



# Town of Twillingate

## Municipal Plan

Effective  
MONTH DAY, YEAR

With Amendments To  
N/A

This page has been intentionally left blank.

# PLAN TWILLINGATE



UPLAND

## Credits

This Plan was initially prepared by  
UPLAND Planning and Design and the  
Town of Twillingate.

**All rights reserved, 2020.**

This page has been intentionally left blank.



# Urban and Rural Planning Act, 2000

## Resolution to Adopt

### Town of Twillingate Municipal Plan 2021

Under the authority of Section 16 of the *Urban and Rural Planning Act, 2000*, the Town Council of Twillingate adopts the Town of Twillingate Municipal Plan 2021.

Adopted by the Town Council of Twillingate on the 10<sup>th</sup> day of May, 2021.

Signed and sealed this      day of,      , 2021.

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

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

Town Seal

### Canadian Institute of Planners Certification

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

\_\_\_\_\_  
I. Watson, M.C.I.P.

MCIP/FCIP Stamp

# Urban and Rural Planning Act, 2000

## Resolution to Approve

### Town of Twillingate Municipal Plan 2021

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

- a) adopted the Town of Twillingate Municipal Plan 2021 on the 10<sup>th</sup> day of May, 2021.
- b) gave notice of the adoption of the Town of Twillingate Municipal Plan by advertisement, inserted on the 15<sup>th</sup> day of June, 2021 on the Town website, Plan Review Project website, and Town Facebook page due to a lack of locally-circulating newspaper and as approved by the Department.
- c) set the 19<sup>th</sup> day of July at 4:30 p.m. as the deadline for written submissions in lieu of an in-person Public Hearing, in compliance with the *Circular to Municipalities and Planning Consultants* regarding the COVID-19 pandemic protocols.

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

SIGNED AND SEALED this day of, \_\_\_\_\_, 2021.

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

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

Town Seal

# Contents

<b>1. INTRODUCTION .....</b>	<b>1</b>
1.1. PURPOSE OF THE MUNICIPAL PLAN .....	1
1.2. PLANNING AREA .....	1
1.3. PLAN PREPARATION AND PUBLIC ENGAGEMENT PROCESS .....	2
1.4. APPROVAL PROCESS .....	2
1.5. IMPLEMENTING THE PLAN .....	3
1.6. REVIEWING AND AMENDING THE PLAN .....	3
1.7. INTERPRETATION .....	4
<b>2. PLANNING CONTEXT .....</b>	<b>5</b>
2.1. HISTORICAL CONTEXT .....	5
2.2. POPULATION .....	7
2.3. REGIONAL CONTEXT .....	8
2.4. THE NATURAL ENVIRONMENT .....	10
2.5. THE BUILT ENVIRONMENT .....	10
2.6. ECONOMY AND TOURISM .....	12
2.7. HERITAGE PRESERVATION .....	13
2.8. MUNICIPAL SERVICES .....	14
2.9. COMMUNITY ENGAGEMENT THEMES .....	15
<b>3. COMMUNITY VISION AND GOALS .....</b>	<b>16</b>
3.1. VISION 2030 .....	16
3.2. COMMUNITY GOALS .....	16
<b>4. COMMUNITY WIDE POLICIES .....</b>	<b>19</b>
4.1. INTRODUCTION .....	19
4.2. DIRECTING GROWTH .....	19
4.3. SUBDIVISION .....	20
4.4. INFRASTRUCTURE AND TRANSPORTATION .....	21
4.5. HOUSING .....	29
4.6. ECONOMIC DEVELOPMENT .....	31
4.7. ENVIRONMENT .....	34
4.8. RENEWABLE ENERGY .....	38
4.9. RECREATION .....	39
4.10. ARTS, CULTURE, AND HERITAGE .....	40
4.11. LOCAL GOVERNANCE .....	42
<b>5. LAND USE POLICIES .....</b>	<b>44</b>
5.1. GENERAL POLICIES .....	44
5.2. LAND USE DESIGNATIONS .....	47
5.3. RESIDENTIAL DESIGNATION .....	48
5.4. COMMERCIAL DESIGNATION .....	50
5.5. INDUSTRIAL DESIGNATION .....	53
5.6. CONSERVATION DESIGNATION .....	55
5.7. PROTECTED WATERSHED DESIGNATION .....	56
5.8. RURAL .....	57

6. IMPLEMENTATION AND MONITORING .....	59
6.1. CONTEXT .....	59
6.2. DOCUMENT ADMINISTRATION.....	59
6.3. DEVELOPMENT CONTROL .....	59
6.4. DEVELOPMENT PERMITS .....	60
6.5. DEVELOPMENT AGREEMENTS .....	60
6.6. MUNICIPAL PLAN AMENDMENTS.....	61
6.7. AMENDING THE DEVELOPMENT REGULATIONS.....	62
7. SCHEDULES AND APPENDICES .....	66
SCHEDULE 'A' – FUTURE LAND USE MAP .....	67
SCHEDULE 'B' – MUNICIPAL PLAN INDICATORS .....	69
APPENDIX 'A' – MUNICIPAL PLAN REVIEW ENGAGEMENT REPORT (OCTOBER 2019) .....	71

# 1. Introduction

## 1.1. Purpose of the Municipal Plan

The Town of Twillingate Municipal Plan is Council's comprehensive policy document for the management of growth within Twillingate over the 10-year planning period from 2020 to 2030. Prepared under the authority of the *Urban and Rural Planning Act, 2000*, the Plan repeals and replaces the Town of Twillingate Municipal Plan (Approved 1995).

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

## 1.2. Planning Area

The map below indicates the Municipal Planning Area for the Town of Twillingate. The Planning Area is governed by Town Council, which exercises control over development within the Town.

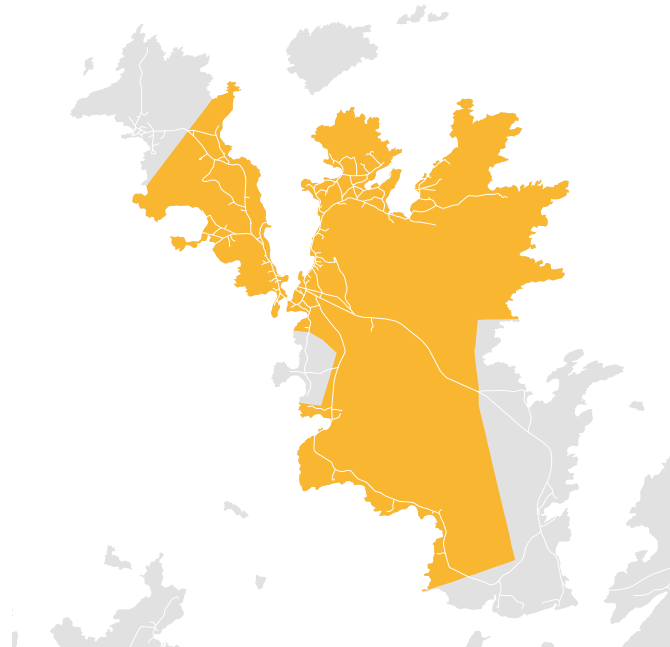


Figure 1: Town of Twillingate Planning Area



### 1.3. Plan Preparation and Public Engagement Process

The Town of Twillingate's first Municipal Plan and Development Regulations were adopted in 1995. The current planning processing started with a review of the 1995 Municipal Plan and Development Regulations, and the production of a "Background Analysis" document to explore current demographic, economic, and environmental conditions and trends.

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

- > a project website;
- > two community workshops open to the public held in September, 2019;
- > a trio of online surveys for Community Members, Visitors, and Tourism Business Operators, which garnered 321 responses between July and October, 2019;
- > stakeholder calls; and,
- > workshops with staff and Council.

As part of the initial engagement phase of this Municipal Plan review, an engagement summary report was released to the public. This report has been included as an appendix to this Plan.

Following the completion of the Engagement Report in October of 2019, the document was posted online on the project website and on the Town's social media pages. The feedback collected through the initial engagement formed the foundation of the drafts of the Municipal Plan and Development Regulations, which were released to the public in February 2020. In March of 2020, the Town hosted two open houses where residents and other members of the community could provide feedback on the draft planning documents. Additionally, 'open hours' were held at Town Hall in March of 2020, where members of the community could ask questions directly to the consulting team regarding the draft planning documents or their personal property.

### 1.4. Approval Process

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 on the Municipal Plan. At the public hearing the Commissioner appointed by the Council hears objections and representations, and writes a report to Council that includes recommendations and copies of submissions taken at the hearing.

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

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

## 1.5. Implementing the Plan

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

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

## 1.6. Reviewing and Amending the Plan

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

## 1.7. Interpretation

In this Municipal Plan:

- > "Council" means the Council of the Town of Twillingate.
- > "Development Regulations" means the Twillingate Development Regulations, approved August 9<sup>th</sup>, 2021, as amended.
- > "Municipal Planning Area" means the Town of Twillingate Municipal Planning Area.
- > "Plan" means this Town of Twillingate Municipal Plan.
- > "Act", unless otherwise specified, means the *Urban and Rural Planning Act, 2000*.

In this Plan, where:

- > "may" is used in policies, the Town may, but is not obligated to, undertake future action.
- > "shall" is used in policies related to land use, the policy shall be implemented through the Development Regulations.

The diagrams, sketches, and photos in this Plan are provided for illustrative purposes only. Maps and schedules are part of this Plan. Appendix 'A', the Engagement Report, is provided for informative purposes only and does not form a portion of this Plan.

The boundaries between 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 this Plan shall affect the continuance of land uses that are lawfully established as of the date this Plan comes into effect.

## 2. Planning Context

### 2.1. Historical Context

What is now known as the Town of Twillingate was first inhabited by the Maritime Archaic peoples around 1500 BCE, as evidenced by artifacts found in Back Harbour. The area was more recently inhabited by Dorset Paleo-Eskimos, potentially remotely related to the modern-day Inuit. Although not close relatives of these previous inhabitants, the Beothuk First Nation eventually moved into the area, with a population of up to 2,000 residents, organized in bands of up to 50. The Beothuk were Algonkian-speaking hunter-gatherers, and hunted seals, salmon, auk birds and caribou.

The first Europeans to enter Twillingate were French fishermen who, in the 1500s, gave these islands the name Toulinquet, after a group of islands off of France. The French did not settle in the area, but maintained a presence up until 1786. The Beothuk remained the sole inhabitants of the area until the 1700s, when English colonists arrived.

The French vacated the area following the Treaty of Utrecht, and Twillingate (the anglicized version of Toulinquet) was a natural choice for English immigrants for its harbour and abundant fishing. The islands' population grew as English fishermen colonized the islands and brought over family and servants. By 1857, the English community had grown to 2,348 residents including clergy, doctors, mechanics, fishermen and merchants. The colonialists took over the coastline, establishing the province's strongest fishing port with 400 fishing vessels; 40 sealing boats; 1,000 farm animals; and crops including potatoes, turnips, and hay. Cod was sold to Spain and Portugal, and Twillingate formed a particularly prosperous seal hunting route.

As the European fisheries developed and these settlements expanded, the Beothuk peoples quickly lost access to their traditional fishing and hunting grounds. This capture of unceded territory created significant changes in the diet of the Beothuk bands, and forced them to permanently relocate to Red Indian Lake, named for the red ochre the First Nation peoples spread across their skin and implements.

In response to this violent colonization of their territory, the Beothuk largely refused to communicate or trade with European immigrants, leaving colonizers at a loss without their traditional skills and knowledge of the land. English rhetoric accused the Beothuk peoples of withholding, and chastised them for pilfering small items from the fishing settlements. Violence, loss of traditional resources and the exposure to European diseases essentially exterminated the Beothuk First Nation within 200 years of contact. Some Beothuk women were captured across Newfoundland and Labrador, and brought to work for British families. This included Demasduit and Shanawdithit, the last known Beothuk, until they died of tuberculosis.

