



# Municipal Plan 2014 - 2024

prepared for:  
**Town Council of Bonavista**

prepared by:



## **Council Resolution to Adopt**

### **Bonavista Municipal Plan 2014-2024**

Under the authority of Section 16 of the Urban and Rural Planning Act 2000, the Council of Bonavista hereby adopts the Bonavista Municipal Plan 2014 – 2024.

Adopted by the Town Council of Bonavista on the \_\_\_\_\_ day of \_\_\_\_\_, 20

Signed and sealed this \_\_\_\_\_ day of \_\_\_\_\_, 20

Mayor: \_\_\_\_\_

(Council Seal)

Clerk: \_\_\_\_\_

### **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, MCIP

(MCIP Seal)

Dated: \_\_\_\_ of \_\_\_\_\_, 20



**COUNCIL RESOLUTION TO APPROVE**  
**Bonavista Municipal Plan 2014 - 2024**

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

- a) adopted the Bonavista Municipal Plan on the \_\_\_\_\_ day of \_\_\_\_\_, 20
- b) Gave notice of the adoption of said document by advertisement inserted on the \_\_\_\_\_ day and the \_\_\_\_\_ day of \_\_\_\_\_, 20 – in the \_\_\_\_\_ newspaper.
- c) Set the \_\_\_\_\_ day of \_\_\_\_\_ at \_\_\_\_\_ p.m. at the \_\_\_\_\_ 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 Bonavista approves the Bonavista Municipal Plan 2014 – 2024 as adopted.

Signed and sealed this \_\_\_\_\_ day of \_\_\_\_\_, 20

Mayor: \_\_\_\_\_

(Council Seal)

Clerk: \_\_\_\_\_



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## Introduction

The purpose of this Plan is to meet the land use management needs of the people of Bonavista during the 2014 – 2024 Planning Period. The Plan seeks to preserve heritage, provide a pleasant, healthy and safe environment for residents and create an environment where opportunities for business growth and employment creation can be realised and maximum benefits obtained at the lowest cost. It was prepared in accordance with the requirements of the Urban and Rural Planning Act 2000.

The Plan, made up of this document and accompanying maps, constitutes a legal document when approved under the Urban and Rural Planning Act. The Background Report depicts conditions existing when the Plan was being prepared and includes rationale behind the policies proposed in the Plan. It does not form part of the legal document.

Following approval by Council and the Minister, the Plan will be binding on the Council and all other persons, corporations and organizations. In five years time, Council will review the Plan under Section 28, Urban and Rural Planning Act, 2000. Amendments may be made at any time and brought into effect by the same process as for approval of this Plan.

## Summary of Background Analysis

The following conclusions and recommendations emerged during the preparation of this Plan.

1. **Financial** - Council has managed its financial resources very well and the Town is financially stable.
2. **Population** - The current population is assumed to be 3,700 (in the absence of a current household survey). This is projected to be maintained and expanded in the order of 8 – 10% over the 2012 - 2022 Planning Period.
3. **A Rare Opportunity** - Bonavista has a major opportunity during the next 10 years to preserve its distinctive character, maintain itself as a working, traditional community and at the same time, continue to develop as a creative, progressive community.
4. **Base Mapping** - Up-to-date base mapping is badly needed for Bonavista, which would have several applications related to planning, engineering, town administration, cultural mapping, etc.
5. **The Cultural Sector** (heritage, culture and the arts) is a proven wealth generator and should be encouraged by Council at every opportunity and used to promote Bonavista as a place to live, visit and invest.

A cultural mapping project should be undertaken as soon as possible. This would produce a cultural heritage map (with extensive input from residents) identifying the tangible and intangible heritage assets of Bonavista, including archaeological and historic sites, buildings, laneways and legends.

Cultural maps are being developed by municipalities and regions across the country as part of their municipal cultural plans, which are being used for purposes such as heritage interpretation and promotion for tourists and investors.



Related to this is the need for up-to-date base mapping for Bonavista, which would have several applications related to planning, engineering, town administration, etc.

6. **Heritage Preservation** - Protection of the town's heritage characteristics is a critical element for its long-term sustainability. The best way of doing this is subject to discussion but setting up a single, large heritage district with regulations in the traditional core of the town would present challenges (e.g., it would set up a different class of properties within the town and subject property owners to different regulations). There are in fact 5 or 6 'heritage districts' in the town, including Church Street as the "downtown" heritage district, one of the few surviving traditional main streets in the province.

The solution may be to develop selected heritage guidelines (rather than regulations) for the entire town, including practical heritage preservation measures that have been proven to work elsewhere. Secondly, two heritage areas should be considered (Mockbeggar north of the canal and Church Street South).

The new Municipal Plan should reinforce the viability of all of Bonavista's traditional neighbourhoods and promote measures such as the adaptive re-use of heritage buildings. Conservation priorities should also be established for open areas of the community such as shoreline, wetlands and pastureland.

There is much left to be done in preserving the town's valuable built heritage, Bridge House being the highest profile example. Financial incentives for heritage preservation such as small grants or property tax rebates have been successful in some municipalities across the country (Saint John, NB, for example has a successful Grants for Heritage Conservation Program, which includes a Heritage Maintenance Grant for up to \$1,000 per year, based on \$5,000 or more spent by the householder).<sup>1</sup>

7. **Sustainability** - The objective of having Bonavista become a more sustainable municipality will have direct and indirect impacts on all sections of the Municipal Plan, including the following:

- a. *Land Use Development* - The Plan should continue to support the consolidation of development and contain a range of other policies aimed, for example, at:
  - o maximizing the Town's investments in municipal services,
  - o minimizing unserviced development,
  - o practising energy efficient building design in public buildings, and
  - o retaining vegetation on new development sites.

