

# Twin Lakes

## District Plan - 2014

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# 1 Introduction and District Vision

## 1.1 AREA COVERED BY THE DISTRICT PLAN

This District Plan (DP) applies to the Twin Lakes Planning District as illustrated on Map 1 which comprises the Rural Municipalities of (RM) of Moose Range No. 486, Nipawin No. 487, and Torch River No. 488, the Towns of Nipawin, Carrot River and Choiceland, the Villages of White Fox and Codette, and the Resort Village (RV) of Tobin Lake.

## 1.2 INTRODUCTION, PURPOSE AND LEGISLATIVE AUTHORITY

This DP, prepared in accordance with Section 102 of The Planning and Development Act, 2007, is intended to guide decisions concerning the future growth and development within the Twin Lakes Planning District (the District) by establishing an overarching framework of goals, objectives and policies which seek to promote the orderly and sustainable growth of the District over the next 20 years.

The Twin Lakes District Planning Commission is an advisory body that is responsible for facilitating the discussion of matters of mutual interest to the affiliate municipalities while encouraging regional coordination of infrastructure and services, where possible and appropriate, to efficiently respond to the needs of the region. The DP provides the affiliate municipalities with a means of evaluating development proposals and formulating decisions concerning future public investments in community facilities and infrastructure within the District. This community roadmap in turn will provide certainty for persons, agencies, and groups interested or involved in decisions relating to the future growth and development of the communities by forecasting the direction for growth and establishing parameters for accommodating this growth.

## 1.3 REGIONAL CONTEXT

The District is located in the northeast area of the province along the border of the northern parkland and the southern prairie region, encompasses approximately 6900 square km and includes large tracts of fertile agricultural lands, vast areas of provincial forest, and two hydro-electric dams along the Saskatchewan River which have created Codette and Tobin Lake.

The Twin Lakes Community Planning Association was initially formed in 2009 in recognition that regional planning for the area was necessary to ensure the long term growth of the region. This organization has since evolved into a formal Planning District created pursuant to The Planning and Development Act, 2007. A formal Planning Commission has been established comprising membership from each of the nine affiliate communities. The broader mandate of this Commission is to provide a forum for the affiliate communities to discuss economic, land use and other matters of mutual interest within the District and to provide advice and recommendations to the respective affiliate municipal council regarding these matters based upon a more regional perspective.



**Map 1: Planning District Area**

### 1.3.1 The Economy

The District hosts some of the best farmland in the province and although agriculture remains the predominate economic driver in the area, communities within the District are realizing economic growth opportunities within other economic sectors including diamond exploration, coal, oil and gas production, biomass ethanol production, forestry, and an ever expanding market for tourism which will help to diversify the local economy.

Lands devoted to agricultural production are of high quality, and have allowed enterprising farmers and investors to develop successful spin-off industries in addition to crop production. Soils in the farming zones of the Twin Lakes area are among the most productive in Saskatchewan, and encourage the production of a wide range of forage crops, feed grains, cereal crops, and oilseeds. Major crops in the region include spring wheat, oats, barley, flax, canola, and peas.

In recent years, producers have responded to market conditions and have significantly increased their production of oats, canola, peas, and canary seed. Also, the Twin Lakes area is distinguished for the number and quality of cereal and oil seed growers. Forage seed growers produce high-quality seed of a variety of types needed by farmers in other areas, depending on soil and weather conditions where they are located. Some seed businesses benefit from their position as important certified seed suppliers to wide markets.

It is estimated that approximately 2,000 farms are located within the trading area surrounding Nipawin, which covers the Twin Lakes area and a wider region. Many businesses, some specializing in the agri-food sector, are located in the Twin Lakes area to serve farm and related customers over a wide region. Crops grown in the District have stimulated the evolution of one of Canada's premier honey producing zones around Nipawin. More than 35 honey producers account for more than five million pounds of honey production in a good year.

The local economy has also long relied on the forestry sector as a means of generating employment and business opportunities for local communities. The forestry sector has been dramatically impacted by world economic cycles, international trade disputes, and a reduced international demand for soft lumber, which has resulted in significant periods of growth and decline with a corresponding recessionary impact on local population growth. Within the last few years, the forestry sector has stabilized resulting in renewed optimism in for this sector of the economy and its positive impact on the local population.

Although agriculture and forestry are expected to remain the principle economic drivers within the District, outdoor recreation related tourism, and potential growth in other resource based industries in the region are expected to help diversify the economy and stabilize the District population.

The District is centrally located within several provincial forests providing a variety of outdoor activities and recreational opportunities. The Twin Lakes Planning District will actively promote its natural landscape as an asset for outdoor recreation enthusiasts. Promoting tourism in the region will not only provide a stronger economic base for the rural municipalities hosting the activity, but it will also help to strengthen the roles of the urban centres as service centres by providing off- park use including hotels, restaurants, and gift shops which leads to local employment opportunities. Promoting the tourism sector is a priority for the District and will help to encourage a diverse, sustainable and growing community.



Existing and proposed mining projects include Premier Horticulture, the proposed Fort a la Corne diamond project as well as the exploration of coal, iron ore, and shale oil deposits in the District, which are important and potentially significant economic generators. Future mineral industry developments in and around the Twin Lakes area entail future issues of regional collaboration with respect to building/upgrading of access roads, and possibly the need for serviced industrial land required in the future by new or expanding businesses that will serve the mineral sector.

Small business is very important to the area's economic base. Some provide products and services to the population of the area and much wider region, and many businesses are focused on providing products, equipment and services such as maintenance and repair, to the agri-food sector, resource industries, and other business customers.

The importance of the small business sector is demonstrated by the estimate that as many as 60% of the businesses in the Twin Lakes area and surrounding region are family-owned and operated (and do not have any 'employees'), and a further 27% have four or fewer workers.

Much of the retail activity in the District is focused within the Towns of Nipawin and Carrot River which is estimated to serve a market area of approximately 18,300 people. Retail businesses in smaller more isolated communities are facing several specific challenges that will be difficult to overcome. Also, as a community ages; its residents may shop less resulting in reduced local consumerism. Technological advancements and the growth of online shopping have also reduced barriers for consumers to remotely access distant markets for retail goods that may have an impact on the local market. The District's focus in this respect should be to maintain the current retail and service commercial base and to encourage the growth of businesses related to and in support of the local primary economic growth sectors including agriculture, forestry and mining along with outdoor recreation related tourism.

### **1.3.2 The Natural Landscape**

The District is located along the fringe of the boreal forest region and topography within the area is characterized locally as level and gently undulating to gentle and moderately hummocky terrain with strong to steep slopes present along major river and creek drainage valleys. The study area is primarily located within the Saskatchewan River watershed which is dominated by the Saskatchewan River and its connected tributaries. A portion of the District extending south is located within the Carrot River Watershed including part of the Carrot River and its tributaries.

A large proportion of the land within the study area is administered by the Crown. There are numerous tracks of Wildlife Habitat Protection Act (WHPA) land and agricultural Crown land located in the study area. Other designated lands in the study area include Fish and Wildlife Development Fund (FWDF) land, Provincial Forest, Representative Area Network (RAN), and private conservation land. A number of Forest Management Agreements, Forest Management Plans, or Integrated Resource plans are in place across the study area. These agreements allow forestry activities, including selective harvesting, silviculture, and agroforestry to occur. The forest management plans and integrated land use plans outline the various forest management areas and integrate the needs of other users (e.g., trappers, hunters, grazers, mining, recreational users, and traditional users), and incorporate conservation and environmental protection plans.

### 1.3.3 The People

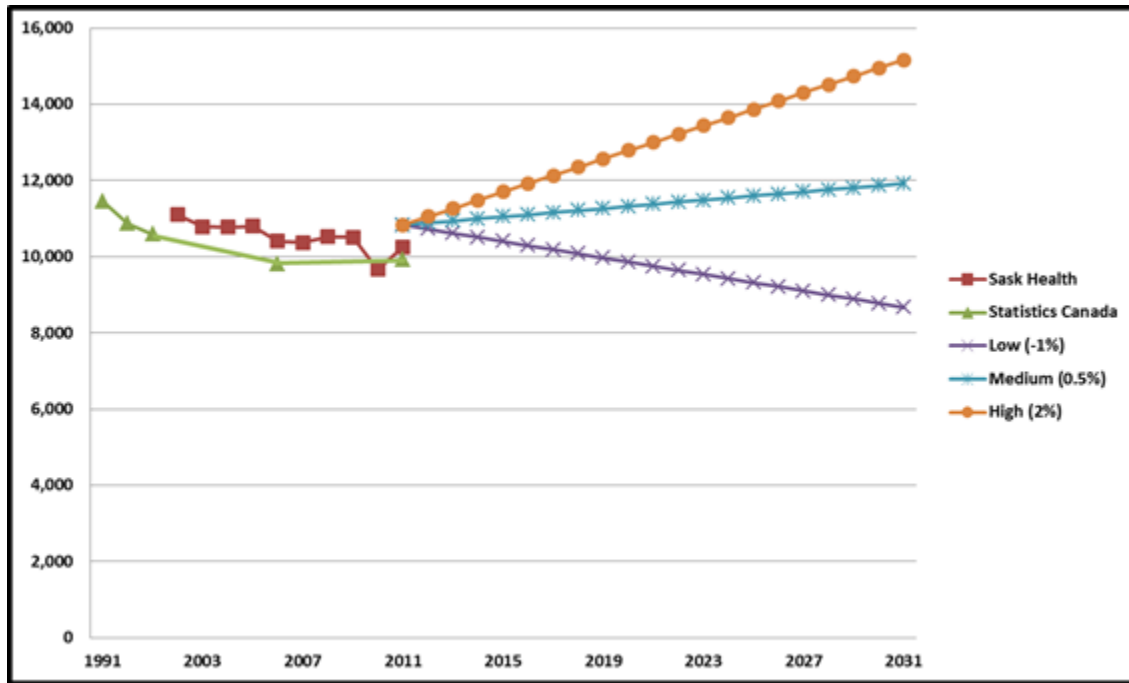
The 2011 census of Statistics Canada estimates the District population to be approximately 9,935 people. It is estimated that the population within the planning area increases by as much as 20% during the summer months due to resort developments in the District including the Resort Village of Tobin Lake. The Town of Nipawin is estimated to comprise approximately 40% of the total District population. Local urban and rural populations have generally been stable in the last five years with a modest growth of 1.2% in the District since the last 2006 census numbers.

Generally speaking the census data indicates that the District population in comparison to the province as a whole is older in composition (median age of approximately 46 years compared to 39 years for the province), has median incomes at or below the provincial average, and a level of education which closely corresponds to provincial averages. There are some significant divergences between the affiliate communities with respect to median age, median income, employment population and especially the percentage of local populations who will comprise the future workforce. The relative aging of the District population over the past decade in comparison to the province as a whole is indicative of the region's residents continuing to remain in their communities.

The aboriginal population in Nipawin and its immediate area is approximately 7% of the total population but that figure grows rapidly to 29% for the extended Nipawin region, and as much as 98% in the Town's extended trading area. Portions of three Indian Reserves (IR) are located within the District. Red Earth (IR 29), Carrot River (IR 29A) and James Smith (IR 100) First Nations are located on the east edge and southwest corner of the study area. Treaty Land Entitlement areas are also present including the One Arrow First Nation claim around Birchbark Lake on the west edge of the District and the Muskowekwan First Nation claim encompassing several sections in Township 51 Range 8 W2M.

Population projections for the region have been developed based on three scenarios of low, medium and high growth and are illustrated in Figure 1-1. Given the District's support for proactive planning and regional collaboration coupled with positive economic position of the province the low scenario is unlikely. The medium planning horizon with consistent population growth is considered to be realistic expectation for the District. To attain the high growth scenario significant strategic investment would need to occur. The goal of the District is to reach a high population growth and should be utilized for investment in infrastructure and community amenities for strategic investment.

Figure 1-1  
Historic Population & Projections Twin Lakes



**Map 2:** Environmental Constraints

### 1.3.4 The Infrastructure

The District is served by a number of major provincial transportation networks. Provincial Highway Nos. 6 and 35 are part of the CanAm Highway network, which extends from the Twin Lakes area south to the U.S. border. Both highways are paved and undivided. Highway No. 35 is a primary weight highway south of the Town of Nipawin whereas Gross Vehicle Weight restrictions apply along Highway No. 6.

Highway No. 55 is part of the interprovincial “Northern Woods and Water Route” and is a primary weight, paved and undivided highway extending east to its junction with Highway No. 9 and extending west to the Alberta border. A number of secondary highways including Highway Nos. 23, 123, and 255, also serve the District.

The Towns of Nipawin and Carrot River are served by CP and CN Main Lines respectively, providing support for economic growth within the District. The Torch River Rail is also located within the District providing short line rail service between the Towns of Choiceland and Nipawin.

Air transportation in the District is supported through the operation of a municipal airport south of the Town of Nipawin.

There are three landfills currently operating in the District. The Nipawin landfill currently serves the Towns of Nipawin and Carrot River, the Village of Codette and the surrounding rural areas within the RMs of Nipawin and Moose Range. A second landfill is located north of the Hamlet of Garrick which provides regional landfill services to the RM of Torch River and surrounding urban developments including the Town of Choiceland and the Village of White Fox. The RV of Tobin Lake currently operates a private landfill and is evaluating the feasibility of diverting solid waste to the Nipawin landfill.

Potable water is managed in a variety of ways throughout the District. The Towns of Nipawin, Carrot River, and Choiceland and the Village of White Fox operate municipal treatment facilities. The Village of Codette and surrounding rural developments rely on private wells as a source of potable water.

The Towns of Nipawin, Carrot River, Choiceland, and the Village of White Fox use lagoons for wastewater. Other developments in the District rely on private onsite systems and access to a SaskWater operated regional lagoon.

The capacity of the local municipal infrastructure in general is considered sufficient to meet the needs of existing and projected population demand. The Twin Lakes region recognizes the importance of developing and maintaining high quality, core infrastructure to support community and economic development. Investing in efficient infrastructure on both the local and regional levels, with specific attention to transportation and leading edge telecommunication technology, would provide a competitive advantage and opportunity for the region to thrive. Major infrastructure upgrades identified for the region including waste management facilities and airport expansion will require regional cooperation and long term financial investment planning.