The English fisheries continued to prosper well into the 20<sup>th</sup> century, using a barter system that saved merchants from having to pay fishermen in coin. Upon completion of the railroad, Lewisporte began to take over as water trade slowed, and Twillingate was deep in decline by the 1930s. Attempts to diversify the economy were largely unsuccessful, and the Crow Head copper mine, which opened in 1913, lasted only a few years. Twillingate was incorporated as a Town in 1965, and a causeway was built in 1973, connecting the isolated villages to mainland Newfoundland. When the cod fisheries collapsed in the 1990s, many young families moved out, and Twillingate's population dropped again. In 1992, the Towns of Twillingate, Durrell, and Bayview amalgamated into what is now known as the Town of Twillingate.



## 2.2. Population

According to the Statistics Canada 2016 Census, the population of Twillingate is 2,196 people, down from 2,269 people in 2011, a decline of 3.2%. During this same period (2011 to 2016), there was a 1.0% increase in Newfoundland and Labrador's population, with most growth occurring in the St. John's metropolitan area. From 1991 to 2016, Twillingate saw an average yearly population decrease of 1.3%.

Factors driving the declining population of Twillingate are similar to those of neighbouring rural Newfoundland communities: young adults and families with young children continue to move to urban centres in search of jobs or for better access to education, health care, and other services. Out-migration from rural communities has become a strong trend for the province, and indeed most of Atlantic Canada. Almost every year over the last 60 years has exhibited a movement of residents leaving their rural communities, exceeding the numbers of new residents leaving the cities for rural lifestyles. This all equates to the decline in the population exhibited in Twillingate overall.

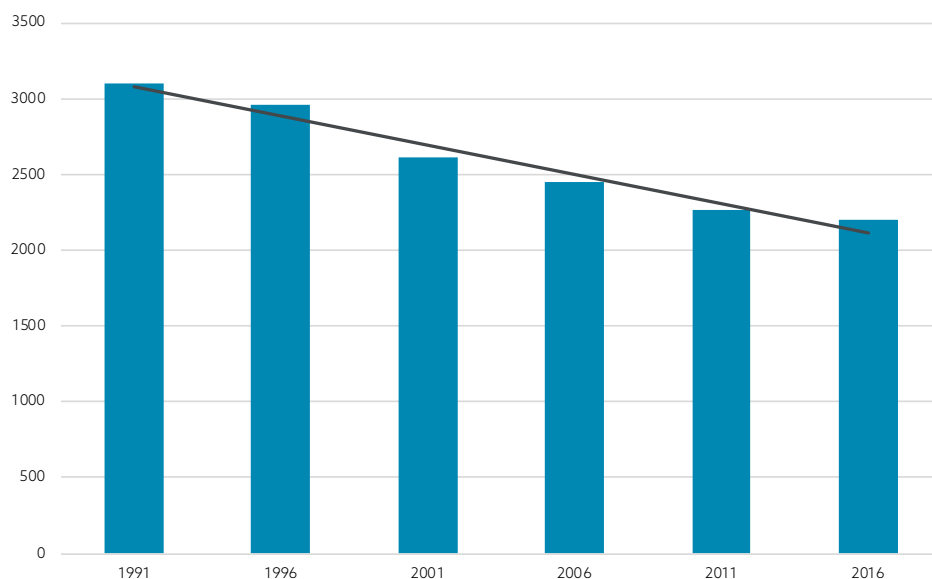


Figure 2: Town of Twillingate Population, 1991 to 2016 (Source: Statistics Canada)

Although out-migration has long been a reality in rural Newfoundland and Labrador one reason it has intensified in Twillingate is due to the collapse of the cod fishery in the 1990s. As a community heavily involved in the fishery, this collapse significantly affected Twillingate's economic base. While Twillingate has since been able to find a new economic base—tourism—between 1991 and 2001 its population experienced a large drop,

decreasing by 16.4%, compared to the milder provincial rate of a 10% reduction in population.

Importantly, Census data does not accurately capture seasonal residents. While the permanent population of Twillingate has shown a downward trend, anecdotal information suggests that the seasonal population is growing with summer tourism operators and people with second homes in Twillingate. However, seasonal residency can be partially inferred from Statistics Canada data. Between 2006 and 2016, the percentage of private dwellings occupied by usual residents (those who are permanently residing in Twillingate) decreased from approximately 87% to 81%, indicating a potential increase in seasonal residents.

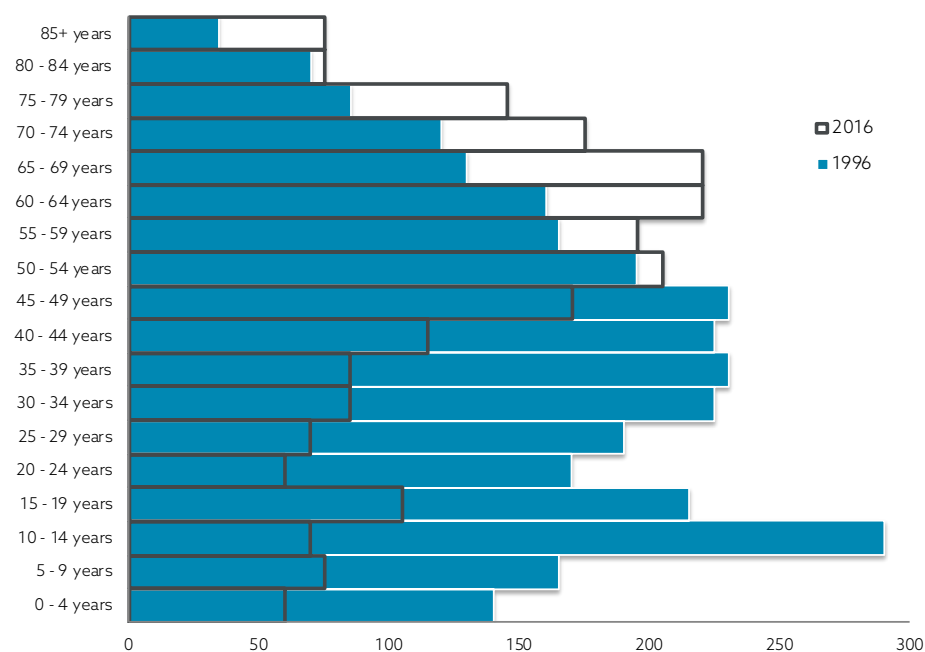


Figure 3: Town of Twillingate Population Pyramid Comparison, 1996 to 2016  
(Source: Statistics Canada)

## 2.3. Regional Context

Twillingate Island is located on the northeastern coast of Newfoundland and Labrador, forming part of the divide between Notre Dame Bay and Hamilton Sound. The area is comprised of two small islands, Twillingate North and Twillingate South, which are joined by Shoal Tickle Bridge at the head of Twillingate Harbour. The Walter B. Elliot causeway joins Twillingate Island with the mainland via New World Island, and was constructed in 1973. Prior to construction of the causeway, a ferry service operated between Twillingate islands and the mainland of Newfoundland.



Figure 4: The Town of Twillingate within the regional context

The Road of the Isles connects Twillingate Island with the Trans Canada Highway via route 340 through Lewisporte, a distance of approximately 80 kilometres, and by Route 330 to Gander, which is about 100 kilometres to the south of the area. With over 10,000 residents, the Town of Gander is the largest population centre in the region and is about an hour-and-a-half drive from Twillingate. Gander is the choice for many residents of Twillingate to access services that are not available in the town.

With the exception of the Municipality of Crow Head, to the north, areas outside of Twillingate's boundary are unincorporated provincial territory. Unincorporated territory is not subject to municipal policies, regulations, or taxation. Any policies established in this Plan and resulting regulations must be considered in this context to ensure Twillingate remains an attractive location for investment but can still appropriately regulate activities.

## 2.4. The Natural Environment

Twillingate is a community defined by its relationship to water. As an island community, the history, economy, and identity of Twillingate have been oriented to the ocean and coastline.

The climate in Twillingate is highly influenced by the ocean. Seasonal temperature extremes are minimized by the Atlantic Ocean, which acts to moderate the climate in the region. Additionally, the Labrador Current, a cold oceanic current in the North Atlantic Ocean, has a general cooling effect on the region's climate. This current is also responsible for carrying sea ice south to the town, which has become a popular tourist attraction. Because of these oceanic factors, Twillingate has generally mild winters and cool summers, but late spring and early fall frost limit the agricultural potential in the region.

The landscape of Twillingate is characterized by its rugged topography, which is partially the result of long periods of glaciation. As glaciers retreated, the region was left with its unique landscape with an extensive, irregular coastline and many islands. Glacial till covers the majority of Twillingate and closely resembles the underlying bedrock. The area is quite hilly, with little tree cover except in a few sheltered areas. Black spruce and balsam fir are the most common tree species in the region, while white birch, tamarack, white spruce, and eastern white pine are also found.

## 2.5. The Built Environment

### 2.5.1. Development Pattern

Development in Twillingate has happened organically over the course of the town's history. The legacy of the once prominent fishing industry has left its mark on the community's built heritage – the shoreline's bays and harbours are clustered with stages, wharves, slipways, and sheds.

Residential development primarily occurred along the shoreline and has moved inland away from the harbour in more recent times. Housing density is low, but over the past few decades, density has generally increased. With most of the available land occupied along the shoreline, more recent residential development has occurred in Back Harbour. Topographical conditions and the proximity of the municipal watershed constrain the extension of existing development further inland. As development has spanned much of the developable land, future development will locate primarily in established areas, although in

some instances the existing pattern of development would make servicing difficult and too costly. Recent development in some areas has worsened the environmental problems caused by aging and overburdened municipal water and sewer systems.

The harbour has historically been the focal point for commercial activity in Twillingate. Retail businesses are concentrated on the west side of the harbour, interspersed with residential buildings. A second commercial district emerged along Toulinguet Street, which is the main land-based entrance into town. As there is little room for expansion in the town centre, many new businesses—particularly those requiring considerable space—have located along Toulinguet Street.

Most industrial activity occurs along the waterfront as well. Major components include a government wharf, finger piers, and a breakwater. The fish plant, which is located in the centre of town, closed in 2018 and is no longer in operation. There is also a large industrial site in the Durrell area on the south side of Gillesport Harbour. In 2018, the Federal Government announced a new Canadian Coast Guard station would be constructed in Twillingate. At the time of writing this Plan, it is near completion.

#### 2.5.2. Trail Network

The rugged landscape in Twillingate and its extensive coastlines means hiking trails provide spectacular views and experiences for residents and visitors of the town. The town currently has approximately 30 kilometres of established walking trails, including to French Beach and Spillar's Cove in the northeast region of the Planning Area. In 2019, a report outlining current trail assets was conducted on behalf of the Town.

In 2019, the Twillingate Trails Regional Committee was established as an arm of Twillingate's Town Council with a mandate to enhance, expand and maintain the Twillingate Island trail network. The overarching goal of this Committee and the Town is to establish Twillingate as a world-class hiking destination. In 2020, The Town received funding from the Atlantic Canada Opportunities Agency and the former Department of Tourism, Culture, Industry and Innovation to enhance and expand the trail network. On-the-ground work on this project commenced in May 2020 and funding is currently secured through until the end of 2021.



## 2.6. Economy and Tourism

Historically, Twillingate has always been a fishing community. The Beothuk First Nation was a community of hunter-gatherers who fished and hunted throughout Twillingate prior to the arrival of European colonists. Both French and English fishermen eventually discovered the potential of this coast and took over the traditional territory, bringing the local seals and cod to markets in Spain and Portugal. English immigrants introduced small-scale farming to Twillingate, raising livestock and growing crops such as turnips, potatoes, and hay. Nobles came to Twillingate as merchants, growing their wealth through the fisheries.