While consolidation of development is important, so is the maintenance and protection of open areas, particularly pasture and wetland areas. A critical aspect from the Department of Tourism, Culture and Recreation's view is to maintain the open space leading to Cape Bonavista Lighthouse Provincial Historic Site.<sup>2</sup>

The development regulations drawn up to implement the Plan should respect existing building patterns (i.e., building setbacks, spacing of buildings, irregular lot shapes and sizes, within reason) particularly in allowing buildings to be situated immediately adjacent to roads and sidewalks.

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<sup>1</sup> Refer to the following web site:

<http://www.saintjohn.ca/en/home/cityservices/communityenrichment/heritageconservation/heritagegrants.aspx>

<sup>2</sup> Consultation with Jerry Dick, Director of Heritage, Department of Tourism, Culture and Recreation.



Incompatible housing forms should not be permitted adjacent to each other (e.g., locating mobile homes next to traditional heritage homes or new subdivision housing). New development in already built-up areas of the town, should respect the scale, building forms and setbacks of existing buildings from the street. This is particularly important on Church Street, one of the few surviving traditional main streets in the province.

- b. *Backlot Development* – This was addressed in the 1986 Municipal Plan and is still an issue – it has implications for public safety, property owner rights and avoiding unnecessary expenditures on public services.

Council should consider carefully the potential consequences of backlot development before permitting any additional proposals. The following criteria should be included:

- does the proposal block any future access or otherwise compromise the future use of adjacent lands?
- distance of the proposed dwelling from a public street not to exceed 32 metres (or a standard appropriate for Bonavista),
- the proposal must not inhibit the use of service vehicles (fire, ambulance, etc)

If the decision is made to approve, a covenant should be attached to the deed that the access road to a public street remain private.

- c. *Environmental initiatives* – the Municipal Plan should have a number of policies aimed at increasing the Town’s capacity as a “green community”, including:

- Environmental stewardship – such as is proposed for Old Day’s, Beaver and Long Ponds (the Old Day’s Pond project will need to include cleaning out of the man-made canal linking the pond and the harbour, to allow flushing of the pond).
- Energy conservation measures – encompassing land use management, waste management, building design and energy reduction for Council operations.
- Local food production – encouraging the development of local resident farming initiatives such as traditional gardens.
- Waste management - Council will need to play a leading role in adopting good waste management practises during the Planning Period, including development of “reduce, re-use and make-do” habits that will significantly reduce the volume of waste currently being committed to waste management.

**8. Residential Use** – The Strathies Road subdivision (with 30 lots unsold) and the areas identified as Residential Reserves at Faulkner’s Hill, Canaille and Old Catalina Road can adequately meet the Town’s needs for the Planning Period.

**9. Mixed Use** – The current Municipal Plan designates four Mixed Use areas; Old Cabot Highway North, the Neck, Canaille and Hospital Road. In addition, an area behind Cape Shore Road near Windless Drive was designated as a fifth Mixed Use area by way of a Plan amendment in 2005. The concept of having a mix of traditional uses permitted in these areas continue through the Planning



Period appears to be valid. The current Municipal Plan requires that an overall development plan be prepared, to integrate new uses and enhance the harbour front.

**10. Commercial/Industrial** - The current Municipal Plan identifies the area between the stadium and RCMP for commercial use. A business has since been established next to the RCMP, leaving little room for any further development. There is also not much room left between the stadium, RCMP, etc and the old railway track. There may be some potential between the current limit of development on Confederation Drive and where the Long Pond Watershed begins (although it is beyond the current limits of piped services).

Land off John Cabot Drive may present a limited opportunity for (unserved) industrial uses (there is a scrap yard in the area currently). The land is well outside the limit of water and sewage servicing, so only on-site servicing could be provided.

### **11. Zoning Regulations for Mobile Homes**

Improvements in the quality of mobile home manufacture and size (e.g., double-wide units) mean that some mobile homes can compare favourably with site-built, bungalow-type housing. However, most communities consider them to be incompatible with regular, site-built housing and contributing to lowered property values in most neighbourhoods.

All the municipalities consulted during preparation of these recommendations assign mobile homes to defined mobile home areas and do not allow them as discretionary uses in residential areas. In Deer Lake for example, they are permitted only in approved mobile home parks containing 10 or more home lots. Gander has a similar regulation, with a minimum number of 5 lots.

#### **Recommendation**

That Council categorize mobile homes as a discretionary residential use, to be considered only in approved mobile home areas containing 5 or more lots.

### **12. Mixed Use Area 5**

Located behind Cape Shore Road off Windlass Drive, this area was created by an amendment to the Municipal Plan in 2005 “to allow an RV park and other compatible tourism-related uses”. Access to a public road (i.e., onto Route 235 or possibly Windlass Drive) was undetermined at the time.

The proponent has not proceeded and the site is not well-placed for tourism trade.

The site is also on the margins of the Cape Bonavista area which is excluded from further development.

#### **Recommendation**

That Mixed Use Area 5 not be part of the new Municipal Plan.

### **13. Shore Road**

Currently, there are 56 households in the south end of town, accessing onto the Shore Road, all with on-site services. This includes the Canaille area (beyond the intersection of Canaille Road with the Shore Road) to Birchy Place and the partially developed Country Acres. It would probably cost \$5M to extend trunk services to them.

Beyond Birchy Place and Country Acres, the land is designated Rural, which permits rural-based industrial/commercial uses and, at the discretion of Council, residential uses that are accessory to permitted rural uses. The rural designation extends south to the height of land, which marks the



beginning of the Long Pond Municipal Watershed. Much of the land in this area lies above the 54 metre contour and is therefore unserviceable by municipal water from the White Rock Reservoir.

