

Town of Salmon Cove

MUNICIPAL PLAN 2020 -2030



PLAN-TECH



ENVIRONMENT



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1.0 Introduction

1.1 Foreword

The *Town of Salmon Cove Municipal Plan 2020-2030* establishes guidelines for the sustainable management of development on lands contained within the Salmon Cove Planning Area Boundary (PAB), as illustrated on the Generalized Future Land Use Map (GFLUM) by setting out a ten-year land use strategy. This Plan provides a policy framework for the Development Regulations to be administered by Council through development and subdivision permits.

In guiding the physical improvement and sustainable growth of the community, the Plan indicates the location and timing of residential development and the general layout and scheduling of capital works to support development such as: maintenance related to municipal servicing, road works, and pursuing economic development especially tourism opportunities.

It also identifies plans to address the environmental, social, cultural, economic, and governance needs of the community. As required under the *Urban and Rural Planning Act, 2000*, hereby referred to as “the Act,” all relevant planning issues have been reviewed in the preparation of this Plan and are presented in this document.

The Plan additionally serves as the basis for preparation of the companion regulatory planning document, the Development Regulations. The Regulations address land use zones, development standards and terms and conditions, advertisement and subdivision requirements in support of the Plan’s policies. A Land Use Zoning Map also accompanies the Regulations. Once registered, Town Council administers the Municipal Plan and Development Regulations through its review of development permits and subdivision applications, and all other proposed land development inquiries.

1.2 Plan Contents

The Town of Salmon Cove Municipal Plan, 2020-2030, consisting of this document and the associated Generalized Future Land Use Map, constitutes a legal document once approved in accordance with the Act. It proposes the allocation of land for various uses, and includes Council’s *vision* (goals, objectives and policies); the plan for the sustainable development of the community; and the timing and costs of recommended capital works over the next decade.

1.3 Plan Preparation and Consultation

This Plan was prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*. The Plan documents are based on a review of current land uses, available mapping and other studies of the community and on Council’s perception of the land use problems facing the community, opportunities for improvements to its physical environment, and the direction

of future growth. Community and stakeholder consultation has also been sought in the planning process.

Early in 2017, Town Council sent its resolution to hire Plan-Tech Environment Ltd. to prepare a Municipal Plan and Development Regulations to the Department of Municipal Affairs and Environment. A follow up letter contained the request to initiate an internal provincial consultation process to solicit feedback from various departments and agencies that may have an interest in the municipal planning process.

Various meetings were held with Town staff, Council and residents to determine the most appropriate planning area boundary for the community's resources and capabilities. Upon careful deliberation, Council decided to implement a planning area that is within the Town's means and capabilities and that follows the Town's Municipal Boundary.

Meetings with Council uncovered challenges and opportunities, council priorities and rationale for preparing a Municipal Plan and Development Regulations for the community. As part of its background research Plan-Tech Environment personnel conducted a site visit of the community.

1.4 Bringing Into Effect

The Act sets out the process for bringing a Municipal Plan and Development Regulations into effect. When Council is satisfied with the draft Municipal Plan and Development Regulations, Council adopts these planning tools and notifies the Minister of Municipal Affairs and Environment. A Public Hearing of Objections is arranged as per section 16 (1) of the Act and notices are published announcing the time and place of the hearing. The commissioner appointed to conduct the hearing reports to Council and the Minister of Municipal Affairs and Environment on any representations made. By resolution Council approves the Municipal Plan and Development Regulations and requests Ministerial approval. Notice of the Minister's approval is published in the Newfoundland and Labrador Gazette and the local newspaper and the Plan comes into effect on this date.

1.5 Plan Administration

Upon being approved by the Minister, the Town of Salmon Cove Municipal Plan is legally binding upon Council and all other persons, corporations and organizations as per Section 12 of the Act.

Council will administer the Town of Salmon Cove Municipal Plan by carrying out the Plan's policies. There are several ways in which this is done:

- By preparing land use zoning and subdivision regulations prepared and approved at the same time as the Municipal Plan;
- By issuing development permits to people wishing to build or change the use of a building or to subdivide in accordance with regulations; and
- By undertaking the capital works and development schemes outlined in the Plan when the financial resources are available.

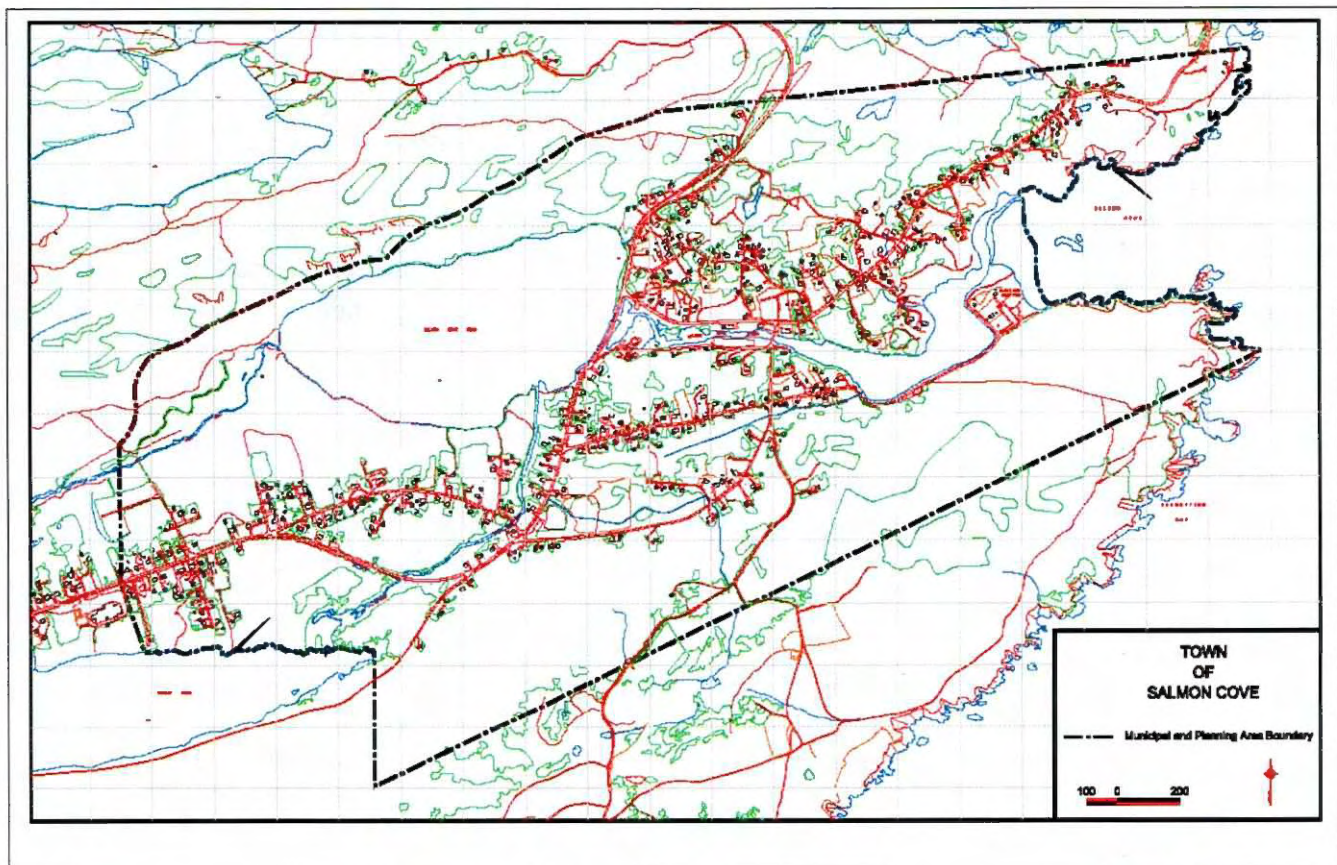
In five years' time, Council will review this Plan and revise it to provide for the next 10-year period in accordance with Section 28(1) of the Act. Amendments may be made at any time prior to the five-year review in response to new development proposals or changed community priorities as outlined in Section 35(5) of the Act. These amendments must follow the process outlined in Sections 14 to 25 of the Act.

