Town of Salvage
Municipal Plan 2021-2031

Prepared for

The Town of Salvage

Prepared by

Baird Planning Associates

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John Baird, MCIP

JOHN D. BAIRD
CANADIAN INSTITUTE OF PLANNERS
INSTITUT CANADIEN DES URBANISTES
MCIP MICU

Urban and Rural Planning Act 2000
Resolution to Adopt

Town of Salvage Municipal Plan, 2021 - 2031

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

Adopted by the Town Council of Salvage on the 24th day of January 2022.

Signed and sealed this 10 day of June 2022

Mayor: Bruce Critchley (Council Seal)

Clerk: Bev King

Canadian Institute of Planners Certification

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

John Baird, MCIP (MCIP Seal)

JOHN D. BAIRD
CANADIAN INSTITUTE OF PLANNERS
INSTITUT CANADIEN DES URBANISTES
MCIP MICU

Urban and Rural Planning Act 2000
Resolution to Approve

Town of Salvage Municipal Plan, 2021 - 2031

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

(a) Adopted the Salvage Municipal Plan on the 24th day of January 2022.

(b) Gave notice of the adoption of the Salvage Municipal Plan by advertisement:
- Posted a notice at the Town Hall
- Posted as a flyer to all mailboxes in Salvage
- Posted by mail individually to seasonal residents

(c) Set the 4th day of April 2022 at the Town Hall, Salvage for receipt of objections and other representations for consideration by the Public Hearing Commissioner.

Now under the authority of Section 23 of the *Urban and Rural Planning Act* 2000, the Town Council of Salvage approves the Salvage Municipal Plan.

SIGNED AND SEALED this 10 day of June 2022.

Mayor: Bruce Critchley
Bruce Critchley

(Council Seal)

Clerk: Bev King
Bev King

Municipal Plan
REGISTERED
Number 15110-2022-000
Date 22 JULY 2022
Signature

Table of Contents

1.0 INTRODUCTION

1.1 Purpose of the Municipal Plan

The Salvage Municipal Plan is a comprehensive policy document to manage development and growth within the Salvage municipal planning area over the ten-year planning period 2021-31. This document has been prepared in compliance with the *Urban and Rural Planning Act 2000*, (also referred to as the *Act*).

The Plan was drafted following consultations with Council, residents, and appropriate government agencies. Relevant planning issues have been reviewed as required under the *Act*, including a study of land use, population change, economic and social issues, transportation, municipal services, and environmental issues.

1.2 Plan Preparation

This Municipal Plan reflects the review of land use, environmental, demographic, social, and economic issues, consultations with Town Councillors and staff, and public comments received through the community participation process.

The Plan guides future growth and physical improvement of the Town by identifying locations and policies for various types of land use development. The Municipal Plan provides the basis for the Land Use, Zoning, and Subdivision Regulations (generally referred to as the Development Regulations), which Council will administer through subdivision approvals and development permits. The Municipal Plan authorizes Council to prevent the undertaking of any development that contravenes a policy stated in the Municipal Plan.

1.3 Contents of the Municipal Plan

The Municipal Plan, comprising this document and the accompanying Future Land Use Maps, constitutes a legal document pursuant to the *Urban and Rural Planning Act 2000*. It contains:

- The aims of Council (goals and objectives).
- Land use policies for future development.
- Future Land Use maps, which allocate land for future development, environmental protection, and natural resource uses.

The Background Report in Section 2.0 describes conditions in the Town at the time the Municipal Plan was prepared and summarizes input received in the public consultations. The Background Report does not form part of the legal document.

1.4 Municipal Plan Administration

After Ministerial approval of the Salvage Municipal Plan was published in the Newfoundland and Labrador Gazette, the Plan became binding upon Council and all other persons, corporations, and organizations. Council administers the Municipal Plan by carrying out the Plan's policies. This is done in several ways:

- By preparing and implementing the Development Regulations,
- By issuing development permits to applicants wishing to subdivide land, erect or architecturally alter a building or structure, or change the use of a building or land, or

conversely, refusing to issue permits for developments that are not in accordance with the Plan,

- By issuing demolition permits to applicants wishing to remove buildings or structures, or conversely, refusing to issue permits for demolitions that are not in accordance with the Plan,
- By adopting or approving development schemes, concept plans, comprehensive plans, and so forth.

In accordance with Section 25 of the *Act*, Council may make amendments to this Plan and Development Regulations at any time. Amendments will be brought into effect by the same process used to bring the Municipal Plan into effect. Sections 14 to 25 apply to an amendment to the plan and development regulations.

1.5 Interpretation

In this Municipal Plan:

- "Council" means the Council of the Town of Salvage.
- "Development Regulations" mean the Salvage Land Use Zoning and Subdivision Regulations.
- "Municipal Planning Area" means the Salvage Municipal Planning Area.
- "Town" means the Town of Salvage.

2.0 BACKGROUND REPORT

2.1 Geographical Setting

As shown in Exhibits 2.1 and 2.2 the Town of Salvage is located in central Bonavista Bay at the northern tip of the Eastport Peninsula. The Town's municipal area takes in approximately 16 square kilometres with a coastline of about 30 kilometres. Access to the Town is provided by Route 310, otherwise known as the Glovertown-Salvage Highway. By road it lies approximately 10 kilometres northeast of the Town of Eastport and 26 kilometres from the Trans Canada Highway. The Town's planning area borders the Town of Eastport for approximately one-third of a kilometres and the Town of Sandy Cover for approximately 4 kilometres.

Exhibit 2.2 shows the Salvage municipal area relative to the other towns on the Eastport Peninsula. It directly borders the municipal areas of the Towns of Sandy Cove and Eastport to the south. Other communities in the region include the Towns of Happy Adventure and Sandringham and the unincorporated communities of St. Chads and Burnside. The boundary with Sandy Cove has a distance of approximately 4.0 kilometres while the boundary with Eastport is approximately half of a kilometre.

The Town's main built-up area abuts the shoreline of two harbours on its northern coastline - Salvage Harbour and Bishop's Harbour. The much larger undeveloped areas lie mainly south of the built-up town.

Exhibit 2.1 Regional Setting

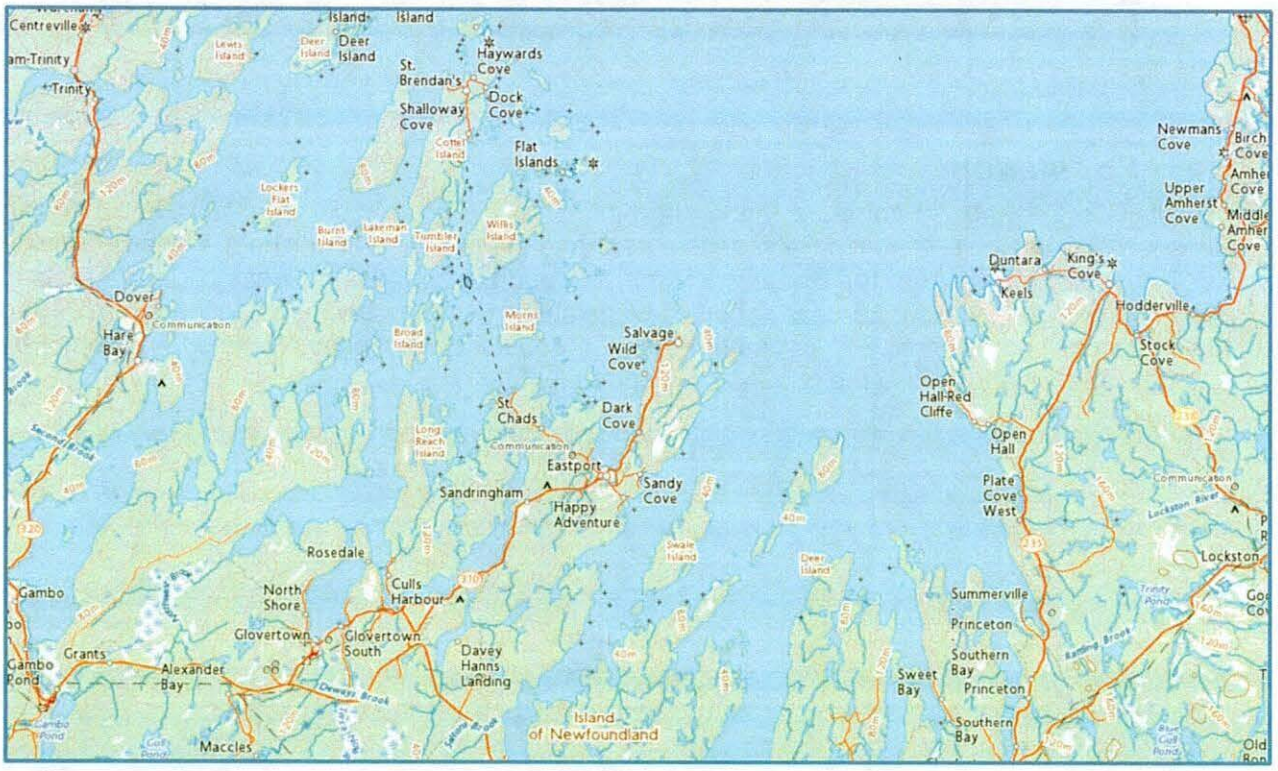
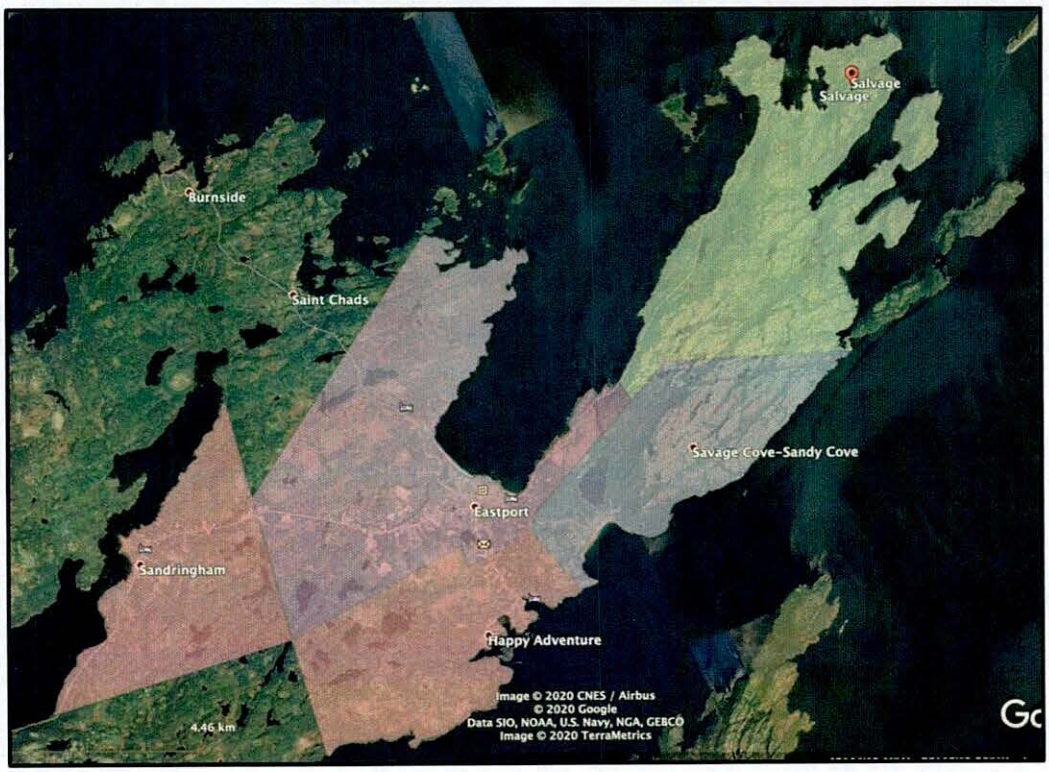


