

# Town of Norris Point Municipal Sustainable Development Plan 2009 - 2019



Prepared by:



**CBCL LIMITED**  
January 2009

**Urban and Rural Planning Act**  
**Resolution to Adopt**  
**Town of Norris Point**  
**Municipal Plan**

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

Adopted by the Town Council of Norris Point on the \_\_\_\_\_ day of \_\_\_\_\_, 2009.

Signed and sealed this \_\_\_\_\_ day of \_\_\_\_\_, 2009.

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

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

**Canadian Institute of Planners Certification**

I certify that the attached Municipal Plan have been prepared in accordance with the requirements of the *Urban and Rural Planning Act 2000*.

\_\_\_\_\_  
M. Bishop, F.C.I.P.

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# 1 Introduction

## 1.1 Purpose

The Norris Point Municipal Plan is Council's comprehensive policy document for the sustainable management of growth within the municipal planning area over the 10-year planning period 2009 to 2019.

The Plan sets out policies for the management of growth and development in the community. It incorporates plans to address the environmental, social, cultural and economic needs of the community over the next decade and identifies infrastructure, facilities and research priorities that will help the community achieve its goals and objectives.

The Plan contains goals, objectives and policies of Council regarding development of the Municipal Planning Area. It is Council's aim, through the Plan to promote the health, safety and economic well-being of the community and protect the environment through the efficient utilization of land, water and other resources. The Municipal Plan consists of written text and Future Land Use Maps 1 and 2.

## 1.2 Plan Preparation

The Norris Point Municipal Plan and Development Regulations were prepared for the Town by the Urban and Rural Planning Division, Department of Municipal and Provincial Affairs, in 1994. In 2000, the *Urban and Rural Planning Act* was changed to place responsibility for adopting and approving plans on local governments. The Department of Municipal Affairs reviews Plans for conformity with provincial policy and law, and registers plans as they are approved at the local level.

This Municipal Plan reflects a 2008 review of the 1994 Plan and subsequent amendments, and other relevant planning documents. The Plan has been prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*. Relevant planning issues have been reviewed including a review of current land use, demographic and economic data. The 2008 Municipal Plan review takes into consideration, and incorporates where appropriate, the recommendations set out in the 2003 Waterfront Development Plan.

## 1.3 Community Consultation

Residents of Norris Point were consulted and given the opportunity to provide feedback throughout the review process. On October 16, 2008, a public meeting was held at the Town Hall. A mailed invitation that included information about the Municipal Plan review process was sent to all residents of Norris Point. Following the meeting, residents had the opportunity to provide further input by email and phone. Public input was summarized in a two-page flyer and circulated to all households in the town for further comment.

## 1.4 Approval

When the Municipal Plan is formally adopted by resolution of Council under Section 16 (1) of the *Urban and Rural Planning Act, 2000* Council gives notice of a public hearing. At the public hearing a Commissioner, appointed by the Council, will hear objections and representations regarding the Municipal Plan, then will write a report to Council together with copies of all 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 that may be recommended by the Commissioner. Council then submits the Municipal Plan and accompanying Development Regulations to the Minister of Municipal Affairs to be registered. The Plan comes into effect on the date notice of its registration is published in the *Newfoundland Gazette*.

## 1.5 The Effect and Variation of the Municipal Plan

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 Norris Point.

## 1.6 Plan Implementation

When a Municipal Plan comes into effect, Council is required to develop regulations for the control of the use of land, in strict conformity with the Municipal Plan, in the form of *Land Use Zoning, Subdivision and Advertisement Development Regulations*. These "Development Regulations" are prepared and approved at the same time as the Municipal Plan, and like the Plan, may be amended at any time 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, who will issue permits for developments approved by Council. Staff will also make recommendations to Council on matters pertaining to development in accordance with the Municipal Plan and enforce the regulations.

## 1.7 Review and Amendment

Under 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. Such amendments must follow the process outlined in Sections 14 to 24 of the *Urban and Rural Planning Act, 2000*.

## 1.8 Interpretation

In this Municipal Plan:

“Council” shall mean the Council of the Town of Norris Point.

“Development Regulations” shall mean the Norris Point Land Use Zoning, Subdivision and Advertisement Regulations.

“Municipal Planning Area” shall mean the Norris Point Municipal Planning Area.

“Town” shall mean the Town of Norris Point.

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

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

## 1.9 Municipal Planning Area

Figure 1 shows the Municipal Planning Area for the Town of Norris Point. The Planning Area is governed by Town Council, which exercises control over all development, watersheds and amenities of the municipality.



Figure 1: Norris Point Municipal Planning Area Boundary

## 2 Planning Context

Norris Point has the opportunity to capitalize on the positive shifts in Newfoundland and plan for social, cultural, economic and environmental sustainability. All of these elements of sustainability are interconnected and essential for ensuring that Norris Point is a complete and healthy community well into the future. The context in which the Municipal Plan was reviewed is detailed in the Municipal Plan Background Report (Appendix A). The following section outlines the key resources, major issues and anticipated challenges that Norris Point will face over the next 10-year planning period.

### 2.1 Planning for Social Sustainability

According to the 2006 census, Norris Point has a population of 700, and experienced a population decline of 10.8% between 2001 and 2006. This represents a loss ten times greater than in the province as a whole, which experienced a decline of 1.5% during the same period. The remaining population is predominantly middle age and older. However, the community does have a relatively healthy number of children between the ages of five and 19. The challenge will be for the community to retain its youth and also encourage new younger families to locate in the community. Recently, the province has been experiencing an overall slowing of outmigration, and in early 2008, an actual population increase, comprised of people returning to their home province. For communities like Norris Point that has access to recreational opportunities and health care facilities in an attractive setting, new growth seems to be driven by young retirees.

Although the overall population in Norris Point has declined, there are some new and returning residents in Norris Point constructing new houses resulting of between three and five housing starts per year. While it is difficult to project future populations, as long as positive economic trends continue in the province, Norris Point can expect some modest residential growth in the coming years. The Municipal Plan identifies land to accommodate new development within the community.

Health-related facilities and services have located in Norris Point, such as the Bonne Bay Health Centre and Bonne Bay Physiotherapy Clinic. The concentration of these facilities and services in Norris Point make it an important regional centre for health care. This community strength should be built upon to expand supportive services and special care to the aging population in the region.



Bonne Bay Health Centre (Western Health Website 2008)

In planning for the future, Norris Point needs to consider how to balance a traditional way of life which has historically defined the culture, with current shifts in economic realities. The community faces the opportunities and challenges of



preserving traditional cultural landscapes (such as the historic harbourfront and the fishing stages in Wild Cove) while adapting to new realities and celebrating new cultural opportunities. Events such as the Trails, Tales and Tunes Festival, the 2008 radio broadcast, participation in Tidy Towns, and the endeavours of various community volunteer groups have built strong social and cultural connections. While these things have been done for the benefit of the community, these events and activities also support what has become a vibrant tourism and cultural industry within the town which leads to greater economic sustainability.

## 2.2 Planning for Environmental Sustainability

Environmental sustainability is the base upon which economic, social and cultural sustainability must be built. As an enclave community located within Gros Morne National Park, Norris Point will benefit economically and socially by protecting its natural environment. Protecting the environment in Norris Point is essential for attracting tourists and ensuring continued economic benefits from the tourism industry. From a sustainability perspective, the park is a tremendous resource and growth of the town should support the synergies that exist between local economic development and the National Park.

Norris Point was settled amidst abundant natural resources that are appreciated for their aesthetic and recreation uses. New development that respects and enhances the natural environment will improve quality of life, making Norris Point an attractive place to live. Open spaces for recreation, the reduction and treatment of municipal waste streams, preservation of areas to ensure a long term supply of potable water and land for subsistence agriculture, are environmental issues that are addressed in the municipal plan.

Norris Point is not unlike other communities that are experiencing impacts from climate change. As a coastal community, there is growing concern over coastal erosion and rising sea levels. Residents will have to consider how land development practices need to be adapted within the context of climate change.



Traditional Fishing Sheds at Wild Cove



Norris Point surrounded by Gros Morne National Park

## 2.3 Planning for a Sustainable Built Environment

This Plan addresses the need to link dispersed areas of development and enhance the town's "sense of place". This will lead to a more cohesive future development pattern and provide better opportunities for economic development and tourism. A number of the developed commercial buildings, particularly near the old cottage hospital - now the Julia Ann Walsh Heritage Centre – are underutilized. Plan policies provide for redevelopment of this area into a recognizable Town Centre, by encouraging a mix of commercial uses and streetscaping. The historic waterfront area is another area of focus where new development is encouraged.

With a limited but stable tax base to manage town affairs and maintain and replace aging infrastructure, the challenge for Norris Point is to encourage new development that utilizes existing infrastructure such as roads, water and sewer services and ensure that extensions to municipal services does not place undue tax burden on residents – now or in the future. The Plan sets out clear policies to guide new growth in a manner that is in line with the character of the town, and located close to services so that walking is encouraged. The Plan provides opportunities for different forms of housing that will accommodate the aging population.



This commercial area needs better integration with the rest of the community.



Julia Ann Walsh Heritage Centre provides a good opportunity to strengthen this commercial node

## 2.4 Planning for a Sustainable Economy

These are times of economic uncertainty. There have been significant positive changes in the economic outlook for Newfoundland; however the global economic downturn is predicted to slow economic growth across Canada. The Municipal administration is on solid footing with stable tax base, low debt servicing ratio and sufficient means to borrow funds for needed capital infrastructure investment. The Town partners with a variety of community groups to secure resources to improve civic amenities. Plan policies encourage a wide range of business development opportunities, both in identified commercial areas and as home based businesses.

While traditional resource industries continue to generate economic activity, the Town has embraced tourism as a key economic driver. It has worked hard with a variety of groups, individuals, organizations and businesses to provide a range of tourism products and lengthen the tourism season. Having a sustainable economy also means that the town uses tax revenues efficiently, and in ways that will provide community-wide benefits.

## 3 Community Planning Goals and Objectives

### 3.1 Community Vision

Norris Point is a vibrant community that prospers economically, socially and culturally by placing a high priority on the protection of the environment and natural beauty of the community, its history and culture. Norris Point is a safe, caring community that offers a high quality of life for its residents through the provision of municipal services, opportunities for active living, and sound planning. A range of tourism attractions, services and cultural events bring visitors who sustain the local economy and provide opportunities for new business.