Development that has been allowed in the area beyond Country Acres include an auto scrapyards and 2 associated residences (on the east side of the Shore Road). The owner of the scrapyards business (who owns over 6 acres) and a land owner on the opposite side of Shore Road are interested in having their land re-zoned to residential so that members of their family could build there. As well, the land could then be sold to other parties.

The scrapyards owner made the point at a public meeting that the Long Pond watershed begins at the southern boundary of their property, preventing residential development from spreading any further (a good reason in their view to approve their property for residential use). In their opinion, the land is not needed for industrial use.

A resident at the public meeting complained that a new gravel pit in this area has been located too close to the Shore Road, on a scenic drive, and he suggested there would inevitably be pressure on Council to approve a subdivision there.

This is a major entrance to the historic Town of Bonavista, and an important part of the scenic drive along the southern shore of Bonavista Bay.

### **Recommendation**

The original conclusion was that zoning for the area should be left as is. However, the issue was re-visited, with discussions involving members of Council and land owners. This produced the recommendation that:

- Existing industrial uses be continued and other uses be considered on a discretionary basis,
- Limited residential uses be considered only on lots having direct access to the Shore Road and if the owners sign a covenant that they require no water and sewer service from Council, and
- Council to pay close attention to property appearances along the Shore Road and observance of standards re traffic access and environmental protection, including rehabilitation of gravel pit and other sites when abandoned.

14. **Recreation** - Current and planned facilities appear to be adequate to meet the recreation needs of residents such as for walking/hiking, children's play, team sports and indoor recreational events for seniors. The harbour front board walk and the planned addition to the recreational facilities in the Neck will add other opportunities. There should be discussion with Parks Canada about the designation of land behind the Ryan Premises as a community recreation space.

Traditional rights of access (such as to shoreline, marshes and barrens) and traditional rights of way (laneways, etc) should be protected by not allowing encroachment by private property owners. An important first step is the mapping and official recognition of these features.

### **15. Tourism**

It is important for Bonavista to continue its growth as a tourism destination during the Planning Period. This should include development of an action plan (with Parks Canada, private and not for profit operators) designed to strengthen Bonavista's offerings to tourists in the cultural learning, outdoor adventure and cruise sectors. It should capitalize on Bonavista's strengths such as its built heritage, infrastructure such as harbour front improvements, Ryan Premises and Cape Bonavista.



# The Plan

## 1. Goals and Objectives

Following are the goals and objectives to be pursued during the 2014 – 2024 Planning Period.

### 1.1 Community Structure and Character

#### Goal

**To encourage a growth structure for Bonavista that will ensure orderly development, economic use of municipal services, compatibility between land uses and preservation of the Town's rich cultural and natural heritage.**

#### Objectives

To discourage further development in sections of the municipality that cannot be economically serviced.

To encourage infilling in areas where water and sewage services can be most easily provided; in short, to develop the community into as compact a form as possible.

To ensure that natural areas such as drainage courses, shorelines and aquifer recharge areas are preserved from development (thereby preserving valuable environmental resources and the Town's rural character).

To preserve and enhance Bonavista's rich cultural heritage, thinking specifically of heritage buildings and structures, traditional laneways, historic neighbourhoods and marine heritage in and around the harbour.

To pursue the designation of heritage areas and a financial incentive program for preservation of heritage buildings.

To preserve scenic views of the ocean shoreline, ponds and surrounding topography, recognizing their value to residents and to further development of the tourism industry.

### 1.2 Employment

#### Goal

**To encourage the development of additional employment opportunities to serve the present and future population.**

#### Objectives

To encourage diversification and expansion of the Town's economic base, to grow a balanced, sustainable economy.

To support the Town's fishing and fish processing industries, and the efficient use and proper management of the traditional wild fishery.

To support the continued development of services and attractions which will expand Bonavista's tourism industry and make it the most compelling cultural destination in Eastern Newfoundland; services and attractions to include food and accommodation establishments, heritage sites, laneways, parkland and interpretive signage.



To pursue all opportunities to market Bonavista to potential investors and visitors.  
To allocate sufficient areas of good quality land, to encourage and attract new enterprises.

### **1.3 Housing**

#### **Goal**

**To provide an adequate quality, quantity and mix of housing to serve residents.**

#### **Objectives**

To continue with the conventional single family detached dwelling as the housing form which suits the majority of Bonavista residents, but to assess other housing forms as needs arise, e.g., for seniors.

To encourage a high quality housing environment, including attractive landscaping of private properties and open spaces.

To encourage improvement of sub-standard dwellings and require removal of those which cannot affordably be improved.

To concentrate residential development in areas where municipal services already exist or can most economically be extended. This should occur through infilling in serviced areas and encouraging development in such easily serviceable areas as the Strathies Road subdivision.

To ensure that, where infilling occurs outside of the serviced areas, all public health standards are met.

### **1.4 Municipal and Community Services**

#### **Goal**

**To provide, where possible, a full range of municipal and community services, in the most economical fashion**

#### **Objectives**

To provide fire protection to all residents through the provision of adequate residential fire flows.

To extend services in the most economical fashion, first to the most populated areas and thereafter to the geographically closest areas, as budgets permit.

To upgrade the water supply system through replacement of the water main from Long Pond and to then consider installation of a water treatment plant (provided major funding assistance is available).

To respond to Environment Canada's Wastewater System Effluent Regulations, with the understanding that major funding assistance will be required to address the anticipated high capital and operating costs.

To continue to participate in the regional waste management strategy (with connection to the Robin Hood Bay facility expected in the second half of the 2013 – 2023 Planning Period).

To promote good solid waste management practises to the residents of Bonavista, with the aim of drastically reducing the volume of waste being transported to the landfill.



## 1.5 Transportation

### Goal

**To provide a safe and efficient internal and external transportation network to serve Bonavista.**

### Objectives

To provide proper access to all institutional, commercial and industrial areas.

To maintain municipal roads through a regular maintenance and improvement program.

