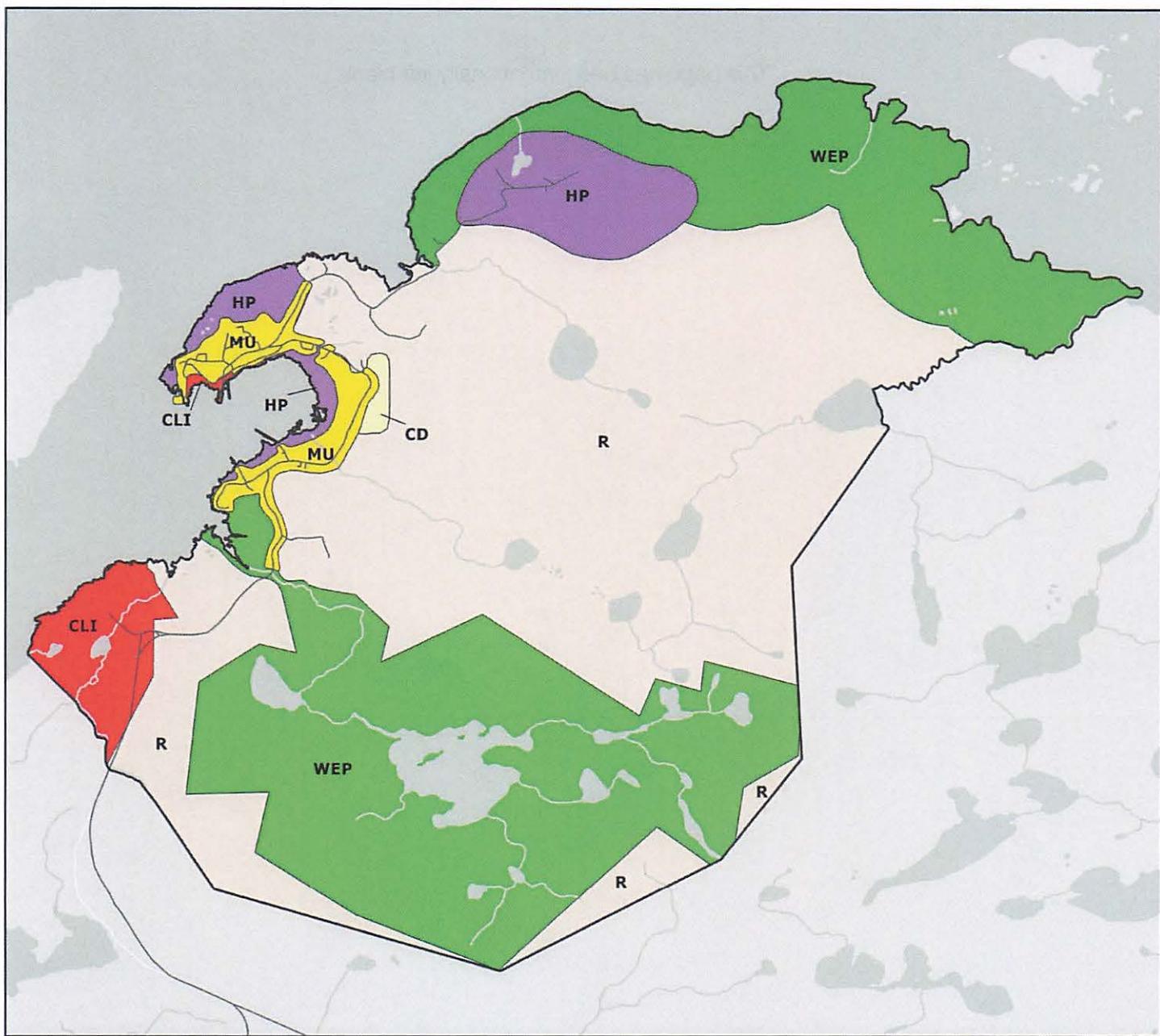
█ CD Comprehensive Development

█ HP Heritage Protection

█ WEP Watershed and Environmental Protection

█ R Rural

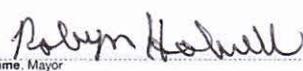
█ Municipal Plan Area Boundary



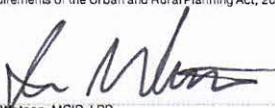
MINISTER

TOWN AUTHORIZATION

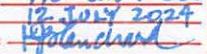
PROFESSIONAL CERTIFICATION


Name: Mayor

I certify that this Municipal Plan for the Town of Cartwright has been prepared in accordance with the requirements of the Urban and Rural Planning Act, 2000:


Name: Ian Watson, MCIP, LPP

1489 Hollis St, level 2
Halifax, NS
B3J 3M4
info@uplandstudio.ca
+1 902 423 0649

Municipal Plan/Amendment	REGISTERED
Number	910-2024-000
Date	12 July 2024
Signature	


Name: Town Manager

12th June 2024
Day Month Year



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⁵ Southern Labrador. (n.d.) Cartwright. Retried from: <https://www.labradorcoastaldrive.com/home/93>

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⁷ Statistics Canada. 2017. *Cartwright, Labrador, T [Census subdivision], Newfoundland and Labrador and Nova Scotia [Province] (table)*. *Census Profile*. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017.

⁸ Statistics Canada. 2022. (table). *Census Profile*. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released April 27, 2022.

⁹ Statistics Canada. 2002. *Cartwright, Labrador (table)*. *2001 Community Profiles*. 2001 Census. Statistics Canada Catalogue no. 93F0053XIE. Ottawa. June 27. <http://www12.statcan.ca/english/profil01/PlaceSearchForm1.cfm>.

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