

# **RM OF WHISKA CREEK No. 106**

# Official Community Plan Bylaw No. 196-2022

- 1. Pursuant to Sections 29 and 32 of *The Planning and Development Act, 2007*, the Council of the RM of Whiska Creek No. 106 hereby adopts the Official Community Plan, identified as Schedule "A" to this Bylaw.
- 2. The Reeve and Administrator are hereby authorized to sign and seal Schedule "A" which is attached to and forms part of this Bylaw.
- **3.** This Bylaw shall come into force on the date of final approval by the Minister of Government Relations.

Read a First Time the	3 RD	day of OCTOBER		2022	_
Read a Second Time the	1774	day of JANUARY	_ r.	2023	_
Read a Third Time and Adopted the	17TH	day of JANUARY	_ ′-	2023	

Reeve Reeve Administrator



Certified a True Copy of the Bylaw adopted by Resolution of Council

on the 17th day of JANUARY 2023



# RM OF WHISKA CREEK No. 106

# **OFFICIAL COMMUNITY PLAN**

SCHEDULE "A" TO BYLAW No. 196-2022 NOVEMBER 2022

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## 1.0 INTRODUCTION

This section explains the purpose of this document, how it was created, how it is organized and how it is intended to be used.

#### 1.1 **PURPOSE & AUTHORITY OF THE OCP**

In accordance with Sections 29 and 32 of The Planning and Development Act, 2007 (The Act), the RM of Whiska Creek No. 106 Council has prepared and adopted this Official Community Plan (OCP) to provide strategic direction for managing the short, immediate, and long term growth and development in the municipality. The OCP will be primarily implemented by the corresponding Zoning Bylaw, as well as other policies, procedures, and future projects outlined herein.

#### WHAT IS AN OCP? 1.2

The OCP is a comprehensive policy document that establishes the RM's vision for the future and a framework for the physical, economic, environmental, social, and cultural development of the municipality. In this sense, it is a tool to guide decision making and administrative procedures. All other related RM policies, standards, and bylaws should reflect the direction of the OCP. Should there be any direct conflict with another RM policy or bylaw, then the position that aligns best with the OCP will prevail. The OCP must also be consistent with The Statements of Provincial Interest Regulations (SPIs) and all other provincial land use policies.

#### 1.3 THE OCP CREATION PROCESS

As summarized in FIGURE 1 below, the creation of the OCP was divided into three phases involving substantial research, analysis, stakeholder and public consultation, and testing of various policy options. It is important to note that the creation and adoption of the OCP is but the first step towards achieving the RM's vision and goals for the future. Implementation of the OCP will require ongoing commitment by RM Council, administration, stakeholders and the community.

#### FIGURE 1. THE OCP CREATION PROCESS



#### ORGANIZATION OF THE OCP

The OCP is composed of five major sections:

- **Section 1.0** includes important information on what an OCP is for and how to use it.
- **Section 2.0** provides background information and context on the RM.
- **Section 3.0** provides the foundation of the OCP: the RM's Vision and Principles.
- Section 4.0 contains the planning objectives and policies that apply to the entire RM or to specific Land Use Policy Areas that are demonstrated on the Land Use Map (Exhibit A).
- Section 5.0 contains the procedures and tools for administering, monitoring, and implementing the OCP.

#### 1.5 **HOW TO USE THE OCP**

For any OCP to be effective, it must be easy to comprehend and navigate. The following is a general guide intended to assist the reader in using the OCP in relation to a proposed project, amendment, or other development issue:

- Step 1: Review the Land Use Map to determine the characteristics of the subject land and the surrounding area.
- Step 2: Review the objectives and policies in Section 4.0 that apply to the subject land and the proposed development and use.
- Step 3: Evaluate whether the proposed development and use conforms to the intent of the OCP Vision, Principles, Objectives and Policies, or whether an OCP amendment would be necessary in accordance with **Section 5.6.2**.

Generally, the OCP's Vision, Principles, Objectives, and Policies can be interpreted as follows:

- Vision: the ambitious, yet achievable, long-term target state for the RM as formulated by the Council and the community's input.
- **Principles:** the broader community planning goals for the RM.
- **Objectives:** more specific goals to address or mitigate ongoing or potential issues.
- **Policies:** statements that are either rules or direct actions intended to achieve the objectives. When preceding a policy statement or encountered elsewhere in this Plan, the following words are to mean:
  - o 'Shall' or 'Will' are operative words which means the action is obligatory.
  - o 'Should' is an operative word which means that in order to achieve plan objectives, it is strongly advised that the action be taken.
  - o 'May' is an operative word meaning a choice is available, with no particular direction or guidance intended.

#### **DEFINITIONS**

The definitions contained in the RM of Whiska Creek No. 106 Zoning Bylaw No. 197-2022 shall apply to this OCP.

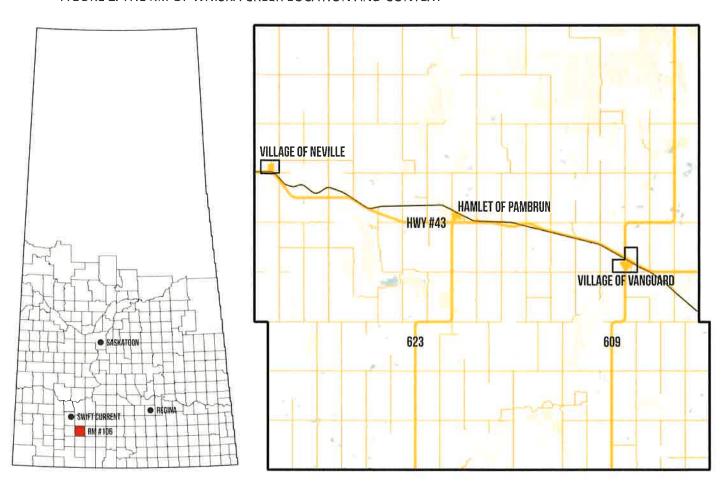
## 2.0 BACKGROUND

This section provides background information on the RM, as well as the process for creating the OCP and the major issues it intends to address. For additional background information, refer to the corresponding Background Report.

