

OFFICIAL PLAN – May 2021 Draft

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## 1. INTRODUCTION

### 1.1 TITLE AND INTERPRETATION

This document shall be known and may be cited as the *Rural Municipality of North Shore Official Plan (2021)*, or the *Official Plan*.

Any reference in the *Official Plan* to the Municipality or Council, refers to the Rural Municipality of North Shore and the Council for the Rural Municipality of North Shore, respectively, unless otherwise specified.

### 1.2 PURPOSE

The *Official Plan* is a formalized statement of the Municipality's Goals, Objectives, Policies and Plan Actions approved by Council, concerning the nature, extent, and pattern of future land use and development within the Municipality until the year **2036, a time horizon that is extended out by five years with each review.**

The Municipality's **Goals** are presented as a broad **vision** statement that looks to the future and provides a framework and general direction for the subsequent, more detailed statements which follow.

The **Objectives** address performance targets and indicate the overall policy direction of the Municipality. The *Official Plan* includes future land use, social, economic, physical, environmental, and administrative Objectives.

The **Policies** indicate the approach the Municipality will take in pursuing these Objectives with regards to specific topics.

Finally, **Plan Actions** are the concrete measures, actions and/or initiatives that will be undertaken to implement the Policies.

The *Official Plan* will assist Council in establishing priorities and in **making** decisions relating to: changes in land use, development standards, social programming, municipal services, environmental stewardship, and fiscal management. The *Official Plan* will also provide the policy framework for the *Rural Municipality of North Shore Land Use Bylaw (2021)*.

### 1.3 PLANNING AREA

The *Official Plan* applies to the geographic area contained within the legal municipal boundaries of the Rural Municipality of North Shore.

The *Official Plan* has been developed in consideration of the existing land uses, development trends, demographics, and the environment **both within and beyond the** municipality, as well as issues affecting the region and the province.

## 1.4 LEGAL ENABLEMENT

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The Rural Municipality of North Shore derives its powers primarily from the Prince Edward Island *Planning Act*, R.S.P.E.I. 1988, c. P-8, and the *Municipal Government Act*, R.S.P.E.I. 1988, Cap. M-12.1.

The *Municipal Government Act* empowers the Municipality to make bylaws and/or develop programs or strategies which help, in part, to implement the *Official Plan*.

The *Planning Act* empowers Council to appoint a Planning Board, adopt an *Official Plan*, and subsequently adopt bylaws to implement the *Official Plan*. Section 12 of the *Planning Act*, states the following:

*An official plan shall include*

- a. *a statement of economic, physical, social and environmental objectives;*
- b. *a statement of policies for future land use, management and development, expressed with reference to a specified period not exceeding fifteen years;*
- c. *proposals for its implementation, administration and the periodic review of the extent to which the objectives are achieved.*

## 1.5 OFFICIAL PLAN REVIEW AND MONITORING

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The *Official Plan* is intended to be a dynamic planning tool, which will be subject to ongoing review to compare the extent to which the objectives have been achieved. Furthermore, the *Official Plan* should be monitored on an ongoing basis to ensure compatibility with changing circumstances.

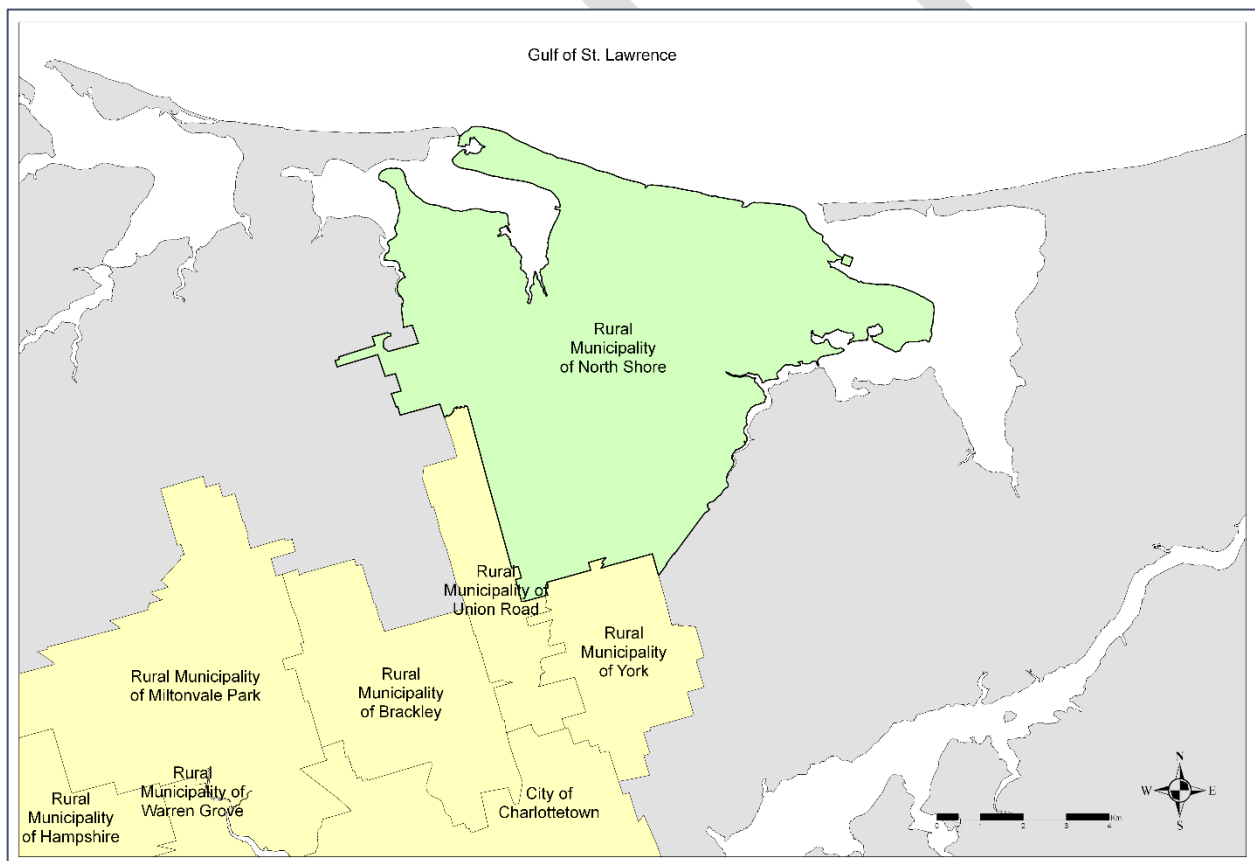
A comprehensive review of the *Plan* is required every five (5) years, with the next review scheduled for **2026**.