To continue to promote upgrading of the Cape Bonavista Highway.

## 1.6 Environment

### Goal

**To provide for the health, safety, welfare and enjoyment of the general public.**

### Objectives

To pursue environmental initiatives that will increase the Town's capacity as a 'green community' in areas such as waste management, local food production and the stewardship program, for which four management units have been identified; at Old Day's Pond, Beaver Pond and Long Pond.

To provide municipal services at environmentally acceptable standards.

To prohibit any development within the municipal watershed that could be detrimental to water quality.

To protect environmentally sensitive areas such as steep slopes and Bonavista's network of marshes, which have ecological value as well as being an important part of the Town's cultural landscape.

To ensure that highway entrances to Bonavista are well maintained, paying particular attention to properties along John Cabot Drive, Confederation Drive and the Cape Shore Road.

## 1.7 Municipal Finance

### Goal

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

### Objectives

To manage municipal expenditures with restraint, aiming for maximum return on investment.

To continue sound management of the municipal debt load, considering the Town's ability to meet its responsibilities over the long-term.

To strive for a more diversified commercial and industrial economic base in order to generate more tax revenues.



## 2. Land Use Policies

The following policies, with accompanying Maps 1 and 2, constitute the land use component of the Bonavista Municipal Plan. Included are all policies for Council to ensure that the physical development of the Town is undertaken in an efficient and economic manner during the 2014 – 2024 Planning Period. Please refer also to Council’s Goals and Objectives outlined in Section 2.

The following policies are classed as General as they can be applied to more than one land use designation and to different parts of the Municipality.

### 2.1 General Policies

#### Heritage Preservation

A large portion of Bonavista is a ‘heritage district’, with valuable heritage properties and sites from Canaille to Red Point and Cape Bonavista. Features that are central to the town’s character include its traditional streets and laneways and small street setbacks.

As a result, a series of heritage districts should be pursued during the 2014 – 2024 Planning Period. As a first phase at least, Council will pursue the designation of two Registered Heritage Districts:

- Mockbeggar north of the canal, and
- Church Street South

The boundaries of these areas will need to be finalised, in consultation with the Bonavista Historic Townscape Foundation and the general public.

Council will pursue with the Bonavista Historic Townscape Foundation a heritage preservation incentive program, in partnership with the Heritage Foundation of Newfoundland and Labrador and the Federal Government, with contributions from all three parties. This will include general guidelines for all properties within the two heritage areas (which could have general application throughout Bonavista’s historic neighbourhoods) and more specific requirements attached to any grants awarded under the program.

Council will pursue a cultural mapping project for Bonavista that highlights the town’s special heritage assets, including archaeological and historic sites, buildings, traditional laneways, stories and legends. It should also include the preparation of updated base mapping for the town.

Council will also pursue the erection of interpretive signage, in consultation with the Historic Townscape Foundation.

#### Traditional Neighbourhoods and New Subdivisions

It is Council’s intention to support the continued viability of Bonavista’s traditional neighbourhoods with policies contained throughout this Municipal Plan.

Proposed subdivision development will be subjected to a comprehensive evaluation by Council, as detailed in the Bonavista Land Use Zoning and Subdivision Regulations. Evaluations will include:

- a) A full investigation of all physical features of the site; where possible, the layout of proposed lots and roads should conform to the topography.



- b) A demonstration of how the proposed subdivision will mesh with existing development and roads on adjacent lands and/or provide for future access to undeveloped lands.
- c) An investigation to ensure compatibility with surrounding land uses, both existing and future.
- d) A close look at municipal services proposed in the subdivision and the public costs of their long-term operation.

## Subdivision Agreement

As a condition of approval, Council may require the developer to enter into a subdivision agreement with the Municipality.

## Municipal Services

New development within Bonavista will only be permitted in areas which can be provided with full municipal water and sewage services, unless otherwise specified in this Plan. Areas where full servicing is in doubt, e.g., where fire flows cannot be guaranteed at all times, will be excluded from development until services are upgraded.

## Easements and Emergency Access

Where land is required for utility easements or emergency access, it may be obtained for the appropriate agency in the course of approving subdivision or other development applications.

## Soils and Drainage

Development will only be permitted on lands having soil and drainage conditions which are suitable to permit the proper siting and development of the proposed uses.

## Building Setbacks

Building setbacks shall be provided in accordance with the Bonavista Land Use Zoning and Subdivision Regulations, to preserve required right-of-way widths. Setbacks shall be sufficient to allow appropriate landscaping and to permit parking and movement of vehicles clear of any road allowance.

## Access to a Public Street

All development must front on a publicly maintained street, unless otherwise specified in this Plan (see policy on Backland Development).

## Road Transportation

The municipal road system is meant to facilitate the efficient movement of people and goods throughout the Planning Area.

Three types of roads are contained within the Planning Area:

- Arterial,
- Collector
- Local



### **Arterial Roads**

Confederation Drive is the major arterial road linking Bonavista with the Trans Canada Highway. Individual accesses onto the highway are meant to be limited to maintain efficiency. They should be limited where possible to public road intersections. Other major routes serving the Town are John Cabot Drive and the roads to Lance Cove and Elliston.

### **Collector Roads**

These are roads that link local streets with major arterial routes and carry local traffic. Access to these roads shall not be limited but will be properly planned. Limited on-street parking may be allowed.

The roads falling within this classification include the Old Catalina Road, Hospital Road, Station Road and Prince Charles Drive.

### **Local Roads**

The remainder of Bonavista's streets are local in function. Local roads are intended to serve abutting frontages and generally are used by traffic to access the properties fronting on them or adjoining streets. The width of pavement and the provision of sidewalks should be related to the traffic volumes on the road.