#### 2.1 **ABOUT THE RM**

Located on traditional lands, referred to as Treaty 4 territory, the original lands of the Cree, Ojibwe, Saulteaux, Dakota, Nakota, Lakota, and on the homeland of the Métis Nation, the RM encompasses 852 km<sup>2</sup> of expansive rural tracts and scenic southern prairie landscapes in southwest Saskatchewan. It is approximately 45 km to the southeast of Swift Current, the region's primary service centre. As shown in FIGURE 2, the RM is bisected by Highway #43, which runs through the RM's three urban areas from west to east: the Village of Neville; the Hamlet of Pambrun, home of the Millar College of the Bible Pambrun campus; and the Village of Vanguard. The Vanguard Subdivision railway of the Great Western Railway network also runs parallel to the highway through the RM. There are no other settlement centres in the RM and no First Nation reserve lands are located within the RM boundaries.

FIGURE 2. THE RM OF WHISKA CREEK LOCATION AND CONTEXT



According to the 2016 Census, the population of the RM is 465 people, a 34 person or 6.8% overall decrease since 2011. Meanwhile, the Villages of Vanguard and Neville had a 2016 population of 134 and 87 people respectively. Agriculture is and will continue to be the primary sector within the RM. For example, there is a grain and pulse buyer south of Pambrun and an exporter at Neville. The energy and resources sector is also present with a number of natural gas wells and a compressor station on the southwest side of the RM. Established in 1932, the Millar College of the Bible in Pambrun has been and will continue to be an important institution and employer within the region. In addition to emphasizing the efficient delivery of services, as well as collaboration with regional partners and senior governments, the retention and growth of these sectors will be critical for the RM to withstand further population decline.

#### 2.3 **KEY FINDINGS & CONSIDERATIONS**

### 2.3.1 Key Findings from the Background Report

- The median population age is 29.2 years old, which is substantially younger than the provincial median of 37.8 years old. This is likely attributed to the student population at Millar College.
- The average household size is 2.7 people compared to the Provincial average of 2.5.
- Among the 115 private dwellings in the RM, there are five rowhouses while the rest are singled-detached homes. Ten (10) others are considered moveable dwellings.
- At 29% of the workforce, agriculture employs the most people in the RM. However, there is a greater distribution of workers in other industries when compared to other RMs. For example, nearly as many people in the RM work in education services.
- Agriculture is also the most predominant land use. Over 77% of all land use in the RM is devoted to crops while most of the remaining land is devoted to natural (11.2%) and tame/seeded (6.9%) pasture lands.
- The 2016 Census of Agriculture identified a total of 89 farms in the RM, with 73% (65) of them devoted to grain farming including 32 for dry pea and bean farming, 14 for wheat farming, and 16 for other crops. Meanwhile, there are 16 farms devoted to beef cattle ranching and farming.
- Land ownership in the RM can generally be broken down into the following categories: private lands, municipal lands, crown land, and crown lease land.
- Other special designations include lands under The Wildlife Habitat Protection Act (WHPA), the Fish and Wildlife Development Fund, and the Water Security Agency.
- There are two hutterite colonies in the RM, the Spring Lake Colony in the northwest of the RM and the Vanguard Colony in the southwest, each of whom have been approved for intensive livestock operations permits for beef, dairy, poultry and hog operations.
- Most of the RM is within a large natural gas pool. The Ministry of Energy's Resource Map of Saskatchewan also identifies the presence of gold and helium resource potential.
- The RM also has 4 active gravel pits, as well as others that are depleted or undeveloped.
- The RM is located within the Old Wives Lake Watershed. The two most significant watercourses within the RM are Notukeu Creek and Russell Creek. According to the WSA, any areas in proximity to both creeks and any other low-lying areas are susceptible to flooding.
- The RM is located within the Mixed Grassland Ecoregion of the Prairie Ecozone. In their original or natural state, these native grasslands are one of the most biodiverse ecosystems on the planet, providing habitats for diverse plants and wildlife. However, only approximately 14%-21% of these native grasslands remain according to various estimates.

### 2.3.2 Considerations

When it comes to planning for the future of the RM, the Administrator and Council identified a number of important local issues, including, but not limited to:

- Updating policies and regulations to align with latest Provincial legislation.
- Simplifying administrative procedures and avoiding unnecessary regulatory barriers.
- Promoting economic development and population retention.
- Preserving and enhancing agricultural productivity.
- Protecting the environment and responsibly managing natural resources.
- Focusing on the delivery of infrastructure and services.
- Preparing for the potential integration of renewable energy production operations including wind farms and solar power plants.
- The potential establishment and expansion of communal settlements.
- The trend towards larger farm operations and intensive livestock operations.

## 3.0 PLAN VISION & PRINCIPLES

The OCP Vision and Principles were developed with feedback from Council and the community and are based on the RM's aspirations for the future.

#### 3.1 VISION

The RM of Whiska Creek is a region of Southwestern Saskatchewan full of productive agricultural lands that support strong family farms, vibrant local amenities, and viable communities. Its people are welcoming, friendly and are committed to the land and to helping each other.

#### 3.2 **PRINCIPLES**

#### .1 Establish Fair and Clear Rules

Provide residents, landowners, and organizations with clear, consistent, and flexible (when appropriate) policies and processes for guiding development across the RM that are in alignment with the OCP Vision, Principles, and Objectives.

### .2 Preserve and Enhance Agriculture

Prioritize the success of the agriculture sector, including strong family farms by protecting productive soils and pasture land from incompatible development, and by supporting valueadded agribusiness initiatives and the adoption of renewable energy systems, as well as others forms of diversification.

#### .3 Promote Sustainable Economic Development

In addition to growing the agricultural and resources sector, the OCP will encourage compatible commercial and industrial development, as well as farm and home-based businesses within the region that enhance services and amenities, provide employment opportunities and contribute to tax revenues.

#### .4 Protect Natural Beauty, Ecology, and Resources

The RM's greatest resource is its natural environment. The RM will collaborate with the Province and other organizations to protect the quality and health of groundwater and surface waterbodies, preserve native plants and wildlife, reduce GHG emissions, and responsibly manage mineral resources.

### .5 Create a Healthy, Safe, and Friendly Region

Encourage land uses and development patterns that contribute positively to the physical, mental, social, economic, and environmental health and well-being of the RM. The RM must be safe, accessible, and equitable for residents of all ages and backgrounds.

#### .6 Provide Places to Call Home

Support housing options for people of all life stages within the Hamlet of Whiska Creek and provide limited opportunities for residential development in rural areas that are planned and designed in an economically and environmentally responsible manner.

### .7 Provide Places to Play

Preserve, enhance and expand facilities, open spaces, and natural areas for recreation and the leisurely enjoyment of community members and visitors.