Exhibit 2.2 – Salvage on the Eastport Peninsula



2.2 *Population*

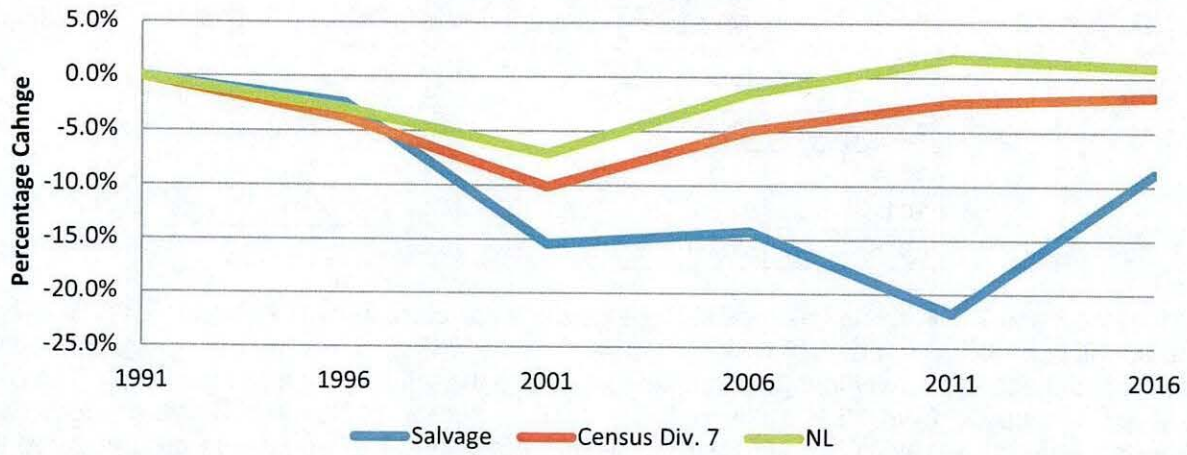
Exhibits 2.3, 2.4 and 2.5 compare the change in Salvage's population from 1991 to 2016 with Census Division No. 7, of which Salvage is a part, and the province as a whole. Census Division No. 7 covers the area from the Bonavista Peninsula and Random Island west to Cape Freels in Bonavista North. Over the 20-year period Salvage's permanent population declined from 240 to 124 residents, a drop of 48.3%. In comparison, the population of Census Division 7 dropped by 17.9% over the period while the province's dropped by 5.8%.

Exhibit 2.3 - Population
(Source: Census Profiles)

	Salvage	Census Division 7	NL
1996	240	41,534	551,792
2001	203	37,335	512,980
2006	174	35,501	505,470
2011	136	34,686	514,536
2016	124	34,092	519,716

Exhibit 2.4 - 5-Year Population Change				
	Salvage		Census Division 7	NL
1996-01	-37	-15.4%	-10.1%	-7.0%
2001-06	-29	-14.3%	-4.9%	-1.5%
2006-11	-38-	-21.8%	-2.3%	1.8%
2011-16	-12	-8.8%	-1.7%	1.0%
20-Year Change	-116	-48.3%	-17.9%	-5.8%

Exhibit 2.5
Population Change by by Census Period
Salvage & Benchmarks



A town's population changes as a result of natural change (i.e., births minus deaths) plus net migration into or out of the community. Exhibit 2.6 shows the components of Salvage's population change in the years 2009-2014. Of the total decline of 20 residents in that period, fifteen were due to natural change and the other five were a result of net migration. The net out-migration of -3.1% compares to a net-in-migration of 2.7% for the province as a whole over the same period.

Exhibit 2.6 – Components of Population Change
(Source: Community Accounts – Tax Filer Indicators)

	Salvage							NL
	Year Start	Year End	Births	Deaths	Natural Change	Net Migration		Net Migration
						Number	Percent	
2009	160	150	0	0	0	-10	-6.3%	0.4%
2010	150	150	0	5	-5	+5	+3.3%	0.1%
2011	150	150	0	0	0	0	0.0%	0.5%
2012	150	140	0	5	-5	-5	-3.3%	0.2%
2013	140	130	0	5	-5	-5	-3.6%	0.4%
2014	130	140	0	0	0	+10	+7.7%	0.4%
Total			**0**	**15**	**-15**	**-5**	**-3.1%**	**2.7%**

2.3 Age Structure

Exhibit 2.7 profiles the median age of Salvage's population in each Census period from 2001 to 2016 and draws a comparison with the surrounding Census region, the province, and the country as a whole. As with all the benchmarks, Salvage's population is getting older. This is happening at a significantly faster rate than each of the benchmarks. Over the 15 years, Salvage's median age increased by a margin of 15.5 years (from 42.3 in 2001 to 57.8 in 2016). This compared to a margin of 10.3 years in the Census region, 7.6 years in the province, and 3.6 years in Canada. As of 2016 Salvage's median age was 6.7 years older than the region, 11.8 years older than the province, and 16.6 years older than the country as a whole.

Exhibit 2.7 - Median Age, Salvage & Benchmarks
(Source: Census Profiles)

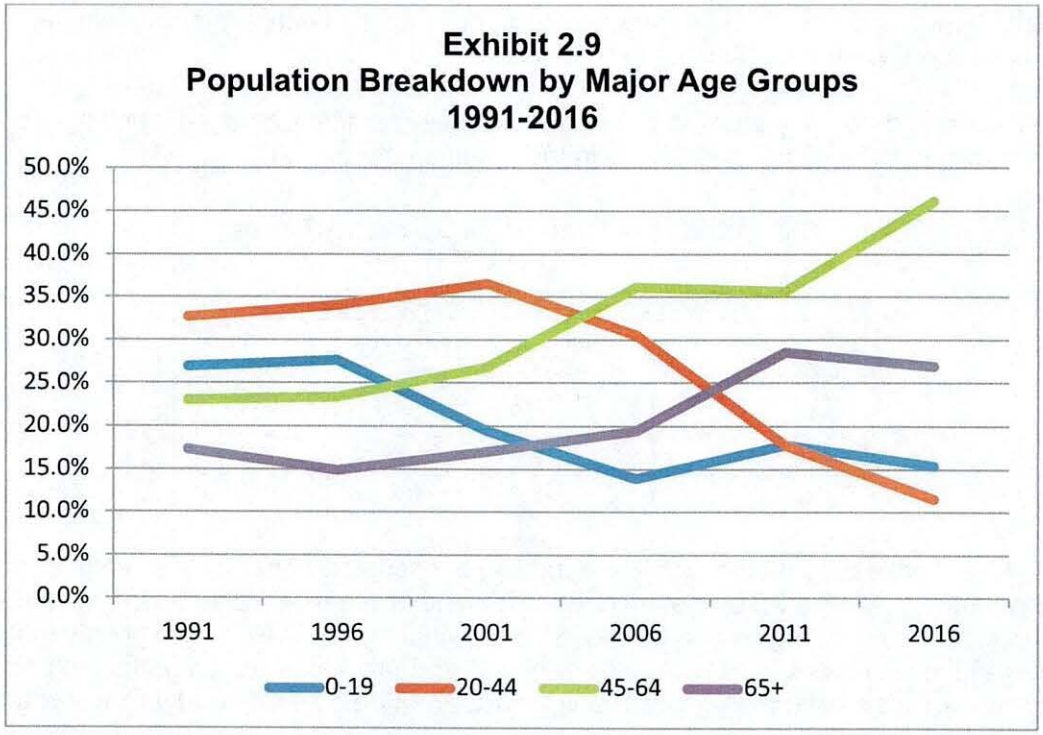
Median Age of Population				
	Salvage	**Census Div. 7**	**NL**	**Canada**
2001	42.3	40.8	38.4	37.6
2006	47.8	45.1	41.7	39.5
2011	51.3	50.9	44.0	40.6
2016	57.8	51.1	46.0	41.2