Industry began to decline in the early 20<sup>th</sup> century as the Canadian Railway took over the trade markets, and marine travel lost relevance. The next key shift in Twillingate's industry came in the 1990s as overfishing caused a collapse of the cod fishery and many families moved away. Currently, fishing remains a key industry throughout the community, though tourism has become a large contributor to the local economy.

Twillingate's labour force is (as of 2016) made up of 1,000 residents. Of this total, the main employer is health care and social services, at 22%. Following are construction (14.5%); manufacturing (11%); retail (9.5%); and agriculture, forestry, fishing and hunting (7%). Twillingate follows similar patterns as the larger region, though is overrepresented in healthcare, likely due to the Notre Dame Bay Memorial Hospital, a major local employer. While manufacturing is Twillingate's third largest employer, the Twillingate shrimp plant shut down between 2016 and 2018, displacing 100 workers. This loss is likely not reflected in 2016 Census numbers, and the total of 110 manufacturing employees (11%) has likely decreased significantly, unless workers were able to find similar work within commuting distance.

Compared with provincial trends, Twillingate appears to be underrepresented in public administration, accommodations and food services, and educational services. However, these data are based on employment during the week of May 1 to May 7, considerably earlier than peak tourism season, which occurs during July and August. As a result, these data likely under-represent the impact of the "arts, entertainment, and recreation" and "accommodation and food service" industries. These data also do not capture individuals living outside of Twillingate but who work within the municipal boundary. According to the Town's business directory, there are over 50 accommodations and over 15 food and beverage establishments located in Twillingate – highlighting the strength of the tourism economy.

Two major local industries, both the tourism and fishing sectors represent seasonal forms of employment. Based on employment insurance claims, Statistics Canada has also identified manufacturing and trades as seasonally fluctuating. Likely reflective of this, both the town and the region struggle with unemployment, with respective rates of 26.5% and 30.1% (compared with a provincial rate of 15.6%). This unemployment rate is reflective of census respondents unemployed between May 1 and May 7, 2016. Layoffs in the local and Albertan industries have also contributed to the current job market.

## 2.7. Heritage Preservation

### 2.7.1. Heritage Structures and Archaeology

Over the past two decades the Town, in cooperation with the Province, has taken efforts to recognize and designate a number of heritage structures. In Newfoundland and Labrador, the provincial protection of heritage properties is undertaken by the Heritage Foundation of Newfoundland and Labrador. The *Heritage Resources Act, 1985* is responsible for ensuring heritage preservation and empowers the Foundation to designate and protect provincially significant buildings. In 1998, the Foundation completed a heritage inventory for the Twillingate Islands of several pre-1920 structures with heritage significance.

Municipalities may also recognize heritage properties under the *Municipalities Act, 1999*. Such properties may not be demolished or have their exterior modified in any way without permission from Council.

Currently, there are 19 protected heritage buildings spread throughout Twillingate, 7 of which are designated by the Heritage Foundation of Newfoundland and Labrador.

Finally, there are 27 registered archeological sites within the Twillingate Planning Area. These sites are significant to many cultures and peoples that have been prominent in the area including European, Maritime Archaic, and Paleoeskimo people.

## 2.8. Municipal Services

### 2.8.1. Water and Sewer

The Town owns and operates a central water supply system that provides a large portion of the community's clean drinking water. As of 2020, there are approximately 1,400 properties served by the municipal water supply system. The Town gets its drinking water from a series of reservoir ponds (Wild Cove Pond, Rocky Pond, and Scratch Ass Pond) located within the Planning Area. Water supply in Twillingate is not metred, but rather, property owners pay a flat rate fee depending on the type of land use. For lots that are not served by municipal water, they typically obtain their water through on-site drinking wells. In recent years problems with dry wells have become more frequent.

Similarly, a portion of Twillingate is covered by the municipal sewage disposal system, which uses a series of lift stations and gravity mains to pump sewage through outflows into the harbour. As of 2020, approximately 1,200 properties are served by the municipal sewage supply system. There are 12 lift stations distributed throughout the Planning Area. For the lots not served by municipal sewer, on-site septic systems are required.

A particular issue for the Town is rehabilitation, maintenance, and upgrading of the current water and sewer systems. The current potable water distribution system is aging and overburdened, and suffers from frequent pipe failures. This situation results in water quality and quantity issues for residents and business owners, and means public works crews must conduct repairs in a reactive manner rather than having time for proactive maintenance.

The current wastewater disposal system involves direct outflow into the ocean at various points along the coast. New federal wastewater treatment and disposal guidelines mean the long-term acceptability of such an approach is limited. However, the topography of Twillingate means collecting all wastewater in a central location for treatment will require extensive pumping at great expense.

### 2.8.2. Fire Protection and Policing

Fire protection within the Planning Area is provided by a team of volunteer firefighters, staffed by 30 members. The Twillingate Fire Department was established in 1968. Fire hydrants connected to

municipal water are located throughout Twillingate in case of emergency. In areas where fire hydrants are not located, the Fire Department uses fresh or salt water to extinguish fires.

Policing in Twillingate is provided by the Royal Canadian Mountain Police (RCMP). The RCMP have a detachment—which serves Twillingate and the surrounding area—within Twillingate. Their old building was replaced with a state-of-the-art facility on Hospital Lane in 2017.

### 2.8.3. Streets and Sidewalks

There are approximately 30 kilometres of paved local streets (those that provide direct access to public and private properties) in Twillingate. Several other streets, including the main roads and highways within the Planning Area, are managed by the Newfoundland and Labrador Department of Transportation and Infrastructure. Streets and roads serve important functions to connect the communities within Twillingate to one another and to the region more broadly.

There are two small boardwalks within Twillingate at the North and the South rest stops, a very short stretch of sidewalk on Hospital Lane, and limited marked areas to safely cross the road. Residents and visitors of the town are particularly concerned with their ability to walk or wheel safely around.

## 2.9. Community Engagement Themes

Through the Municipal Plan Review process, community members and stakeholders in and around Twillingate were consulted and engaged in a number of ways to reach a wide audience. The feedback received forms the foundation of this Plan and the policies within. The most pressing issues stakeholders brought up during the engagement were:

- > Improving water and sewer services
- > Providing a greater variety of housing, especially for seniors
- > The proliferation of short-term rentals in Twillingate
- > Protecting the natural environment
- > Limiting infilling of the harbour
- > Protecting and enhancing existing community assets while providing additional amenities for the public
- > Safeguarding the heritage character of the town
- > Ensuring a fair and equitable governance process

## 3. Community Vision and Goals

### 3.1. Vision 2030

A vision statement establishes the aspirations and ambitions of a community and answers the question, “where do we want to be in 10 years?” This Municipal Plan, and the vision that will guide the Plan, is built upon the public engagement and meetings that occurred during the Municipal Plan Review process.

Council adopts the following vision to guide the Town:

***In 2030, Twillingate will be a community where the year-round population and economy are growing and diverse, and where every person, no matter their age, ability, or income are able to access the services and amenities they need. Residents will continue to feel safe and secure, and a strong sense of community will prevail. The Town will be proactive in protecting the environment, the community’s heritage, and adapting to the impacts of climate change.***

### 3.2. Community Goals

While the vision of the Town establishes the aspirations and ambitions of the community, community goals establish specific outcomes the community wants to achieve during the lifespan of the Plan. This Plan establishes seven goals that will be supported by clear, strong planning policies and the regulations within the Development Regulations. To help the Town achieve these goals, this Plan also establishes policies outside of the scope of land use planning. Finally, quantitative performance indicators—located in Schedule ‘B’—will guide the monitoring and review process of this Plan.

#### **Grow the number of available housing units and housing options**

The majority of housing in Twillingate is single-unit, detached homes. While this has served the community well, the shifting demographics of Twillingate mean residents now need different styles of housing in order for them to live comfortably, safely, and affordably. A goal of this Plan is to enable the development of different styles and arrangements of housing to help ensure the current and future population can meet their housing needs.



## **Enable a healthier community**

Health is often only thought of as our physical health, but *health* incorporates so many different factors in our lives. Our spiritual, social, emotional, and mental health can be influenced by our ability to interact with other members in our communities and access the services and amenities we need. Health can also describe the state of the community. A healthy community is one where residents are engaged in the decision-making process. This Plan recognizes the importance of a healthy community and establishes policies to enable an individually and collectively healthier community.

## **Protect environmentally sensitive and significant areas**

The pristine natural environment within which Twillingate is situated should be protected to ensure it remains a viable ecosystem and a natural asset for the town. This environment has contributed to the local identity and character of the community, and is also a contributing factor to the economy. While human activity should be limited in environmentally sensitive areas, human development should be prevented in areas that can be harmful or hazardous to humans. Shorelines, cliffs, and other hazardous areas pose real threats to humans and should be free from development where possible.

As a coastal community, Twillingate will be subject to the impacts of climate change and sea level rise. The impacts of climate change will be wide ranging and could include impacts on the local water supply and plant and animal habitats. Sea level rise, a by-product of climate change, will threaten coastal properties, structures, and could impact roadways and travel. Damage could include coastal erosion, permanent flooding, and saltwater intrusion into the water table. Planning for the future must acknowledge and adapt to the threats of climate change.

## **Support improved reliability and capacity of municipal services**

Throughout the engagement, much of the feedback regarded the state of the current infrastructure, specifically municipal water and sewer. While this Municipal Plan does not have a direct influence on the allocation of existing municipal services, a goal of this Plan will be to direct future development so the current infrastructure is used most efficiently. Any development outside of the bounds of municipal infrastructure will be planned in a manner that prevents undue burden on taxpayers.

### **Preserve and enhance the community's character and identity**

Twillingate has a rich history, spanning from the Indigenous groups that previously inhabited the lands, to the early European settlers, and to the current residents of the town. Each group of people have left their mark on the town through the stories, buildings and structures, and cultural practices that remain in the town to this very day. Preserving and enhancing these cultural assets will ensure the history of Twillingate remains at the forefront of its identity.

### **Grow economic opportunities**

There has been a shift in Twillingate's key economy in recent years. The once prominent fishing industry has given way to the growing tourism industry, although fishing remains an important part of the community. Visitors are drawn from around the world to take in the natural beauty and culture that Twillingate has to offer. However, throughout the engagement for the review of this Plan, respondents spoke of the need to "prevent putting all the town's eggs in one [economic] basket." This Plan enables a framework and policies to permit a wide range of commercial and industrial opportunities, while continuing to support tourism and the fishery.

### **Develop and reinforce community capacity and accountability**

The built form of Twillingate has developed in an ad hoc manner over the course of the town's history. Limited regulatory barriers have permitted a development pattern that contributes to the town's character and identity as a fishing community. This Plan and corresponding Development Regulations acknowledge the sentiment of the community to limit regulations; however, throughout the engagement for this Municipal Plan Review respondents spoke of their desire to see regulation applied and enforced universally and consistently across Twillingate. This Plan establishes clear policies and a regulatory framework in which planning decisions in Twillingate will be made.

## 4. Community Wide Policies

### 4.1. Introduction

The Town of Twillingate encompasses an area of over 25 square kilometres with unique communities, development, and histories. With these characteristics come planning issues that are unique to specific areas in the town; however, there are many planning issues that apply across the entire town. Municipal servicing, environmental protection, and access to amenities and services are a few of these issues that impact each and every resident of Twillingate. Establishing cohesive planning policies for issues that apply across Twillingate enables the community to progress collectively, and to leverage the strengths of the community and create future opportunities. This chapter contains the policies that guide the shared issues in Twillingate.

