



Planning Analysis

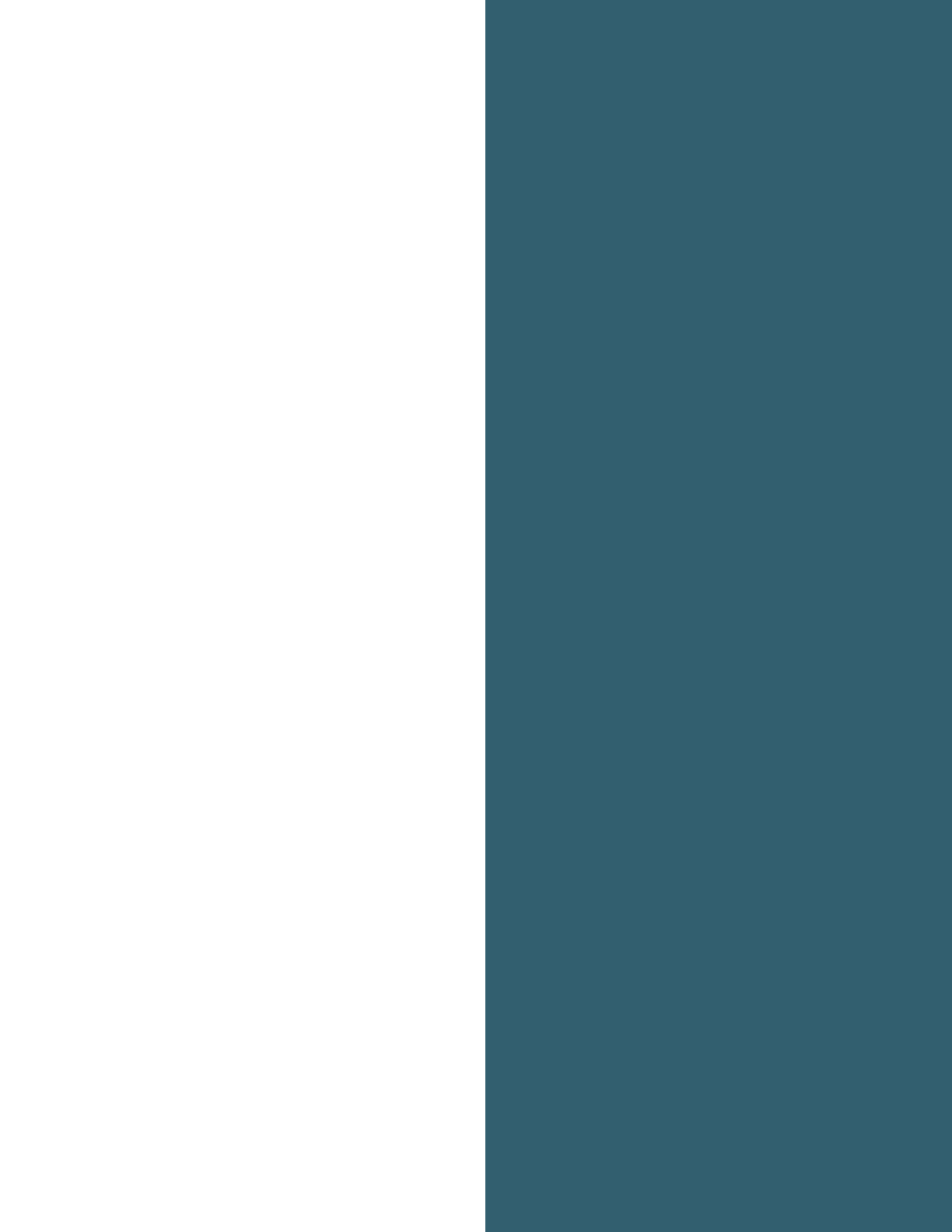
March, 2023

This report was prepared by UPLAND
Planning and Design for the Town of
Carbonear.

Photos by Dennis Minty.

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1. Introduction



1.1 About this Report

In June 2022, the Town of Carbonear initiated a process to comprehensively review and update its Municipal Plan and Development Regulations. These planning documents play a significant role in guiding and managing growth and development in Carbonear, and establish policy and regulations about how, where, and under what circumstances growth and development can occur.

To create new planning documents, a comprehensive understanding of the fundamental characteristics of the town and community must first be established. This report provides information on those characteristics through a series of information sheets. While the report is long in terms of page numbers, the amount of written content has been kept to a minimum.

The data used in this report comes from sources including the Town of Carbonear, Province of Newfoundland and Labrador, and Government of Canada. At the time of writing this report, the majority of Statistics Canada data for the 2021 Census has been released, meaning the bulk of analysis has been completed

using the 2021 Statistics Canada Census. However, shifts in the real estate market and settlement patterns as a result of the COVID-19 pandemic have had significant influences on the housing market and workforce across Newfoundland, and this trend is expected to be no different in Carbonear. Additionally, some of the changes that have occurred as a result of the COVID-19 pandemic, such as a greater proportion of out-of-town residents working from home instead of coming into town for work, are difficult to quantify.

Where gaps in data exist, like those identified above, the project team will attempt to fill the gaps with anecdotal information collected from residents, community members, and stakeholders through community consultations.



1.2 About Plan Carbonear

The Town of Carbonear has a history of land use planning. The Town's existing Municipal Plan and Development Regulations were adopted in 2004, and provide a framework for land use and development in the town. However, numerous amendments have been made to these documents, indicating the need for an update.

Carbonear has experienced growth and change resulting in increased demand for residential, commercial, and industrial lands. Risks associated with a changing environment and climate have heightened the need for appropriate land use planning in our communities. The primary objective of this project is to create a new set of planning documents that will establish a blueprint for growth and development in the Town of Carbonear while helping to proactively address current and future challenges the town will face.

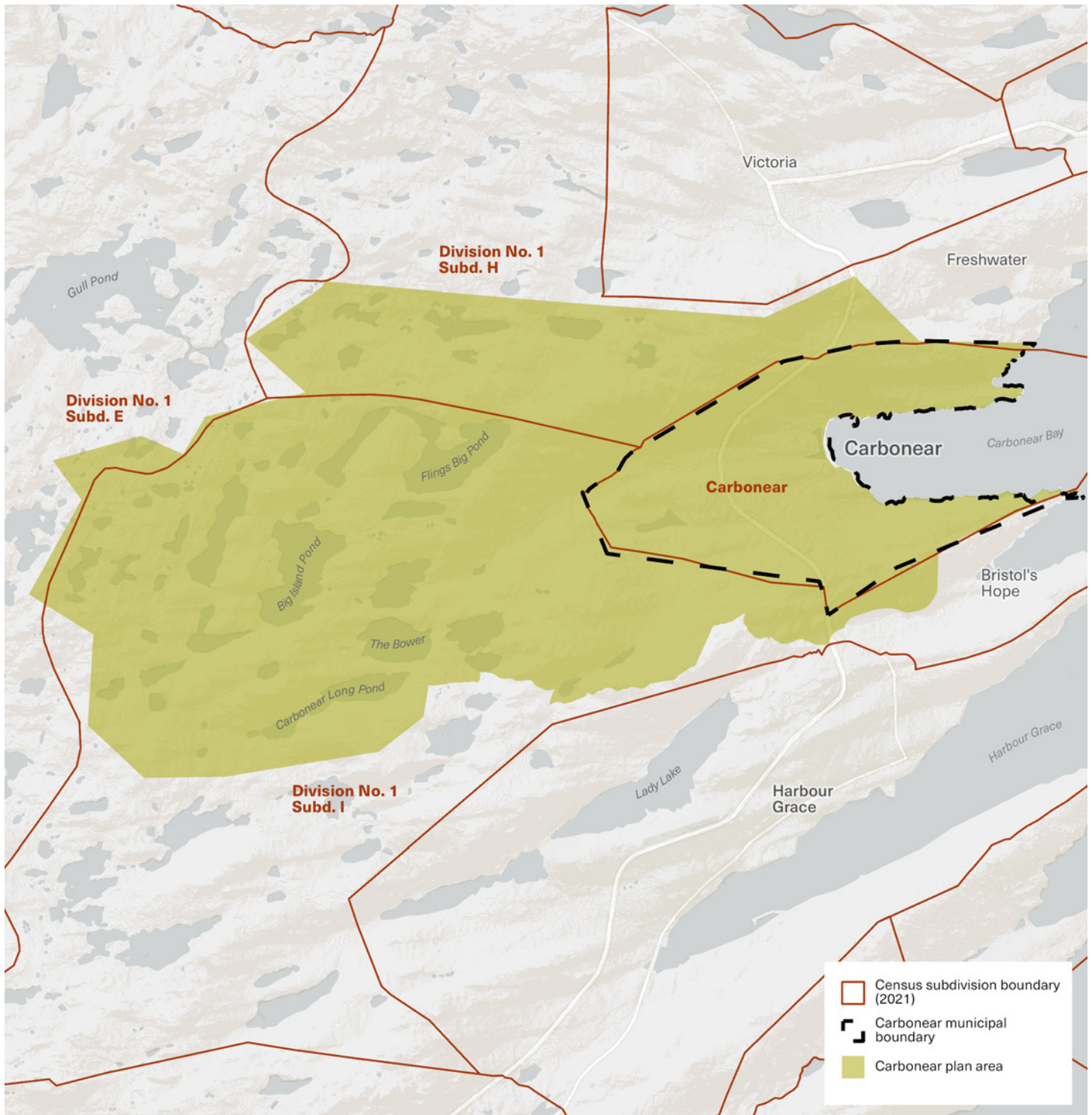


1.3 Town Context

The Town of Carbonear is located along the eastern shore of the Bay of Verde Peninsula, part of the larger Avalon Peninsula. The town encompasses an area of approximately 12 square kilometres.

Carbonear is situated on the eastern side of Highway 70 and is located approximately 40 kilometres north of the Trans Canada Highway. The town is approximately a one-hour drive from the City of St. John's.

The Towns of Salmon Cove and Victoria neighbour Carbonear to the North with Harbour Grace to the South.



1.4 Town Boundaries and Census Boundaries

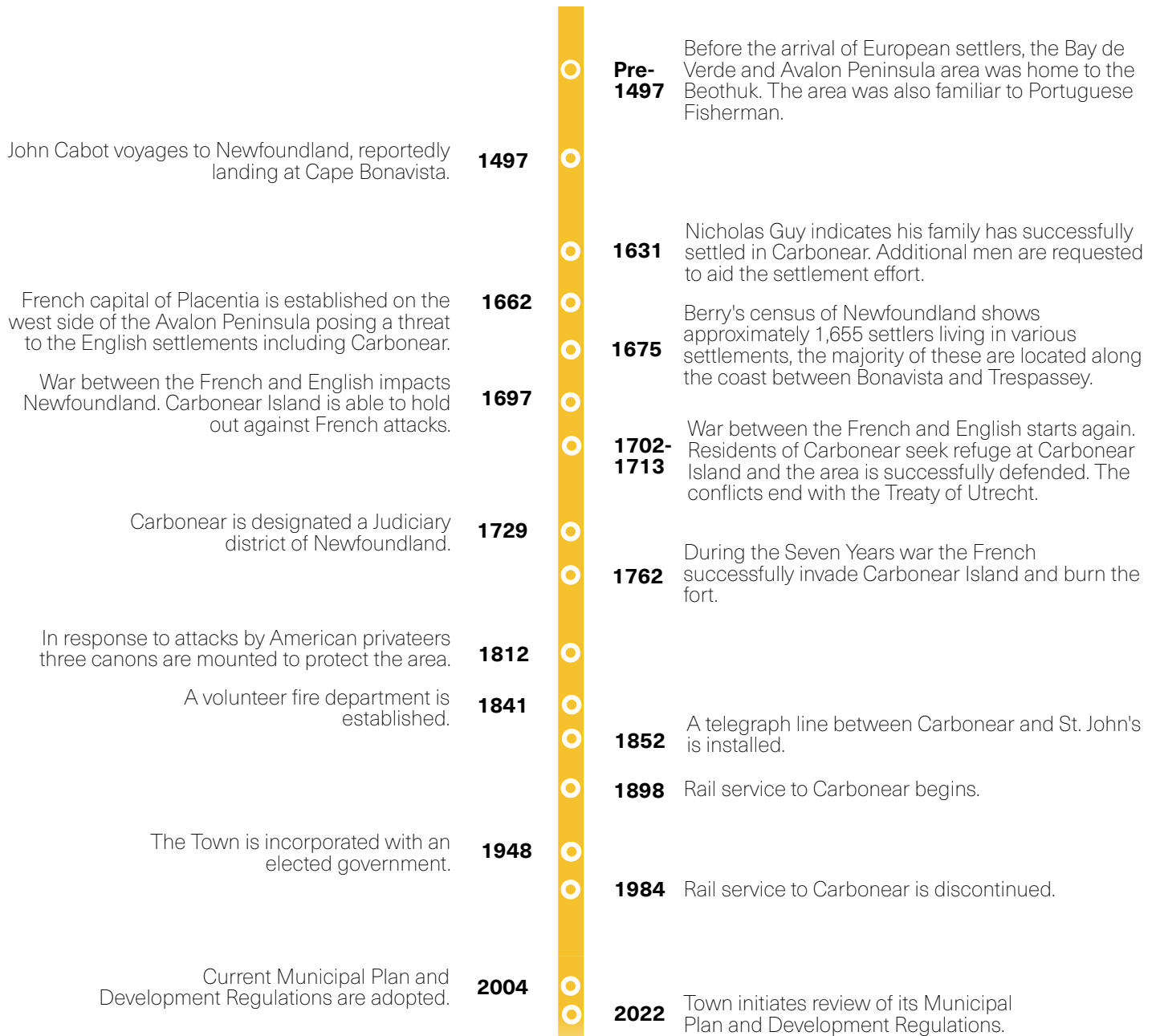
The Town of Carbonear is likely the entity that most are familiar with. Its boundary is delineated by the broken black line above. The vast majority of development and services are located within the town boundary. However, the municipal planning area, where the Plan will apply, extends

beyond the town boundary, as illustrated above. The Planning Area includes rural lands and the town's drinking water source, Little Island Pond.