### 3.2 Goals

The following Community-wide goals will guide the growth of Norris Point over the planning period:

**Compact Built Environment** - To minimize future costs of municipal servicing by managing growth in a manner that ensures orderly development, and encourages a compact physical structure to the Community by utilizing land that is available within the boundaries of existing serviced development.

**Ecological Integrity** - To enhance and preserve the ecological integrity of the community in a manner that supports viable species habitat, and natural resources that sustain the local economy.

**Community Health and Well-being** - To foster community well-being and active lifestyles by supporting the preservation and promotion of cultural resources, and ensuring that there are opportunities for active recreation for all citizens.

**Sustainable Economy** - To support new opportunities for business growth in tourism, health care and other sectors by working with community partners, business operators and the public.

**Sound Fiscal Management** – To manage growth, development and provision of services in a manner that is keeping with the financial resources of the community.

**Open and Accessible Government Decision-Making** – To provide opportunities for citizen input regarding development decisions affecting the Community.

### 3.3 Community-Wide Land Use Objectives

The Town will pursue the following land use objectives in order to achieve the community wide goals:

Encourage new development in or near the areas that are currently serviced or can be serviced by the existing municipal water and sewer system.

Create a Town Centre area for public, social and commercial activities in the centre of the community around the intersection of the main street Route 430 and Neddies Harbour Road.

Pursue the development of tourism infrastructure identified in the Norris Point Waterfront Development Plan.

Encourage the infilling and redevelopment of land and buildings within the developed areas of the Community.

Encourage a mix of housing that can accommodate a range of household types and incomes.

### 3.4 General Land Use Policies

The Municipal Plan designates land within the Planning Area Boundary for general land uses that are deemed most appropriate for future development. Future Land Use Maps 1 and 2 identify the major land use categories for the Town of Norris Point.

The following policies shall apply throughout the municipality:

**Policy G-1 - Growth Management** – New residential development will be located in areas that can be easily serviced from the existing water and sewer infrastructure as infill development and in new locations of the community. New commercial development will be encouraged to locate in the central area of the Town designated for commercial and mixed use. The harbourfront area will continue to function as a working harbour and commercial area for tourism development.

**Policy G-2 - Servicing Costs for New Development** – Development requiring new streets, street extensions and services and located outside the **Limits of Servicing** (Figure 2) will be required to be constructed to standards set out in the Development Regulations and shall be the financial responsibility of the developer. Ownership of new streets and service infrastructure will be required to be transferred, at no cost to the Municipality upon satisfactory completion.

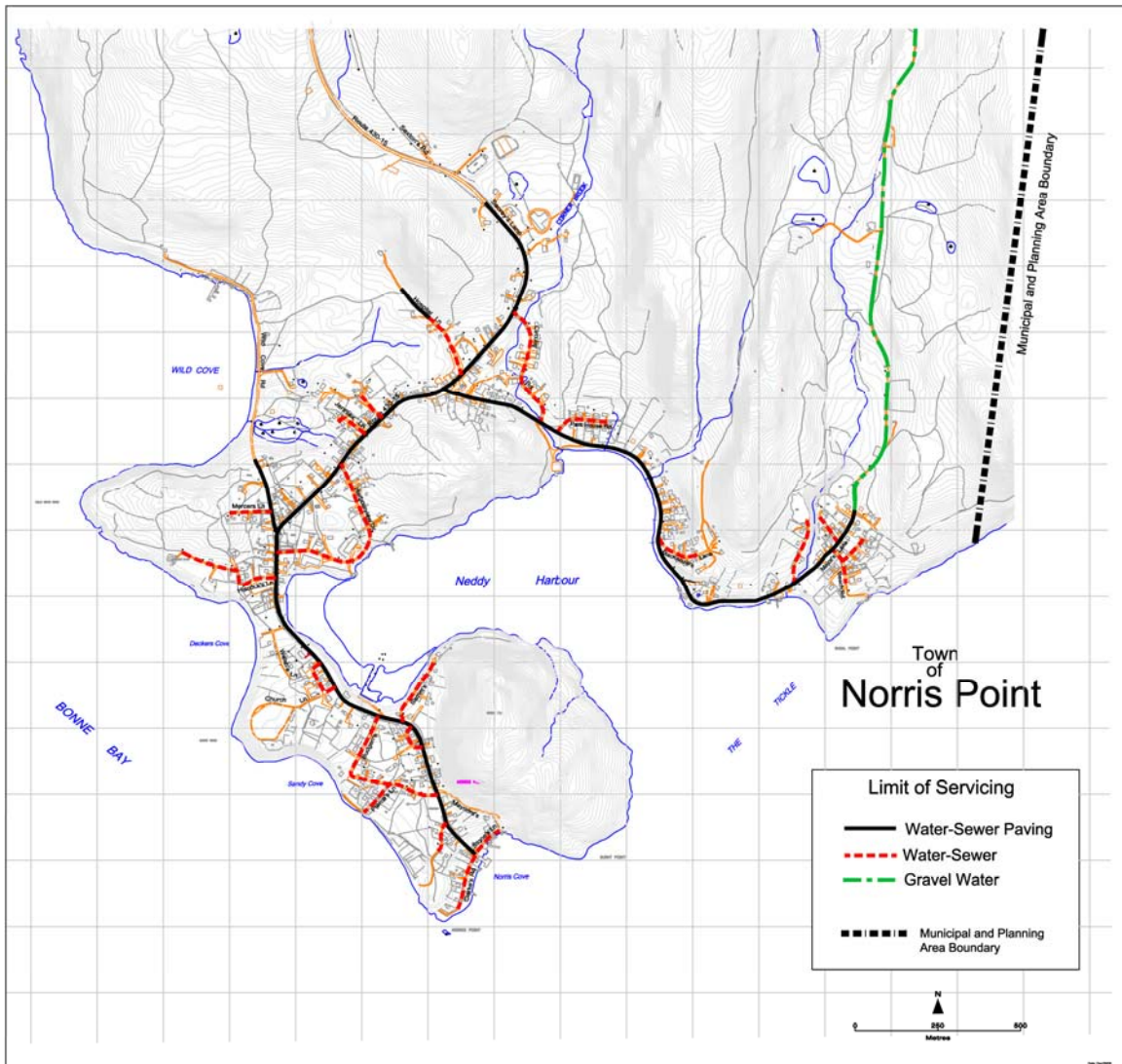


Figure 2: Limit of Servicing Map

**Policy G-3 - Development Agreements** - It shall be a policy of the Town to enter into agreements for new developments involving the subdivision and/or consolidation of lands for development. Such agreement will be negotiated between the developer and the Municipality for financing and development of services provided to the site, constructed to municipal standards and consistent with the policies of this Plan and the Development Regulations.



**Policy G-4 - Building Design and Town Character** - It shall be the intention of Council to encourage the retention of the style, size, scale, colour and form of buildings in Norris Point. Council will encourage the preservation and restoration of heritage buildings and regulate the placement and size of signs. When reviewing applications for development, Council will consider whether the proposed development is complementary to surrounding buildings in terms of size, scale, style and form.

**Policy G-5 - Preventing Development in Hazardous Areas** - Council shall prohibit development in areas with excessive slopes, or on lands susceptible to erosion. In areas designated for development, Council may require detailed engineering studies to evaluate the suitability of a development or backfilling of property on steeply sloped land, or where there is potential for erosion or other natural hazards to occur.

**Policy G-6 - Recognition of Traditional Trails** - New development must take into account and provide for the continuation of the traditional trail network and provide a minimum 15m undisturbed buffer between the proposed development and the trail. Where trails are located along existing street rights of way, no buffer is required. The Future Land Use Map shows the trail network that includes trails identified (existing and proposed) in the *Norris Point Waterfront Development Plan, 2003* (Figure 3). These trails are intended for pedestrian use and in the interests of public safety, it is a policy of council to prohibit ATV use on these pathways.

**Policy G-7 - Ecological Integrity** - It shall be a policy of Council to encourage the preservation of natural features such as beaches, mature tree cover, areas of steep slopes and wetlands to support the preservation of ecosystems and cultural landscape features for future generations. New development shall be required be designed to minimize environmental impacts.

**Policy G-8- Protection of Waterbodies** - It shall be a policy of Council that any development or land use activity will be separated from any lake, river or tributary by a buffer, the requirements for which will be set out in the Development Regulations. The buffer will be measured from the high water mark and no land use activities will be permitted to take place within it. Existing vegetation will remain intact and undisturbed. Proposed development activity in the water, or within the required buffer area, will be referred to the Department of Environment and Conservation for consideration under Section 48 of the *Water Resources Act*.

**Policy G-9 - Planning for Climate Change** - It shall be the intention of Council to be aware of changes in climate and seek information and professional advice about the effects of climate change on the community. Engineering studies will be required to assess coastal erosion and recommend appropriate setbacks for development proposals located within 200 m of the highwater mark of the coastal shoreline. Measures proposed to protect the coastline from erosion, will be evaluated for their effectiveness and visual impact on the community. Council shall prohibit development in areas exposed to ocean surges, flooding, or other environmental danger.



Figure 3: Existing and Proposed Trails in Norris Point (Waterfront Development Plan 2003)

**Policy G-10 – Public Access to Shoreline Areas** - It shall be a policy of Council to ensure that public access to and along the shoreline of Norris Point is preserved. New development will not be permitted to block or prevent public access by virtue of backfilling, depositing materials, erection of gates or fences. The impact on public access of the construction of wharves, docks or marinas along the shoreline will be considered in the review and approval of development applications.

**Policy G-11 - Protection of Archaeological Resources** – Council shall consult with the Provincial Archaeology Office, Historic Resources Division, Department of Tourism, Culture and Recreation, before undertaking any municipal works or considering applications for development that is proposed to occur on undeveloped land within the community.

**Policy G-12 - Non-Conforming Uses** - In accordance with the Section 108 of the *Urban and Rural Planning Act 2000*, Council shall recognize that any development or land use that legally exists on the day that this Plan comes into effect, may continue. Where a building or use exists which does not comply with the intent of the Plan and the designated use, it shall not be substantially expanded. Minor extensions may be approved provided there will be no adverse effects on surrounding properties or the environment and a change of from one non-conforming use to another more acceptable use may be permitted.

**Policy G-13 - Road Frontage and Access** – New dwellings shall front on local roads or provincial highways. All non-residential uses shall have direct frontage on streets that are publicly maintained and Council shall ensure that all development within the Town has suitable road access.