## 2. EXISTING CONDITIONS AND CONTEXT

### 2.1 CONTEXT

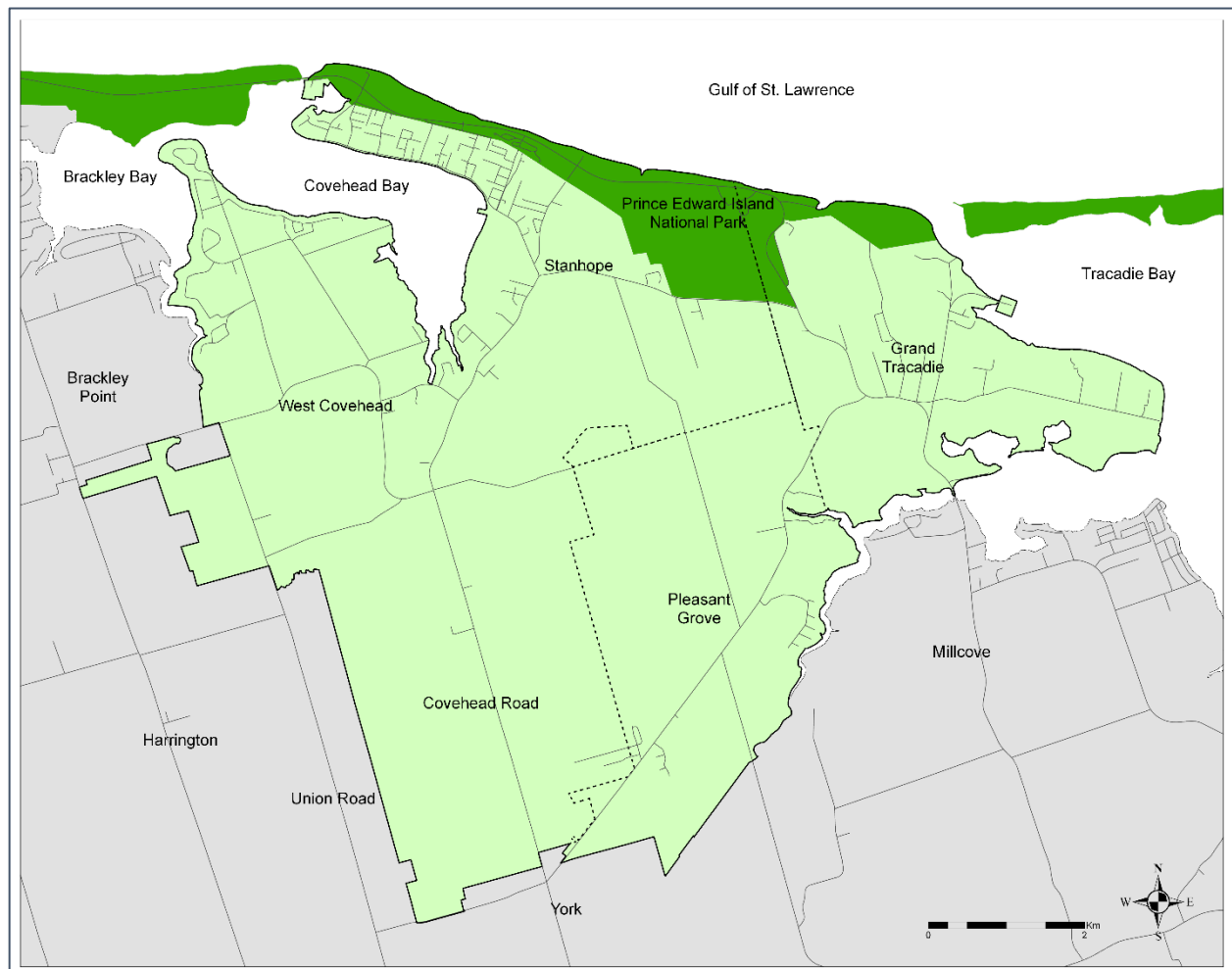
The Rural Municipality of North Shore is located in Queens County, Prince Edward Island. The Municipality is adjacent to the Rural Municipalities of York and Union Road, and is approximately 12 km north of the City of Charlottetown (See: Figure 1). The Municipality identifies with its productive land and sea resources, and has a growing, diverse population. While some neighbourhoods within the Municipality have developed primarily as a bedroom community for residents who commute to Charlottetown or other regions for work, other areas may be better characterized as retirement, recreational or seasonal communities, as they contain a mix of year-round and seasonal residents seeking close proximity to the beauty and opportunities presented by the coast on the Gulf of St. Lawrence.

Figure 1. Rural Municipality of North Shore and surrounding context.



The Municipality was incorporated on September 28, 2018, upon the approval of the amalgamation of three existing municipalities: the Rural Municipality of North Shore, the Rural Municipality of Grand Tracadie, and the Rural Municipality of Pleasant Grove. The restructured municipality now encompasses the communities of West Covehead, Covehead Road, Stanhope, Grand Tracadie and Pleasant Grove. The Municipality also includes a relatively long section of the Prince Edward Island National Park. (See Figure 2).

Figure 2 Rural Municipality of North Shore communities and adjacent waterways



## 2.2 ENVIRONMENT

The Municipality covers approximately 72 km<sup>2</sup> of land area. It is the seventh largest municipality in land area in PEI, and the largest in Queens County.

The Municipality has an extensive shoreline. The exposed coast, which is characterized by sand dunes and salt marshes, is entirely contained within the National Park boundary. Many private properties however benefit from waterfront access within the estuaries of Brackley, Covehead and Tracadie Bays. Additionally, the viewscape enhanced by the Bays are enjoyed by all residents and visitors and contribute to the enjoyment and quality of life for all.

There are four watersheds that fall within the boundaries of the Municipality, including the Dalvay Lake, Black River, Bells Creek and Winter River watersheds. Watershed associations active in the region include the Friends of Covehead-Brackley Bay Watershed and the Winter River-Tracadie Bay Watershed Association. Friends of Covehead-Brackley Bays has operated since 2000. A report recently published, Covehead Bay Review, identifies **the range of users of the local waterways and their impacts**. This report highlights the importance of a multi-user approach in current and future planning for Covehead-Brackley Bays and the need to focus on a

collaborative, ecological, and shared-use approach for the sustainability of the bays. The watershed review is an attempt to create a more socially cohesive and collaborative approach for the future sustainable planning of the resource, Covehead Bay, seen by many as a ‘jewel of the community’. Recommendations in the report indicated ways in which the Municipality can contribute to sustainable watershed management through responsible land use planning, the **protection** of environmental buffer zones, and **consideration** of the risks associated with coastal flooding and erosion due to climate change.

## 2.3 DEMOGRAPHICS

The Municipality has a population of approximately 2,000 residents and experienced a relatively high population growth of 9.8% between 2011 and 2016.

The population density of the Municipality is approximately 29 persons/km<sup>2</sup> which is higher than the provincial average, but significantly lower than that of the cities and towns in PEI. The density is comparable to that of the adjacent municipalities, York and Union Road, at 32.9 and 20.5 persons/km<sup>2</sup> respectively; however, **these neighbouring municipalities** are both much smaller in land area and population. Within the Municipality, the population density is highly variable, with areas such as the Stanhope Peninsula as high as 92 persons/km<sup>2</sup>.

**Table 1. Comparison of 12 rural municipalities (RM), the City of Charlottetown and the PE provincial census data (2016).**

Region	2016	2011	Growth	Area	Density (2016) /km <sup>2</sup>
Prince Edward Island (Province)	142,907	140,204	1.9%	5,686	25.1
Charlottetown (City)	36,094	34,562	4.4%	44.34	814.1
Belfast (RM)	1670	1637	2.0%	229.60	7.27
Eastern Kings (RM)	709	702	1.0%	141.00	5.03
Central Prince (RM)	1112	1162	-4.3%	133.20	8.35
Lot 11 and Area (RM)	613	635	-3.5%	101.40	6.05
Malpeque Bay (RM)	1030	1029	0.1%	96.70	10.65
Central Kings (RM)	339	329	3.0%	73.70	4.60
<b>North Shore (RM)*</b>	<b>2080</b>	<b>1901</b>	<b>9.4%</b>	<b>71.40</b>	<b>29.13</b>
Kingston (RM)	1096	794	38.0%	48.00	22.83
Afton (RM)	1291	1222	5.6%	39.80	32.44
Miltonvale Park (RM)	1148	1153	-0.4%	35.45	32.38
York (RM)	408	284	43.7%	12.4	32.9
Union Road (RM)	204	235	-13.2%	9.97	20.5



\* Precise population figures are not currently available for the North Shore because 2016 Census boundaries were not aligned with the new municipal boundaries. As such, demographics information has been interpolated from the data available from the census Dissemination Blocks (DBUID) in the area.

