



Town of Bay Bulls



Town of Witless Bay

Integrated Community Sustainability Plan

PLAN-TECH



ENVIRONMENT

MARCH 2010

RESOLUTION TO ADOPT

**TOWN OF BAY BULLS
INTEGRATED COMMUNITY SUSTAINABILITY PLAN 2010**

The Town of Bay Bulls adopts the Collaborative Town of Bay Bulls and the Town of Witless Bay Integrated Community Sustainability Plan 2010.

Adopted by the Town Council of Bay Bulls on the ____ day of March, 2010.

Signed and sealed this _____ day of March, 2010.

Mayor: _____ (Council Seal)

Clerk: _____

RESOLUTION TO ADOPT

**TOWN OF WITLESS BAY
INTEGRATED COMMUNITY SUSTAINABILITY PLAN 2010**

The Town of Witless Bay adopts the Collaborative Town of Bay Bulls and the Town of Witless Bay Integrated Community Sustainability Plan 2010.

Adopted by the Town Council of Witless Bay on the ____ day of March, 2010.

Signed and sealed this _____ day of March, 2010.

Mayor: _____ (Council Seal)

Clerk: _____

Table of Contents

	Page
1.0 Introduction.....	1
2.0 Community Assessment.....	2
2.1 Community Profile	2
2.2 Community Assets.....	5
3.0 Community Vision	6
3.1 Vision Station.....	6
4.0 Town Scoping Sessions	7
5.0 Pillars of Sustainability	8
5.1 Environment.....	10
5.1.1 Development	14
5.1.2 Natural Environment	15
5.1.3 Recreation and Tourism.....	16
5.1.4 Roads and Transportation.....	17
5.1.5 Project Descriptions	17
5.2 Economic.....	18
5.2.1 Economic Development	19
5.2.2 Municipal Finance	20
5.2.3 Project Descriptions	21
5.3 Social.....	21
5.3.1 Social.....	22
5.3.2 Project Descriptions	22
5.4 Cultural	22
5.4.1 Cultural.....	22
5.4.2 Project Description	23
5.5 Governance	23
5.5.1 Governance.....	23
5.5.2 Project Descriptions	24
6.0 Collaboration and Partnerships	24
7.0 Monitoring and Implementation.....	25
8.0 Project Summary by Pillar of Sustainability.....	26
9.0 Conclusion.....	26
Works Cited	28

Appendix A: Bay Bulls Draft Municipal Plan, 2010-2020

Appendix B: Witless Bay Municipal Plan, 2005-2015

Appendix C:	Bay Bulls Tourism Development Strategy
Appendix D:	Witless Bay Community Development Plan, 2004
Appendix E:	Irish Loop Strategic Economic Plan
Appendix F:	Resident Survey on Basic Questions of Sustainability
Appendix G:	Basic Questions of Sustainability for Councilors and Staff

1.0 INTRODUCTION

The Towns of Bay Bulls and Witless Bay, in their Terms of Reference for the Development of a Collaborative Integrated Community Sustainability Plan (ICSP), requested a plan to address the five pillars of sustainability for the next twenty years. The Collaborative ICSP for Bay Bulls and Witless Bay incorporates the Municipal Plans (the Plans) and the ICSP into one document. The Plans are Council's comprehensive policy document for the management of growth within the municipal planning area over the ten-year planning period. Bay Bulls is presently completing a Municipal Plan Review for 2010-2020 and Witless Bay's Municipal Plan dates from 2005-2015. (Appendices A & B) This ICSP is a "collaborative" ICSP that shall complement and be read as an addendum to the Bay Bulls and Witless Bay Municipal Plans.

The ICSP is developed following a review of population growth, the local economy, present and future transportation and communication needs, public services, social services and other relevant factors. The ICSP outlines the goals, objectives and policies (vision) of Councils regarding the development of the communities. The ICSP reviews demographics and examines sustainability based on the five pillars of sustainability. Where necessary, the ICSP will examine regional goals and policies relevant to the Town.

The Collaborative ICSP for Bay Bulls and Witless Bay is a long-term plan, developed in consultation with community members and provides direction for the Towns to achieve sustainability objectives for the environmental, economic, social, cultural, and governance pillars.

Integrated Community Sustainable Plan Pillars of Sustainability



1. Environmental
2. Economic
3. Social
4. Cultural
5. Governance

The process began with a review of the ICSP Self Assessment Reports, the Municipal Plans, Bay Bulls Tourism Development Strategy (Appendix C), Town of Witless Bay Community Development Plan (Appendix D), the Irish Loop Strategic Economic Plan (Appendix E), and interviews with staff and council representatives. The inventory of community assets was compiled using the Public Service Alliance Board (PSAB) asset inventory and the Towns' audited financial statements. A resident survey was completed to create a community vision (Appendix F) and interviews with staff and councillors were conducted to complete the Basic Questions of Sustainability (Appendix G). This ensured a broad level of participation in the planning process. Community organizations were also contacted directly and asked

to review the ICSP requirements. They provided feedback on the sustainability of the community and the desired level of participation in the future direction of the town.

The Integrated Community Sustainability Plan consists of five pillars of Sustainability. These Pillars are Environmental, Economic, Social, Cultural and Governance. Key components of these pillars must be met to ensure the long-term sustainability of the communities. Projects were identified and ranked under each pillar of sustainability. The Councils determined the significant projects and provided cost estimates for this ICSP Plan.

2.0 Community Assessment

2.1 Community Profiles

Bay Bulls and Witless Bay are located along the Irish Loop on the Southern Avalon. The Irish Loop includes the communities from Bay Bulls to Mall Bay. The Towns share a common municipal boundary along the Southern Shore Highway, Route 10.

Bay Bulls, with a land area of 31 km², has a population of 1,078 and is larger in area than Witless Bay, which has a population of 1,070 and an overall area of 17 km².