### .8 Deliver Efficient and High Quality Services and Infrastructure

OCP success depends on the efficient delivery of safe and effective municipal services and of physical and social infrastructure. At the same time, the cost of constructing and maintaining the associated infrastructure must be considered, as to ensure it is economically viable.

### .9 Partner with Neighbours + Senior Governments

Implementation of the OCP will rely on growing partnerships within communities and with neighbouring municipalities, higher levels of government, First Nations and Métis communities, and other organizations on investments in infrastructure, services delivery, and opportunities for economic, social, and cultural development.

## .10 Strengthen Participation and Community Consultation

Foster community pride and encourage widespread participation in planning processes so all members of the community have the opportunity to provide their input into important decisions for the future of the RM.

# 4.0 OBJECTIVES & POLICIES

This section contains the objectives and policies that will guide the physical, economic, environmental, social, and cultural development of the RM.

#### **AGRICULTURE** 4.1

Crop growing, followed by ranching, is and will continue to be the primary economic sectors and land use within the RM. The RM will encourage the retention of high quality and existing crop and pasture land in larger parcels and avoid the fragmentation of productive land for speculative purposes. The following objectives and policies are intended to support viable farm operations, strong rural communities, and a productive economy.

### 4.1.1 Objectives

- (1) To ensure agriculture retains its prominence within the RM while supporting opportunities for diversification and value-added production.
- (2) To preserve productive agricultural land and to discourage fragmentation of large agricultural parcels.
- (3) To allow for intensive forms of agriculture and livestock operations according to Provincial regulations that do not jeopardize surrounding agricultural activity or pose significant environmental or health concerns.
- (4) To allow limited residential and commercial development in appropriate areas in accordance with this OCP.
- **(5)** To allow for the responsible exploration and extraction of resources.

#### 4.1.2 Policies

- (1) As demonstrated on the Land Use Map, agricultural will continue to be the primary land use within the RM.
- (2) Agriculture activities such as grazing, non-intensive livestock operations, field crops, and other similar uses shall not be restricted within existing agricultural areas.
- (3) The Zoning Bylaw will include an Agricultural-Resource Zoning District that allows a range of agricultural uses that support the enhanced productivity and diversification of the rural economy.
- (4) To minimize the fragmentation of agricultural land, the subdivision of land outside the Hamlet of Pambrun and Urban Transition Areas into parcels smaller than a quarter section may only be approved if the proposed subdivision and use:
  - a. Complies with this OCP and the Zoning Bylaw;
  - b. Is designed to minimize the removal of productive agricultural land;
  - c. Will not unduly interfere with existing agricultural operations;
  - **d.** Has or will have direct access to a developed road; and
  - e. Will not hinder the efficient delivery of existing or future roads, infrastructure, and services.
- (5) Existing agricultural operations shall be protected from development that may unduly interfere with their continued operation.
- (6) Resource exploration and development shall comply with Section 4.2.2(8) and all regulations and standards in the Zoning Bylaw.

- (7) Residential and Commercial development within agriculture areas shall comply with Sections 4.4 and 4.5 of this OCP and all regulations and standards in the Zoning Bylaw.
- (8) Communal settlements should be allowed to be established and proceed with their way of life provided they do not contravene the objectives and policies of this OCP, including those pertaining to livestock operations in Section 4.1.2(9) below. However, this does not exempt communal settlements from the requirement to obtain development permits and building permits in accordance with the Zoning Bylaw. Proponents intending to establish a communal settlement are encouraged to consult with the RM prior to the submission of any development application.

### (9) Intensive Livestock Operations (ILOs)

- a. New ILOs including feedlots and poultry operations that qualify as intensive livestock operations as defined by The Agricultural Operations Act, excluding the temporary confinement of animals over winter, shall be a Discretionary Use in the Agricultural-Resource Zoning District.
- b. The Zoning Bylaw shall include the minimum separation distances between ILOs and to other land uses.
- c. The RM shall support the development and operation of ILOs provided there is an absence or adequate mitigation of any land use conflicts and environmental concerns.
- **d.** Any development permit application for a new or expanding livestock operation shall be accompanied by the following information:
  - A detailed description of the proposed livestock operation including the number and type of animal units;
  - A site plan showing the location of housing, storage and other facilities relative to the boundaries of the site; and
  - iii. The servicing needs;
- The RM shall encourage developers of ILOs to conduct meaningful and transparent consultation with affected landowners and stakeholders.
- Any new or expanding livestock operation shall be subject to The Agricultural Operations Act and The Agricultural Operations Regulations, including the requirement, if necessary, to obtain the appropriate approvals from the Ministry of Agriculture.

#### 4.2 NATURAL AREAS & ENVIRONMENTAL MANAGEMENT

The RM's environment and natural landscapes are its most important asset. The intent of the following objectives and policies are to ensure that areas of significant ecological value are conserved and that the land, water, and air are protected from degradation.

### 4.2.1 Objectives

- (1) To encourage development practices that can be sustained by the environment without significant pollution, nuisance, or damage to environmental resources.
- (2) To protect ecological resources such as native grasslands, wildlife habitats, and critical water resources including both surface and groundwater resources.
- (3) To work with municipal, provincial and federal governments, private agencies, conservation groups, and property owners to promote healthy, safe, and environmentally responsible use of land in the RM.
- (4) To practice better environmental stewardship while considering ways to become more adaptive and resilient in response to potential impacts of climate change.
- (5) To encourage renewable energy development and manage non-renewable resources responsibly.

#### 4.2.2 Policies

- (1) Protect environmentally-sensitive lands that are known to have particular ecological value including those adjacent to watercourses and water bodies, and those identified on the Land Use Map as:
  - a. Fish and Wildlife Development Fund Land;
  - b. Lands dedicated under The Wildlife Habitat Protection Act (WHPA); and
  - c. Water Security Agency Land;
- (2) The Zoning Bylaw will include an Environmental Conservation Zoning District that may be applied to environmentally sensitive lands to protect them from incompatible development.
- (3) In accordance with Section 5.2.2, Council may dedicate lands as Environmental Reserve to protect riparian areas, native grasslands, wildlife habitats, or other environmentally sensitive areas.

#### (4) Environmental and Ecological Conservation

- a. The RM should consult with governments, private agencies, and conservation groups to identify and conserve ecologically valuable and environmentally sensitive lands.
- b. No development shall hinder the ecological value, integrity and management of environmental resources within the RM.
- c. The RM may require a technical study to be completed in support of any development application in accordance with Section 5.2.6 to ensure ecologically valuable and environmentally sensitive lands are conserved.