**Policy G-14 – Protection of Views** – It shall be a priority of Council to ensure that new development does not occur so as to obstruct views from public vantage points to the waters of Bonne Bay, such as down streets perpendicular to the water.

**Policy G-15 – Home Occupations** – It is Council's intent to foster the growth of small businesses as home occupations in a manner that is compatible with surrounding land uses. Businesses in the form of home occupations may be considered in any residential dwelling in any land use designation within the community. Business uses that consist only of an office in a dwelling, will be a permitted use. Businesses operating as home occupations shall not be highly visible, generate traffic, noise, odours or create any potential hazards by virtue of the nature of the business, to surrounding properties.

**Policy G-16 – Small-Scale Agriculture** - Small-scale agricultural production in the form of community and market gardens, will be encouraged within the built-up area of the community. The keeping of livestock will be limited in the built up area, but may be approved where sufficient land is available and wastes handled within the property so as not to cause any nuisance or environmental impacts to adjoining properties.

## 3.5 Residential

Residential development in Norris Point consists primarily of small single family dwellings. In recent years, the Town has experienced an increase in new residential development and larger dwellings being constructed. The challenge for Norris Point will be to incorporate new residential development that is compatible with the traditional size and scale of existing development in the community, while satisfying the market's demand for larger homes.

### 3.5.1 Residential Objectives

The following objectives for residential development in Norris Point are:

To ensure a high quality in residential subdivision design by encouraging comprehensive development, open space amenities and efficient street networks;

To encourage new residential subdivision opportunities in backland areas close to built up areas of the community that can be serviced efficiently from existing water and sewer infrastructure;

To encourage a variety of housing types, sizes and affordability levels for people at all stages of life, abilities and income levels; and

To ensure development in residential areas takes place in a manner that is compatible with and complimentary to areas of existing development and established neighbourhoods.

### 3.5.2 Residential Policies

**Policy R-1 - Residential Land Use Designation** – Lands for residential development are designated on the Future Land Use Maps. Within this land use designation the principal house style will continue to be single detached dwellings. However, a range of housing types, densities, sizes and affordability levels may also be considered provided they are of a scale and design that is similar to surrounding development. Boarding houses, apartments, homes for special care or other forms of supportive housing may also be permitted. All housing shall front on publicly maintained roads and be serviced by municipal water and sewer systems. Churches, schools and open space recreational uses in the form of parks and playgrounds may also be permitted.

**Policy R-2 – Non-Residential Uses as Home Occupations** - Council may permit an acceptable range of non-residential service, retail, light industrial uses in the form of a **home occupation** in order to expand the employment base and promote the development of new businesses. Such uses shall be compatible and complimentary to the primary residential character of the area, and the site and service levels shall be suitable for the proposed use and not cause nuisance or hazard. Examples of home occupations uses include the provision of personal and professional services, bed and breakfast accommodation for tourists, offices, child care, the manufacture and sale of specialty products or crafts and the repair of small engines and appliances.

**Policy R-3 - Subdivision Development** - Residential subdivision development will only be considered for approval as part of a development agreement with a layout approved by Council. Proposed subdivisions will be subjected to evaluation for conformity with the goals, objectives and policies of this Municipal Plan and Development Regulations.

The developer shall be responsible for the cost of development, including all road, water and sewer extensions in accordance with **Policy G-2**. Preparation of land for subdivision development will be carried out in a way that respects the environment and provides for proper site drainage, avoids erosion does not contribute to pollution on or off site. Because mature trees prevent erosion, shield houses from wind and blowing snow and provide aesthetic benefits, developers will have regard to preserving mature trees when preparing a site for subdivision development. Council may require that the developer have an engineer or other qualified professional assess the impact that the subdivision development may have on the environment on site and on surrounding land and water.

**Policy R-4 – New Development – End of Neddies Harbour Road** - Additional land has been designated for residential development beyond the end of the publicly maintained portion of Neddies Harbour Road. Several gravel pits that are no longer active, exist in this area. It is Council's intent to permit residential development to occur to the north of these pits along the existing right of way, upon termination of current quarry permits and rehabilitation of quarry sites to the satisfaction of Council. New residential development in this area will only be considered when it can be shown that the aggregate resource has been exhausted, the land appropriately rehabilitated, and that no further extractive activities will occur. In addition, proposals for development must also address the proximity to the Town's water chlorination system to ensure that water disinfection (contact time) is adequate.

**Policy R-5 - Servicing Considerations for New Development** - As the Town is bound by a Limit of Servicing Agreement with the Province for cost-shared funding for construction and maintenance of municipal infrastructure, it is the policy of Council to require all proposed development located outside the Limit of Servicing to construct any new streets and services (or extensions to existing streets/services) to the highest level of town standards, at the developer's expense. Figure 2 shows in general terms the streets included in the Limit of Servicing agreement. *See also Policy G-2.*

**Policy R-6 - Residential Development East of Wild Cove** - An undeveloped area on the hill located between Wild Cove and Hospital Lane has been designated for future residential development. Proposals for development in this area must respect natural drainage patterns, preserve mature trees, and be designed to minimize visibility of buildings from Wild Cove Road. Development will not be permitted to have street access to Wild Cove Road.



**Policy R-7 - Potential Residential Development on Former High School site and Surrounding Area** - Land occupied by the former High School and extending south to Circular and Park House Roads has been designated for future residential development. New development in this area must respect natural drainage patterns, allow for any necessary buffers around watercourses, avoid slopes in excess of 15 percent, and retain mature trees where possible.

### **3.6 Commercial**

Two areas are designated for Commercial use in Norris Point. The harbour front area shall continue to be a commercial area that accommodates businesses that support the tourism industry as well as the continuation and expansion of uses associated with boating, marine transportation and the fishing industry, and research at Memorial University's Marine Research Centre. An expanded, core commercial area around the intersection of Route 430-15 (Main Road) and Neddies Harbour Road has been identified for commercial use for a variety of business, cultural and public uses where businesses will be encouraged to locate to create an identifiable commercial Town Centre.

#### **3.6.1 Commercial Objectives**

The following objectives for commercial development in Norris Point are:

To support ongoing redevelopment of the harbourfront as a tourism destination that will foster growth in the tourism industry while continuing to support traditional marine-related uses; and  
To foster development of a vibrant town centre that accommodates a wide range of businesses, social and cultural activities and services, and is attractive to visitors and residents.

#### **3.6.2 Commercial Policies**

**Policy C-1 - Commercial Land Use Designation**- Land designated Commercial on the Future Land Use Map is intended to provide opportunity for a range of retail, service and office uses. In a commercial area, Council shall permit a range of commercial uses including retail, office and services, including food service, accommodations and entertainment establishments. Public and institutional uses may also be permitted. Commercial developments must be compatible with nearby residential development.

**Policy C-2 – Commercial Town Centre Redevelopment Plan** - It is Council's intention to prepare a plan for the area designated for Commercial development around the intersection of Neddies Harbour Road and the Main Road, that would incorporate improved urban design and streetscaping, integrate plans for the Julia Ann Walsh Heritage Centre, and identify parking and open space areas within this central business area.

**Policy C-3 - Permitted Non-Commercial Uses** - Council may consider non-commercial uses, including light industrial uses, institutional uses or higher density residential uses in commercial areas, provided they are compatible with surrounding uses and adjacent neighbourhoods.

**Policy C-4 – Access** - Council will require that new commercial development, or redevelopment of an existing commercial building, have well-designed access points that will enable the efficient and safe flow of vehicular and pedestrian traffic.

**Policy C-5 - Mixed Development Use in the Julia Ann Walsh Heritage Centre** - It shall be a policy of Council to support the development of the former cottage hospital, now the Julia Ann Walsh Heritage Centre into a commercial facility that has a wide range of public and private uses. Council recognizes the importance of the Julia Ann Walsh Heritage Centre as an important anchor in the commercial heart of Norris Point and commits to supporting services and facilities that provide for residents and visitors.

### **3.7 Mixed Development**

The Mixed Development land use designation in Norris Point reflects areas that have evolved over time to include a combination of uses characterized by residential, commercial and service activities, and public uses along the main highway – Route 430-15 – through the community. Although primarily residential in nature, it is Council's intention to allow for the continuation of the tradition of mixed development. Residential development will be permitted. Commercial and other uses will be considered as home occupations. Stand alone business uses may be considered; however, this land use designation is not intended to accommodate commercial development that could more appropriately be located in the Town Centre area that is designated for Commercial land uses. Existing stand-alone businesses will be encouraged to continue, and may be permitted to expand as the local economy grows.

#### **3.7.1 Mixed Development Objectives**

The following objectives for Mixed Development in Norris Point are:

To provide for the continuation of a compatible mix of land uses along the main highway (Route 430-15) through the town; and

To manage a mix of commercial and residential uses in a manner that retains the predominantly residential character of the community and supports broader community-wide goals and objectives.

### **3.7.2 Mixed Development Policies**

**Policy MD-1- Mixed Development Uses** - In the area identified on the Future Land Use Map for Mixed Development, residential uses will be permitted. Commercial and other uses that may be permitted include those of a general commercial and residential nature, small-scale commercial and compatible light industrial uses, service, office and professional, civic and recreational uses. Examples of such uses include convenience stores, services, churches, parks and tourist accommodations.

**Policy MD-2- Compatibility** - Non residential uses in a Mixed Development Area shall not create a nuisance or hazard to adjoining properties, and if necessary, must be adequately separated and buffered from surrounding residential development. Adequate off street parking space must be provided for these uses. Pedestrian and vehicular access must be well-designed to ensure safety and efficient flow of traffic.

## **3.8 Industrial Marine**

Land uses associated with the commercial fishing industry, marine tourism and recreational boating are located in several areas along the coastline of Norris Point. These areas are designated Industrial Marine on the Future Land Use Map and are intended to accommodate a mix of marine-related uses that will support the economic development objectives of the Town.

### **3.8.1 Industrial Marine Objectives**

The following objectives will apply to development on lands designated for Industrial Marine uses:  
To provide opportunities for industrial, commercial and recreational boating in the community;  
To improve and restore historic wharves and stages in Wild Cove for use by local fishers, recreational boaters and the public; and  
To support development of a marina in Neddies Harbour as outlined in the Norris Point Waterfront Development Plan.