Also, shown above are the census subdivision units. The following section, Demographics,

will elaborate on this, but the map above shows that the town boundary and its corresponding census subdivision line up very closely.

It is helpful to keep these various boundaries in mind when reading this document.



1.5 Historical Timeline

Before European settlers arrived, what is now Carbonear was the traditional and unceded territory of the Beothuk.

As hunter gathers, the Beothuks' activities were largely seasonal, as they lived off resources in coastal areas during warmer months, and moved inland in colder months to hunt fur-bearing animals. With the arrival of Europeans in the 16th

century and the establishment of settlements along the coast, the Beothuk withdrew from the coast.

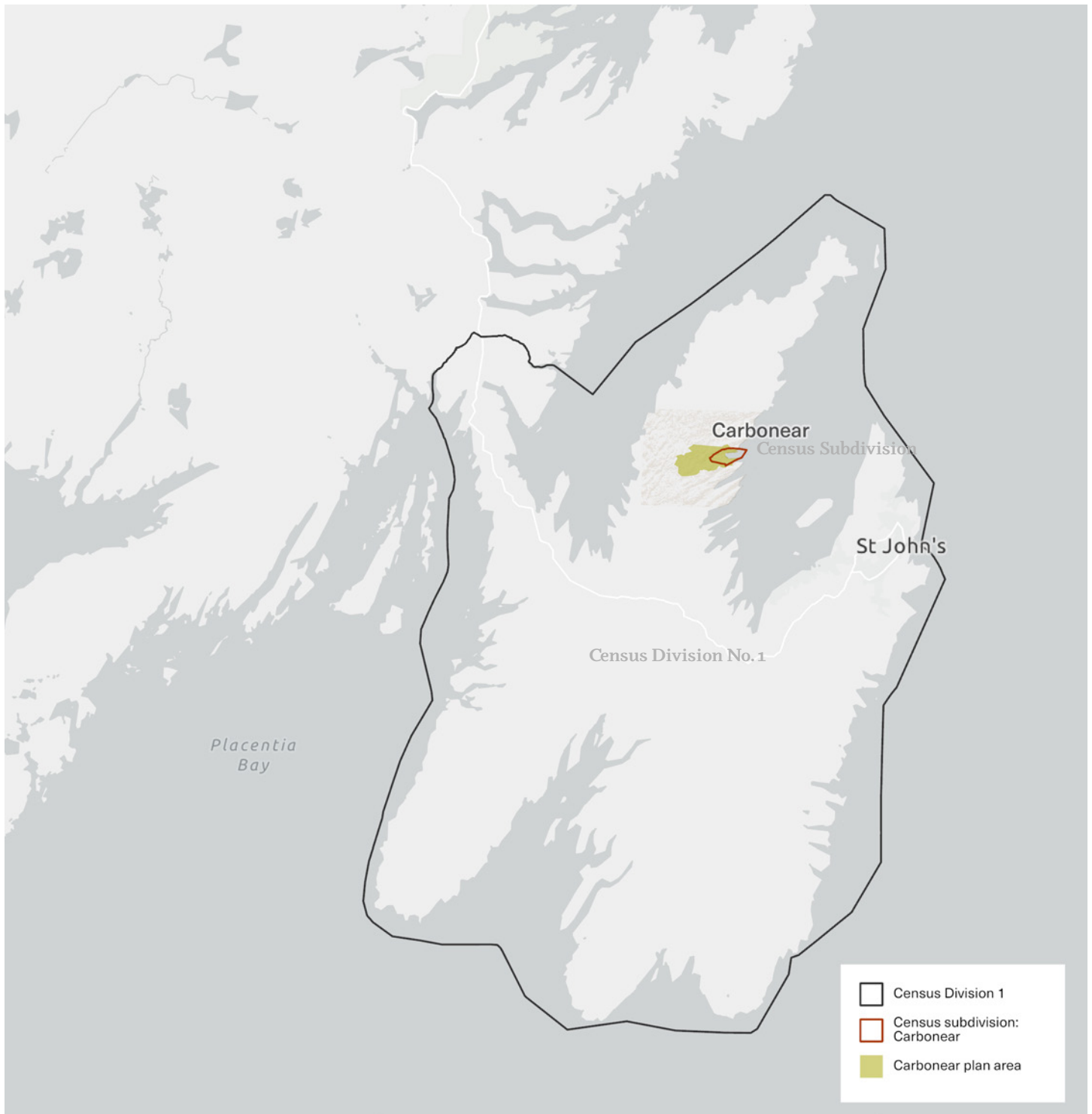
Carbonear was among the first successful European settlements in North America. Carbonear became a community of families, unlike many other early settlements in Newfoundland that were largely made up of men. The Island of Carbonear became a place of refuge during several

conflicts between the French and English.

Over time the town has become a regional centre, growing from its ties to the fishing and shipbuilding industries. The rich history of Carbonear is evident today displayed in the form of historic properties, including the Old Post Office Building, Railway Station, and the Rorke premises.

2. Demographics





2.1 Census Geographic Units

The census divides Canada into smaller statistical units called Census Divisions, Newfoundland and Labrador consist of 11 Census Divisions with Carbonear located in Division Number 1. This Division covers the entire Avalon Peninsula.

Census Divisions are broken down further into units called Census Subdivisions, which allow us to look at the data for specific areas and communities. The Town of Carbonear has its own Census Subdivision.

Census Subdivisions are broken down to even finer levels of detail; however, data at these levels are not often available to the public. This analysis primarily utilizes the Carbonear Census Subdivision with comparisons to the regional Census Division and Provincial level data sets.

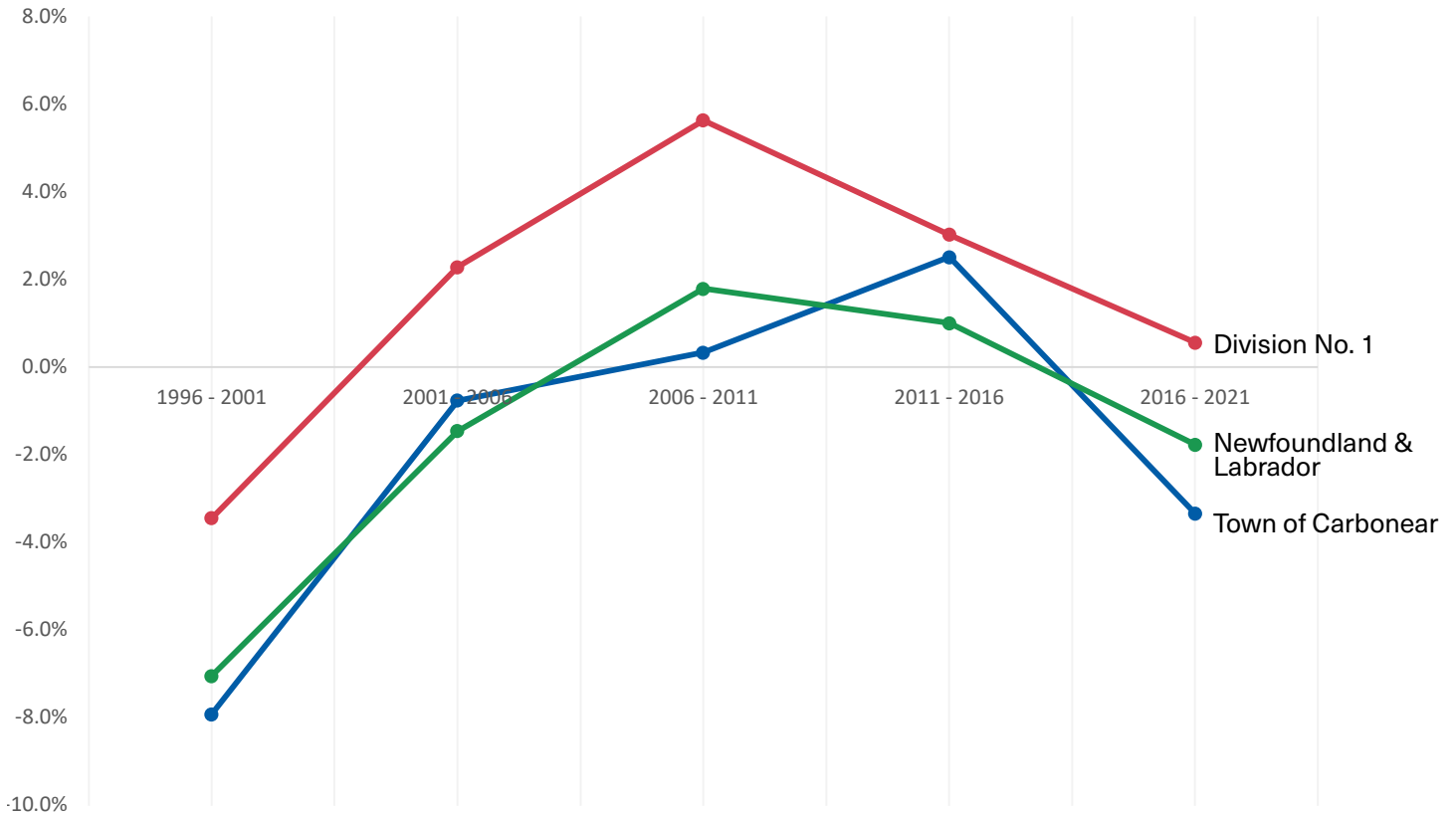


Figure 1. Regional Population Change by Percentage (1996-2021). (Source: Statistics Canada)

	1996	2001	2006	2011	2016	2021	1996-2021 Change	2016-2021 Change
Newfoundland & Labrador (P)	551792	512930	505469	514536	519716	510550	-7.5%	-1.8%
Division No. 1 (CD)	251523	242875	248418	262410	270343	271878	8.1%	0.6%
Town of Carbonear (CSD)	5168	4759	4723	4739	4858	4696	-9.1%	-3.3%

(Source: Statistics Canada)

2.2 Population Change

The Town of Carbonear's population has declined over the past 25 years, similar to the overall provincial trend. Since 1996, the town's population has decreased by 9.1%. However, the steepest period of decline was between 1996 and 2001. The town experienced a slight decline in early 2000s followed by

population growth between 2006 and 2016.

Population changes in Carbonear trended similar to that of the Province. Division No. 1 experienced an overall growth in population due to growth in and around the City of St. John's. Growth in the St. John's region

generally is driven by the City's role as capital city and economic hub.

The statistical population change in Town may not be capturing the whole picture. Carbonear is experiencing development pressure as its role as a regional hub evolves.

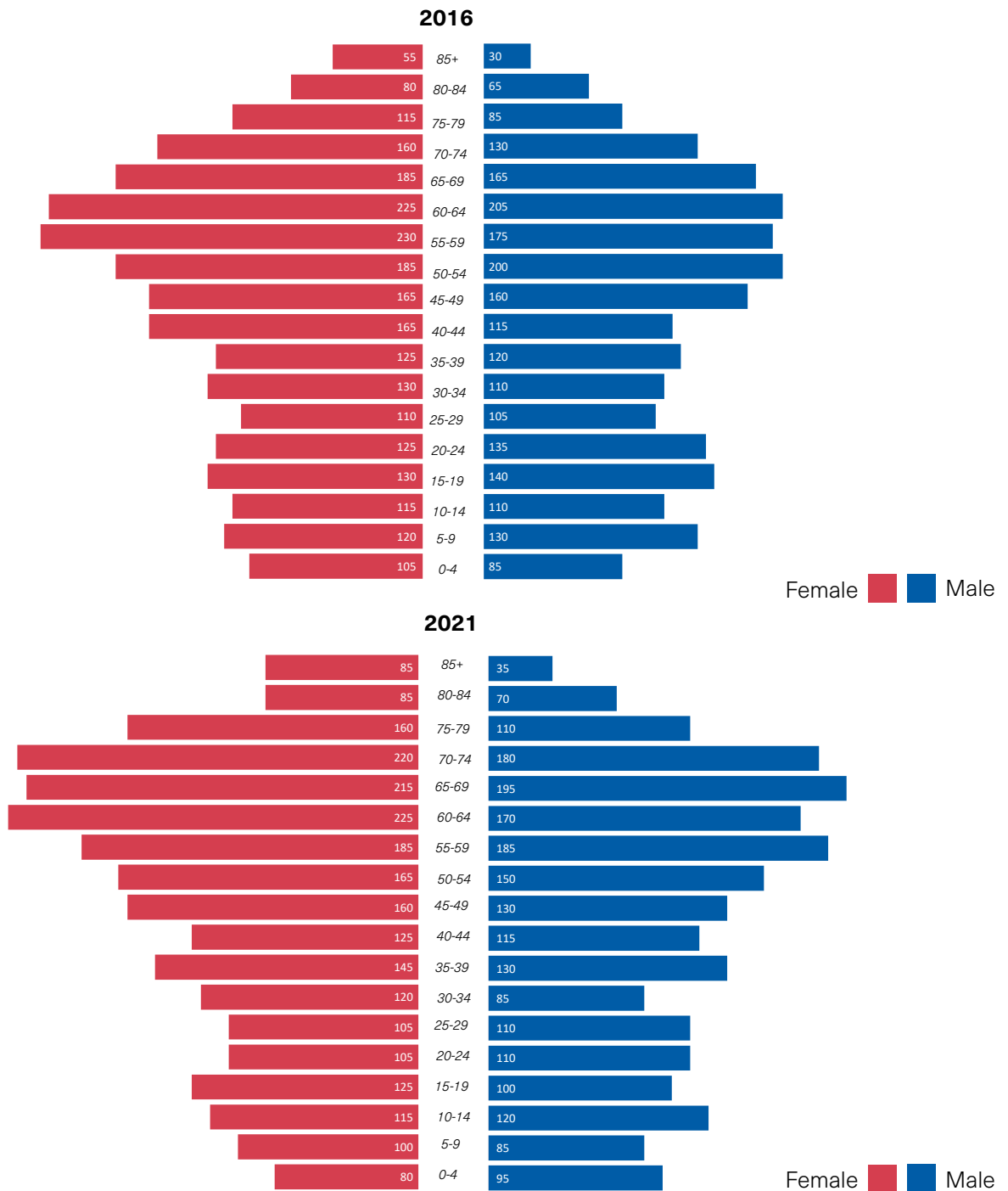


Figure 2. Population Pyramids for the Town of Carbonear, 2016 and 2021. (Source: Statistics Canada)

2.3 Population Pyramids

Population pyramids show how a population is distributed by cohorts (5-year age groups), and they can be compared to subsequent or previous years to understand how a population is changing.