The speed and volume of traffic on local roads shall be kept to a minimum by means of signs and street design. Cul-de-sacs and deadend roads shall be provided with adequate space for vehicles to turn around without difficulty.

### **Parking**

Adequate parking will be required for all land uses in the Planning Area. This will include parking for residents, business employees and customers.

## **Non-Conforming Uses**

Land uses that legally existed at the time of the registration of this Municipal Plan will be allowed to continue irrespective of its conformity to this Municipal Plan. Specific provisions concerning legal non-conforming uses shall be set out in the Development Regulations.”

- It is the intent of this Plan that non-conforming uses shall, over the long term, cease to exist or be relocated to a more suitable location within the Municipal Planning Area.
- Council may permit changes in non-conforming uses where the change is to a more compatible use. Where possible these shall be replaced by uses that conform to the land uses and policies of this Plan.
- Renovation, alteration, reconstruction or limited enlargement of a non-conforming use in circumstances specifically set down in its regulation may be permitted, provided that to do so would not constitute a hazard, or have any other deleterious effect on surrounding uses.”



## 2.2 Land Use Designations

The land resources of the Bonavista Planning Area shall be managed in accordance with the proposed land uses shown on Maps 1 and 2 and the policies of this Municipal Plan. Maps 1 and 2 divide the Planning Area into the land use designations outlined below.

Residential	Mixed Use-Industrial/Residential
Residential Reserve	Historic Site
Seasonal Residential	Open Space
General Commercial	Watershed
Marine Industrial	Rural Community
Commercial/Light Industrial	Rural
Public Use	
Mixed Use	
Mixed Use-Heritage	

Each of these is further explained below.

### 2.2.1 Residential

#### General Intent & Uses

The Town has a spread-out pattern of land uses due to the natural constraints of its topography, a random development history and the fact that large vacant areas are in private ownership.

Detached housing, recreational open space and conservation shall be permitted in this designation. To keep servicing costs down, growth will be encouraged through the development of vacant parcels of land in the built-up town and in subdivisions such as Strathies Road. In the Strathies Road development, services will be extended, as warranted by demand. Double dwellings may be permitted if Council's concerns are satisfied about concentration of this use (impact on community character, traffic generation and demand for services).

Land is designated Residential beyond the servicing limit on John Cabot Drive to Well's Road (Country Acres) and extending east from there towards Old Catalina Road. This designation is in recognition of existing development and an amendment approved for the previous Municipal Plan. Extension of water and sewer services is not planned to this area.

Compatible uses that may be permitted include collective retirement housing, medical and professional uses (in the vicinity of the Bonavista Peninsula Hospital), recreational open space and places of worship. Local convenience stores and other limited commercial uses or home occupations may be permitted on a discretionary basis, except in subdivisions that specify residential uses exclusively.

Mobile homes may be permitted at the discretion of Council, but only following a thorough evaluation on compatibility with adjoining uses. This will be particularly relevant in areas of new subdivision development and those containing traditional heritage homes where the potential for incompatibility is high. Other discretionary uses include educational, child care and antenna.

Development will not be permitted in any area that is not currently serviced or planned to be provided with services in the near future.



## Convenience Stores

Convenience stores may be permitted as subsidiary uses, as noted above. The maximum floor area allowed will be established in the Bonavista Development Regulations. Council will decide which area is appropriate in each case, up to the maximum allowable area. A range of 58 – 70 sq. m. (625 – 750 sq. ft.) is within the intent of this Plan.

In assessing an application for a new or expanded convenience store or other Home Occupation business, Council will consider factors such as:

- Pedestrian and vehicular access to the site,
- Amount of parking to be provided,
- Impact on traffic flow, and
- Any adverse impacts on adjoining neighbours or the neighbourhood in general.

## Backland Development

Development of properties behind existing residences will normally not be permitted unless there is sufficient land available for the additional houses to have standard frontage on a publically maintained street. In specific circumstances (such as when a person owns a regulation-size building lot but there is not enough land available for full public street frontage) backland development may be considered on a discretionary basis. In such cases, the following requirements will be met:

- Full clearance for water and sewer services issued by the Municipality.
- To ensure that the development will not prejudice the use of adjacent backlands, Council will assess the potential use of adjoining areas. Where there is potential for additional development in the area, Council will satisfy itself that the lot and access road are properly located and that the road can accommodate future development. In such cases, the owner will be required to acquire title to sufficient land to accommodate a future municipal road, considering factors such as grades and sight lines. The specific width will be determined by the Bonavista Development Regulations.
- Where there is no potential for additional development of adjacent lands, the access road will be treated as a private driveway. If the decision is made to approve, a covenant shall be attached to the deed that the access road to a public street remain private.
- In order that Council can meet its commitments for public safety and emergency services, the dwelling unit on a backland lot shall not be further than 32 metres from a public street that can be used year-round by service and emergency vehicles.
- Infilling of development on laneways already containing houses may be permitted, but will be evaluated carefully, considering the above factors.

### 2.2.2 Residential Reserve

Three sites are designated Residential Reserve, in the Faulkners' Hill, Old Catalina Road and Canaille areas respectively.

These areas cannot be developed without the extension of water and sewer trunk services. Before development can take place, plans will be prepared for each site on the basis of full water and sewer services. In the meantime, road access points shall be preserved. The plans will help to ensure that



servicing and street design are planned as efficiently as possible and that ad-hoc, haphazard development is avoided.

Development plans shall be approved by Council before any development is permitted, taking into account the following:

- Street and servicing layout and linkages with existing systems,
- The creation of buffer zones between the sites and any incompatible, adjacent land uses, and
- Conditions such as poor drainage, steep slopes, rocky ground, or climate that may adversely affect demand for building lots, or create problems for the long-term provision and maintenance of streets and other services.

Until such time as development takes place, agriculture may be permitted in these areas at the discretion of Council, provided it is satisfied that the undertaking will be of a temporary nature and hence will not preclude future development.