Bay Bulls experienced an overall 6.8% increase in population from 2001 while Witless Bay experienced an overall 1.3% increase. The Province experienced a decline of 1.5%. The market value of residential properties in Witless Bay will experience a 52% increase in 2010.

Population and Private Dwellings Bay Bulls and Witless Bay		
Demographics	Bay Bulls	Witless Bay
Population 2006	1,078	1,070
Population 2001	1,014	1,056
Population change %	+6.8%	+1.3%
Total Private Dwellings	422	420
Usually occupied by resident	396	384
Population density/sq. mile	35.1	61.2
Land area sq. mile	30.74	17.49
Single Detached %	88.6%	98.7%
Apts and duplexes, buildings	10%	0
Number owned	355	355
Number rented	35	0
Value of Dwelling	\$116,651	\$116,848

Both communities have very similar demographics. The majority of residents are under the age of 59 years and the educational attainment of residents almost mirrors each other.

Labour Force statistics reflect an unemployment rate of 15% for Bay Bulls and 16% in Witless Bay. These communities are steadily growing with the development of new residential housing in both communities.

Age Characteristics 2006	Bay Bulls	Witless Bay
Total Population	1,075	1,070
0 to 14 yrs	175	170
15 – 29 yrs	205	205
30 – 44 yrs	245	245
45 – 59 yrs	280	270
60-74 yrs	120	130
75-84 yrs	30	30
85 and over	10	15
% pop > = 15	83.7%	84.1%
Median Age	39.8	41.4

Education Attainment Source: 2006 Census Data Statistics Canada	Bay Bulls	Witless Bay
Total population over 15	890	890
No certificate, diploma, degree	260	235
High school or equivalent	230	175
Apprenticeships, trades	145	135
College or other non-university certificate or diploma	160	220
University certificate, diploma below bachelor level	10	25
University degree or diploma	80	100

Labour Force Source: 2006 Census Data Statistics Canada	Bay Bulls	Witless Bay
Total population over 15	890	890
In Labour Force	605	620
Employed	515	520
Unemployed	95	100
Not in Labour Force	280	270
Unemployment Rate	15.7%	16.1
Occupation		
Total experience labour force 15 years and over	605	605
Management	60	35
Business, Finance and Administration	100	120
Natural and applied sciences and related	15	45
Health	70	30

<i>Labour Force</i> <i>Source: 2006 Census Data</i> <i>Statistics Canada</i>	<i>Bay Bulls</i>	<i>Witless Bay</i>
Social science, education, government services and religion	35	50
Art culture, recreation and sport	0	20
Sales and Services	100	105
Trades, transport and equipment operators	150	135
Unique to primary industry	30	15
Unique to processing, manufacturing and utilities	40	40

Bay Bulls

The Community of Bay Bulls originally developed in a linear pattern along Bay Bulls harbour and later spread inland with the construction of local roads and highways. The Town consists mostly of residential development interspersed with businesses, public offices and other facilities. Further inland there is more single family residential development, as well as farmland, public buildings, businesses, recreational and industrial uses. In more recent years, residential development has expanded along back roads. Most of these areas consist of unserviced large lot residential development. Homes in Bay Bulls are serviced with on-site water and sewer. Rural parts of the Planning Area provide resource areas for the Town's residents; most notably blueberry grounds, community pasture, agricultural land and forest resources, and a surrounding natural setting. Historically, the economic base of Bay Bulls has been dependent on the fishery. However, with the downturn in the fishery in recent years, the economy of the Town is now largely dependent on local businesses. In recent years, tourism has been playing an increasing role. The fish plant was destroyed by fire in 1996, and the site has been greatly expanded by private business in anticipation of offshore oil development. Also, proximity of the Town to larger centres allows residents to commute elsewhere for employment opportunities.

A sufficient land base appears to be available to accommodate new business development should opportunities arise. Current economic conditions within the Province may preclude much in the way of economic growth. Likewise, for other categories of land uses - such as Residential and Industrial - a sufficient land base to meet the requirements of the Planning Area for the next ten years is available. Generally, much of the area reserved for expansion of urban development under the previous version of the Plan remains substantially undeveloped. (Bay Bulls Draft Municipal Plan 2010-2020)

Witless Bay

The Community of Witless Bay originally developed in a linear pattern along Witless Bay harbour and later spread inland with the construction of local roads and highways. The Town consists mostly of residential development interspersed with businesses, public offices and other facilities. Further inland there is more single-family residential development, as well as farmland, public buildings, businesses, recreational and industrial uses. In more recent years, residential development has expanded along back roads, such as Track Road, Gully Pond Road, and Gallows Cove Road. Most of these areas consist of unserviced large lot residential development. Homes in Witless Bay are serviced with on-site water and sewer. Rural parts of the Planning Area provide resource areas for the Town's residents; most notably blueberry grounds, community pasture, agricultural land and forest resources, and a surrounding natural setting.