Under ideal circumstances,

population pyramids are shaped like a pyramid—with a strong working age population to support the services and economy on which others depend, and a large base of youth and young people to renew the population. The population pyramids above, however, show

many cohorts over the age of 55 are growing, while many below the age of 55 are shrinking. These patterns would suggest the town is attracting older residents—potentially from the Avalon region—but youth and young families are not moving or staying in Carbonear.

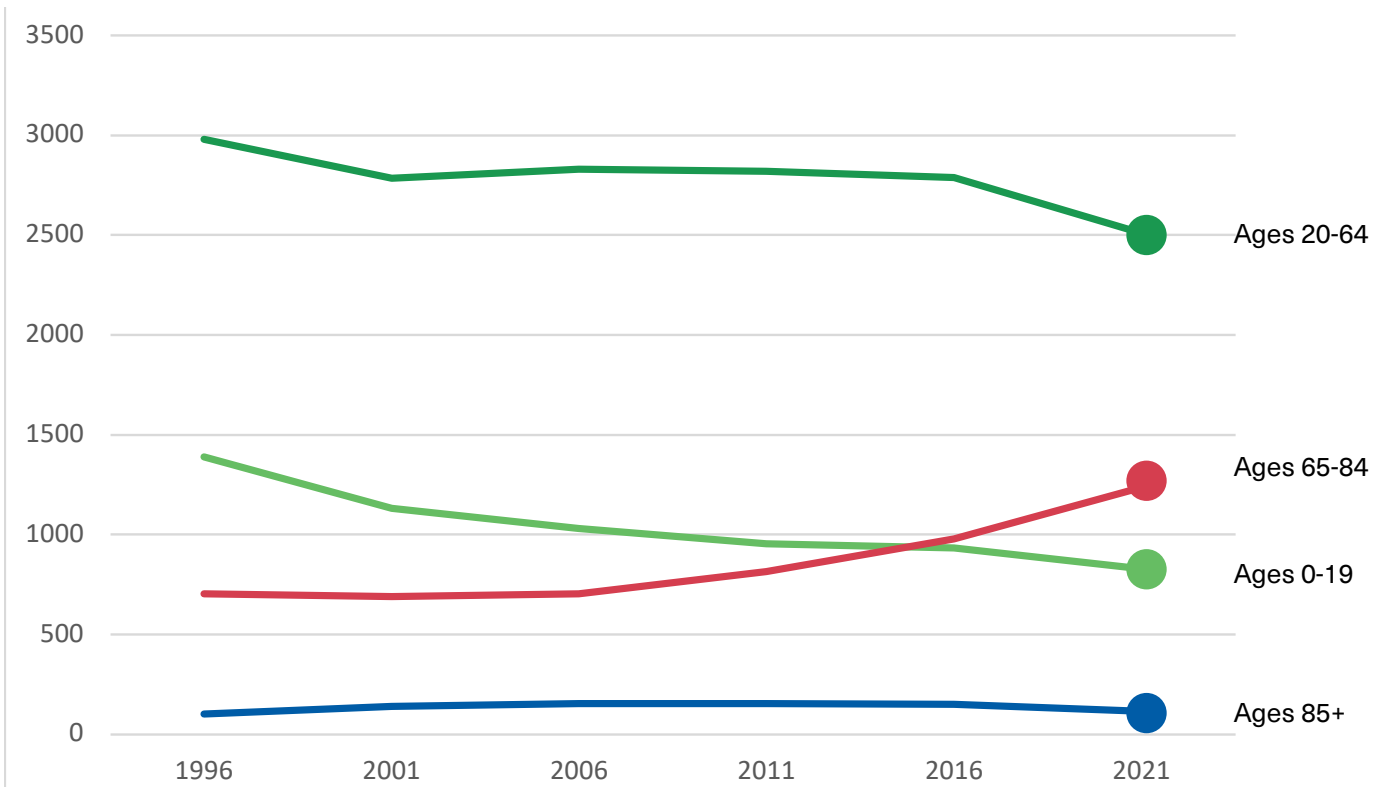


Figure 3. Population Change for Town of Carbonear for different age groups, 1996 to 2021. (Source: Statistics Canada)

	1996	2001	2006	2011	2016	2021	1996-2021 Change
Youth (0-19 years old)	1390	1130	1030	955	935	830	-40.3%
Working Age (20-64 years old)	2980	2785	2830	2820	2790	2510	-15.8%
Senior (65-84 years old)	705	690	705	815	980	1235	75.2%
Elderly (85+ years old)	100	140	155	155	150	115	15.0%

(Source: Statistics Canada)

51.6

The town's median age. Up from 44.3 in 2006

2.4 Population Change by Age

The graphics above further illustrate the growth of the town's senior (ages 65-84) and elderly (85+) population compared to the working age (ages 20-64) and youth (ages 0-19) populations. Between 1996 and 2021, the elderly population grew by 15%, and the senior population grew

by over 75.2%. The rate at which the senior population grew was larger than the rate of decline of the youth population (-40.3%) and working age population (-15.8%). Because of this trend, 0-19 year olds make up a smaller proportion of the total population in 2021 than 65-84 year olds.

These changes in demographics, especially an aging population, impact the needs of the town. Older residents tend to look for smaller and alternative housing forms (e.g., seniors home) which are closer to the services they need (e.g., groceries, healthcare, etc.).

3. Economy



2021 Economic Indicators Town of Carbonear

Median Total Household Income \$56,800 <small>per year</small>	Workforce Participation 49% <small>population aged 15+ in the workforce</small>	Unemployment 20.3%
Self-employment 6.5%	Work from Home 6.5%	No Fixed Workplace 21.2%

(Source: Statistics Canada)

2021 Economic Indicators Census Division No. 1

Median Total Household Income \$78,500 <small>per year</small>	Workforce Participation 60.2% <small>population aged 15+ in the workforce</small>	Unemployment 12.2%
Self-employment 8.8%	Work from Home 17%	No Fixed Workplace 13.5%

(Source: Statistics Canada)

3.1 Economy & Labour Snapshot

The economic indicators above show the town and the surrounding Census Division, allowing for a quick comparison.

Relative to the whole of the Census Division, median household income is lower in Carbonear by approximately \$22,000 annually, and a lower

proportion of the town's population aged 15 and over participate in the economy. This is likely due to the aging population of the town. Unemployment is also approximately 8 percentage points higher in Carbonear.

As a developing regional service hub many residents of Carbonear

travel to what is considered a 'traditional' place of work such as an office or a shop. However, a significant portion of residents has no fixed workplace which may correlate with a higher proportion of workers in the construction sector.

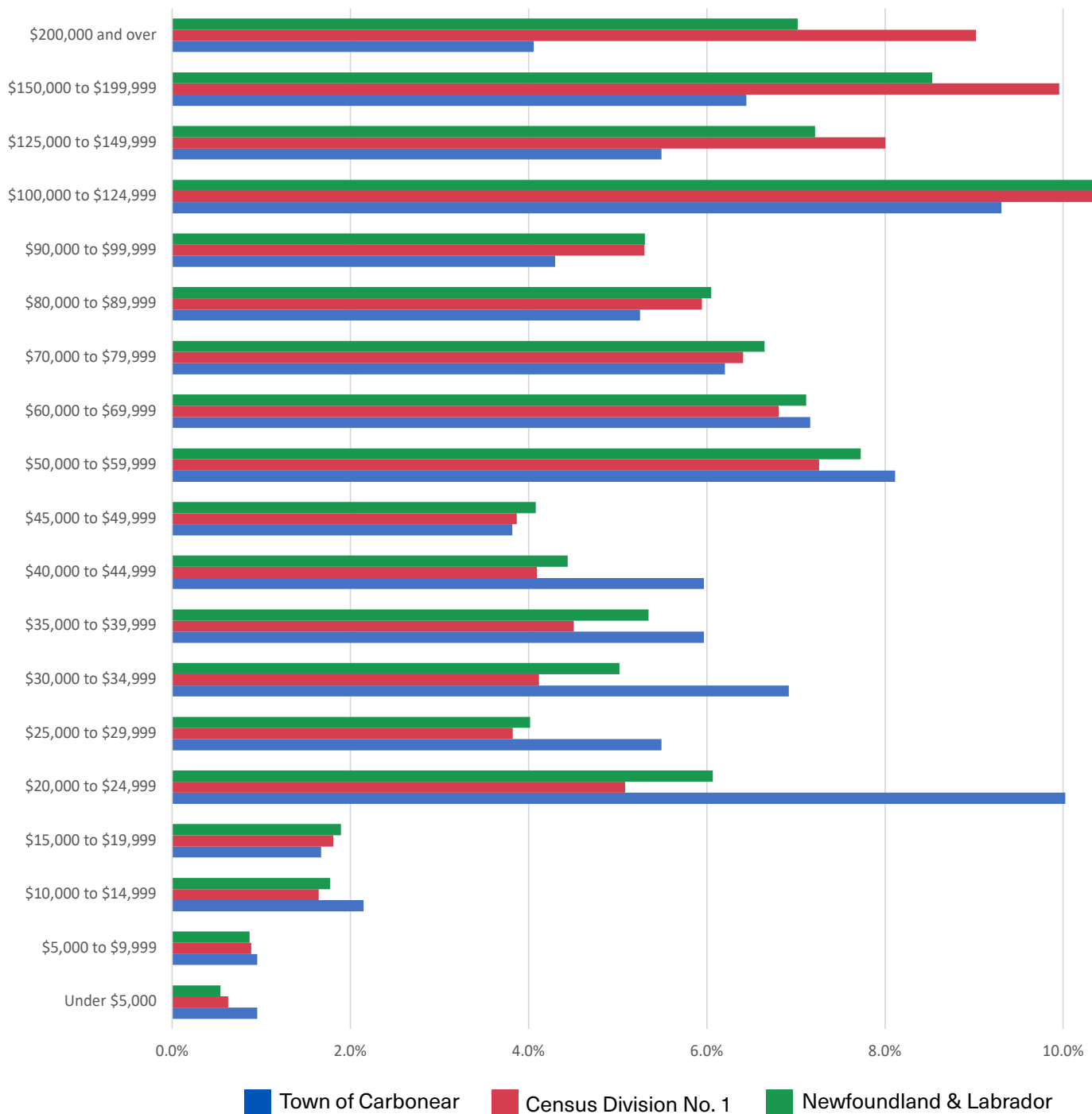


Figure 4. Before-tax household income in 2021. (Source: Statistics Canada)

3.2 Income

Mentioned previously, the median household income in Carbonear is lower than that of the region.

The town is overrepresented compared to the Census Division for most income brackets for before-tax household income below \$70,000. For before-tax

household income brackets over \$70,000, Carbonear is underrepresented. At 10%, the \$20,000 to \$24,999 income bracket is significantly overrepresented. This is likely tied to the high population of seniors drawing from Canada Pension Plan and Old Age Security.

In town, there are large differences in household income levels between 1-person households and 2-or-more person households. Median income for a 1-person household is \$27,000, while median income for a household with 2 or more people is \$79,000.