### 4.2. Directing Growth

The intent of this planning document is to direct and manage how land is developed over the next decade in Twillingate. The supply of land capable of economical servicing in Twillingate is limited, and the debt load for infrastructure is high. This makes the extension of services to outlying or fringe areas generally undesirable. However, there exist a number of existing serviced areas where gradual intensification could be undertaken.

The overall development philosophy of this Plan is to maximize existing investments in infrastructure, and lower the overall burden on users (by spreading upkeep costs among more users) by directing most new development to serviced areas. Where service extensions are necessary, they should generally be limited to lands immediately adjacent to areas that are already serviced and controlled in a manner to limit the cost (immediate and ongoing) of such extensions. Finally, when development does occur in the more rural, unserviced areas of the town, it should occur in a manner that does not prevent the efficient future extension of municipal services.

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

### 4.3. Subdivision

The subdivision of land involves the orderly process of land division or consolidation, while providing for the creation of streets and services. Although the subdivision of land within Twillingate has largely been done on an ad hoc basis, strong, flexible planning policies related to the subdivision of land can ensure our communities function and operate as efficiently and effectively as possible, but also so our communities retain their character as they develop. Poor subdivision standards can leave the Town with high servicing costs, and can leave areas inaccessible to the community.

**Policy 4-2:** Council shall, through the Development Regulations, require any subdivider of land to obtain a permit before proceeding.

**Policy 4-3:** Council shall, through the Development Regulations, require all applications of subdivision to be accompanied by a signed land survey from a member of the Association of Newfoundland Land Surveyors, at the cost of the applicant.

**Policy 4-4:** Council shall, through the Development Regulations, ensure that any subdivision conforms with the lot requirements contained in the Development Regulations.

**Policy 4-5:** Council shall, through the Development Regulations, establish locations and standards for the development of public and private roads, central services, and other publicly owned infrastructure for subdivision development.

**Policy 4-6:** Council shall, through the Development Regulations, establish provisions intended to ensure that lots created through subdivision are suitable for on-site sewage disposal where there is no central sewer system.

**Policy 4-7:** Council shall, through the Development Regulations, require a minimum of 10% of land proposed for subdivision development be dedicated to the Town as usable open space. Where it is determined by the Town that the land is of insufficient size, inappropriate location, unusable, or for any other reason unacceptable, the Town may accept in lieu of land a sum of money equal to the value of the land that would otherwise be required and such monies shall be dedicated to the purchase of land in other locations or to the improvement of existing public recreation facilities.

## 4.4. Infrastructure and Transportation

### 4.4.1. Central Services

Twillingate is served by a municipal water and sewer system; however, not every property within Twillingate has access to such services. Properties that are not serviced by municipal water and sanitary sewer typically have on-site wells and septic systems.

Municipal water is derived from the town reservoir and is pumped throughout Twillingate from the station at Wild Cove Pond. This area has been designated by the Department of Environment, Climate Change and Municipalities as a Protected Public Water Supply Area, thus any development in this area must comply with provincial legislation and policies. The municipal water system was first developed in the 1960s, and due to its relatively old age the infrastructure is subject to frequent breakdowns. Most commonly, underground distribution pipes crack and leak, requiring the system or portions of it to be shut down for repairs. In 2019, the Town received Federal Government funding to replace a 1.7 kilometre stretch of underground piping along Main Street, at a total project cost of \$2.8 million.

In the winter months, municipal water pipes are prone to freezing due to their diameter and depth in the soil. Residents are often required to run their water taps throughout the winter months to prevent their pipes from freezing. Municipal water also supplies the fire suppression infrastructure, which includes a series of fire hydrants.

**Policy 4-8:** Council shall, through the Development Regulations, encourage the efficient use of central services by permitting smaller lot sizes and lot frontages in areas where central sewer, water, or both are present.

**Policy 4-9:** Council shall, through the Development Regulations, require new development to connect to central sewer, water, or both, where such services are available. Where services are not available, proposed development must show, to the satisfaction of the appropriate provincial departments, the site has the capacity to bear such services over the long term without adverse or off-site impacts.

**Policy 4-10:** Council may undertake a Municipal Water and Sewer Capacity study to understand how the Town can best use its current municipal servicing infrastructure, and to prioritize maintenance and upgrades.

#### 4.4.2. Public and Private Roads

Our public road network connects us to our communities, our jobs, and the services that we need. It connects Twillingate to the wider region and allows for the flow of goods and services and brings visitors to the region to take in all the town has to offer. Public streets are integral to the form and function of our communities.

Public roads are those that are owned and operated by a government entity, including the Province and the Town. In Twillingate there are 52 kilometres of public streets – 12 kilometres are provincially owned, and 40 kilometres are municipally owned. Not all of these roads are paved within the Planning Area.

In Twillingate, a functional hierarchy of roads has been identified within the Planning Area. These are:

- > **Main Roads** function as major distribution links, carrying traffic through and away from town. The only road falling under this classification is Main Street from the intersection with Highway 340 to Blow Me Down Lane.
- > **Intermediary Roads** link Main Roads with Side Roads and carry intra-urban as well as local traffic. Back Harbour Road and Museum Road are examples of Intermediary Roads.

- > **Side Roads** provide direct access to public and private properties.

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

These types of roads can also be at the forefront of disputes between property owners if road standard preferences, such as plowing and maintenance frequency, differ between users. Despite these drawbacks, private roads are still advantageous in some instances. They are particularly valuable when used to access natural resources or areas that are not available to the public such as logging roads or roads to access municipal utility facilities.

**Policy 4-11:** Council shall, through the Development Regulations, require all development to have proper road access accommodating access for emergency vehicles; expected traffic capacity or flow; and pedestrian and vehicular safety.

**Policy 4-12:** Council may establish minimum standards for roadways, including, but not limited to, roadway width and roadway grade.

**Policy 4-13:** Council shall, through the Development Regulations, prohibit development on new private roads except on lands in the Mineral Workings Zone and Protected Watershed Zone.

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

Despite almost all trips beginning and ending as a pedestrian, there is a distinct lack of sidewalks, pedestrian connections and active transportation routes within Twillingate. Sidewalks and other active transportation infrastructure indicate to pedestrians they have been allowed space on the street. In addition to the number of safety benefits of separated spaces for pedestrians on our roadways, there are health, environmental, and economic benefits as well. Providing safe and comfortable spaces for pedestrians can increase the number of trips on foot (or by

wheel), contributing to an overall increase in the physical and environmental health of the community. Walking, cycling, and other forms of human-powered transportation help residents stay physically active while also reducing the number of private automobiles on the road. Sidewalks also contribute to the economic vitality of an area – walkable areas and those accessible by active transportation are attractive to customers and can often grow the number of businesses in an area.

**Policy 4-14:** Council may, through the Development Regulations, require sidewalks on new public streets within residential subdivisions.

**Policy 4-15:** Council may, through the Development Regulations, require commercial and institutional developments to provide bicycle parking spaces.

**Policy 4-16:** Council shall, through the Development Regulations, permit trails and trail development in all land use zones except within the Mineral Workings (MW) Zone.

**Policy 4-17:** Council may, through the Development Regulations, require new development to provide a separation buffer between a proposed development and an existing trail or pathway.

**Policy 4-18:** Council may work with local residents, businesses, the Province, and other stakeholders to implement traffic calming measures and crosswalks within the Planning Area.

**Policy 4-19:** Council may work with residents to identify and map traditional footpaths and public rights of way through the community and to develop policies to ensure that such routes are taken into consideration when reviewing development applications.

**Policy 4-20:** Council may, when major roadworks are undertaken, leverage any potential funding to implement pedestrian or active transportation infrastructure including, but not limited to, sidewalks, boardwalks, mixed-use pathways, or paved shoulders.



#### 4.4.4. Automobile Parking

The historical development pattern in Twillingate and the lack of emphasis on pedestrian transportation means most, if not all trips in Twillingate require a private automobile. As such, private automobile parking is needed at many destinations in town. Parking in Twillingate is also compounded by two distinct demand profiles for parking spaces throughout the year: the high demand in the summer months from the traveling public, and the low demand during the remainder of the year when it is mostly residents of the town in Twillingate.

To supply adequate parking in a community, minimum parking requirements are often implemented by municipalities, which requires developers to supply a minimum number of parking spaces for the public that would meet the approximate demand of that development. Because this is a minimum requirement, developers are able to supply more parking spaces if their business plan requires it. While automobile parking spaces can be beneficial for a business, they can act as a barrier for small businesses because they are expensive and can prevent a business from expanding. This Municipal Plan wishes to balance the space required for parking in town needed to support economic development with the need to reduce parking demand and overflow in areas outside of the commercial core.

**Policy 4-21:** Council shall, through the Development Regulations, establish minimum automobile parking requirements aimed at reducing parking overflow into adjacent neighbourhoods, but not necessarily accommodating peak parking demand at all times.

**Policy 4-22:** Council shall, through the Development Regulations, establish design requirements for required automobile parking spaces and areas.

**Policy 4-23:** Council shall, through the Development Regulations, establish provisions to consider and guide the administration of parking lots that are intended to fulfil the minimum automobile parking requirements, but are located off-site or are shared among multiple premises.

**Policy 4-24:** Council shall, through the Development Regulations, permit electric vehicle charging stations in all land use zones.

**Policy 4-25:** Council may develop a parking plan or strategy to ensure there is an adequate balance of parking supply throughout the year, and to develop creative and innovative solutions to any existing automobile parking challenges.

#### 4.4.5. Institutional Uses

The foundations of our communities are built upon the people and institutions that provide a range of services and amenities. These institutions often serve the general public and contribute to the common good. These include government offices, police and fire services, hospitals, educational institutions, places of workshop, and recreation facilities.

Twillingate has a diversity of institutions that are vital to the social and cultural fabric of the community. The town has two schools: Twillingate Island Elementary and J.M. Olds Collegiate, and the Town's library is also located within J.M. Olds Collegiate school. Notre Dame Bay Memorial Hospital is a major employer in Twillingate and is where many of the health services are provided.

**Policy 4-26:** Council shall, through the Development Regulations, establish the Institutional Zone to permit a wide variety of institutional uses including, but not limited to, government facilities, academic and health facilities, day care centres, and cultural institutions.

**Policy 4-27:** Council shall, through the Development Regulations, highlight the need for public buildings to comply with the *Building Accessibility Regulations* under the *Building Accessibility Act*.

#### 4.4.6. Utilities

Utilities, such as phone, internet, and power are important components for the daily functioning of our community. These utilities typically have two components: the linear infrastructure (power lines, etc.) and supportive infrastructure (transformer stations, switching boxes, etc.). The linear components are often located within a street right-of-way, while the supportive infrastructure is often located on a lot, and therefore subject to zoning requirements. These uses, however, do not have typical requirements in terms of lot area (no need for wastewater disposal) or frontage. Council, therefore, intends to exempt them from planning requirements.

**Policy 4-28:** Council shall, through the Development Regulations, permit in all zones linear utilities and associated operations facilities such as, but not limited to, transformers and sewage lift stations. For greater clarity, facilities not directly related to the immediate operation of the utility, such as offices and maintenance depots, shall be required to locate in an appropriate zone that permits these uses.

**Policy 4-29:** Council shall, through the Development Regulations, relax lot standards for utility infrastructure.

#### 4.4.7. Solid Waste

Residential and commercial solid waste is collected by Central Newfoundland Waste Management (CNWM). CNWM collects solid waste from across the region, including Twillingate, and transfers it to their Norris Arm Facility. Previously, solid waste in Twillingate was transferred to the local incinerator; however, the incinerator was removed from the site when CNWM took over solid waste services.

**Policy 4-30:** Council may continue to participate in provincial waste management strategies.

**Policy 4-31:** Council may develop a comprehensive development plan for the land within a 1.6 kilometres radius of the former Municipal Waste Disposal Site.