Exhibits 2.8 and 2.9 illustrate changes in Salvage's age structure from 1991 to 2016. While overall the population decreased by 130 residents or 50.0%, there was wide variation by age group with the biggest decline overwhelmingly experienced among the younger age groups falling. The 0-19 age group dropped from 70 in 1991 to 20 by 2016, a decline of 71.4%. The 20-44 age group dropped from 85 in 1991 to 15 by 2016, a decline of 82.4%. The 45-64 age group stayed the same at 60 in 2016 as it was in 1991, while the 65+ age group dropping from 45 to 35 residents, a decline of 22.2%.

Exhibit 2.9 illustrates how each age group has changed proportionately over the 25-year period. The 0-19 group declined from 26.9% of the total in 1991 to 15.4% in 2016 while the 20-44 group declined from 32.7% to 11.5%. In contrast the 45-64 group climbed from 23.1% in 1991 to 46.2% in 2016 while the 65+ group climbed from 17.3% to 26.9%.

Exhibit 2.8 - Salvage Age Distribution, 1991-2016
(Source: Census Profiles & NL Community Accounts)

Age Group	1991	1996	2001	2006	2011	2016
0-19	70 26.9%	65 27.7%	40 19.5%	25 19.4%	25 17.9%	20 15.4%
20-44	85 32.7%	80 34.0%	75 36.6%	55 28.4%	25 17.9%	15 11.5%
45-64	60 23.1%	55 23.4%	55 26.8%	65 34.3%	50 35.7%	60 46.2%
65+	45 17.3%	35 14.9%	35 17.1%	35 17.9%	40 28.6%	35 26.9%
Total	260 100.0%	235 100.0%	205 100.0%	180 100.0%	140 100.0%	130 100.0%



2.4 Households and Housing

Exhibit 2.10 compares household and housing characteristics in Salvage with the surrounding census region and the province as a whole. Between 1996 and 2016 the number of households in Salvage declined by 26.7% while the average number of residents per household dropped from 2.82 to 2.25. In 2016 Salvage's average household size of 2.25 residents compared to 2.3 in both the region and the province.

Exhibit 2.10 - Household Characteristics
(Community Accounts - Housing)

	Salvage	Census Div. 7	NL
All Private Households 2001-16			
1996	85	13,950	185,500
2001	75	13,815	189,045
2006	70	14,010	197,185
2011	55	14,290	208,842
2016	55	14,571	218,675
Change 2001-16	-26.7%	+5.5%	+15.7%
Persons per Household (Census Profiles)			
1996	2.82	3.0	3.0
2001	2.71	2.7	2.7
2006	2.49	2.5	2.6
2011	2.47	2.4	2.4
2016	2.25	2.3	2.3

Exhibit 2.11 compares Salvage's occupied housing stock with the other benchmark areas. Occupied housing includes all dwellings that are permanently occupied and excludes dwellings that are not occupied on a full-time basis.

Salvage's occupied housing stock is made up exclusively single detached dwellings, compared to 90.6% in Census Division 7 and 73.4% in the province as a whole.

Exhibit 2.11 – Occupied Dwelling Types, 2016
(Source: 2016 Census Profile)

	Salvage		Div. No. 7	NL
Detached house	55	100.0%	90.6%	73.3%
Apartments	0	0.0%	5.5%	17.2%
Other	0	0.0%	3.9%	9.5%
Total	55	100.0%	100.0%	100.0%

Exhibit 2.12 provides data on the age and condition of occupied housing in Salvage compared to the benchmarks. In 2016 the Town's entire housing stock exceeded 25 years in age compared to 72.3% in the surrounding region and 68.0% in the province as a whole. It also shows that housing conditions in the Town are better than the regional and provincial benchmarks with no houses requiring major repairs whereas major repairs were required by 7.0% of dwellings in the region and 7.4% in the province.

Exhibit 2.12
Age & Condition of Occupied Dwellings
(Source: 2016 Census Profile)

Period of Construction			
	Salvage	Div. No. 7	NL
Before 1961	44.4%	22.6%	19.8%
1961-1980	33.3%	31.3%	32.6%
1981-1990	22.2%	18.4%	15.6%
1991-2000	0.0%	11.2%	11.6%
2001-2010	0.0%	9.8%	13.0%
2011-2016	0.0%	6.7%	7.4%
	100.0%	100.0%	100.0%
Condition of Dwellings			
Needs regular maintenance	100.0%	93.0%	93.5%
Needs major repairs	0.0%	7.0%	6.5%

The 5-year Census distinguishes between a community's total private dwellings and its occupied private dwellings. Whereas occupied dwellings are defined as those in which one or more persons are permanently residing, unoccupied dwellings may include those in which nobody resides or in which the residents are temporary. In the case of Salvage, many of its homes are now used as seasonal dwellings by people whose permanent residence lies elsewhere.

Exhibit 2.13 shows the change in total dwellings and occupied dwellings between 2001 and 2016. While the total number of dwellings increased by four over the period, the number of occupied dwellings decreased by 17. The table calculates the number of unoccupied dwellings as the difference between total dwellings and occupied dwellings as identified in the Salvage Census Profiles. Unoccupied dwellings over the period increased from 25 or 25.0% of the total in 2001 to 46 or 46.2% in 2016.

Exhibit 2.13 – Occupied and Unoccupied Dwellings
(Derived from Census Profiles)

	Total Dwellings	Occupied Dwellings	Unoccupied Dwellings
2001	100	75 (75.0%)	25 (25.0%)
2006	99	71 (71.7%	28 (28.3%)
2011	103	57 (55.3%	46 (46.7%)
2016	104	58 (55.8%)	46 (46.2%)

2.5 Public Consultations

2.5.1 First Open House – March 4, 2020

The first public consultation session for the Plan Review took place on March 4, 2020, at the Salvage Town Hall. The session included an Open House from 2:30 to 5:00 PM and again from 6:30 to 8:30 PM. It was attended by 14 residents as well as three Council representatives.

The following planning issues and/or opinions were raised during the session included the following:

- Need to protect the Salvage trails from any incompatible development or activities. The Salvage trails are an integral component in the Damnable hiking trail network and an important tourism asset for the Town and region. The trails should be shown on the planning map with corresponding policies and regulations for their protection.

- Need for a regulation to require the removal of abandoned buildings and structures that are a concern in terms health, safety, and aesthetics. Council should be able to order demolition. When a structure is removed, land should be put back in its natural state.

- Need to prevent infilling of saltwater and shoreline buffer areas except for coastal essential infrastructure such as wharves, fishing stages, etc.

- Need for the preserve and upkeep Salvage's iconic fishing stages, which are a fundamental component of the Town's heritage. Discussed what policies, regulations, and incentives could be put in place to help with their preservation. Consideration should be given to alternative economic uses for stages that no longer have a fishing function. Suggestions included low-cost accommodations for travelling groups (e.g., hikers, cyclists, kayakers), small food and entertainment events, etc.

- Other heritage assets include the Pickersgill property on Burden's Point and the Salvage Museum, which are designated heritage properties, and St. Stephen's Church.

- Need for the designation of public visitor parking areas. Existing or suggested areas include:
  - the cemetery parking lot on Beach Road (owned by St. Stephen's Church)
  - the old playground on Sunday Avenue (owned by Council), which is a trailhead for the Coastal Ridge Trail
  - an open area between the Beach Road cemetery and Backside Beach, which could be set aside for parking as part of a greenspace area
  - the school bus turnaround near fishplant, which could be used for parking in the summer and other times that the school is not open

- Residential infill. It was suggested there are areas of vacant frontage along existing streets that may offer opportunities for additional housing.

2.5.2 Cultural Mapping Workshop (Heritage NL) – November 2-3, 2020

Associated with the municipal planning process, the Heritage Foundation of Newfoundland and Labrador offered to facilitate a cultural mapping workshop for the community. The workshop included two segments occurring on November 2nd and 3rd, 2020.