#### (5) Surface and Groundwater Protection

- a. The RM should consult with the Water Security Agency and any other appropriate regional, provincial, and federal agencies to preserve and enhance water quality and quantity.
- **b.** Support the implementation and evolution of the *Old Wives Lake Watershed Plan*.

- No development shall deplete or pollute surface or groundwater resources within the RM.
- **d.** The RM may require a technical study to be completed in support of any development application in accordance with **Section 5.2.6** to ensure surface and groundwater resources are not depleted or polluted.

#### (6) Drainage

- a. Adequate surface water drainage will be required throughout the RM to avoid flooding, erosion, and polluting of water resources.
- b. The alteration of natural drainage courses shall be prohibited without the approval of the Water Security Agency, Ministry of Environment, and the RM.
- **c.** All agricultural drainage works require approval from the Water Security Agency.
- **d.** The RM may require a drainage or grading plan to be completed in support of any development application in accordance with **Section 5.2.6** to ensure there is adequate surface drainage.

#### (7) Environmental Stewardship and Climate Change Adaptation

- a. The RM should consider ways to reduce the environmental footprint of all their facilities, services, and operations.
- b. Encourage public and private investment in sustainable development and technologies that conserve and/or produce energy including alternative energy systems such as solar, wind, or geothermal.
- c. Acknowledge and initiate preparations for the impacts of climate change and extreme weather events on the RM and its residents, including during the planning and locating of public works.
- **d.** Consider community and regional fire protection measures such as emergency escape routes, firebreaks, and emergency services adjacent to areas at risk of wildfire.

#### (8) Resource Exploration & Development (oil & gas, sand & gravel, minerals) Policies:

- a. Resource exploration and development shall be a Permitted Use in the Agricultural-Resource Zoning District and a Discretionary Use in the Environmental Conservation Zoning District.
- **b.** The RM shall support the responsible exploration and development of resources provided there is an absence or adequate mitigation of any land use conflicts and environmental concerns.
- c. The RM shall encourage developers of resource exploration and development operations to conduct meaningful and transparent consultation with affected landowners and stakeholders.
- d. Any new or expanding resource exploration and development operations shall be subject to the relevant Provincial Acts and Regulations, including the requirement, if necessary, to obtain the appropriate approvals from the Ministry of Environment or Ministry of Energy and Resources.

#### 4.3 **HAZARDOUS USES & LANDS**

The following objectives and policies are intended to ensure that the RM's people and environment are protected from hazardous uses and lands.

### 4.3.1 Objectives

- (1) To prevent adverse, nuisance, and noxious impacts of incompatible land uses and development.
- (2) To ensure inappropriate development does not occur in hazard areas, such as unstable or flood prone land, unless adequate mitigation measures are taken to reduce the risk to an acceptable level where the land is capable to safely support the proposed development.
- (3) To promote safe development in proximity to highways and railways.

#### 4.3.2 Policies

- (1) The RM shall discourage residential development within 457 metres of land used or authorized for use as a sewage treatment plant of sewage lagoon in accordance with The Subdivision Regulations, 2014.
- (2) No development should be allowed within 125 metres of an existing, proposed, abandoned, or reclaimed oil or gas well or facility in accordance with *The Subdivision* Regulations, 2014.
- (3) The RM shall require the assessment of potentially hazardous or contaminated sites, and if necessary, require action to mitigate or remediate the site to an acceptable and safe standard.

#### (4) Hazardous Uses

- a. Development that involves the production, handling, or storage of hazardous material should be adequately and safely contained or separated from areas and buildings used for human occupation.
- **b.** Development that involves the potential for hazardous discharges into the air, soil, or water should require a mitigation and containment plan that protects the health and well-being of people and the environment.

### (5) Flooding, Slumping, and Slope Instability

- a. Hazardous lands subject to erosion, landslides, subsidence, or flooding such as those demonstrated on the **Topography Map** (Exhibit B) that are in close proximity to Russell or Notukeu Creek and any low-lying areas, which should generally be left in its natural state unless developed for low intensity uses such as open space recreation, grazing, and forestry.
- b. Development of new buildings or additions to buildings within the floodway of the 1:500 year flood elevation of Russell Creek, Notukeu Creek, or any other watercourse or water body shall be prohibited. Flood proofing of new development to an elevation of, at minimum, 0.5 metres above the 1:500 year flood elevation shall be required.
- c. The Water Security Agency will be the primary source for technical advice in determining whether a proposed development may be prone to flooding issues, including whether the land is located within the 1:500 year flood elevation of any watercourse or water body, and whether mitigation strategies or flood-proofing are required.

d. Any proposed development on potentially hazardous lands should require a technical study to be completed in accordance with Section 5.2.6. Said studies shall address means to eliminate or reduce risks to acceptable standards, as determined by the RM and the appropriate Government Ministry or Agency.

#### (6) Development in Proximity to Highways and Railways

- a. Development setbacks from Provincial Highways and the Railway shall be established through consultation with the Ministry of Highways and Infrastructure (MHI) and the Railway company.
- b. In order to reduce potential land use conflicts, maintain public safety, and provide adequate protection of road and rail infrastructure, the RM shall consult with MHI and/or the Railway company when either of the following is proposed:
  - New subdivision or development is proposed in proximity to a Provincial Highway or the Railway;
  - New, expanded, or modified rail facilities; ii.
  - New road / rail crossings including underground services or utilities;
- The RM shall consult the Federation of Canadian Municipalities (FCM) and the Railway Association of Canada Guidelines for New Development in Proximity to Railway Operations (2013) and any other relevant regulations or guidelines for governing development adjacent to railways.

### (7) Development in Proximity to Pipelines and Transmission Lines

- a. Developers shall be required to identify the location of any nearby pipelines or related facilities.
- **b.** Developers shall be required to comply with any restrictions or requirements related to the use of lands adjacent to pipelines, transmission lines, or any other major linear utilities, or related facility.

#### 4.4 RESIDENTIAL DEVELOPMENT

Residential development within the RM is within the Hamlet of Pambrun or is otherwise limited to farmsteads in rural areas. The objectives and policies that follow are intended to direct the majority of residential development to the *Urban Areas* and *Urban Transition Areas* while providing opportunities for responsible residential development in appropriate rural locations that support agricultural activities.