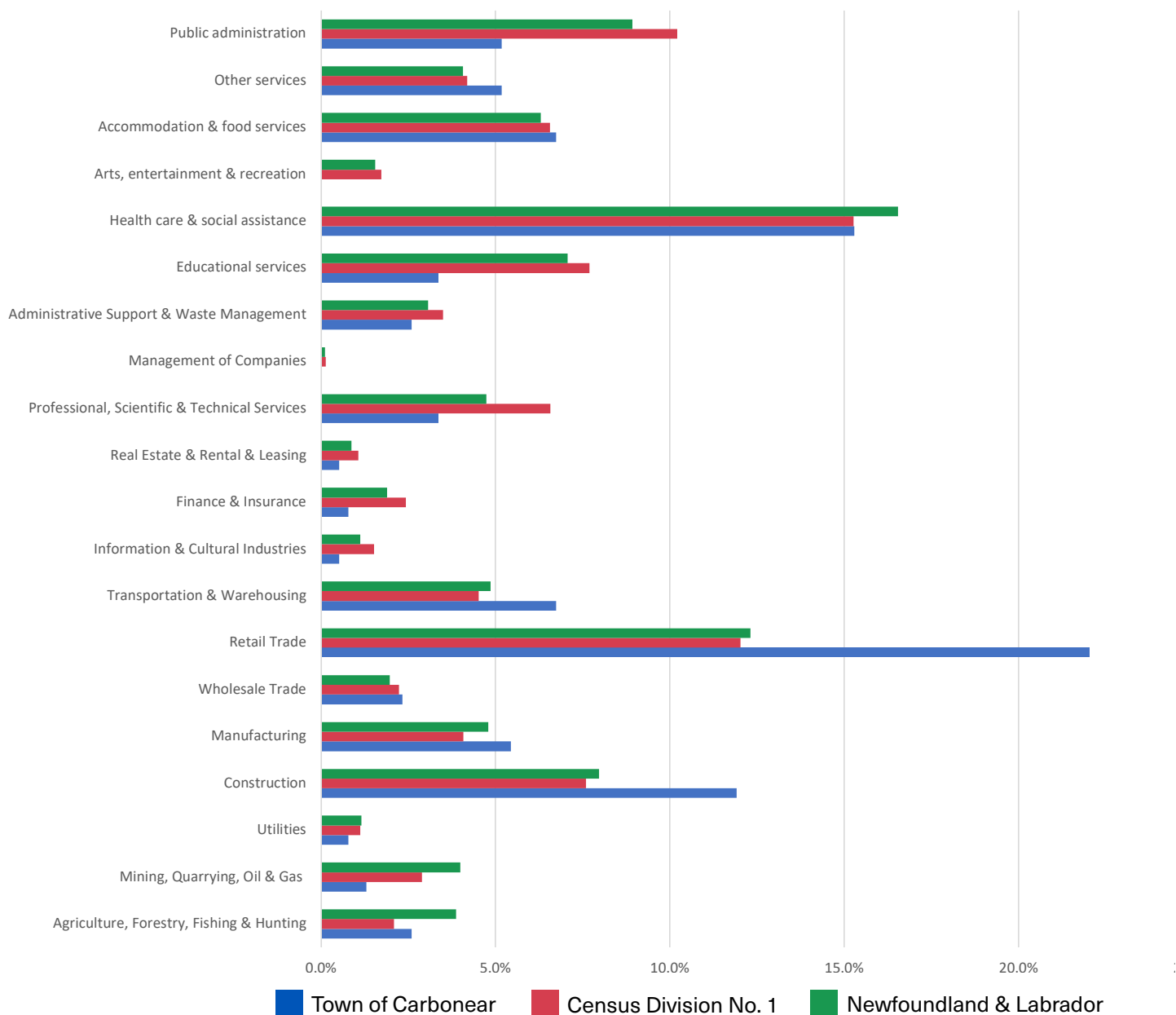


Figure 5. Sectors of employment based on the North American Industry Classification System (NAICS) in 2021. (Source: Statistics Canada)

3.3 Economic Sectors

The graph above depicts the industries in which Carbonear, Census Division No. 1, and Provincial residents are employed as a percent of the total workforce.

The town's workforce outperforms in construction,

transportation, and warehousing. The town significantly outperforms the region in the category of retail trade due to the evolution of Carbonear as a hub. The town is also strong in accommodation and food services; although the percentage of residents

employed in this sector dropped from 10.5% in 2016 to 6.7% in 2021, likely related to the COVID-19 pandemic. Healthcare also employs a significant number of town residents (15.3%) influenced by the presence of Carbonear General Hospital, a regional centre of care.

4. Housing



2021 Housing Indicators Town of Carbonear

Median Shelter Costs: Rental Dwelling \$830 <small>per month</small>	Dwellings Needing Major Repairs 6.2%	Households Who Own Their Dwelling 73.3%
Median Shelter Costs: Owned Dwelling \$620 <small>per month</small>	Housing Un-affordability 18.9% <small>Spend more than 30% of income on shelter</small>	Subsidized Housing 16.2% <small>Renters with some form of housing subsidy</small>

(Source: Statistics Canada)

2021 Housing Indicators Census Division No. 1

Median Shelter Costs: Rental Dwelling \$930 <small>per month</small>	Dwellings Needing Major Repairs 4.6%	Households Who Own Their Dwelling 73.3%
Median Shelter Costs: Owned Dwelling \$1,070 <small>per month</small>	Housing Un-affordability 17.2% <small>Spend more than 30% of income on shelter</small>	Subsidized Housing 18.6% <small>Renters with some form of housing subsidy</small>

(Source: Statistics Canada)

4.1 Housing Snapshot

The household indicators above show the town and the surrounding Census Division. Compared to the Census Division, living in Carbonear is less expensive for renters and owners. A similar proportion of residents rent their dwelling in both the town and greater

Census Division, 26.5% and 26.7% respectively. Ownership rates between the town and Census Division were equivalent.

Nearly 20% of owners and renters (with an income) spend 30% or more of their income on housing. This is unevenly distributed

among renters and owners. Approximately 46% of all renters in town spend 30% or more of their income on shelter. Only 9.1% of owners spend 30% or more of their income on shelter, indicating a need for more affordable rental options in Carbonear.

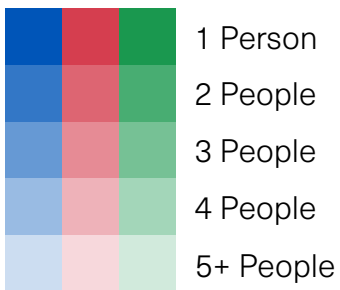
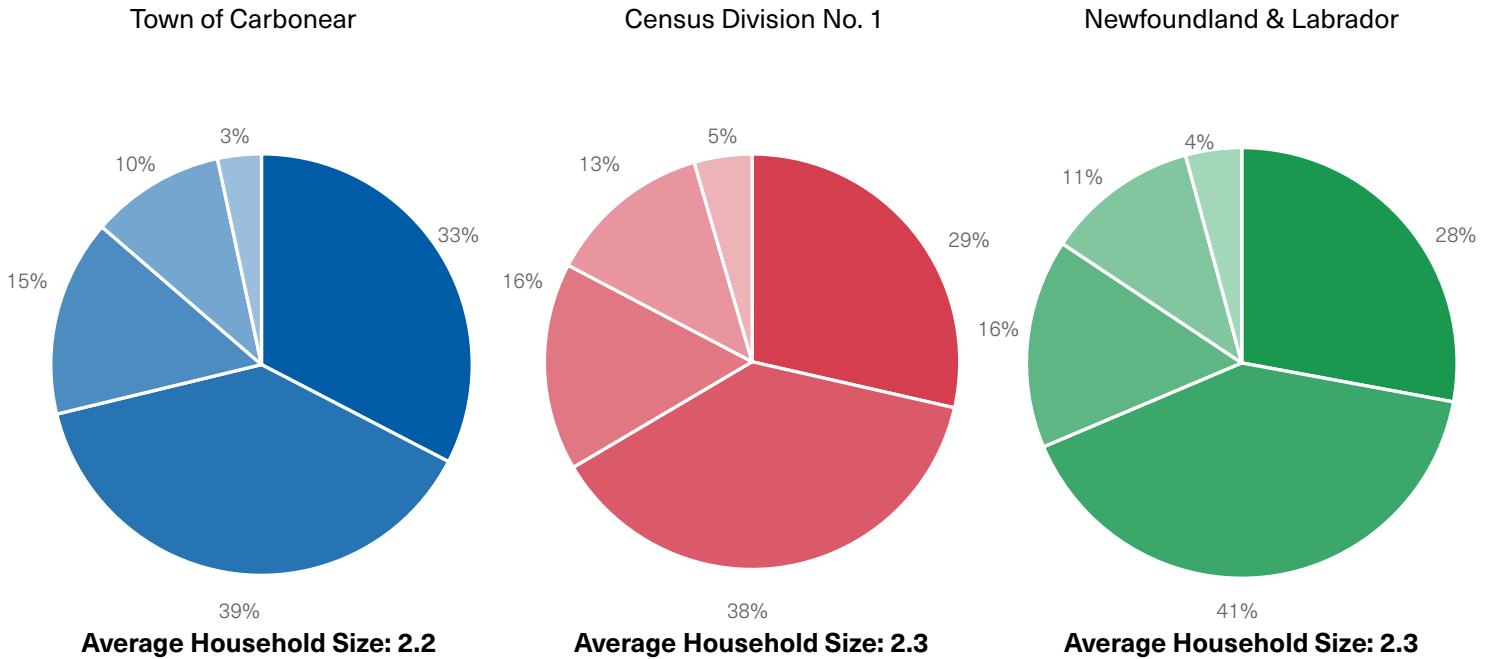


Figure 6. Household size in 2021 (Source: Statistics Canada)

4.2 Household Size

The size of households in Carbonear is similar to the size of households in Census Division No. 1 and across the province. The majority of households in Carbonear are one- (33%) and two-person (39%) households. Only 28% of households in Carbonear have three or more

individuals living in them, contributing to a small average household size of 2.2 people per household.

Between 2006 and 2021, the average household size in Carbonear decreased from 2.5 to 2.2 people per household.

Correlated with demographic data that shows an aging population, this data would suggest that shrinking household sizes are partially explained by young families leaving the town while older couples may live apart in assisted living facilities or become widows or widowers.

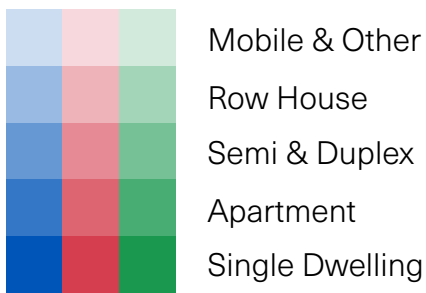
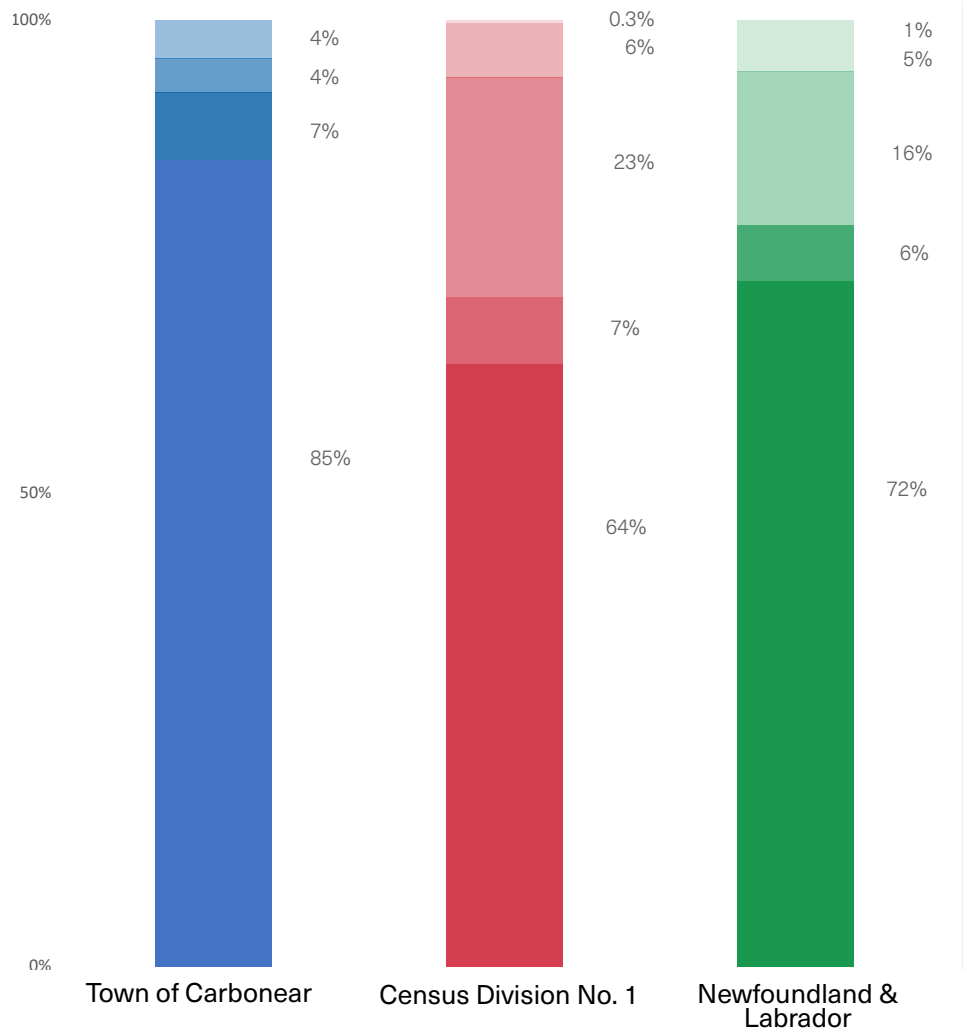


Figure 7. Household types in 2021. (Source: Statistics Canada)



4.3 Dwelling Types

The housing stock in the town of Carbonear is primarily made up of single dwellings (85%) which is relatively high compared to Census Division No. 1 (64%). However, this is not uncommon from similar regional centres serving Newfoundland.