### **2.2.3 Seasonal Residential**

A site off John Cabot Drive is designated Seasonal Residential (see Map 2). The purpose is to permit continuation of existing seasonal residences in the area and to permit conservation uses and limited infilling during the Planning Period.

### **2.2.4 General Commercial**

This designation includes land along both sides of Confederation Drive (Route 230) at the entrance to Bonavista and land on the Cape Shore Road (referred to as GC1 and GC2 respectively in the Development Regulations..

#### **Confederation Drive**

Permitted uses in this area include highway oriented businesses such as commercial residential, catering, shopping centres, club & lodge, funeral home, general assembly, amusement, service stations, police station, take-out food service, shops, outdoor market, indoor assembly, convenience store, personal service and taxi stand. Light industry and antenna uses may be permitted at Council's discretion.

Sites will be developed so as to limit individual accesses as far as possible, in order to provide for maximum traffic flow and safety along Confederation Drive. Since this is a main access route into Bonavista, unsightly uses will not be permitted. Building setbacks, building design, landscaping and outdoor storage provisions must be approved by Council, to ensure that an attractive entrance to the Town is maintained. This policy shall also apply to other entrances to Bonavista (via both road and harbour).

Some of the Confederation Drive is currently without water and sewer services. Outside the serviced area, development shall only be permitted according to the standards set by the Town and Service NL. Uses that may be permitted include those that produce minimal sewage waste.

#### **Cape Shore Road**

Permitted uses in this area shall include business, professional and personal service uses and convenience stores. Tourism-related businesses such as (craft and gift) shops, catering, take-out food service, commercial residential and outdoor market may be permitted, providing Council is satisfied that developments are well-located to benefit from the tourist trade. Council will require high standards for building design and landscaping to ensure sound and attractive development.



### **2.2.5 Marine Industrial**

Two areas are designated Marine Industrial; Bonavista Harbour area and the slipway and wharf in Bayley's Cove.

The continued viability of the fish processing industry will remain the highest priority in how the Harbour area is developed. Other proposed developments for the area will be assessed in this light. Permitted uses shall be primarily fishery and marine-related (including fish processing, storage and docks) and shall also include antenna uses. Commercial or industrial uses not directly related to marine activity, such as catering, light or general industry may be permitted on a discretionary basis.

Efforts to maintain and improve the appearance of the harbour will be encouraged, where it is a main source of interest to residents and tourists alike. Council will encourage property owners to clean up and paint their properties and keep them well-maintained. Adequate parking and public access to the harbour will also continue to be a high priority.

### **2.2.6 Commercial/Light Industrial**

Land on the east side of Confederation Drive is designated Commercial/Light Industrial. Permitted uses may include warehouses, general garages, light industry and workshops. Telecommunications, antenna and recreational open space uses may be permitted on a discretionary basis.

Until municipal services are extended to the site, development must adhere to standards set by Council and Service NL. Access points to the highway shall be preserved so that land at the rear could be developed in future. Adequate buffer areas shall be reserved between the land and the multi-use recreational/utility corridor to the east.

### **2.2.7 Public Use**

Lands are designated Public Use to permit their general or limited use by the public of Bonavista. Permitted uses shall include indoor and outdoor assembly, schools, recreational facilities, government offices and conservation uses. Facilities of community service organizations may also be permitted. Public uses are also permitted in the Mixed Use and Residential designations.

### **2.2.8 Mixed Use**

Seven distinct areas are designated Mixed Use in this Municipal Plan. Two of them are labelled Mixed Use-Heritage and one is labelled Mixed Use-Industrial/Residential, to stress their particular focus. This section deals with the remaining four areas, labelled simply Mixed. They are as follows, from south to north:

- i. Canaille (primarily), including a portion of John Cabot Drive (starting at Baker's Marsh Road), north along Campbell Street and ending at Reader's Lane.
- ii. The Neck, bounded by the Marine Industrial designation to the west, O'Connell's Brook to the north, Confederation Drive to the east and a portion of Station Road to the south.



- iii. Church Street, beginning at the Canon Bayley Road intersection, extending north on the Cape Shore Road to the Rolling Cove Road intersection and also including Confederation Drive from Church Street to Canon Bayley Drive.
- iv. The Cape Shore Road, beginning just south of the Red Point Road intersection and extending north to Mouland's Lane.

These areas are designated Mixed Use in order to allow for a traditional mix of residential, commercial and public uses. In The Neck, Council's preference is to encourage tourism and service business as part of the mix. Single dwellings shall remain the primary type of development. Uses to be considered, at the discretion of Council, shall include double dwelling, cultural and civic uses, convenience store, bed and breakfast, office, club and lodge, parks and playgrounds, conservation, place of worship, medical and professional, personal and general service, catering, take-out food service, outdoor market, amusement and commercial residential, recreational open space, telecommunications and antenna uses.

Proposals to locate non-residential uses in these areas will be evaluated thoroughly, including how well they blend with the heritage character of the neighbourhood. Compatibility with surrounding residential uses will be a high priority. All residents within approximately 170 metres of a proposed development will be notified and given an opportunity to provide input.

Council will emphasize the importance of good quality building design and landscaping and will continue to promote a campaign to clean up and paint properties in the area (and around the Harbour Front), to enhance the Town's attractiveness for residents and visitors.

Council will evaluate new development proposals in the area known as The Neck with respect to flooding potential, in consultation with the Department of Environment and Conservation (considering for example, the damage done by Hurricane Igor in the Fall of 2010).

It is also a priority of Council for the heritage preservation policies of this Plan to be observed in all Mixed Use Areas.