### **3.8.2 Industrial Marine Policies**

**Policy IM-1 - Industrial Marine Uses** - In areas designated Industrial Marine on the Future Land Use Map, Council shall permit marine uses associated with the fishing industry including wharves, docks, boat haul outs and storage yards, marine service facilities, commercial and recreational boating, fishing sheds and other ancillary uses.

**Policy IM-2 – Wild Cove** - It is Council's intent to support efforts to repair existing fishing stages and wharves in Wild Cove as part of a broader heritage plan to preserve and present this historic area of the community. However, nothing in this plan shall prevent the continuation of current fishing activity in Wild Cove.

**Policy IM-3 - Neddies Harbour Marina Development** - Council supports the development of a marina on the north side of Neddies Harbour as outlined in the Waterfront Development Plan and

subsequent funding proposals prepared by the Waterfront Development Committee. In developing this plan, consideration will be given to ensuring that the Corner Brook channel through this area is protected to prevent flooding. In addition to permitted uses outlined in Policy IM1, additional commercial tourism uses such as accommodations, marinas, shops and parks may be considered as part of an overall development plan for this site.

### **3.9 Environmental Protection**

The natural setting of Norris Point is an important feature of its identity and its protection, key to its future economic prosperity. The natural environment of Norris Point supports a growing eco-tourism industry, provides a rich aesthetic backdrop for cultural events, and is an important draw for tourists and people who chose to live in the community. The environment is the foundation upon which the social, cultural and economic pillars of sustainability depend.

#### **3.9.1 Environmental Protection Objectives**

The objectives for Environmental Protection in Norris Point are:

To prevent development in environmentally sensitive, hazardous or areas of important aesthetic value to the community;

To encourage and support the use of natural areas for passive recreation, eco-tourism and outdoor education; and

To work in partnership with groups and organizations to foster a sense of environmental stewardship among residents.

#### **3.9.2 Environmental Protection Policies**

**Policy EP-1 - Environmental Protection Area Primary Uses** - Lands designated for Environmental Protection are intended to protect the natural environment, scenic, historical and cultural landscape features of the community, and to prevent development in locations that may be hazardous by virtue of natural erosion, storm surge events or flooding. Within this land use designation, conservation and recreation uses such as nature trails and nature interpretation are considered acceptable uses. Nature parks, and uses related to recreational marine uses such as wharves and docks may be considered where such uses will not have a negative effect on the environment. Utilities and antenna may also be permitted. Limited non-building, agricultural or animal uses may also be permitted at the discretion of Council if they do not present a hazard to the surrounding environment.

**Policy EP-2 - Cooperation with Gros Morne National Park** - Council shall continue to consult and work with the managers of Gros Morne National Park to ensure that development within the Town contributes to the preservation of the ecological integrity of the Park. Applications for development within the Town that could have an impact on the park will be forwarded to Parks Canada for review and comment prior to consideration by Council.

**Policy EP-3 - Burnt Hill Trail** - The Burnt Hill Trail, located at the Norris Point Waterfront beginning at the end of Stone's Lane is an important feature of Norris Point, providing spectacular views of the community and surrounding area. The hill, known as Neddy Hill, Big Hill and Burnt Hill shall be protected as a natural area. The Town will support the Waterfront Development Committee's efforts to obtain funding to improve the trail, its accessibility and safety and will ensure that development at the waterfront does not interfere with trail access.

**Policy EP-4 - Significant Historical Resources** - Council shall consult with the Department of Tourism, Culture and Recreation before undertaking any municipal works or considering any applications for development within the area designated EP. Council will give particular regard to areas identified by community residents as having historical or potentially significant archaeological resources such as Donovan's Point and the location of the Stone Cellar.

**Policy EP-5 - Community Energy Usage** - The Town will work in partnership with organizations such as Newfoundland Hydro and the Newfoundland and Labrador Conservation Corps to encourage reduction in energy usage within the Community through public education and energy conservation programs and incentives.

**Policy EP-6 - Waste Reduction Measures** - The Town will continue to participate in the Western Regional Waste Management Committee. To minimize costs of transporting and disposing garbage to a landfill located outside the community, Council will undertake initiatives to reduce household garbage encouraging residents and businesses to compost and recycle.

**Policy EP-7 - Reducing Light Pollution** - Council recognizes the value of the night sky in Norris Point and the impact public and private lighting can have on the community. It is Council's intention to control sky glow and light pollution resulting from external lighting. Exterior lighting on buildings and properties will be required to be directed down and into the property to prevent excessive spill light into adjacent dwellings or land use. Council is also committed to ensuring that lighting in public spaces is designed to reduce greenhouse gases and provide a level of public safety while minimizing the impact on the ambiance of night in the community.

**Policy EP-8 - Community Partnerships** - Council recognizes the contribution of groups and organizations that foster improved environmental stewardship in the community and the region. Council will continue its participation in the Gros Morne Sustainable Tourism Committee, continue to support and participate in Tidy Towns Newfoundland and Labrador to promote environmental stewardship at the individual and community level and a sense of pride in community among residents.



## 3.10 Rural and Resource

The area designated as Rural and Resource, the undeveloped backland areas of Norris Point, contain valuable resources of aggregate deposits, timber, wildlife, water and open space that can be utilized for a number of purposes. The appeal and unspoiled appearance of this area will become increasingly important in the future as a tourist visitation to the Community increases.

### **3.10.1 Rural and Resource Objectives**

Council will pursue the following objectives for Rural and Resource lands in Norris Point:

To allocate lands that can be used for resource development in a manner that is sustainable, ensuring their use by future generations.

To ensure that natural resource uses occur in a manner that is environmentally acceptable and does not conflict with the visual aesthetic of the community.

To address the visual impact of pits and quarries by requiring their rehabilitation once the aggregate material has been removed.

### **3.10.2 Rural and Resource Policies**

**Policy RR-1 - Rural and Resource Primary Use** - Lands to be used for rural and resource uses are shown on the Future Land Use Map. Within the Rural and Resource land use designation, rural resource uses such as agriculture, forestry, and conservation uses shall be permitted. Other uses, such as cemeteries, aggregate resource extraction, outdoor assembly and general industry associated with resource uses, may be permitted if they do not detract from the natural character of the area or create a nuisance. Recreational uses associated with the tourism industry such as Tourism trailer parks may also be considered.

**Policy RR-2 – Development Near Gros Morne Park Boundary** - Any development, including resource uses that involve clearing land or extensive removal of tree cover located within 300m of the joint boundary of the Town and Gros Morne National Park, shall be referred to Parks Canada for review and comment prior to Council consideration of the application. Council may refuse development where it is determined to have an adverse impact on the ecology or ecological integrity of the Park.

**Policy RR-3 - Development Standards** - All uses in this land use designation shall be screened from public roads, residential areas, parks, trails, and if appropriate, from other rural uses, where possible, by leaving existing tree cover in place. Accesses to roads and highways shall be limited in number and safely located, and uses shall not be permitted which would generate truck or a high volume of traffic through built up portions of the community. Council may require that uses described in this section be operated on a temporary basis and in conformity with prescribed abandonment and site rehabilitation conditions backed by financial guarantees.

**Policy RR-4 - Water Protection in the Rural and Resource Area** - Council will only permit land use and any development in the Rural and Resource Area provided it has no negative impact on

the quality or quantity of the public water supply from Neddy Harbour Pond. Furthermore, Council will not permit any land use or development that would allow sediments or other contaminants to enter coastal waters.

**Policy RR-5 - Aggregate Resource Extraction Use** - Aggregate extraction activities are required to comply with all relevant acts, regulations and guidelines established by the Department of Natural Resources, Mines and Energy Branch. Council shall establish in the Development Regulations, conditions to control the location and manner in which mineral working activities may be carried out, and the degree and manner of the restoration required after removal or permanent termination of such activities.

**Policy RR-6 – Aggregate Resource Extraction Neddies Harbour Road** - It is Council's intention to see gravel pits located off Neddies Harbour Road rehabilitated and redeveloped for residential use once the full extent of aggregate material has been removed and any mineral working licences relinquished. The Town will work with the Department of Natural Resources to determine the extent of the remainder of the aggregate resource in this area and until this has been completed, no new development shall occur beyond the existing publicly maintained portion of Neddies Harbour Road.

### 3.11 Water Supply Protection

The Neddy Harbour Pond Water Supply Area is the source of drinking water for the Town of Norris Point. The water supply area is a provincially designated and protected water supply under the *Water Resources Act*.

#### 3.11.1 Water Supply Protection Objectives

To ensure that Norris Point has an adequate supply of safe, high quality water that is suitable for drinking and other purposes.

#### 3.11.2 Water Supply Protection Policies

**Policy WP-1 - Water Supply Protection Area Primary Use** - Within the Protected Public Water Supply land use designation (Future Land Use Map 2), Council shall prohibit any land use, except for those uses that are directly related to the functioning of the water supply system.

**Policy WP-2 - Water Supply Protection Awareness** - It shall be the intention of Council to create awareness of the Town's water supply and the need to protect it. Council will consider awareness strategies, including but not limited to posting of signs at various points along the boundary of the Protected Water Supply Area. In consultation with the Department of Environment and Conservation, Council will provide information to the public on the quality of community drinking water on an ongoing basis.

## 4 Municipal Services Infrastructure

The provision of municipal infrastructure such as streets, sidewalks, water treatment and distribution systems, sewers and sewage treatment facilities, and waste collection and disposal are the primary responsibilities of municipal government. This infrastructure supports growth and development of the community and contributes to community safety, health and well-being.

### 4.1 Municipal Services Infrastructure Objectives

Provide a safe, convenient and efficient street network in the community;  
Investigate appropriate solutions for the collection and treatment of municipal sewage wastes; and  
Ensure continued safety, supply and distribution of potable water in the community.

### 4.2 Municipal Services Infrastructure Policies

**Policy MS-1 - Street Standards and Function** - Council shall adopt road design standards specified in the Development Regulations implementing this plan. All new road development shall conform to these standards. It is Council's intention to ensure the safety, maintenance and upgrading of Town streets as a priority for municipal capital works programming.

**Policy MS-2 - Street Right of Ways** - All development, including but not limited to buildings, fences, sheds, and parking lots, shall be set back from the right of way of a road far enough to provide an adequate level of public safety and space for snow clearing and maintenance. Setback requirements shall be set out in the Development Regulations.

**Policy MS-3 - Street Safety** - The Norris Point-Rocky Harbour Road (Route 430-15) is the main collector street through the community. Council will investigate re-alignment of the intersection of Neddies Harbour Road with the Main Road as part of redevelopment efforts in the commercial area around this intersection, to improve local vehicular and pedestrian safety.