The total number of dwellings in the Municipality is approximately 1600. The average dwelling density is 15.3 dwellings/km<sup>2</sup> with 1.8 persons/dwelling. Dwelling density is also highly variable within the Municipality. In the Stanhope Peninsula, the dwelling count increases to 156 dwellings/km<sup>2</sup> while the population per dwelling drops to only 0.56 persons. The decrease in persons per dwelling count in this area is likely attributed to the high number of seasonal dwellings; **seasonal** residents and tourists are not included in the population count.

### 3. MUNICIPAL AND COMMUNITY SERVICES

#### 3.1 GOVERNANCE AND ADMINISTRATION

The Municipality has six Councillors and a Mayor. Councillors were elected in 2018 based on a newly structured ward system to ensure equal representation from across the Municipality following amalgamation.

The committees of Council include the Finance/Infrastructure and Administration Committee; Planning Board; Recreation and Community Engagement Committee; Environmental and Community Sustainability Committee; Water and Environment Committee; and EMO – Emergency Measures Organization.

The Municipality's chief administrative officer is responsible for the day-to-day management of the municipal office. The Municipality also has a part-time recreation and events coordinator, a bylaw enforcement officer and a custodian, and **has engaged a development officer**. Summer students are hired to assist with seasonal events and activities when funding is available.

#### 3.2 PLANNING AND DEVELOPMENT CONTROL

The *North Shore Official Plan* and *Bylaw* were last updated in January 2014. The Municipality provides planning and development control services for that portion of the Municipality that encompassed the **original Rural Municipality** of North Shore at that time. A development officer with the Municipality assists with the administration of the *Bylaw*.

Prior to amalgamation, the **Rural Municipalities** of Grand Tracadie and Pleasant Grove did not offer planning services and as such development control fell under provincial jurisdiction in accordance with the provincial *Subdivision and Development Regulations*. Following the current review and adoption of the present *Official Plan*, land use planning services will cover the full extent of the municipal boundary and development control responsibilities will be taken over **fully** by the Municipality.

#### 3.3 INSTITUTIONAL AND SOCIAL SERVICES

The Municipality owns and operates three community centres: the North Shore Community Centre; Stanhope Place; and the Grand Tracadie School Centre. All three facilities are available to rent for private events.

The North Shore Community Centre contains the municipal offices, a board room, gym and auditorium. Most municipal committee meetings, special events, and activities are offered at this location. Council meetings alternate monthly between the Community Centre and the Grand Tracadie School Center.

The Grand Tracadie School Center is located in the former Grand Tracadie Elementary School. The School Center offers evening classes and social activities. Stanhope Place contains the main office of the Friends of Covehead-Brackley Bays watershed association and provides space for meetings of the Stanhope Historical Society, and other social events and activities.

There are four churches within the Municipality: St. James United Church (Covehead), St Eugene's Church (Covehead), St. Michael's Catholic Parish Church (Grand Tracadie) and Stanhope United Church (Stanhope).

The Municipality is served by the recently restructured Charlottetown Family of Schools and the Province provides bus services to transport children to schools within the City of Charlottetown.

### 3.4 RECREATION SERVICES

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The Municipality owns and maintains a ball field and outdoor rink at Community Park in Grand Tracadie and a playground, ball fields, and soccer field at the North Shore Community Centre; **the Municipality also** maintains a second privately-owned soccer field adjacent to the Centre. There are also a few small undeveloped park areas, owned by local homeowner's associations, located within and around newer residential subdivisions.

Although the Prince Edward Island National Park is managed and maintained by Parks Canada, the Park plays an important role in the Municipality as a major recreational destination for residents and visitors. Another major recreational facility is the privately owned and operated Stanhope Golf and Country Club. Residential properties have developed within walking distance of the golf course and the clubhouse serves as a local gathering place.

The Municipality also has a popular promenade for walking, running and biking. The promenade, which was developed with federal funds and is maintained jointly by the Municipality and Province, commences at the golf course and runs parallel to Route 25, where it connects to the Gulf Shore Parkway within the National Park.

### 3.5 FIRE AND POLICE PROTECTION SERVICES

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The Municipality falls within the North Shore Fire District and receives fire protection services from the North Shore Fire **Department**. The Fire Hall is located at 2030 Covehead Rd. The building was renovated in 2004 and now accommodates storage for five trucks, an underground water tank, a meeting area and an exercise room. The Fire Department has approximately 25 volunteer members.

Police protection within the Municipality is provided by the Royal Canadian Mounted Police (RCMP) through a contract between the Province and the Government of Canada.

### 3.6 WATER AND SEWER SERVICES

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There are no municipally owned water or wastewater systems within the Municipality, and almost all properties are serviced by on-site systems. The National Park operates a central water system and two central sewerage systems, and a few residential subdivisions have privately owned systems operated by their homeowner associations.

A Long-Term Water and Wastewater Servicing Study was completed in 2009, which recommended that the Municipality consider a future well field and/or a future sewerage treatment facility for the Stanhope peninsula area where residential development is dense and properties are small and do not meet current standards for on-site servicing. In response to the recommendations of the report, the Municipality has adopted a number of educational, monitoring and regulatory actions intended to extend the life span of on-site water and wastewater systems on the peninsula. More recently, Council has been engaged in discussions with Parks Canada with regards to a long-term plan for a sustainable water supply.

**There is one water well restricted area located in West Covehead along Route 25 adjacent to Bells Creek. Water well restricted areas are identified under the *Environmental Protection Act* Water Well Regulations and where they exist, a well permit is required in addition to the general requirements for drilling wells.**

### 3.7 TRANSPORTATION NETWORK

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The Municipality does not own or have direct responsibility for any of the public or private roads; however, through the provision of land use planning the Municipality does have an important role in transportation planning. Council currently works with the provincial department responsible for transportation and infrastructure to ensure the existing public transportation network is safe and well maintained. However, most residential subdivisions within the Municipality are currently serviced by private roads, over which the Province and the Municipality have no authority. Provincial services such as snow clearing, garbage collection and school buses are not offered to properties **serviced by** private roads. As such, the development of new private roads is no longer permitted within the Municipality.

## 4. LAND USE AND DEVELOPMENT TRENDS

### 4.1 LAND USE DISTRIBUTION

The provincial corporate land use database, which is based on a 2010 land use analysis, indicates that of the 72 km<sup>2</sup> of land area within the Municipality, a combined 75% of the land is classified as either forest cover (44.3%) or agriculture (31.3%). A relatively high percentage of land area is also classified as wetlands (7.8%), most of which is located within the National Park. Residential and/or urban land uses account for another 7.8%. The final 7.8% accounts for all other uses combined, including transportation (roadways), commercial, industrial, institutional, recreation, and unclassified land uses. (See Figure 3)

According to the provincial property tax records, there are 2050 unique properties within the Municipality. More than one-third (727) of these properties, which cover approximately 42 km<sup>2</sup> of land area (or 60% of the total land area) have not yet been assigned a civic address and as such are assumed to be undeveloped. Unfortunately, despite the large stock of existing undeveloped lots, almost half (approximately 350) of these undeveloped lots are too small to meet the current provincial minimum lot size standards for the installation of on-site water and waste-water treatment systems.