### **2.2.9 Mixed Use – Heritage**

A large portion of Bonavista is an extended 'heritage district', with valuable heritage properties and sites from Canaille to Red Point. They include a national historic site and others with the potential to be given national (and provincial) recognition. Council intends to use these assets to its competitive advantage in promoting the Town as a high quality tourism destination and a place in which to live and do business.

This Plan designates two areas as Mixed Use – Heritage (see Map2):

- Church Street South, and
- Mockbeggar (north of the canal)

Permitted uses in this designation shall be single dwellings and cultural and civic uses. The following uses may be permitted on a discretionary basis: professional and personal service, office, convenience store, bed and breakfast, catering, place of worship, telecommunications and antenna.

#### **Church Street South**

*Boundary:* Alexander Road west to Walkham's Bridge, Roper Street west to Bland's Lane, north on Bland's Lane (both sides) and Church Street to Canon Bayley Road, east on Canon Bayley Road (both sides) to Forbes Street, south along Forbes Street (west side) to Russell Town Road, continue south on Russell Town Road (west side) to Coster Street and then on the traditional laneway leading to Alexander Road.



*Heritage Assets:* This area includes a collection of registered heritage properties and a major portion of Church Street, one of the province's few surviving traditional main streets and a defining feature of Bonavista. Valuable properties include Bridge House, Court House, Union Electric Building, Orange Hall, Garrick Theatre, Federal Building, Memorial United Church and the SUF Hall.

**Mockbeggar** (north of the canal)

*Boundary:* Old Day's Pond Canal west to the shoreline; north to Moses Point, east (on Long Beach Road) to Ayles Road and south (both sides of Ayles Road) to the canal.

*Heritage Assets:* include Mockbeggar Plantation Provincial Historic Site and several traditional residential and fishing properties.

Council wishes to reinforce the viability of all Bonavista's traditional neighbourhoods. Additional heritage areas could be defined during the Planning Period, as outlined in the Background Report to this Plan.

It is the policy of Council to preserve the features central to the character and walkability of heritage areas, including traditional streets and laneways and small street setbacks. Other features to be emphasized, particularly on Church Street, should include off-street parking, behind buildings where possible, rather than adjacent to the street (to preserve the special character of the streetscape).

Land uses to be permitted within this designation will conform to the traditional mix of uses and which respond to the needs of residents and business owners but help to maintain the traditional character of the community, including safety provisions (e.g., street lighting) and pedestrian amenities (e.g., signage, planting and garbage containers).

Guidelines and standards to maintain the character of new buildings or the renovation of existing ones will include attention to original architectural features, building height, siding and corner boards.

Other measures to promote the preservation of the town's valuable heritage will include the adaptive re-use of heritage buildings.

It is Council's intention to appoint a Heritage Advisory Committee with representatives from the Bonavista Historic Society and the Bonavista Historic Townscape Foundation and to have both Mixed Use – Heritage areas declared as Registered Historic Districts by the Heritage Foundation of Newfoundland and Labrador. This will involve consultations with the general public.

Council will pursue a fixed-term incentive program in partnership with the provincial and federal governments, as noted in the General Policies section of this Plan.

## **2.2.10 Mixed Use-Industrial/Residential**

This area, south of Country Estates along John Cabot Drive (Route 235) has been developed over time with a mixture of industrial (quarries and salvage yard) and single family residential uses. The existing industrial uses shall be permitted to continue, subject to environmental, aesthetic and access requirements. Light industry shall be a permitted use, also subject to environmental, aesthetic and access requirements.

John Cabot Drive is a key entry/exit point for the Town and a prime regional touring route. Council will therefore pay close attention to property appearances and may require buffering along the road. Site rehabilitation will also be required after industrial uses have been terminated.



Uses that may be considered on a discretionary basis are general industry, telecommunications and antenna. Council may also permit limited additional residential development in the area on a discretionary basis, subject to the following policies:

- i. Development may be permitted, on lots having access to the Shore Road only (no in-depth subdivision development behind the Shore Road frontage to be permitted).
- ii. Owners of any new residences shall register a signed covenant on title stating that they require no water and sewer services from the Town and secondly, that they will tolerate any inconveniences resulting from the normal operation of existing industrial uses such as from noise and dust.

### **2.2.11 Historic Site**

This designation recognizes the provincial (and national/international) importance of Cape Bonavista and its Provincial Historic Site. Residential, commercial or other similar types of development shall not be developed in this area. Uses that may be permitted on a discretionary basis include cultural and civic uses related to the historic lighthouse such as an interpretive facility focussing on the historic and natural resources of the Cape, and compatible recreational and conservation uses.

### **2.2.12 Open Space**

This designation is applied to land to be preserved for its environmental and/or outdoor recreational value. Included is the Dungeon Provincial Park, several of Bonavista's marshes, the land around Collier's Pond and along O'Connell's Brook.

The only types of development to be permitted are light recreational uses (e.g., lookout points, picnic tables) or structures required to enhance conservation or preserve natural habitat (such as the Stewardship program being undertaken by Council). Cemetery and agricultural uses may be permitted on a discretionary basis.

### **2.2.13 Watershed**

This designation is applied to the drainage area of Long Pond, which is a Protected Water Supply Area for the Town of Bonavista under Section 39 of the Water Resources Act. The purpose is to control and regulate activity/development/operations with the potential to impair the quality of water supplied by the Protected Water Supply. Any proposed activity/development/operations is subject to a permit under Section 39 of the Water Resources Act.

Agriculture, forestry, utilities, antenna and conservation uses may be permitted on a discretionary basis, subject to all necessary municipal and provincial approvals.

### **2.2.14 Rural Community**

This designation is applied to the Community of Lance Cove/Spillar's Cove. Permitted uses within this designation include the traditional mix of residential, public and commercial uses typical of rural communities. All development must conform to servicing standards set by Council and Service NL.