Session I was open to everyone and was attended by 15-20 local residents. Participants shared information about the community's tangible and intangible cultural assets, its special places, and people. The discussion concluded with an identification of historical themes and clusters/concentrations of heritage assets to shape the focus of needed actions for protection and development.

Session 2 brought together 20-25 stakeholders to explore opportunities for protecting, safeguarding, and developing the Town's heritage asserts. In addition to residents, participants included representatives of Salvage Town Council, the Fisherman's Museum, local businesses, the Beaches Tourism Association, Eastport High School, St. Stephen's Anglican Church, the MHA's office, Adventure Central tourism association, the Department of Tourism, Culture, Arts and Recreation, and the Atlantic Canada Opportunities Agency.

Emerging from these workshops, Heritage NL prepared a report that identified four priority themes that have informed the municipal plan development:

1. Fishing Knowledge and Fish Processing - fish stages and stores, trap berths, fish plants, lobster canneries, old flakes, well known historic characters and related knowledge and skills.

2. Old Routes and Paths/Trails – old roads and pathways used by early settlers, existing trails and paths and traditional placenames and stories associated with them, and the Fishermen's Museum as a hub for walking trails that radiate throughout the Town.

3. Cemeteries – five known cemeteries plus burial sites in surrounding places and Fishermen's Museum as a hub for families wanting to see where their ancestors are buried.

4. Traditional Placenames – Record and preserve traditional placenames and names associated with cod and salmon berths. Examples include Back Beach, Backside Beach, Big Shoot, Cow head, Doctor's Pond, Saltwater Pond, The Gulch, Tommie Cove.

Secondary themes included Boats and Boatbuilding, Craft and Craftspeople, Folk Medicine and Cures, and Archaeological Resources.

2.5.3 Second Open House – April 27, 2021

The second public consultation session took place on April 27, 2021, at St. Stephen's Church Hall. The session included an Open House from 2:30 to 5:00 PM and again from 6:30 to 8:30 PM. It was attended by eight members of the public and four Council representatives.

No issues or concerns with the draft documents were raised.

3.0 GOALS AND OBJECTIVES

This section outlines the Town's planning goals and objectives for the 2021-2031 period. A goal is a desired state, which reflects the long-term intent of Council and relates to a major area of interest or concern. An objective is a short-range step towards achieving the goal. In this context, an objective is an outcome or output desired by Council in less than 10-years.

3.1 Community Structure and Character

Goal: Orderly and efficient land development and use of infrastructure and municipal services, compatibility between land uses, avoidance of sprawl, and retention of the Town's attractive natural and built features.

Objectives: Facilitate infilling along existing serviced streets new streets in close proximity to existing streets and infrastructure.

Preserve and protect environmentally important and sensitive areas including water supply areas, coastal resources, steep slopes, and visually significant features.

Preserve and maintain cultural and historic areas and buildings.

Ensure development is efficient in the use of municipal infrastructure and sensitive to the existing physical form and historic character of the community.

Preserve and maintain heritage areas and buildings.

Facilitate better mobility for disabled and elderly residents through land and building accessibility.

3.2 Economic Growth and Development

Goal: Diversified and balanced economic development that fosters employment opportunities, promotes a high quality of life, contributes financially to the municipality, and protects the environment.

Objectives: Enhance tourism through the preservation and development of trails, cultural and natural heritage, coastal shorelines, and visitor services and facilities.

Strengthen Salvage 's economy through development and promotion of its fishing heritage, trails, and coastal scenery.

Allow for compatible mixed development of residential, tourism, recreational, open space, and heritage uses.

Enhance Salvage as an attractive place to live year-round and seasonally, drawing on its scenery, ocean access, cultural heritage, and recreational amenities.

Facilitate creative enterprises and home occupations that fit with the Town's character and do not impinge on the reasonable enjoyment of neighbouring properties and its historical landscape.

3.3 Heritage Protection and Enhancement

Goals: Development and protection of the Town's natural and cultural heritage.

Maintenance and strengthening of the Town's tourism industry.

Objectives: Strengthen Salvage's unique and significant place in Newfoundland and Labrador history and culture, particularly its fishing heritage.

Preserve and enhance the Town's historic coastal buildings and townscape.

Develop, maintain, and protect the Salvage trails in order to showcase the Town's coastal landscapes and grow local tourism.

Conserve and protect historic sites, buildings, and structures.

Enhance the economic value and preservation of the Town's iconic fishing stages and wharves.

3.4 Environment

Goal: Conservation, protection, and enhancement of biodiversity and important and sensitive environmental resources.

Objectives: Provide municipal services at environmentally acceptable standards.

Protect the Salvage drinking water supply from land uses and activities that could adversely affect water quality and quantity.

Conserve, protect, and enhance important and sensitive environmental resources, including coastal shorelines, lakes, streams, wetlands, riparian areas, steep slopes, barrens, fish and wildlife habitat, and scenic vistas.

Reduce stormwater flows, erosion, and impacts on receiving waters by improving how runoff is managed in developed and developing areas.

3.5 Health and Social Well-Being

Goal: Provision for the welfare of Salvage residents by addressing basic human needs, community services, and quality of life.

Objectives: Facilitate opportunities to meet the needs of residents for food, shelter, health care, education, employment, income, and safety.

Facilitate the housing needs of residents of all ages, income levels, and physical and mental abilities (also see Section 3.6).

Enact development standards to address the mobility needs of elderly and disabled residents and enhance Salvage as an accessible and age-friendly community.

3.6 Housing

Goals: Adequate housing for all residents regardless of age, income, abilities, and family status.

Maintenance of a pleasant residential environment.

Objectives: Allocate sufficient residential land to meet anticipated requirements for the next ten years.

Protect residential quality of life and property values.

Ensure housing remains affordable for all residents.

Manage residential development in a manner that preserves and protects sensitive environments, heritage resources, and public open space.

Facilitate infilling along existing streets and where possible open up pockets of land in close proximity to existing streets and water mains.

3.7 Transportation

Goal: Efficient transportation network to serve motorized and non-motorized transportation needs in Salvage.

Objectives: Maintain safe and efficient access to residential areas, commercial establishments, and recreational areas.

Provide adequate parking space and regulations to ensure the annual influx of summer tourists does not interfere unreasonably with the normal transportation needs of residents.

3.8 Open Space and Recreation

Goal: Provision of attractive natural areas and outdoor facilities to accommodate active and passive recreation for Salvage residents and visitors.

Objectives: Involve residents and local businesses in the planning of open space, trails, and associated infrastructure.

Support community organizations in organizing recreation and festival activities and events.

Protect and enhance public access to the Town's coastal shorelines and scenic viewsheds.

3.9 Capital Works

Goal: Acceptable and consistent level of water and road services.

Full utilization of existing capacity prior to investing in new municipal infrastructure.

Objectives: Maintain the Town's water supply and distribution system in good condition to supply water for the year-round needs of residential and commercial users.

Service and maintain the Town's streets in reasonably good condition at all times of the year.

3.10 Governance

Goal: Effective, efficient, and equitable municipal services to all residents within the fiscal capacity of the Town.

Collaboration with other levels of government, community organizations, and the business community to facilitate opportunities to improve municipal services and economic development.

Objectives: Promote public participation in municipal governing processes, including Council elections, committee activities, and decisions-making on important municipal matters.

Deliver municipal administration and services effectively, efficiently, openly, and within the Town's fiscal capacity.

Govern the Town in compliance with relevant legislation such as the *Municipalities Act 1999* and the *Urban and Rural Planning Act 2000*.

3.11 Municipal Finance

Goal: Management of municipal expenditures and revenues so as to provide municipal services within a framework of long-term financial stability.

Objectives: Manage municipal expenditures and debt burdens in a prudent manner and according to the Town's ability to pay.

Enlarge the Town's economic base in order to generate more tax revenues.

Ensure that growth-related capital costs do not place an undue burden on residents' ability to pay.

4.0 COMMUNITY WIDE POLICIES

4.1 Policy Framework

This section provides the policy framework for the planning of Salvage as expressed in the Goals and Objectives outlined in Section 3.0.

The overriding thrust of the Municipal Plan is to ensure the continuance of an efficient and sustainable community, to maintain the Town's unique and attractive character based on a compatible mix of built-up land uses and open space and optimize economic development opportunities particularly in relation to outdoor adventure and cultural tourism.

To accomplish the overall intent of the Plan, the following policy initiatives are put forward:

1. Areas that can be developed and serviced at the most reasonable long-term costs to the Town will be given priority for future growth. Highest priority is placed on the infilling of vacant land along serviced streets. Second priority is placed on areas that are affordably close to existing streets and water mains. Development will be restricted in areas that would entail prohibitive costs to develop and maintain new infrastructure and provide services.

2. Prominent features that contribute to the character of the built-up community, such as harbour stages, wharves, historic buildings, open space, trails, and scenic vistas will be protected and maintained to the fullest extent possible.

3. The natural environment will be protected to a high standard, particularly sensitive and scenic coastal features, wetlands, steep slopes, and vulnerable terrestrial and marine habitat.

4. Capital works will be undertaken in an efficient, financially prudent, and environmentally responsible manner.

4.2 General Land Use Policies

4.2.1 General Layout of the Town

(1) Council will encourage and support additional built-up development only in areas that are economical to connect to existing roads and water services.