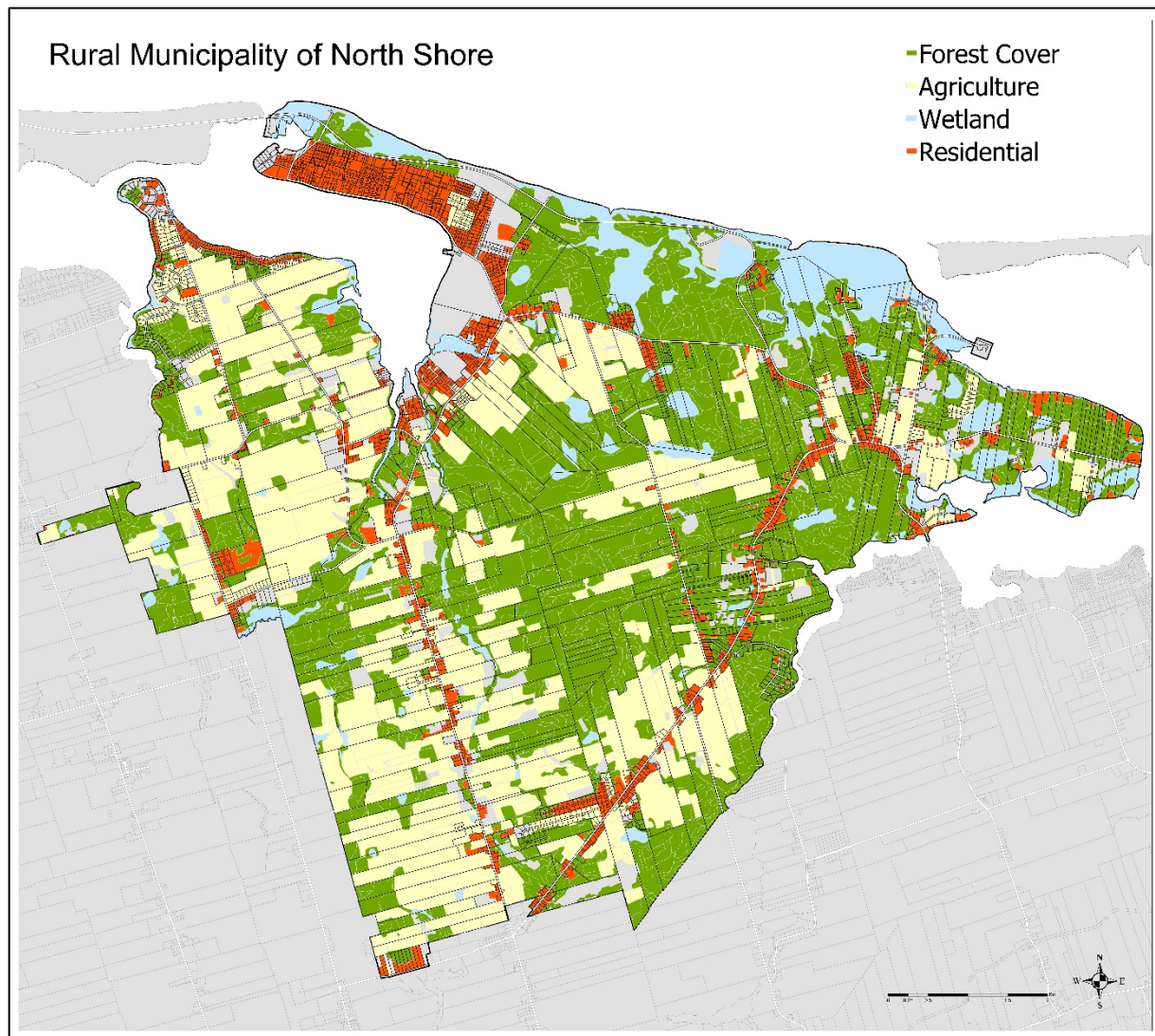
Of the 1313 properties with civic addresses (developed properties), 1166 properties (89%) have a residential tax assessment associated with them. Residential development throughout the Municipality is characterized by low-density single detached dwellings, dispersed along the primary transportation routes, where lots were subdivided off of the front of agricultural properties.

In areas closer to the coastline, residential properties were subdivided with small lots that front on private roadways. The dwellings in these areas range from small seasonal cottages or cottage rentals to large year-round single detached dwellings. **As with** the undeveloped lots, almost 2/3 (747) of the existing developed lots in the Municipality are smaller than the current provincial lot size standards for on-site service provisions, despite the majority of these properties currently using on-site services.

Twenty-seven (27) properties in the Municipality, accounting for 6.5 km<sup>2</sup> (or 9% of the total land area), are owned by the Government of Canada, which includes the National Park properties and two small-craft harbours in Stanhope and Grand Tracadie. Further, based on the mailing addresses of the property owners, 25% (315) of the properties are owned by Canadians who are non-PE residents, and an additional 100 properties are owned by someone from a country other than Canada.

While 213 properties in the Municipality are owned by registered businesses, there are very few commercial or industrial enterprises that are not directly related to the agriculture or fisheries sectors. Most of the other businesses are commercial tourist accommodations or other seasonal operations, including the golf course in Stanhope and the campground in Grand Tracadie.

Figure 3 Rural Municipality of North Shore Existing Land Use Map (PE Government Corporate Land Use Inventory, 2010)



## 4.2 DEVELOPMENT TRENDS

The development permit records for the three municipalities prior to amalgamation are available from the provincial government, as well as for Grand Tracadie and Pleasant Grove areas since amalgamation, as these areas are still under provincial planning authority.

There has been little to no commercial, industrial, institutional or agricultural development in the Municipality over the past 5 years. However, some permits (in the 'other' category) were issued for renovations or additions to existing non-residential properties.

Generally, residential development trends indicate that residential growth has been consistent over this time period, and that 2019 saw a significant surge in development, with permits issued for 31 single detached dwellings and 8 seasonal dwellings. Seasonal dwellings are distinguished from single detached dwellings in permit records when the property does not front on a public

road; however, many seasonal dwellings are found to be occupied year-round. There have been no permits issued for new multi-unit dwellings during this time period.

While growth and development are good indicators of the strengths of the Municipality and the desirability of the region to residents, it is further noted that there continues to be a relatively high number of lots being subdivided for the number of dwellings being constructed. As the Municipality has a surplus of vacant approved lots, the new subdivisions indicate that development is continuing to push into the agricultural area and that the older undersized lots may not be as desirable as a newly subdivided lot that meets regulations for services.