Use that may be permitted on a discretionary basis are forestry, conservation, recreational open space, agriculture, cemetery, transportation, telecommunications, solid waste disposal and antenna.

## **2.2.15 Rural**

The remaining land within the Planning Area is designated Rural. The intent is that the traditional use of these lands for subsistence, recreation, public utility and other purposes, will be continued. Permitted uses include recreational fishing, hunting, conservation and recreational open space. In areas other than Cape Bonavista, discretionary uses may include mineral workings, cemetery, outdoor assembly, transportation, telecommunications, antenna and solid waste disposal. Whether or not any proposed uses will be permitted depends on how they conform with Council's objective to maintain the quality of the rural environment.

Industrial uses associated with the natural resource base may be permitted on a discretionary basis, particularly those that need to be located near raw materials, are highly land extensive or for any other reason, cannot be feasibly located closer to the built-up town.

Residential single dwelling uses will not be considered within the Rural designation, except where they are accessory to the uses noted above. Such residences may be allowed at the discretion of Council.

### **Cape Bonavista Area**

The Cape Bonavista is a valuable historic and scenic resource at the regional and national/international levels. Its value to the regional and provincial tourism industry is well-established.

Council considers the area appropriate for the development of interpretive and light recreational facilities which would enhance the Cape as a destination for residents and visitors. These could include:

- Improvements to Cabot Memorial Park and the Dungeon.
- An Interpretation Centre, covering Cabot's Landing and the traditional and current-day fishery (including for example the former seasonal fishing community at Clarke's Point).
- Hiking trails and other light recreational uses such as picnic sites.
- Interpretive signs and plaques at strategic locations.

Agriculture may also be permitted, subject to consultation with the Department of Tourism, Culture and Recreation.

Discretionary uses permitted in other areas designated Rural shall not be considered for the Cape Bonavista area.

Commercial tourist operations such as a restaurant or hotel shall not be permitted in the Cape Shore area. Council will encourage such enterprises to locate within the built-up portion of Bonavista.

### **Aggregate Extraction**

Aggregate extraction uses may be permitted, subject to an evaluation which takes into account visual impact (e.g., from highways) as well as noise, dust and pollution control. When issuing a permit for any aggregate extraction operation, Council may attach such conditions as, in its opinion, are necessary, relating to the factors noted above. Site rehabilitation will also be required after the extraction is completed.

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.



## 3. Plan Implementation

The adoption of this Plan represents only the start of the 2014 – 2024 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 its collaborators. Of particular importance to Council are the following:

### 3.1 Administration of the Plan

This Plan will be an ongoing guide to Council and its officials in pursuing its goals, objectives, policies and programs. All development within the Planning Area shall conform to this Plan. It is intended that no amendment of this Plan will be required to permit minor adjustments of the Plan's boundaries.

#### Control of Development

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

Any person wishing to develop or subdivide land for any purpose within the Bonavista 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 building permit will not be granted until a development and/or subdivision permit has been obtained.

#### Public Consultation

Council is committed to consultation with citizens and will seek input from the public on planning and development matters that, for example, require a change of Town policy, an amendment to the Plan or Development Regulations.

### 3.2 Amending & Reviewing the Plan

Amendments to the Plan may be considered by Council under certain conditions, such as:

- If changing circumstances require that a Plan policy be re-examined,
- If studies have been undertaken which contain recommendations or policies that should be incorporated into the Plan, or
- If a provincial land use policy has been released that requires a change in policy by the Town.

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

After five years from the date on which this Plan comes into effect, Council will review the Plan and revise it if necessary. Revisions will take account of development which can be foreseen during the following 10 years.

Development plans will be required for the Residential Reserve areas and the Commercial/Light Industrial site on Confederation Drive. It is assumed that these will be prepared by the proponents.



### 3.3 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 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 Bonavista 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.

#### **Re-zonings**

For any proposed amendments to the Development Regulations (i.e., a rezoning), Council shall require a clear proposal that shows:

- The location of the subject property (to scale), showing lot dimensions, area and road frontages,
- The means by which the site will be serviced,
- The location of driveway and parking areas, and
- The location of all proposed buildings.

#### **Criteria to be Considered**

In its review of proposals for amendments to the Development Regulations, Council shall consider the following:

- Conformity with the intent of this Plan and with the requirements of Town regulations,
- The ability of the Town to absorb any related costs,
- The adequacy of proposed water and sewer services, or of physical site conditions to accommodate services,
- The adequacy of the road adjacent to or leading to the development,
- The potential for the development to contaminate watercourses or cause erosion,



- Potential environmental impacts of the development (air, water and soil pollution and noise impacts),
- Previous uses of the site which may have caused soil or groundwater contamination, and
- The bio-physical suitability of the site (e.g., grades, soil and bedrock conditions and the location of watercourses and marshes).

### **3.4 Capital Works Program and Budgeting**

Annual works will be carried out by Council according to its Capital Works Plan, in conformity with this Plan. Non-capital works initiatives will be carried out by Council as detailed in this document.

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





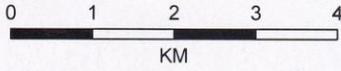
**Town of Bonavista  
Municipal Plan  
2014-2024**

**Future Land Use, Map 1**

Seasonal Residential  
Rural Community  
Rural  
Municipal Watershed

- Municipal Boundary
- Planning Boundary
- Area Covered by Map2

**Signed and Sealed**  
 this \_\_\_\_\_ day of \_\_\_\_\_, 2014  
 Mayor \_\_\_\_\_  
 Clerk \_\_\_\_\_  
 I hereby certify that this document has been prepared under the  
 provisions of the Urban and Rural Planning Act 2000.  
 M.C.P.P. \_\_\_\_\_  
 District \_\_\_\_\_ of \_\_\_\_\_, 2014



Drawn _____	Approved _____
Date _____	Project no. _____

