

**Town of Stephenville
Development Regulations
Amendment No. 19, 2024**

Cluster Development

**Prepared for the Town of Stephenville by
Baird Planning Associates**

**John Baird, MCIP
February 2025**

Urban and Rural Planning Act
Resolution to Adopt
Town of Stephenville Development Regulations
Amendment No. 19, 2025

Under the authority of Section 16 of the *Urban and Rural Planning Act 2000*, the Town Council of Stephenville adopts the Stephenville Development Regulations Amendment No. 19, 2025.

Adopted by the Town Council of Stephenville on the _____ day of _____, 202_.

Signed and sealed this _____ day of _____, 202_.

Mayor: _____
Tom Rose

Clerk: _____
Jennifer Brake

CANADIAN INSTITUTE OF PLANNERS CERTIFICATION

I certify that the attached Development Regulations Amendment No. 19, 2025 has been prepared in accordance with the requirements of the *Urban and Rural Planning Act*.

MCIP: _____
John Baird



Development Regulations / Amendment
REGISTERED

Number _____

Date _____

Signature _____

Background

Introduction

The Town of Stephenville is experiencing an increased housing need for medium and low-income families and individuals. Lack of affordable housing constitutes a constraint on the Town's ability to provide for the well-being of residents and take advantage of economic development opportunities.

The Stephenville Municipal Plan came into effect in 2016. Section 2 of the Plan refers to the need to evolve *"into a more sustainable community where residents are increasingly able to live in a variety of housing types."* While the Plan makes allowances for apartment buildings, double dwellings, and row dwellings, more proactive measures are needed to encourage reasonably priced housing.

The purpose of this amendment is to increase opportunities for the development of affordable housing in Stephenville. The amendment aims to:

- Facilitate suitable housing for all residents regardless of age, income, abilities, and family status.
- Expand the range of permitted housing types to satisfy market needs at a cost citizens can afford.
- Allow for a greater housing mix and more inclusive neighbourhoods.
- Manage residential development in a manner that utilizes infrastructure more efficiently.
- Encourage land use intensification in appropriate areas that are accessible to piped water and sewer services.

Stephenville has seen a rise in investor interest for cluster housing development. This form of community focused housing achieves better affordability and contributes to social cohesion. Cluster neighbourhoods improve the ability for children to gather together in shared open space with nearby parental support. They also improve the ability for seniors and health challenged residents to live longer in their own homes with the support of neighbours. While cluster development has long been in the lexicon of land use planning, it has not taken hold in a big way in Newfoundland and Labrador. A major constraint has been municipal regulatory constraints and to some degree local resistance to higher density neighbourhoods.

The purpose of this amendment is to ease regulatory obstacles to cluster development in the Stephenville Development Regulations. "Cluster Development" will be added as a discretionary use in the Residential Medium Density (RMD, Residential Special (RS), General Commercial (GC), and Public (PU) zones.

Public Consultation

Forthcoming

Stephenville Development Regulations Amendment No. 19, 2025

The Stephenville Development Regulations are amended as follows:

1. Regulation 44

DELETE Regulation 44 – Buildings on a Lot, which states:

- “(1) *Except for single dwellings, mobile homes and mini-homes, more than one principal or main building may be permitted on a lot provided that the requirements of Schedule C are satisfied. However, more than one single dwelling can be permitted on a lot where it forms part of a Comprehensive Development under Regulation 46.*
- (2) *Sufficient area shall be reserved to satisfy the yard and other allowances called for in the Use Zone in which the lot is located and the allowances shall be retained when the adjacent land is developed.”*

And **REPLACE** with the following:

“Regulation 44A – Multiple Uses on a Single Lot

A multiple use occurs when two or more different use classes exist on a single lot or in a single building.