1.6 Establishing a Planning Area Boundary

The Town of Salmon Cove has a defined municipal boundary. Application was made to the Department of Municipal Affairs and Environment requesting Ministerial approval to establish a Planning Area Boundary for the Town's first Municipal Plan corresponding to its municipal boundary. The request was approved by the Minister of Municipal Affairs and Environment and gazetted July 2018. The town's infill limits follow an historic pattern of settlement dating back more than 100 years as illustrated in *Figure 1*.

The Planning Area Boundary is governed by Town Council, which exercises control over all development, environmentally sensitive areas, and amenities within the planning area.

Figure 1: Map of Town Municipal and Planning Area Boundary



2.0 Planning Context

2.1 Background

The picturesque Town of Salmon Cove is located on the western side of Conception Bay, on the Bay de Verde Peninsula. Its boundary borders Victoria to the west and the unincorporated community of Perry's Cove to the east. By road, it is 11 kilometres north of Carbonear and 125 kilometres from St. John's. Its municipal boundary encompasses an area of 4.2 square kilometres. Salmon Cove was incorporated as a Town in August 1974.

2.2 Development History and Land Use Patterns

Research indicates that the original residents of Salmon Cove settled there due to the abundance of fish, and the fishery became their livelihood until the mines opened on Bell Island in 1895. In 1967 the mines were closed influencing many former Salmon Cove residents to return to the fishery. Today, little evidence remains of an in-shore fishery, however many residents work at fish plants in Carbonear and Bay de Verde, while others commute to work in neighbouring communities.

The community is blessed with various scenic landscapes including the Salmon Cove River valley, ocean front beach, steep cliffs, pasture lands, and the amenities of Salmon Cove Sands with its Trail of Eagles Hiking Trail, and Salmon Cove Pond and Forest Pond. These are outdoor recreation amenities for local residents and are key attractions for the development of the tourism industry in the area.

2.3 Land Uses and Activities

The current population of the Town of Salmon Cove is 680 residents down by 2.2% from 2011 for a population density of 161.6 per square kilometre. Residential land uses predominate in the town of Salmon Cove, with 329 private dwellings of which 285 are occupied by usual residents. Currently, the town has 15 commercial businesses, several institutional uses and recreation uses that stimulate tourism. No convenience stores, cafés or restaurants, rental accommodation, gas bars or consumer/shopping opportunities are available within the town boundary. Institutional uses are generally related to municipal functions.

Land uses in the town of Salmon Cove are typical of other small Newfoundland and Labrador communities where residential uses predominate with limited institutional and commercial establishments, selected recreation opportunities, and various arrangements of transportation and municipal servicing. The following categories describe land use activities in Salmon Cove.

2.3.1 Housing Uses

Typical residential housing in Salmon Cove is the single detached family home. According to the 2011 census data (National Housing Survey) there were 285 dwellings in the town, and 5 of these were apartments.

2.3.2 Future Housing Development

Salmon Cove is built on rock outcrop with very little soil cover. New road construction and housing must be blasted from the rocky outcrop. The Town is close to being fully serviced and all new developments require the same services.

Council has issued an average of 1 -2 new dwelling permits since 2006 and new dwelling construction has been primarily infill housing. This housing trend of 1-2 new homes per year is expected to continue. New housing development may be challenging for Salmon Cove as there are no new planned residential subdivision areas.

2.3.3 Commercial Business - Home Occupations

In total 15 home occupations are established in Salmon Cove providing services to local and neighbouring residents. These include: 3 construction/excavation companies; 2 dog groomers, 5 related to beauty such as hair and nails; 2 repair shops, and 3 miscellaneous uses. These are listed in Appendix A. Two bed and breakfast rental properties are no longer in operation at time of the preparation of this Municipal Plan.

2.3.4 Institutional Uses

Municipal Buildings

Salmon Cove contains several municipal buildings including: Town Hall, Salmon/Perry's Cove Fire Hall and Memorial, Municipal Shed and Vac. 3 bay garage.

Places of Worship

Riverside United Church (and Riverside United Church Cemetery).

Schools

There are no schools in Salmon Cove and students are bussed to Victoria for grades k to 12.

2.3.5 Recreation Uses and Services

The Community Centre owned by the Town of Salmon Cove is operated by the Salmon/Perry's Cove Volunteer Fire Department. The Community Centre hosts a number of community functions. In addition to Salmon Cove Sands and the Trail of Eagles Hiking Trail, Salmon Cove also offers its residents a public swimming area.

Salmon Cove Sands: with its heart shaped sandy beach Salmon Cove Sands offers 0.5 km of sandy shoreline, with backdrop of imposing cliffs carved over countless ages by the North Atlantic. It is a day-use facility. It offers 490 m of boardwalk along the inner fringes of the beach with an observation deck and lookout. Additional amenities include: a cooking chalet, concession chalet, tourist chalet, wheelchair accessible toilet facilities, picnic area, benches, a hiking trail with beautiful scenery, and much more.

The Trail of the Eagles (Hiking Trail): provides an exciting three km hike, through pristine country, atop cliffs that rise one to two hundred feet above the Atlantic Ocean for those who love hiking in spectacular scenery. The Trail of the Eagles offers visitors an opportunity to observe Bald Eagles, Ruffed and Spruce Grouse, Red Squirrels and rabbits which inhabit the area. Amenities provided include: observation posts, lookouts, picnic areas and other facilities.

Salmon Cove River and Salmon Cove Pond: are natural areas that provide recreational opportunities for residents and visitors. Fishing, boating and swimming are some of the activities pursued.

Reporting to Council, the Recreation Committee organizes various community events during the year which are sponsored and funded by the town. The Future Development Association organizes, implements and administers the programs and facilities at Salmon Cove Sands. While the Future Development Association manages and operates Salmon Cove sands during the summer season. It provides no programming.

2.3.6 Community Services

Private Clubs

A Loyal Orange Lodge is located on Main Street East; considered a private club it has 10 members.

2.4 Municipal Finance and Services

2.4.1 Council and Services

Town Council is comprised of the Mayor, and 6 councillors including a Deputy Mayor. Salmon Cove has an active Council, with members participating on various committees such as Recreation and Planning; Water, Sewer and Roads; Finance; and Fire Department Liaison. A full time Town Clerk manages the Town's administrative functions. Council is looking to fill the position of Maintenance Staff.

2.4.2 Municipal Infrastructure and Services

Currently the Town of Salmon Cove delivers a range of municipal infrastructure services: 75% of the town receives municipal water and sewer services, 15% receives municipal water only, and 10% receives no municipal services. Where full municipal services are not available, it is the responsibility of residents to provide onsite services as regulated by Service NL. Council's long term goal is to continue improving and expanding the distribution of these important municipal services.

The water supply system is shared with the Town of Victoria, who maintains the water supply and provides maintenance to the system. The municipal sewer system provided by the Town of Salmon Cove is maintained by its staff.

2.4.3 Transportation Infrastructure

Route 70, the Conception Bay North Highway is an arterial road providing access through the town. Although it is a Class II Road, it is not a protected roadway under the Province's Protected Road Zoning Regulations. The maintenance and upkeep of Route 70 is a provincial responsibility.

Six roads in the Town of Salmon Cove are considered collector roads, and are maintained by the municipality and include:

- Main Street East
- Old Neck Road
- Penny's Road
- Parsons Hill
- John Williams Drive
- North West Brook Drive

Other roads within the Town boundary are considered local roads and are also maintained by the municipality.