(2) Council will give priority to infilling vacant serviced land over the development of new streets and infrastructure.

(3) Council may refuse proposed developments in locations where roads and municipal services are inadequate, or it would be uneconomic to expand and maintain roads and municipal services.

(4) Council will require land developments to include reasonable measures to reduce stormwater runoff from the site, including as necessary the setting-aside of green areas for stormwater drainage.

(5) Council may refuse proposed new developments, building alterations, and demolitions that would undermine the Town's historical character, coastal landscape, and harbourfront.

4.2.2 Compatibility of Uses

(1) As much as possible, Council will ensure that new developments will not negatively affect existing land uses through the creation of hazards or nuisances such as congestion, unsightly appearance, noise, dust, and odour.

(2) As much as possible, Council will ensure that new developments, including removal and alterations of buildings and structures, will not negatively affect the character of the existing townscape and heritage resources.

4.2.3 Non-Conforming Uses

In accordance with the *Urban and Rural Planning Act 2000*, a use of land that legally existed on the date of the registration of this Municipal Plan shall be allowed to continue irrespective of its conformity to the Plan or Development Regulations. Specific provisions concerning legal non-conforming uses are set out in the Development Regulations.

4.2.4 Land Development Proposals

1. Site Environmental Suitability

When reviewing a proposed development or subdivision of land, Council will consider the site's suitability with respect to soils, geology, coastal shorelines, watercourses, wetlands, steep slopes, climate change concerns, and overall environmental sensitivity. When considering approval, Council will ensure that the development will have minimal negative effects on water resources, coastal features, surrounding properties, and nearby heritage sites and buildings.

2. Land Needed for Environmental Protection

When approving a development, Council may require portions of the proposed site to be set aside from development or vegetation clearing in order to reduce and control stormwater drainage and erosion. Council's authority to require land to be set aside for environmental purposes derives from Section 13(3) of the *Urban and Rural Planning Act 2000*. Land needed for such purposes will not be included in the calculation of land for public use as set out in Section 37(1) of the *Act*.

3. Coordination with Surrounding Development

New developments will be coordinated with surrounding existing developments, the street network, and municipal infrastructure. New developments may be required to provide for access to adjacent undeveloped lands.

4. Municipal Services and Access

The scale of new development must be appropriate to the provision of municipal services and street access. Council will ensure that a new development will make efficient use of existing streets and infrastructure and will not create unreasonable servicing demands or costs. If Council deems that a proposed development cannot be efficiently connected to or serviced by existing roads and infrastructure, it will refuse the development.

5. Public Input

Council may seek input from nearby residents and landowners when reviewing development proposals.

6. Council Decision

Council will review each development application on a case-by-case basis and may:

(a) Approve the application as proposed,
(b) Approve the application subject to certain terms or conditions,
(c) Defer a decision subject to more detailed information or requested modifications, or
(d) Refuse the application if it deems that the development:
  (i) would be unsuitable for the location,
  (ii) would be prohibitively expensive to service or maintain,
  (iii) would create environmental or other problems that cannot be sufficiently corrected or mitigated, or
  (iv) would negatively affect important heritage properties and/or values.

4.2.5 Consolidation and Infill of Serviced Areas

(1) Council will encourage moderate intensification of development in areas that are accessible to piped water services. This can occur through infilling of vacant land along existing roads and keeping new street development in close proximity to existing infrastructure.

(2) Proposals for infill development must be compatible with the character of the surrounding area heritage sites in particular, retention of open space, and provision for current and future public works.

(3) Proposals for infill development must be in accordance with environmentally sound development standards with respect to lot size and sanitary onsite sewer treatments and disposal.

4.2.6 Adaptive Re-use of Existing Buildings and Properties

Council will encourage the adaptive re-use of existing buildings and properties for land uses are permitted within the designation and would be compatible with the existing land uses and physical character of the surrounding area.

4.2.7 Permitted, Discretionary and Prohibited Uses

1. Permitted Uses

For every zone included in the Development Regulations, Council will decide the classes of development that will be permitted in that zone. Generally, any proposed development that qualifies as a permitted use class in a particular zone will be permitted in that zone.

2. Discretionary Uses

Council may decide that certain classes of land use should be set out as discretionary uses in a particular zone in the Development Regulations, where:

(a) The suitability of the use is not clear and may depend on the characteristics and circumstances of individual locations within the zone,
(b) Council determines that the use might negatively affect the predominant uses of the zone

and, in order to prevent or mitigate this impact, it would be desirable to consult with the public prior to taking a decision to approve or refuse a development permit.

(c) Council determines that the use might be incompatible with the heritage or general character of an area or an important scenic resource and, in order to prevent or mitigate this impact, it would be desirable to consult with the public prior to taking a decision to approve or refuse a development permit.

(d) It is necessary to attach conditions to an approval to ensure that the use is developed in a way that is compatible with nearby land uses and the character of area.

3. Prohibited Uses

If a proposed development does not qualify as permitted or discretionary use class as set out in a particular zone, the development will be prohibited in that zone.

4.2.8 Mineral Exploration

(1) Subject to other provisions of this Municipal Plan, mineral exploration that is not classed as a development (by virtue of drilling, appreciable ground disturbance, or construction of access roads) may be permitted anywhere in the Planning Area, provided that Council is given previous notice.

(2) In accordance with Sections 12 and 13 of the *Mineral Act*, no exploration of any type will be permitted on privately owned land without the consent of the landowner.

(3) Mineral exploration that is classed as a development may be permitted in certain designations, provided that adequate provision is made for environmental protection, site reinstatement, landscaping, buffering, or mitigations of impacts on residential, commercial, industrial, institutional, and recreational areas.

(4) Mineral exploration will be permitted only if all necessary Provincial approvals have been obtained.

4.2.9 Mineral Working

(1) Mineral working operations, where permitted, will be subject to terms and conditions to minimize impacts on environmentally sensitive areas and existing development.

(2) Mineral working operations will take measures to minimize negative impacts on water resources and other sensitive environmental resources.

4.2.10 Forest Resources and Trees

(1) Forests will be preserved and protected for the production of timber-based products as well as the realization of important non-timber values such as fish and wildlife habitat, water quantity and quality, biodiversity, scenery, recreation and tourism.

(2) Harvesting of forests and trees will respect the Town's objectives for environmental protection, preservation of scenery, outdoor recreation, stormwater control, and drinking water protection.

4.2.11 Utilities

1. Utility Easements and Facilities

Utility facilities, such as transmission lines, communication towers, water treatment facilities and pipes, and sewage pipes and outfalls may be permitted in all land use designations subject to conditions set by Council. Council may restrict, or place conditions on, the development of certain utilities within the Open Space-Conservation and Protected Water Supply Area designations.

Utility uses, such as transmission lines, communication towers, water and sewer pipes and treatment facilities, energy generation facilities, and pollution control facilities, may be permitted in all land use designations subject to conditions set by Council. Council may restrict the development of certain utilities within the Open Space/Conservation and Protected Water Supply Areas designations.

2. Alternative Energy Facilities

Wind, small hydro, and solar energy generation facilities may be permitted in any land use designation subject to conditions set by Council, including the following:

(a) The location and design of such utilities shall take into consideration potential impacts on nearby land uses, persons, and the natural environment.

(b) Wind generators permitted within built-up areas will be limited to single turbines designed to serve individual properties.

(c) To provide for adequate safety and comfort of persons and properties, Council will ensure that there is an adequate separation distance between any type of wind generator and nearby buildings and structures.

(d) Energy utilities are subject to required approvals by relevant provincial and federal departments.

4.2.12 Archaeological Resources

Archaeological sites are protected under the *Historic Resources Act*. If such a site is discovered, development will stop and no further development will occur until the Provincial Archaeology Office has been notified and provided directions on how the development should best proceed.

4.2.13 Provision for the Disabled and Elderly

Council will consider the mobility needs of disabled and elderly residents in the planning and design of municipal streets, recreational facilities, and when approving commercial, public, and large residential buildings and facilities.

4.3 Heritage Policies

Council places high priority on preserving and strengthening Salvage's unique place in Newfoundland and Labrador history and culture. Protecting and enhancing the Town's natural and built heritage is fundamental to this goal and to the importance of tourism in the local economy.

Land use decisions by Council will duly consider how heritage properties and scenic viewsheds will be affected.

4.3.1 Heritage Values

Historic Significance
The English fishery started in Salvage and nearby Barrow Harbour as early as 1667. There is evidence of settlement by 1672 however these settlers disappeared by the early 1700's. Permanent residency was established in the 1780's encouraged by proximity to the fishing grounds and the sheltered harbour. By 1820 Salvage was a thriving community of inshore fishing families with a school, a church, and a population over 500. The cod resource gradually became depleted as fishing increased and by the 1840's many families turned to the Labrador fishery, migrating to Labrador over summer and returning again in the fall.

As the Labrador fishery began to decline by the early 1900's so did the community's population. Where it had 591 residents in 1891, by 1951 there were 161. However, by 1961 this rebounded to 270 residents due to the resettlement of families from the Flat Islands. While it remains an important aspect of the community, the fishery is no longer the mainstay that it was. The Town's fishplant, rebuilt after being destroyed by fire in 2001, had its doors shut for good in 2012.