**Table 2 Development permit records and number of lots subdivided in North Shore (NS), Pleasant Grove (PG) and Grand Tracadie (GT) since 2015 (\*2020 records are as of August 2020). Note records appear to be missing for NS in 2015. Other includes additions, decks and accessory buildings on existing properties**

	Single Detached	Seasonal Residential	Multi-Unit Residential	Commercial/ Industrial/ Institutional/ Agriculture	Other	Subdivision (new lots)
<b>2015</b>						
NS		1				
PG	4	1				13
GT	4	1				17
<b>2016</b>						
NS	11	10		1	18	6
PG	3				2	1
GT	1	1			2	1
<b>2017</b>						
NS	15	13			25	1
PG	5	1			3	4
GT		1		1		41
<b>2018</b>						
NS	7	11			15	7
PG	7	1			3	2

GT		2			1	3
2019						
NS	21	8		1	16	7
PG	9				5	12
GT	7	1			1	11
2020*						
NS	14	6		3	22	4
PG	12				2	21
GT	7	7		1		1

## 5. MUNICIPAL GOAL

The residents in the Rural Municipality of North Shore have a strong attachment to traditional rural, agricultural lifestyles. The Municipality includes the communities of West Covehead, Covehead Road, Stanhope, Grand Tracadie and Pleasant Grove. While each community is unique in its history, development trends and demographics, the Municipal Goal represents the collective values of residents from across the Municipality.

**The goal of the Rural Municipality of North Shore is to continue to be a rural municipality, with a core economic base in agriculture, fisheries and tourism; where residential development, and social and recreational services support diverse, inclusive and life-long communities; where ecological stewardship of the land and waterways is highly valued and the natural beauty is respected; and where innovation and resource-related economic development is supported.**

## 6. FUTURE LAND USE MAP OBJECTIVES, POLICIES AND PLAN ACTIONS

### 6.1 THE FUTURE LAND USE MAP

The Future Land Use Map (Appendix A) captures the long-term vision for growth within the Municipality and will serve as a guide for the spatial arrangement of land uses within the Municipality. It is distinct from the Existing Land Use Map and the Zoning Map because it is a conceptual representation of the direction envisioned for land use patterns that will emerge in the future as land uses within the Municipality change. The Zoning Map and any decisions relating to changes in the Zoning Map must conform to the Future Land Use Map.

### 6.2 FUTURE LAND USE MAP OBJECTIVES

In developing the *Future Land Use Map*, Council has applied the following Objectives:

- i. Preserve the traditional rural agricultural character across the Municipality as the predominant land use.
- ii. Support organized and sustainable residential development, while protecting productive agricultural land and natural assets and minimizing further strip development.
- iii. Support new resource-related commercial and industrial development, as well as services related to the tourism sector in appropriate areas.
- iv. Protect environmentally sensitive areas.
- v. Identify coastal areas at risk of coastal erosion and/or flooding due to storm surge and projected sea level rise, and prevent further development within these areas.
- vi. Protect long term access to properties fronting on private roads and across public rights-of-way by identifying transportation corridors as a distinct land use.
- vii. Support all other relevant policies and principles included in this Plan.

### 6.2.1 Land Use Designation and Zoning

Council will designate and zone land in accordance with the goals, objectives, and policies of this Official Plan.

#### Plan Action

a.	All land within the Municipality will be designated with a land use zone and the zone designations will be identified on the Zoning Map.
b.	The <i>Land Use Bylaw</i> will establish permitted uses and minimum development standards for each zone.

## 7. ECONOMIC OBJECTIVES, POLICIES AND PLAN ACTIONS

### 7.1 ECONOMIC OBJECTIVES

The Economic Objectives of the Municipality are as follows:

- i. Protect the agricultural and fishing economies and minimize future subdivision of and development on productive agricultural land.
- ii. Support sustainable agricultural land use practices.
- iii. Support existing non-resource commercial and industrial land uses.
- iv. Support innovative economic development and local commercial services for residents suitable for a rural municipality.
- v. Support existing tourism establishments and new development related to the tourism sector in appropriate areas.



## 7.2 POLICIES TO SUPPORT THE ECONOMIC OBJECTIVES

### 7.2.1 Agricultural Designation Policy

Agricultural and other resource-related land uses will be protected from the intrusion of conflicting land uses; and the conversion of primary resource lands into non-resource uses will be discouraged.

Plan Actions:

a.	All land currently in agricultural and/or resource commercial or industrial use, will be zoned as Agricultural (A) on the Zoning Map.
b.	The number of lots permitted to be subdivided within the Agricultural Zone will be limited to protect productive land and minimize strip development.
c.	Forestry will be a permitted use in the Agricultural Zone.

### 7.2.2 Sustainable Agriculture Policy

Sustainable agricultural practices that protect and enhance the local watershed, soil, ground and surface water resources will be promoted and supported.

Plan Actions:

a.	Council will work with local property owners, farmers, <b>neighbouring</b> municipalities, organizations and other levels of government to promote sustainable agricultural practices.
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### 7.2.3 Intensive Livestock Operations Policy

Existing **intensive** livestock operations will be protected from encroachment of conflicting land uses.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will define “ <b>intensive</b> livestock operations” in accordance with provincial legislation.
b.	A separation distance will be established between residential development and intensive livestock operations.

### 7.2.4 Resource-Based Commercial and Industrial Uses Policy

Resource-based commercial and industrial land uses which provide necessary support for the agricultural and fishing sectors may continue to operate.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will define “resource commercial use” and “resource industrial use” as land uses.
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b.	Resource commercial and industrial land uses will be permitted in the Agricultural Zone <b>subject to development regulations established to mitigate</b> potential land use conflicts.
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### 7.2.5 Non-Resource Commercial and Industrial Development Policy

Existing non-resource commercial and industrial operations and new innovative economic development suitable for a rural area may continue to operate.

Plan Actions:

a.	Growth of existing non-resource commercial and industrial operations will be supported, provided that potential land use conflicts can be mitigated and that the proposed development does not involve the loss of productive resource land.
b.	All land currently in a non-resource commercial or industrial use will be zoned as General Commercial (C) or Light Industrial (M1) respectively on the Zoning Map.
c.	New innovative economic development opportunities and other small-scale commercial services that provide direct services to local residents will be supported where productive agricultural land will not be impacted and potential land use conflicts can be mitigated.

### 7.2.6 Tourism Establishment Policy

Existing licensed tourism establishments (accommodations) may continue to operate and Council will pursue further research on the future development of tourism establishments in the municipality.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will define “tourism establishment” in accordance with provincial legislation.
b.	All tourism establishments must be licensed under the applicable provincial legislation.
c.	The <b>Land Use Bylaw</b> will establish a registry of <b>provincially-licensed</b> tourism establishments and <b>will require</b> operators to register with the municipality.
d.	Existing <b>tourism</b> establishments, <b>previously zoned Resort Commercial Zone, will be</b> zoned as Tourism Establishment (TE) on the Zoning Map.
e.	Council will undertake a study on the impacts and opportunities associated with tourism establishments in the municipality, with the intent to adopt land use and development regulations and/or a Municipal Tourism Establishments Bylaw in accordance with the results and recommendations of the study.

## 8. PHYSICAL OBJECTIVES, POLICIES AND PLAN ACTIONS

### 8.1 PHYSICAL OBJECTIVES

The Physical Objectives of the Municipality are as follows:

- i. Minimize land use conflicts.
- ii. Support improvements to the existing transportation system and establish development standards for new transportation infrastructure associated with subdivisions and development.
- iii. Support the long-term effectiveness of on-site water and wastewater systems which are privately owned and maintained by property owners.
- iv. Support residents' efforts to ensure a secure and safe supply of potable water.
- v. Facilitate development of pathways, parks, and additional recreation infrastructure.
- vi. Limit the development of excavation pits in areas where potential land use conflicts cannot be mitigated.
- vii. Support the development of renewable energy generation.