**Map 3:** Infrastructure and Services

## 1.4 DISTRICT VISION

Twin Lakes is a proactive and cooperative region that preserves and builds upon its community values and natural resources in its provision of economic opportunities, educational advantages, and lifestyle options for residents and tourists in the region while accessing the world through technology and participation in the global market.

## 1.5 STRATEGIC PLANNING GOALS

1. Position the District to be able to capitalize on various economic opportunities, improving economic competitiveness through availability of training and educational resources, responsive public policies and services, and connectivity through efficient infrastructure and technology.
2. To encourage and support the tourism industry by providing a welcoming arrival and departure environment and a variety of unique, memorable, and enriching experiences for visitors.
3. Promote and capitalize on the District's prosperity derived from natural features and resources while preserving these assets and their environmental integrity, for the enjoyment and economic benefits of future generations.
4. Encourage regional coordination of infrastructure and services, where possible and appropriate, to efficiently respond to needs of the region.
5. Act collectively and effectively to support appropriate and sustainable health care services that are accessible to residents throughout the District.
6. Facilitate the provision of a range of housing options across the housing continuum to address community needs, recognizing the contribution of quality housing to economic and social wellbeing.
7. Encourage and support inclusive social infrastructure that incorporates and builds upon the cultural history within the District.
8. Encourage and support regional cooperation and the ability to look beyond local interests while maintaining an awareness of the opportunities and challenges of each jurisdiction.

## 2 General Objectives and Policies

### 2.1 ECONOMIC DEVELOPMENT AND TOURISM

The District enjoys a diverse economic base with potential for future growth. Geographical attributes play an important role in the region's economic strengths with established and emerging primary and value added economic activities occurring throughout the region. There is a strong foundation in agricultural based industry and renewed development in the forestry sector. Existing and proposed mining projects in the area related to oil, coal, peat moss, and diamonds are important and potentially significant economic generators. Major road and rail transportation networks render most of the region accessible, supporting the Twin Lakes region as an important trucking hub and service area.

Opportunities for the expansion of existing operations and the development of new industrial development will likely require regional collaboration and the identification and planning of suitable locations for serviced industrial land. The history of entrepreneurship and effective regional cooperation and initiatives in the area should continue to be fostered and supported.

Small business is important to the region's economic base as well, providing products and services to the immediate population, the larger trading area and tourists. The sustainability of the retail sector in general and of other communities suggests that realism and creativity will be required to maintain and strengthen the region's retail sector in the future.



#### 2.1.1 Strategies/Objectives

1. Identify suitable locations for industrial parks and the physical infrastructure required in preparation of future regional demands.
2. Facilitate the development of lands for commercial and industrial uses through enhanced development review processes and financial incentive programs.
3. Support opportunities for employment by developing and promoting an economic development strategy as a joint venture among the municipalities.
4. Develop a regional replacement and retention strategy to address aging business professionals.
5. Identify businesses and services for the growing population of the region.
6. Develop strategies for commercial revitalization in existing centres and to attract needed retailers to the area, including big-box stores, clothing stores, and chain retailers.
7. Identify and support the seven sectors of economic development, agriculture, mining/industry, forestry, tourism, transportation, health and education, and business retention and expansion.



8. Celebrate success stories in the District as part of a communication strategy.
9. Support and build on tourism and developing a brand and strategy specific to the Twin Lakes region.
10. Identify demand for and further develop a variety of tourism accommodations including campsites, cabins, RV parks, bed and breakfasts, and hotels.
11. Develop a local and provincial tourism and recreational promotional strategy in the region recognizing the opportunity to promote the region as a destination.
12. Develop a website to promote retail, business, and other services and events in the area.

### **2.1.2 General Economic Policies**

1. The Planning Commission and the affiliate municipal council will encourage and explore initiatives that strengthen the business sector and contribute to economic growth and increase local employment opportunities within the District.
2. The Planning Commission and the affiliate municipal council will seek to provide a broad range of development opportunities within the District at various service levels enabling the region to react promptly to new development opportunities that will benefit the entire region.

### **2.1.3 Municipal Reserve Policies**

1. Where it is desirable, the Planning Commission and the affiliate municipal council shall recommend as a condition of support for a subdivision near existing public recreation areas and along provincial water bodies and watercourses, the dedication of municipal reserve to accommodate the expansion of existing recreation areas and where desired, establish linkages between established public recreation areas providing barrier free public access.
2. Where it is not desirable to dedicate land for municipal reserve, the Planning Commission and the affiliate municipal council shall recommend as a condition of support for a subdivision, the provision of cash in lieu dedication.
3. The affiliate municipal council shall seek to establish a capital reserve fund from cash in lieu dedications to be invested for the creation of new recreational developments and improvements to existing recreational developments within the District.
4. In order to accommodate changing recreational needs throughout the community the Planning Commission and the affiliate municipal council, will continue to engage in a process to create and implement a community-wide Master Recreational Plan. The Master Recreational Plan may include, but is not limited to, addressing recreational facilities, recreation for all ages, or passive recreation opportunities (e.g. recreational trails).

## 2.2 HAZARD LANDS, FLOODING & EROSION POLICIES

1. Development will generally be directed away from hazard areas. Hazard Lands include the following:
  - a. Lands subject to flooding – all lands which would be flooded by a 1:100 year rain event or are located in the flood way of the 1:500 year flood elevation of any watercourse or water body
  - b. Lands subject to water erosion – all lands which would, within a 50 year period, be eroded or become unstable due to the action of water contained in an adjacent waterway or water body
  - c. Lands subject to other hazards such as landslides or subsidence, e.g. those lands where actual effects of such hazards have occurred or have been predicted; and
  - d. Lands which exhibit a high risk of wildfire.
2. Low intensity uses such as cropping, grazing, forestry, or open space recreational activities are generally acceptable within hazard areas.
3. The Planning Commission and the affiliate municipal council shall recommend as a condition of support for a subdivision that all or part of land proposed for subdivision located in the 1:500 flood way or flood fringe shall be dedicated as environmental reserve.
4. New developments or the expansion of existing developments within the floodway of the 1:500 year flood elevation of any watercourse or water body shall be prohibited.
5. The following uses shall be strictly prohibited within areas which are prone to flooding:
  - a. Residential institutions, such as hospitals, senior citizen homes, homes for special care and similar facilities, where flooding could pose a significant threat to the safety of residents, if evacuation became necessary
  - b. Agricultural operations where flooding could pose a significant threat to the safety of animals or contamination of water courses, if evacuation became necessary; and
  - c. Any use associated with the warehousing or the production of hazardous materials.
6. Applications for development in areas exhibiting flood hazard potential shall be accompanied by a report prepared by a professional hydrological engineer duly licensed to practice in the Province of Saskatchewan assessing the potential onsite and offsite risks associated with the development and identifying how these potential risks to person and property may be mitigated to the satisfaction of the affiliate municipal council and the Water Security Agency.

7. Applications for development in areas exhibiting potential for slumping, accelerated erosion, or subsidence shall be accompanied by a report prepared by a professional geotechnical engineer duly licensed to practice in the Province of Saskatchewan assessing the potential risks associated with the development and identifying how these potential risks to person and property may be mitigated to the satisfaction of the affiliate municipal council.
8. Where appropriate, new subdivision and development applications deemed to be located in high fire risk areas, shall employ Fire Smart principles through consultation with Wildfire Management Branch of the Ministry of Environment.
9. The preparation of a Wildfire Risk Assessment will be the landowner's responsibility and will include an evaluation of current and proposed Fire Smart hazard and recommended Fire Smart mitigative measures to be completed by the developer in conjunction with subdivision or construction.

## 2.3 HAZARDOUS USES POLICIES

1. Developments, exclusive of railways and highways, which manufacture, handle, store, or distribute hazardous materials should not be located closer to dwellings or provincial highways than permitted or recommended by the appropriate provincial approving authority.
2. Where development of a potentially hazardous use is proposed, information may be required of the applicant relating to the nature of any potential discharges into the air, soil, or water; the nature of outside storage requirements; the compatibility of surrounding land uses; and plans for buffering such activities from adjacent uses.

## 2.4 BIODIVERSITY, NATURAL ECOSYSTEMS, AND HERITAGE RESOURCES

The natural environment plays a vital role in the quality of life available to residents, tourism development, and economic advantages in the region. The protection and enhancement of the natural environment should be a key planning consideration for the region. Opportunities to expand economic recreational and



tourism activities should be identified while respecting the natural systems and environmental limitations. A large proportion of land within the Twin Lakes region is administered by the Crown. These lands and other designated lands should be well documented along with the opportunities and constraints they provide for sustainable land development.

### 2.4.1 Strategies/Objectives

1. Encourage the retention, enhancement, and incorporation of natural features, heritage resources, tracts of significant vegetative growth, and critical wildlife habitat as public open space and recreational amenities where appropriate.

2. Manage the impacts of development on natural and heritage resources.
3. Ensure that tourism development is environmentally friendly.
4. Encourage a study of the impact of fluctuating water levels on fisheries, shorelines, and development.
5. Identify cultural and heritage resources by establishing and maintaining a register or inventory of properties that are of cultural heritage value or interest.

### 2.4.2 General Policies

1. Development shall be managed in such a way as so as not to affect water quality, degrade the aquatic ecosystem, or remove/alter riparian area habitat.
2. Proposed developments located near waterways and water bodies that have the potential to alter, disrupt or destroy aquatic habitat; including wetlands and riparian areas, shall be referred to the appropriate provincial or federal agency authority for review prior to consideration.
3. The Planning Commission and the affiliate municipal council shall encourage the protection of flora, fauna, natural areas and habitats from incompatible or potentially incompatible land use activity where:
  - a. Rare or endangered flora or fauna have received provincial designation and protection;
  - b. Lands have been designated or are directly adjacent to lands designated as wildlife management areas, ecological reserve, or wildlife refuge;
  - c. Sensitive wildlife or aquatic habitat, or ecologically significant areas have been identified; or
  - d. Private lands have been voluntarily protected by landowners through conservation easements and shall be respected when new development occurs in the area.
4. Existing tree cover and woodland lots should be retained in order to maintain the natural appeal and character of the area and be developed in a manner consistent with their wildlife potential; particularly in the areas adjacent to wildlife habitat protection areas or any other sensitive ecological areas. Minor land clearing may be permitted in order to allow for the development of a building site. In addition, the minor culling of trees may be permitted where it is deemed necessary to maintain the health of a forest or large tree stock. Commercial forestry industries on Crown lands are excluded from this policy.
5. Where undeveloped areas in the District are being developed, the Planning Commission and the affiliate municipal council shall require the preparation and submission of a drainage study and conceptual storm drainage plan prepared by a professional hydrological engineer duly licensed to practice in the Province of Saskatchewan, showing the expected impact of a 1:100 year storm event on existing drainage systems and surrounding properties and the proposed method of addressing future drainage so as to mitigate downstream impacts. The provision of on-site

drainage and water retention systems will be required, unless alternatives acceptable to the relevant provincial approving authorities are put forth.

### 2.4.3 Heritage and Cultural Resource Policies

1. The identification and protection of heritage and cultural resources within the District shall be a priority.
2. Heritage and cultural resources should be protected from incompatible or potentially incompatible land uses which may threaten their integrity.
3. The development, designation and conservation of heritage resources should be coordinated with other planning and development activities in the region, existing and proposed to maximize interpretive and economic development potential.
4. Council will encourage the adaptive re-use and restoration of designated Municipal Heritage Properties, and provide for their development as a public amenity or incorporation in other development.
5. All applications for subdivision or developments such as, but not limited to gravel extraction, oil and gas projects, forestry, mineral exploration/extraction, recreational facilities, road construction, and installation or upgrades of water or sewer lines in the District may be referred to the appropriate provincial agency for review to determine whether a Heritage Resource Impact Assessment is required prior to initiating the development.
6. The developer shall be solely responsible for submitting information to facilitate a Heritage Resource Review and obtaining a Heritage Resource Impact Assessment, prepared by a heritage professional where required, providing written evidence of approval from the appropriate provincial agency prior to receiving approval for a development or a recommendation for approval for a subdivision.
7. The Planning Commission and the affiliate municipal council will collaborate with a heritage professional and the Heritage Conservation Branch on the development of a comprehensive Heritage Resource Plan for the District.
8. The use of zoning tools to conserve and promote the reuse of historic buildings in traditional commercial areas or other districts will be considered where applicable.



### 2.4.4 Source Water Protection

1. Development shall not deplete or pollute groundwater resources within the District. Investigations to assess the impact of development on groundwater resources, including drainage, may be

required to protect aquifers and their supply. The Saskatchewan Water Security Agency will be utilized as a source for technical advice.

2. Applications for subdivision or development which have the potential to negatively impact groundwater resources shall be accompanied by a report prepared by a licensed professional geotechnical engineer duly licensed to practice in the Province of Saskatchewan assessing the potential risks associated with the development on groundwater resources.
3. The report will include an assessment of the risk of groundwater quality impacts occurring from the proposed development and, if the risks should prove significant, the operational or engineering measures that will be employed to minimize this risk or respond to a contamination incident should it occur.
4. The Planning Commission and the affiliate municipal council shall not allow activities in the area upstream of major waterways which may pollute the water, and shall require the developer to manage potential contaminants to the greatest extent possible by implementing management plans to address runoff of sediments and contaminants into local surface water and groundwater resources.
5. Environmental reserves should be maintained adjacent to watercourses and water bodies to allow for shoreline protection measures against erosion and flood hazards. Wetlands shall be preserved, wherever possible, for the benefit they serve as catchment basins for drainage.
6. All development within 457 metres of the high water mark of a water body must have an individual holding tank or be hooked up to a communal system.
7. Residents and other owners of onsite water supply and wastewater disposal systems shall be encouraged to properly construct, maintain, and abandon/decommission these systems to minimize the potential for contamination of local surface water and groundwater resources.
8. Residential developments shall be encouraged to employ innovative water recapture systems to minimize water use.
9. New developments shall be required to provide evidence of access to an adequate supply of potable water, and to provide holding tanks or other sewage management technologies that will not pollute the ground water and that do not pose a detrimental threat to the environment.
10. New multiple lot developments in rural unserved areas may be allowed to use individual water supply and sewage disposal systems, provided that the density of development is conducive to the use of such systems, that onsite wastewater disposal systems are approved by the appropriate provincial agency, and that no unacceptable problems for groundwater will be created.