**Policy MS-4 - Vehicle Access and Parking** - When considering applications for commercial and other uses where there would be a high volume of traffic, Council shall ensure that the developer is providing properly designed and located vehicular access and adequate on-site parking and loading space.

**Policy MS-5 – Sewage Collection and Treatment** - Over the planning period, Council will continue to upgrade and maintain existing municipal water and sewer servicing in the community as a priority for municipal capital works programming. In this regard, funding will be sought to conduct a study of the capacity of the piped sewerage collection system and investigate options, costs and financing for the replacement and/or refurbishment of the sewage treatment plant to ensure that the community has the capacity to collect and treat wastes in an environmentally responsible manner.

**Policy MS-6- Potable Water Distribution System** - Council will monitor the capacity and supply of water in the Neddy Harbour Pond water supply area and evaluate proposals for new development to ensure that the system has sufficient capacity and water pressures to service the development.

## 5 Implementation

The Norris Point Municipal Plan lays out a ten year vision for efficient, safe, sustainable and well-designed development within the Town. Municipal services, regulations, and expenditures are a means to encourage the extent and form of new development.

Successful implementation of the Plan involves:

- Effective administration of the Plan;
- Adoption of Development Regulations;
- Adoption of annual and municipal and five-year capital works budgets;
- Preparing and implementing recommended studies;
- A consistent procedure for considering amendments to the Plan and Development Regulations; and
- Working in partnership with citizens, groups and organizations to achieve the collective goals of the Community.

### 5.1 Administration of the Municipal Plan

The Municipal Plan must serve as a continuing reference and guide to Council and its officials in order to achieve the goals, objectives, policies, and programs which it contains.

Where possible, land use designations coincide with roads, fences or property lines or other prominent physical features, or as a specified offset from physical features. It is intended that no amendment of this Plan will be required to permit minor adjustments to these boundaries where it is reasonable to do so in response to a proposal for development.

All proposed development within the Planning Area must conform to the policies of the Plan and Development Regulations, and be approved by Council. Council will ensure that development proposals are given a comprehensive review, including circulation to appropriate public departments and agencies.

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

Council may require that a Development Agreement for major land developments within the Planning Area be agreed to and signed by the Developer and Council. This agreement shall establish the conditions under which development may proceed and shall be legally binding on both parties.

## 5.2 Public Consultation

Council is committed to consultation with citizens and will seek input from the public on planning and development matters that:

- Require an exercise of Council discretion in arriving at a decision on a development application;
- Involve significant development proposals that are of interest to the community at large;
- Would require a change of Town policy, amendment to the Plan or Development Regulations; and
- Would result in significant expenditures of town resources for implementation.

Council will develop a policy to guide its consultation processes that is consistent with the requirements of the *Urban and Rural Planning Act*.

## 5.3 Amending and Reviewing the Municipal Plan

During the planning period, conditions in the Town may change, and where necessary, amendments to the Municipal Plan may be adopted by Council. Council may consider amendments to the Municipal Plan when:

- There is an apparent need to change policy due to changing circumstances;
- Studies have been undertaken which contain recommendations or policies that should be incorporated into the Municipal Plan;
- A Provincial Land Use Policy has been released that requires a change in policy by the Town; and
- There is a development proposal which provides sufficient information and rationale to support a change in the Municipal Plan.

In accordance with Section 27 of the *Urban and Rural Planning Act, 2000*, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who request an amendment. The proportion to be charged will be set by Council as part of its annual budget process in setting its Schedule of Rates and Fees. The costs may include, but are not limited to research and preparation of amendments, public notices and consultation, administrative processing costs and the costs associated with a Public Hearing.

## 5.4 Development Regulations

After adoption of the Municipal Plan, Council will adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*. The Development Regulations will implement the goals, objectives and policies set out in the Municipal Plan.

All land within the municipal planning area will be covered by land use zones which provide detailed requirements for such things as lot size, frontage, building setbacks and subdivision and parking standards.



## 5.5 Considerations for Re-Zonings

Development Regulations are amended in two ways: text and map amendments. Text amendments may include an addition of a permitted use within a use zone, additions to or changes in a condition, or a change in a definition. Map amendments usually mean a change to the zoning map, also called “re-zoning”.

In order for consideration of any proposals for an amendment to the Development Regulations; Council shall require a clear proposal to be submitted that clearly shows:

- The location of the subject property, to scale, showing lot dimensions, area, street frontages;
- The proposed means by which the site is/will be serviced;
- The proposed location of all driveways and parking areas;
- Areas that are to be landscaped or left in a natural state to provide necessary buffers;
- The proposed location of all buildings on the site; and
- Identification of adjoining land uses, natural hazards or sensitive natural areas both on site and on adjoining properties that may be affected by the development.

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

Council will also have specific regard to the following:

- Cost or revenue implications for the Municipality;
- Adequacy of municipal water and sewer services, or where on-site services are proposed, the adequacy of the physical site conditions to accommodate it;
- Adequacy of the road network and potential for generating traffic concerns adjacent to or leading to the development;
- Potential for causing negative impacts on the environment, including contamination or sedimentation of fresh or sea water, erosion, habitat disruption, water and soil pollution;
- Potential for causing negative impacts on surrounding land uses, such as excessive noise or other nuisance;
- Previous uses of the site that may have caused contamination and render the site unsuitable until such time as proper site remediation can occur;
- Suitability of the site in terms of grade, soil and bedrock conditions, proximity to watercourses and wetlands; and
- Compatibility of the proposed development with surrounding properties in terms of height, scale, lot coverage, bulk, and aesthetics.

## 5.6 Municipal Land Assembly

Municipalities are empowered by the *Municipalities Act*, to acquire lands for municipal works or economic development purposes. Such projects generally entail the Town acquiring parcels of land from private landowners or other levels of government for a variety of reasons including:

- To facilitate new growth and development in an area which is actively being revitalized or redeveloped where such land assemblies cannot by virtue of time or money be assembled privately;
- To facilitate the development of municipal parks, recreation and conservation areas;
- To facilitate development of municipal parking lots;
- To encourage or make available lands which by virtue of ownership are not available for development but which are necessary for logical and contiguous growth of the community; and
- To facilitate redevelopment of a major non-conforming use where the redevelopment is either a conforming use or is consistent with the Municipal Plan.

During the planning period, Council may undertake land assembly project and transactions which are consistent with the objectives of this Plan.

## 5.7 Professional Advice

Council may obtain its own professional advice in regard to any proposed amendment to the Municipal Plan or Development Regulations. Council may also seek professional advice in regards to the evaluation of development proposals should circumstances warrant it.

## 5.8 Municipal Budgeting and Capital Works Program

The Town of Norris Point has an annual operating budget of approximately \$400,000 and through prudent fiscal management has a low debt servicing ratio. A number of capital projects have been identified that need to be financed in order to achieve the goals and objectives of the community and implement this Plan.

Over the planning period, the Town will:

1. Invest in capital works projects to upgrade and pave existing streets and water and sewer services in the community by utilizing cost-shared federal-provincial infrastructure programs;
2. Work with local and regional development organizations to propose and secure funding to implement several identified community development projects;
3. Work in cooperation with the Waterfront Development Committee to secure external funding to implement development priorities identified in the **Waterfront Development Plan**; and
4. Support efforts of the **Julia Ann Walsh Heritage Centre Committee** to re-develop the former Cottage Hospital as an important historical, social and cultural component in the revitalization of the Town Centre area.

Implementation of capital works projects will be undertaken as funding is available. In an effort to ensure that adequate funds are available at the appropriate time to implement capital projects identified in this Plan, Council shall prepare and submit every year, a five-year forecast of their anticipated capital expenditure requirements. This is required for compliance with Section 94 of the *Municipalities Act*.

The following tables identify priority works projects and studies that have been identified to implement the Plan over the Planning period. It includes municipal public works projects, identified studies, community partnership projects and initiatives. Projects will be pursued with due consideration of the financial position of the town, its revenue sources, borrowing capabilities and available funding opportunities. Where possible, the Town will partner with community economic development agencies to support and pursue funding opportunities for identified projects as necessary.

<b><i>Municipal Infrastructure</i></b>	<b><i>Cost</i></b>	<b><i>Funding Arrangement</i></b>
<p><b>Water and Sewer Servicing:</b></p> <p>1. Replace 182 m of existing water and sewer service lines in the Harbourview South area.</p> <p>2. Install new water and sewer service on Green Garden Road</p> <p>3. Replacement of water and sewer lines for eight homes on Mercer's Lane</p>	\$463,592	<p>Municipal Rural Infrastructure Fund (MRIF) Application No. 23002, 2008. 90/10 funding agreement – approved for implementation 2009.</p> <p>\$46,359 Municipal Contribution through approved borrowing.</p>
<p><b>Roads:</b></p> <p>Upgrading for the following streets:            Circular Drive, Sacrey's Road            Park House Road, McKenzie's Lane, Mercer's Lane, Major's Lane            Beach Road, Crocker's Lane            Gill's Lane, Kingdom Drive            Stone's Lane, Clark's Lane            Laing's Lane, Samm's Lane            Pierce's Lane, Bugden's Cove Road, Walsh's Lane,            Fire Hall Lane, Harbourview Drive            Lillian Major's Lane, Jennieux Lane, Reid's Lane, Hospital Lane</p>	\$725,021	<p>Municipal Rural Infrastructure Fund (MRIF) Application No. 22970, 2008. 90/10 funding agreement – approved for implementation 2009.</p> <p>\$72,502 Municipal Contribution through approved borrowing.</p>

<b>Research and Design Studies</b>	<b>Estimated Cost</b>
Sewer system capacity and treatment plant study	\$25,000
Restructuring of the intersection of Neddies Harbour Road with Route 430-15 as part of a Town Centre Improvement Program	\$45,000-\$70,000
Town Centre Improvement Plan	\$45,000
Coastal Erosion Research Project	\$45,000
<b>Community Partnership Projects</b>	
Neddies Harbour and Marina Proposal	\$4,934,700 (\$600,000 secured from Atlantic Canada Opportunities Agency, 2008)
Integrated Trails and Walkways Proposal - Phase I, 2a, 2b and 3.	\$142,605 \$998,960 (Total project cost - entire trail network)
Wild Cove Traditional Fishing and Day Use Area Proposal	\$216,238
Walking Trails Special Features Proposal	\$111,601
Civic Signage, community identity and interpretation	NA
Improvements to the Downtown	NA
Town Events areas and visitor arrival centre	NA
Julia Ann Walsh Cottage Hospital redevelopment	
New Residential Area Subdivision Design Plan	\$5,000
<b>Other</b>	
New Town Hall (Administrative offices and Council chamber)	NA
Marine Research Centre Intake Pump Relocation	NA
Improvements to Community Recreation Facilities	NA
Community Garden Project	NA

## 5.9 Projects Supported by the Town

It shall be the intention of Council to support activities and projects that provide a public benefit for Norris Point and that are consistent with the goals and objectives of the Plan. Town support may include financial, in-kind, promotional, use of public land, and assistance in the approvals process where appropriate.