Description of Historic Place
The built-up area of Salvage is concentrated around two harbours – Salvage Harbour and Bishop's Harbour. Situated around the harbours are about twenty stages and stores painted in red ochre, many of them still functional fishing premises. They create a strong visual impression on the landscape and provide a vivid demonstration of Newfoundland's outport history and culture.

Set back from the harbour are a mixture of old and new residential homes and public buildings. A number of these houses were floated in from the Flat Islands during the resettlement of the 1950's. St. Stephen's Church, built between 1858 and 1862, is one of the oldest Anglican Churches in Newfoundland. Provincially designated heritage properties include the Fisherman's Museum in Bishop's Harbour and the Pickersgill premises on Burden's Point. Another historic building, the former Orange Lodge, was restored as an eatery and pub now catering to the Town's quickly growing tourist market.

Almost completely landlocked by surrounding hills, Salvage Harbour offers welcome security to vessels from often storm ravaged seas. According to historian Gordon Hancock, "One can be awed by the formidable natural setting, particularly the imposing hills and the daunting seascape often displaying powerful motions and disguising hiding rocks and dangerous shoals."

Character-Defining Elements
Salvage is valued for its compelling representation of the 19th and early 20th century inshore fishery and outport culture. The harbour, community and surrounding hills achieve aesthetic value through the styles, colours, and placement of stages, stores, church, historic homes, and striking landscape features.

While not necessarily an exclusive list, the following are key elements that define the cultural and natural character of Salvage and are important for preserving heritage and aesthetic values:

- Stages and stores surrounding the harbour front, some of them floated in from the Flat Islands in the 1950's
- The 160-year-old St. Stephen's Church
- Early and mid-20th century two-storey homes, a number of which were floated in from the Flat Islands in the 1950's, scattered throughout the community
- The Fisherman's Museum, a registered heritage property and originally the home of a fishing family
- The Burden's Point/Pickersgill Premises, a registered heritage property. This early-20th century fishing premises consists of two houses and several outbuildings including one that was used for blacksmithing
- The former Orange Lodge since restored and redeveloped as an eatery and pub
- The former fishplant premises since converted to a tourist facility
- Narrow streets and loose placement of houses and buildings as influenced by the natural landscape factors, constraints, and opportunities
- Traditional paths and roadways to the shoreline
- Traditional paths and roadways to the surrounding hillsides and barrens used for berry picking, firewood cutting, and hunting
- Historic rock walls and path supports
- Fields and open areas where sheep, goats, and ponies once grazed freely
- Former nearby communities such as Wild Cove, Broomclose, and Sailor's Island that interacted and traded with Salvage
- The closed-in harbour sheltered by steep imposing hills
- Five cemeteries plus some burial sites scattered around the Salvage outskirts

- New hiking trails and hillside viewpoints overlooking the harbour, community and oceanside seascape

4.3.2 Heritage Protection and Enhancement

(1) Council will endeavour to protect sites, buildings, structures, and viewsheds that are important for preserving Salvage's natural and built heritage. This includes interpretive sites, historic areas, the Town's famous harbourfront and fishing stages, historic homes, and spectacular coastal scenery.

(2) When reviewing a development or demolition application or proposed subdivision of land, Council will consider the potential effects on the Town's historic character and scenic landscapes.

(3) Council will cooperate with landowners to identify new or enhanced uses for historic buildings and make owners aware of public programs aimed at helping to preserve built heritage.

4.3.3 Designated Heritage Properties

1. Designated Provincial Heritage Properties

Council will cooperate with Provincial authorities to ensure existing and future registered provincial historic sites and buildings are protected in accordance the *Historic Resources Act (RSNL1990 CHAPTER H-4).*

2. Council Designation of Heritage Properties

Under authority of Section 200 of the *Municipalities Act 1999*, Council may designate additional sites, buildings, and structures as "Municipal Heritage Properties."

4.3.4 Stages and Stores

The fishing stages and stores surrounding Salvage Harbour and Bishop's Harbour are central to its history and popularity as a destination for tourists and summer residents. Council will encourage the preservation and improvement of these properties and encourage new development that complements the existing harbourfront character.

1. Harbourfront Properties

No harbourfront property will be built upon or otherwise developed except under a development permit issued by Council and in accordance with any terms and conditions specified in that permit.

2. Demolition of Fishing Stages

No fishing stage will be demolished except under a demolition permit issued by Council and in accordance with any terms and conditions specified in that permit.

3. Alteration of Fishing Stages

No exterior of a fishing stage will be altered except under a permit issued by Council and in accordance with terms and conditions specified in that permit.

4. Applications for New Development

Council will review applications for new harbourfront development with respect to potential impact on the character of the harbour and general heritage values. At its discretion, Council may set conditions on an approval or may refuse an application if it deems that potential negative impacts cannot be sufficiently minimized or mitigated.

4.3.5 Adaptive Re-use of Stages and Historic Homes

Council will encourage the adaptive reuse of fishing stages and historic homes and properties for land uses and activities that would help to facilitate their preservation, restoration, and enhancement of heritage values. This may include business, residential, cultural, and institutional activities that would enhance the economic viability of their preservation.

4.3.6 Use of Discretionary Authority

Whether or not a proposed development or demolition complies with this Municipal Plan and the Salvage Development Regulations, Council may exercise its discretionary authority to:

- Approve a development application that, in its opinion, would contribute to the preservation or improvement of a fishing stage, historic home or general heritage values of the area.
- Prohibit or set conditions on a proposed development or demolition that, in its opinion, would negatively affect or interfere with the preservation of a fishing stage, historic home, scenic viewshed, or general heritage values of the area.

4.4 Environmental Policies

Conservation values are intrinsic to this Municipal Plan. High priority is given to protecting sensitive areas and habitat. Council will protect sensitive areas and water resources with a focus on ensuring the integrity of the Town's drinking water supply and minimizing erosion, watercourse sedimentation, and degradation of sensitive coastal features. Land use decisions will duly consider environmental sustainability and biodiversity objectives.

4.4.1 General Environment

1. Biodiversity

Maintaining biodiversity will be of foremost consideration in the planning and approval of future development in the Municipal Planning Area.

2. Protection of Sensitive Areas

Environmentally sensitive lands, including the water supply area, watercourses, riparian areas, wetlands, steep slopes, unstable soils, sensitive coastal features, and terrestrial and marine habitat, will be protected from potentially damaging development.

3. Consideration of Environmental Impacts

Potential environmental effects will be considered when reviewing development applications. At its discretion, and in accordance with other statutory requirements, Council may refer development proposals for regulatory approval to Provincial and Federal agencies such as Environment and Climate Change and Municipal and Provincial Affairs, Digital Government and Service NL, Health and Community Services, and Fisheries and Oceans Canada.

4.4.2 Soils and Drainage

(1) Development shall be permitted only on lands with soil and drainage conditions that, in the opinion of Council, are suitable for the proposed use.

(2) Development in areas that are environmentally sensitive or hazardous due to wet or unstable soils, a high-water table, or unstable geological conditions, may be restricted or subjected to terms and conditions to reduce potential impacts.

4.4.3 Watercourse and Wetland Protection

(1) Development in the vicinity of a watercourse or wetland will be carried out in a manner that minimizes the potential for environmental impacts, protects natural drainage, and preserves existing public access to the water.

(2) Where it believes that a proposed development may affect a wetland, at its discretion, Council may:
   (a) establish a buffer from the edge of the wetland in which development may not be permitted,
   (b) set conditions or restrictions on the development to protect the wetland, and/or
   (c) refuse to approve the development if it believes that negative impacts cannot be sufficiently minimized or mitigated.

4.4.4 Freshwater and Coastal Shorelines

Development in the vicinity of freshwater and coastal shorelines shall be carried out in a manner that minimizes environmental impacts, protects natural features, and preserves existing public accesses to and along the shoreline.

4.4.5 Steep and Unstable Slopes

Steep and unstable slopes may be subject to development restrictions or other conservation measures designed to minimize environmental impacts and hazards to humans and properties resulting from development.

4.4.6 Storm Drainage

Development will not be permitted in a manner that may cause excessive increases in stormwater runoff such that it might be detrimental to adjacent properties, steep or unstable slopes, nearby watercourses, shorelines, and other sensitive areas.

4.4.7 Excavation and Infilling in Shorefront Areas

In shorefront areas, no large-scale excavation or infilling of land will be permitted above or below the water line except where it is relates to an approved dock, slipway, fisheries or marine facility, or public work that has been approved by Council and received necessary approvals from the Department of Environment and Climate Change and the Department of Fisheries and Oceans.

4.4.8 Use of Discretionary Authority

Council may exercise its discretionary authority to prohibit or set conditions on a development when, in its opinion, the development might result in undesirable environmental impacts, for example, excessive drainage onto adjacent properties, soil erosion, or scouring and siltation of streams.

4.5 Infrastructure Policies

4.5.1 Water Supply System

Council will maintain its water supply system, including intake, treatment plant and distribution system, in good working order to ensure the availability of an adequate water supply for residents, businesses, and public facilities.

4.5.2 Stormwater Management

Council will maintain storm drainage ditches and facilities in good working order.

4.5.3 Water Servicing Requirements for New Development

(1) All water infrastructure associated with new land development must meet the minimum standards of Council.