## 2.5 MINERAL AND AGGREGATE RESOURCE EXPLORATION AND DEVELOPMENT

1. In areas with known aggregate or mineral resources, or areas having high discovery potential for these resources, uses should be limited to non-intensive agriculture (e.g. grazing, cropping, forestry), temporary uses, or other uses that will permit access and development of the resource.
2. Mineral resource exploration and extraction shall be accommodated according to *The Statement of Provincial Interest Regulations* as permitted uses in rural municipal zoning bylaws; while sand and gravel development shall be accommodated as discretionary uses within the rural zoning bylaws. Development standards for mineral and aggregate extraction uses including setback controls and conditions for operation including provision for visual buffering, noise and dust protection, public safety, and the rehabilitation of the site upon completion of excavation shall be established within the zoning bylaw.
3. Lands disturbed by mineral and aggregate extraction activities should be rehabilitated to a condition that is environmentally safe, stable and compatible with adjoining lands.

## 2.6 PUBLIC WORKS

Major road and rail transportation networks serve the Twin Lakes region. The capacity of local municipal infrastructure is expanding to meet the needs of existing and projected population demand. The Twin Lakes region recognizes the importance of developing and maintaining high quality, core infrastructure to support community and economic development. Investing in efficient infrastructure on both the local and regional levels, with specific attention to transportation and leading edge telecommunication technology, ensures a competitive advantage and opportunity for the region to thrive. Major infrastructure upgrades identified for the region including waste management facilities and development of a regional airport will require regional cooperation and long term financial investment planning.

### 2.6.1 Strategies/Objectives

1. Encourage cooperative regional intermodal transportation strategies including airports, bodies of water, rail, and roadways.
2. Develop a regional waste management plan and perform a cost analysis of implementing a recycling program.
3. Develop a regional approach as required to finance, build, and maintain roads leading to future resource and industrial development in the region.
4. Develop asset management plans and fiscal policies related to infrastructure funding.
5. Prioritize regional infrastructure investment.
6. Retain extensive bus service to municipal centres in the region.

7. Encourage cooperative relationships with SaskPower, SaskEnergy, SaskTel and other similar utilities to ensure the provision of their services in the most economical and efficient manner possible.
8. Develop technology and telecommunications strategy for the region that identifies where and what technology and telecommunications require investment and improvement.

### **2.6.2 General Policies**

1. New development shall be directed to areas where sufficient municipal infrastructure exists or can be economically provided.
2. Where a private development or subdivision requires municipal services, including drainage, the proponent will be responsible for all costs associated with providing the services.
3. Servicing agreements shall be employed for private subdivisions to ensure that the subdivisions are developed and serviced to the appropriate municipal standards. The proponent shall be responsible for all of the costs of extending existing or constructing new infrastructure within the proposed subdivision.

### **2.6.3 Transportation Strategies/Objectives:**

1. Improve and maintain a transportation system that reinforces neighbourhood and civic quality of life; reduces the pollution of air, noise, and water; supports community and individual health; increasingly relies on sustainable sources of energy; and reduces reliance on the automobile.
2. Enhance and maintain the transportation system to provide equitable access to opportunities for all demographics to move about the region to meet their needs and to provide all community members a choice among a variety of sustainable, convenient, and affordable modes of transportation.
3. At council's discretion, land dedication as municipal reserve, may be directed to areas that provide open space recreational opportunities and the development of integrated trail systems and continuous pedestrian linkages.
4. Improve and maintain a transportation system that supports a strong and diverse economy and enhances the competitiveness of the region in world markets by providing efficient multimodal access to employment areas, educational institutions, and enhanced freight access to industrial areas.
5. Enhance the overall safety of the transportation system by using engineering, education and enforcement strategies to move toward zero traffic related fatalities.

### **2.6.4 Transportation Policies:**

1. New development should have legal access to an all-weather road of sufficient standard and capacity, unless the proponent makes an agreement with a member municipality to upgrade an



existing road or develop new road access to a standard agreed upon by the municipality. The proponent may be responsible for part or all of the costs of this roadway construction.

2. Land uses which generate significant amounts of regional vehicle traffic or significant truck traffic should be encouraged to locate in proximity to major municipal roadways or provincial highways, if appropriate. Direct access to the provincial highway system should be discouraged; access should be provided via the municipal road system to the provincial system.
3. Proposed developments that would generate traffic in an amount or of a type that would unduly impair the present and potential capability of the adjoining highway or municipal roadway system may require the preparation and submission of a traffic impact study prepared by a professional engineer duly licensed to practice in the Province of Saskatchewan identifying issues and solutions based on guidelines as set out by Saskatchewan Ministry of Highways and Infrastructure (MHI). Where a development is adjacent to, or ultimately impacts, the provincial highway the study shall also be referred to the MHI for review and comment prior to approval.
4. New development which has the potential to generate significant vehicle traffic should be directed away from those areas and land uses where such levels of traffic could endanger public safety.
5. In considering development proposals which have the potential to generate significant vehicle traffic, preference will be given to designs that incorporate internal road systems, as opposed to frontage roads.
6. Commercial uses which primarily serve the travelling public should be encouraged to locate where there is access available from major roadways, and where the efficiency and safety of the adjoining roadway are not jeopardized.
7. Where an area of development is bordered on one side by a major transportation corridor, a proposed right-of-way, or a facility such as a highway or rail line, new development should be directed to the same side to avoid the need for local traffic to cross the corridor or facility.
8. Development that may have a detrimental impact on the safe operation of the provincial highway system shall not be allowed unless mitigation measures acceptable to the MHI are incorporated into the development.



## 2.7 FIRST NATIONS AND MÉTIS ENGAGEMENT

The First Nations Reserves of Red Earth, Shoal Lake, James Smith, Carrot River, and Cumberland House play an important role in the region with a portion of three of the Reserves being located within the District

boundaries. Additional First Nations interest is present in the region including Treaty Land Entitlement claims by One Arrow First Nation and Muskowekwan First Nation. Although the Reserves and Treaty Land Entitlement claims are outside of the Twin Lakes legislative authority there is a desire to ensure a cooperative and collaborative relationship where communications are improved, concerns are addressed as they arise, and there is an awareness and understanding of First Nations and Métis in the region where their rights are respected.

### **2.7.1 Strategies/Objectives**

1. Continue relationship building with First Nations and Métis communities and organizations, including in the wider region around the Twin Lakes region.
2. Collaborate with participating First Nations to achieve effective, efficient and coordinated land use and development.
3. Develop partnerships with First Nations based upon respect for each other's jurisdiction and a common understanding of mutual interests.
4. Recognize the legal duty to consult First Nations and Métis communities when actions or decisions could affect Treaty or Aboriginal rights.

### **2.7.2 Policies**

1. New subdivision or development adjacent to existing reserve development shall endeavor to complement and, where possible, integrate with the reserve development.
2. The Planning Commission and its affiliate municipal council shall seek to collaborate with First Nations to partner in the construction and upgrading of municipal infrastructure.
3. Development on reserve lands that is compatible with the provisions of this plan shall be encouraged.
4. When municipal actions or decisions in the District could impact Treaty or Aboriginal rights, the Planning Commission and the affiliate municipal council will consult with relevant First Nations and Métis communities.

## **2.8 PROVINCIAL FOREST DISTRICTS**

The Twin Lakes Planning District recognizes the role of the Saskatchewan Environment as the agency with the statutory responsibility for the management and disposition of crown forest and park lands within the provincial forests districts. The Twin Lakes Planning District seeks coordination with Saskatchewan Environment to ensure that the interests of residents are considered in any resource management policies

### 2.8.1 Strategies and Objectives

1. To encourage resource management practices and integrate the interests of all resource users.
2. To participate in the forest management planning process.
3. To identify areas of special consideration for development and leasing of crown land by Saskatchewan Environment.
4. To identify, in consultation with Saskatchewan Environment, development opportunity areas and the municipalities' servicing strategy within the Northern Provincial Forest, the Torch River Provincial Forest and the Fort a La Corne Provincial Forest.
5. To encourage resource management practices that respect and integrate the interests of all resource uses including, but not limited to:
  - tourism and recreation;
  - forest management;
  - fisheries and aquaculture;
  - watershed management;
  - gravel and sand extraction; and
  - forest products harvesting and processing.

### 2.8.2 General Policies

1. Subject to all other provisions of this District Plan, on any site in any district defined in this Plan as a Provincial Forest District only the natural resource, game resource, botanical, and recreational uses as outlined in the applicable municipal zoning bylaw shall be permitted.
2. The approval of additional development will be considered provided full attention is given to the provision of services including roads, liquid and solid waste disposal and the impact on existing services.
3. To approve development on lease sites for remote cabins and outfitter base camps with provision for minimal services with municipal responsibility. The limited provision of services must be understood by the purchases of lessees.
4. To notify Saskatchewan Environment respecting the need to exclude existing resort developments along the north shores of the Resort Village of Tobin Lake from the inclusion in any future Forest Management Lease Agreement that may be negotiated for this area.
5. Pertinent to The Constitution Act 1930 – Natural Resources Transfer Agreement, the Twin Lakes District Planning Commission and affiliate municipalities will respect all First Nation and Metis hunting, trapping fishing, and gathering rights on all unoccupied Saskatchewan crown land and any traditional and treaty lands to which First Nations or Metis have a right to access. Treaty and

aboriginal rights relating to hunting, fishing, trapping and gathering are also recognized as part of *The Constitution Act, 1982*, Section 35.

# 3 Rural Policy Areas

## 3.1 AGRICULTURAL POLICY AREAS

Lands devoted to agricultural production in the Twin Lakes region are of high quality and have allowed enterprising farmers and investors to develop successful spin off industries in addition to crop production. Soils in the farming zones of the Twin Lakes region are among the most productive in Saskatchewan, and encourage the production of a wide range of forage crops, feed grains, cereal crops, oilseeds, and hemp. The Twin Lakes region is distinguished for the number and quality of cereal and oil seed growers producing and supplying high-quality seed of a variety of types to a wide market both in North America and overseas.



Crops grown in the region have also stimulated the evolution of one of Canada's premier honey producing zones. Many farmers are also actively involved in raising beef and dairy cattle, hogs, and other high-value animals.

### 3.1.1 Agricultural Objectives:

1. Promote the conservation of agricultural land for long-term use, recognizing the value, nature, and role of agriculture.
2. Prevent fragmentation of agricultural land, encroachment of conflicting uses, and allow for efficient utilization and retention of sufficient size of land holdings to facilitate the continuation of farming.
3. Support agricultural innovation, intensification, and value added diversification through the suitable accommodation of various forms of agriculture.
4. Develop policies to guide the location of residential development on agricultural parcels to preserve the agricultural capacity.
5. Recognize and support the continued production of forage crops, feed grains, cereal crops, oil seeds, and hemp in the District.

### 3.1.2 General Policies:

1. The primary consideration within agricultural zones shall be the retention of food production capacity and agricultural enterprises.

2. Lands currently under cultivation or active production, should not be supported for the development of non-agricultural uses unless all other options have been pursued.
3. 64.8 hectares (a quarter section) shall generally be the minimum site size for an agricultural site excepting parcels that have been reduced due to severance by a natural or manmade feature (i.e. water body, highway, or railway); or approved for subdivision by the approving authority. A more specific site area may be stipulated within the applicable zoning bylaw and will generally reflect the agricultural characteristics and capabilities of the area.
4. Existing agricultural operations that operate within generally accepted practices and in conformance with The Agricultural Operations Act should be protected from new development, which might unduly interfere with their continued operation.
5. One farm dwelling shall be permitted on any agricultural site. Additional dwellings may be considered on an agricultural site at the discretion of the affiliate municipal council where it is accessory to a legitimate agricultural operation and intended to accommodate farm workers.

### **3.1.3 Agricultural Diversification Policies:**

1. Diversified on-farm income, including non-agricultural uses, shall be supported subject to:
  - a. the use being environmentally sustainable;
  - b. the use being clearly secondary to the agricultural use;
  - c. the use not interfering with adjacent agricultural use; and
  - d. the use having no detrimental effect on existing roadways or other municipal infrastructure.
2. Minor commercial and industrially related agricultural developments which directly serve agricultural operations including storage, processing, sales, and distribution of agricultural produce or inputs may be considered in agricultural areas as a discretionary use in accordance with the following:
  - a. appropriate municipal infrastructure and existing servicing is available or can be efficiently and sustainably extended to the lands;
  - b. the use is directly related to agriculture;
  - c. the use is compatible with other nearby rural and urban developments;
  - d. uses shall be encouraged to locate adjacent to existing commercial and industrial developments wherever possible and utilize a common highway access point; and
  - e. uses shall not be located in close proximity of residential development unless it can be demonstrated that such development will not create a nuisance or hazard for the residential development.

3. Major commercial and industrially related agricultural development shall be encouraged to locate within existing or planned industrial and highway commercial areas.
4. Home-based businesses may be considered in agricultural areas where they are clearly secondary to a primary farmstead or country residential use and are modest in scale and investment and should not generate significant levels of traffic or otherwise have adverse effects on neighbouring land uses. For certain types of businesses, a home-based setting may be appropriate when first starting up; however, as the business grows and level of commercial activity increases, it may be more appropriate to relocate to a designated commercial area. Home-based businesses are required to comply with the discretionary use standards prescribed in the applicable zoning bylaw.

### 3.1.4 Agricultural Subdivision Policies:

1. Fragmentation of prime and viable marginal agricultural land shall be discouraged.
2. The subdivision of land into parcels smaller than a quarter section may be considered at the discretion of the affiliate municipal council where:
  - a. the subdivided parcel has been physically fragmented from the balance of the quarter section by either natural or man-made features and the fragmented parcel cannot reasonably be consolidated with adjacent holdings or be practically used for agricultural purposes;
  - b. the subdivided parcel is intended to be developed for intensive agriculture use provided that the proposed use is compatible with existing agricultural uses in the vicinity and the size of the parcel is appropriate for the intended use;
  - c. the subdivided parcel is intended to be consolidated under one title with adjacent land to create a more viable agricultural unit;
  - d. the subdivision will accommodate the purchase or lease of Crown Land; or
  - e. the subdivided parcel is intended to be developed as a country residence pursuant to the residential policies contained herein.