# Appendix A

## Municipal Plan Background Report

# Municipal Plan Background Report

Newfoundland is in a period of change and renewal as declining trends in population and economy reverse and offer new opportunities for municipalities. As communities look ahead and plan for the future, sustainability will be a key overarching goal. According to the Provincial Community Accounts analysis of 2001 and 2006 demographic data, Norris Point achieves average scores for most community well-being indicators, leaving significant room for improvement in the future. According to the 2001 census data Norris Point ranks within the top provincial categories for education and employment, which offers great potential to build on in community sustainability planning exercises. Norris Point has the opportunity to capitalize on the positive shifts in Newfoundland and plan for social, cultural, economic and environmental sustainability. All of these elements of sustainability are interconnected and essential for ensuring that Norris Point is a complete and healthy community well into the future.

## Profile of the Social Environment

In order for Norris Point to plan effectively for social sustainability, residents and community leaders must consider population dynamics, education, health and culture.

### Population

According to the 2006 census, Norris Point has a population of 700, and experienced a population decline of 10.8% between 2001 and 2006.

This represents a loss ten times greater than in the province as a whole, which experienced a decline of 1.5% during the same period. Population in Newfoundland and Norris Point experienced fairly steady decline since the mid-1980s, as Newfoundlanders sought employment in the booming economies of the western provinces (Figures A & B) (Statistics Canada 2008; Community Accounts 2008). However, the last half of 2007 saw an overall slowing of outmigration in the province and early 2008 showed a population increase, comprised of people returning to their home province. This represents the largest number of people moving back to Newfoundland in the past 30 years. The comparably low cost of living and new opportunities are making Newfoundland's municipalities attractive places to live (Wyman, 2008). Although the overall population in Norris Point has declined, there are some new and returning residents in Norris Point constructing new houses.

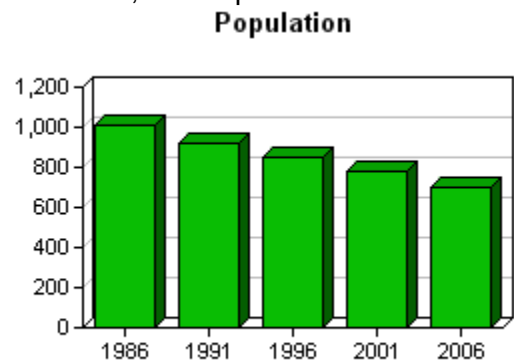


Figure A: Population decline in Norris Point (Community Accounts, 2008)

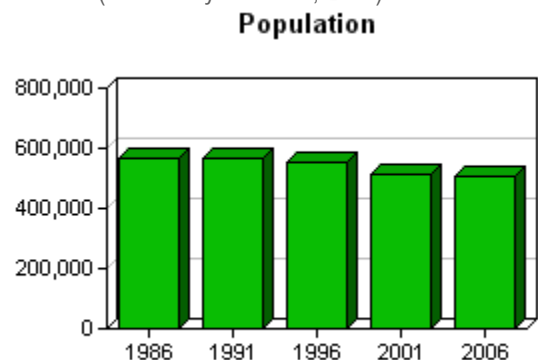


Figure B: Population decline in Newfoundland (Community Accounts 2008)



Aging population is a future planning concern all across North America as the baby boomer generation (those born between 1947 and 1966) grows older, retires, volunteers less, and starts to put increasing pressure on health care and other services, such as assisted living facilities. Newfoundland has seen its overall population age increase substantially, in large part due to the loss of younger age groups to outmigration. In 1971 the median age in the province was about 21, and rose to 42 years old by 2007 (Newfoundland and Labrador, 2007).

Norris Point demonstrates an aging population profile, with a median age of 45.5 years old. Population pyramids are graphs that show how the population is distributed by age and sex. The population pyramid for the province shows a significant bulge in the proportion of the population who are part of the baby boomer generation and a small number of those between the ages of 20 and 35 (Figure C). Like the provincial profile, Norris Point's population pyramid shows a large number of baby boomers, with the largest number in the oldest boomer cohort (55-59 years old) (Figure D). Norris Point is also slim in the 20-35 year old age cohorts, particularly men; showing the impact of outmigration. There is a low number between the ages 0-4, which could be because of the low population of young adults who would be having children this age. Norris Point differs from the provincial profile in having a relatively large number of children and youth between the ages of 5-19 (Community Accounts, 2008, Statistics Canada, 2008, Newfoundland and Labrador 2007).

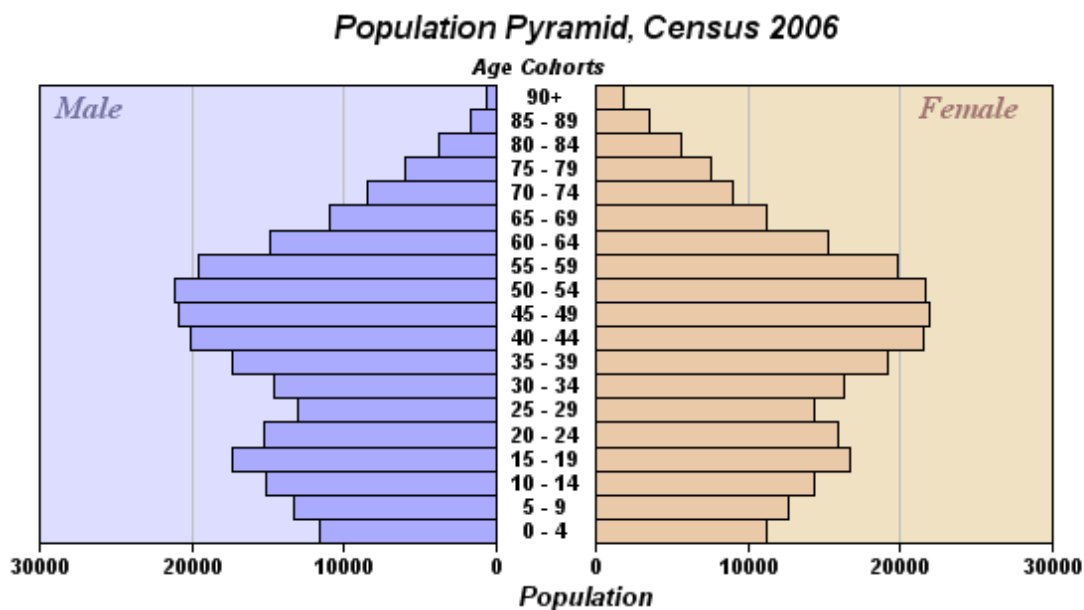


Figure C: Population pyramid for Newfoundland (Community Accounts 2008)

## Population Pyramid, Census 2006



Figure D: Population pyramid for Norris Point (Community Accounts 2008)

### Health

Community Accounts assessed health indicators using data from 2005 for Economic Zone 07, which Norris Point is a part of (Figure E). According to this information, the majority of people (58.7%) rated their health as very good or excellent. This is less than the percentage of people in the entire province who rated their health as very good or higher. There is a higher percentage of smokers in Economic Zone 07 (27.2%) compared to the provincial rate (19.3). The obesity rate in Economic Zone 07 is at par with the province at 24.5%. However, over 62% of the population is considered overweight according to the Body Mass Index. This is a bit higher than the percentage for all of Newfoundland, which is over 60%, and much higher than the percentage of Canadians who are overweight, which is 49%. This means that the majority of people in Newfoundland and Economic Zone 07 are overweight. Diseases of the circulatory system are a significant health concern in both Norris Point and the Province as a whole. Between 2000 and 2004, circulatory system diseases accounted for the highest

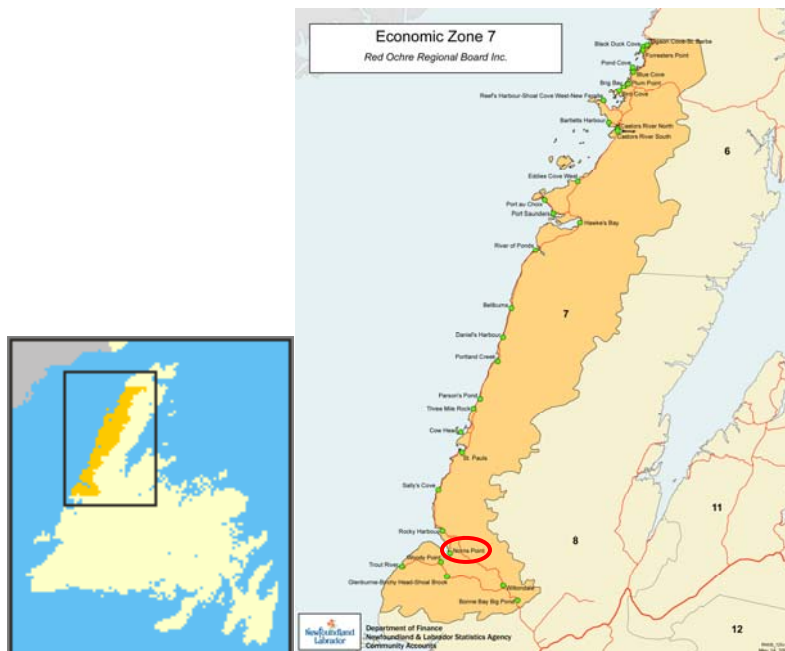


Figure E: Economic Zone 7, includes Norris Point (Community Accounts 2008)

percentage of hospital admittances in both Economic Zone 07 and the Province. Circulatory diseases are followed by diseases of the digestive system for the highest hospital admittances.