Provincial data similarly shows a high proportion of single dwellings (72%). The town and the province are very similar in terms of apartment provision at 7% and 6% respectively. Provincially there is a higher percentage of semi and duplex homes than in town.

Census Division No. 1 as a whole offers a wider variety of housing forms, including 23% semi detached and duplex. This is explained by the presence of the City of St. John's within the Census Division. All areas have very low (<1%) dwelling types in the mobile and other category.

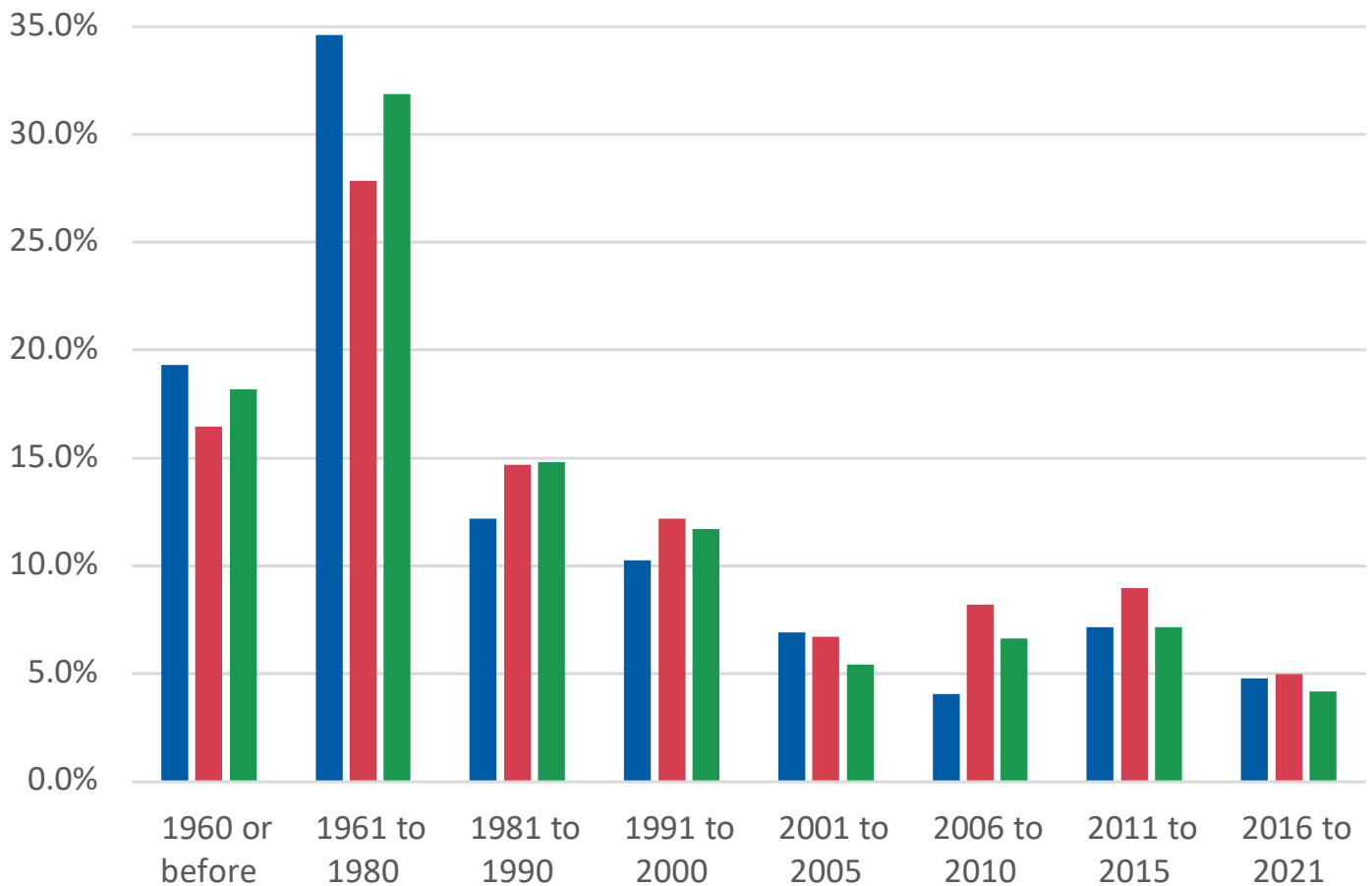


Figure 8. Age of housing construction in 2021.
 (Source: Statistics Canada)

- Town of Carbonear
- Census Division No. 1
- Newfoundland & Labrador

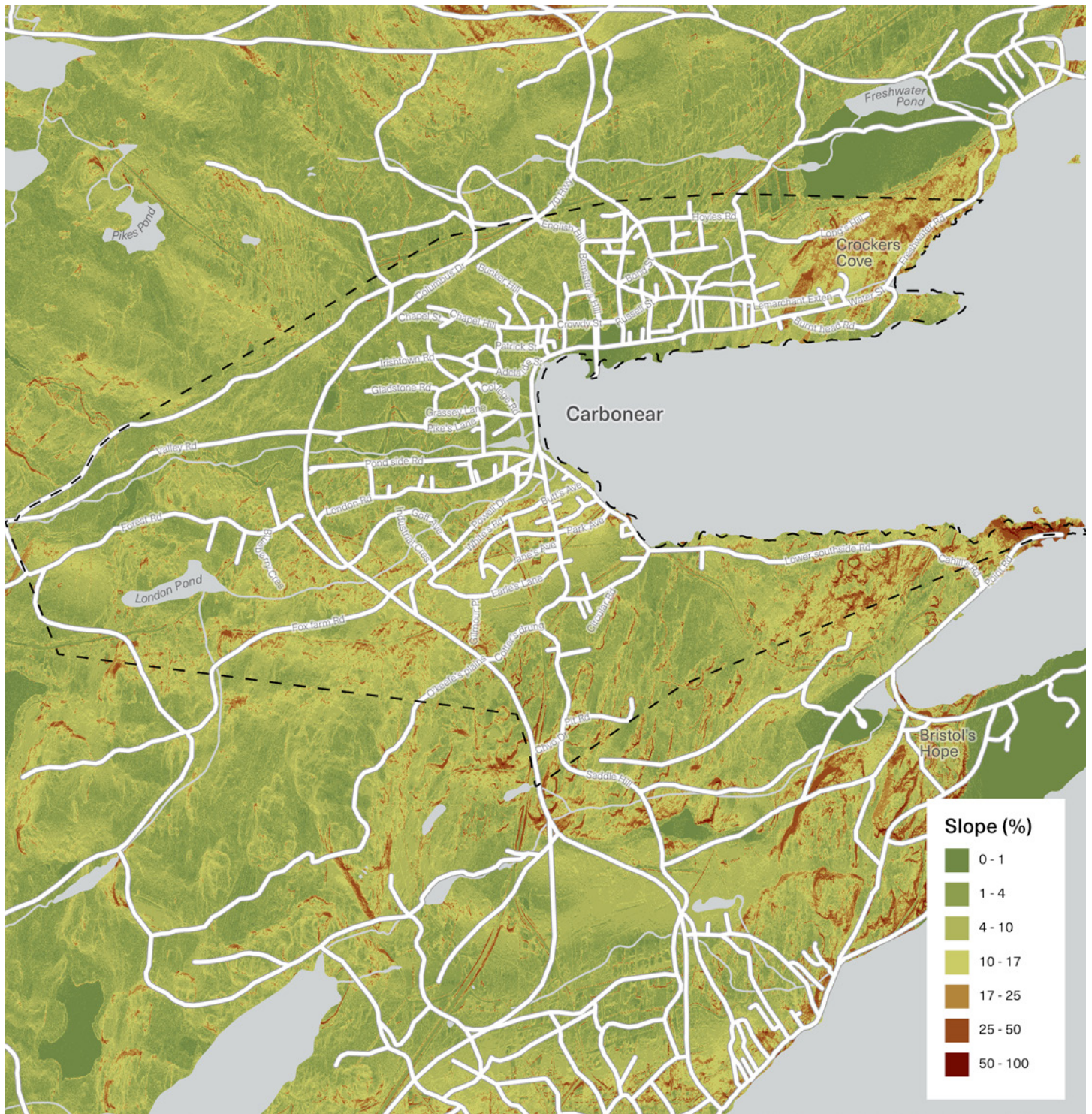
4.4 Housing Stock

Much of the housing stock in Carbonear was built between 1961 and 1980 (34%). Homes built in 1960 or before also account for a significant portion at 19%. Approximately 23% of the town's housing was built after 2000. Although the majority of the housing stock is older, only 6.2%

is in need of major repairs. Overall, the age of housing trends similar to both Census Division No. 1 and the Province.

5. The Environment





5.1 Slope

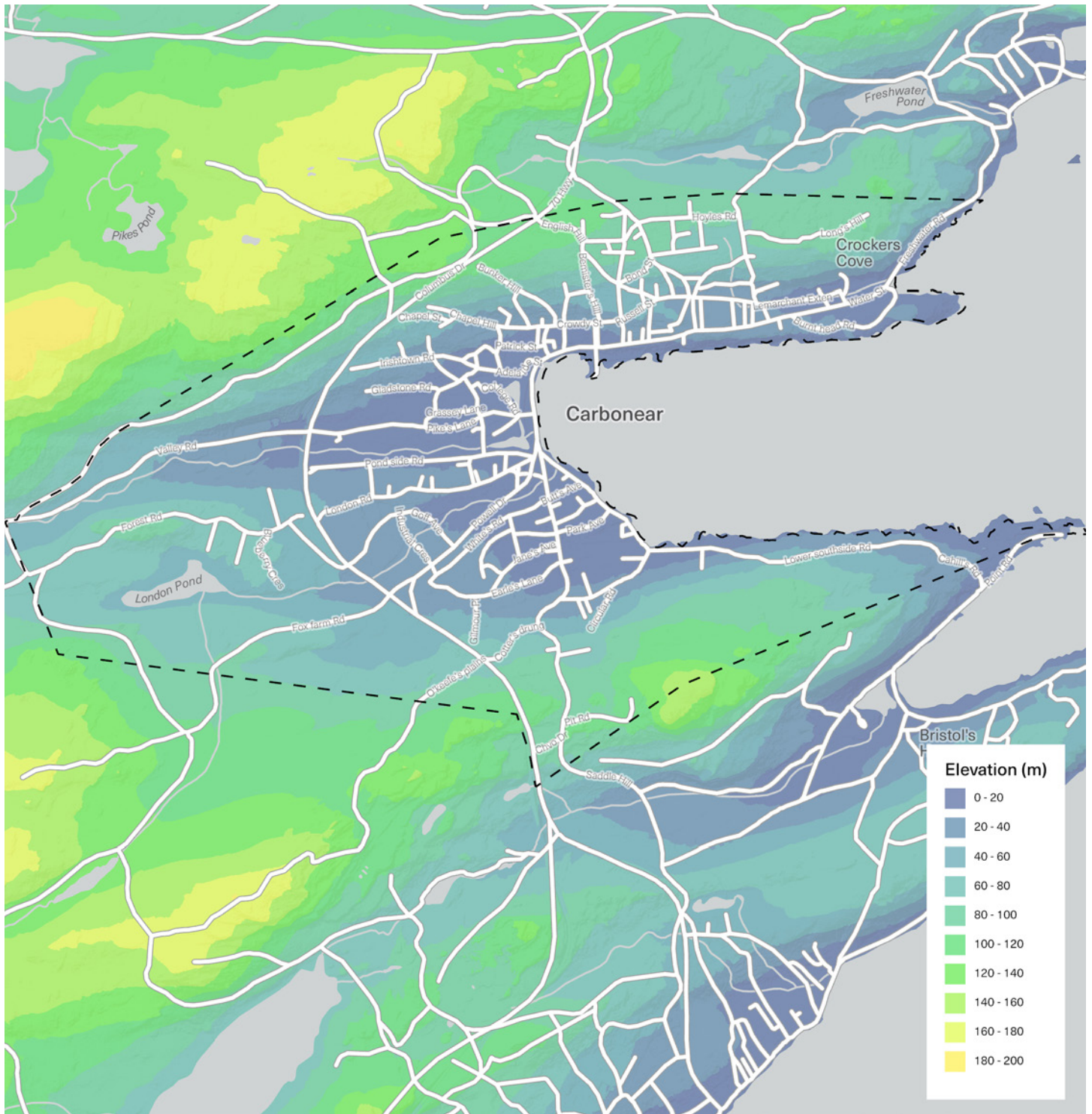
Slope is an expression used to describe the steepness of land. For example, a slope of 20% is equal to one metre of vertical distance for every five metres of horizontal distance (1/5), and a slope of 100% is equal to one metre of vertical distance for every one metre of horizontal

distance (1/1). Slope can also be expressed as an angle. For instance, a slope of 100% is equal to a slope of 45°.

The slopes in Carbonear are mostly moderately sloping lands that descend from the higher elevations along the town's

municipal boundary.