### 3.1.5 Intensive Livestock Policies:

1. Approval of an Intensive Livestock Operation shall be at the discretion of the affiliate municipal council and shall require the applicant to satisfy the provisions for discretionary uses contained within the applicable zoning bylaw.
2. Intensive livestock operations shall comply with the separation distances prescribed within the respective zoning bylaws.

3. In determining proximity to a vacant non-agricultural parcel, separation distances shall be measured from the closest area of animal confinement to the property boundary of the closest developable parcel.
4. In determining proximity to a single family dwelling located on agricultural property or within a residential subdivision not owned by the Intensive Agricultural Operator, separation distances shall be measured from the closest area of animal confinement to the dwelling.
5. When all landowners located within the separation distance are in written agreement, the strict application of the separation distances respecting isolated residences, multi-parcel country residential developments and business or recreational uses may be relaxed.

### 3.2 RURAL RESIDENTIAL POLICY AREAS

Rural residential land use should contribute to an orderly settlement pattern, be compatible with the natural environment, and provide a variety of options to accommodate a range of lifestyle opportunities for residents. Development that is complementary to the rural character of the area and does not severely affect agricultural operations or create a land use conflict will be supported.



For clarification purposes, Agricultural Residential Development shall be defined as residential development in the absence of subdivision on agricultural holdings where agricultural operations are the principal use and residential uses remain ancillary and directly related to the agricultural principal use.

Rural residential development shall be defined as Country Residential Development or non-farm residential development on a parcel of land legally subdivided from an agricultural holding where the purpose of the subdivision is to provide for the legal separation of the residential use from an agricultural holding creating a residential building site, rather than a site where productive agricultural operations are the principal use.

Rural residential development within the District may take one of two forms including single parcel country residential subdivisions, which will be accommodated on a case-by-case basis to a maximum density of four parcels on a quarter section in Agricultural Policy Areas. More intensive multi-lot country residential developments, hamlets and resort developments will be strategically located to make the most efficient use of municipal services and take to advantage of areas which are unsuitable for agriculture and maintain a high level of amenity for this use.



### 3.2.1 Objectives:

1. To provide for a variety of residential subdivision and development options that strive to achieve a stable population base and support steady population growth in rural areas.
2. To provide limited country residential subdivision and development within productive agricultural areas.
3. To promote orderly and controlled country residential subdivision and development outside of productive agricultural areas.
4. To ensure that country residential subdivisions and developments do not place undue strain on municipal service delivery.

### 3.2.2 General Residential Policies:

1. Appropriate development standards for country residential development such as site area, frontage, boundary and roadway setbacks, and all other relevant standards are prescribed within the respective community zoning bylaws.
2. Residential subdivision and development shall be directed to areas where agriculture is less dominant due to a combination of a diversity of landscape features, a predominance of lower class land, a high degree of land fragmentation, and the existence of a mixture of land uses.
3. Residential subdivisions and developments shall be sufficiently separated from existing livestock operations in accordance with the general intensive livestock policies contained within this Plan and shall comply with the regulations specifically outlined in the respective zoning bylaws.
4. Residential subdivisions and development will be directed away from the periphery of the existing urban areas where such development might impede the orderly growth of these centres.
5. No residential dwelling shall be located within:
  - a. 305 metres of a non-refrigerated anhydrous ammonia facility licensed by the Province of Saskatchewan;
  - b. 600 metres of a refrigerated anhydrous ammonia facility licensed by the Province of Saskatchewan; and
  - c. 100 metres of a building or structure containing more than 200 kilograms of waste dangerous goods other than used oil or waste antifreeze solutions as prescribed by The Hazardous Substances and Waste Dangerous Goods Regulations.
6. Residential subdivision or development shall locate where there is evidence of a long-term supply of potable water.

7. Residential developments shall meet or exceed the onsite sewage treatment requirements as provided by the Regional Health Authority.
8. Residential subdivision or development shall have legal and all weather physical access to a municipally maintained roadway. Where this minimum standard of access is not provided, the developer shall be solely responsible for upgrading the municipal road to the appropriate standard unless alternate arrangements are made with the affiliate municipal council within the servicing agreement.
9. Home-based businesses may be considered in Residential Policy Areas (R) where they are clearly secondary to a primary residential use and are modest in scale and investment and should not generate significant levels of traffic or otherwise have adverse effects on neighbouring land uses. For certain types of businesses, a home-based setting may be appropriate when first starting up; however, as the business grows and level of commercial activity increases, it may be more appropriate to relocate to a designated commercial area. Home-based businesses are required to comply with the discretionary use standards prescribed in the applicable zoning bylaw.

### 3.2.3 Residential Subdivision Policies in Agricultural Areas

In addition to compliance with the General Residential Policies contained herein, single parcel country residential subdivision and development proposals in agricultural zones will be considered pursuant to the following policies:

1. A maximum of four country residential subdivisions may be considered on a quarter section subject to compliance with the following:
  - a. the subdivision results in the creation of no more than four country residential building sites on the quarter section; and
  - b. subsequent subdivisions shall be encouraged to locate contiguously with existing country residences in order to minimize the impact of the subdivisions on the continued agricultural use of the agricultural site.
2. A more restrictive parcel density may be stipulated within the applicable zoning bylaw generally reflecting the agricultural characteristics and capabilities of the area.
3. The subdivision of an existing farmstead as a country residence should:
  - a. include all lands within an existing shelterbelt;
  - b. not include cultivated lands;
  - c. be effectively serviced to a rural standard;
  - d. be capable of accommodating a private onsite wastewater disposal system.
3. Abandoned residential sites are encouraged to be re-established where economically feasible.

### 3.2.4 Multi-lot Residential Policies

In addition to compliance with the General Residential Policies contained herein, multi-lot residential subdivisions and development proposals in residential zones will be considered pursuant to the following policies:

1. Multi-lot country and resort residential subdivisions exceeding a parcel density of four country residential sites on a quarter section or as more restrictively defined within the applicable zoning bylaw shall be located in Rural Settlement Areas as identified on the Future Land Use Maps attached to this plan as Appendix A unless otherwise provided in this Plan. Where such a subdivision is proposed outside of a designated area, an amendment to the Future Land Use Maps shall be required prior to consideration of the subdivision.
2. Where this Plan contemplates future multi-lot residential development, an affiliate municipal council may rezone that land for residential uses at its discretion.
3. Prior to consideration of any application to rezone or subdivide land for new multi-lot residential development, the proponent shall prepare and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development in its proposed location. The report shall at a minimum, include a summary of the development including:
  - i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
  - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
  - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, densities and land use compatibility;
  - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
  - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;
  - vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;
  - vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and

viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.

a. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.

b. Notwithstanding subsection 3, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.



c. Notwithstanding subsection 3, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.

d. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.

e. The determination of the maximum number and arrangement of lots in a specific subdivision shall be prescribed within the applicable zoning bylaw and will have consideration for:

i. the carrying capacity of the lands proposed for development and the surrounding area based on site conditions, environmental considerations, and potential impacts, and other factors that may warrant consideration in the design of the proposal;

- ii. the suitability and availability of municipal and other services and infrastructure necessary to support the proposed development including potable water supply, sewage disposal, and storm water management systems; and
  - iii. the compatibility of the proposed subdivision design with that of the surrounding area.
- f. Where a multi-lot residential subdivision is proposed on lands abutting an existing multi-lot country residential development, an affiliate municipal council shall require the proposed development to be designed to complement the existing development employing measures such as visual buffering, building site separation, complementary lot sizing, or any other measures necessary to achieve compatible land use and development.
- g. New multi-lot residential subdivision proposals shall incorporate environmentally sustainable subdivision design principles including but not limited to:
- i. the subdivision design and the placement of lots shall respond to and incorporate existing natural conditions including wildlife corridors and habitat, topographic features, and environmentally sensitive lands, with particular attention to surface water and groundwater systems; and
  - ii. the subdivision design shall minimize the length of internal roads constructed within the subdivision.
- h. Multi-lot residential subdivisions shall be encouraged to locate in the direct vicinity of provincial highways or along existing municipal grid roads of sufficient capacity to accommodate the new development.
- i. Where possible, multi-lot residential lots shall access internal subdivision roads constructed as part of the development. Direct access from individual sites onto primary or grid roads should be minimized and double frontage is prohibited.

### 3.3 RURAL COMMERCIAL AND INDUSTRIAL POLICY AREAS

Opportunities for the growth of a variety of rural commercial and industrial land uses should be provided for in strategic locations to make efficient use of the provincial transportation networks and to minimize the loss of productive farmland. New rural commercial and industrial development should be of a scale and character that complements the existing land use pattern and transportation corridors while at the same time considers and is responsive to the sustainability of the District.

#### 3.3.1 Objectives:

1. To encourage a variety of supplemental farm and residential business income opportunities.
2. To direct new business development to suitable locations.

3. To support research and development of natural resources such as oil, gas, sand and gravel and to provide for the responsible extraction of these natural resources.

### 3.3.2 Rural Commercial and Industrial Policies

1. Rural commercial and industrial subdivisions shall be located in Employment Areas as identified on the Future Land Use Maps attached to this plan as Appendix A unless otherwise provided in this Plan. Where such a subdivision is proposed outside of a designated area, an amendment to the Future Land Use Maps shall be required prior to consideration of the subdivision.
2. Where this Plan contemplates future rural commercial or industrial development, an affiliate municipal council may rezone that land at its discretion.
3. Commercial or industrial development should only be considered in rural areas where no suitable sites exist within the urban centres, or where such developments:
  - a. are deemed hazardous or incompatible in an urban setting; or
  - b. require larger site areas which are not available or appropriate in the urban centre.
4. Appropriate development standards for rural commercial and industrial development such as site area, frontage, boundary, and roadway setbacks, and all other relevant standards are prescribed within the respective zoning bylaws.
5. Rural commercial and industrial developments should be encouraged to locate at appropriate locations with safe and efficient access to major roadways and provincial highways. Direct access to the provincial highway system should be discouraged. Access should be via the municipal road system to the provincial system.
6. Rural commercial and industrial developments should be encouraged to provide enough land for potential expansion, while not wasting land.
7. New rural commercial and industrial developments will be encouraged to locate where there is an adequate supply of potable water.
8. A residence may be permitted in conjunction with a rural commercial or industrial use for the owner or custodian and may be part of the principal building or a separate detached building, as regulated in the applicable zoning bylaw.
9. Prior to consideration of any application to rezone or subdivide land for new commercial or industrial development, the proponent shall prepare and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development



in its proposed location. The report shall at a minimum, include a summary of the development including:

- i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
  - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
  - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, densities and land use compatibility;
  - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
  - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;
  - vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;
  - vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and
  - viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.
- a. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.
  - b. Notwithstanding subsection 9, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.
  - c. Notwithstanding subsection 9, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the

Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.

- d. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.

### 3.4 RECREATIONAL POLICY AREAS

The Twin Lakes region is situated within a vast landscape of natural beauty that makes it an exceptional place to live and visit. The area is blessed with the presence of Tobin and Codette Lakes, the



Saskatchewan River Valley, several smaller water bodies, and is situated on the edge of the expansive northern boreal forest. The natural attributes of the Twin Lakes region have been taken advantage of by lake development resulting from the development of hydroelectric dams in the area. The natural environment supports nature based tourism and a variety of special adventure and outdoor recreational activities throughout all seasons. The region attracts avid fishermen, hunters, snowmobilers and outdoor

enthusiasts on a regional, national and international scale.

The intent of the policies contained in this section is to establish development policies to guide development of the areas along the Saskatchewan River Valley. Land uses in these areas may include such activities as seasonal/permanent cottages or residences, lodges, motels, campgrounds, golf courses, sports grounds, and other recreational uses.

#### 3.4.1 Objectives

1. To expand local and regional access and appropriate recreational opportunities surrounding Tobin and Codette Lake and along areas of the Saskatchewan River Valley.
2. To ensure that recreational opportunities do not conflict with adjacent agricultural uses or negatively impact the environment, heritage resources and wildlife habitat.
3. To ensure that new resort and recreation developments are located in a manner that takes full advantage of existing municipal infrastructure.



### 3.4.2 General Recreation Policies:

1. The member communities shall continue to support and build upon tourism initiatives.
2. Work with private sector developers and provincial agencies to encourage and facilitate the development of new, or the intensification of existing recreational facilities and parks to broaden the recreational activities available for residents and visitors.
3. All new development applications must be accompanied by evidence of demonstrated demand for such development.
4. Where the proposed development includes residential development, the General and Multi-lot Residential Policies shall apply.
5. Development applications should be accompanied by conceptual plans illustrating how the proposal accommodates issues of open space, roadways, densities, land use compatibility, and such other matters as the affiliate municipal council may deem appropriate within the context of the overall policies of this Plan.
6. Prior to consideration of any application to rezone or subdivide land for any recreational development deemed by the affiliate municipal council to potentially have a significant impact on the area, the proponent shall be required to prepare and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development in its proposed location. At council's request the report shall, at a minimum, include the following items:
  - a. A summary of the development including:
    - i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
    - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
    - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, and land use compatibility;
    - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
    - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;



- vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;
  - vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and
  - viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.
- b. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.
  - c. Notwithstanding subsection 6, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.
  - d. Notwithstanding subsection 6, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.
  - e. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.

## 4 Urban Policy Areas

The urban areas in the District include six urban municipalities with a combined population of approximately 6,300 according to the 2011 census data. The urban municipalities include: the Towns of Nipawin, Carrot River, and Choceland; the Villages of White Fox and Codette and the Resort Village of Tobin Lake. Nipawin and Carrot River are the largest communities with a combined population of over 5,200 with the remaining 1,100 residents living in the other urban municipalities.

In the District there are two additional urban municipalities - the Villages of Love and Smeaton; however, they are not members of the Twin Lakes Planning District and are not included in the District Plan.

The urban communities offer a quality of life that compliments the diverse economic base of the region. Agriculture, mining, forestry and tourism are the major industries of the region. Although Nipawin and Carrot River offer a complete range of services for the residents of the region, all five of the communities service the region and are also dependent upon the economic strength and growth of the region. The District is planning for sustained economic growth and the urban communities will work with their rural municipal partners to direct development with targeted investment strategies in their individual communities that respond to the region's needs and collectively benefit the entire area.