2.4.4 Volunteer Fire Department

The Town of Salmon Cove has an established volunteer fire department comprised of 16 local residents under the direction of a Fire Chief. The costs to operate the volunteer fire department are shared between the municipality of Salmon Cove and Perry's Cove. Perry's Cove pays an annual fee of \$25 per structure to the municipality of Salmon Cove for fire protection services.

2.4.5 Taxation

The Town's municipal tax revenue is derived from residential uses and commercial/services uses. The current mill rate is \$6.80 per thousand and there is no difference between the residential and business rate. All existing business uses are home occupations and are secondary to residential uses. The Provincial Municipal Assessment Office is responsible for the assessment of all properties in the community.

In its 2018 budget prepared for the Department of Municipal Affairs and Environment, Council allocated the following funds for the services it provides its residents. Council endeavours to provide its residents with a good level of service for the amount of revenue it generates.

Council Budget 2018/ Community Services							
Protective Services	Budget	Transportation Services	Budget	Environmental Services	Budget	Recreation Culture Services	Budget
Fire protection	\$12,000	Vehicle maintenance	\$15,000	Water supply	\$33,050	Rec centres	\$17,500
Emergency response	\$ 500	Streets/sidewalks	\$22,000	Sewage/collection disposal	\$18,000	Parks/playgrounds	\$ 5,552
Animal/pet control	\$ 587	Snow removal	\$ 5,000	Garbage collection	\$55,000	Other	\$5,286
		lighting	\$21,000	Other environ	\$ 5,000	Planning/development	\$1,000
		Traffic services	\$ 500				
Subtotal:	\$13,087		\$63,500		\$111,050		\$29,338
Total all community services: \$216,975							

The Town issues building/development permits for new development and renovations or modifications to buildings on private property; but it does not offer construction inspection services. There has been a moderate level of construction in the community over the last few years. The approval and adoption of a Municipal Plan and Development Regulations, will help Council direct development to appropriate locations on the land, issue development permits and collect fees, and mitigate the potential adverse effects of development on the local environment thus protecting conservation lands through sound management practices.

2.5 Demographic Trends

The following demographic data is based upon information available on the Government of Newfoundland and Labrador website, Department of Finance and Community Accounts. This data is gleaned from various sources and tabulated by federal and provincial departments based on 2016 census data, 2011 National Housing Survey data, and the latest facts and statistics gathered by the province. Demographic indicators are compared for provincial trends and the municipality.

2.5.1 Population Characteristics and Counts - Salmon Cove

The greatest population changes occurred in Salmon Cove during the period 1996-2006 equalling over 5% of the population. However, the rate of decline decreased in 2011. The 2016 Census population for Salmon Cove was 680. This represents a decline of 2.2% since 2011 (680 in 2016, down from 695). Over the same period, the entire province experienced a population increase of 1.0% since 2011 (519,715 in 2016, up from 514,535).

In the time period, migration data reveal that 10 individuals (-1.4%) migrated out of Salmon Cove in 2015, and no one moved in. For the Province 3,265 individuals (0.63%) who moved in 2015.

2.5.2 Dwelling Characteristics and Counts

According to the 2011 Census, there were 285 dwellings in Salmon Cove, compared to 275 in 2006. Of these, 265 were detached houses and 5 were apartments. Single family households accounted for 215 dwellings, while there were 5 multiple family households and 60 non-family households.

As reported by the 2011 National Household Survey, 93.1% of homes in Salmon Cove were owned versus rented. This compares to 77.6% for the province and 68.9% for Canada.

The average monthly shelter costs for owned dwellings in 2011 was \$500, while for the province it was \$779. The average monthly rent paid by those who rented in Salmon Cove in 2011 was \$501, compared to \$682 provincially.

With regard to dwelling age and construction, residents of Salmon Cove reported in 2011 that:

- 85 dwellings were constructed before 1960
- 120 dwellings were constructed between 1961 and 1980
- 45 dwellings were constructed between 1981 and 1990
- 30 dwellings were constructed between 1991 and 2000
- 10 dwellings were constructed between 2006 and 2011.

In 2009, the average assessed residential values for the Municipality of Salmon Cove based on market values as of January 2005 from the Municipal Assessment were \$50,100.

2.5.3 Family Income

The median couple family income in Salmon Cove was \$76,400 in 2014, while median couple family income in the province was \$86,500. The 2014 average couple family income for Salmon Cove was \$92,400, while the average couple family income in Newfoundland and Labrador was \$105,500, and the national value was \$108,600.

Half of the lone parent families in Salmon Cove had incomes of more than \$52,400 in 2014. Half of the lone parent families in the province had incomes of more than \$36,700. The national value was \$41,800. While couple family income in Salmon Cove is lower than for the province and nationally, lone parent families in Salmon Cove have higher family incomes than provincial and national values.

2.5.4 Employment and Working Conditions

In 2013, there was a -7.1% 5-year change in employment in Salmon Cove. While in 1999, Salmon Cove experienced a 30.3% 5-year change in employment. Across Newfoundland and Labrador there was a 2.3% 5-year change in employment in 2013.

2.5.5 Labour Force Rates

According to the National Housing Survey 2011, the unemployment rate for Salmon Cove was 7.9% and 14.6% for the province. In Salmon Cove, 315 individuals participated in the labour force in the time period of the NHS while 255,890 individuals participated in the labour force in the province as a whole. The median commuting duration for work for those in Salmon Cove was 20.2 minutes.

2.5.6 Education, Literacy, Skills and Training

The National Household Survey (NHS) 2011, provides data regarding the highest level of schooling for residents of Salmon Cove.

15 Years of age and over

The National Household Survey (NHS) 2011 reported that 33.0% of people 15 years of age and older in Salmon Cove do not have a high school diploma compared to 28.0% of people in the entire province.

In Salmon Cove about 67.0% of people aged 15 and over had at least a High School diploma in 2011 compared to 72.0% in the province as a whole. In Salmon Cove about 2.6% of those people aged 15 and over had a Bachelor's Degree or higher in 2011 compared to 13.3% in the province as a whole.

25 to 64 Years of age

The National Household Survey (NHS) 2011 reported that 21.1% of people 25 to 64 years of age in Salmon Cove do not have a high school diploma compared to 20.3% in the province as a whole.

In Salmon Cove about 78.9% of people aged 25 to 64 had at least a High School diploma in 2011 compared to 79.7% in the province as a whole. In Salmon Cove about 2.6% of people aged 25 to 64 had a Bachelor's Degree or higher in 2011 compared to 16.4% in the province as a whole.

2.5.7 Well Being Indicators for Salmon Cove

The Province's Department of Finance tabulates Community Well-Being Indicators available on its website under Community Accounts. The tabulations are based on 2011-2016 Census data. Community Accounts also shows comparisons among communities with a similar population, as well as communities with a similar rank and score. There are 17 indicators that are categorized as negative, neutral and positive. These consider some of the demographic information discussed above and incorporate health, life-style satisfaction and stress. Additional details are available in Appendix B.

Salmon Cove exhibits 3 negative indicators, 8 neutral and 6 positive. The composite well-being score for Salmon Cove is 59% out of 363 communities this places Salmon Cove 71st, indicating that the community has a relatively high well-being ranking. Communities with a similar rank

and score include: Anchor Point, Arnold's Cove, Badger, Blaketown and Appleton. The most significant indicators illustrate residents' responses as follows:

- 57.3% report excellent or very good health
- 85.8% report a very strong or strong sense of belonging in the community
- 82.4% are very satisfied or satisfied with life in general, and only
- 13.1% extreme or quite a bit life stress

2.6 Summary

Although the community has experienced loss of population, the actual number and percentage change has decreased to -1.4% as of the 2016 census. Residents enjoy employment rates and average couple family incomes that are above medians for other small communities, and residents are typically very satisfied with their lives and have a strong sense of belonging to the community.