Historically, the economic base of Witless Bay has been dependent on the fishery. However, with the downturn in the fishery in recent years the economy of the Town is now largely dependent on local businesses. In recent years, tourism has been playing an increasing role as well. Also, proximity of the Town to larger centres (St. John's and Mount Pearl) allows residents to commute elsewhere for employment opportunities. A sufficient land base appears to be available to accommodate new business development should opportunities arise, as outlined in the previous version of the Plan. (Witless Bay Municipal Plan 2005-2015)

2.2 Community Assets

PSAB Tangible Assets Inventory			
		Bay Bulls	Witless Bay
Asset	Description	Residual Value	Residual Value
Land Improvements	Playground	\$3,500	\$5,000
Land Improvements	Cemetery Lane West	\$39,640	
Land Improvements	28 Southside Road	\$67,567	
Buildings	Sand and Salt Depot	\$6,298	
Buildings	Municipal Buildings	\$1	\$423,907
Buildings	Tourism Facilities		\$267,334
Buildings	Recreation Facilities		\$66,192
Fire Equipment		\$10,992	\$412,776
Machinery Equipment	Vehicles	\$1,102	
Roads	Road, surface, grade, culverts etc	\$2,489,576	\$859,753
Machinery and Equipment	Recreation field, benches, stands, etc.	\$8,964	\$15,185
TOTAL ASSET VALUE		\$2,607,683	\$2,050,147

In Bay Bulls, recreation facilities, owned by the municipality, include walking trails, a playground and a softball field. Road infrastructure, for both communities, includes asphalt, culverts, bridges and signage throughout the Town. In Witless Bay, recreation facilities, owned by the municipality, include a tennis court, a swimming pool and softball field. Tourism facilities include the Chalet at Lower Pond walking trails. Both communities have marine facilities that service commercial and recreational boaters. The Irish Loop Development Corporation has developed a regional yachting strategy to attract the international recreational boaters. Witless Bay and Bay Bulls are key destinations in this strategy.

Emergency Services and fire protection are cost shared between Witless Bay, Bay Bulls and the City of St. John's. Witless Bay and Bay Bulls cover 70% of the cost of operating the Fire Department.

3.0 Community Vision

The Municipal Plans for each Town are very similar, particularly the goals and objectives. It is a vision of the communities and its council that guides development within its planning area. The Municipal Plans, Tourism and Economic Development Strategies and the Irish Loop Development Corporation Regional Strategic Plan were assessed using each Pillar of Sustainability. (Appendices B, C and D) Basic Questions of Sustainability were used for interviews with councillors and staff (Appendix E).

The ICSP focuses on the overall sustainability of the communities and the Plan's key objectives and goals under each Pillar of Sustainability. If sustainability issues arise they are identified and prioritized by Council, after review of feedback from residents and community organizations. Projects related to the completion of the most important sustainable issues are then analyzed and valued. In order to meet the guidelines of the Gas Tax, the outcomes to be achieved are: cleaner air, cleaner water, and lower greenhouse gas emissions.

3.1 Vision Statement

Collaborative in scope

The Towns of Bay Bulls and Witless Bay have a community vision that is based on its defined general goals for community sustainability as outlined in both Municipal Plans:

- Maximize the efficiency and cost effectiveness of municipal servicing costs and capital expenditure.
- Protect and enhance the physical and social well-being of all present and future residents and ensure the Town remains a pleasant place in which to live, work and visit.
- Preserve, sustain and enhance the natural environment and scenic quality of the Planning Area for its aesthetic, recreational and resource values.

- Provide for land base requirements to improve economic and business opportunities that would expand and diversify the local employment base.
- Ensure that the local transportation system adequately and safely provides access throughout the Planning Area.
- Provide and improve facilities and sites for a wide variety of recreation and social activities for all residents.

Bay Bulls Municipal Plan (Draft) 2010-2020 and Witless Bay Municipal Plan 2005-2015.

4.0 Scoping Session

Residents and organizations were invited to engage in the development of this ICSP. Questionnaires were mailed to all residents in both communities. (Appendix G) Comments were received on the five major pillars of sustainability. Community organizations were also interviewed and provided detailed information on sustainability of their Town. Key points are summarized in Table 1.

Separate meetings with the Town Councils were held to review the overall approach to developing the ICSP. Councillors and staff provided individual interviews and participated in a decision making process from all of the information gathered. Long-term objectives and goals were reviewed. Those goals and commitments identified by council, residents or organizations were assessed and prioritized. Projects were then identified for the long-term sustainability of Bay Bulls and Witless Bay. Table 1 summarizes the key points and concerns of councillors, residents, community organizations and municipal staff. This summary will help guide in making decisions on long-term sustainability issues identified by the communities. It will also guide the Councils in future monitoring and evaluating of the ICSP. Overall, residents that responded felt the Towns are preserving, sustaining and enhancing the natural environment of the community

TABLE 1			
	Bay Bulls – Witless Bay Sustainability Pillars By Respondents	Council and Staff	Residents and Organizations
PILLAR 1 – ENVIRONMENT			
Development			
	Subdivisions changing the nature of the rural setting		1
	Zoning issues	2	
	Does not promote water efficiency or reuse		2
	Need to protect Maggoty Cove Pond		1
	Recreation Facilities required for the Town and region as a whole	1	2
	Road work needed	3	
PILLAR 2 - ECONOMIC			
	Keep taxes low		1
PILLAR 3 – SOCIAL			
	Housing shortage for low income families		2
	Daycare facilities not sufficient		1
	Encourage youth to build in the community		1
PILLAR 4 - CULTURAL			
	Protect graveyards and old buildings	1	
PILLAR 5 - GOVERNANCE			
	Less development for a rural setting		1
	Road infrastructure and paying down debt	1	
	Roads are the priority for the town		
Most Significant Sustainability Issues			
	Roads	2	
	Tourism and Culture	1	

5.0 Pillars of Sustainability

The ICSP is required to address specific “pillars” of sustainability: environmental, economic social and cultural and governance. ICSP Self Assessment Reports were generated by the Newfoundland and

Labrador Federation of Municipalities and the Towns of Bay Bulls and Witless Bay. The Plans for both communities guide planning over a ten year period. From a collaborative perspective, Bay Bulls Municipal Plan review in 2010 and Witless Bay's Municipal Plan review in 2016 shall provide opportunities to collaborate on planning, regional services and recreation facilities such as the new regional lifestyle centre.