### 4.1 URBAN RESIDENTIAL POLICY AREAS

The towns and villages make up 65% of the Twin Lakes area's population with Nipawin estimated to make up 40% of the region's population. Over the past several years, the area has experienced a relatively stable population base and in some instances a decline in population. The median age of the area's residents is slightly above the provincial median. Median family income and employment participation are in line with the provincial average.

With the area's diverse economic base and the strength of the Saskatchewan economy, there is the potential for future growth in the agricultural, mining, forestry and tourism sectors. Also, there are spin-off value added economic activities associated with growth in these primary sectors.

The urban communities want to be proactive and plan for additional residential growth in their communities. Residential growth would be focused within the current corporate boundaries of the municipalities through the redevelopment of lots with existing older housing stock, the development of infill housing on vacant lots, the intensification of underutilized sites, and the orderly development of new residential subdivisions. In addition, the full range of housing demands from government subsidized housing to non-market housing, entry level and market level housing needs to be adequately provided for throughout the region.

#### 4.1.1 Objectives

1. To ensure an adequate long-term supply of land for future residential development.
2. To ensure that residential development occurs in a manner that allows for the orderly and economic provision of municipal services.
3. To support the diversification of the various types of housing stock to meet the needs of all ages, income, and social groups.

4. To promote high quality housing design layout, site amenities and development for all new residential developments.
5. To develop policies including a tax abatement or tax incentive policy, grants or other incentive programs for the various types of residential development to be applied on a targeted basis in all urban municipalities in the District.
6. Continue to support home based business, both home occupations and residential offices, as a viable lifestyle to facilitate economic development and foster entrepreneurship, recognizing that it must remain secondary to the residential use of the property and compatible with the neighbouring residential properties.

### **4.1.2 Urban Residential Policies**

1. New residential subdivisions will be directed to lands designated for future residential use on the Future Land Use Maps.
2. The supply and demand for residential land will continue to be monitored by each municipality so the needs of the area residents are met. Where demand warrants, private developers will be encouraged to assemble land for housing demands.
3. To ensure that new residential neighbourhoods connect to and complement existing and future development, prior to consideration of any application to rezone or subdivide land for new multi-lot development, the proponent shall prepare a report and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development in its proposed location. The report shall at a minimum, include a summary of the development including:
  - i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
  - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
  - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, densities and land use compatibility;
  - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
  - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;
  - vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;

- vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and
  - viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.
- a. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.
  - b. Notwithstanding subsection 3, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.
  - c. Notwithstanding subsection 3, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.
  - d. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.
4. For new subdivisions, the proponent will be required to enter into a servicing agreement with the municipality to cover the costs of municipal service installation or improvements including applicable costs of improvements or upgrading of off-site services through development levies.
  5. A series of residential districts in Nipawin's Zoning Bylaw and a residential district with both permitted and discretionary uses in the other urban communities will provide for the full range of residential uses. Higher density residential uses will be allowed at an affiliate municipal council's discretion along with other community service uses that are compatible with residential development.
  6. An overall residential density of 17 to 22 dwellings per hectare will be encouraged in new development on lots a minimum of 15 metres in width.

7. The density of new residential development will be determined by the individual municipality's service capacity and shall be designed to complement existing development in the neighbourhood.
8. Although most of the residential development in the urban communities will be single detached dwelling units, the zoning bylaws will provide for a variety of housing types.
9. The principles of The Nipawin Housing Action Plan, particularly as they relate to government subsidized social housing and non-market housing will guide the development of this type of housing throughout the Twin Lakes area.
10. Active participation by the communities and their residents in all provincial and federal housing programs will be encouraged.
11. The zoning bylaw of all communities will provide for a variety of housing construction types including modular homes, ready to move homes, mobile homes, secondary suites, and garden suites with development standards for each housing option.
12. The renovation and replacement of older and dilapidated housing will be encouraged as a means of promoting a high quality built environment.
13. Residential development will occur where municipal services are present or where services can be economically provided. Rezoning of land to residential will be considered where servicing can be economically supplied to a standard that is equal to the servicing in the remainder of the individual municipality.
14. Residential areas will be oriented to serve both pedestrians and cyclists, to promote walkability and the use of alternative transportation modes, in addition to the use of private automobiles.
15. The development of a continuous open space pedestrian system will be considered through new and old residential areas with linkages to schools, parks, recreations facilities, shopping, and business opportunities.
16. Tree planting and landscaping of parks along buffer strips, walkways, and streets will be promoted.
17. The development of energy and water efficient housing will be encouraged.
18. Home based businesses will be supported as a means of providing income diversification opportunities where it can be demonstrated that the business is secondary to the principal use of the site as a residence.
19. The zoning bylaws shall contain development standards pertaining to permitted and discretionary use home based businesses including standards for off-street parking, storage, resident and non-resident employees and other relevant matters.

## 4.2 URBAN COMMERCIAL POLICY AREAS

Local businesses within the Twin Lakes Planning District area serve an immediate trade area of approximately 16,000 and a greater trading area of 75,000. There are a variety of commercial businesses operating providing a wide range of services to area residents and tourists. The larger scale commercial businesses are located in the towns of Nipawin and Carrot River; however, every urban municipality has a commercial sector.

The overall goal for the area is to encourage the expansion of complementary business activity and to retain the current level of retail services within the various communities. The potential for future growth in the agricultural, mining, forestry, and associated industrial sectors will drive the population growth of the local communities and reinforce the overall commercial sector of the area.

With the major recreational areas of Tobin Lake, Codette Lake, and the Nipawin and Wapiti Regional Parks in close proximity, serving tourists and the travelling public is a targeted priority. Improving and enhancing existing accommodations and the potential for new accommodations will not only support the development of tourism but in turn encourage other commercial spin-off opportunities.



Continued support of home based businesses, both home occupations and residential offices, facilitate economic development and foster entrepreneurship, recognizing that these must remain secondary to the residential use of the property.

### 4.2.1 Objectives:

1. To support commercial development and a climate for economic investment.
2. To maintain and enhance cohesive, viable, and dynamic Central Business commercial areas.
3. To promote the expansion of existing highway commercial operations and encourage the development of new uses in the existing highway commercial areas.
4. To minimize potential conflicts between commercial and non-commercial land uses.

### 4.2.2 Urban Commercial Policies

1. An inventory of serviceable commercial lands ready for development shall be identified to support investment and development in each municipality.

2. The zoning bylaws will provide development flexibility of land uses compatible with commercial areas adjacent to residential and non-commercial areas. New commercial subdivisions will be directed to lands designated for future commercial use on the District's Future Land Use Maps.
3. Zoning tools will be used to conserve and promote the reuse of historic buildings in traditional commercial areas or other districts within the community that the municipal council deems appropriate.
4. Infill commercial development will be encouraged as a means of concentrating development and effectively utilizing existing infrastructure.
5. Consideration and adoption of policies that provide business tax incentives to new businesses or expanding businesses should be targeted to the priorities of each local community; however, the overall Business Tax Incentive Program should provide for consistency and equality throughout the District.
6. Monitor the local and regional economy to identify opportunities for future development and promote the local communities as a one combined regional retail and commercial centre.
7. Support the development of additional tourist accommodation and services as a means of expanding the district's tax base and providing employment.
8. Support home based businesses as a means of providing income diversification opportunities throughout the communities where it can be demonstrated that the business is secondary to the principal use of the site as residential.
9. Promote the Twin Lakes area as a place for new businesses, in conjunction with local organizations such as the local Chambers of Commerce, the Carrot River Borad of Trade and the Nipawin Economic Development, Business, and Planning Organization.
10. Ensure that the provision of infrastructure, zoning, and procedures are in place to accommodate business developments in a timely, economical and environmentally sustainable manner.
11. The Central Business areas of each community will be zoned in the zoning bylaw for appropriate commercial uses and other compatible development.
12. The Central Business areas will be promoted as the preferred location for retail activities, personal service establishments, professional services, institutional facilities, financial services, and office facilities.
13. Non-commercial uses in the Central Business areas will only be allowed if they do not hamper or conflict with commercial development.
14. The local municipalities will work with the business community to create and maintain attractive streetscapes and be proactive in promoting well-maintained properties.
15. Appropriate measures will be taken by each municipality to ensure proper upkeep of vacant commercial properties.



16. The area shown as Existing Highway Commercial and Proposed Highway Commercial on the Future Land Use Maps will be zoned in the respective zoning bylaws, for highway commercial uses and other compatible development.
17. Highway commercial will generally be comprised of uses serving the travelling public, requiring good vehicular access, highway exposure, and larger sites.
18. Highway commercial uses shall properly integrate with provincial highways by using service road systems or controlled access points approved by the MHI.
19. Municipalities will promote and maintain aesthetically pleasing highway commercial districts controlled by development guidelines and regulations provided in the Zoning bylaw.
20. Highway commercial areas shall provide high-profile vehicle and transportation related goods and services which complement and support the commercial viability of the central business commercial areas.
21. Commercial development with adjacent land uses shall be carried out in a way to minimize potential land use conflicts.
22. All commercial developments will be properly buffered or screened from any abutting residential uses or areas designated for future residential development.
23. Industrial uses such as storage, warehousing, or freight and cartage operations may be allowed in highway commercial areas as discretionary uses.
24. To ensure that new commercial areas connect to and complement existing and future development, prior to consideration of any application to rezone or subdivide land for new commercial development, the proponent shall prepare a report and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development in its proposed location. At council's request this report may, at a minimum, include the following items:
  - i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
  - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
  - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, densities and land use compatibility;
  - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
  - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;

- vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;
  - vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and
  - viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.
- a. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.
  - b. Notwithstanding subsection 24, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.
  - c. Notwithstanding subsection 24, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.
  - d. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.
25. For new commercial subdivisions, the proponent will be required to enter into a servicing agreement with the municipality to cover the costs of municipal service installation or improvements including applicable costs of improvements or upgrading of off-site services through development levies.

### 4.3 URBAN INDUSTRIAL POLICY AREAS

Agriculture is the predominant economic driver in the District and has resulted in spin-off agri-business. Among these value-added operations are cereal, oil and forage seed producers, storage and cleaning facilities, honey production, canola processing, and turf seed production. The agri-food sector has created the demand for agriculture related service industries that have resulted in business and employment opportunities for the area residents.

The forestry industry had seen a decline in previous years due to the impact of the world economic cycles; however, the sector has stabilized with potential growth as seen in the re-opening of mill facilities in Carrot River and the potential Nipawin Biomass Ethanol project.

Economic growth opportunities are in the resource and mining sectors, including horticultural peat moss harvesting and production, diamond exploration, coal, and oil and gas production.



Many of the agri-service industries are located in Nipawin and Carrot River and the other urban communities. The District wants to facilitate a variety of private sector industrial development uses, both within the urban areas where industrial uses are compatible with other neighbouring areas and in the rural areas where access and servicing are feasible and cost efficient.

The supply of serviced industrial land will be monitored so that market demands can be met

throughout the District. All new industrial development will be located and serviced in conformity with the existing industrial zoned lands, and proposed industrial lands outlined in the Future Land Use Maps for the District.

#### 4.3.1 Objectives

1. To facilitate and promote a variety of appropriate industrial development uses.
2. To minimize potential land use conflicts between industrial and non-industrial lands.
3. To ensure the capacities of a municipality's infrastructure can support identified locations and types of industrial development.

#### 4.3.2 Urban Industrial Policies

1. The areas shown as Existing and Proposed Industrial on the Future Land Use Maps will be zoned for industrial uses and compatible development.
2. The supply of serviced industrial land will be monitored to meet the market demands for new industrial development in the various urban communities. When sufficient land is no longer available to accommodate additional industrial development, the necessary steps to acquire, subdivide and service additional land to meet this demand will be undertaken in consultation with the Planning Commission.
3. Encourage the development of privately built and marketed industrial parks provided that such developments are properly located and serviced.
4. Priority will be given to infilling vacant and underutilized industrial land for appropriate development within the designated industrial areas prior to the development of new areas.
5. Industrial development shall occur in an orderly and continuous manner.

6. Where industrial development occurs or exists adjacent to non-industrial land uses, the appropriate development standards shall be applied through the Zoning bylaw providing for sufficient screening and buffering to minimize potential impacts on the non-industrial areas, including the provision of landscaping, fences, and berms.
7. Use-specific industries that exhibit a potential level of hazard or environmental impact, which can only be mitigated through special separation, shall be located according to the separation distances outlined by the appropriate provincial agencies.
8. Maintenance of all developed and undeveloped industrial sites shall be required and enforced.
9. Promote industrial development in areas that are close to major roadways and utility services.
10. Industrial areas shall be provisioned with adequate infrastructure that can accommodate industrial development in a timely, economical and environmentally sustainable manner.
11. To ensure that new industrial areas connect to and complement existing and future development, prior to consideration of any application to rezone or subdivide land for new industrial development, the proponent shall prepare a report and submit a report to the affiliate municipal council in support of the proposed development which confirms the suitability of the development in its proposed location. At council's request this report may, at a minimum, include the following items:
  - i. a general description of the development area including its topography, natural amenities and a summary of surrounding development;
  - ii. the proposed number of lots proposed along with a lot phasing plan where intended;
  - iii. a development concept plan illustrating how the proposal accommodates issues of open space, roadways, densities and land use compatibility;
  - iv. written confirmation from the appropriate provincial regulatory body regarding the existence and potential management of local heritage resources as prescribed in Section 2.4.3 of this Plan;
  - v. a written assessment of the potential impact of the proposed development on local ecologically significant and sensitive wildlife or aquatic habitat as prescribed in Section 2.4.2.3 of this Plan;
  - vi. a drainage study and conceptual storm drainage plan prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan as prescribed in Section 2.4.2.5 of this Plan;
  - vii. evidence of public consultation including documentation of interactions and issues identified along with identification of how the development will seek to respond to these issues; and
  - viii. a written report identifying specifically how the proposed development complies with the intent of this Plan and the applicable development policies contained herein.