### 4.4.1 Objectives

- (1) To continue to allow farmsteads and farm-related housing in rural areas that support the productivity of agricultural operations.
- (2) To direct the majority of non-farm residential development to presently vacant or underutilized land within already serviced lands within the *Urban Areas*.
- (3) To accommodate limited non-farm dwellings in *Urban Transition Areas* and rural areas that do not supersede or conflict with the agricultural function of the RM.
- (4) To minimize conflict between residential development and non-residential land uses.
- **(5)** To ensure that residential development can be suitably and sustainably serviced.

### 4.4.2 Policies

- (1) The Zoning Bylaw shall regulate the standards and intensity of all forms of residential development throughout the RM, including within the *Hamlet of Pambrun*.
- (2) Residential development shall be located and designed to minimize land use conflicts, and to reduce servicing and infrastructure capital and maintenance costs.
- (3) One (1) farm dwelling shall be permitted in association with an agricultural operation, while additional farm-related dwellings may be permitted, at Council's discretion, if legitimately accessory to the agricultural operation. The approval of additional farm dwellings shall not be construed, in any way, as consent or approval for future subdivision.
- (4) Subdivision of the initial farm dwelling shall be permitted provided that it complies with the regulations and standards of the Zoning Bylaw.
- (5) Including the initial farm dwelling, a maximum subdivision of two (2) sites for non-farm dwellings per quarter section may be approved provided that it complies with the regulations and standards of the Zoning Bylaw.
- (6) Although non-farm residential development is encouraged to locate within Urban Areas and *Urban Transition Areas*, the Zoning Bylaw shall provide opportunities for subdivisions with three (3) or more sites for non-farm dwellings per quarter section through a rezoning to the Rural Residential Zoning District.

#### (7) Urban Areas and Urban Transition Areas Residential Policies

- **a.** The Zoning Bylaw shall contain a specific Zoning District for the *Hamlet of Pambrun* that accommodates a wide range of compatible uses.
- Development priority shall be given to vacant and underutilized land within the Hamlet of Pambrun and the Villages of Vanguard and Neville. In particular, preference shall be given to lands currently serviced by municipal water and wastewater systems.

- New residential subdivisions should occur in a generally contiguous manner in locations where municipal services can be economically extended to without causing prohibitive immediate or future costs to the RM or the Villages of Vanguard and Neville.
- d. New residential subdivisions in and adjacent to the Hamlet of Pambrun shall be sufficiently connected to adjacent areas to encourage integration with existing services and community amenities.
- e. Residential development in the Hamlet of Pambrun that complements established community character will be encouraged.
- (8) The RM may require a Concept Plan and Supporting Studies / Technical Investigations to be prepared in support of any discretionary use or zoning amendment application for multiple-unit or multiple-lot non-farm dwellings in accordance with Sections 5.2.5 and **5.2.6** of this OCP.
- (9) Water supply and wastewater management systems, where provided, must be developed and operated in accordance with applicable Provincial standards.
- (10) Innovation in sustainable housing design and technology shall be encouraged.

#### COMMERCIAL & INDUSTRIAL DEVELOPMENT 4.5

Other than the services available in the Urban Areas, commercial and industrial development in the RM is limited to agriculture and resource related industries. The intent of the following objectives and policies is to accommodate commercial and industrial uses in appropriate locations that are beneficial and well suited to the RM, while minimizing conflicts with agriculture and other land uses.

### 4.5.1 Objectives

- (1) To support and strengthen existing local commercial businesses and promote economic development that strengthens agricultural productivity and helps to diversify the rural economy.
- (2) To encourage farm and home-based businesses.
- (3) To provide opportunities for commercial and industrial development that requires larger sites and proximity to highways, agriculture, minerals, and other raw materials.
- (4) To minimize land use conflicts between commercial and industrial development with other uses.
- (5) To ensure that commercial and industrial development can be suitably and efficiently serviced.

#### 4.5.2 Policies

- (1) The RM should explore economic development initiatives that promote public and private investment within the region.
- (2) The Zoning Bylaw shall regulate the standards and intensity of all forms of commercial and industrial development in the RM, including within the *Hamlet of Pambrun*.
- (3) Commercial and industrial development shall be located where adequate road access, infrastructure, and services are either already in place or can be economically upgraded or extended to service the development.
- (4) The RM may enter into a road maintenance agreement with developers or operators involved in heavy hauling on municipal roads in accordance with *The Municipalities Act*.
- (5) The Zoning Bylaw will include a range of uses that support agricultural productivity, the growth of agri-businesses, and that provide opportunities for tourism, recreation, and other commercial enterprises.
- (6) Farm and home-based businesses will be encouraged provided that they comply with the regulations and standards of the Zoning Bylaw.

#### (7) Urban Areas and Urban Transition Areas Commercial Policies

- a. Local commercial uses such as retail, food and beverage, and professional services shall be directed to the *Hamlet of Pambrun* and the other *Urban Areas*.
- b. Commercial and industrial uses that require larger sites, significant parking and loading demands, and greater access to major highways or the railway should locate along major transportation corridors or within the *Urban Transition Areas*.
- Landscape buffers may be required to minimize noise, aesthetic, and traffic impacts on adjacent or neighbouring land uses.
- (8) The RM may require a Concept Plan and Supporting Studies / Technical Investigations to be prepared in support of any discretionary use or zoning amendment application for commercial or industrial developments in accordance with Sections 5.2.5 and 5.2.6 of this OCP.

#### INFRASTRUCTURE, UTILITIES, & COMMUNITY SERVICES 4.6

The intent of the objectives and policies that follow are to ensure that infrastructure improvements, utilities, and community services will be planned, delivered, and maintained in a deliberate, efficient, and cost-effective manner. This will be achieved primarily through co-operation with other agencies involved in delivering or regulating those services.

### 4.6.1 Objectives

- (1) Encourage development that optimizes the use of and protects existing investments in infrastructure, utilities, and community services.
- (2) To facilitate the economical and efficient delivery of infrastructure, utilities, and community services while also considering long term maintenance and replacement
- (3) To ensure that infrastructure, utilities, and community services of appropriate standards are available to RM residents.
- (4) To work collaboratively with governments, organizations, and stakeholders involved in the delivery of infrastructure, utilities, and community services.