1. *Where a single lot or building contains more than one permitted use, each use shall conform to all requirements in these Regulations applicable to that use.*
2. *A proposed new use on a multiple-use lot may not be permitted where Council deems that the use might be incompatible with existing uses on, or adjacent to, the lot by reason of safety, amenity, appearance, or nuisance.*
3. *At Council’s discretion, a Cluster Development may be permitted in the following Use Zones subject to the requirements outlined below:*

<i>Residential Medium Density (RMD)</i>	<i>Commercial General (CG)</i>
<i>Residential Special (RSP)</i>	<i>Public Use (PU)</i>

- a. *Public Notice shall be given in accordance with Regulation 24 - Notice of Application.*
- b. *The development shall comply with the National Building Code of Canada, particularly the minimum separation distances from other buildings within the same property.*
- c. *The development will be connected to municipal water and sewer services.*
- d. *The development shall include open space appropriate for the size and density of the development unless the site is located adjacent to existing open space and otherwise approved by Council. Unless otherwise permitted at Council’s discretion, a minimum of 25 percent of the development area shall be preserved as common open space with deed restrictions.*
- e. *The development will be integrated with surrounding land uses with respect to street and pedestrian access, appearance, traffic requirements, and demands on municipal services.*
- f. *Variances to dimensional standards in the applicable Use Zone Tables may be considered in accordance with Regulation 12 of these Development Regulations.*

- g. *The development will be subject to a Development Agreement between the owners of the land and Council, which will have a Cluster Development Plan attached thereto, satisfactory to and registered in the Registry of Deeds of Newfoundland and Labrador, controlling the use and development of such land.*
- h. *The entire development shall be maintained in **single ownership** unless subdivision of the property is approved by Council, or the individual units are owned separately as common elements within a Condominium Corporation or Homeowners Association.*

Regulation 44B - Main Buildings on a Lot

- 1. *Except for a single dwelling, more than one main building may be permitted on a lot provided that the requirements set out in Schedule C - Use Zone Schedules are satisfied, or the development is in relation to a Cluster Development.*
- 2. *No more than one single dwelling may be permitted on a lot except where that lot or dwelling forms part of a comprehensive development or a Cluster Development.*
- 3. *Where more than one main building is developed on a lot, sufficient area shall be reserved to satisfy the yard requirements and other allowances outlined in Schedule C for the Use Zone in which the lot is located except where the development is in relation to a Cluster Development. These allowances shall be maintained when the adjacent land is developed.”*

2. Schedule A – Definitions

ADD the following definition:

“Cluster Development means two or more residential, commercial, and/or public buildings developed in combination on one lot. Land uses that may be permitted in a cluster development include single dwellings, double dwellings, row dwellings, mini-homes, tiny houses, apartment buildings and other uses that correspond to the permitted and discretionary use classes in the land use zone in which the cluster development occurs.

3. Schedule B - Classification of Uses of Land and Buildings

ADD “Cluster Development “as a Land Use Class in the Residential, Business and Personal Services, Mercantile, and Institutional Land Use Classification Groups.

4. Schedule C – Use Zone Schedules

ADD “cluster development” as a Discretionary Use in the following Use Zone Tables:

<i>Residential Medium Density (RMD)</i>	<i>Commercial General (CG)</i>
<i>Residential Special (RSP)</i>	<i>Public Use (PU)</i>

5. Schedule C - Residential Medium Density (RMD) Use Zone Table

DELETE the following Standards Table:

STANDARDS	WHERE PERMITTED					
	Single Dwelling	Double Dwelling	APARTMENT BUILDING			
			1 Bedroom Apt.	2 Bedroom Apt.	3 Bedroom Apt.	4 Bedroom Apt.
<i>Lot area (Minimum) per dwelling or dwelling unit</i>	450 m ² or 300 m ² at the discretion of the Town	390 m ²	200 m ²	250 m ²	280 m ²	300 m ²
<i>Frontage (Minimum) per dwelling</i>	15 m or 12 m at the discretion of the Town	21 m	30 m			
<i>Building Line Setback (Minimum)</i>	8 m* or 7 m* at the discretion of the Town	8 m *	8 m*			
<i>Side yard Width (Minimum)</i>	3 m and 1 m	3 m & 1m	5 m			
<i>Side yard Width, Flanking Road (Minimum)</i>	3 m and building line setback for flanking road	3 m and building line setback for flanking road	5 m and building line setback for flanking road			
<i>Rear yard Depth (Minimum)</i>	10 m or 8 m at the discretion of the Town	10 m	14 m			
<i>Height (Maximum)</i>	8 m	8m	10 m			

NOTES:

*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.