### 8.2 POLICIES TO SUPPORT THE PHYSICAL OBJECTIVES

#### 8.2.1 Conflicting Land Use Policy

Adequate buffers and/or separation distances between conflicting land uses will be established to minimize negative effects of one land use on another.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish a range of compatible land uses that will be permitted within each zone.
b.	The <i>Land Use Bylaw</i> will establish buffer, <b>landscape edges</b> and/or separation distance requirements on the boundaries between different zones and/or between incompatible land uses.
c.	The <i>Land Use Bylaw</i> will establish buffer, <b>landscape edges</b> and/or separation distance requirements between non-resource commercial and industrial land uses, and land uses intended for public access, recreation, and open space.

#### 8.2.2 Minimum Lot Size Policy

A minimum lot size for new development will be established based on the proposed land use and servicing capabilities of the property.

Plan Action:

a.	The <i>Land Use Bylaw</i> will establish a minimum lot size for new development based on the proposed land use and servicing capabilities of the property, and <b>in no event shall the minimum lot size be less than as prescribed in the <i>Province-Wide Minimum Development Standards Regulations</i> of the <i>Planning Act</i>.</b>
b.	The <i>Land Use Bylaw</i> will establish land use regulations and minimum development standards for existing undersized lots.

### 8.2.3 Minimum Roads Standards Policy

All new roads constructed shall meet minimum development standards as established by the Province, **at the developer’s expense**, and shall be deeded to the Province.

Plan Actions:

a.	All new roads constructed shall meet minimum development standards as established by the Province, and the road will be deeded to the Province as a public right-of-way prior to the approval of any development applications for properties with access to the new road. No new private or seasonal roads will be permitted.
b.	The <i>Land Use Bylaw</i> will establish a Right of Way (ROW) Zone that will apply to public or privately owned lots, on which the primary land use is access and/or a road, and no development or land uses will be permitted in the ROW Zone that could impede future access across these lots.

### 8.2.4 Alternative Forms of Transportation Policy

The development and maintenance of parks and pathways will be facilitated by Council to enable safe and efficient access through the Municipality by means of alternative forms of transportation (i.e. non-motorized).

Plan Actions:

a.	Subdivisions that involve the construction of a new road will include adequate space to accommodate alternative forms of transportation.
b.	When applicable, land that is to be deeded to the Municipality will be provided in the form of a pathway or public right-of-way which connects to other existing or proposed pathways.
c.	Active transportation within the Municipality will be supported with connectivity to the National Park’s existing system.
d.	The Municipality will support efforts by the Province and advocate for improving conditions for safe <b>active transportation</b> access on provincially owned and maintained transportation routes.

### 8.2.5 Off-Street Parking Policy

Sufficient off-street parking will be provided on a property to accommodate the proposed land use of a development.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish a minimum number of off-street parking spaces required for a development based on the proposed land use.
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### 8.2.6 Sewage Disposal Systems Policy

Properties will operate on privately owned on-site sewage disposal systems.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will require as part of the subdivision and/or development application process that applicants <b>meet all requirements of the <i>Environmental Protection Act</i> and the <i>Planning Act Province-Wide Minimum Development Standards Regulations</i> for any proposed on-site sewage disposal system or a communal-type sewage disposal system for a multiple-lot subdivision, if applicable.</b>
b.	The <i>Land Use Bylaw</i> will establish land use and development standards for <b>existing or proposed</b> developments <b>and parcels with</b> an on-site sewage disposal system despite not meeting the minimum lot size requirements <b>of the <i>Planning Act Province-Wide Minimum Development Standards Regulations</i>.</b>

### 8.2.7 Water Supply Policy

Properties will operate on privately owned water supply systems.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will require as part of the subdivision and/or development application process that <b>applicants meet all requirements of the <i>Environmental Protection Act</i> and the <i>Planning Act Province-Wide Minimum Development Standards Regulations</i> for any proposed water supply system.</b>
b.	The <i>Land Use Bylaw</i> will establish land use and development standards for a <b>existing or proposed</b> developments <b>with an</b> on-site water supply despite not <b>meeting the minimum lot size requirements of the <i>Planning Act Province-Wide Minimum Development Standards Regulations</i>, including</b> for development in areas identified as high risk for well contamination.
c.	Council will continue to explore options for a long term, sustainable water supply for at-risk areas and will be proactive in securing the necessary resources if, and when, an opportunity to secure a future water supply is presented.

d.	Council will undertake a study on the impacts on the water quality and availability under a full build-out scenario for potential development on the Stanhope Peninsula based on current land use regulations. The study will seek recommendations for further development regulations and/or the need for water utility options under this scenario, if necessary, to ensure adequate water supply for all.
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### **8.2.8 Water and Wastewater Education and Monitoring Policy**

Educational opportunities will be provided to residents on the interrelationship of private water supply systems, wastewater management systems, water quality, and the importance of regular maintenance and testing of private systems.

Plan Actions:

a.	The Municipality will make information available to residents on best management practices for on-site water and wastewater systems, sewerage system maintenance, and water quality testing.
b.	Council will develop a Bylaw to regulate the maintenance, testing and reporting of private water and wastewater systems in accordance with the applicable provincial legislation and best practice recommendations.

### **8.2.9 Excavation Pit Policy**

New excavation pits will not be permitted in areas that may present land use conflicts.

Plan Actions:

a.	New excavation pits will not be permitted where productive agricultural land will be impacted or reduced by the change of use, or where potential land use conflicts cannot be mitigated.
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### **8.2.10 Renewable Energy Policy**

The generation of renewable energy will be supported provided it does not pose a risk to the public and potential land use conflicts can be mitigated.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish application requirements, development standards and a process for review for wind turbines consistent with provincial legislation.
b.	The <i>Land Use Bylaw</i> will establish application requirements, development standards and a process for review for solar panels and solar fields.

## 9. SOCIAL OBJECTIVES, POLICIES AND PLAN ACTIONS

### 9.1 SOCIAL OBJECTIVES

The Social Objectives of the Municipality are as follows.

- i. Protect the traditional rural character of the Municipality by maintaining low density residential development standards.
- ii. Support a variety of residential dwelling types to meet the changing needs of a diverse population.
- iii. Establish residential development standards to promote safety, efficiency, and land use compatibility, and to protect the character of existing neighbourhoods.
- iv. Facilitate and welcome diversity and inclusion.
- v. Facilitate and promote recreational and cultural opportunities and foster social interaction and healthy lifestyles for residents in all stages in life.
- vi. Foster volunteer participation in all aspects of recreation.
- vii. Support new institutional development and redevelopment of existing facilities as needed.
- viii. Consider the nature and extent of future recreation and public open space services and facilities required, and attempt to meet those need.
- ix. Provide safe and active play spaces and trails, and maintain, improve or extend the current facilities.
- x. Facilitate opportunities for residents to have access to natural areas and the shoreline.

### 9.2 POLICIES TO SUPPORT THE SOCIAL OBJECTIVES

#### 9.2.1 Residential Land Use Policy

Sufficient land will be designated for residential use to accommodate the projected housing needs of **the plan period**.

Plan Actions:

a.	Existing residential subdivisions will be zoned as Residential (R) on the Zoning Map.
b.	Low density residential development will be permitted in the Agricultural Zone.

#### 9.2.2 Residential Development Standards Policy

Residential subdivision and development standards will be established to enhance the health, safety and convenience of municipal residents.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will include standards for residential development relating to density, lot size, lot coverage, setbacks, building height, servicing, parking, secondary uses, buffers and other related matters.
b.	The <i>Land Use Bylaw</i> will establish criteria for parkland, open space and <b>marine</b> access, where applicable, for subdivision applications.
c.	Development standards for residential development will be consistent for seasonal and year-round residences.