2.7 A Strategy for Growth and Change - Municipal Plan

The development strategy for the Town of Salmon Cove, Municipal Plan 2020-2030 is to continue to reinforce the patterns of development that have evolved over the last number of decades. The emphasis will be on retaining and strengthening current land use patterns to minimize the inefficient use of land and services. Provision of commercial and community services, the enhancement of tourism, recreation and open space opportunities and the protection of significant environmental features and lands will be the focus of this plan.

3.0 Vision, Goals and Objectives

This section outlines the Town's planning vision, goals, and objectives that will be pursued for the period. The vision statement establishes a broad picture of the community's future – a future that Council will endeavour to achieve through the implementation of the policies and proposals outlined in the Municipal Plan. A goal is a desired state that reflects the long range desires of Council and is related to an area of concern. It is concrete, realistic, action-oriented and attainable within a period of three to five years. The realization of an objective should move the goal closer to reality. The community vision, goals and associated objectives were determined through consultation with Council and the public.

3.1 Community Vision

The Council of the Town of Salmon Cove has prepared a *Vision Statement* to govern the Municipal Plan now, and into the future. The Vision Statement is crafted upon the Town's Integrated Community Sustainability Plan 2010 (ICSP), discussions with Town Council, and input from residents who attended the public presentation introducing the municipal planning process to the community.

Salmon Cove strives to be a reinvigorated community whose citizens are involved and striving to create happy and productive lives for all who live here, including our children, our seniors, and our less well-off. Council will continue to enhance that role by providing a clean, safe, economically viable environment for all of its citizens from youth to seniors; while promoting a sense of community; protecting the environment; and respecting our rich history and spectacular natural surroundings.

We are committed as a Council and as individuals to developing a cleaner and greener community, devoted to the protection of our unique landscape and pristine environment. As a community we will strive to encourage the economic health of our town through a measured and cohesive plan to develop tourism and recreation based on our many assets that will also attract and encourage local entrepreneurs and businesses to our community.

In order to achieve this *vision*, a number of goals have been identified to provide the foundation for specific objectives and land use policies as described in the following sections. The following community goals reflect the Vision Statement and will guide the Town of Salmon Cove over the next decade.

3.2 Community Goals

Based on a comprehensive background study of the Salmon Cove Planning Area, the following goals and objectives have been developed for a ten year planning period. The goals and objectives also reflect the intent of the ICSP.

Goal A: Community Structure and Character

To encourage a growth structure for the Town of Salmon Cove that ensures orderly development, efficient provision of municipal services, respect for the natural environment, and compatibility between land uses. To control future growth of the town in such a manner as to develop a balanced and attractive community. And to protect the natural environment and natural resources throughout the Planning Area.

Objectives:

- To allocate land for future development on the basis of its best use considering its physical characteristics and location.
- To ensure that natural areas such as drainage courses, rocky outcrop and rugged shorelines, and steep slopes are protected from development to preserve environmental resources and the rural character of the Town.
- To preserve scenic views of the shoreline and hills recognizing their value to residents and visitors for recreation and tourism.
- To preserve the rural character of the Town allowing residents to maintain activities such as small-scale traditional uses without creating problems for neighbouring residents.

Goal B: Economic Development

To encourage diversified and balanced economic development that fosters employment opportunities for local residents, promotes a high quality of life, contributes financially to the municipality, and protects the environment. To promote Salmon Cove as an attractive place to live drawing on its pleasing residential environment, natural and scenic character, municipal services, and reasonable cost of living.

Recognizing the opportunities that tourism and recreation can generate for the local economy, and that the potential exists to improve its role as a tourism destination, it shall be a goal of Council to support the efforts of tourism creation endeavours in the community.

Objectives:

- To promote the continued operation of existing home occupations through continued provision of high quality municipal services.
- To encourage the emergence of new commercial business including additional home occupations.
- Through appropriate land use policies allocate land that attracts new businesses to Salmon Cove.
- To support the development of facilities and attractions that encourage and promote the tourism industry in Salmon Cove by improving infrastructure, communication and marketing.
- To promote Salmon Cove as a tourism destination and that provides opportunities for local entrepreneurs.

- To develop a long-term tourism and recreation strategy.
- To establish terms of reference for the Future Development Committee that confirms its mandate, responsibility and accountability to Council.

Proposal:

- Council will explore the benefits of creating and implementing a tourism and recreation strategy that provides economic benefit to the community through the commissioning of a study that leads to the preparation of a tourism and recreation master plan.

Goal C: Housing

To promote the provision of adequate quality, quantity and mix of housing that serves the needs of the present and future populations with the amenities necessary to create a pleasant residential environment.

Objectives:

- To maintain the present high standard of housing in the community, through residential site design and a high standard of municipal servicing.
- To provide an adequate amount of land to accommodate residential development within the municipality.
- To encourage the improvement of existing sub-standard dwellings.
- To encourage a mixture of housing types within the municipality that may include affordable housing and housing for seniors.
- To encourage the development of residential infill lots within built-up areas of the community.

Goal D: Transportation

To provide a safe and efficient network of local roads that adequately serves the residents of Salmon Cove.

Objectives:

- To maintain existing municipal roads through a regular maintenance and improvement program.
- To improve the road network by connecting streets which require a second access.
- To reserve land for future access to backlands.

Goal E: Community and Social Services

To provide a range of community and social services to Salmon Cove residents.

Objectives:

- To ensure that land is reserved throughout the town for recreation, open space, and cultural land uses.
- To ensure public access to the major natural features of the planning area such as the vistas, ponds, streams, and ocean shorelines.

- To encourage the multi-functional use of existing community buildings (church, community hall, etc.).

Goal F: Environment

To encourage a community philosophy that values and protects its natural environment, and conserves, protects, and where possible, enhances important and sensitive environmental resources. To encourage the preservation of natural resources and promote the development of sustainable development activities. To protect and enhance the natural environment for its aesthetic, recreational, tourism and resource values.

Objectives:

- To identify and protect those areas of significant scenic, environmental and wildlife habitat by incorporating appropriate land use practices.
- To enhance and promote the continued improvement of the physical appearance of the town through a regular community “clean-up” program and participation in programs such as Tidy Towns.
- To discourage development in areas with slopes greater than 15 percent, recognizing that development in such areas can result in environmental damage and higher costs for servicing and maintenance.
- To maintain a minimum 15 metre buffer of land from the high water mark of ponds, lakes, streams and shorelines for conservation use.
- To ensure development in the floodway and floodway fringe receives prior approval from the Water Resources Management Division, Department of Municipal Affairs and Environment.
- To protect natural resources from degradation including water, air, soils, traditional agricultural land, forests and scenic areas.

Goal G: Municipal Finance

To manage municipal expenditures and revenues so as to provide necessary municipal services within a framework of long-term financial stability.

Objectives:

- To encourage a growth structure for Salmon Cove that will ensure orderly development, economic use of municipal services, compatibility between land uses, and retention of the attractive features of the town's setting.
- To manage municipal expenditures with restraint, aiming for maximum return on investment.
- To manage the municipal debt, considering the Town's ability to meet its expenditures over the long term.
- To encourage a more diversified economic base in order to generate more revenues through business taxes.
- To provide municipal administration and services effectively, efficiently, equitably to all residents, and within the fiscal capacity of the Town Council.

Goal H: Culture, Recreation and Open Space

To provide a range of leisure and recreation facilities that address the needs of all residents of Salmon Cove and that are within the Town's financial capabilities. To support the provision of services and facilities that enhance the personal and physical well-being of residents.