And **REPLACE** with the following:

DEVELOPMENT STANDARDS				
STANDARD	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Tiny House
Minimum lot area	450 m ² or 300 m ² at Council's discretion	270 m ²	180 m ²	150 m ²
Minimum lot width (frontage)	14.0 m or 12.0 m at Council's discretion	8.0 m	6.0 m	6.0 m
Minimum building line setback	7.0 m	7.0 m	7.0 m	7.0 m
Minimum sideyard setback	Major sideyard Minor sideyard	2.5 m 1.0 m	2.5 m NA*	2.5 m 1.0 m
Minimum sideyard setback - flanking street	7.0 m	7.0 m	6.0 m	6.0 m
Minimum rearyard	7.0 m	7.0 m	7.0 m	6.0 m
Maximum height	No maximum except in accordance with airport height limitations			
Apartment Building				
STANDARD	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Minimum lot area	100 m ² per unit			
Minimum lot width (frontage)	6.0 m per ground floor unit			
Minimum building line setback	7.0 m			
Minimum sideyard setback	3.0 m			
Minimum sideyard setback - flanking street	7.0 m			
Minimum rearyard	8.0 m			
Maximum height	No maximum except in accordance with airport height limitations			
Cluster Development				
STANDARD**	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Apartment Building (per unit)
Minimum lot area	300 m ²	164 m ²	140 m ²	90 m ²
Minimum lot width (frontage)	20.0 m (applies to cluster development as a whole)			
Minimum building line setback*	8.0 m (applies to cluster development as a whole)			
Minimum sideyard setback	3.0 m (applies to cluster development as a whole)			
Minimum sideyard setback - flanking street	3.0 m (applies to cluster development as a whole)			
Minimum rearyard	7.0 m (applies to cluster development as a whole)			
Maximum height	No maximum except in accordance with airport limitations			
NOTES:				
*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.				
**At its discretion, where it deems necessary, Council may require higher development standards for a proposed cluster development.				

6. Schedule C - Residential Special (RSP) Use Zone Table

DELETE the following Standards:

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STANDARDS	WHERE PERMITTED			
	Single Dwelling	Double Dwelling	Row Dwelling	Apartment Building
Lot area (Minimum) per dwelling unit	450 m ²	390 m ^{2*}	240 m ^{2*}	200 m ^{2*}
Floor area (Minimum) per dwelling unit	80 m ²	80 m ²	80 m ²	20 m ²
Frontage (Minimum) per dwelling	15 m	21 m	24 m or 6 m per unit whichever is greater	30 m
Building Line Setback (Minimum)	8 m*	8 m *	8 m *	8 m*
Side yard Width (Minimum)	3 m and 1 m	3 m and 1m	3 m & 3m	5 m
Side yard Width, Flanking Road (Minimum)	3 m and building line setback for flanking road	3 m and building line setback for flanking road	3 m and building line setback for flanking road	5 m and building line setback for flanking road
Rear yard Depth (Minimum)	10 m	10 m	8 m	14 m
Height (Maximum)	8 m	8m	8 m	10 m
<p>NOTES:</p> <p>*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.</p>				

And **REPLACE** with the following:

DEVELOPMENT STANDARDS				
STANDARD	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Tiny House
Minimum lot area	300 m ²	270 m ²	180 m ²	150 m ²
Minimum lot width (frontage)	14.0 m or 12.0 m at Council's discretion	8.0 m	6.0 m	6.0 m
Minimum building line setback	7.0 m	7.0 m	7.0 m	7.0 m
Minimum sideyard setback	Major sideyard Minor sideyard	2.5 m 1.0 m	2.5 m NA*	2.5 m 1.0 m
Minimum sideyard setback - flanking street	7.0 m	7.0 m	6.0 m	6.0 m
Minimum rearyard	7.0 m	7.0 m	7.0 m	6.0 m
Maximum height	No maximum except in accordance with airport limitations			
Apartment Building				
STANDARD	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Minimum lot area	100 m ² per unit			
Minimum lot width (frontage)	6.0 m per ground floor unit			
Minimum building line setback	7.0 m			
Minimum sideyard setback	3.0 m			
Minimum sideyard setback - flanking street	7.0 m			
Minimum rearyard	8.0 m			
Maximum height	No maximum except in accordance with airport limitations			
Cluster Development				
STANDARD**	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Apartment Building (per unit)
Minimum lot area	300 m ²	164 m ²	140 m ²	90 m ²
Minimum lot width (frontage)	20.0 m (applies to cluster development as a whole)			
Minimum building line setback	8.0 m (applies to cluster development as a whole)			
Minimum sideyard setback	6.0 m (applies to cluster development as a whole)			
Minimum sideyard setback - flanking street	3.0 m (applies to cluster development as a whole)			
Minimum rearyard	7.0 m (applies to cluster development as a whole)			
Maximum height	No maximum except in accordance with airport limitations			
NOTES:				
*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.				
**At its discretion, where it deems necessary, Council may require higher development standards for a proposed cluster development.				