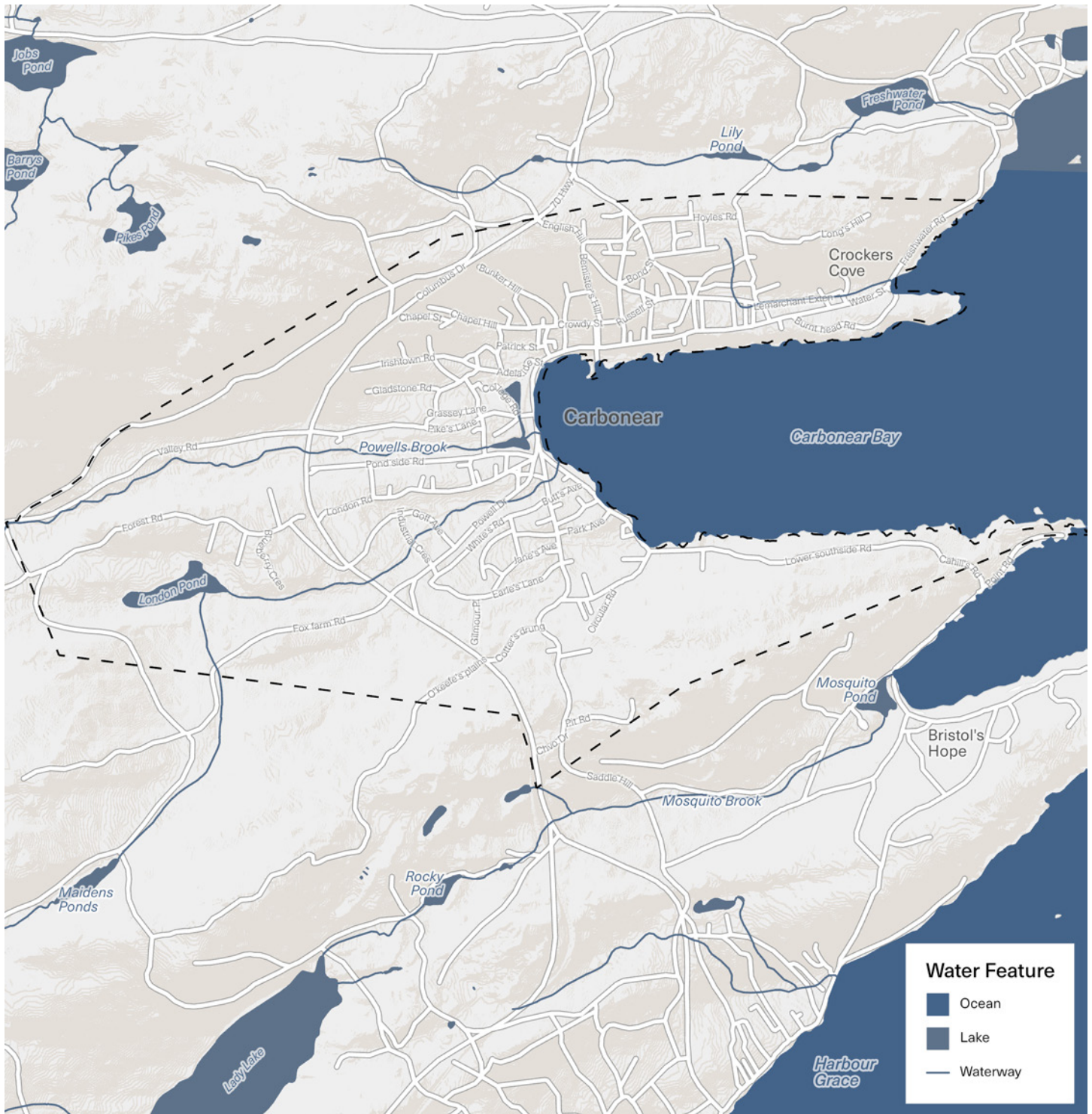
The steepest slopes in Carbonear are found around Crockers Cove and toward Gallows Cove Point, along Lower Southside Road.



5.2 Elevation

Elevations in Carbonear range from near sea level (zero metres) up to 200 metres above sea level in some parts of the Plan Area. The upper elevations in Carbonear are characterized by limited development, consisting of mainly rural and recreation uses.

Elevation in the town generally descends from west to east, with the lowest elevations found along the coast. Watercourses flow through town along the lower elevations toward the bay. The development pattern of town generally coincides with lower elevations.

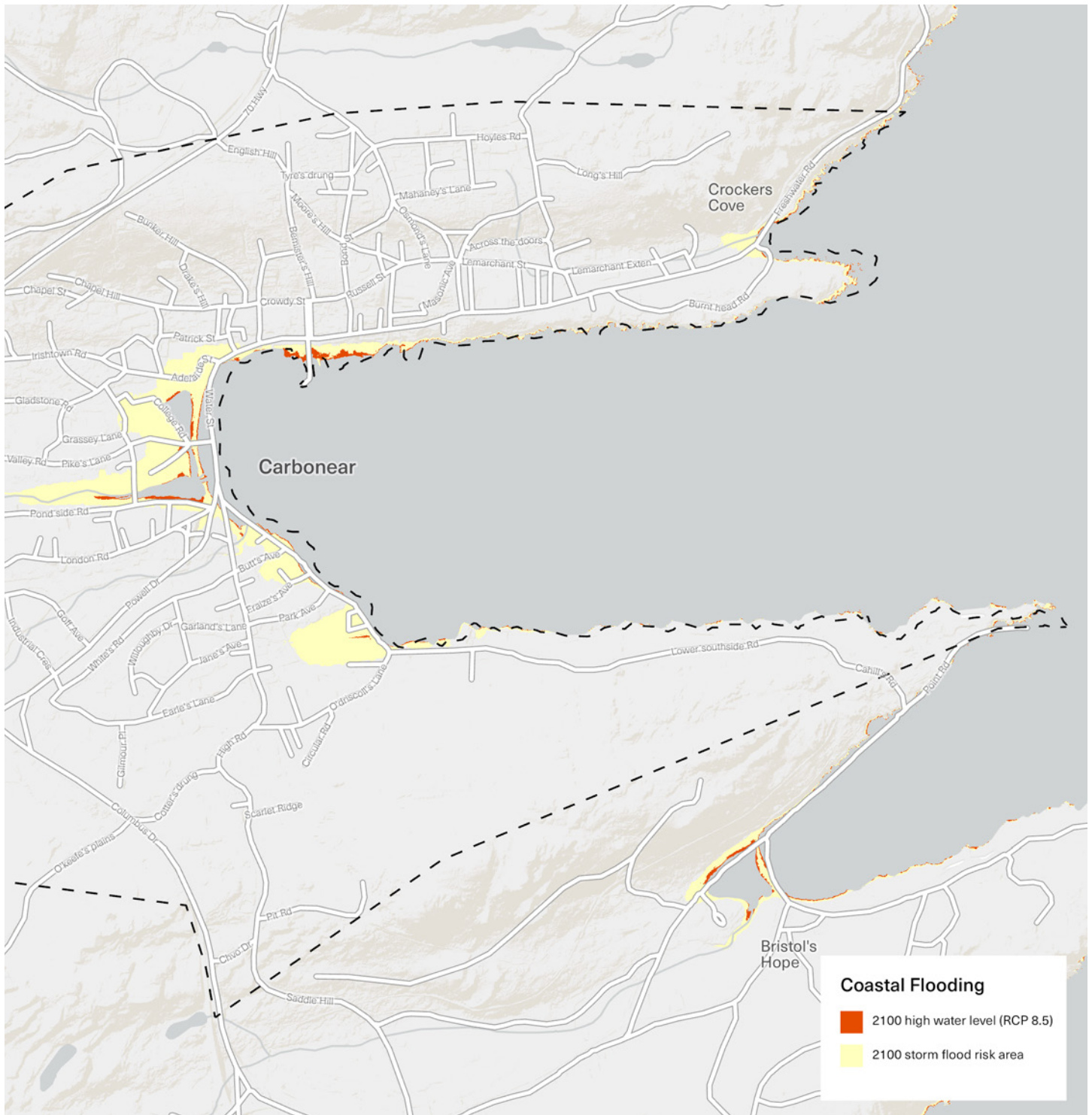


5.3 Hydrology

Carbonear's varied topography supports several lakes and ponds connected by streams and wetlands. These watercourses are a vital component of the Carbonear landscape and ecosystem, providing important natural habitat, including freshwater fish.

Powell's Brook and Island Pond Brook are the two principal watercourses that flow into Carbonear Bay. Both Powell's Brook and Island Pond Brook provide passive recreation opportunities via walking trails.

Little Island Pond, located to the west of town is a provincially designated protected water supply area and is the source of drinking water for Carbonear. Development in this area is limited in order to protect the water source.



5.4 Coastal Flood Risk

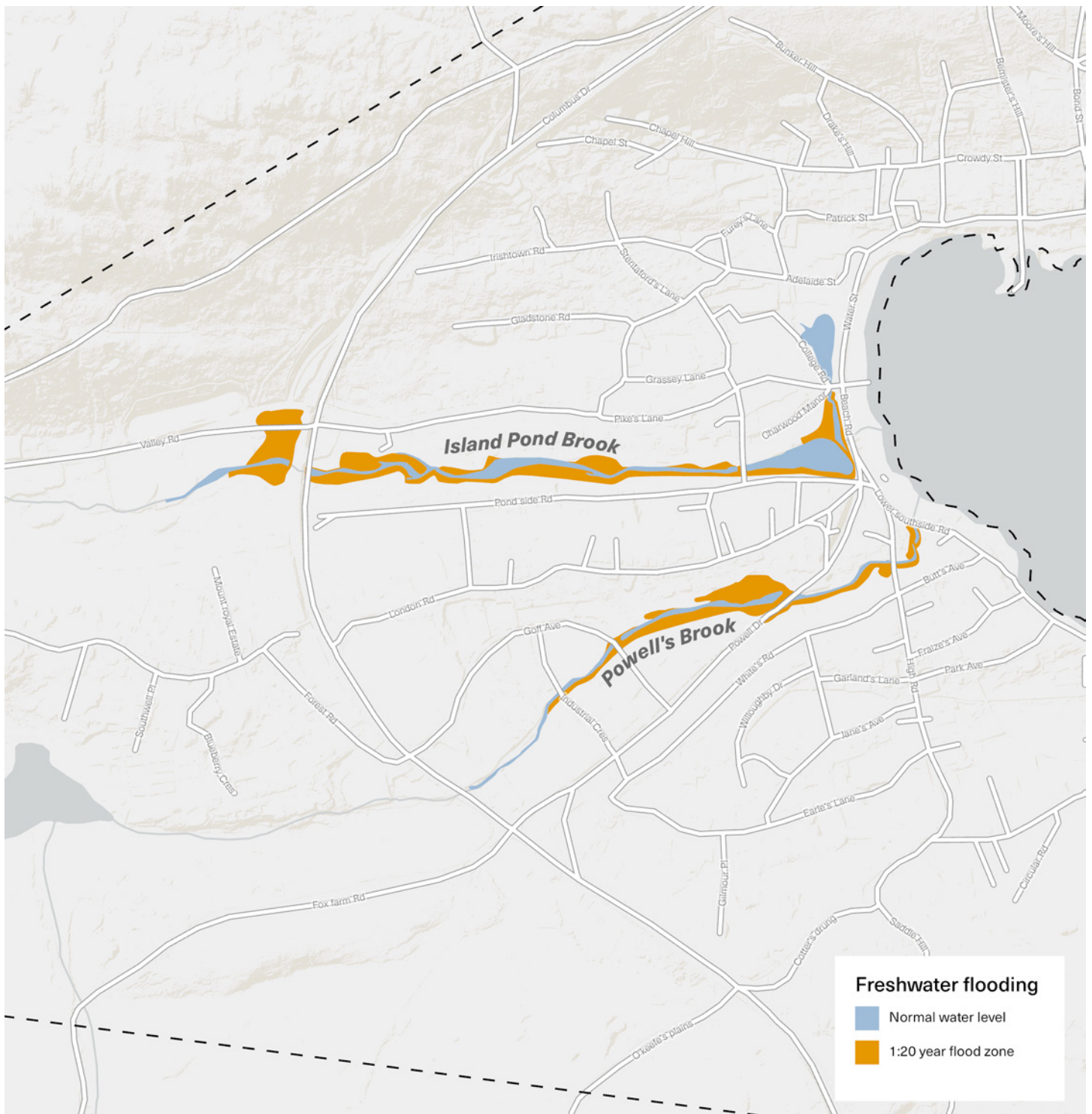
As a coastal community, Carbonear is susceptible to the impacts of climate change and sea level rise.

The frequency and intensity of storm events has increased, and impacts are felt across the region. Municipal services and

infrastructure can be interrupted by such events.

The Coastal Flood Risk map shows the area affected by the projected sea level rise in 2100 based on the Representative Climate Pathway (RCP) 8.5 Climate model. This climate

model has been adopted by the Intergovernmental Panel for Climate Change (IPCC). Carbonear's varied topography offers some protection for much of the developed portions of town. However, there are portions of town that will be impacted.