Bay Bulls Municipal Plan 2010-2010	
Goals and Objectives	
2.1	Physical Structure
2.2	Economic Opportunities
2.3	Housing
2.4	Transportation
2.5	Community and Social Services
2.6	Environment
2.7	Municipal Finance
2.8	Sustainable Development

The Municipal Plan for Witless Bay is structured differently from the Bay Bulls Plan in the documentation of goals and objectives.

Witless Bay Municipal Plan 2005-2015	
Goals and Objectives	
1	General Intent
2	Interpretation of Policies
3	Effects on Surrounding Areas
4	Non-conforming uses and non-conforming development
5	Servicing Requirements
6	Servicing Costs
7	Environment Protection
8	Public Utilities
9	Signs and Advertising
10	Recreation
11	Agriculture
12	Mineral Working
13	Residential
14	Commercial
15	Public Assembly
16	Mixed Development

17	Open Space
18	Industrial
19	Rural

To properly implement the goals and objectives of the Municipal Plans, an annual public works program is adopted and implemented by both Councils. This includes the annual preparation of a "Five Year Capital Works Budget" which outlines proposed capital works to be undertaken by Council, subject to the availability of government funding.

The Towns of Bay Bulls and Witless Bay provide the usual municipal services, road construction and maintenance, snow clearing, street lighting, garbage collection, volunteer fire brigade and recreational sites. The Town's major service expenditures are snow clearing, waste collection and disposal, followed by road construction and re-surfacing.

5.1 Environment

The Environment Pillar consists of development, recreation and tourism, roads and transportation and overall sustainability development. Based on a comprehensive study of the planning aspects of Bay Bulls and Witless Bay Planning Areas, the following are the goals of both Municipal Plans, which are to be pursued within the ten year planning period.

Bay Bulls	
Environmental Goals	
2.1	Physical Structure
2.6	Environment
2.9	Sustainable Development
2.8	Recreation and Tourism
2.4	Transportation

Witless Bay	
Environmental Goals	
1.0	General Intent
7.0	Environmental Protect
10.0	Recreation
11.0	Agriculture

MUNICIPAL PLAN GOALS BAY BULLS 2010-2020, WITLESS BAY 2005-2015 ENVIRONMENT		
	BAY BULLS	WITLESS BAY
Development	<p>2.1 Physical Structure</p> <p>To provide for development and allocate land for its best use within the overall growth strategy as guided by the St. John's Urban Region Regional</p>	<p>1.0 General Intent</p> <p>Ensure that the foremost considerations guiding development in the Planning Area will be the general well being, safety and convenience of residents of the Town.</p>

MUNICIPAL PLAN GOALS BAY BULLS 2010-2020, WITLESS BAY 2005-2015 ENVIRONMENT		
	BAY BULLS	WITLESS BAY
	Plan which will enhance the viable functioning of the community.	
Development	<p>2.1 Physical Structure</p> <p>To encourage future growth in a manner that ensures land use compatibility, orderly development and the economic use of municipal services.</p>	<p>1.0 General Intent</p> <p>Allocate adequate lands for development which will promote the efficient and orderly expansion of compatible land use activities.</p>
Development	<p>2.1 Physical Structure</p> <p>To control future growth of the Town in such a manner as to develop a balanced and attractive community.</p>	<p>1.0 General Intent</p> <p>Provide proper maintenance and management of physical and financial resources for the benefit of present and future generations.</p>
Development	<p>2.0 Physical Structure</p> <p>To preserve the rural character of the Town, allowing residents to maintain their small-scale traditional agricultural uses without hindering other development or creating problems to neighbouring residents.</p>	<p>1.0 General Intent</p> <p>Ensure all development takes place in a logical sequence, in order to reduce uncertainty in determining the future form and direction of urban growth and to best utilize the financial resources and land base of the Planning Area.</p>
Development		<p>1.0 General Intent</p> <p>Provide sufficient space for future development of various categories of land uses in appropriate locations and ensure existing development will not be encroached upon by potentially conflicting development.</p>
Natural Environment	<p>2.0 Physical Structure</p> <p>To protect the natural environment and natural resources throughout the Planning Area.</p>	<p>7. Environment Protection</p> <p>Protect the natural environment from pollution and degradation and ensure that future development occurs with minimal disruption to the natural environment</p>

MUNICIPAL PLAN GOALS BAY BULLS 2010-2020, WITLESS BAY 2005-2015 ENVIRONMENT		
	BAY BULLS	WITLESS BAY
Natural Environment	Prevent development from taking place in hazardous locations	7. Environment Protection Keep inappropriate agricultural development from places where it could cause unpleasant effects, while allowing for small scale agriculture activity to take place, within reasonable limits, as part of a residential use.
Natural Environment	Protect scenic and environmentally sensitive areas in and around urban development.	11. Agriculture Protect rural lands that have potential for agricultural development.
Natural Environment	Provide buffers between incompatible forms of development	
Natural Environment	2.9 Sustainable Development To encourage the preservation of natural resources and to promote the development of sustainable development activities.	
Natural Environment	2.9 Sustainable Development To encourage the use of natural resources like wind and solar energy as alternative sources of renewable energy.	
Natural Environment	2.9 Sustainable Development To promote the development of industries that use clean renewable sources of energy.	
Recreation and Tourism	Provide safe, convenient and accessible locations for passive public outdoor recreation.	10. Recreation Provide for public outdoor recreation development in suitable locations accessible to all residents.