Objectives:

- To protect and develop Salmon Cove's cultural and natural heritage.
- To encourage and facilitate the provision cultural opportunities within the town.
- To facilitate and ensure that sufficient space, facilities and programs are provided to meet the year round recreational and leisure needs of Salmon Cove residents.
- To develop and maintain facilities and natural areas to accommodate a range of active and passive recreational opportunities.
- To facilitate and encourage the provision of leisure and recreation programs by community based groups that are responsive, accessible and affordable for all Salmon Cove residents.
- To encourage and support events such as summer festivals, sporting events, and other attractions.
- To encourage public participation in the future recreation planning.

4.0 Land Use Policies

This section provides the policy framework necessary to define planning for the Town of Salmon Cove in the future by translating the Goals and Objectives outlined in *Section 3: Vision, Goals and Objectives* into specific planning policies. This section, along with the accompanying Generalized Future Land Use Map, includes all policies viewed by Council as necessary to ensure the physical development of the Town is carried out in an efficient and economic manner during the Planning Period (2020-2030). These policies will be addressed through regulations set out in the Town of Salmon Cove Development Regulations, 2020-2030.

4.1 General Land Use Policies

The following policies can be categorized as general in scope and apply to all areas within the Town and the Salmon Cove Planning Area.

4.1.1 Growth Management

Policy G-1: It is a policy of Council to direct new development in accordance with the Generalized Future Land Use Map, as amended from time to time, and in accordance with the policies of this Plan. Generally speaking, new residential development will be located in areas of town that can be easily and economically serviced with municipal water. New community uses will be concentrated along Main Street East on lands designated as Public Use.

Policy G-2: It is a policy of Council to require that site plans for infill and land development meet the approval of Council. Developments shall be compatible with the existing character of surrounding buildings, and in accordance with Council's objectives and development standards for the area with respect to lot size, frontage, road width, alignment, installation of municipal services or private systems, and other matters concerning current or future public works.

4.1.2 Non-Conforming Uses

Policy G-3: It is a policy of Council, in accordance with Section 108 of the *Urban and Rural Planning Act, 2000*, to recognize that any development or land use that legally exists on the day this Plan comes into effect, may continue. Where a building or use exists which does not comply with the intent of the Plan and the designation use, it shall not be allowed to substantially expand. Minor extensions may be approved provided there will be no adverse effects on surrounding properties or the environment and a change from one non-conforming use to another more acceptable use may be permitted.

4.1.3 General Environmental Policies

Conservation values are inherent in this Municipal Plan. Priority is given to protecting sensitive areas from potential negative impacts of development and climate change. This Municipal Plan pays particular attention to protecting sensitive and scenic areas, including watercourses (rivers, streams, etc.), water bodies (lakes, ponds, etc.), coastlines, flood risk areas, and wetlands from the potentially adverse impacts of development.

Policy G-4: It is a policy of Council to encourage the preservation of natural features such as natural shorelines, wetlands, and view planes, among others, in order to preserve natural areas for future generations. New development shall be required to minimize impacts on the environment.

Policy G-5: It is a policy of Council that any development or land use activity will be separated from any water body, watercourse, tributary, wetland and coastline by a buffer, the requirements for which shall be set out in the Development Regulations. Council shall prohibit development in areas exposed to ocean surges, flooding or other significant natural dangers. Proposed development activity in the water, or within a required buffer area, will be referred to the Department of Municipal Affairs and Environment for consideration under Section 48 of the Water Resources Act.

4.1.4 Subdivision of Land Policies

The process and result of dividing a parcel of land into smaller buildable sites, streets, open space and public areas is known as the “subdivision of land.”

Policy G-6: It is a policy of Council that all proposed subdivisions of lands for development will be subject to a comprehensive evaluation and are subject to development agreements between the proponent and the Town. The extent of the evaluation will depend upon the scale of the proposed development, the environmental sensitivity of the area, and the nature of any public concerns identified. The content of this evaluation will be detailed in the Development Regulations and will include:

- (a) An investigation of all physical features of the site and the opportunities and constraints to development;
- (b) The layout of proposed lots and roads with respect to the topography and natural features of the land;
- (c) The integration of the proposed subdivision development with existing developments, roads and municipal services and the provision of future access to undeveloped backland areas;
- (d) Potential effects on environmentally sensitive resources;
- (e) Future access to undeveloped lands in the area;

- (f) Potential compatibility (or conflict) with surrounding land uses, both existing and future;
- (g) The proponent's proposal for water and sewer services and appropriate provincial permits;
- (h) The Groundwater Assessment Report as required for subdivisions of land greater than 5 lots and where onsite services are required;
- (i) The estimated long-term costs to the Town to maintain the proposed roads and water services infrastructure.

Policy G-7: Development Agreements

It is a policy of Council to require an applicant to enter into a development agreement with the Town as a condition of approval. An agreement shall be negotiated between the developer and the Municipality for financing and development of services provided to the site, constructed to municipal standards, and consistent with the policies of this Plan and the Development Regulations.

Policy G-8: Council Decision

It is a policy of Council to review each subdivision and development application on a case-by-case basis. Upon review, Council may:

- (a) Approve the development as proposed;
- (b) Approve the development with terms and conditions;
- (c) Defer a decision subject to more detailed information; or
- (d) Not approve the development if it concludes that the development is unsuitable for the location, will be prohibitively expensive to service, or will create environmental or other problems that cannot be sufficiently corrected or mitigated.

Policy G-9: Storm Water Drainage

It is a policy of Council that all development including buildings, driveways, parking areas, grading of land and excavation of drainage ditches is carried out in a manner that does not cause an excessive increase of storm water runoff affecting adjacent properties, steep or unstable slopes, nearby watercourses, and other sensitive areas.

Policy G-10: Municipal Services and Costs

It is a policy of Council that developments requiring new street extensions, municipal water and sewer services, or municipal water and onsite septic systems, and onsite water and septic systems will be constructed to standards set out in the Development Regulations and by Service NL, and shall be the financial responsibility of the developer. Ownership of new streets and service infrastructure will be required to be transferred, at no cost to the Municipality, upon satisfactory completion.

4.1.5 Transportation

Route 70, the Conception Bay Highway, connects Salmon Cove with the adjoining municipalities of Victoria and Perry's Cove. Other than Route 70, a class 2 Protected Road under the Provincial Protected Road Zoning Regulation, all roads in the town are owned, maintained and upgraded by the municipality.

The municipal road system is meant to facilitate the efficient movement of people and goods throughout the Planning Area. A hierarchical classification of roads is useful for physical planning, development control, and to establish priorities for maintenance. In this context, a division of functions among the existing and future proposed roads is necessary.

Six roads in the Town of Salmon Cove are considered collector roads, are maintained by the municipality and include:

- Main Street East
- Penny's Road
- John Williams Drive
- Old Neck Road
- Parsons Hill
- North West Brook Drive

All other roads are considered local roads.

Policy G-11: It is a policy of Council to adopt the street hierarchy: collector roads and local roads for the purpose of planning fiscal expenditures and the accommodation of certain land uses.

Policy G-12: It is a policy of Council to adopt road design and construction standards appropriate to road function and access management guidelines prepared by the Provincial Department of Transportation and Works to effectively address future development.

Policy G-13: It is a policy of Council to require that new development applications include a site plan showing how access and parking is to be arranged and that fulfillment of these plans is a condition of approval.

Policy G-14: It is a policy of Council to establish priorities for long-term road maintenance.

Policy G-15: It is a policy of Council to ensure that appropriate public road reservations are maintained to provide road connections to back-land areas with future development potential.

4.1.6 Other General Land Use Policies

Policy G-16: Easements and Emergency Access

Where land is required for utility easements or emergency access, it is a policy of Council to permit such land to be acquired for the appropriate agency in the course of approving subdivision or other development applications.