**Policy 4-32:** Council may require applicants for development within a 1.6-kilometre radius of the former Municipal Waste Disposal Site to sign a Release of Indemnification agreement prior to any development.

#### 4.4.8. Communication Antennas

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

The *Radio Communications Act* includes a requirement for public consultation before the development of new telecommunications towers. Municipalities may elect to implement their own consultation protocol. In areas where there is no municipal

protocol, consultation occurs under the Industry Canada Default Public Consultation Process. Twillingate has chosen to defer to the default Industry Canada process.

**Policy 4-33:** Council shall authorize the Canadian Radiocommunications Information and Notification Service (CRINS) to conduct siting, review and public consultation processes in accordance with Industry Canada standards.

## 4.5. Housing

As a basic necessity of life, every person who lives in Twillingate needs access to housing that is affordable, in good condition, and appropriate for their life stage. A diversity of housing is needed to meet the changing demand in Twillingate and to accommodate people at various life stages, with different abilities, incomes, and household sizes.

In recent years there has been a national trend towards smaller, simpler housing forms; a trend driven by both household economics and preference. An additional component to consider is Twillingate's aging population. The median age of residents in Twillingate increased from 48.0 years in 2006 to 55.0 years in 2016. As our communities age, barrier-free housing is needed so residents are able to easily access their residences.

### 4.5.1. Housing Diversity

As people in Twillingate move through various life stages, their housing needs and choices may also change. An integral aspect of any community is to provide an array of housing options that are available to residents. Currently, the primary housing option in Twillingate is single-detached dwellings, representing 93% of the total housing market according to the 2016 Statistics Canada Census. The housing market is also skewed towards home-ownership, where 88% of residents of the town own their residence.

**Policy 4-34:** Council shall, through the policies of this Plan and through the Development Regulations, enable diversity in the form, scale, and location of housing that is permitted in the town.

### 4.5.2. Converted Dwellings

With a large number of single-detached dwellings and a shrinking young population, there is a growing number of elderly couples in relatively large houses. Between 2006 and 2016, the average household size shrunk from 2.3 persons per household to 2.1 persons per household. These changing demographics presents an opportunity for homeowners to convert their dwellings into multiple units that can be leased or rented. This will support an increase in the number of rental units in the housing market while also providing additional—or supplementing—income for a homeowner.

**Policy 4-35:** Council shall, through the Development Regulations, permit the conversion of dwellings and shall relax zone requirements to ease the conversion of existing dwellings that may not meet modern zoning standards.

#### 4.5.3. Secondary Dwellings

Secondary dwellings include independent dwelling units within a home (sometimes referred to as secondary suites, accessory suites, in-law suites, or granny flats) as well as free-standing second dwellings buildings on a property (sometimes referred to as backyard suites, carriage houses, or laneway houses). This type of infill development provides increased density and additional housing options without greatly altering the fabric of a community, and without requiring expansion of service limits.

**Policy 4-36:** Council shall, through the Development Regulations, permit secondary dwellings in the Residential Zone and the Mixed Use Zone, intended to gently increase density in established neighbourhoods and to supply an alternate form of housing in Twillingate.

#### 4.5.4. Residential Facilities

A growing concern in Twillingate is the lack of opportunities to 'age in place'. As the town's population ages, the demand for supportive housing will also increase. During the engagement for the development of this Plan, residents spoke of their desire to stay in Twillingate but were worried without an adequate supply of supportive housing they would need to move to get such care.

Council believes these facilities are an important part of the community and should be accommodated in any neighbourhood, as long as they are similar in scale to other permitted residential uses in the area.

**Policy 4-37:** Council shall, through the Development Regulations, treat residential facilities, except those licensed by Correction Canada or Newfoundland and Labrador Justice and Public Safety, in the same manner as dwellings of similar scale.

## 4.6. Economic Development

Although Twillingate initially developed primarily as a series of fishing communities—and continues to support a local fishery—it is acquiring a more diversified economic base, particularly in tourism. The natural beauty and assets the community has to offer have made Twillingate a particularly popular tourist destination for people across Canada and around the globe. As a result, there has been a flurry of recent economic activity around the development of the tourism industry. Twillingate also functions as a regional service and supply centre for the smaller communities in the area.

Over the last decade, private investment in Twillingate has grown; however, the majority has occurred within the tourism sector with little general commercial, retail, or industrial development occurring over this time. Diversifying the economy to include a greater variety of commercial, industrial, and retail activity could assist the town in attracting and retaining residents. Diversifying the economy will also ensure the town is better prepared for any fluctuations in tourism.

**Policy 4-38:** Council may develop a Main Street Redevelopment Plan to concentrate on traffic calming, improving vehicle access, parking, pedestrian circulation, and building design guidelines.

**Policy 4-39:** Council may, over the life of this Plan, develop a business and tourism marketing strategy intended to recruit businesses to Twillingate and to draw full-time residents and visitors to the area.

**Policy 4-40:** Council may, over the life of this Plan, examine and consider the application of taxation, financial, and zoning incentives, as well as capital projects as viable methods of facilitating new economic growth in Twillingate consistent with the provisions of the *Municipalities Act, 1999*.

### 4.6.1. Home-based Businesses

Council recognizes the benefit that small businesses bring to the community. Small businesses attract visitors to Twillingate and readily provide employment opportunities for people in town. They also provide many day-to-day services for residents, such as child care and haircare. In many cases, small businesses begin as a home operation and gradually expands to brick and mortar location, or they are able to continue to operate out of their residence. Home-based businesses that do not take away from

the character of a community or create nuisances are highly valued by Council. Permitting the operation of home-based businesses represents a mechanism to ensure small business will continue to flourish and to promote entrepreneurship.

**Policy 4-41:** Council shall, through the Development Regulations, permit home-based businesses in all zones that permit residential uses.

**Policy 4-42:** Council shall, through the Development Regulations, establish criteria for businesses eligible to operate as a home-based business, and establish regulations that the business must meet, including, but not limited to, parking requirements.

#### 4.6.2. Tourism Accommodations

A diverse and adequate supply of tourism accommodations is an essential component for growing Twillingate's tourism economy. While the town features several 'traditional' accommodation types including an inn, hotel, and motel, the rate at which the tourism sector has grown in Twillingate has not been matched by the growth in number of these 'traditional' fixed-roof accommodations. There has been a trend towards converting residential properties to short-term rentals ("vacation rentals") to fill this gap and to capitalize on this economic and income opportunity. However, this trend has raised concerns about disruptions to the local housing economy by decreasing the town's housing stock and increasing the costs of housing.

**Policy 4-43:** Council shall, through the Development Regulations, permit bed and breakfast operations, in which a resident owner or manager rents individual rooms in a dwelling to the travelling public, in all zones that permit single dwelling uses.

**Policy 4-44:** Council shall, through the Development Regulations, permit hotels, motels, inns, and multiple tourist cottage/cabin sites ("fixed-roof accommodations") in zones that prioritize commercial uses.

**Policy 4-45:** Council shall, through the Development Regulations, limit the short-term rental of whole residential dwellings to the travelling public ("vacation rentals") to two per lot.



**Policy 4-46:** Council may develop a Vacation Rental Policy to license and regulate vacation rentals in Twillingate.

#### 4.6.3. Signs

Advertising and signage provide information to the traveling public about the services and amenities available in an area and where they can be accessed. However, when left unregulated, advertising signage can multiply and create “sign pollution” problems in a community. Using a balanced approach to advertising signage can ensure businesses have the opportunity to advertise their service and location while maintaining the general character of a place.

**Policy 4-47:** Council may, through the Development Regulations, regulate the type, size, and location of signs in a manner that balances the aesthetics of neighbourhoods with the need to advertise businesses and provide information about a community.

**Policy 4-48:** Council may, through the Development Regulations, regulate the size, location, and form of off-site business signs to provide an organized and cohesive approach to off-site signs.

**Policy 4-49:** Council may work with the Department of Transportation and Infrastructure to ensure provincial regulations as they pertain to advertising signage are being enforced along provincially designated roadways.

**Policy 4-50:** Council may, in consultation with the community, work to establish view planes within the Planning Area that could be protected from development such as, including but not limited to, signs and other structures.

**Policy 4-51:** Council may develop an Advertising Signage Policy to license and regulate advertising signage within the Planning Area.

## 4.7. Environment

The character and identity of Twillingate has largely been shaped by the town's interaction with the environment. Traditionally a fishing community, the rugged natural landscape now draws tourists from all around the world, making tourism one of the main economic engines. The town and region are also home to a variety of plants and animal species that contribute to the local and regional ecosystem. As a result, development within Twillingate should take all precautions to ensure harm to the environment is limited. Preserving the natural environment is vital to Twillingate's identity, character, and economy.

**Policy 4-52:** Council may develop a Watershed Management Plan for water supply areas.

**Policy 4-53:** Council may develop Hazard Maps for the Planning Area to identify natural hazard areas.

### 4.7.1. Watercourse Buffers

Twillingate's varied topography creates a number of lakes and ponds connected by streams and wetlands. These watercourses are an essential component of the landscape in Twillingate, and provide important natural habitat. The riparian area—the interface between land and water—is especially important as habitat and also as a filter for any water runoff from land into the watercourses. The riparian area is also particularly sensitive to disturbance and requires protection from human development.

**Policy 4-54:** Council shall, through the Development Regulations, establish buffers that limit development adjacent to watercourses.

**Policy 4-55:** Council shall, through the Development Regulations, enable exceptions to watercourse buffers where the use is required to be located adjacent to the water, or where the risks presented to and by the development can be shown to be low.

### 4.7.2. Coastal Areas

Like many Newfoundland communities, Twillingate is defined by its relationship to the coast, with the large majority of development located within 500 metres of the shore. Access to

the coast—for work and recreation—is particularly important to the residents of Twillingate.

One of the challenges of being a coastal community is vulnerability to climate change. As sea levels rise and the frequency of storms increases due to climate change, the coastline will inevitably be impacted. By the year 2100, sea levels in central Newfoundland are expected to rise 90 to 100 centimetres above current levels. Twillingate is fortunate that the steep cliffs in many areas insulate the community against this rise. However, there are many localized low spots, particularly along Main Street, where future sea level rise and storm surge could flood out roads and cut off land access to portions of the town.

The coastline is also an attractive place for new development, particularly those developments related to the tourism industry. However, such development must be made only with careful consideration and planning for future sea levels.

**Policy 4-56:** Council shall, through the Development Regulations, require development adjacent to the coastline to ensure existing public access points to the coastline are retained. Where residential subdivisions in coastline areas are proposed, pedestrian access to the coastline may be provided as part of the lands required for dedicated open space.

**Policy 4-57:** Council shall, through the Development Regulations, permit wharves, slipways, and docks across the Planning Area to ensure traditional fishing uses and access to the coast are maintained.

**Policy 4-58:** Council shall, through the Development Regulations, encourage public access and recreational usage of the coastline by permitting a range of coastal uses.

**Policy 4-59:** Council shall, through the Development Regulations, prohibit coastal development below a 2.7-metre elevation relative to the Canadian Geodetic Vertical Datum of 2013 (CGVD2013), with the exception of low-value development and development that is required to be at the water.

#### 4.7.3. Landscape and Coastal Alteration

With much of Twillingate constrained by the coastline and its rough topography, landscape alteration practices such as filling in low lying or steep slope areas, or cutting into hillsides to expand usable land area have become more common. These activities can have significant negative impacts on wetlands, natural drainage, and the stability of slopes, resulting in erosion and creating visual impacts in the community. Other concerns from community members include the clearing of vegetation off lots to accommodate residential development. Lot clearing can result in reduced sediment stability and can cause overland flow issues and erosion.