#### 4.6.2 Policies

- (1) The RM should develop and maintain an Asset Management Plan that is in alignment with the OCP to take a proactive approach towards its infrastructure and investment planning.
- (2) The RM shall direct investments in the meantime to priority infrastructure improvements in accordance with the existing Asset Management Policy when required, provided that funds can be allocated appropriately.
- (3) The RM shall ensure that existing and future planned corridors and easements for public works are identified and adequately protected from incompatible development through the subdivision and development approval processes.
- (4) The RM should pursue all relevant and beneficial public and private funding programs.
- (5) The RM may use agreements allowed for under *The Act* such as those listed in **Section 5.2** to ensure they are not solely responsible for costs associated with the provision of infrastructure and services for subdivisions or developments and to ensure that services and facilities are installed to adequate standards.
- (6) The RM may require a technical study in accordance with **Section 5.2.6** to demonstrate the site suitability of a proposed subdivision or development, including whether there is sufficient availability and capacity of infrastructure and servicing to support the proposed use.

#### (7) Water & Wastewater

- a. All wastewater disposal methods shall comply with provincial regulations.
- b. All subdivisions and developments shall require adequate water supply and wastewater disposal systems which meet the requirements of the Saskatchewan Health Authority or other applicable provincial agencies, and that do not adversely affect neighbouring properties.
- The RM will require written evidence that the disposal method has been approved by Saskatchewan Health Authority or other applicable provincial agencies either as a condition of development permit approval or before a development permit for the use on the site is issued.

#### (8) Solid Waste Management

- **a.** Solid waste management shall meet all applicable provincial regulations.
- b. The RM shall consider its options for the regionalization of the existing solid waste facility near the *Hamlet of Pambrun*.
- The RM shall encourage the provision of adequate waste management facilities and may explore programs for recycling, composting, and the disposal of hazardous household items.

#### (9) Utilities

- a. The RM or any person proposing to connect new utilities should cooperate with SaskPower, SaskEnergy, TransGas, SaskTel, or any other utility provider to ensure the provision of their services are economical and efficient.
- b. The RM shall ensure that existing investments in utilities are adequately protected from incompatible development.
- The applicant of a proposed subdivision or development shall be responsible for the costs of connecting to any required utilities.

#### (10) Roads

- a. RM roads will be maintained and upgraded in an economic manner according to their priority level. As demonstrated on the Land Use Map, the RM is comprised of highways and roads that are classified according to the following hierarchy:
  - Primary Highway (Provincial Highway #43)
  - Municipal Highways
  - iii. **Gravel Roads**
- b. Any subdivision or development shall require direct access to a developed road within a registered right-of-way to a standard that is adequate for the proposed use, as determined by Council.
- c. New subdivision or development shall be encouraged to locate where access to an existing road of adequate standard already exists.
- **d.** The applicant of a proposed subdivision or development should be responsible for the costs of upgrading or constructing any public roads that may be necessary to satisfy **Section 4.6.2(10)b** above.
- e. In accordance with The Municipalities Act and The Municipalities Regulations, the RM may enter into a road maintenance agreement with developers and operators involved in concentrated heavy hauling on municipal roads to help pay for the incremental costs of road maintenance, construction and repair.

#### (11) Community Services

- a. Encourage and support the continued joint use and operation of all public and private community facilities in the RM.
- **b.** The RM will work with the Ministry of Education and the school divisions to support the provision of educational services within the region, including the use of lands dedicated as municipal reserve for new educational facilities.
- The RM will continue to collaborate with service providers to help ensure residents of the RM have adequate access to emergency and health services.

#### 4.7 HERITAGE, CULTURE, & RECREATION

The heritage and culture of the RM is rooted in the agriculture and homesteading, as well as in the traditions of the indigenous people and European immigrants that have at one time settled in the region. This history is displayed in the Village of Vanguard and Neville museums as well as a restored CPR Station in Pambrun. Available recreational facilities are contained with the Village of Vanguard and Neville, which have their own Recreation Boards, as well as the Hamlet of Pambrun. The intent of the following objectives and policies is to guide recreation and cultural development while respecting and enhancing the RM's heritage resources and unique sense of place.

### 4.7.1 Objectives

- (1) To identify and preserve cultural and heritage resources in the RM and protect them from incompatible development that may threaten their integrity or operation.
- (2) To celebrate and promote interest in the RM's history and culture.
- (3) To promote healthy, active, and social lifestyles for people of all ages by providing outdoor and indoor spaces for either passive or programmed recreational activities in all four seasons.
- **(4)** To maximize use of and provide equitable access to parks and recreational facilities.
- (5) To promote and encourage the sustainable development of a diverse range of recreational and tourism opportunities in all seasons.

#### 4.7.2 Policies

#### (1) Heritage

- Work with Provincial and Federal governments, as well as other groups and individuals to identify and protect historic sites or buildings in the RM with significant heritage or archaeological value.
- b. New subdivisions and developments shall consult the Heritage Conservation Branch's Developers' Online Screening Tool to determine whether the subject site is heritage sensitive.
- c. In consultation with the Ministry of Parks, Culture and Sport, the RM may require a heritage resource impact assessment to be completed in accordance with **Section** 5.2.6. Said assessments shall address means to protect any heritage resource to acceptable standards, as determined by Council and the Ministry.
- Support public and private efforts to protect, reuse, renovate or adapt historic sites or buildings in ways that retain and highlight their character-defining elements.

#### (2) Culture

- a. Encourage and support a broad range of artistic and cultural opportunities that are accessible to all residents and visitors of the RM.
- **b.** Support initiatives to raise public awareness and promote appreciation of the RM's unique indigenous and homesteading history, including opportunities for intergenerational learning.

#### (3) Recreation

Collaborate with the Vanguard & District Recreation Board and the Neville Recreation Board on ways to maintain, and where possible enhance, existing recreation facilities in the Urban Areas to broaden their appeal and functionality for a greater variety of users.

- **b.** Encourage programmed and passive recreational activities that keep residents active year round.
- c. The RM should consider the development of regional recreation and tourism opportunities when land is identified as being suited for these types of developments based on the:
  - i. Presence of physical access and available services;
  - ii. Adequate separating distance to incompatible land uses;
  - iii. Absence of resources for exploration and extraction; and
  - Other factors that may make the development suitable for the area. iv.
- Prior to approving a proposed subdivision or development, the RM will consider impacts on existing or planned recreational and tourism developments.
- e. The RM supports access to unoccupied Crown lands for recreation, tourism, hunting, and fishing.

## 5.0 IMPLEMENTATION

This chapter outlines the variety of tools and procedures the RM has available for implementation and monitoring performance of the OCP.

#### 5.1 **ZONING BYLAW**

The Zoning Bylaw will be the primary tool for implementing the objectives and policies of the OCP, and will be adopted in conjunction herewith by the RM of Whiska Creek No. 106.