- a. The preceding list of application requirements is not considered comprehensive and additional investigations may be required at the sole discretion of the affiliate municipal council where local circumstances warrant additional investigation.
  - b. Notwithstanding subsection 11, where the proposed development is deemed by the affiliate municipal Council to impact existing municipal roadways, a municipal roadway assessment shall be prepared by a professional engineer duly licensed to practise in the Province of Saskatchewan providing an evaluation and confirmation of the physical and functional capacity of municipal access roads serving the property as well providing recommendations regarding any necessary improvements to the roadway infrastructure required to support the proposed subdivision or development.
  - c. Notwithstanding subsection 11, where in the opinion of the affiliate municipal Council, the location of the proposed development exhibits hazardous characteristics including but not limited to a propensity for flooding, a high ground water table or slope instability; a geotechnical report prepared by a professional engineer duly licenced to practice in the Province of Saskatchewan shall be prepared confirming the suitability of the proposed development and its density based upon an assessment of local soil and groundwater conditions. This report should also include recommendations concerning road construction and minimum building foundation construction requirements.
  - d. Where the development is intended to utilize private onsite wastewater treatment systems, a hydrogeological report shall be submitted which establishes baseline hydrology for the development property; confirms that the proposed systems will not adversely affect groundwater; establishes a monitoring groundwater strategy to track the long term effects on local aquifers and introduces any other local conditions which may be relevant to the effective employment of private onsite wastewater systems on the property.
12. For new industrial subdivisions, the proponent will be required to enter into a servicing agreement with the municipality to cover the costs of municipal service installation or improvements including applicable costs of improvements or upgrading of off-site services through development levies.

#### 4.4 URBAN INFRASTRUCTURE

The Twin Lakes area has both major road and rail transportation networks that provide good accessibility for most of the area. Highway networks run north/south and east/west with both CN and CP branch and spur lines. The District has air transportation from the municipal Nipawin airport south of the town.

Potable water is managed several ways in the District. Municipal water treatment facilities are located in the Towns of Nipawin, Carrot River, and Choiceland and the Village of White Fox. The Resort Village of Tobin Lake as well as the Hamlets of Snowden and Garrick operate provincially monitored water treatment facilities. The Village of Codette and the rural areas rely on wells as a source of private water. Water supply capacity is not an issue with the municipalities;



however, upgrades and expansions to the water treatment and distribution system in Nipawin are recommended.

The area is served by three landfills with the Nipawin landfill serving the Nipawin, Carrot River, and Codette along with the surrounding rural areas in the RMs of Nipawin and Moose Range. A second landfill located north of the Garrick provides regional landfill services to Choiceland, White Fox, and the RM of Torch River. A private landfill serves the Resort Village of Tobin Lake and the feasibility of diverting the Resort Village's solid waste to the Nipawin landfill is being evaluated.

The Towns of Nipawin, Carrot River, Choiceland, and the Village of White Fox operate municipal wastewater lagoons. Other developments in the Twin Lakes area rely on private onsite systems and access to the SaskWater operated regional lagoon.

The capacity of the municipal infrastructure is generally considered sufficient to meet the demands of the existing and projected population demand. In order to maintain high quality, core infrastructure the investment in the infrastructure services and facilities needs to be fiscally managed with strategic investments made when required to support community and economic development. In some communities, the issue of surface drainage and infiltration into the sanitary sewer systems will need to be addressed.

Investments in the highway transportation networks need to be prioritized and discussed with the provincial government. The upgrading of the waste management facilities for the region and airport expansion and potential relocation will require regional cooperation and long term financial investment planning.

### 4.4.1 Objectives

1. To ensure prudent decision-making and fiscal management of community resources with respect to the provision of new and expanded municipal infrastructure services and facilities.
2. To optimize use of existing water, sewer, and solid waste management infrastructure and capacities.
3. To provide for the orderly and efficient development of municipal and provincial utility infrastructure in conformance with land use policies and environmental regulations.
4. To promote the development of an integrated transportation system for the safe and efficient movement of vehicles and pedestrians within municipalities and throughout the region.
5. To provide an acceptable level of solid waste collection and disposal that is economical and environmentally safe.

### 4.4.2 Urban Infrastructure Policies

1. Utilize municipal services in an efficient manner by encouraging infill development on existing serviced lands.
2. Take a proactive approach in infrastructure planning in order to direct investment and conserve financial resources.

3. Examine opportunities to reduce any infiltration into sanitary sewer systems to increase capacity.
4. Examine opportunities to improve surface drainage in developed areas where drainage is poor and water pools to improve existing conditions and to facilitate infill in these areas.
5. Carefully evaluate all capital projects in terms of phasing, design standards, threshold capacities, financing implications, operating costs, and maintenance costs.
6. Ensure that all capital projects are prioritized in terms of a community's growth and anticipated capital expenditures by conducting fiscal impact analyses.
7. Utilize all available Provincial, Federal and other grant programs to their maximum.
8. Preference will be given to reinforce existing services, however, for new subdivisions the proponent will be required to enter into a servicing agreement with a municipality to cover the costs of municipal service installation or improvements including applicable costs of improvements or upgrading of off-site services through development levies.
9. A standard servicing agreement format will be developed for the District to ensure consistency of established standards and requirements for such agreements and charges, including the posting of performance bonds or letters of credit.
10. Promote and facilitate infill development and land use intensification to maximize use of existing infrastructure and previous investment in municipal services.
11. The building of facilities and activities that encourage or enhance energy efficiency, waste reduction, re-use, or recycling of wastes shall be accommodated.
12. Work towards increasing public awareness of conservation, recycling, and waste reduction through communication with all residents.
13. All developments shall be serviced in agreement with the Future Land Use Maps.
14. Ensure that existing utility services are expanded in an efficient and economical manner to accommodate projected needs.
15. Require proper management of storm water and surface drainage in all new developed areas.
16. Adopt sewer construction specifications and procedures to ensure that new and renovated sewer systems remove or prevent infiltration.
17. Continue to cooperate with provincial and private agencies in providing a high level of gas, power, and communication service to the various communities.
18. Any roads in proposed developments will be required to link with the existing road network in a safe and efficient manner.
19. Require all new commercial and industrial development adjacent to highways to have access consistent with highway standards.

20. Traffic safety for pedestrians, cyclists, and private vehicles shall be a consideration in all land use and development decisions.
21. Require that new residential developments include pedestrian linkages, where appropriate, to ensure pedestrian continuity and safety within neighbourhoods and to facilities and destination points.
22. Continue to pursue a comprehensive waste management plan for the region.
23. Emphasis on solid waste management shall include waste minimization principles.

### 4.5 URBAN COMMUNITY SERVICE POLICY AREAS

The Community Service uses include both recreational and institutional sectors. The Twin Lakes area has natural attributes that make it an exceptional outdoor recreational and tourist destination. The region attracts anglers, hunters, snowmobilers, and outdoor enthusiasts. The urban communities support this nature-based recreation by providing accommodation for tourists and tourist related services for the industry.

Within the urban communities, there is a variety of indoor and outdoor recreational facilities for the residents. The five urban municipalities offer a full range of outdoor sports fields, golf courses, curling rinks, skating rinks, swimming pool, community halls, service clubs, and arenas serving both the urban and rural residents. The proposed multiplex facility in Nipawin will provide the area residents with a top quality recreational, cultural/entertainment, and social facility. The joint use of facilities and collaboration

with the surrounding municipalities is encouraged as to ensure that investment and community benefit is maximized.



The provision of quality police, fire, educational, and health services is essential in serving the residents of the area and attracting new residents. Police protection for the Twin Lakes area is provided by two RCMP detachments, one in Nipawin and the other in Carrot River. Both communities also have Fire departments providing fire protection and first response service. They are volunteer departments and

have service agreements with the rural municipalities along with mutual aid agreements.

The North East School Division serves the Twin Lakes area and has a full range of educational services from pre-school through high schools available in the urban communities. The existing school facilities have the capacity to respond to additional growth. Cumberland College has a campus located in Nipawin and offers courses in adult upgrading and basic university and technical institute classes. In addition, university level programs from the University of Regina in Social Work and Education are being offered at the Cumberland College in Nipawin. There is an opportunity for local industries to collaborate with the College in offering specialized technical courses to fulfill the need for trained local personnel.



#### 4.5.1 Objectives

1. To provide and manage community facilities and services to meet the present and future needs of urban residents, and where appropriate, residents in the neighbouring rural communities.
2. To encourage the coordination and integration of community facilities throughout the District.
3. To provide a diverse range of well-maintained active and passive recreational opportunities.
4. To provide for appropriate sport and recreational facilities that are accessible and available for all ages and lifestyles.
5. To provide adequate police, fire, health care, and emergency response services.
6. To provide in each affiliate municipality for the enforcement of bylaws to ensure the regulations of the municipality are being adhered to in an equitable manner
7. To support public service delivery agencies in the provision of services.
8. Support the need to train local personnel to meet local industry training requirements.

#### 4.5.2 Community Service Policies

1. The Zoning bylaws will contain a Community Service zone or have community services uses in the Residential zone to provide for a wide range of community services and other compatible uses.
2. Participation by service clubs, community, public agencies, and other interested groups and businesses, in the identification of community needs and the development of community facilities will be encouraged.
3. Maximize the utilization of funding sources for the provision of community services and facilities.
4. Support the joint use of facilities to maximize community use in meeting the educational, cultural, social, and recreation needs of the communities.
5. Encourage public uses such as places of worship, to participate in an expanded role in providing meeting spaces, daycares, and other community needs.
6. Collaborate with all affiliate municipalities to identify opportunities for regional recreational facilities avoiding duplication and minimizing public costs.
7. A balance of indoor and outdoor experiences shall be provided to ensure recreational facilities and services receive optimum usage and can be used by all residents in the region for year round recreational pursuits.
8. Provide continuous maintenance of public reserve lands and open spaces to ensure they are aesthetically pleasing.
9. New developments shall meet provincial dedicated land requirements.

10. Development standards will be applied to new recreational development to protect environmentally sensitive areas.
11. Parks, open space, and recreational program delivery will be provided at a level that aids in the attraction and retention of young families in the region.
12. Shifts in population structure and types of recreational demands will be monitored and recreation program delivery and facility provision will be adjusted based on any population shifts and demands.
13. Continue to support and work with the appropriate public agencies to provide adequate fire, police, healthcare and emergency response services.
14. Address the need for maintaining and enhancing bylaw enforcement in each municipality.
15. Continue inter-municipal cooperation to avoid service duplication and to maximize the scale and efficiency of services.
16. Review development and growth needs, and review the overall response times and level of protective services to new development areas.
17. Continue to support and work with all levels of government, the North East School Division, and Cumberland College to expand the university level course offerings and to provide high quality training to the area citizens.
18. Support the efforts of the Kelsey Trail Health Region for the development and investment in health care facilities in the region.
19. Provide information to area residents on availability of community services and resources and, where appropriate, assist in programming of services to the public.
20. Facilitate a partnership between local industry and Cumberland College to determine the type of training requirements required to develop specialized training courses for local personnel.

### **4.6 RURAL AND URBAN FRINGE POLICY AREAS**

The Twin Lakes Planning District encompasses nine municipalities, three rural, five urban and one resort village. One of the strategic planning goals is to encourage and support regional cooperation, looking beyond local interests, but recognizing the needs and challenges of each individual municipality. The District model provides the opportunity to plan for the whole area with a special emphasis on the interdependence of the municipalities in the rural-urban fringe areas.

The residential areas are primarily within the urban communities along with the accompanying local commercial, highway commercial, and some industrial development. The rural municipalities have the agricultural, forestry, and resource based lands with the natural environment providing recreational and park lands, including the Tobin Lake and Codette Lake recreational sites. The member municipalities of the District recognize that planning and development must be done cooperatively and respectfully of each member in order to capitalize on the potential of the area as a whole.

Given this mutual dependence, the rural-urban interface areas must be planned together and then developed in conformity with the adopted Future Land Use Maps. The larger industrial sites are located in this fringe area and the required infrastructure to serve them must be achieved in the most cost-effective manner, which will involve a public/private sector cooperative approach. Larger acreage residential lots also require inter-municipal cooperation in order to ensure that the new subdivisions are compatible with the future growth of the urban community.

There is one municipal airport in the District located within the rural and urban fringe area south of the Town of Nipawin. The future of these services will rely on coordinated land use planning to guarantee and enhance this air service to the area.

#### 4.6.1 Objectives

1. To ensure that land use policies and new development for the boundary areas both within the urban municipality and adjacent to the urban municipality are compatible and mutually beneficial to both urban and rural municipalities.
2. To facilitate inter-municipal cooperation in the delivery of efficient, cost-effective, and safe services.
3. To support and cooperate on regional action areas such as transportation, regional district services and facilities, and economic development.

#### 4.6.2 Rural and Urban Fringe Policies

1. New development within each urban municipality boundary shall be in conformity with the Future Land Use Maps.
2. Land within 5 km adjacent to the corporate limits of each urban municipality shall be considered the rural-urban fringe area.
3. When the extension of urban utility services, such as water and sewage is extended to service residential lands outside the boundaries of urban municipality, annexation of these lands to the urban municipality should be considered.
4. The Planning Commission and the affiliate municipal council shall review and make recommendations on all new subdivisions within the urban-rural fringe area to ensure compatibility with the District's Future Land Use Maps.
5. Inter-municipal cooperation and public/private sector initiatives that focus on a cooperative approach to providing and sharing cost efficient and effective services that optimize use of the District's financial and infrastructure resources shall be encouraged.
6. The Planning Commission and the affiliate municipal council will review all servicing agreements to ensure the delivery of efficient and cost-effective shared services.
7. The physical and economic ability to extend urban services to specific areas within the surrounding rural municipalities should be logical, reasonable, cost effective, and not jeopardize the urban municipality's ability to provide services within the community.

8. All urban and rural municipalities in the District will work together to inform one another of infrastructure and service requirements within the District in order to coordinate and protect the implementation of future infrastructure requirements.
9. Build and maintain effective channels of communication on inter-municipal issues through the District structure.
10. Work with provincial highway jurisdictions to ensure that the functional integrity of highways is compatible with development policies in the rural-urban fringe areas.
11. Undertake an airport needs study for the Twin Lakes Planning District and determine if the airport should be relocated, protecting the existing and future location with an airport overlay zone.
12. Identify and pursue economic development opportunities in cooperation with all municipalities.