### 9.2.3 Residential Density Policy

The existing low-density character of the Municipality will be maintained, while a variety of housing options will be supported to support diverse, inclusive and life-long communities.

Plan Actions:

a.	Low density residential areas will be protected by maintaining consistent development standards between existing and new development.
b.	The <i>Land Use Bylaw</i> will establish development standards for multi-unit residential dwellings to provide alternative forms of housing to support diverse, inclusive and life-long residents.
c.	The <i>Land Use Bylaw</i> will <b>include mini homes and modular homes in the definition of single detached dwellings.</b>

### 9.2.4 Home Occupations Policy

Home occupations may continue to operate on residential properties in accordance with applicable provincial legislation, where potential land use conflicts can be mitigated.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will define “home occupations”.
b.	The <i>Land Use Bylaw</i> will establish criteria and standards for the operation of a home occupation to minimize potential conflicts with adjacent properties.

### 9.2.5 Secondary Suites Policy

Secondary suites will be permitted on residential properties where potential land use conflicts can be mitigated.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish criteria and standards for the addition of a secondary suite in a single detached dwelling or in an accessory building to a single detached dwelling.
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b.	The <i>Land Use Bylaw</i> will establish development standards for secondary suites in a manner that does not permit the secondary suite to function independent of the main dwelling.
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### 9.2.6 Institutional and Public Recreational Land Use Policy

New institutional and public recreational development or the redevelopment of existing facilities will be supported where potential land use conflicts can be mitigated.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish development standards for institutional and public recreational land uses.
b.	Council will monitor the recreational and social services offered in the Municipality and will make provisions to support new development to ensure the cultural needs of diverse and inclusive communities are being met.
c.	Council will monitor the use of existing facilities and consider the need for new facilities or the redevelopment of existing facilities as necessary.

### 9.2.7 Volunteerism Policy

Council will promote volunteer involvement in all aspects of recreational and social programming.

Plan Actions:

a.	Council will work with sports and recreation groups to encourage and support volunteer participation through public information programs, volunteer appreciation and recognition initiatives, and training programs.
b.	The Municipality will encourage and support volunteer organizations in their efforts to develop recreational and other programs in the Municipality.

### 9.2.8 Open Space and Recreation Policy

Council will co-operate with adjoining communities on a cost-sharing basis for the provision of public open space, recreational facilities and programs for municipality residents.

Plan Actions:

a.	Council will work with volunteer organizations, recreation groups and the local businesses to maintain existing open space and recreation facilities.
b.	The <i>Land Use Bylaw</i> will establish regulations for the dedication of parkland or public space <b>or a payment in lieu of parkland</b> for all subdivision applications and will establish criteria <b>for</b> the selection of the land to be dedicated.
c.	Council will develop a Recreation and Open Space <b>Strategy</b> to create an inventory of existing parks, playgrounds, trails, and other open spaces; to

	maximize the use and connectivity of these existing spaces; and will propose future corridors for active transportation to connect these spaces.
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## 10. ENVIRONMENTAL OBJECTIVES, POLICIES AND PLAN ACTIONS

### 10.1 ENVIRONMENTAL OBJECTIVES

The Environmental Objectives of the Municipality are as follows.

- i. Protect and enhance the existing natural areas; the ecological integrity; groundwater and surface water resources; and wildlife and natural habitat within the Municipality.
- ii. Collaborate with stakeholders who share common values on the protection and enhancement of the natural environment.
- iii. Integrate watershed management principles into land use planning.
- iv. Protect the natural environment from potential environmental impacts resulting from development and implement policies to control soil erosion during construction and from farming activities.
- v. Recognize the projected impacts of climate change, including coastal erosion and coastal flooding and establishment land use and development standards for areas at risk.
- vi. Encourage preservation, restoration and expansion of forest cover.

### 10.2 POLICIES TO SUPPORT THE ENVIRONMENTAL OBJECTIVES

#### 10.2.1 Environmentally Sensitive Areas Policy

Council will identify environmentally sensitive areas and implement policies and development regulations for the protection and enhancement of these areas.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will establish an Environmental Conservation Zone and all environmentally sensitive areas, including coastlines, watercourses and wetlands, and their adjacent lands will be designated as such.
b.	Land use and development within the Environmental Conservation Zone will be limited to activities related to environmental restoration and only those activities which do not negatively impact the environmentally sensitive area will be permitted.
c.	The <i>Land Use Bylaw</i> <b>will</b> require erosion and siltation control measures to be put in place during construction adjacent to the Environmental Conservation Zone to ensure the protection of environmentally sensitive areas, <b>except where, in the opinion of Council, no impact on the environmentally sensitive area is likely to result from the proposed development.</b>

### 10.2.2 Partnerships Policy

Council will work with partners, stakeholders and property owners who share common values on the protection and enhancement of the natural environment and collaborate with them on initiatives to maintain and enhance local ecological integrity.

Plan Actions:

a.	Council will work with watershed groups and other stakeholders to address both general watershed integrity and water quality of Covehead Bay, Brackley Bay and Tracadie Bay, and their tributaries.
b.	Council will work with the Province to promote initiatives to protect natural vegetation adjacent to streams, wetlands and other watercourses; to enhance ecological integrity; and to protect and restore forest cover within the Municipality.
c.	Council will work with Parks Canada to support their initiatives to maintain and enhance the natural environment.
d.	Council will promote an environment of mutual respect between the many stakeholders who share the natural resources within the Municipality.

### 10.2.3 Ground and Surface Water Protection Policy

Council will protect the quality and quantity of groundwater and surface water resources.

Plan Actions:

a.	Land uses which pose a serious contamination risk to groundwater, such as chemical plants or storage depots <b>for hazardous materials</b> , will not be permitted within the Municipality.
b.	Council will work with the Province to ensure that surface water resources are protected from degradation, and to identify and establish buffer zones to protect streams, wetlands and watercourses.
c.	Council will monitor and assess the environmental impact of development for agricultural, commercial, and industrial purposes in close proximity to the boundary of a watercourse or wetland.

### 10.2.4 Environmental Buffer Policy

The land area adjacent to all watercourses and wetlands, otherwise known as the Environmental Buffer, shall be maintained to protect the watercourse or wetland from adjacent development, and only those activities which do not negatively impact the watercourse or wetland will be permitted in this area.

Plan Action:

a.	The land area within the Environmental Buffer will be designated as Environmental Conservation Zone.
b.	The <i>Land Use Bylaw</i> will establish regulations governing those activities, developments and alterations which will be permitted within the Environmental Buffer.
c.	The <i>Land Use Bylaw</i> will <b>establish setbacks at least as stringent as those required in applicable provincial regulations.</b>
d.	The <i>Land Use Bylaw</i> will <b>ensure that, when subdividing adjacent to a watercourse or wetland,</b> lots are of a sufficient size to accommodate development while maintaining required separation or setback distances from the watercourse or wetland.
e.	The <i>Land Use Bylaw</i> will require verification of an approved Watercourse, Wetland and Buffer Zone Activity Permit from the provincial government, prior to reviewing an application for development to undertake any alteration or development within the Environmental Buffer.

### 10.2.5 Waterfront Development Policy

Waterfront development shall meet necessary standards to mitigate risks associated with coastal erosion and coastal flooding due to storm surge and projected sea level rise due to climate change, and those standards will be updated as new data and information is made available to the Municipality.