### Education

Norris Point has a high proportion of highly educated residents; however, there are also a substantial number of residents without a high school diploma. According to the 2006 census, 64.3% have a high school diploma or higher and 17% of people between the ages 25-54 have a bachelor degree or higher. This places Norris Point in the top 26.5% of all communities in the province, and well above the provincial average of 15.1% (Community Accounts 2008). However, 28.2% of people aged 18-64 do not have a high school diploma, which is above the provincial percentage of 25.1% (Figure F, Statistics Canada, 2008).

The elementary school in Norris Point was closed in 1993 and the high school was closed in 2003. All children and youth are now bussed to Gros Morne Academy, in neighbouring town Rocky Harbour. There is a library and Community Access Program (CAP) site providing computer and internet access located in the Julia Ann Walsh Heritage Centre. Norris Point is also home to Memorial University of Newfoundland's Bonne Bay Marine Station, a facility equipped with sophisticated teaching and research laboratories, a multimedia theatre, library/resource centre, aquarium, and accommodations for students. The Bonne Bay Marine Station also has a mandate for public outreach and is open to the public and tourists.

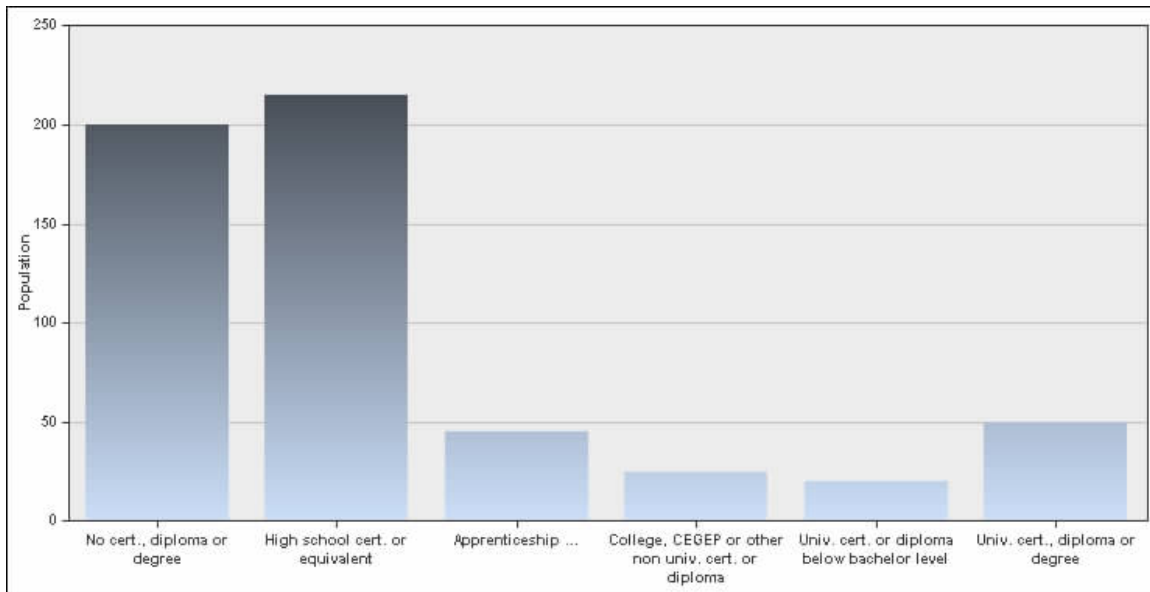


Figure F: Education Attainment in Norris Point (Statistics Canada 2008)

## Culture

Historically, Norris Point's economy and culture were tied to natural resources. The census data on employment in 2006 demonstrates however, that most of Norris Point's labour force is now employed in service industries, and not in extractive resource industries. This signals a shift in the economy and will necessarily result in a change in culture. Large service industry employers include tourism and health care. Local history is an important cultural resource in Norris Point. Elements of local history that are celebrated include past industries, houses, families, and aboriginal artefacts. According to the 2006 census, there are no visible minorities in Norris Point. Ten people (1.5% of the total population) identify as Aboriginal (Statistics Canada 2008).



Jenniex House Municipal Heritage Building

## ***Social & Cultural Environment: Looking Ahead***

Norris Point has established health related facilities and services, such as The Bonne Bay Health Centre, Bonne Bay Physiotherapy Clinic, and Bonne Bay PharmaChoice. The concentration of these facilities and services in Norris Point make it an important regional centre for health care. This community strength should be built upon to expand supportive services and special care to the aging population in the region.



Bonne Bay Cottage Hospital Municipal Heritage Building in 1953 (Heritage Foundation of Newfoundland and Labrador 2008)

Despite the availability of high quality health resources in the community, there is a need within Economic Zone 07, which includes Norris Point, to promote healthy lifestyles in order to address the high proportion of smokers, overweight residents and the large incidence of health emergencies due to circulatory diseases. Even though health is primarily a provincial issue, Norris Point can consider ways in which the town can improve facilities, services and community design to encourage healthy living and physical activity. Improving access to healthy food, creating safer sidewalks and walking trails, putting no smoking, and anti-idling by-laws in place, as well as enhancing municipal recreation facilities and programs are all examples of areas that can be addressed at the community level and improve health.

The community has a great resource of children and youth. Ensuring that there are sufficient opportunities for child and youth development will be essential in supporting the young residents of Norris Point, and retaining their skills, insights and enthusiasm. There is certainly room to grow in the 20-35 year old age group, and the town should consider strategies to encourage young adults to return to or come to the community to take advantage of the low cost of living and potential future employment opportunities.

The 2010 Come Home Year, to celebrate Norris Point's fiftieth anniversary, will be a useful event to showcase opportunities available in the community. While it is difficult to project future populations, as long as positive economic trends continue in the province, Norris Point can expect some modest residential growth in the coming years. If the town's population does grow, community leaders in Norris Point will have to consider how equipped it is to both welcome back residents returning from other provinces and newcomers who may be immigrants to Canada.



Bonne Bay Marine Station

Norris Point has an important resource base of highly educated adults. The community also has a large number of residents without a high school education that may wish to upgrade. The statistics on educational attainment and the educational facilities available within the community reveal some disparity. For the local children and youth there is a lack of facilities and resources in town, as they must be bussed out to the regional school. On the other hand however there is a world-class post-secondary teaching and research facility. Because of the large number of youth and children in the community, enhancing educational programs and extra-curricular activities will also become an important element of social sustainability planning. An opportunity exists to improve access to adult education and training programs. Community members and the local school board should work with the Bonne Bay Marine Station to ensure that local children, youth and young adults can become familiar with the work of the station and educated about the marine resources in their area through educational programs and events such as special workshops, courses, or summer camps.

In planning for the future, Norris Point needs to consider how to balance the traditional way of life which has historically defined the culture with current shifts in economic realities. A challenge for planning for cultural sustainability is how to respect and preserve elements of the traditional culture, while at the same time looking ahead to the future and celebrating new cultural opportunities.

## Profile of the Natural Environment

The natural environment surrounding Norris Point is uniquely beautiful and has a wide variety of geological formations and wildlife. Natural resources have supported Norris Point families over time through fishing, logging and more recently, tourism. Bonne Bay is encompassed by Gros Morne National Park, though Norris Point remains outside of



Norris Point surrounded by Gros Morne National Park

Park boundaries. The park is characterized by the mountain plateaus of the Long Range Mountains. The national importance of the Bonne Bay area was recognized in 1973. By agreement with the Province of Newfoundland and Labrador, the Government of Canada established the National Park to protect and present an outstanding example of Newfoundland's western highlands. In 1987 it was internationally recognized for its significance and designated as a UNESCO World Heritage Site.

### ***Natural Environment: Looking Ahead***

Environmental sustainability is the base upon which economic, social and cultural sustainability must be built (Figure G). Norris Point was settled amidst abundant natural resources that are appreciated for their aesthetic and recreation uses. There is growing community concern over environmental issues, such as coastal erosion and air pollution from idling tour buses. Ensuring environmental quality will also protect the economic opportunities made available through adventure tourism, ecotourism, and educational tourism. From a sustainability perspective, the park is a tremendous resource and growth of the town should support the synergies that exist between local economic development and the National Park. It is in the town's interests to support the continued sustainability of the park and the preservation of the natural beauty as a means of supporting Norris Point's economic development.

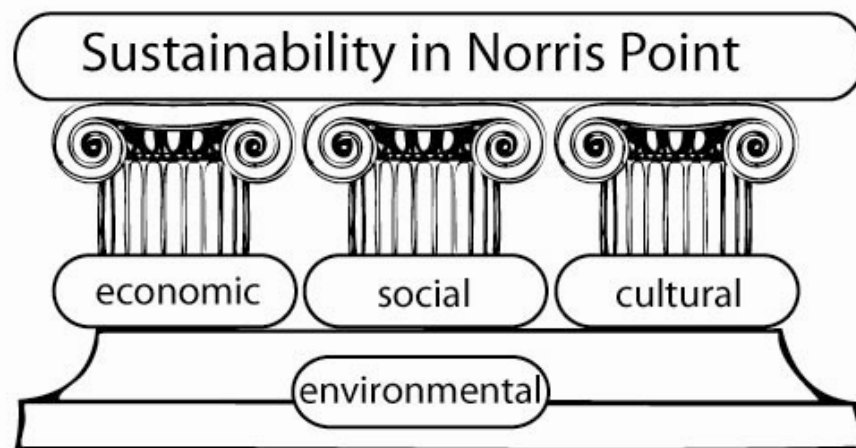


Figure G: The pillars of sustainability in Norris Point, supported by environmental sustainability.

### **Profile of the Built Environment**

Currently, there is no defined centre of town. There have instead been clusters of commercial uses near institutions, which supplied much of their customer base and foot traffic. This pattern of commercial development is evident near the old and new hospitals, the post office, and the Bonne Bay Marine Station. Most of the town's housing is built along the main roads. There is an increase in new development on waterfront properties.



## Housing

Newfoundland is currently experiencing a housing boom with housing starts up 19% in 2007. Sales of existing homes reached their second highest level ever in early 2008 (Wyman 2008). According to the 2006 census, there are 260 private dwellings in Norris Point. Single detached houses are the most common housing type (92.3%); however there are some apartment duplexes (3.8%). Most residents own their own home; although there were about 20 rental units counted in the latest census.