# 5 Community Growth

## 5.1 GROWTH STRATEGY

Communities within the District view stimulation of economic investment, population retention, and growth as the major goals of this Plan and the foremost challenges facing the District. The foundation of the District's economic and growth management strategy is to offer more land use choice and greater diversity by establishing and supporting the creation of a network of development centres within the District. The focus of the planning framework is to stimulate investment and attract new development to strategically designated lands.

### 5.1.1 General Strategies/Objectives

1. Promote a rational and predictable land development environment to create trust and stimulate investment in land development projects.
2. Provide clear and accessible information to the public and private sector by providing sound direction for investment.
3. Identify priority areas for investment and opportunities for strategic partnerships and synergies.
4. Identify adequate inventories of suitable land for future development.
5. Apply a consistent population planning horizon to determine infrastructure investment and the delivery of public services and programs.
6. Maintain a long-term asset management plan to ensure growth and developments do not place undue strain on municipal infrastructure or public service facilities.
7. The DP identifies four principle types of growth areas with the District including:
  - a) Urban Settlement Areas which are intended to support fully serviced residential, institutional, and commercial development serving the entire District. Urban Settlement Areas are either currently serviced with municipal water and sewer or represent a priority development area where respective municipalities long term goals include the transition from private to municipal water and sewer infrastructure services. Designated Urban Settlement Areas will be encouraged to provide a mixture of local and regional serving business development opportunities and local community services including key school and health care facilities.
  - b) Rural Settlement Areas are characterized as providing limited service residential and seasonal residential land uses principally relying on private wastewater and potable water services. The District contains several Rural Settlement Areas including but not limited to the Hamlets of Garrick, Snowden, and Shipman along with a number of other smaller rural country residential and resort based developments.
  - c) Economic Development Corridors are development areas that are strategically located along regional transportation systems intended to support the growth and development of land uses which are intended to serve the travelling public and industries which primarily require larger land bases and good access to the provincial highway system. The key economic development

corridors within the District are situated between the Town of Nipawin and the Village of Codette as well as along the periphery of the Town of Carrot River.

d) Agricultural Policy Areas represent the largest percentage of land holdings within the District and are intended to provide a variety of rural development opportunities focused on the continuation of agriculture as the principal land use and economic driver in the region. Land uses within these areas include resource-based industries where a location in close proximity to raw inputs is necessary. Residential development in these areas is generally limited to single parcel country residential subdivisions and farmstead residences utilizing wells and private onsite wastewater disposal systems.

### **5.1.2 Urban Settlement Area Policies:**

1. In general, retail and service commercial; fully serviced industrial; indoor recreational; intensive outdoor recreational; institutional; public; and small lot fully serviced residential uses should be directed to the Urban Settlement Areas.
2. The Towns of Nipawin and Carrot River are designated as the two principle Urban Settlement Areas intended to accommodate much of the new retail and service commercial, fully serviced industrial, indoor recreational, intensive outdoor recreational, and institutional development.
3. Fully serviced small lot residential development shall be encouraged and supported within the Towns of Nipawin, Carrot River, and Choiceland as well as in the Village of White Fox.
4. Infill and revitalization of existing built-up areas should be encouraged as a means to accommodate new development.
5. Expansion of Urban Settlement Areas should be directed away from prime or productive agricultural land.
6. Where suitable vacant land is not available, new development should be encouraged to locate adjacent to built-up areas where municipal services, including roads, water, sewer services, power lines, and other services can be efficiently and economically expanded.

### **5.1.3 Rural Settlement Area Policies:**

1. Small scale non-agricultural developments including multi-lot, hamlet, and resort residential developments, as well as less intensive outdoor related recreational developments which may be adequately served by either private water and wastewater systems shall be directed to designated Rural Settlement Areas.
2. New and the expansion of existing Rural Settlement Areas are strongly encouraged to employ centralized water and wastewater systems.
3. New and the expansion of existing Rural Settlement Areas are encouraged to cluster around existing established areas to:
  - a. provide an opportunity to focus public investment into expanding and improving public services; and

- b. provide a strategic basis for encouraging additional provincial investment along key transportation routes including Highway Nos. 255, 55 and 35.
4. Rural Settlement Areas will include key outdoor recreational sites along the Saskatchewan River Valley, providing improved access and corridor related linkages between facilities and where appropriate the introduction of new seasonal or permanent residential opportunities.
5. Commercial development within Rural Settlement Areas will generally be limited to enterprises intended to serve the convenience retail needs of local populations and to complement the area's recreational and tourist users.

#### **5.1.4 Employment Centre Policies:**

1. Two principle growth corridors for employment-based development have been identified between the Town of Nipawin and the Village of Codette along Highway No. 35 and along grid 789 on the periphery of the Town of Carrot River.
2. Additional corridors maybe considered along Highway No. 55 south of the Town of Choiceland and potentially at the intersection of Highway Nos. 55 and 35 near the Village of White Fox.
3. Employment centres shall adjoin or be located in close proximity and with good access to the provincial transportation network including road, rail, and air. Property access to the provincial transportation network shall be coordinated and designed in cooperation with the MHI to ensure access is provided in an economical and planned manner.
4. The affiliate councils may consider entering into tax sharing agreements and making joint economic investments to stimulate development and attract new business into designated employment centres.
5. The Planning Commission and affiliate councils will encourage the creation of competitive, attractive and highly functional employment centres by:
  - a. encouraging private development initiatives to locate within the District to diversify the rural economy;
  - b. encouraging the establishment of key clusters of business activity with significant value-added employment and assessment;
  - c. mitigating the offsite effects of noise, vibration, dust, odours, or dust that will be detrimental to other businesses or the amenity of neighbouring lands; and
  - d. using the development approval process to encourage new developments to include landscaping on yards adjacent to any public roads or adjoining properties, including screening of loading, parking, storage, or service areas to minimize nuisance and visual impacts.

## 5.2 COMMUNITY GROWTH PLANS

### 5.2.1 Rural Municipality of Torch River No. 488

The RM of Torch River No. 488 (RM) will continue to host a variety of rural developments relying on private water and waste water treatment facilities in strategic areas currently hosting a similar form of development, away from areas of productive agricultural land, where the impact on natural and heritage resources may be effectively minimized, and where municipal services exist or can be efficiently provided.

The RM may consider to expand an existing employment centre located along Highway No. 35 and the CPR rail line near the Old Nipawin Bridge which currently hosts a seed cleaning plant, trucking company, sawmill, and an abandoned SaskPower construction camp. There may also be potential to expand on existing commercial development located south of the Town of Choiceland at the intersection of grid 692, and Highway Nos. 6 and 55.



The Codette Lake Development Plan and its overall objectives of encouraging the expansion of development within two intensive recreational nodes, supporting the development of linkages along the Saskatchewan River and increasing the overall accessibility to the lake remains appropriate as a long-term goal.

The expansion of multi-lot country residential and resort development is encouraged to cluster in areas along Highway No. 35 to encourage increased provincial investment in this highway corridor, to make efficient use of municipal infrastructure, to focus investment into improving existing infrastructure in these areas, and to minimize the impact of these forms of development on surrounding forested, cultivated and sensitive riverbank lands.

The primary land use within the RM will remain agriculture. One of the prime goals of this plan is to retain contiguous parcels of productive farmland for the continuation of traditional and diversified forms of agriculture. Forestry and the exploration of natural resources including coal and oil and gas will also remain an important activity in the District.

### 5.2.2 Rural Municipality of Nipawin No. 487

Future Development within the RM of Nipawin No.487 (RM) will continue to represent a rural servicing profile relying on private water and onsite waste water disposal systems. The density of development within rural developments will ultimately depend on the ability of local soil conditions and municipal infrastructure capacity to support the development.

The RM will continue to collaborate with the Town of Nipawin to coordinate the ongoing expansion of an existing employment area located south of the Town along Highway No. 35 within the vicinity of the municipal airport. New development in this area should be designed and located to acknowledge and respect the continued operation of the airport. This employment corridor is expected to host a combination of rural and urban commercial and industrial development providing potential users with a variety of servicing levels and property sizes to respond to a diversity of demands for development



property. The need for urban services in the area to support development will determine whether land should be developed as an extension of the Town or remain within the RM.

The RM should continue to encourage appropriately sited recreational development within the Codette Lake Development Area, relying on the direction provided within the DP and the previously adopted development plan for this area to guide its location and design to minimize impacts on sensitive natural and heritage resources and on the continuation of productive agriculture within the rural municipality.

The primary land use within the RM will remain agriculture. One of the prime goals of this plan is to retain contiguous parcels of productive farmland for the continuation of traditional and diversified forms of agriculture. Forestry and the exploration of natural resources including oil, gas and coal will also remain an important activity in the District.

### 5.2.3 Rural Municipality of Moose Range No. 486

New country residential, resort and employment based development within the RM of Moose Range No. 486 (RM) are expected to rely on private water and waste water disposal systems. It is expected that there will be some potential employment based development opportunities provided within the vicinity of the Town of Carrot River. Similar to the employment corridor south of the Town of Nipawin, it is expected that additional employment based development within the areas surrounding Carrot River will include rural and urban service profiles which will in turn determine the appropriate jurisdiction to host the new development.

The primary land use within the RM will remain agriculture. One of the prime goals of this plan is to retain contiguous parcels of productive farmland for the continuation of traditional and diversified forms of agriculture. Forestry and the exploration of natural resources including coal and oil and gas will also remain an important activity in the District.



### 5.2.4 Town of Nipawin

The Town of Nipawin has 40% of the region's population, which in 2011 according to the 2011 census was approximately 4,265. According to census estimates, the Town experienced a decline in population from 2000 to 2006; however, in the last five years this trend has reversed and the population has grown 4.6% from 2006 to 2011.

The Town's economic base relies on primary industry, agriculture, and forestry for 23% of the total base. This is followed by retail (14%), health (13%), business services (10%), educational services (8%), and construction (6%) with wholesale trade, manufacturing, finance, and real estate making up the remainder of the economic base.

Nipawin is the major service area for the region's trading area offers a total range of services encompassing all sectors. The RCMP detachment serves the Town and surrounding area and the fire department provides fire protection, first response, and emergency rescue services to Nipawin, Codette, the RM of Nipawin, and portions of the RM of Torch River. The Town also has a wide range of housing choices and is implementing the Nipawin Housing Strategy, which would provide a continuum of housing ranging from subsidized housing, affordable housing to private market sector housing for seniors, students, and the general public.

Nipawin encourages a vibrant community and offers both residential and business tax incentives for new development, renovations, and infill initiatives. The policies are being evaluated and will be modified if required to meet the priorities of the community. Nipawin has been working on revitalizing the Downtown area and is presently in the implementation stage of a establishing a downtown business improvement district.

The community has pre-school, elementary, high school, and regional college facilities, medical facilities including medical offices, a hospital, and long-term care facility. Recreational facilities are exceptional as Nipawin serves the community residents, the surrounding area residents, and tourists. A new multi-use complex with an indoor pool, running track, and other recreational facilities is in the final planning stages. The Nipawin Regional Park, the Evergreen Centre, and the nearby recreational areas make Nipawin a tourist destination for both summer and winter recreational activities.



The Nipawin airport is located south on Highway No. 35 and a new location is being pursued as a runway expansion is needed to accommodate larger aircraft. When a new location is designated, an airport overlay zone should be put in place to protect the long-term integrity of the airport.

The Town has water, solid waste, and storm drainage systems. The potable water is supplied from wells and conveyed to a water treatment plant. To meet future projected water demand, two new wells were recently completed along with upgrades to the four existing wells. Two new one million imperial gallon water storage tanks have also been completed which will mean that the Town now has the supply and storage capacity to meet future projected water demands.

The existing water treatment plant was constructed in 1976 and requires relocation as there is no room for on-site expansion. The system has also reached the end of its life and replacement is required. A new water treatment plan is in the design stage and is expected to be completed in 2016-2017.

Nipawin's sanitary sewage is collected and pumped to the 72 hectare (180 acre) SaskWater Regional Lagoon and discharged twice a year into the Saskatchewan River. Storm water collection is in place and functions well.

Solid waste is transported to the Nipawin and District Regional Landfill, which is jointly owned by the RM of Nipawin, Town of Nipawin, and Village of Codette. A capacity study of the landfill is underway which will provide information on the capacity limits, if any, of this facility.

Nipawin has a number of private and public lots available for residential, business, and industrial development. Infill development of the existing vacant lots is a priority and with tax incentives targeted at the infill and the redevelopment of underutilized sites, the Town can accommodate growth. There is opportunity for future residential development in the Future Urban Development zoned lands south of the existing residential development. At the west area of this zoned land where industrial development is occurring, a buffer from the future residential development should be planned including screening, landscaping, and phasing of multi-unit dwellings to single detached dwellings. In the eastern part of the Town, a residential subdivision is planned and will be developed in the short term. As the new water treatment facility is planned for the southeast corner, buffering from this facility should also be incorporated into the plan.

The Town has areas close to the Saskatchewan River in the west area of the Town zoned Restricted Development and R4 Residential District. This area has a high water table and it is understood that this is the reason for the restriction on development. As this area would be highly valued for residential development, development standards, including restricting basements and allowing only slab foundations, should be examined that may permit some residential development without impacting the water table or negatively affecting the environment. This would then provide another area for substantial future residential growth.

The area between the rail line and the industrial development in the southwest area of the Town that is zoned Future Urban Development is suitable for future industrial and certain types of commercial development.

In the long-term future growth plans for Nipawin, should more residential and industrial lands be required, the Town would need to look at residential development to the east of the existing new residential subdivisions within the Town's limits. Industrial lands could be accommodated east of the existing development in the south to the east of existing industrial development. Annexation of lands should be considered when urban water distribution and sewage collection systems are servicing areas outside the present Town's boundaries.

### 5.2.5 Town of Carrot River

The Town of Carrot River has a population that had declined after 2000 but has now stabilized and since 2006 grown by 6.3% according to census data. The 2011 population according to the census is 1,000. Carrot River is the second largest urban municipality in the Twin Lakes Planning District and offers a full range of services to its residents, including police protection with the RCMP detachment in Carrot River, a fire hall for fire protection and emergency response, ambulance, library, schools, and community recreational services. A mix of residential choices is available with both public and private housing, apartments, and assisted living facilities. Health care is provided through the Medical Clinic facility and the Carrot River Health Centre Pasquia Special Care Home.