#### Plan Actions:

a.	The Municipality will work in cooperation with the Province to develop best management practices to address coastal hazards and will make information on coastal risks available to the public.
b.	The <i>Land Use Bylaw</i> will require a Coastal Erosion and Flood Risk Assessment prior to the review of a development or subdivision application on a lot adjacent to or near a watercourse or wetland.
c.	The <i>Land Use Bylaw</i> will establish minimum development standards in coastal areas to mitigate risks of coastal flooding due to storm surge and projected sea level rise.
d.	The <i>Land Use Bylaw</i> will establish setbacks between new development and eroding shorelines to provide sufficient distance to ensure that the adverse effects of erosion do not endanger the development over its life.
e.	Fishing sheds, aquaculture facilities, boat launching facilities and wharves will be permitted, according to municipal, provincial, and federal regulations.
f.	The Municipality will update the Future Land Use Map and Zoning Map with any new data and information on the delineation of wetlands and watercourses, and

	changes to the location of the coastline, <b>at minimum during each five-year review of the Official Plan and Land Use Bylaw.</b>
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## 11. ADMINISTRATION AND IMPLEMENTATION

### 11.1 ADMINISTRATION AND IMPLEMENTATION OBJECTIVES

It is Council’s objective to achieve a fair and equitable implementation of the policies and plan actions included in the *Official Plan*, and to ensure that there is coordination between these policies and applicable provincial legislation.

The Administration and Implementation Objectives of the Municipality are as follows:

- i. Promote good governance and accountability, protect the public interest and respect private property owners’ rights.
- ii. Comply with provincial and federal government laws and regulations.
- iii. Administer the *Official Plan* and *Land Use Bylaw* with consideration of **sound** planning principles.
- iv. Provide a variety of quality and cost-effective municipal services to residents.
- v. Establish responsible fiscal practices to guide decision-making with regards to municipal revenues and expenditures.
- vi. Collaborate with and support efforts by local organizations who share common goals with the Municipality.

### 11.2 ADMINISTRATION POLICIES

#### 11.2.1 Good Governance Policy

Records on all municipal services will be kept, and those records will be made available to the public in a responsible and transparent manner.

Plan Actions:

a.	A property database <b>will</b> be created for all properties to track subdivisions, development and inspections.
b.	A file of all approved building and development permits will be established and maintained, and <b>all information in the file not protected under section 148 of the <i>Municipal Government Act</i> and associated regulations</b> will be open to the public.
c.	A file of all approved subdivision applications will be established and maintained, and this file will be open to the public.

d.	A report on the extent of the previous year’s development and subdivision activity, as well as progress on any other relevant Plan Actions as outlined in the <i>Official Plan</i> , will be made available to the public and <b>presented annually</b> .
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### 11.2.2 Conformity with Provincial / Federal Laws and Regulations

The Objectives, Policies and Plan Actions in the *Official Plan*, and the regulations in the Municipality’s bylaws will **be no less stringent than**, and approved in accordance with, provincial legislation and federal laws and regulations.

Plan Actions:

a.	The <i>Official Plan</i> Objectives, Policies and Plan Actions will <b>comply</b> with provincial regulations for municipal governments and planning.
b.	The <i>Land Use Bylaw</i> will be <b>at least as strict as</b> the <b>applicable minimum</b> provincial regulations for land use, development and subdivisions.
c.	The <i>Land Use Bylaw</i> will require as part of the subdivision and development approval process, that all applications be in compliance with Provincial and/or Federal laws.

### 11.2.3 Land Use Bylaw Administration Policy

**Subdivision**, land use, and development-related policies will be implemented by the *Land Use Bylaw*.

Plan Actions:

a.	The <i>Land Use Bylaw</i> will be reviewed during or following the review of the Municipality’s <i>Official Plan</i> .
b.	<b>Council will appoint a Development Officer to administer the Land Use Bylaw and the Land Use Bylaw will identify those decisions which will be delegated to the Development Officer. Decisions under the Land Use Bylaw requiring approval by Council shall first be reviewed by Planning Board for a recommendation.</b>
c.	Development and subdivisions within the Municipality will be regulated through an application and development permit or subdivision approval process.
e.	The <i>Land Use Bylaw</i> will outline the requirements for development applications and for subdivision applications, and the process for the review of each.
f.	The <i>Land Use Bylaw</i> will outline the process by which a person may appeal a decision relating to the issuance of a development permit <b>or other decision in the administration of the Bylaw</b> , in accordance with the <i>Planning Act</i> .

### 11.2.4 Municipal Services Policy

Council will provide residents with access to a variety of municipal services, including fire protection, emergency measures planning and municipal planning.

#### Plan Action

a.	The amount of resources required to provide services will be monitored on an annual basis, and changes to services will be made when resources are available.
b.	Council will <b>maintain and update the Emergency Measures Plan and bylaw, in accordance with the <i>Municipal Government Act</i> and the <i>Emergency Measures Act</i></b> , which will be implemented through <b>community preparation and planning, exercising, identification and mitigation of short term and long-term hazards, and the policies and actions contained in this Official Plan, as well as</b> the provision of quality and cost-effective police, and fire prevention and protection services.
c.	Fire protection services will be provided by the North Shore Fire Department and Council will work closely with the Fire Department to ensure an adequate level of fire protection services is provided.
d.	The level and quality of fire protection service and security relative to the type and extent of development permitted in the Municipality will be reviewed annually.
e.	Police protection will be provided by the Royal Canadian Mounted Police under the Province’s contract <b>with the federal government</b> .
f.	Priorities with regards to police services will continue to emphasize public safety, crime prevention, education and municipality involvement.
g.	The provincial Waste Management Program will be utilized for waste collection and disposal.

### 11.2.5 Supporting Local Organizations Policy

Council will establish relationships for collaboration with local organizations who share common goals with the Municipality and will support their initiatives to improve the quality of life of residents and to preserve and protect the local environment.

#### Plan Action

a.	Council will provide opportunities for local organizations to participate in municipal public processes.
b.	Council will support sharing of information between local organizations and residents, <b>while protecting personal information in accordance with provincial enactments</b> .

c.	Council will provide a list of local organizations and their contact information on the Municipal website to facilitate outreach within the Municipality.
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### 11.2.6 Budget Policy

Responsible fiscal practices will be established and will guide decision-making with regards to municipal revenues and expenditures.

Plan Action

a.	<b>Council will consider the implications for stable and affordable property tax rates when making decisions regarding municipal services and infrastructure.</b>
b.	Council will pursue all available options for cost-sharing to maximize financial assistance on the provision of municipal services and special initiatives.
c.	The annual budget will allocate the necessary funds to ensure proper administration of the <i>Official Plan</i> and for the review of the <i>Official Plan</i> and <i>Bylaw</i> as necessary.
d.	The <b>Municipality's financial plan</b> will allocate the necessary funds for staff and contract positions.
e.	Council will not budget for an operating deficit in any year.

### 11.2.7 Capital Cost Sharing Policy

Owners of major developments will contribute to the costs of new infrastructure or infrastructure improvements required as a result of the proposed development.

Plan Actions:

a.	Developers will pay the full cost of the design and construction of new roads and/or other infrastructure related to their development.
b.	Developers will be required to contribute to the capital cost of any road or other infrastructure improvements which are required as a result of their development.
c.	Council may require, as a condition for a development permit that a developer contribute to the cost of providing any special fire services or facilities which may be necessitated by a major development.



APPENDIX A. FUTURE LAND USE MAP

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