The 2006 average value of an owned dwelling in the province was \$132,494. The average value is lower in Norris Point (\$89,913), but higher in Corner Brook (\$132,493), the largest city nearby. Housing costs in Norris Point, including monthly rent and mortgage payments are lower than in the province as a whole. Although the total number of private dwellings did not increased much over the past census periods, the average value of owned dwellings increased in Norris Point, as it did for the province as a whole. (Table A) (Statistics Canada, 2008).

Table A: Average value of owned private dwellings in Norris Point compared to the provincial average from 1996 to 2006 (Statistics Canada 1996, 2001, 2006 census data)

	<b>Average Value in 1996</b>	<b>Average Value in 2001</b>	<b>Average Value in 2006</b>
Norris Point	\$36,307	\$43,860	\$89,913
Newfoundland & Labrador	\$70,835	\$76,283	\$111,711

The majority of the housing stock was constructed prior to 1986 (67.3%). A quarter of the community's houses were constructed between 1961 and 1971, followed by a decade of decline in housing construction. Housing construction picked up in the decades that followed, and 34.6% of current dwellings were constructed between 1996 and 2006 (Figure H, Community Accounts 2008 & Statistics Canada 2008). Between 2001 and 2006, 3.8% of housing stock had to have major repairs, which is lower than in the province as a whole (7.9%) (Statistics Canada, 2008).

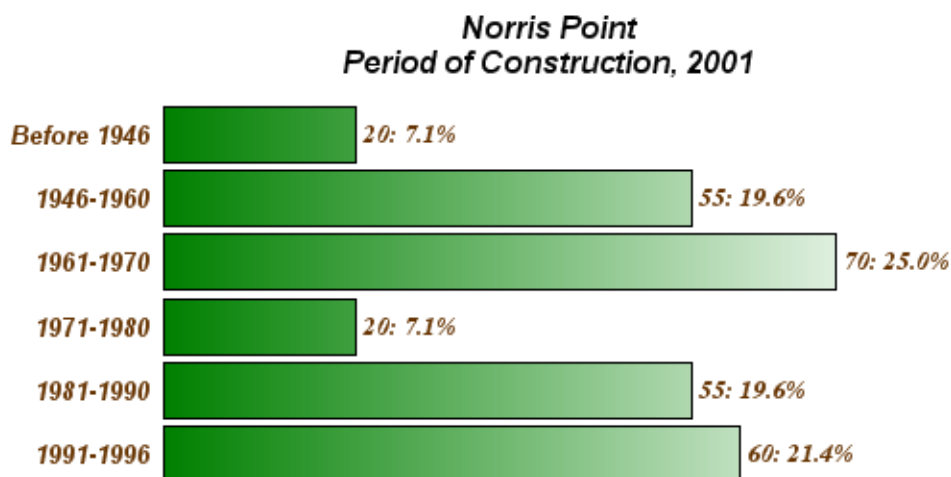


Figure H: Period of Housing Construction in Norris Point (Community Accounts 2008)

### ***Built Environment: Looking Ahead***

One of the challenges that Norris Point faces in the future is linking the dispersed nodes of development and enhancing the town's "sense of place". This will not only provide a more cohesive development pattern for the future development of Norris Point, but it will also provide better opportunities for tourism. Many of the developed commercial buildings are no longer occupied, particularly in the cluster near the old hospital, now the Julia Ann Walsh Heritage Centre. Efforts should be focussed on making this a viable centre by encouraging new commercial, or mixed use developments in this location rather than increasing growth near the new hospital and pharmacy location.

Since much of the housing stock was constructed prior to 1986, housing repair could be a significant issue when planning ahead for community sustainability. New housing development will continue to put increasing development pressure on waterfront property. The town should develop clear strategies and policies to guide new growth, and ensure it is in line with the character of the town and that extending municipal services will not place undue tax burden on current residents.



A dispersed commercial node needing connection



Julia Ann Walsh Heritage Centre provides a good opportunity to strengthen this commercial node

## **Profile of the Economic Environment**

Economic sustainability is an essential element for overall community sustainability. While many of the factors that shape local economies are beyond the control of municipalities, there are opportunities for Norris Point to make their community an attractive place for business investment and a place where employees can have a high quality of life. Employment and income data can shed light on the state of the economy in Norris Point and patterns that have developed there over time.

### **Employment**

Employment during the last census period has been growing in Canada at an annual average rate of 1.7%; this is the highest rate increase among all G7 countries. Notable is the increase in of employment in the services sector, particularly in retail which grew at a rate of 1.8% per year, almost reaching parity with employment in manufacturing. Employment in Newfoundland and Labrador grew at a slightly lower rate of 1.4% per year during the same period. This was a substantial improvement however compared to an average annual employment growth rate of only 0.5% between 1996 and 2001.

Growth was fuelled by the province's service sector as well as mining, oil and gas extraction, as well as the agriculture, forestry, fishing and hunting industry; attracting over 7,000 new workers to the province (Statistics Canada 2008b).

This increase in employment in the services industries at the national and provincial levels can be seen in Norris Point. The service industries are the largest employers in the town. Health care and social services, educational services, business services and other services are the biggest employers. These service industries employ 83.3% of the total experienced workforce 15 years and older. All of the women included in the experienced workforce are employed in the service industries. Agriculture and other resource-based industries employ 5% of Norris Point's experienced male workforce. Construction employs another 5%, followed by wholesale trade (3.3%) and retail trade (3.3%) (Statistics Canada, 2008). The Norris Point business directory demonstrates that tourism is a large part of the service industry, and will likely increase in importance as the community strives to maintain the economy and create new employment opportunities (Norris Point, 2008).

The 2006 unemployment rate in Norris Point was high compared to the provincial and national rates as well as in comparison to Corner Brook, the largest municipality in the area (Table B). Women are experiencing a higher unemployment rate than men in Norris Point. Even though the employment rate in Newfoundland increased in the last census period, the employment rate in Norris Point decreased between 2001 and 2006 from 41.3% to 28.1% (Statistics Canada, 2008).

Table B: Comparison between Employment and Unemployment rate comparison between Norris Point, Newfoundland, Corner Brook and Canada (2006 Stats Canada Community Profile Data)

<b>2006 Employment rate</b>		
Norris Point:	38.4%	
	Men: 41.5%	Women: 34.5% (7% less than men)
Province:	47.9%	
	Men: 50.4%	Women: 45.7 (4.7% less than men)
Corner Brook:	49.0%	
	Men: 50.0%	Women: 48.3% (1.7% less than men)
National:	62.4%	
	Men: 67.6%	Women: 57.5% (10.1% less than men)
<b>2006 Unemployment rate:</b>		
Norris Point:	32.8%	
	Men: 26.7%	Women: 41.2% (14.5% higher than men)
Province:	18.6%	
	Men: 20.7% (4.7% higher than women)	Women: 16.3%
Corner Brook:	13.7%	
	Men: 17.4%	(7.4% higher than women) Women: 10.0%
National:	6.6%	
	Men: 6.5%	Women: 6.6% (0.1% higher than men)

## Income

Residents who have recently returned to Newfoundland from other provinces are bringing increased wealth and spending power with them (Wyman 2008). In Norris Point, all income measures (personal income per capita, & disposable income, real disposable income, average couple family income) rose between 2000 and 2002, then took a bit of a dip in 2003, recovered in 2004 to around the 2002 levels and rose again in 2005 (See for example Personal Income per Capita Figure I) (Community Accounts 2008).

**Norris Point  
Personal Income Per Capita  
1990-2005**

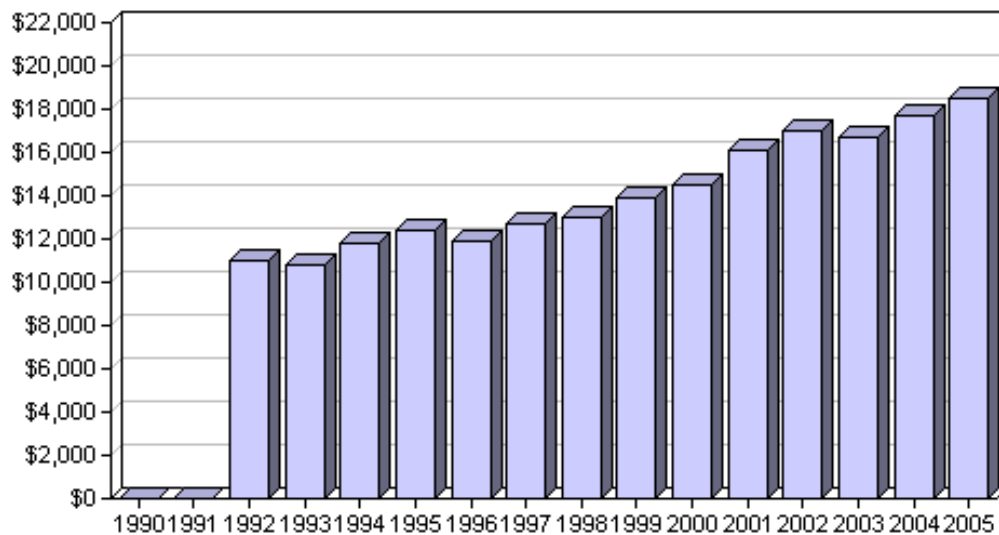


Figure I: Personal Income Per Capita in Norris Point (Community Accounts 2008)

Half of the couple families in Norris Point had incomes of more than \$45,600 in 2005, which is lower than the provincial median income of \$53,600. Half of the lone-parent families in Norris Point had incomes of less than \$23,100 in 2005, which is similar to the provincial level. In Norris Point, 69.7% of income comes from market sources and 30.3% come from government transfers. The provincial government refers to this as the “self reliance ratio”. Norris Point has a lower self reliance ratio than for the province as a whole, which receives 78.4% of income from market sources. Over half the labour force (55.4% or 220 people) collected employment insurance in 2006, which is higher than the provincial rate of 35.5% (Community Accounts, 2008).

Unpaid work is a part of every economy and 80.4% residents of Norris Point reported hours of unpaid work, including housework, child care, and assistance to seniors. A greater number of women reported hours in all three categories of unpaid work, which is consistent with the provincial and national trend (Statistics Canada, 2008).

### ***Economic Environment: Looking Ahead***

These are times of economic uncertainty. There have been significant positive changes in the economic outlook for Newfoundland; however global economic downturn is likely to slow down economic growth across Canada, including Newfoundland. It is prudent for Town Council to stay informed about economic trends and seek advice as to how those will impact the town. As the Town's economy continues to rely on tourism, there could be reason for concern if the number of visitors to the area decreases significantly.

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