MUNICIPAL PLAN GOALS BAY BULLS 2010-2020, WITLESS BAY 2005-2015 ENVIRONMENT		
	BAY BULLS	WITLESS BAY
Recreation and Tourism	Provide for passive outdoor recreation areas	
Recreation and Tourism	2.8 Recreation and Tourism To provide recreation facilities and develop new facilities to accommodate recreational and social needs for all age groups in the Town.	
Recreation and Tourism	2.8 Recreation and Tourism Encourage public participation in the planning of recreational open space lands and encourage events such as festivals, sporting events, and other attractions.	
Recreation and Tourism	2.8 Recreation and Tourism Develop public recreational areas and facilities in feasible locations which will service the maximum number of residents of the Town.	
Recreation and Tourism	2.8 Recreation and Tourism Promote the Town as a tourist attraction and encourage travelers to visit Bay Bulls.	
Roads and Transportation	2.4 Transportation Ensure that the local transportation system adequately and safely provides access throughout the Planning Area.	1.0 General Intent Maintain safe and efficient movement of traffic along the Planning Area's road and highway network and ensure adequate parking is provided to meet the needs of various kinds of development.
Roads and Transportation	2.4 Transportation To undertake continued improvements to the municipal roads through a regular maintenance program.	2.0 Goals Ensure that the local transportation system adequately and safely provides access throughout the Planning Area.

MUNICIPAL PLAN GOALS BAY BULLS 2010-2020, WITLESS BAY 2005-2015 ENVIRONMENT		
	BAY BULLS	WITLESS BAY
Roads and Transportation	To aim for a proper road system by connecting streets which require a second access, such as existing cul de sacs which exceed the maximum length requirement.	
	To reserve land for future access to backlands.	
		12. Mineral Workings Protect areas of aggregate resource for the Witless Bay area, subject to appropriate environmental policies. Ensure that mineral workings do not detrimentally affect other areas. Provide for mineral exploration in locations and in a manner which is acceptable to existing development.

5.1.1 DEVELOPMENT

Residential development is the predominant land use in both Towns. With the completion of the Howlett Memorial Drive, both Towns have been experiencing a demand for more residential land. Bay Bulls presently has two major subdivisions under development and Witless Bay has one. These are the first planned comprehensive residential subdivisions for both Towns.

As with the uninterrupted access to the City of St. John’s, along with the recently expanded offshore marine terminal, industrial land is in demand for Bay Bulls. The draft Municipal Plan has identified areas south of the existing waste disposal site for future industrial land. This waste disposal site was scheduled for closure on December 31, 2009.

Witless Bay has recently amended their Municipal Plan to allow for controlled development of backland for residential use. As with most Towns, development patterns have followed traditional routes such as roads and trails; thereby, denying access to backland which is able to be developed in a planned comprehensive manner.

Sustainability Issues:

- 1) *The extension and availability of new water services to Bay Bulls is considered a necessity by some residents; however, the associated costs and capacity of the Town to finance the services shall be reviewed by Council.***
- 2) *The increased residential development on unserviced land in both Towns may have a negative impact in the future. Due to the uneven terrain, studies may be required to determine if this activity can be sustained.***
- 3) *Industrial land for Bay Bulls will require major infrastructure requirements such as new and wider roads. The present road system to the Marine Terminal may be inadequate for further industrial use.***

5.1.2 NATURAL ENVIRONMENT

Bay Bulls and Witless Bay do not have piped municipal water and sewer services. Bay Bulls is utilising the former industrial water supply, installed in the 1960's, to supply fresh water to the fish plant. As the plant has been long gone, the Town has accepted responsibility for the maintenance of the water line which has been providing water for hydrants and some homes along the water line route. All new residential development in both Towns still rely on onsite well and septic systems.

Bay Bulls and Witless Bay presently spend approximately \$65,000 to \$70,000 annually for waste collection and disposal. As part of the larger Eastern Region, the Robin Hood Bay Waste Management Site is the disposal site. Bay Bulls does still operate its own waste disposal site which was scheduled for closure on December 31, 2009.

Waste diversion programs such as recycling and community composting are being reviewed by the Council. One council does foresee linking waste diversion to regional initiatives.

Sustainability Issues:

- 1) Closing of the waste disposal site may open up more land for development*
- 2) Towns should promote community composting*
- 3) Towns should plan for the removal car wrecks from private property*

5.1.3 RECREATION AND TOURISM

Bay Bulls

Bay Bulls has a municipal sports field and a playground area. There are several natural playground areas, but have no physical structures or equipment. In 2006, Tract Consulting developed the *Bay Bulls Tourism Destination Development and Implementation Plan*. It is a comprehensive plan that reviews the demographics and tourism assets in the Community. After extensive public consultation, destination concepts were developed to beautify Bay Bulls, develop the waterfront, and implement promotion and interpretation projects. The Tourism Plan addresses stakeholder participation, capital development funding, marketing strategies, and tour packaging. The plan provides a committee structure and outlines a process to measure and track performance.

Witless Bay

The Town has walking trails that are maintained by the East Coast Trail Association. Tour boats offer sightseeing and whale watching tours to four islands. The Town recently constructed a Visitor Information Center and a sitting area for visitors. Recreation facilities include a building complex, two ball fields, an outdoor pool and a small playground. The Town provides a recreation program for young children, supervised by students funded through government grants and the Town of Witless Bay.

During the summer of 2008, a Regional Recreation Coordinator was hired to create programs for children from Bay Bulls to Bauline South. A successful program has been established and in addition, there is a Witless Bay Recreation Committee, and an active 50+ club that has approximately 80 members who meet 5 days a week for exercise, cards, sewing/quilting, and darts.

In 2004, White Howell and Associates developed the Town of Witless Bay Community Development Plan. Recommendations were gathered through a public consultation process, community partnerships and a steering committee. This plan outlined short term and long term goals and objectives and an action plan that includes detailed initiatives and specific projects. Project details are outlined in this Community Development Plan.