### 5.1.1 Purpose

The purpose of the RM Zoning Bylaw is to control the use of land within Council's jurisdiction in order to provide for the amenity, health, safety, and general welfare of RM residents and visitors.

### 5.1.2 Content and Objectives

The Zoning Bylaw will implement the land use policies contained in this OCP by prescribing and establishing the following Zoning Districts listed below, which will be used to identify preferred development areas and restricted lands. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations and sizes, and any other relevant development standards in accordance with The Act.

Zoning District	Symbol
Agricultural-Resource	AR
Rural Residential	RR
Hamlet	HL
Light Industrial-Commercial	M1
Environmental Conservation	EC

#### 5.1.3 Development Permits

The application requirements, procedures, and evaluation criteria for considering applications for development permits for permitted uses and discretionary uses, as well as for development appeals and minor variances shall be contained in the Zoning Bylaw.

### 5.1.4 Amending the Zoning Bylaw

The application requirements, procedures, and evaluation criteria for considering proposed zoning amendments, including map amendments (rezonings) and text amendments, shall be contained in the Zoning Bylaw. Following adoption by Council, all Zoning Bylaw amendments must be approved by the Ministry of Government Relations before they can take effect.

#### OTHER PLANNING TOOLS 5.2

This section summarizes other planning tools available to the RM for implementation of the OCP under direction of The Act.

### 5.2.1 Subdivision Application Review

The approving authority for subdivision applications is the Director of Community Planning for the Ministry of Government Relations. However, the RM is asked to provide comments on subdivision applications and no subdivision can be approved if it contradicts an adopted OCP or Zoning Bylaw. Should a servicing agreement be required by Council, then Government Relations cannot approve the subdivision until one is signed. Therefore, Council has an important role during the subdivision application review process to:

- (1) Ensure the proposed subdivision complies with this OCP and the Zoning Bylaw;
- (2) Negotiate the terms of the servicing agreement, should one be required; and to
- (3) Determine its desired option with respect to the dedication of lands.

#### 5.2.2 Dedicated Lands

Dedicated Lands including Buffer Strips, Walkways, Environmental Reserves, and Municipal Reserves shall be used in accordance with The Act and The Dedicated Lands Regulations, 2009. The following policies are intended to guide the RM's approach to dedicated lands:

- (1) Cash-in-lieu of land dedication should be the preference for satisfying the municipal reserve requirement when reviewing a subdivision application in accordance with Section 5.2.1.
- (2) The RM shall deposit all cash-in-lieu of municipal reserve in a dedicated lands account.
- (3) Council may authorize expenditures from the account to purchase dedicated lands, or to build or upgrade parks or public recreation facilities within the RM or in other municipalities where the parks or facilities will serve the residents of the RM.
- (4) The RM should work with the Province to dedicate ecologically valuable and environmentally sensitive lands as environmental reserve.
- (5) If the need for a school site is identified, the RM will work with the Ministry of Education and the school divisions to ensure a suitable school site is chosen and, if necessary, will amend their planning bylaws to accommodate the school's development.

### **5.2.3 Development Levies**

In accordance with *The Act* (s. 169 & 170), Council may establish, by separate bylaw, development levies to be collected from the applicant of a proposed development within an existing subdivided area. The purpose of collecting development levies is to recover all or part of the capital cost of providing, altering, expanding or upgrading services and facilities as a result of the development if those capital costs exceed those originally provided for in the subdivision of land. Such a bylaw requires ministerial approval and must be based on studies that establish the impact and associated costs of proposed developments on existing and future municipal infrastructure. Development levies shall not provide for the completion of any work or the payment of any fees previously addressed by a servicing agreement at the time of subdivision.

### 5.2.4 Servicing Agreements

In accordance with *The Act* (s. 172), Council may require the applicant of a proposed subdivision to enter into a servicing agreement to provide municipal services or facilities that directly or indirectly serve the subdivision. The purpose of a servicing agreement is to ensure that the RM does not incur all the costs of servicing a new subdivision and that those new services are installed to municipal specifications and standards. The municipality accepts long-term responsibility for maintaining the services and facilities provided they are installed according to the terms of the agreement.

The RM may also collect servicing fees, also known as off-site fees, intended to help pay for future capital costs of providing, altering, expanding, or upgrading municipal infrastructure required as a result of a new subdivision. However, Council must be able to reasonably demonstrate that the fees are commensurate with the future capital costs. Therefore, in order to provide consistency during servicing agreement negotiations, Council may establish a schedule of servicing fees based on the demand for overall services and public works that the municipality anticipates will be needed over the course of a set term. The off-site fees owed will then be proportioned according to the servicing needs created by the new development and the municipality's overall servicing needs.

#### 5.2.5 Concept Plans

In accordance with The Act (s. 44), the RM may require the preparation of a Concept Plan in support of multiple lot subdivisions, complex rezonings, discretionary use applications or any major development. The purpose of the Concept Plan is to provide a detailed summary of the proposed development including demonstration of the:

- Rationale for the proposed development;
- Conformity to the OCP and Zoning Bylaw:
- Existing site conditions;
- Development design, land uses, densities, and phasing;
- Site drainage, servicing and utilities strategy including identification of public works corridors and easements;
- Access and transportation strategy;

The Concept Plan should also demonstrate the suitability of the land for the proposed development, the potential impacts on neighbouring land uses and any environmental considerations and mitigation strategies. If applicable, the Concept Plan should reference any required supporting studies or technical investigations in accordance with Section 5.2.6 of this OCP.

### 5.2.6 Supporting Studies / Technical Investigations

Any studies or technical investigations that may be required in support of a proposed subdivision or development such as grading plans, geotechnical / environmental assessments, water/wastewater management plans, infrastructure capacity assessments, heritage resource impact assessment, or traffic impact assessments, must be prepared by a certified engineer or other appropriately licensed professionals with the costs of the study to be borne by the applicant.

### 5.2.7 Building Bylaw

The purpose of a Building Bylaw is to guide and regulate the construction, repair, and maintenance of buildings within the RM. In Saskatchewan, the minimum standard for construction and renovation of buildings throughout the province is the National Building Code of Canada (NBC), the National Fire Code of Canada (NFC), and the National Energy Code for Buildings (NECB).