Policy G-17: Appropriate Siting of Development

It is a policy of Council that building setbacks from roads be provided in accordance with the zoning and subdivision regulations to preserve the right-of-way widths, as specified in the Development Regulations. Such setbacks should be sufficient to allow appropriate landscaping and to permit the parking and movement of vehicles clear of any road allowance.

Policy G-18: It is a policy of Council that all development must front on a publicly maintained street, unless otherwise specified in this plan.

Policy G-19: It is a policy of Council to permit development only on lands having soil and drainage conditions that are suitable for the proper siting and development of the proposed use.

Policy G-20: Public Access to Watercourses

Considering that Salmon Cove River and Salmon Cove Pond are protected watercourses under federal statutes, it is a policy of council to ensure that open public access for recreational use along these shorelines is allowed provided that access does not contravene environmental legislation and does not unreasonably affect the use and enjoyment of adjacent private lands by property owners.

Policy G-21: Archaeological Sites

It is a policy of Council to consult with the Provincial Archaeology Office, Historic Resources Division, Department of Tourism, Culture and Recreation before undertaking any municipal works or considering applications for development that are proposed to occur on known, but also not limited to known, archaeological sites within the Salmon Cove Planning Area.

Policy G-22: Sustainable Energy Development

It is a policy of Council to permit, at its discretion, the development of renewable energy facilities in the rural land use zones. Proposals for commercial and private wind energy turbines will be subject to standards set out in the Development Regulations.

Policy G-23: Home Occupations

It is a policy of Council that businesses in the form of home occupations may be considered in any residential dwelling or in an accessory building in any land use designation, where such businesses will not have negative impacts on traffic, noise, odour, lighting, or signage.

4.2 Specific Land Use Policies

The land resources of the Salmon Cove Planning Area shall be managed in accordance with the proposed land uses shown on the Generalized Future Land Use Map and the land use policies of

this Municipal Plan. Five land use designations have been determined for the municipality of Salmon Cove as described below.

Land use designations include:

- Residential (RES)
- Public Use (PUB)
- Recreation (REC)
- Conservation (CON)
- Rural (RUR)

The specific policies that apply to each of these land use designations are described in the following sections.

4.2.1 Residential Land Use Policies

General Intent

Land is designated Residential throughout the town to provide for a mix of housing types that respond to the needs of all residents. Within these lands, the principle housing type will continue to be the single-detached dwelling, but a range of housing types, densities, sizes and affordability may also be considered. Criteria for the location and establishment of residential uses are outlined in the policies of this Plan and in the Development Regulations.

The areas designated as Residential Development on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zone:

- **Residential - RES**

The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy RES-1: It is a policy of Council to permit residential uses in the form of single dwellings as the primary use within the Residential designation.

Policy RES-2: It is policy of Council to permit on a discretionary basis, double dwelling, row dwelling, apartment, mini-home or modular home as defined in Schedule A, subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy RES-3: It is a policy of Council to permit on a discretionary basis, place of worship, education, convenience store, restaurant, child care, home occupation, special care institutional, utilities, antenna, traditional agriculture, and recreation open space subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy RES-4: In evaluating proposals for new development in Residential areas, it is a policy of Council to pay particular attention to the compatibility of uses such that non-residential uses shall not create excessive noise, pollution or a hazard to adjoining properties and, if necessary, must be adequately separated and buffered from surrounding residential development in the form of side-yards, screening, or landscaping buffers.

Policy RES-5: It is a policy of Council to allow on a discretionary basis, backlot development in Residential areas where Council is satisfied that:

- (a) Municipal water and sewer services, municipal water and onsite septic systems, or onsite water and septic systems can be provided to the development;
- (b) Appropriate access is provided to the lot;
- (c) Development will not prejudice the future use of adjacent lands; and
- (d) The development is compliant with the terms and conditions outlined in Schedule C of the Development Regulations.

Policy RES-6: Notwithstanding the foregoing policies, it is a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent properties.

4.2.2 Public Use Land Use Policies

General Intent

Lands are designated Public Use in the town centre (Main Street East) to encourage development of public services that satisfy the needs of residents and visitors alike. The intent of this designation is to enable public, social and tourist services through entrepreneurial undertakings. Existing land uses in this area include municipal buildings, a church and the Loyal Orange Lodge.

The areas designated as Public Use on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zone:

- **Public Use - PUB**

The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy PUB-1: It is a policy of Council to permit public uses such as educational, cultural and civic uses (such as community hall), general assembly, medical treatment and special care, government or public offices, places of worship, recreational facilities, and discretionary uses as outlined in Schedule C of the Development Regulations.

Policy PUB-2: It is a policy of Council to permit on a discretionary basis, indoor assembly, outdoor assembly, child care and antenna, subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy PUB-3: It is a policy of Council to encourage the adaptive reuse of existing buildings for the provision of public facilities including tourism and recreation uses and services.

4.2.3 Recreation Land Use Policies

General Intent

The 21st century poses challenges for adapting and designing recreation facilities and providing recreation and leisure programs that respond to evolving community needs due to an aging population. The availability of facilities, their quality and location will determine programming options and ultimately influence participation by the town's residents. Furthermore, recreation amenities in Salmon Cove provide potential long-term opportunities to attract and capture a tourism market.

The areas designated as Recreation on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zone:

- **Recreation - REC**

The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy REC-1: It is a policy of Council to permit the following uses: recreation open space, including indoor assembly, outdoor assembly, and conservation.

Policy REC-2: It is a policy of Council to permit on a discretionary basis, cultural and civic, take-out food service, RV Park, and antenna subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy REC-3: It is a policy of Council to continue to support through financial contribution, the Recreation Committee and its mandate to plan events for the residents of Salmon Cove.

To this end Council shall:

- a. Determine a Terms of Reference for the Recreation Committee;
- b. Review its membership, from time to time, and make adjustments; and
- c. Evaluate with the Recreation Committee on a yearly basis, the outcomes of events and activities to assess and measure their impact, and consider improvements.

It is a policy of Council to ensure that all municipal parks, open spaces and recreation facilities are adequately maintained.

Policy REC-4: It is a policy of Council to continue to support the mandate of the Future Development Association. To this end Council shall:

- a. Review and amend the existing contractual arrangements with the Future Development Association on a bi-annual basis;
- b. Determine a Terms of Reference for the Future Development Association and update it as needed;
- c. Review its membership, from time to time, and make adjustments; and
- d. Evaluate on a yearly basis, the Future Development Association's budget to determine the appropriate level of funding required of Council.

Policy REC-5: It is a policy of Council to investigate and assess the tourism potential of Salmon Cove Sands, Salmon Cove River and Salmon Cove Pond to determine the feasibility and costs of promoting these assets to the tourist sector.

Policy REC-6: Council may consider an RV park, subject to terms and conditions, for the purpose of stimulating and enhancing tourism in the community where a detailed proposal is received based on a study of engineering and design standards.

Policy REC-7: It is a policy of Council to promote and encourage the rehabilitation of existing trails and the creation of new ones within the planning area boundary.

Proposal REC-1: It is a proposal of Council to commission a study of tourism and recreation assets and potential opportunities and prepare a Tourism and Recreation Master Plan for the town.

4.2.4 Conservation Land Use Policies

General Intent

The Salmon Cove Planning Area has an abundance of open space, coastal and freshwater shorelines, and walking trails. Protecting and enhancing the waterfront and beach areas associated with Salmon Cove Sands, Salmon Cove River and Salmon Cove Pond will maintain these important community assets for the future.

Lands designated as Conservation serve a variety of functions including:

- (a) Preserving important features of the natural environment and maintaining public access to them;

- (b) Acting as buffers between potentially conflicting land uses;
- (c) Ensuring public access to shorelines is maintained where possible.