“The Town has identified tourism as the key market opportunity to pursue at this time. While all market indicators seem to validate that the area is ripe for tourism development the town is experiencing a gap between its market readiness and tourism potential.” (Town of Witless Bay Community Development Plan)

Bay Bulls and Witless Bay tourism assets are promoted internationally due to the Witless Bay Ecological Reserve. Both Towns offer boat tours to view whales and numerous species of sea birds in their natural

habitat. The area also offers an interpretation of the natural resources in the area. At the beginning of the Irish Loop Touring Route, and a continuation of the East Coast Trail, these communities attract a large number of local, provincial, national and international tourists. Its extensive history and Irish and Roman Catholic cultural assets are well documented and promoted. The Irish Loop Tourism Committee estimates that 50,000 visitors pass through Bay Bulls every year. Other estimates post the number of visitors at 80,000. Almost 16,000 people stopped at the Town's Visitor Information Centre in 2005. However, Destination St. John's estimates that 80% of these visitors are residents of Newfoundland and Labrador. Many do not stay in the community very long. (*Bay Bulls Tourism Destination Development and Implementation Plan.*)

Sustainability Issues:

- 1) *Can the present infrastructure for tourism be sustained?*
- 2) *Is the present infrastructure adequate?*
- 3) *Are there any negative effects on whale and seabird populations by tour boats and sightseers?*
- 4) *Is the Town promoting and assisting in secondary attractions for tourists?*

5.1.4 ROADS AND TRANSPORTATION

Road construction over the past ten years has included new road construction, regular maintenance and upgrade. Capital works programs conform to applicable policies and land use designations of the Municipal Plans. Extensions to existing roads and construction of new roads required for (or as a part of) new development (including residential subdivisions) are the responsibility of developers and not the municipal or provincial governments.

The Plan for Bay Bulls states "*Improvements to local roads should be undertaken in accordance with the town's financial capability (and in conformity with the Municipal Plan) on a priority basis*". The Town upgrades these roads as necessary and as funding become available. Priorities of both councils include road infrastructure and resurfacing.

5.1.5 PROJECT DESCRIPTIONS

Pillar - Environment	Project	Bay Bulls	Witless Bay	Collaborative
Waste Management	Materials Management	\$65,000	\$70,000	Yes

Pillar - Environment	Project	Bay Bulls	Witless Bay	Collaborative
Recreation	Trails Maintenance	??	??	Yes
Recreation	Upper Pond Docking Facilities		\$10,000,000	Yes
Recreation and Tourism	Regional Interpretation Project		\$6000	Yes
Recreation	Regional Lifestyle Center	\$7000		\$4,300,000 cost shared
	Recreation Facilities and programs	\$40,000	\$30,000	
Roads	Local Road Construction	\$190,000		Cost shared
Roads	St. John's Road – Phase 2	\$810,000		Cost shared

5.2 Economic Development

Bay Bulls and Witless Bay		
Municipal Plan Goals		
	Bay Bulls	Witless Bay
<i>Economic Development</i>	<p>2.2 Economic Opportunities</p> <p>To encourage the continued operation of existing businesses through appropriate land use policies.</p>	<p>5.0 Servicing Requirements</p> <p>New urban development should be located on publicly maintained roads for obvious safety reasons.</p>
<i>Economic Development</i>	<p>2.2 Economic Opportunities</p> <p>To encourage the development of additional employment opportunities to serve the present and future population.</p>	<p>1.0 Goals</p> <p>Provide for land base requirements to improve economic and business opportunities that would expand and diversify the local employment base.</p>
<i>Economic Development</i>	<p>2.2 Economic Opportunities</p> <p>To allocate land so that new businesses will be attracted to Bay Bulls.</p>	<p>See <i>Town of Witless Bay Community Development Plan, 2004</i></p>

Bay Bulls and Witless Bay		
Municipal Plan Goals		
	Bay Bulls	Witless Bay
<i>Economic Development</i>	2.2 Economic Opportunities To support the development of facilities and attractions in promoting the tourism industry within Bay Bulls	See <i>Town of Witless Bay Community Development Plan, 2004</i>
<i>Economic Development</i>	2.2 Economic Opportunities To encourage home-based businesses.	See <i>Town of Witless Bay Community Development Plan, 2004</i>
<i>Municipal Finance</i>	2.7 Municipal Finance To manage municipal expenditures and revenues so as to provide necessary municipal services within a framework of long-term financial stability	6.0 Servicing Costs Minimize public capital works expenditure by ensuring that expansion of urban development takes place in a logical, orderly manner within or adjacent to existing built-up areas.
<i>Roads</i>		6.0 Servicing Costs In the case of roads, optimum value would be gained from capital works expenditure if vacant lands were to be used before extending into undeveloped areas.

5.2.1 ECONOMIC DEVELOPMENT

The 2004, *Town of Witless Bay Community Development Plan* outlined short term and long term goals and objectives and an action plan that includes detailed initiatives and specific projects. Community development opportunities are outlined with potential product development for the immediate, medium-term and long term development. These projects are as follows:

- Lower Pond Enhancement Project
- Upper Pond Enhancement Project
- Gallows Cove Ragged Beach Enhancement Project
- Tolt Lookout Development Project

- Cultural Enhancement and Alder Hill Cemetery Restoration
- Former Rail Line Restoration Project
- Formation of the Witless Bay Development Corporation
- Interpretation and Research Center
- Concourse
- Marina Development of Witless Bay Harbour
- Resource Protection
- Gallows Cove Nature Park

5.2.2 MUNICIPAL FINANCE

The largest municipal services expenditure for both Towns is snow removal at \$124,000 to \$130,000 and waste collection and disposal at \$67,000 to \$70,000. Bay Bulls owns approximately \$2.6 million in community assets while Witless Bay owns approximately \$2 million. Both Towns have a Harbour Authority that operates wharf facilities catering to the fishing industry, recreational users, tour operators and the commercial shipping industry.