The practice of infilling coastal waters to create land has been also been common within Twillingate. Stages and wharves, which used to be primarily constructed of lumber, are now being constructed using gravel and fill from local areas. Larger areas of infilling are being completed to accommodate businesses and their parking lots. This practice is regulated by the Province under different legislation and policies.

To build a wharf, boathouse, slipway, or breakwater, a permit is not required under the *Water Resources Act*; however, proponents must follow provincial guidelines for the construction and maintenance of these structures. Any infilling or dredging associated with these structures requires a permit under Section 48 of the *Water Resources Act*. Development within the shore water zone, a provincially designated land use area, must be accompanied by a permit and must comply with the Policy for Development in Shore Water Zones. Finally, any infilling within 15 metres of a body of water must be accompanied by a permit prior to the start of infilling and must comply with the Policy for Infilling Bodies of Water.

In the past, the lack of municipal control over infilling lead to land created through infilling that went “unzoned” and was not subject to municipal land use controls. While Council generally sees the potential for value in newly created lands, Council also wishes to take a cautious approach to such activities, and ensure that where new land is created the activities that occur on it are suitable to the surrounding area.

**Policy 4-60:** Council shall, through the Development Regulations, discourage the alteration of steep hillsides through the deposition of fill or by excavation, whether for the purpose of creating land suitable for development or not. Such land disturbances shall require application, review, and approval by Council and show the full extent of disturbance that is intended.

**Policy 4-61:** Council may, through the Development Regulations, require an applicant applying to alter the landscape for development purposes to assess the geotechnical, visual, and environmental impacts of development, as well as impacts on adjoining properties and land uses, and implement mitigating measures as necessary.

**Policy 4-62:** Council may, through the Development Regulations, require financial guarantees from a developer where landscape alterations are approved to ensure adequate site rehabilitation and/or landscaping.

**Policy 4-63:** Council shall work with Government to ensure any infilling or dredging along the coastline is conducted in accordance with the appropriate legislation and policies.

**Policy 4-64:** Council shall, through the Development Regulations, interpret the boundaries of zones along the coast as following the mean high water mark.

## 4.8. Renewable Energy

Around the world there is growing uptake of renewable energy sources to mitigate the impacts of climate change and also to insulate against the rising costs of electricity. Two of the most common types of renewable energy being implemented at the local scale are wind turbines and solar collectors. While there is general community support for the implementation of these renewable energy technologies, supporting policies and regulations should ensure impacts to the town and the environment are limited, and the quality of life residents enjoy is maintained. Any and all renewable energy sources must also comply with provincial legislation and the provincial electricity authority, Newfoundland Power.

### 4.8.1. Wind Energy

**Policy 4-65:** Council shall, through the Development Regulations, enable wind turbines in all zones.

**Policy 4-66:** Council shall, through the Development Regulations, establish appropriate setbacks and standards for the siting of wind turbines.

### 4.8.2. Solar Energy

**Policy 4-67:** Council shall, through the Development Regulations, permit solar collectors as an accessory use in all zones.

**Policy 4-68:** Council shall, through the Development Regulations, enable solar collectors as a main use in the Rural Zone and the Mineral Workings Zone.

**Policy 4-69:** Council shall, through the Development Regulations, establish requirements for the siting and design of solar collectors.

## 4.9. Recreation

The Town of Twillingate has an array of outdoor and indoor recreation and leisure facilities for residents of the community to use. The George Hawkins Memorial Arena is an integral asset in the community while the Hospital Pond Play Area provides play and swimming activities for the public. Protecting these assets is vital to the future of the community. This Plan also recognizes the importance of building upon existing faculties and programming to serve diverse recreation needs.

### 4.9.1. Parks and Open Spaces

**Policy 4-70:** Council shall, through the Development Regulations, permit low-impact parks and recreation uses in all zones.

**Policy 4-71:** Council shall, through the Development Regulations, create the Open Space and Recreation Zone to accommodate a mix of public and private parks, open spaces, recreation buildings, conservation lands, among other uses related to recreation and leisure. Other uses may include playing fields, sports grounds, playgrounds and indoor recreation facilities.

### 4.9.2. Recreation Centres

**Policy 4-72:** Council may, in cooperation with the Newfoundland and Labrador English School District, establish a Joint Use Agreement to share recreation assets and facilities between the Town and local schools.

**Policy 4-73:** Council shall, through the Development Regulations, permit recreation centres in the Open Space and Recreation Zone, the Marine and Industrial Zone, and the Institutional Zone.

**Policy 4-74:** Council shall encourage all recreation facilities to be designed to accommodate residents of all ages and physical abilities.

## 4.10. Arts, Culture, and Heritage

The cultural heritage of Twillingate is largely evident in the built form of the town. The nature of Twillingate as a traditional fishing community can be observed in the way in which buildings are placed, their materials, and their relation to other buildings. Colourful, wooden-clad residences are scattered along the town's coastline and elsewhere throughout Twillingate. As the town has evolved, modern building shapes and materials have become increasingly popular in their use. These traditional structures and their form help to tell the story of Twillingate. The Town intends to support preservation of these structures that reveal how Twillingate came to be, while permitting modern building shapes, styles, and materials to continue the town's evolution. Cultural heritage can also be influenced by significant places and practices that are important to the community and past generations of people. Artistic expression, significant landmarks, and cemeteries all contribute to the meaning of a place. Planning for the future should take all of these, and more, into account as development in Twillingate occurs.

### 4.10.1. Heritage Properties

**Policy 4-75:** Council may, in cooperation with the Heritage Foundation of Newfoundland and Labrador, work to identify and document all heritage buildings, structures, landmarks, and landscapes of the town.

**Policy 4-76:** Council may, through the Development Regulations, require any public work projects or developments, where 4,000 square metres or more of ground is to be disturbed, to be referred to the Provincial Archaeology Office for review.

**Policy 4-77:** Council may adopt the Standards and Guidelines for the Conservation of Historic Places in Canada in evaluating substantial alterations to registered heritage properties.

**Policy 4-78:** Council may adopt a Heritage Bylaw, intended to designate and protect heritage structures, landmarks, and landscapes within the Planning Area.

**Policy 4-79:** Council may, through the Development Regulations, reduce development requirements on registered heritage properties as incentive to register and invest in these properties.

**Policy 4-80:** Council may, in coordination with the community, develop an Arts and Cultural Action Plan aimed at leveraging and promoting the town's artistic, cultural, and heritage assets.



#### 4.10.2. Arts and Cultural Uses

**Policy 4-81:** Council shall, through the Development Regulations, permit the teaching of students in activities such as dance and music, art gallery sales, and craft workshops as home-based businesses.

**Policy 4-82:** Council shall, through the Development Regulations, permit cultural uses such as, but not limited to, theatres and museums, in a wide variety of zones that prioritize commercial or public uses.

#### 4.10.3. Cemeteries

**Policy 4-83:** Council shall, through the Development Regulations, permit existing cemeteries in the Conservation Zone, the Marine and Industrial Zone, the Open Space and Recreation Zone, the Mineral Workings Zone, and the Protected Watershed Zone.

**Policy 4-84:** Council shall, through the Development Regulations, enable new cemeteries in all zones except the Conservation Zone, the Marine and Industrial Zone, the Open Space and Recreation Zone, the Mineral Workings Zone, and the Protected Watershed Zone.

#### 4.10.4. Places of Worship

**Policy 4-85:** Council shall, through the Development Regulations, enable places of worship in all zones except the Marine and Industrial Zone, the Conservation Zone, the Mineral Workings Zone, the Open Space and Recreation Zone, or the Protected Watershed Zone.

#### 4.10.5. Local Food Sources

**Policy 4-86:** Council shall, through the Development Regulation, permit community gardens and fish and farmers markets in appropriate land use zones intended to encourage access to sustainable, local foods.

**Policy 4-87:** Council may work with local food vendors, artists, and other community partners to develop a farmers' market intended for the sale of locally produced goods and products.

## 4.11. Local Governance

Municipal and town governments are quite often the level of government with whom people in a community interact the most. They also are the level of government making decisions that directly impact the day-to-day lives of residents. This interaction leaves residents with the opportunity to help shape the future of the local community and differentiates local government from provincial and federal government. To empower and ensure the community has the opportunities to interact with Town Council and impact the decisions that are made, Council seeks to adopt policies and practices to improve accountability and interaction with residents. There are also opportunities to improve how the Town functions in day-to-day operations and to develop data and procedures that support efficient and meaningful decision making. The following policies relate to the function of municipal government in the Town of Twillingate.

**Policy 4-88:** Council shall keep a public register of all applications for development and Council decisions on these applications for development.

**Policy 4-89:** Council shall develop a public source for Council agendas and meeting minutes, intended to ensure transparency between Town Council and the community.

**Policy 4-90:** Council may adopt live-stream technologies to ensure Town Council meetings are open to the public.

**Policy 4-91:** Council may develop a Public Participation Policy, aimed at clearly articulating how the Town and its residents will interact when it comes to municipal projects.

**Policy 4-92:** Council may work with the Municipality of Crow Head, the communities of South Twillingate Island, and the Province of Newfoundland and Labrador to consider shared servicing, administration, or amalgamation.

**Policy 4-93:** Council may develop an asset management plan in order to determine current assets, current and future service goals, and future upkeep and replacements costs.

**Policy 4-94:** Council may develop a digital mapping and data repository for data including, but not limited to, property lines, municipal servicing, and land use zoning and mapping.

**Policy 4-95:** Council may establish a Planning Advisory Committee to ensure the community is able to provide adequate feedback on planning proposals.

**Policy 4-96:** Council shall work with Government to establish a comprehensive property ownership database for the Planning Area.

**Policy 4-97:** Council may develop a phone, email, or text alert system to inform residents for such matters including, but not limited to infrastructural events or emergencies.

# 5. Land Use Policies

## 5.1. General Policies

### 5.1.1. Buildings

The character of Twillingate can largely be attributed to the style and vernacular of the structures in town. Buildings are oriented towards the water and are often located on large lots. The relationship of buildings to one another creates a pattern and style of development in Twillingate that is, ironically, cohesive in its randomness. This style has occurred in an organic fashion, developed over the course of the town's history as a fishing community. This Municipal Plan takes to reinforcing and enhancing the character of Twillingate by establishing policies that emphasize traditional building size, location, and number of structures permitted on a lot.

**Policy 5-1:** Council shall, through the Development Regulations, regulate the size, location, and number of buildings on a lot in order to carry out the intent of each specific land use zone.

**Policy 5-2:** Council may develop architectural design guidelines to help protect the style and form of buildings and structures in Twillingate.

### 5.1.2. Lots and Lot Sizes

Regulating the size of newly created lots is a primary determinant in how we experience a community. In dense, urban areas, smaller lots result in shorter distances between structures, while in rural, less-dense areas, large lots create an environment where structures are far away from one another. These alternate development patterns are evident within Twillingate, and are contrasted between different areas of town. The downtown core of Twillingate is characterized by small lots and a variety of storefronts and residences while outside of the core large, primarily residential lots prevail. There are trade-offs that must be made when we determine the minimum size of lots in our communities. Smaller lots result in a greater density of people and businesses in an area. Larger lots on the other hand mean there is a lower density of people and businesses; however, the

cost to service these lots with municipal water and sewer substantially increases.