7. Schedule C - General Commercial (GC) Use Zone Table

7.1 Under Condition 1 - Development Standards

DELETE the following:

“(1)(g) *Maximum Height – 15 m*”

And REPLACE with the following:

“(1)(g) *Maximum Height - No maximum except in accordance with airport limitations.*”

7.2 Under Condition 1 – Development Standards

ADD the following:

(3) *Cluster Development*

<i>Cluster Development</i>				
STANDARD**	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Apartment Building (per unit)
<i>Minimum lot area</i>	<i>300 m²</i>	<i>164 m²</i>	<i>140 m²</i>	<i>90 m²</i>
<i>Minimum lot width (frontage)</i>	<i>20.0 m (applies to cluster development as a whole)</i>			
<i>Minimum building line setback</i>	<i>8.0 m (applies to cluster development as a whole)</i>			
<i>Minimum sideyard setback</i>	<i>6.0 m (applies to cluster development as a whole)</i>			
<i>Minimum sideyard setback - flanking street</i>	<i>3.0 m (applies to cluster development as a whole)</i>			
<i>Minimum rearyard</i>	<i>7.0 m (applies to cluster development as a whole)</i>			
<i>Maximum height</i>	<i>No maximum except in accordance with airport limitations</i>			
NOTES:				
*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.				
**At its discretion, where it deems necessary, Council may require higher development standards for a proposed cluster development.				

8. Schedule C – Public (PU) Use Zone Table

8.1 Under Condition 1 - Development Standards

DELETE the following:

“(f) **Maximum Height** – 15 metres, except that the Town may permit a height greater than 15 metres if the building line setback is increased by 2 metres for every 1 metre increase in height, and, minimum rear yard depth is not less than the greater of 15 metres or the building line setback set out under this clause.”

And REPLACE with the following:

“(f) Maximum Height - No maximum except in accordance with airport limitations.”

8.2 Under Condition 1 - Development Standards

ADD the following:

(g) *Cluster Developments*

Cluster Development				
STANDARD**	Single Dwelling	Double Dwelling (per unit)	Row Dwelling (per unit)	Apartment Building
<i>Minimum lot area</i>	300 m ²	164 m ²	140 m ²	90 m ²
<i>Minimum lot width (frontage)</i>	20.0 m (applies to cluster development as a whole)			
<i>Minimum building line setback</i>	8.0 m (applies to cluster development as a whole)			
<i>Minimum sideyard setback</i>	6.0 m (applies to cluster development as a whole)			
<i>Minimum sideyard setback - flanking street</i>	3.0 m (applies to cluster development as a whole)			
<i>Minimum rearyard</i>	7.0 m (applies to cluster development as a whole)			
<i>Maximum height</i>	No maximum except in accordance with airport limitations			
<p>NOTES:</p> <p>*The minimum building setback shall be 30 m from the centre lines of Highways 460 and 490, or the building line setback as set out herein or determined by the Town, whichever is greater. Elsewhere, subject to Regulation 41 of Part II, the Town may establish the building line and setback for any street or portion thereof to reflect existing setbacks of nearby buildings and dwellings.</p> <p>**At its discretion, where it deems necessary, Council may require higher development standards for a proposed cluster development.</p>				

9. Schedule D - Off Street Loading and Parking Requirements

ADD the following to the Off-Street Parking Space Requirements:

OFF-STREET PARKING SPACE REQUIREMENTS	
CLASS	MINIMUM SPACES
<i>Cluster Development</i>	<i>At Council's discretion</i>