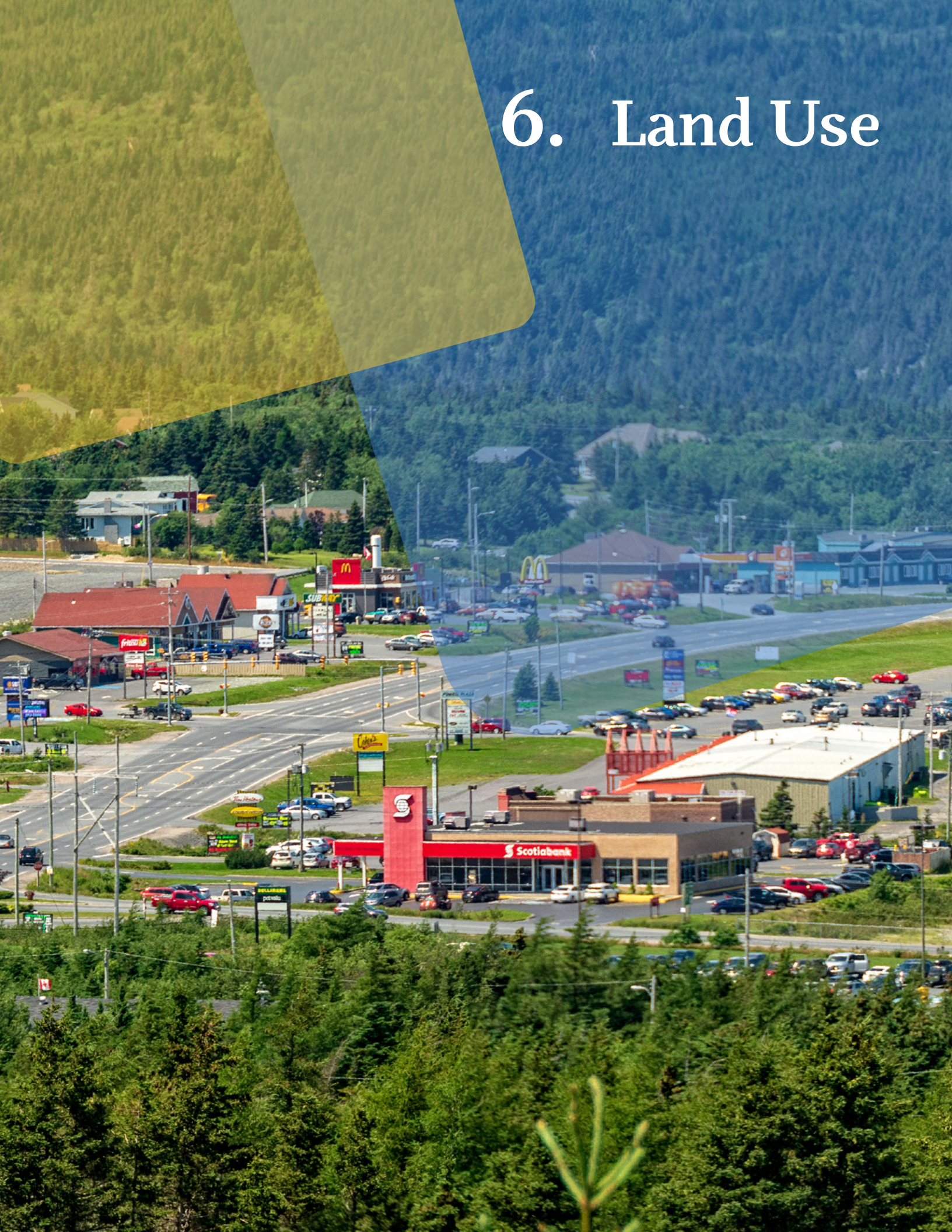
5.5 Inland Flooding

Flooding associated with rivers, brooks, and other watercourses is a natural process that can benefit many ecosystems. However, areas adjacent to watercourses have also historically been attractive development sites.

Island Pond Brook and Powell's Brook are prone to flooding events. Flood risk mapping along these watercourses was conducted in partnership by the Provincial and Federal Governments.

The mapping above indicates the 1:20 year flood zone. These lands are subject to the most frequent flooding events. The current Municipal Plan and Development Regulations contain policies that intend to provide some degree of protection for development occurring in these areas.

6. Land Use

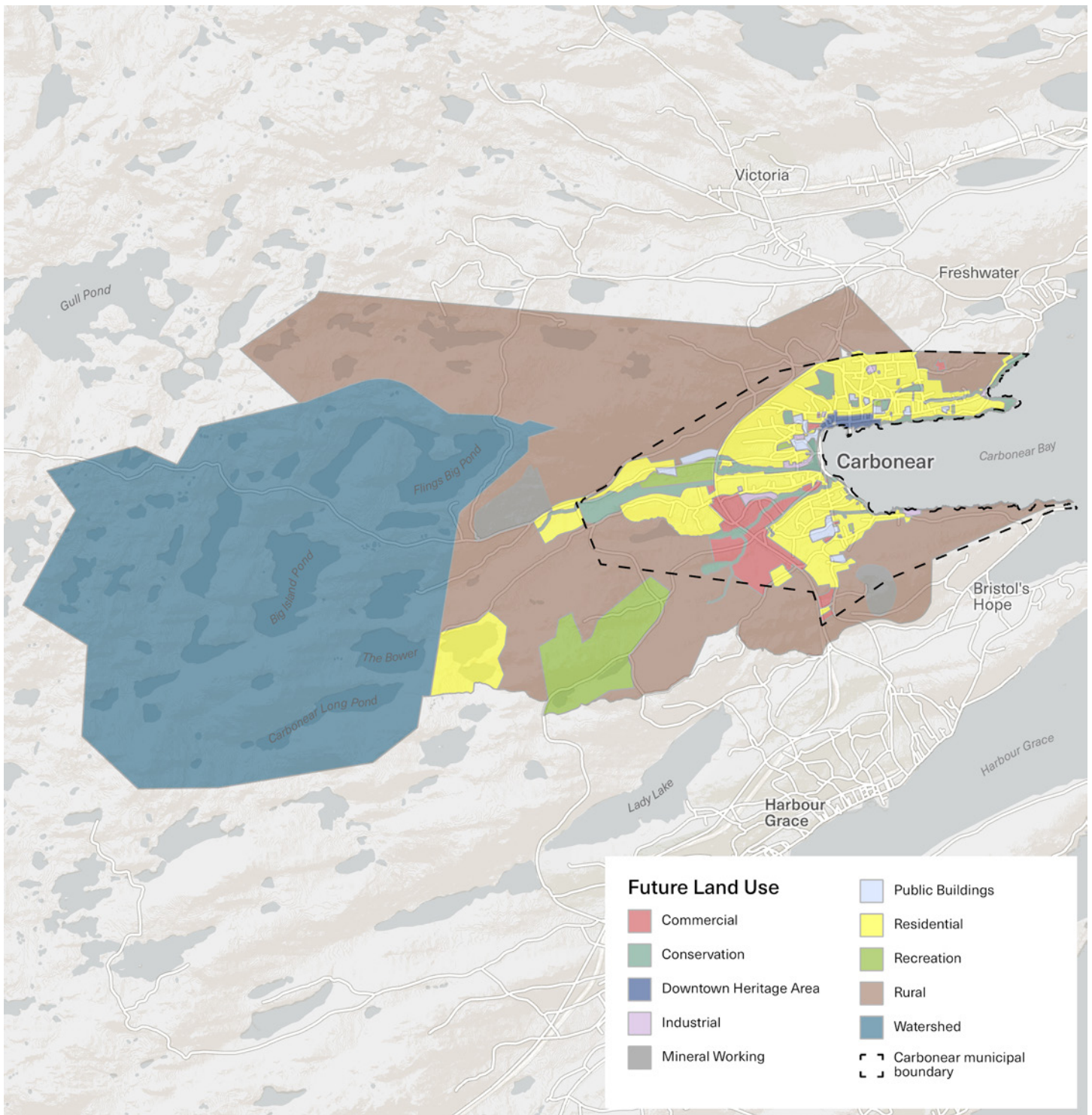


6.1 Land Use Planning

There are tools available to municipalities in Newfoundland and Labrador to guide and manage growth and development—particularly, the Municipal Plan and Development Regulations. While a Municipal Plan outlines the blueprint for the municipality —included within the vision, goals, and policies—the Development Regulations establish the legal requirements and regulations for development.

Above all, however, land use planning is a collaborative process where citizens, business owners, community and civic leaders, and elected officials can work together to build a vision for their community.

Just as land use planning is enabled and required under the *Urban and Rural Planning Act*, the Act also establishes what *can* be regulated. This includes the size and location of buildings, the ways land may be used, landscaping, and signage, among others. Land use planning cannot regulate many things such as taxation, land ownership, people, and the way roads and highways are used.



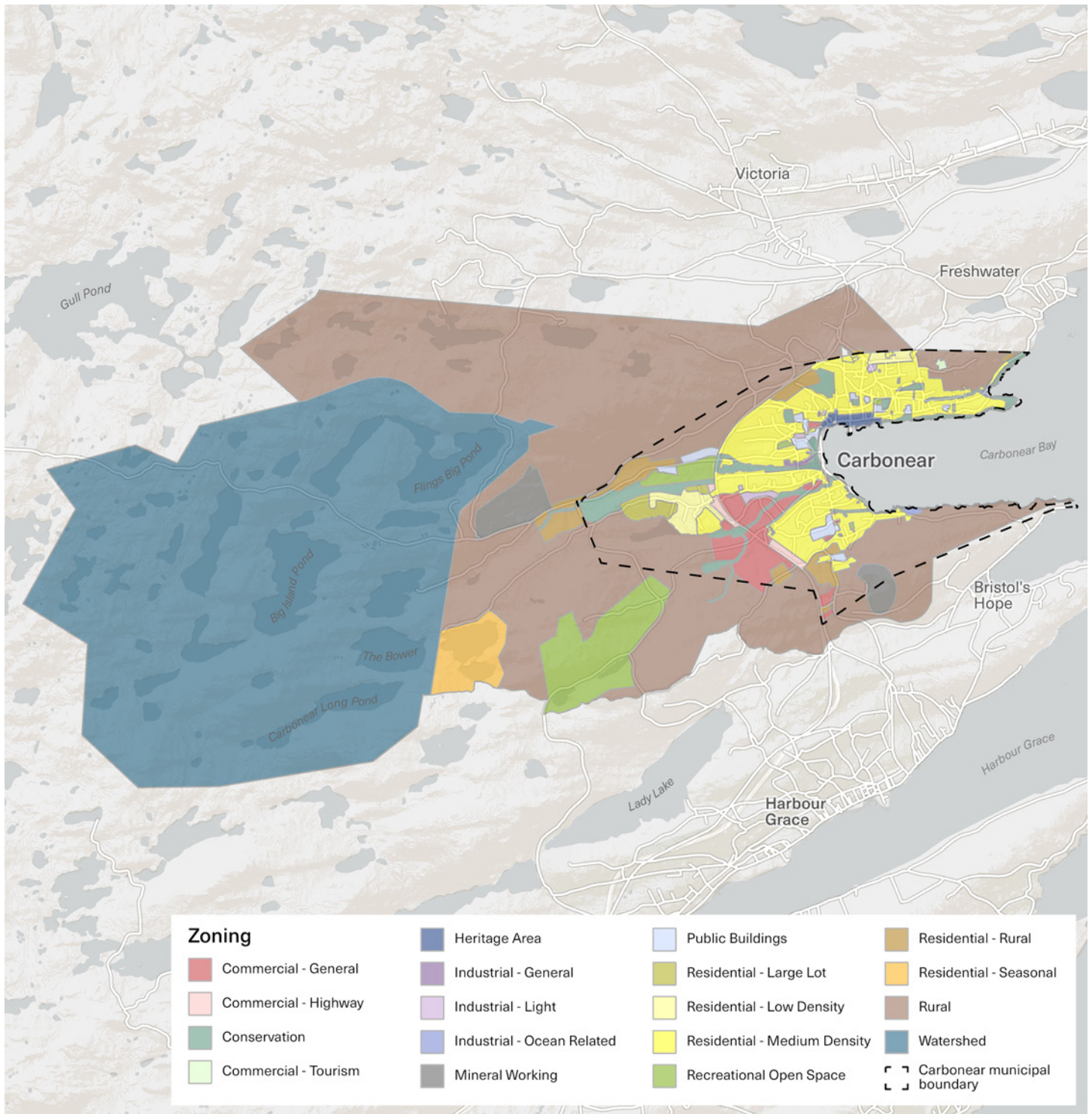
6.2 Land Use

Carbonear is made up of several different land use designations including residential, industrial, commercial, institutional, public buildings and recreation.

Within town boundaries the majority of land is made up of residential uses. Commercial

uses are concentrated along the highway and extend east into town bounded by Powell Drive and London Road. Commercial designations are also present within the Water Street Downtown Heritage Area. Industrial designations are located at the edge of commercial

areas, and in small pockets along the bay and at the edge of some residential areas. Lands designated Recreation are spread throughout. Within the Plan Area, but outside the Town Boundary, land use designations are mainly Rural and Watershed.