(2) The costs of installing water services and connecting new lots to the municipal system will be the sole responsibility of the developer.

4.6 Transportation Policies

The transportation system in Salvage includes collector and local roads, as well as public trails and walkways.

4.6.1 Consideration of Environmental Impacts

Roads, water crossings, and associated infrastructure will be located and constructed so as to minimize adverse impacts on environmentally sensitive areas and resources.

4.6.2 Street Design and Construction

(1) Street location, design, and construction will meet Council's minimum requirements for public safety, traffic efficiency, access to adjoining land, and construction quality.

(2) The layout of a new street will provide adequate reservations to accommodate road extensions and access to backland areas for future development.

(3) The costs of constructing and connecting new streets to the municipal street system will be the sole responsibility of the developer.

4.6.3 Provision for the Disabled and Elderly

Streets, public walkways, parking areas, and access points to public and commercial buildings will be designed to facilitate easy access and movement by disabled and elderly persons.

5.0 LAND USE DESIGNATIONS

In addition to general policies that apply throughout the Planning Area, The Town's growth and development will be managed by designating lands to broad land use categories. These designations are shown on Future Land Use Maps 1 and 2. Policies outlined in this section specify Council's intent related to land use and forms of development in each of the following land use designations.

Future Land Use Designations	Corresponding Zones	
Open Space-Conservation	Open Space-Conservation	OSC
Protected Water Supply Area	Protected Water Supply Area	PW
Coastal	Coastal	C
Residential	Residential	RES
Harbourside	Harbourside	HS
Rural	Rural	RU

5.1 Open Space-Conservation

5.1.1 General Intent

Land is designated Open Space-Conservation to protect environmentally sensitive and important lands, areas that are valuable for aesthetic protection, passive recreation and tourism, and lands that are otherwise not suitable for built-up development.

5.1.2 Open Space-Conservation Zone

1. Land Use

(1) Conservation and open space uses are permitted.

Buildings and structures normally associated with open space uses such as viewing platforms, picnic shelters, outdoor interpretation, parking areas, etc. are permitted.

(2) At its discretion, Council may permit new accessory buildings on existing residential properties, antennas, cemeteries, community gardens, docks and slipways, mineral exploration, and utilities.

5.2 Protected Water Supply Area

5.2.1 General Intent

The Protected Water Supply Area designation is established to protect source water for the Salvage municipal drinking water supply. Highest priority of this designation is to ensure land uses and development will not negatively affect surface water and recharge areas for this water supply.

5.2.2 Protected Water Supply Area Zone

Salvage's drinking water supply area is located within the Wild Cove Pond Water Supply Area, which is designated under the *Water Resources Act* (*Regulation 732/96*). The purpose of the Protected Water Supply Area zone is to protect the quality of source water for the Town.

1. Land Use

(1) Conservation and water utility uses are permitted.

(2) Discretionary uses may include antennas, open space, transportation, and utilities.

2. Department of Environment and Climate Change

No development of any kind will be permitted in the Wild Cove Pond Water Supply Area without the required permit(s) and guidance of the Water Resources Management Division of the Department of Environment and Climate Change.

3. Water Supply Area Monitoring and Enforcement

(1) Council will monitor land uses and activities in the Protected Water Supply Area designation to ensure they are being carried out in a manner that will not harm water quantity and quality.

(2) Uses or activities that are found to be taking place in a manner deleterious to the water supply will be subject to an immediate stop-work order.

5.3 Coastal

5.3.1 General Intent

The purpose of the Coastal designation is to protect sensitive coastal features while allowing certain commercial and recreational uses and infrastructure that are coastal location essential.

5.3.2 Coastal Zone

In the Coastal zone priority is given to protecting sensitive coastal features and scenery, and to accommodating commercial fishery, recreational and marine activities that have a bona fide need for shoreline access.

1. Land Use

(1) Permitted uses of land in this zone include conservation, open space uses, small-scale docks, slipways, stages, stageheads, and utilities.

(2) At its discretion, Council may permit fisheries, marine, and marina facilities as long as they are deemed to be coastal-location essential and compatible with protection of coastal features and scenic viewsheds.

(3) At its discretion, Council may permit a single dwelling on a private lot that existed on the date that this Municipal Plan came into effect but only if there is no opportunity on the lot to erect the dwelling outside the Coastal zone.

(4) Council may consult with the Department of Environment and Climate Change and Fisheries and Oceans Canada, and other relevant agencies before approving a proposed development in the Coastal zone.

5.4 Residential

5.4.1 General Intent

Land is designated Residential to preserve the amenity of exclusive residential areas and accommodate new housing needs. Existing residential development consists of single detached dwellings.

The Residential designation will facilitate housing in a way that maintains a pleasant residential environment and provides for a diversity of year-round and summer residents. By permitting a variety of housing forms, it is Council's objective to take advantage of new market opportunities for higher density housing and help ensure housing remains affordable for different income groups.

5.4.2 Residential Zone

Single detached dwellings will remain the predominant housing form in this zone. Highest priority for development will be to optimize the use of existing infrastructure through infill along vacant frontage as well as abutting areas that can be economically connected to existing water services.

1. Land Use

(1) Permitted housing the Residential zone include single dwellings and subsidiary apartments.

Accessory buildings are permitted on residential lots.

Other permitted uses include conservation and open space.

Utilities are permitted subject to conditions that Council deems necessary.

(2) Double dwellings, row dwellings and boarding houses may be permitted at Council's discretion.

A home occupation may be permitted within a residential dwelling or a residential accessory building in accordance with conditions required by Council.

Other discretionary uses include arts and crafts studios, bed and breakfasts, campgrounds, energy generation facilities, kennels, mineral exploration, personal livestock use, recreational open space, tourist cottages, tourist cottage establishments, transportation, and visitor rental dwellings.

5.5 Harbourside

5.5.1 General Intent

The Harbourside designation takes in land on both sides of Mountainview Road and fronting onto the Town's two harbours. Existing land uses in the Harbourside designation include:

- Fishing stages and marine infrastructure fronting onto Salvage Harbour and Bishop's Harbour
- The former fishplant since converted to a tourist facility containing accommodation units, a restaurant and micro-brewery
- A marine dock for unloading fishing boats and shipping fish next to the former fishplant

- A recreational boat marina
- A pub and eatery in the former Orange Hall
- Single dwellings scattered individually and in clusters along both sides of Mountainview Road
- The Anglican Church, church hall, and Town Office

This designation recognizes the existing mix of fisheries, residential, commercial, and public uses that has evolved in Salvage over time and anticipates the economic development opportunities derived from the Town's fishing history, cultural landscape, and spectacular viewsheds. It is the goal of Council to protect and enhance the mixed-use character of this historic area by encouraging the continued use and improvement of operating fishing stages and the redevelopment of vacant and underused properties for alternative economic development.

Council will carefully manage new development in this designation to maintain and enhance Salvage's historic areas. It will promote land uses and design approaches that preserve and enhance the time-honoured character of these areas.

Council will encourage the revitalization of the harbourfront by promoting and facilitating adaptive re-use and redevelopment of vacant and underused buildings and properties that have suffered from the decline of the fishery.

The Harbourside designation will accommodate a compatible mix of land uses to attract new year-round and seasonal residents and facilitate tourism opportunities.

The following principles will be pursued within the Harbourside designation:

(a) Adaptive reuse and redevelopment of vacant and underused properties and buildings will be encouraged to the extent that the reuse or redevelopment will be compatible with heritage values and will contribute to the revitalization of the area.

(b) Preservation and enhancement of buildings and structures of architectural and historic interest will be encouraged.

(c) The traditional community form will be maintained.

(d) The appearance, scale, siting, and use of new buildings, as well as expansions and alterations to existing buildings, will have regard for the heritage character of the surrounding area.

(e) Restoration and reuse of dilapidated buildings, structures and sites that contribute to the historical legacy and visual character of the area will be encouraged.

(f) Public rights-of-way, trails, open spaces, and scenic viewsheds will be preserved.

5.5.2 Compatibility of Uses

(1) In evaluating development proposals, Council will pay particular attention to the development's compatibility with existing land uses and its goal to protect the cultural landscape of the harbour area.

(2) Where an area within the Harbourside designation is predominantly residential in character, a proposed non-residential development may not be approved if Council deems that it would be incompatible with existing residential uses.

(3) Before permitting any non-residential development, Council will be satisfied that its requirements with respect to building setbacks, buffering between uses, off-street parking, and other site related matters can be met.

(4) New development may be subject to conditions to ensure an attractive appearance, complement the existing cultural landscape, and minimize negative impacts on existing uses.

5.5.3 Use of Discretionary Authority

If Council deems that a proposed development in the Harbourside designation will adversely affect the character or heritage values of the area, it may exercise its discretionary authority to set terms and conditions on the development or to refuse the application.

5.5.4 Harbourside Zone

The Harbourside zone will accommodate a mix of fisheries, marine, residential, commercial, public, and open space uses. Council will protect heritage values and scenic viewsheds, if necessary, by prohibiting incompatible development.

1. Land Use

(1) Permitted housing the Harbourside zone includes single dwellings and subsidiary apartments.

Accessory buildings will be permitted subject to standards and conditions required by Council.