Municipal Finance 2010	Bay Bulls	Witless Bay
2009 Municipal Budget	\$1,170,670	\$643,000
Debt Ratio – 2010	Not given	20%
Community Assets	\$2,607,683	\$2,050,147
Residential Mil Rate	6.75 mil	7 mil
Commercial Mil Rate	8.75 mil	9 mil
Business Taxes		7-75 mil
% of taxes paid annually	97%	95%
Discounts for early payment	10%	10%

Priorities for the Town of Bay Bulls include a new Municipal Town Hall and upgrading and maintenance of local roads. The communities in the region have received funding of \$4.3 million to build a new lifestyle centre with recreational facilities to meet the needs of residents.

In Witless Bay, the gas tax funding of \$61,967 for 2009 is presently being used for road infrastructure and has been allocated \$207,365 in Gas Tax Funding from 2010-2014. Bay Bulls has yet to determine where the gas tax funds will be allocated.

The annual budget for the Town is prepared with the Finance Committee and approved by Council. In addition all budgets of committees are reviewed and approved by council. The Municipal Capital Works requirements priority list is reviewed annually and approved by Council.

5.2.3 PROJECT DESCRIPTIONS

Witless Bay	Construction of a new Municipal Town Hall	\$800,000
Regional Lifestyle Center		
Roads Outlined under Environment		

5.3 Social

<i>Bay Bulls Municipal Plan 2010-2020</i> <i>Witless Bay Municipal Plan 2005-2015</i> Social Goals and Objectives		
	Bay Bulls	Witless Bay
SOCIAL	2.6 Environment To provide a pleasant and safe living and working environment in Bay Bulls.	1.0 Goals Protect and enhance the physical and social well-being of all present and future residents and ensure the Town remains a pleasant place in which to live, work and visit.
SOCIAL	2.6 Environment To provide for the health, safety and welfare of the general public.	2.0 Goals Provide and improve facilities and sites for a wide variety of recreation and social activities for all residents.
SOCIAL	2.3 Housing To provide for an adequate quality, quantity and mix of housing to serve the needs of the present and future population.	5. Servicing Requirements New urban development should be located on publicly maintained roads for obvious safety reasons. All development must have access for emergency vehicles, and water and sewage disposal services that meet adequate health standards.
SOCIAL	2.3 Community and Social Services To provide a full range of community and social services to Bay Bulls.	9.0 Signs and Advertisement Allow for the establishment of signs and advertisements while ensuring they do not detract from the appearance of the Planning Area or present a nuisance or safety hazard.

5.3.1 SOCIAL

The Municipal Plans for both communities provide their Councils with the necessary policies to ensure the well being of residents. Adjacency to the City of St. John's, health and other social services are readily available. New recreation facilities are planned for the region that will meet the needs of seniors, youth and families.

Community organizations that contribute to the well being of the communities are, Bay-Bulls-Bauline Athletic Association, Witless Bay Heritage Committee, Citizens Crime Prevention, Girl Guides, Beavers, Knights of Columbus, O'Connor 50+ Club, the RC Parish, the Harbour Authorities of both communities, Kinsmen Club, Southern Shore Minor Hockey League, Witless Bay Recreation Committee, the Witless Bay and Area Conservation Group and the Salmonid Association of Eastern Newfoundland.

5.3.2 PROJECT DESCRIPTION

Regional Lifestyle Centre – Cost-Shared - \$4.3 million

5.4 Cultural

5.4.1 CULTURAL

Witless Bay has two designated Historic Sites recognized by the Heritage Foundation of Newfoundland and Labrador. The old Witless Bay Cemetery is a known burial ground of many original settlers from the Town dating back to the 18th century, and the Holy Trinity Convent and Chapel. The convent is now privately owned and is being renovated for a multi-use facility. Other popular tourism attractions are the Tolt, which provides a view of the entire community as well as the Ecological Reserve: Gallows Cove Ragged Beach where one can also view the Ecological Reserve, the whales, and ice bergs; and the Lower Pond. A recent annual event is the Puffin Fest which is organized by the Kinsmen Club of Witless Bay. A musical festival with performance by local musicians, held on the site of the Witless Bay recreation field usually takes place in August.

Both Councils are presently reviewing designation of municipal heritage properties. During the consultations heritage properties to be protected were identified as graveyards, traditional right of ways and built heritage.

5.4.2 PROJECT DESCRIPTIONS

Recreational/Tourism and Cultural

Witless Bay

- Lower Pond Enhancement Project
- Upper Pond Enhancement Project
- Gallows Cove Ragged Beach Enhancement Project
- Tolt Lookout Development Project
- Cultural Enhancement and Alder Hill Cemetery Restoration
- Former Rail Line Restoration Project

5.5 Governance

Bay Bulls Municipal Plan 2010-2020	
Witless Bay Municipal Plan 2005-2015	
Governance Goals and Objectives	
Bay Bulls	Witless Bay
	<p>1.0 General Intent</p> <p>Ensure that the foremost considerations guiding development in the Planning Area will be the general well being, safety and convenience of residents of the Town and the proper maintenance and management of physical and financial resources for the benefit of present and future generations</p>
	<p>1.0 Servicing Costs</p> <p>Minimize public capital works expenditure by ensuring that expansion of urban development takes place in a logical, orderly manner within or adjacent to existing built-up areas.</p>

5.5.1 GOVERNANCE

The Councils' ability to govern is directly legislated by the *Municipalities Act*; the *Urban and Rural Planning Act*; the Municipal Plans and the Towns' policies and procedures. Both communities have adopted Municipal Plans. Bay Bulls has a Policy and Procedure Manual while Witless Bay is presently developing one.

The Self Assessment Report for Witless Bay and Bay Bulls indicated that “While you are somewhat successful in achieving good governance, there are areas to consider in the future:

“Planning: It is perhaps the best method to ensure long term goals are met. Inclusive plans that are regularly consulted and updated will improve the ability of your municipality to adapt to changing situations.”