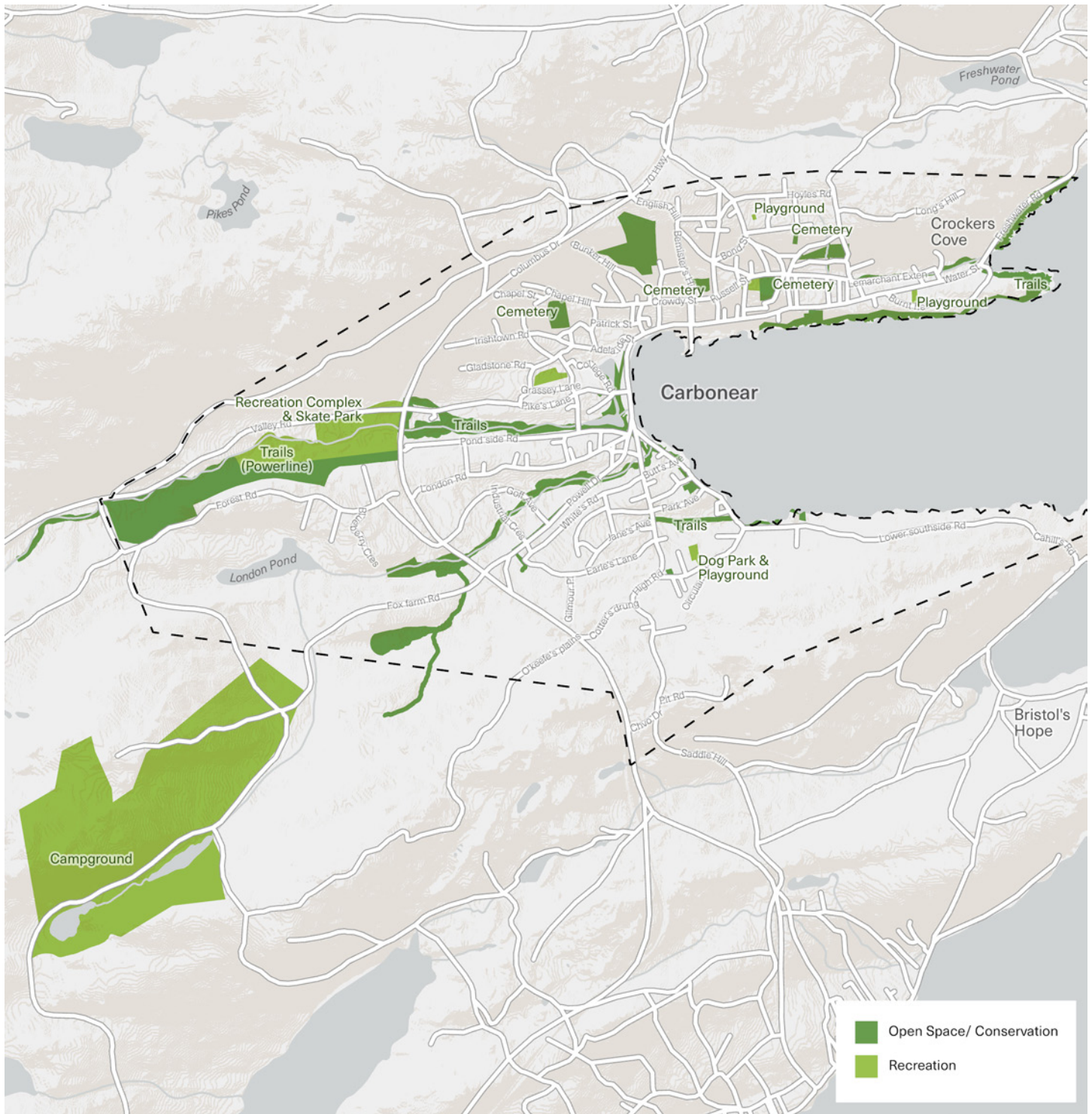
6.3 Current Zoning

Most of the land inside the town boundary is dedicated to residential zones; the Residential Large Lot, Medium Density, and Low Density zones make up the majority. These zones promote different forms and densities of residential development across Carbonear. Residential Rural

zones are located at the fringe of the town boundary but are still within the Plan Area. The Seasonal Residential zone is located entirely outside town boundaries but is within the Plan Area.

A large portion of land in town

is dedicated to commercial development with Commercial General and Commercial Highway zoning. The Heritage area occupies the historic main street of Carbonear and supports a variety of uses. Industrial, and recreational zones are located throughout town.



6.4 Parks and Green Spaces

There are numerous municipal parks and open spaces in Carbonear. The Carbonear Recreation Centre includes two baseball fields, running track, outdoor tennis, basketball, skating rink and a skate park.

The rugged setting of Carbonear,

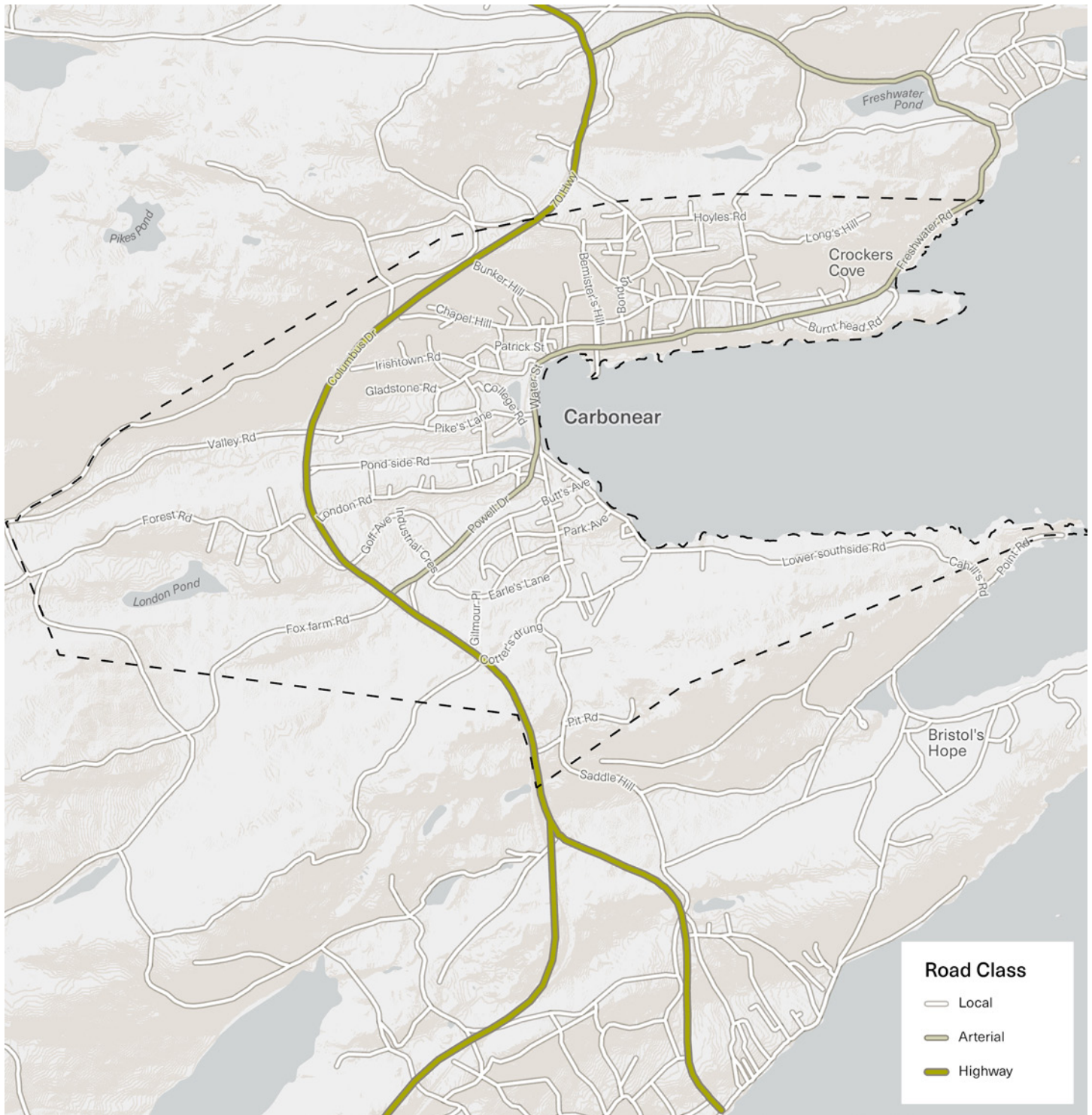
characterized by dramatic coastline, hilly topography, and central valley, provides ample opportunity for trails both within town and nearby. The George W. Earle Promenade provides a loop around Carbonear and Rossiter's Ponds, Nells Walking Trail runs alongside Island Pond Brook, the

southside Rail Bed Trail utilizes a portion of a former rail line, and the Dr. Davis Earle walking trail offers a natural walking trail.

Playgrounds include the Soper Avenue Playground, Crockers Cove Playground, and Claude Garland Memorial Playground.

7. Servicing





7.1 Transportation

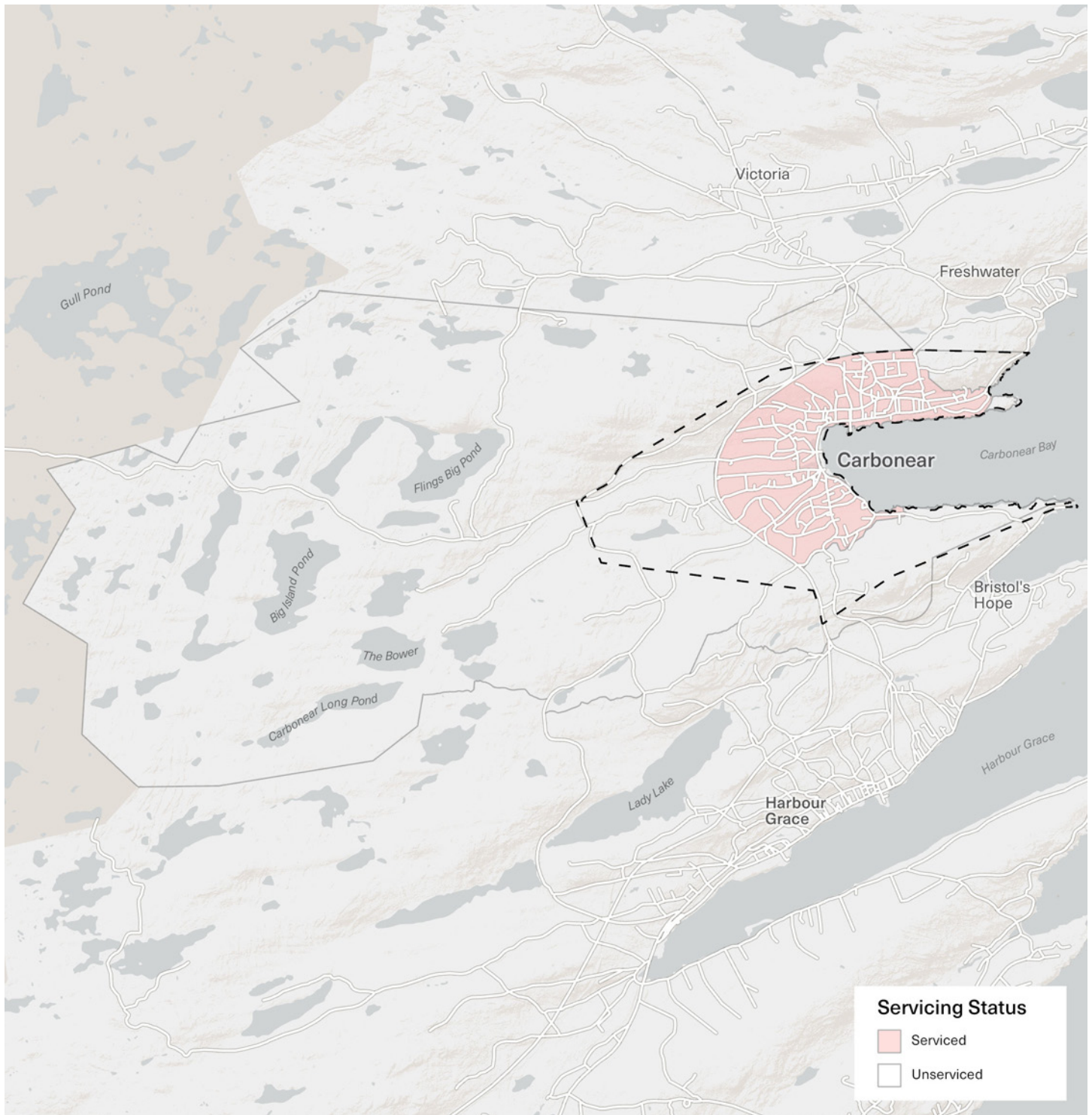
Carbonear is supported by both a strong transportation network within the town as well as outside of the town's boundary.

Within Carbonear a series of local and arterial roads allow residents and community members to access amenities and services.

Powell Drive, Beach Road, and Water Street create a strong 'spine' for transportation moving through town and providing highway connections. Many of these streets are owned by the town. Sidewalks are limited primarily to Water Street but the trail network also provides some

pedestrian connectivity.

The town also directly abuts Highway 70, conveniently connecting Carbonear with the region. It is this link and Carbonear's location on it that help establish the area as a service hub for the broader area.



7.2 Sewer and Water Service

The Town owns and operates a central water supply system that provides a large portion of the community's clean drinking water.

Drinking water in Carbonear is derived from the protected water supply area, Little Island Pond, located to the west of town.

Due to the topography of Carbonear, sewage collection is primarily via gravity systems to a series of outfalls on the west and south sides of Carbonear Harbour, as well as one outfall at Crockers Cove.

The bulk of the developed area within Carbonear is sewer and water serviced.



Carbonear
Heritage
Society

Carbonear
Old Post Office
MUSEUM

WHEELCHAIR
ACCESSIBLE
AT REAR