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

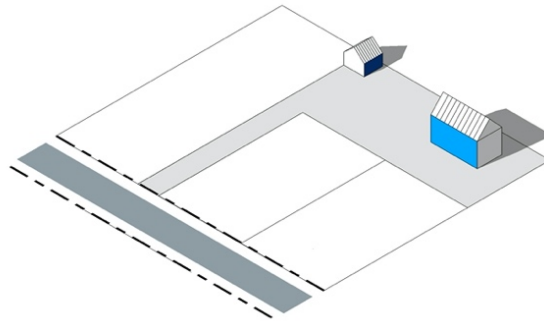


Figure 5: Example of a flag lot

Flag lot development takes advantage of the existing development pattern to increase density in areas where typical subdivision may not be able to be facilitated. However, there are many drawbacks that make flag lot development challenging:

- > this development pattern creates privacy issues with the placement of structures;
- > emergency access is hindered as structures in the flag lot are placed far away from the street;
- > flag lots disrupt the local development pattern, which can impact wayfinding and emergency services; and,
- > flag lots require additional servicing infrastructure, which increases the cost of development.

**Policy 5-3:** Council shall, through the Development Regulations, regulate the size of created lots in keeping with the intent of each specific zone, and consistent with the availability of central services.

**Policy 5-4:** Council shall, through the Development Regulations, only permit the development of new flag lots when issues of effective servicing, emergency access, driveway access, and privacy can be addressed.

**Policy 5-5:** Council shall, through the Development Regulations, establish development standards for existing flag lots within the Planning Area.

5.1.3. Existing Undersized Lots

**Policy 5-6:** Council shall, through the Development Regulations, relax lot requirements or provide alternative development options for existing undersized lots if wastewater treatment can be adequately provided, the development will not have undue impact on sensitive land uses, and legal access to the lot can be assured.

## 5.2. Land Use Designations

Land use designations are one of the primary policy tools to guide how development in Twillingate will occur. Represented on the Future Land Use Map, the land use designations broadly map out how development is going to occur in specific areas. In short, land use designations generally describe the future of an area. For example, an area encompassed within the Residential Land Use Designation is intended to be primarily residential in nature; however, the designation can allow for other use zones that complement and are compatible with residential uses.

Land use designations are supported by land use zones within the Development Regulations, which specify the types of uses that are permitted in each land use zone. Each area within the Planning Area is covered by a land use designation under this Plan, and is also be covered by a land use zone under the Development Regulations.

**Policy 5-7:** Council shall, within this Plan and on the Future Land Use Map, establish a series of land use designations to guide future growth in Twillingate. Each land use designation shall permit a wide range of uses and land use zones that are similar or which complement one another.

## 5.3. Residential Designation

### 5.3.1. Residential Designation

Areas designated for residential use are primarily intended to accommodate the short- and long-term housing needs of the population. Although developable land exists within the town, there are obstacles in terms of adequate servicing and land ownership. These factors make it difficult to predict the availability of land for future residential development. It is therefore necessary to ensure that new development is carefully planned so as to make the best use of land and services, and to be able to meet the future housing needs of the community. A mixture of housing types allows for greater choice and accessibility for permanent and temporary residents.

**Policy 5-8:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Residential lands in serviced and unserved communities intended to give priority to residential development.

**Policy 5-9:** Council shall, through the Development Regulations, permit the following zones within the Residential Designation:

- a) Residential Zone
- b) Mixed Use Zone
- c) Institutional Zone
- d) Open Space and Recreation Zone
- e) Conservation Zone

### 5.3.2. Residential Zone

Twillingate is largely dominated by single detached dwellings on large lots. This has resulted in a development pattern where new residential development is occurring further inland because coastal lands are largely developed. While trends point to a change in need of housing, the Residential Zone intends to generally protect this form of development while permitting a gentle increase in density through small multi-unit buildings.



**Policy 5-10:** Council shall, in the Development Regulations, establish the Residential Zone, intended to permit lower density residential development and small multi-unit dwellings on serviced and unserviced lots. Zone standards shall provide flexibility for the location of dwellings and promote infill development, particularly on serviced lots.

#### 5.3.3. Rezoning

**Policy 5-11:** Council shall consider proposals to rezone lands in the Residential Designation to any other zone permitted in that designation. Council shall not approve such a rezoning unless Council is satisfied:

- a) the proposed change is not prohibited by any other policy in this Plan;
- b) the purpose of the proposed zone, as described in the respective policy creating that zone, is consistent with the location and characteristics of the lands and with the proposed use of the lands; and,
- c) the proposed meets the general criteria for amending the Development Regulations, set out in Policy 6-11.

## 5.4. Commercial Designation

### 5.4.1. Commercial Designation

Commercial activity in Twillingate is primarily conducted along Main Street and along Toulinguet Street, in addition to small pockets of commercial activity along Bayview/Rink Road. Noted earlier in this Municipal Plan, Main Street has been the historical commercial district of the town but land constraints resulted in Toulinguet Street emerging as a secondary commercial hub. These two areas are highly visited by both residents and visitors of the town making them ideal locations for commercial activity. Commercial uses in these areas range from food and beverage establishments to building supply stores.

**Policy 5-12:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Commercial lands in serviced areas intended to give priority to a wide range of commercial uses.

**Policy 5-13:** Council shall, through the Development Regulations, permit the following zones within the Commercial Designation:

- a) General Commercial Zone
- b) Mixed Use Zone
- c) Gateway Commercial Zone
- d) Open Space and Recreation Zone
- e) Institutional Zone

### 5.4.2. General Commercial Zone

Commercial development in Twillingate has typically been limited to smaller, local businesses serving the immediate area. For products, services, and amenities not available in Twillingate, residents must go to larger regional centres such as Lewisporte and Gander.

The large majority of commercial development present in Twillingate is located in mixed use areas (see below). However, there are a few dedicated commercial areas that support a diversity of businesses serving both the tourism and local markets.

**Policy 5-14:** Council shall, in the Development Regulations, establish the General Commercial Zone, intended to permit a range of commercial uses. Permitted uses shall include a very wide range of commercial uses, as well dwellings located above or behind a ground-floor commercial use, but shall not include uses that involve handling or storage of hazardous materials. Zone standards shall be flexible to accommodate the wide range of needs from the diversity of permitted uses.

#### 5.4.3. Mixed Use Zone

Twillingate's growth over the years has occurred very organically, with decisions on land use and buildings made in a practical manner. The result is that many areas of the community feature a mix of residential and commercial development that strongly contribute to the overall character of Twillingate. This is especially evident along Main Street. When appropriately planned for, residential and commercial uses mutually benefit one another, while also contributing to compact urban form. Mixed-use development allows residents to live close to the services they require, reducing the need for a private automobile and can improve the social fabric of a community.

**Policy 5-15:** Council shall, in the Development Regulations, establish the Mixed Use Zone, intended to permit a mix of residential and commercial uses on serviced and unserviced lots.

#### 5.4.4. Gateway Commercial Zone

In recent years, a large portion of commercial development has occurred along Toulanguet Street. The development that has occurred deviates from the traditional small-scale commercial development in other areas of the town because of the large lots that are available. The location of parking lots along building fronts often creates traffic issues from automobiles driving into, and backing out of parking lots. Through simple building siting principles and moving parking to the rear of buildings, functionality of the street will improve along with the visual form of the area.

**Policy 5-16:** Council shall, in the Development Regulations, establish the Gateway Commercial Zone, intended to permit a range of commercial uses while promoting urban design principles intended to support the flow of traffic and pedestrian activities, among other benefits.

#### 5.4.5. Rezoning

**Policy 5-17:** Council shall consider proposals to rezone lands in the Commercial Designation to any other zone permitted in that designation. Council shall not approve such a rezoning unless Council is satisfied:

- a) the proposed change is not prohibited by any other policy in this Plan;
- b) the purpose of the proposed zone, as described in the respective policy creating that zone, is consistent with the location and characteristics of the lands and with the proposed use of the lands; and
- c) the proposed meets the general criteria for amending the Development Regulations, set out in Policy 6-11.

## 5.5. Industrial Designation

### 5.5.1. Industrial Designation

As a fishing community, Twillingate has a long history of industrial-type development, primarily related to fleet maintenance, storage, and fish processing. This is reflected in the fact that, with the exception of a former automobile repair garage, all of the industrial lands in Twillingate are located along the shore.

**Policy 5-18:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Industrial land intended to give priority to a wide range of industrial uses.

**Policy 5-19:** Council shall, on the zoning map of the Development Regulation, permit the following zones within the Industrial Designation:

- a) Marine and Industrial Zone
- b) Open Space and Recreation Zone

### 5.5.2. Marine and Industrial Zone

**Policy 5-20:** Council shall, in the Development Regulations, establish the Marine and Industrial Zone, intended to permit marine and industrial uses and to control their impacts on neighbourhood uses. Permitted uses shall include a wide range of uses related to marine operations, processing operations, manufacturing, automotive-related uses, and other similar heavy uses.

### 5.5.3. Rezoning

**Policy 5-21:** Council shall consider proposals to rezone lands in the Industrial Designation to any other zone permitted in that designation. Council shall not approve such a rezoning unless Council is satisfied:

- a) the proposed change is not prohibited by any other policy in this Plan;
- b) the purpose of the proposed zone, as described in the respective policy creating that zone, is consistent with the location and characteristics of the lands and with the proposed use of the lands; and
- c) the proposed meets the general criteria for amending the Development Regulations, set out in Policy 6-11.

## 5.6. Conservation Designation

### 5.6.1. Conservation Designation

Twillingate's rugged landscape means there are lands within the community that are ecologically sensitive and should be protected. There are also many areas where human development should not occur because these areas are potentially hazardous and could endanger people and their property. Shorelines, steep slopes, watercourses, and wetlands all represent lands that can be hazardous to human development. In recent years, the Town has undertaken to develop trail systems to allow residents and visitors to safely experience these features.

**Policy 5-22:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Conservation land intended to preserve the natural and cultural landscape. Permitted uses may include passive recreation activities, officially authorized archeological projects, and uses to protect the natural environment.

**Policy 5-23:** Council shall, on the zoning map of the Development Regulations, permit the following zones within the Conservation Designation:

- a) Conservation Zone

### 5.6.2. Conservation Zone

**Policy 5-24:** Council shall, in the Development Regulations, establish the Conservation Zone, intended to safeguard the ecological integrity of land and to limit human development from occurring in these areas.

**Policy 5-25:** Council may amend the zoning map of the Development Regulations to adjust the boundaries of the Conservation Zone to increase the total amount of land protected under this land use zone.

**Policy 5-26:** Other than boundary adjustments enabled by Policy 5-25, Council shall not rezone lands within the Conservation Zone without an amendment to this Plan.

## 5.7. Protected Watershed Designation

### 5.7.1. Protected Watershed Designation

Twillingate derives its municipal water from a series of ponds that is then pumped to residences and businesses for use and consumption. Ensuring this area remains viable as a water source and to protect its quality can be achieved by strictly controlling development within the watershed which supplies domestic water.

**Policy 5-27:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Protected Watershed lands within the municipal water supply area.

**Policy 5-28:** Council shall, through the Development Regulations, permit the following zones within the Protected Watershed Designation:

- a) Protected Watershed Zone

### 5.7.2. Protected Watershed Zone

**Policy 5-29:** Council shall, in the Development Regulations, establish the Protected Watershed Zone, intended to protect the recharge area and quality of public drinking water for Twillingate.

**Policy 5-30:** Council may amend the zoning map of the Development Regulations to adjust the boundaries of the Protected Watershed Zone to be consistent with updated or new source water protection plans.

**Policy 5-31:** Other than boundary adjustments enabled by Policy 5-30, Council shall not rezone lands within the Protected Watershed Designation without an amendment to this Plan.



## 5.8. Rural

### 5.8.1. Rural Designation

Although significant portions of the Planning Area have been developed, there exist large expanses of land that remain in their natural state. These undeveloped, rural lands contain natural resources including wildlife habitat, mineral aggregate, land for future urban expansion and for recreational opportunities. Careful planning of rural development serves to promote compact urban development and full use of municipal services and revenues, while preserving the resource potential and natural values of rural lands.