Conservation and open space are complementary permitted uses.

Docks, slipways, stages, and stageheads related to the fishery, tourism or recreational use will be permitted.

Other permitted uses include arts and craft studios, bed and breakfasts, offices, personal services, and visitor rental dwellings.

Utilities are permitted subject to any conditions Council deems necessary.

(2) At Council's discretion, a home occupation may be permitted within a residential dwelling or an accessory building in accordance with conditions required by Council.

Residential uses that may be permitted at Council's discretion include double dwellings, row dwellings, and boarding houses.

Larger fisheries, marine, and marina facilities may be permitted at Council's discretion.

Other uses that may be permitted at Council's discretion include catering, clubs and lodges, commercial accommodations, cultural and civic uses, drinking establishments, emergency services, energy generation facilities, entertainment uses, assembly uses, general garages, general services, indoor markets, light industry, mobile vending facilities, outdoor markets, personal livestock uses, places of worship, recreational open space, shops, take-outs, tourist cottages, tourist cottage establishments, and transportation.

5.6 Rural

5.6.1 General Intent

Areas are designated Rural to recognize their importance for natural resource utilization, outdoor recreation, certain industrial activities that may not be suitable in or near Salvage's built-up areas, and in some areas, recreational cottages.

Urban encroachment into rural areas will be minimized in order to sustain resource-based activities and reduce the loss, fragmentation, and degradation of natural habitat.

5.6.2 Rural Zone

The Rural zone recognizes land used presently or with the potential for forestry, mineral working, and other natural resource developments.

1. Land Use

(1) Permitted uses in the Rural zone include antennas, conservation, crop agriculture, energy generation facilities, forestry, mineral exploration, open space, and transportation.

(2) Shoreline uses that may be permitted at Council's discretion include docks, slipways, stages, stageheads, fisheries and marine facilities, and marinas.

Mineral working and mining uses may be permitted at Council's discretion.

General and light industrial uses, garden centres, and construction yards may be permitted at Council's discretion.

Livestock agriculture uses may be permitted at Council's discretion.

Campgrounds, tourist cottages, tourist cottage establishments, and mobile vending facilities may be permitted at Council's discretion.

An outdoor market or shop may be permitted at Council's discretion provided that the use is accessory to a commercial agriculture use, campground, or tourist cottage establishment.

Recreational dwellings and recreational open space uses may be permitted at Council's discretion.

2. Environmentally Sensitive and Scenic Areas

Council may refuse or set conditions on land uses and resource extraction activities in locations where it deems that the use may adversely affect steep slopes, geologically unstable areas, wetlands, watercourses, coastal features, and other sensitive areas. In these areas, protection and conservation will take priority over development.

3. Forestry

(1) Forest harvesting and management activities will be subject to the requirements and supervision of the Forestry Branch of the Department of Fisheries, Forestry and Agriculture.

(2) Logging activities shall respect the Town's objectives for environmental protection, municipal water supply protection, scenic preservation, and recreation areas.

6.0 IMPLEMENTATION

The Salvage Municipal Plan will be implemented over the next 10 years through decisions of Council. Of particular importance to Council are the following:

- Effective administration of the Municipal Plan
- Public participation
- Development Regulations
- The basis of development control, and
- The procedure for considering amendments to the Municipal Plan.

6.1 Administration of the Plan

The Salvage Municipal Plan is comprised of goals and objectives (Section 3 of this document), community-wide land use policies (Section 4), designation-specific land use policies (Section 5), and a program of implementation (Section 6). The Background Report (Section 2) provides information but does not form part of the legally binding Salvage Municipal Plan. All development applications will be evaluated as to their conformity to the policies in the Municipal Plan.

6.1.1 Map Interpretation

(1) For the purpose of administering the Municipal Plan, **Future Land Use Maps 1 and 2** shall be read only in conjunction with the goals, objectives, and land use policies of the Plan.

(2) The boundaries of the land use designations shown on the **Future Land Use Maps** are general only and, except where they coincide with roads, shorelines, or other prominent physical features, are not intended to define exact limits. No amendment to the Salvage Municipal Plan shall be required to allow minor adjustments of the land use boundaries. Other than such minor boundary adjustments, no development shall be permitted that does not conform to the Plan.

6.1.2 Development Applications

(1) A person wishing to develop land within the Salvage Municipal Planning Area must apply to Council for permission through the established procedure. Council shall require that all development applications conform fully to the Salvage Municipal Plan before proceeding. Council may approve an application, set conditions on approval, or refuse the application. The decision of Council may be appealed to the appropriate appeal board by the applicant or a third party.

(2) Once conformity to the Municipal Plan has been established, Council shall ensure that each development proposal is given an evaluation.

(3) If Council suspects that a Provincial or Federal policy or statute may come into effect, it will refer the development proposal to the relevant government department or agency for approval or comments.

(4) Council's final decision on an application will be based on the desire to guide the development of Salvage in the best long-term interest of residents and landowners.

(5) Provisions regarding the appeal of Council decisions on development applications will be contained in the Development Regulations.

6.1.3 Subdivision Proposals and Agreements

(1) All persons wishing to subdivide or develop land for any purpose within the Planning Area shall apply to Council for permission on the prescribed application form and shall submit a detailed drawing of the proposal indicating the location and dimensions of the land and the development.

(2) Council will review the application on the basis of the Development Regulations and consideration of the following:
   (a) Physical conditions and features of the site and opportunities for and constraints on development.
   (b) How the proposed subdivision will connect to existing roads, how it will affect existing developments, and whether it will provide future access to undeveloped lands in the area.
   (c) Compatibility with surrounding land uses, both existing and future.
   (d) Proposed municipal services and the long-term public costs of providing and maintaining these services.
   (e) How stormwater drainage will be managed to minimize increased run-off onto adjacent lands.
   (f) How the development may affect important and sensitive environmental resources.

(3) Based on its review, Council may approve the application, approve it with conditions, or refuse it.

(4) Before approving a development, Council may require the developer to enter into a development agreement, which will establish the conditions under which development will proceed and shall be binding on both parties. Any conditions governing the development will be enforced by attaching them to the development permit.

6.2 Public Participation

The Municipal Plan is an expression of the goals and aspirations of the citizens of Salvage, therefore, periodic reviews of the Plan provide an opportunity for public participation and input and can be an invaluable tool for the successful implementation of planning.

Council will take advantage of opportunities to involve the public in decision-making processes with respect to future planning and development of the community.

6.3 Development Regulations

Pursuant to Section 35 of the *Act*, Council has adopted the Salvage Land Use Zoning and Subdivision Regulations (referred to as the Development Regulations) in order to implement the goals, objectives and land use policies of the Municipal Plan. The Development Regulations control the subdivision and development of all land within the Salvage Planning Area.

6.3.1 Council Responsibility

In accordance with Section 35 of the *Act*, the Development Regulations have been established to ensure that land is controlled and used only in accordance with the Salvage Municipal Plan.

6.3.2 Content

The Development Regulations:

(a) divide the Planning Area into land use zones
(b) indicate permitted and discretionary land uses in each land use zone,
(c) set out municipal-wide and zone-specific requirements and standards for the subdivision and development of land,
(d) set out the administrative procedures for dealing with development permit applications and the issuing of development and building permits,
(e) set out the regulations respecting the non-conforming development and use of land,
(f) set the minimum notice periods for Council decisions respecting discretionary land uses, non-conforming land uses, and variances,
(g) set out the regulations and procedures respecting appeals of Council decisions, and
(h) set out the regulations respecting the enforcement of permit requirements.

6.4 Development Control

6.4.1 Municipal Plan is Binding

The Salvage Municipal Plan is a legal document that is binding upon all persons and organizations including Council.

6.4.2 Council Responsibility

Council shall exercise appropriate control over development in the Salvage Planning Area in accordance with the Municipal Plan and the Development Regulations.

6.4.3 Right to Appeal

An applicant who receives a refusal decision from Council on a development application may appeal that decision to the Appeal Board in accordance with the Salvage Development Regulations.

6.4.4 Provincial and Federal Referrals

If Council deems that a proposed development may be affected by the policies or regulations of a Provincial or Federal department, the application will be referred to the concerned department for comments before a permit is issued.

6.5 Amending the Municipal Plan and Development Regulations

This Municipal Plan was prepared on the basis of existing and expected future conditions. It is Council's intention not to amend the Plan for a five-year period after its adoption, after which another Plan Review will be undertaken. Nevertheless, if circumstances change in unforeseen ways during the planning period, Council may consider possible amendments to the Plan.

6.5.1 Municipal Plan Amendment

If Council decides to adopt an amendment to the Municipal Plan, in accordance with Section 25 of the *Act*, the amendment procedure will be the same as for the adoption of the Municipal Plan as a whole. This procedure is outlined in Sections 14 to 24 of the *Act*.

6.5.2 Stand-Alone Development Regulations Amendment

(1) If Council decides to adopt an amendment to the Development Regulations that does not also require a change to the Municipal Plan, the amendment procedure will be in accordance with Section 35 (5) of the *Act*.

(2) Council shall give notice of the proposed change in a newspaper circulated in the area and shall receive representations with respect to those changes before forwarding the adopted amendment to the Department of Municipal and Provincial Affairs and for registration under Section 24 of the *Act*.