The areas designated as Conservation on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zone:

- Conservation - CON

The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy CON-1: It is a policy of Council that environmentally sensitive lands or areas important for wildlife habitat are designated as Conservation and are to be left in a relatively natural state for scenic purposes, and for the protection of wetlands, waterways and coastal areas or the need to provide buffers between potentially incompatible land uses.

Policy CON-2: It is a policy of Council to permit the following uses: recreation open space and conservation.

Policy CON-3: It is a policy of Council to permit on a discretionary basis agriculture, forestry, transportation and antenna, subject to terms and conditions as outlined in Schedule C of the Development Regulations.

Policy CON-4: It is a policy of Council that any development or land use activity shall be separated from any lake, stream, river, shoreline, tributary or wetland by a 15m buffer. Council shall prohibit development in areas exposed to flooding, or other significant natural dangers. Proposed development in the water or within the required buffer area, will be referred to the Department of Municipal Affairs and Environment for consideration under Section 48, the Water Resources Act.

Policy CON-5: It is a policy of Council to not permit land or resource activities that it deems may adversely affect areas that are environmentally sensitive or are not conducive to development for aesthetic or scenic reasons. This includes steep slopes, coastal features, visible rock outcrops, wetlands, watercourses and ravines. In these areas, protection rather than development measures will take priority.

Policy CON-6: It is a policy of Council to allow, and sometimes require lands to be set aside from active development in order to protect, maintain, or improve an environmental resource or sensitive natural feature. These lands may be used for uses such as fields, walking trails, and passive recreational facilities, but shall not include structures such as buildings, or other impervious land uses.

Policy CON-7: Notwithstanding the foregoing policies, it is a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent lands.

4.2.5 Rural Land Use Policies

General Intent

Lands located outside of the built up areas of the town are designated Rural Resource. The intent of this designation is to ensure the affected lands remain undeveloped for traditional rural based purposes such as agricultural uses, forestry, wood harvesting, habitat conservation, mineral exploration and aggregate extraction. Residential encroachment into rural areas will be minimized in order to sustain resource-based activities and to reduce the loss, fragmentation and degradation of the natural environment.

The areas designated as Rural on the *Generalized Future Land Use Map*, shall be further categorized on the *Land Use Zoning Map* as the following zone:

- Rural - RUR

The detailed requirements of this zone are outlined in the Schedule C of the Development Regulations.

Policy RUR-1: It is a policy of Council to maintain and protect the Salmon Cove Pasture and the portion of the Blueberry Management Unit that are within the lands designated as Rural.

Policy RUR-2: It is a policy of Council to permit the following uses: agriculture, forestry, mineral exploration and mineral workings, cemetery, recreation open space, and conservation, provided that where necessary adequate separation is maintained between these uses and built-up areas, particularly those containing residential uses.

Policy RUR-3: It is a policy of Council to permit the following discretionary uses: single dwelling, outdoor market, outdoor assembly, animal, utilities, transportation and antenna, subject to terms and conditions outlined in Schedule C of the Development Regulations.

Policy RUR-4: It is a policy of Council to encourage conservation of natural features such as steep slopes, natural shorelines, waterbodies, watercourses, and wetlands in order to preserve natural areas for future generations.

Policy RUR-5: It is a policy of Council that the mineral workings such as extraction of aggregate shall be carried out so as to protect existing land uses, environmentally sensitive and scenic areas and outdoor recreation. To this end minimum separation distances and buffering requirements shall be implemented between mineral

explorations and mineral workings and adjacent uses such as residential uses, public roadways, watercourses, wetlands, environmentally sensitive and scenic areas and outdoor recreation uses as detailed in Schedule C of the Development Regulations.

Policy RUR-6: It is a policy of Council to not permit any residential use in mineral workings areas until extraction is complete and preliminary site restoration is carried out. As areas are mined and restored on a progressive basis, the mineral workings designation may be changed in depleted areas and those areas may then be committed to other land uses. This process is also dependent on whether adequate buffer zones can be maintained between subsequent land uses and the extraction operations.

Policy RUR-7: Notwithstanding the foregoing policies, it is a policy of Council to not issue a permit where it is of the opinion that the proposal will have an adverse or detrimental effect on adjacent lands.

5.0 Implementation

The Municipal Plan will be implemented over the next ten years through decisions of Council and government agencies that have responsibility for various aspects of development that affect the Town. Of particular importance to Council are the following:

- a) Effective administration of the Plan;
- b) The adoption of a five year capital works program, updated annually;
- c) The adoption of Deelopment Regulations;
- d) The adoption of development schemes;
- e) The procedure for considering amendments to the Plan; and
- f) Working in partnership with citizens, groups, and organization to achieve the collective goals of the community.

5.1 Administration of the Plan

For the purposes of administering the Plan, the Generalized Future Land Use map shall be read only in conjunction with the Goals, Objectives and Policies outlined in this document. All development applications shall be carefully evaluated as to their conformity to the Plan. Council shall require the full conformity of all proposals to the Plan.

The boundaries of land use designations shown on the Generalized Future Land Use Map are meant to be general, except where they coincide with roads or other prominent physical features, where they are intended to define the exact limits. It is intended that no amendment of this Plan shall be required to permit minor adjustments to these boundaries. Other than such minor changes, no development shall be permitted that does not conform to this Plan.

Once conformity to the Plan has been established, Council will ensure that all development proposals are given a comprehensive review that shall include circulation to all affected public departments and agencies. Council's final decisions will be based on the desire to guide the development of Salmon Cove in the best long-term interests of its citizens.

All persons wishing to develop land for any purpose within the Salmon Cove Municipal Planning Area shall apply to Council for permission through the established procedure. Council may refuse or approve applications, with or without conditions. The appeal of all Council decisions to the appropriate Appeal Board will be permitted in accordance with the Part VI of the *Urban and Rural Planning Act, 2000*.

Before major land developments within the Planning Area are approved, a development agreement may be required and will be signed by both the developer and Council. This agreement shall establish the conditions under which development may proceed and shall be binding to both parties. Conditions governing development attached to the development permit and shall be enforced.

Nothing in this Plan shall affect the continuance of land uses that are lawfully established on the date that the Plan comes into effect.

5.2 Financial Evaluation for Municipal Capital Works Projects

In order to suitably implement the goals and objectives of the Plan, an annual public works program will be adopted and implemented by Council. This will include a financial overview and preparation of a *Financial Evaluation for Municipal Capital Works Projects* which outlines proposed capital works to be undertaken by Council subject to the availability of government funding. The Evaluation will include a five-year program of works to be undertaken as required under the *Municipalities Act*.

The proposed capital works budget is intended to maintain existing municipal infrastructure in the community and provide the same level of services to residents. In its 2019 budget Council will determine where potential changes or upgrades are required. Council's obligations are with respect to protective services, transportation services, environmental health, planning and development, and recreational and cultural services. Salmon Cove's Municipal Budget for 2019 is expected to be approved at the June 2019.

In its **Proposed 2019 Municipal Capital Works Projects** (see Table on following page) Council wishes to continue its program of infrastructure improvements to its water and sewer system for the next 5 year period to provide these services to all residents.

In addition to these commitments, Council wishes to explore the improvement of recreation assets for residents that will also enhance tourism creating entrepreneurial and economic opportunities in the future. In the short term, priority will be given to infrastructure improvements of Salmon Cove Sands and the Trail of Eagles Hiking Trail. Council has identified various necessary upgrades to these assets, however, an on-site review with an appropriate contractor (construction company, landscape architect, or architect) is required in order to identify the magnitude of the repairs required, an estimated cost of repairs and timeframe for their implementation. This will allow Council to address these repairs in its yearly budget(s). The adoption of a Vending Regulation (as allowed under the *Municipalities Act*) will enable activities such as food trucks, café, ice cream stand (and the like) to operate at Salmon Cove Sands and other locations.