**Policy 5-32:** Council shall, on Schedule 'A', the Future Land Use Map, designate as Rural lands intended to give priority to resource uses over residential or commercial development.

**Policy 5-33:** Council shall, through the Development Regulations, permit the following zones within the Rural Designation:

- a) Rural Zone
- b) Mineral Workings Zone
- c) Open Space and Recreation Zone
- d) Protected Watershed Zone
- e) Conservation Zone
- f) Institutional Zone

### 5.8.2. Rural Zone

**Policy 5-34:** Council shall, in the Development Regulations, establish the Rural Zone, intended to accommodate a range of rural land use, including, but not limited to agricultural uses and forestry uses but excluding mineral workings uses.

### 5.8.3. Mineral Workings Zone

**Policy 5-35:** Council shall, in the Development Regulations, establish the Mineral Workings Zone, intended to accommodate mineral working and quarrying activities.

#### 5.8.4. Rezoning

**Policy 5-36:** Council shall consider proposals to rezone lands in the Rural Designation to any other zone permitted in that designation. Council shall not approve such a rezoning unless Council is satisfied:

- a) the proposed change is not prohibited by any other policy in this Plan;
- b) the purpose of the proposed zone, as described in the respective policy creating that zone, is consistent with the location and characteristics of the lands and with the proposed use of the lands; and
- c) the proposed meets the general criteria for amending the Development Regulations, set out in Policy 6-11.

# 6. Implementation and Monitoring

## 6.1. Context

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

## 6.2. Document Administration

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

1 – Chapter

1.1 – Section

1.1.1 – Subsection

## 6.3. Development Control

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

**Policy 6-1:** Council shall adopt the Development Regulations consistent with the intent of this Plan.

**Policy 6-2:** Council shall appoint a member or members of staff who will be responsible for administering the Development Regulations, including issuing, refusing, and revoking development permits.

**Policy 6-3:** Council shall, through the Development Regulations, establish 'Permitted' and 'Discretionary' uses for land use zones.

**Policy 6-4:** Council may, through the Development Regulations, establish conditions, including performance standards, to be met by a development before a development permit may be issued.

## 6.4. Development Permits

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

**Policy 6-5:** Council shall, as permitted under Section 35 (1) (e) of the *Urban and Rural Planning Act, 2000*, require a development permit to be acquired for all development in the Planning Area, except those specified in the Development Regulations as not requiring a development permit.

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

## 6.5. Development Agreements

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

**Policy 6-7:** Council may, through the Development Regulations, enter into a development agreement involving the subdivision or consolidation of land to establish the financing and development of all services including, but not limited to, roads, water, and sewer which shall be provided at the cost of the developer.

## 6.6. Municipal Plan Amendments

Although this document is meant to be comprehensive in its outlook, from time to time, amendments may be required. This Municipal Plan is the main document through which growth and development in Twillingate will occur, and therefore, any amendments must be considered within the context of the entirety of this Plan and its intent.

**Policy 6-8:** Council shall require an amendment to this Plan if:

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

**Policy 6-9:** Council shall conduct a brief 'housekeeping' review of this Plan and accompanying Development Regulations one to two years after implementation to correct any drafting errors and to update any necessary terminology.

**Policy 6-10:** Council shall conduct a full review of this Plan and accompanying Development Regulations, including a review of the indicators of Schedule 'B', within five years of implementation to ensure the documents continue to reflect the trends and outlook for the future of Twillingate.

## 6.7. Amending the Development Regulations

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

**Policy 6-11:** Council shall not amend the Development Regulations or enter into a Development Agreement unless Council is satisfied the proposal:

- (a) is consistent with the intent of this Municipal Plan;
- (b) does not conflict with any Municipal or Provincial programs or regulations in effect in Twillingate;
- (c) is not premature or inappropriate due to:
  - i. the ability of the Town to absorb public costs related to the proposal;
  - ii. impacts on existing drinking water supplies, both private and public;
  - iii. the adequacy of central water and sewage services or, where such services are not available, the suitability of the site to accommodate on-site water and sewage services;
  - iv. the creation of excessive traffic hazards or congestion on road, cycling, and pedestrian networks within, adjacent to, or leading to the proposal;
  - v. the adequacy of fire protection services and equipment;
  - vi. the adequacy and proximity of schools and other community facilities;
  - vii. the creation of a new, or worsening of a known, pollution problem in the area, including, but not limited to, soil erosion and siltation of watercourses;

- viii. the potential to create flooding or serious drainage issues, including within the proposal site and in nearby areas;
- ix. impacts on sensitive environments;
- x. impacts on known habitat for species at risk;
- xi. the suitability of the site in terms of grades, soil and geological conditions, the location of watercourses and wetlands, and proximity to utility rights-of-way; and
- xii. negative impacts on the viability of existing businesses in the surrounding community, including, but not limited to, the risk of land use conflicts that could place limits on existing operation procedures.

**Policy 6-12:** Council may, in addition to any other required information, require any or all of the following information, prepared by an appropriate professional at the applicant's cost, at a level sufficiently detailed to determine whether the criteria for amending the Development Regulations have been met:

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



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

**Policy 6-13:** If Council denies a request to amend the Development Regulations or to enter into a development agreement, Council shall not entertain applications for the same proposal until one year has passed or the proposal is substantially modified.

## 7. Schedules and Appendices

### **Schedule 'A'**

Future Land Use Map

### **Schedule 'B'**

Performance Indicators

### **Appendix 'A'**

Municipal Plan Review Engagement Report (October 2019)

# Schedule 'A' – Future Land Use Map

# Twillingate Future Land Use

SCHEDULE

B

LAST UPDATED

8/10/2021

PROJ.

NAD83 CSRS  
MTM 1

SCALE

0 280 560 m  
1: 50,000

NORTH

DATA SOURCE

CanVec, Gov't of Nfld,  
Town of Twillingate

LEGEND

RES

Residential

COM

Commercial

R

Rural

M

Industrial

C

Conservation

W

Protected Watershed

MINISTER

TOWN AUTHORIZATION

PROFESSIONAL CERTIFICATION

Name, Mayor

Name, Town Manager

Day Month Year

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

Ian Watson, MCIP, LPP

UPLAND

PLANNING + DESIGN STUDIO

63 King Street  
Dartmouth, Nova Scotia  
B2Y 2R7

info@uplandstudio.ca  
+ 1 902 423 0649

## Schedule 'B' – Municipal Plan Indicators

Goal: Grow the number of available housing units and housing options		
Indicator	Unit	2020
Population in Twillingate (2016)	People	2,196
Three-year Average Annual New Housing Units Starts in Twillingate (2017-2019)	Dwelling Units/year	5.3
Total Number of Single-Unit Dwellings (2016)	Residences	950
Percent of Renter Households (2016)	Percent	88%
Percent of Owner Households (2016)	Percent	12%

Goal: Enable a healthier community		
Indicator	Unit	2020
Recreation program enrollment (Swimming, Kidkicks, Island Blakes Figure Skating, Twillingate/NWI Minor Hockey Association, Curling) (2019)	People	~545
Total length of sidewalks	Metres	100
Total length of trails	Metres	30,000

Goal: Protect environmentally sensitive and significant areas		
Indicator	Unit	2020
Land area attributed to conservation land (2019)	Acres	812.2

Goal: Support improved reliability and capacity of municipal services		
Indicator	Unit	2020
Water shutoffs in a calendar year (2019)	Number	134
Length of municipal water system (2019)	Kilometres	~30

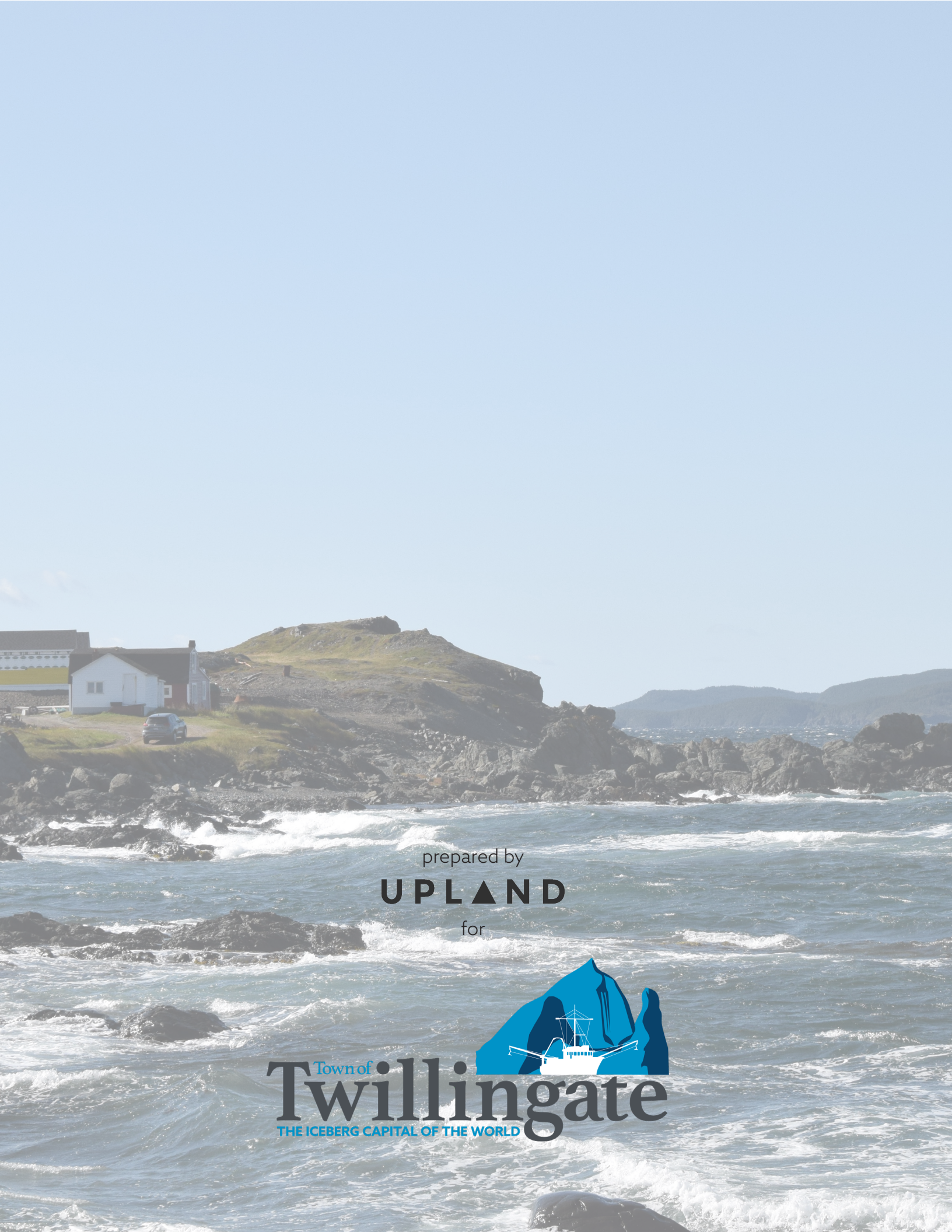
Goal: Preserve and enhance the community's character and identity		
Indicator	Unit	2020
Dollars invested in public art	Canadian \$	0
Number of Provincially Registered Heritage Properties	Number	7

Goal: Grow economic opportunities		
Indicator	Unit	2020
Estimate of full-time jobs Twillingate	Number	-
Estimate of part-time jobs in Twillingate	Number	-
Total value of construction permits in Twillingate	Canadian \$	-

Goal: Develop and reinforce community capacity and accountability		
Indicator	Unit	2020
Development permits issued (2019)	Number	27
Number of complaints received (2019)	Number	52

# Appendix 'A' – Municipal Plan Review Engagement Report (October 2019)





prepared by

**UPLAND**

for