In terms of administration, finance and financial management, both Towns are considered to have adequate staffing and operating with sound financial practices. During the ICSP consultation process, Witless Bay indicated the desire to implement a Terms of Reference for Committees and allocation of staff.

In the ICSP Self Assessment Report, it was indicated that both Councils have employed and equipped an adequate number of skilled staff. Councillors are active in committee structures and staff indicated all committees are working effectively. Committees of council review issues prior to being presented to Council as a whole. Staff are engaged in decision making frameworks and provides significant expertise to Council and residents.

In Witless Bay, consultations indicated the desire for strong leadership capacity and governance and the willingness to regionalize.

5.5.2 PROJECT DESCRIPTIONS

No projects identified under the Governance Pillar for either Bay Bulls or Witless Bay.

6.0 Collaboration and Partnerships

Bay Bulls and Witless Bay share a common municipal boundary between the two Towns. The Towns partner to provide fire and emergency services; and some shared recreation and tourism services. Individual Businesses and municipalities participate on a regional level to develop and implement community development initiatives through the Irish Loop Development Corporation.

The Irish Loop Development Corporation represents communities from Bay Bulls to Mall Bay on the Avalon Peninsula. The Strategic Plan for the region is collaborative and entails partnerships for specific

development opportunities. The Irish Loop Strategic Economic Plan; *Investing in People, Building Communities, Strengthening Partnerships*; outlines the corporation's mission, goals and objectives and a strategic economic plan for future development in the region. Sectoral initiatives are identified for the fishery, tourism, marine service industries, manufacturing, service/retail, energy, agriculture, crafts and technology sectors. Capacity initiatives include regional infrastructure, human resource development/labour force adjustment, regional capacity, partnership and planning, regional marketing and sustainable development.

Both communities are members of the Joint Town Council, Chamber of Commerce, the Tourism Association and the regional athletic association.

7.0 Monitoring and Implementation

Monitoring will determine whether the individual Council plans and strategies are addressing their goals and objectives. It will determine whether policies, rules and procedures are achieving the desired outcome. This monitoring information can be very useful of the ongoing development and implementation of both Town Plans and long-term strategic planning in tourism development.

A monitoring process requires the identification of what needs to be monitored, developing indicators to measure, collecting data, analyzing and presenting the data, reviewing the results and reporting regularly to Council. The five Pillars of Sustainability provide the first step in the process of monitoring. It outlines what needs to be monitored and the indicators that need to be measured. A review of goals and objectives of each sustainability pillar on a regular basis will ensure implementation. This will assist with increased awareness, understanding of issues and improve decision-making. Both Councils will review its ICSP on an annual basis to ensure sustainability of its goals and objectives.

The Town of Bay Bulls and Witless Bay will establish a Collaborative ICSP Monitoring Committee consisting of councillors and staff. Residents will be engaged from time to time particularly when issues arise that require participation by the communities. The Committee will provide an ICSP update to Council every six months and immediately prior to the municipal budget review process. The Finance Committees of each Council will provide any significant financial changes that may have an impact on the ICSP to the Monitoring Committee. The Committee will also liaise with the Emergency Planning Committee when emergencies arise that could affect the implementation of the ICSP. The municipality is

a member of the Irish Loop Development Corporation and will continue to report to the Councils on any future economic impacts on the ICSP.

The municipalities presently have a monitoring plan to assess development and financial commitments. The Finance Committees of Council meet regularly with Town staff to ensure the finances of the Town are as budgeted and the Town has a balanced budget.

8.0 Project Summary by Pillar

Pillar Environment	Project	Bay Bulls	Witless Bay	Collaborative
Waste Management	Materials Management	\$65,000	\$70,000	Yes
Recreation	Trails and Parks Maintenance	\$5,000	\$1,500	Yes
Recreation	Upper Pond Docking Facilities		\$10,000,000	Yes
Recreation and Tourism	Regional Interpretation Project		\$6,000	Yes
Recreation	Regional Lifestyle Center	Cost shared	Cost shared	\$4,300,000 Cost-shared
	Recreation Facilities and programs	\$40,000	\$30,000	
Roads	Local Road Construction	\$190,000	To Be Determined	Cost-shared
Roads	St. John's Road – Phase 2	\$810,000	To Be Determined	Cost-shared

9.0 Conclusion

The Towns of Bay Bulls and Witless Bay have determined that their individual Municipal Plans compliment this Integrated Community Sustainability Plan and its five pillars of sustainability. The Towns have defined their ICSP as:

"a long-term plan, developed in consultation with community members, which provides direction for the Town to realize sustainability objectives it has for the environmental, cultural, social, economic, and governance pillars of sustainability."

The Towns of Bay Bulls and Witless Bay Municipal Plan meet the requirement for an ICSP under the Local Government Gas Tax Agreement between the Town and the Province. The Town is pleased to submit this ICSP as an addendum to complement the Bay Bulls and Witless Bay Municipal Plans.

Works Cited

Bay Bulls Tourism Destination Development and Implementation Plan, 2006

Public Sector Accounting Board, Community Assets and Inventory, 2008

Regional Demographic Profiles, 2009, Economic Research and Analysis Division, Department of Finance, Government of Newfoundland and Labrador

Statistics Canada, Census of Population, 2006

Sustainability Principals and Pillars, 2009, Department of Municipal Affairs, Government of Newfoundland and Labrador

Town of Bay Bulls Audited Financial Statements 2008

Town of Bay Bulls Budget Submission, 2009

Town of Bay Bulls ICSP Self Assessment Report, 2008

Town of Witless Bay Audited Financial Statements 2008

Town of Witless Bay Budget Submission, 2009

Town of Witless Bay Community Development Plan

Town of Witless Bay ICSP Self Assessment Report, 2008

The Irish Loop Development Corporation Strategic Economic Plan

The Irish Loop Yachting Development Strategy 2008