Public consultations and discussions with Council revealed the community's interest in additional recreation opportunities for residents that may also facilitate tourism development and economic benefits for the town. These longer term projects include Salmon Cove Pond to

create recreation access for residents, and investigating the potential to create an RV camp ground. It is recommended that Council undertake a *Recreation and Tourism Master Plan* that will explore the use of recreation assets as tourist attractions, recommend improvements related to access, use and design, signage, identify a suitable location for a RV campground and create a concept plan(s) and layout for the RV camping park, determine an *order of magnitude opinion of probable costs*, phasing of construction work, and propose a mechanism for governance of the RV camping park and long term sustainability. The suggested priority for this study is upon the completion of necessary repairs to Salmon Cove Sands and the Trail of Eagle Hiking Trail. Council may also wish to investigate the availability of provincial gas tax funds for this project.

The following table identifies priority municipal works, projects and studies that have been identified to implement the Plan over the Planning Period. Projects should be pursued with due consideration of the financial position of the Town, its revenue sources, borrowing capabilities and available funding opportunities.

Proposed 2019 Salmon Cove Municipal Capital Works Projects

PRIORITY	PROJECT	TOTAL ESTIMATED COST
1. RECURRING MUNICIPAL MAINTENANCE & UPGRADES	PROTECTIVE SERVICES	\$ 18,087
	TRANSPORTATION	\$ 68,500
	ENVIRONMENT	\$130,000
	PLANNING/DEVELOPMENT & RECREATION/CULTURE	\$ 22,000
		\$238,587 ^{1.}
2. INFRASTRUCTURE UPGRADES	WATER AND SEWER INFRASTRUCTURE	TO BE DETERMINED ^{2.}
3. EXTRA REPAIRS & UPGRADES	SALMON COVE SANDS	TO BE DETERMINED ^{3.}
	-Washroom renovations or replacement - change rooms - picnic tables, garbage cans, signage -location for vending truck(s) -small craft launch (kayaks, canoes) -miscellaneous	Consult with appropriate contractor to determine scope of work and costs
4. EXTRA REPAIRS & UPGRADES	TRAIL OF EAGLES HIKING TRAIL	TO BE DETERMINED ^{4.}
	-Replace/repair board walks -benches, garbage cans, signage -trail upgrades -vegetation cutting & pruning -miscellaneous	Consult with appropriate contractor to determine scope of work and costs

5. PREPARE/ADOPT REGULATION	VENDING REGULATION – MUNICIPALITIES ACT	\$1,200 + HST ^{5.}
	To enable operation of food trucks, coffee shop, etc.	Investigate Potential Gas Tax funding
6. PREPARE & ADOPT	RECREATION and TOURISM MASTER PLAN	\$35,000 \$45,000 + HST ^{6.}
	Explore viability of public use of Salmon Cove Pond, creation of RV Campground & other tourism assets	Investigate Potential Gas Tax funding
<ol style="list-style-type: none"> 1. 2019 Municipal Budget to be approved 2. To be determined as part of Council budget preparation process 3. To be determined in discussions with appropriate contractor 4. To be determined in discussions with appropriate contractor 5. Investigate potential of Gas Tax funding for projects listed 6. Investigate potential of Gas Tax funding for projects listed 		

Council's ability to undertake major public works during the Planning Period will depend largely on its financial management program. Overall, the objective will be to minimize the increase in municipal debt load and to economize on project costs where possible.

The following are regarded as important components of a financial management program for the municipality:

- (a) All proposed public works, which qualify for assistance from the provincial or federal governments, should be financed on this basis. This shall include cost sharing programs with the provincial government and grants.
- (b) Funds raised by the municipality to undertake public works shall be obtained from local revenues where possible. The principle source from which funds could be realized for this purpose is new development. Minor public works in particular should be financed from current accounts where possible.
- (c) Mill rates and service fees shall be managed during the Planning Period to keep pace with inflation and to ensure that an acceptable level of municipal services can be achieved.
- (d) Additional borrowing to undertake major public works shall preferably be on the basis of government guaranteed loans.
- (e) Annual locally generated revenue shall be applied against the municipality's long-term debt. Payments shall be in keeping with the policy of the Department of Municipal Affairs and Environment agreement between the Town and Department.

- (f) For subdivision development, Council shall pursue a break-even policy for development that will require the developer to pay for the installation of all services to municipal standards.

5.3 Development Regulations

Once this Municipal Plan has been adopted, Council will proceed to adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act, 2000*.

The regulations will be drawn up so as to implement the Goals, Objectives and Land Use Policies of the Municipal Plan. The document will contain general land use and subdivision regulations designed to control all land subdivision and development within the Salmon Cove Municipal Planning Area

All land within the Planning Area will be covered by land use zones (residential, commercial, etc.) which will provide for such detailed requirements as lots size and coverage, building setbacks and parking regulations.

Council may refuse or approve applications, with or without conditions. Decisions of Council made according to the provisions of this Plan and the accompanying Development Regulations may be appealed to the appropriate Appeal Board established under Part VI of the *Urban and Rural Planning Act, 2000*.

5.4 Procedures for Amending the Municipal Plan

The administration and implementation of a Municipal Plan is a continuous process. During the planning period, conditions in the town may change, and where necessary, amendments to the Municipal Plan may be undertaken as per Sections 14 to 25 of the *Urban and Rural Planning Act, 2000* and adopted by Council.

In accordance with Section 27 of the Act, Council will charge a proportion of the cost of carrying out an amendment to the person or association of persons, who request and amendment. The proportion to be charged will be set by Council as part of its annual budget process in setting its Schedule of Rates and Fees. The costs may include, but are not limited to, research, and preparation of amendments, public notice and consultation, administrative processing costs, and the costs associated with a Public Hearing.

Any such amendment will be read with and form part of this Plan. After five years from the date on which this Plan comes into effect, Council shall review the Plan and revise it if necessary. Any revision should take account of development that can be foreseen during the following ten years. Amendment and review of the Plan shall be carried out in the same manner as this Plan was brought into effect.

5.5 Procedure for Considering Re-Zonings

Development Regulations can be changed through text amendments (the addition of a permitted use within a use zone, additions to or changes in a condition, or a change in definition) or through map amendments (a change to the zoning map) as per Sections 14 -25 of the Act. The consideration of any proposals to amend the Development Regulations, Council shall require a clear proposal to be submitted that shows:

- (a) The location of the subject property, to scale, showing lot dimensions, area, street frontages;
- (b) The proposed means by which the site is/will be serviced;
- (c) The proposed location of all driveways and parking areas;
- (d) Areas that are to be landscaped or left in a natural state;
- (e) The proposed location of all buildings on a site;
- (f) Identification of adjoining land uses; natural hazards; or sensitive natural areas; and
- (g) The identification by a qualified consultant, of steep slopes and construction methods that will be employed to ameliorate potential negative or hazardous effects of the proposed development.

When considering proposals for developments that necessitate amendments to the Development Regulations, Council shall give regard to the goals, objectives, policies and programs outlined in this Municipal Plan, and whether or not the proposal is in conformance with the intent of the Municipal Plan, Development Regulations and all other Town policies and regulations.

Appendix A: Home Occupations in 2018

Home Occupations in Salmon Cove	
Construction/Excavation	
Rose's Excavating	Bayshore Enterprise Ltd.
Slades Pondview Enterprises Ltd.	
Repairs	
Lockyear Repairs	
Dog Grooming	
Muddy Paws	Best Paw Forward
Beauty	
Total Image	Lavish Spa & Skin Care Centre
Salon By the Sea	Carolyn's Nails
Paula's Beauty Salon	
Miscellaneous	
Jem Signs	Carl's Auto Body
BMS Extinguishers	The Fabric Patch