#### 5.3 INTER-MUNICIPAL & REGIONAL COLLABORATION

For an RM where population is spread out in vast rural areas and smaller settlement centres, it is very important to work collaboratively with neighbouring municipalities, senior governments, and other partners in the region. These policies are intended to guide the RM's collaboration within the following partnerships:

### 5.3.1 Inter-Municipal Cooperation

- (1) The RM will collaborate with the Villages of Vanguard and Neville, as well as its neighbouring Rural Municipalities to ensure lands of mutual interest are used and developed in a compatible and complementary manner. In particular, the RM will consult with the Villages of Vanguard and Neville on proposed development within the Urban Transition Areas surrounding their respective municipalities.
- (2) The RM is committed to collaborating with the Villages of Vanguard and Neville on any municipal boundary alterations that are deemed to be mutually beneficial and worthy of pursuing.
- (3) The RM should build and maintain strong communication channels with neighbouring municipalities in order to share information and facilitate collaboration.
- (4) Pursuant to The Act (s. 32.1), the RM may enter into an inter-municipal development or servicing agreement with another municipality to address issues that cross jurisdictional boundaries.
- (5) The RM should explore and pursue opportunities to facilitate coordinated regional initiatives including but not limited to:
  - a. Public health and emergency response services;
  - **b.** Improving regional transportation options (carpooling, ride sharing, etc.);
  - **c.** Investing in municipal and regional infrastructure (e.g. renewable energy);
  - **d.** Recreational and cultural programming and facilities; and
  - Environmental management and conservation; and

#### 5.3.2 First Nation and Métis Relations

- (1) The RM will promote communication and engagement with First Nations and Métis communities in the region in alignment with the Truth and Reconciliation Commission Calls to Action.
- (2) The RM will collaborate with First Nations and Métis communities on local and regional issues of common interest.
- (3) The RM acknowledges the duty to consult with First Nations and Métis communities about potential decisions or actions that may adversely impact Treaty or Indigenous rights.

#### 5.3.3 Provincial and Federal Interests

- (1) This OCP shall be administered and implemented in conformity with *The Statements of* Provincial Interest Regulations and any statutes, regulations or legislation of provincial agencies governing land use.
- (2) Wherever feasible and in the municipal interest, the RM will avoid duplication of provincial and federal regulation.
- (3) To coordinate planning and growth, the RM will consult with provincial and federal agencies and other organizations where appropriate.

#### **PUBLIC PARTICIPATION** 5.4

Fostering a strong culture of public participation and community engagement will be fundamental for the implementation of the OCP. An actively involved and engaged community will help Council address issues of shared importance, minimize negative impacts, maximize public benefits and achieve intended outcomes. The RM will continue to prioritize frequent and transparent communication with residents through a variety of methods. In addition to complying with the mandatory public participation requirements and processes found in The Act and the Zoning Bylaw, Council shall apply the following values from the International Association for Public Participation (IAP2) when considering how to engage the community and stakeholders on RM decisions, plans, and projects:

- Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
- 2. Public participation includes the promise that the public's contribution will influence the
- 3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
- Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
- Public participation seeks input from participants in designing how they participate.
- **6.** Public participation provides participants with the information they need to participate in a meaningful way.
- 7. Public participation communicates to participants how their input affected the decision.

#### STRATEGIC PLANNING & FINANCING 5.5

The OCP is a statutory document for guiding development and land use in the RM over the next 20 years and beyond. As such, the objectives and policies contained in the OCP are intended to act as a framework for guiding future decision-making by Administration and Council. However, the OCP must be more than a reference document. If the RM is to move closer to the future envisioned in the OCP, a clear plan of action and implementation strategy is required. Therefore, the RM should consider developing an Action Plan that outlines a schedule of key action items to be completed for achieving the goals of the OCP.

Realizing the vision, goals, and objectives of this OCP may also require substantial investments in community infrastructure and services. Therefore, the RM must proceed with greater strategic integration of its infrastructure management, budgeting and land use planning decisions. The RM must also take a proactive approach to raising revenues with the available financing tools provided through provincial legislation including, but not limited to: The Local Improvements Act, 1993; The Municipalities Act; and The Planning and Development Act, 2007. Finally, the RM must pursue opportunities for funding from senior governments and cost-sharing opportunities with their surrounding partners in the region.

#### **OCP MONITORING & PERFORMANCE** 5.6

The OCP is intended to be a long term policy document that guides decision-making for the next 20 years and beyond. However, it cannot be a static and inflexible document. As new issues, challenges, and opportunities emerge, Council may need to make changes to the OCP to ensure the RM stays on the desired track towards meeting its goals and objectives. In addition to ongoing monitoring, it is recommended that the OCP be formally reviewed every five years to evaluate whether the goals and objectives remain relevant and that the policies are performing effectively.

### 5.6.1 Performance Monitoring & Reviewing the OCP

In addition to ongoing monitoring of key performance measures, it is recommended that the OCP be formally reviewed every five years to evaluate whether the policies remain relevant and are performing effectively. The five-year review may also identify additional studies or projects that will assist in successfully implementing the OCP.

#### 5.6.2 Amending the OCP

All OCP amendments, whether initiated by the RM or the result of an application, must be approved according to The Act. If new development is proposed that does not conform to the OCP, then an application to amend the OCP shall be prepared for review by the Development Officer and Council. Applications to amend the OCP must demonstrate the impact of the proposed change and must be in the best interest of the RM as a whole. The application requirements, procedures, and evaluation criteria for considering proposed OCP amendments shall be contained in the Zoning Bylaw. Following adoption by Council, all OCP amendments must be approved by the Ministry of Government Relations before they can take effect.

#### 5.6.3 Conformity with Provincial Land Use Regulations

The OCP shall be administered and implemented in conformity with applicable provincial land use policies such as The Statements of Provincial Interest Regulations in cooperation with provincial ministries and agencies. Council will review this Plan and the Zoning Bylaw for consistency with new provincial land use policies adopted pursuant to The Act. Wherever feasible and in the best interest of the RM, Council will avoid duplication of regulation of activity and development governed by existing provincial regulation and controls.

#### 5.7 LAND USE MAP

The Land Use Map (Exhibit A) attached to and forming part of this OCP is a general illustration of the RM's existing land use and development patterns. Any proposed development or use that contradicts any objective or policy of the OCP in relation to the Land Use Map will require an OCP amendment in accordance with Section 5.6.2.

**EXHIBIT A: LAND USE MAP** 

**EXHIBIT B: TOPOGRAPHY MAP** 

Ē Water Body
CDS Seasonal Water Body
Administrative Natural + Physical Features Topographical Line - Watercourse Water Body Transportation **Legend** z 🕕 Scale RM OF WHISKA CREEK NO. 106 | TOPOGRAPHY MAP Exhibit 'B' of Official Community Plan Bylaw No. 196-2022