A full range of retail and service businesses are located in the Town that serves the community and surrounding area. The major industries are agriculture and related value added agri-industries, forestry and tourism.

The Town has water, solid waste and storm water drainage systems. The raw water supply is from wells supplying the water treatment plant that operates at 30 - 40% capacity. The water is of good quality and treated with aeration and a chemical feed system. Ongoing maintenance and upgrades to the treatment plant and distribution lines are required but can be planned for as part of the town's capital budget. The sewage treatment capacity is unlimited and both the sanitary sewer and storm water drainage systems function well and are maintained annually.

Carrot River's solid waste is directed to the Nipawin landfill.

The Town has some opportunity for infill opportunities with the vacant and underdeveloped lots within the Town. Residential expansion can occur adjacent to the existing residential subdivisions in the northeast and northwest areas of the Town. There is urban holding land to the southwest of the CNR line and east towards the Town's boundary adjacent to the commercial development in the RM of Moose Range along Highway No. 23. This urban holding land will be available for future industrial, commercial, and residential development if required in the long term.

### 5.2.6 Town of Choiceland

The Town of Choiceland has experienced over a 10% growth in its population over the past five years and in 2011 had an estimated population of 381 according to the last census. The Town provides a wide range of services to its residents including a fire hall and community ambulance, a library, museum, a skating rink, curling rink and a number of community halls, as well as a K-12 school. Police service is provided by the Nipawin /Smeaton Community RCMP detachment. The Town provides a basic level of retail and service businesses and the Torch River Railway remains an important asset to the community and surrounding agricultural producers.



The Town's water and sewer services were originally constructed in 1964 and have been updated and improved over the years. Potable water is provided from two ground wells which draw water into two holding tanks and is distributed throughout the Town by a single pump station. It is estimated that the treatment and distribution system is currently operating well below capacity. Waste water is managed within an existing facultative lagoon capable of accommodating a population of approximately 600 people.

The Town operates a private waste transfer station but solid waste is predominantly directed to the RM of Torch River regional landfill located northeast of the Town.

The Town generally has sufficient land set aside as urban holding combined with infill development opportunities to meet the community's needs for growth. The Town has some unserved land at the north end of the Town that is capable of accommodating industrial or future residential development. Additional highway commercial development could be accommodated in the RM of Torch River directly south of the Town at the intersection of Highway Nos. 6 and 55 near the existing Co-op Gas Bar.

### 5.2.7 Village of Codette

The Village of Codette had a 2011 estimated population of 205 persons and has experienced a modest rate of growth and stabilization over the past ten years. Business development within the Village is constrained given its close proximity to the Town of Nipawin. Residents of the Village rely on private wells as a source of potable water and wastewater is collected by the Village and pumped via a recently upgraded lift station to a regional lagoon operated by SaskWater.

It is expected that the Village will continue to provide an alternative form of residential lifestyle in the vicinity of the Town of Nipawin as a Rural Settlement Area. The Village appears to have sufficient undeveloped land within its corporate boundaries to accommodate anticipated growth resulting from the potential expansion of the existing economic development corridor located between the Village and the Town of Nipawin along Highway No. 35.



### 5.2.8 Village of White Fox

The Village of White Fox is located along Highway No. 55, just west of its junction with Highway 35. The population of White Fox has increased by 4.6% from 2006 to 2011 when the census estimated the population at 364. The Village is served by a municipal water treatment and distribution system capable of sustaining an estimated population of 730 residents. The Village is in the process of upgrading the treatment system to employ a reverse osmosis filtration pre-treatment. Waste water in the community is collected and transported by a single lift station to a municipal

lagoon which is currently operating on one cell while a second cell would be available subject to constructing a new liner in the future to support additional development.

The Village has an abundance of land area located within its corporate limits to accommodate any additional growth and is well positioned from a water and wastewater perspective to appropriately service this growth.

### 5.2.9 Resort Village of Tobin Lake

The Resort Village (RV) of Tobin Lake consists of a combination of permanent and seasonal residences. The 2011 census data estimates a local permanent population of 90 people which represents a 3.4% increase from the 2006 population census. It is estimated that during the summer months, the local population doubles.



Potable water is provided by a centralized treatment facility and distribution network with a designed capacity for supporting a population of 230 people. The RV is currently pursuing upgrades to the treatment facility which presently has sufficient capacity to service permanent and seasonal population fluctuations and will be capable of accommodating growth.

Properties within the RV rely on private onsite holding tanks to manage waste water and the community's solid waste is currently managed by a private landfill located within the RV. The Ministry of Environment has been encouraging the closure of this private landfill and the RV is assessing the feasibility of utilizing the Nipawin Regional Landfill as a long term alternative.

Development within the RV includes residential, recreational, and employment based land uses including a variety of lake related amenities including a marina, boat launch, boat rental, and gas bar along with a variety of commercial accommodations. The RV is well positioned to accommodate additional growth as developed land within the village corporate limits accounts for approximately half of the available land base. Existing development is predominantly focused along the lakefront areas and a substantial amount of land remains available for additional development within internal lakeview property.

The RV is considered a local service centre for the area. Support for growth in the rural area surrounding the RV should be conditioned on undertaking an evaluation of the impacts of this additional development on local infrastructure and wherever appropriate, rural subdivisions should be accompanied by the execution of a servicing agreement providing contributions to improvements to existing facilities and the

## Twin Lakes

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construction of new facilities. Clustered development in this area will improve the likelihood of the community attracting provincial investment into improvements to Highway No. 255, providing access to the area.

# 6 Plan Implementation

## 6.1 POLICY CONTEXT

This District Plan (DP) consists of numerous objectives and policy statements, which will influence decisions that affect future land uses, direction of growth and development, and the provision of municipal services in the Twin Lakes Planning District. The Future Land Use Maps appended to and forming part of this DP are meant to graphically represent the District's strategy for accommodating growth and development while the individual member community Zoning bylaws are intended translate and implement the objectives and policies of this Plan.

Each affiliate municipality has the ability to retain an existing or adopt and administer a more specific Official Community Plan assuming that it is consistent with the overall direction provided in this DP. Affiliate municipalities may also retain existing or adopt and administer other bylaws concerning the use, development, and maintenance of land. This would include measures such as the adoption of a building bylaw or retention of any adopted sector or concept plans within the District.

## 6.2 DISTRICT PLAN INTERPRETATION AND AMENDMENT

1. All land use, development, and redevelopment must comply with the spirit and intent of this DP.
2. Pursuant to Section 102 of The Planning and Development Act, 2007, affiliate municipalities may retain an existing or adopt a new Official Community Plan for all or any part of the affiliate municipality only where it is consistent with the overall direction provided in this DP and the Statements of Provincial Interest.
3. Upon adoption of this DP, each affiliate municipality shall make reasonable efforts to repeal or prepare appropriate amendments to existing affiliate Official Community Plans to bring them into compliance with the DP in a timely manner.
4. Any proposed subdivision or development, which, in the opinion of the Planning Commission or affiliate municipal council, deviates from the policies established in this DP, will require an amendment to this DP before any approval of such subdivision or development can be approved.
5. Where the relevant policies contained in this DP and any existing affiliate municipal OCP are different, the more stringent policy requirement shall apply.
6. The Planning Commission and the affiliate municipal councils will consider the adoption of DP amendments as appropriate to encourage its continued relevance within the District over time.
7. All figures, distances, and quantities in the DP are guidelines only, and any deviations are subject to the provisions of the Zoning bylaw.
8. Minor deviations from the contents of this DP may be allowed without an amendment to this Plan if the deviation complies with the Zoning bylaw and preserves the general intent of this DP.

9. The Planning Commission and the affiliate municipal councils recognize that this DP is a living document and will seek to review and update this DP annually from the date of adoption to ensure it remains relevant.
10. The Planning Commission and the affiliate municipal councils shall interpret and enforce the regulations of the Zoning bylaw in the spirit and intent consistent with the policy direction of this DP.
11. If any part of this DP is declared to be invalid for any reason, by an authority of competent jurisdiction, that decision shall not affect the validity of the bylaw as a whole, or any other part, Section or provision of this DP.
12. The affiliate municipal councils agree to refer the following planning and development matters to the Planning Commission for comment:
  - a. All applications for rezoning;
  - b. All applications for amendments to the District Plan and local zoning bylaws;
  - c. All applications for subdivision proposing more than four (4) residential lots or a new lot for industrial, commercial , or recreational uses;
  - d. Any other planning or development related matter that an affiliate municipality determines may require consideration by the Planning Commission;
13. The Planning Commission will provide a written recommendation to the affected affiliate municipality within ten (10) business days after the Planning Commission's regular meeting if no further information or investigation is required to make a recommendation. If further information or investigation is required, the Planning Commission will provide a written notice to the affected affiliate municipality.
14. The affiliate municipalities agree to withhold a decision on District Plan and local zoning bylaw amendments and subdivision applications of more than four (4) residential lots or a new lot for industrial, commercial, or recreational uses until comments from the Planning Commission have been received for consideration.
15. For statistical information, the affiliate municipality will provide a written copy of all decisions related to planning and development matters to the Planning Commission once a decision has been made.

### **6.3 FUTURE LAND USE MAPS**

1. The Future Land Use Maps attached to and forming part of this document represent a geographical interpretation of this DP. All subdivisions and developments shall comply with and be evaluated according to the direction provided by the Future Land Use Maps.
2. Redevelopment of the lands shall comply with the direction provided within this DP as illustrated on the Future Land Use Maps.



## 6.4 CONCEPT PLANS

1. The Planning Commission may recommend and the affiliate municipal councils may, as part of the DP, and based upon legislative authority provided within The Planning and Development Act 2007, adopt a Concept Plan for the purpose of providing a framework for subsequent designation of land prior to rezoning, subdivision, and development.
2. A Concept Plan shall be consistent with the DP, and any part of a Concept Plan that is inconsistent with the DP has no effect insofar as it is inconsistent.
3. A Concept Plan may be:
  - a. prepared by an affiliate municipal council in response to a need for more detailed planning for a specific area of the District; or
  - b. required by an affiliate municipal council to be undertaken by a developer when the social, economic, and/or physical effects of a specific development proposal extend into a broad region.
4. Concept Plans shall:
  - a. identify proposed land use, essential services and facilities, transportation systems, development density, and sequencing of development for the area in question; and
  - b. consider the costs and benefits of various actions upon the present and future social, economic, and environmental fabric of the area in question and the District as a whole.

## 6.5 THE CODETTE LAKE DEVELOPMENT AREA

1. The DP and the existing Codette Lake Development Plan Bylaw shall administer development within the area defined on the Future Land Use Maps as the Codette Lake Development Area jointly.
2. Where the relevant policies contained in this DP and the Codette Lake Development Plan Bylaw differ, the more stringent policy requirement shall apply.

## 6.6 ZONING BYLAWS

1. The zoning bylaws will be the principal method of implementing the land use objectives and policies contained within this DP, and will be adopted in conjunction herewith.
2. The zoning bylaws must be consistent with the policies and the intent of this DP. In considering a Zoning Bylaw or an amendment to a Zoning Bylaw, the affiliate municipal council shall refer to the policies contained in DP and the Future Land Use Maps attached to this Plan to ensure that the development objectives of the District are met.
3. The objectives of the zoning bylaws are to ensure:

- a. that land-use conflicts are avoided;
  - b. that future development will meet minimum development standards to maintain the amenity of the District;
  - c. that development will be consistent with the physical characteristics of the land and of reasonable engineering solutions; and
  - d. that development does not place undue demand on the affiliate municipalities to provide services.
4. An affiliate municipal council may consider contract zoning to permit the carrying out of a specified proposal subject to executing an agreement pursuant to Section 69 of The Planning and Development Act, 2007.
  5. An agreement executed pursuant to Section 69 of The Planning and Development Act, 2007 shall set out a description of the proposal and reasonable terms and conditions with respect to:
    - a. the uses of the land and buildings and the forms of development
    - b. the site layout and external design, including parking areas, landscaping and entry and exit ways; and
    - c. any other development standards considered necessary to implement the proposal, provided that the development standards shall be no less stringent than those set out in the requested underlying zoning district.
  6. Council may limit the use of the land and buildings to one or more of the uses permitted in the requested zoning district.
  7. An affiliate municipal council may apply a holding provision on a property to restrict the timing and conditions of development in any zoning district subject to Section 71 of The Planning and Development Act, 2007.
  8. The definitions contained in the zoning bylaws shall apply to this DP.

## **6.7 SERVICING AGREEMENTS**

1. In accordance with Section 172 of The Planning and Development Act, 2007, if there is a proposed subdivision of land, the affiliate municipal council may require a developer to enter into a servicing agreement to provide services and facilities that directly or indirectly serve the subdivision.
2. Servicing Agreements shall provide:
  - a. specifications for the installation and construction of all services within the proposed subdivision as required by the council;
  - b. for the payment by the applicant of fees that the council may establish as payment in whole or in part for the capital cost of providing, altering, expanding or upgrading sewage, water, drainage and other utility services, municipal roadway facilities, or park and recreation space

facilities, located within or outside the proposed subdivision, and that directly or indirectly serve the proposed subdivision;

- c. time limits for the completion of any work or the payment of any fees specified in the agreement, which may be extended by agreement of the applicant and the affiliate municipality;
- d. provisions for the applicant and the affiliate municipality to share the costs of any work specified in the agreement; and
- e. any assurances as to performance that the council may consider necessary.

## **6.8 DEVELOPMENT LEVY AGREEMENTS**

1. In accordance with Section 169 of The Planning and Development Act, 2007, an affiliate council may establish, by separate bylaw, development levies for recovering all, or a part of the capital costs of providing, altering, expanding or upgrading services and facilities associated with a proposed development.

## **6.9 THE TWIN LAKES DISTRICT PLANNING COMMISSION**

1. The Twin Lakes District Planning Commission is an advisory body that will be responsible for facilitating the discussion of matters of mutual interest to the affiliate municipalities in a capacity defined within the District Agreement.

## **6.10 PUBLIC PARTICIPATION:**

1. In accordance with The Planning and Development Act, 2007, special provisions for public participation may be required by an affiliate council which are appropriate to the nature and scope of the planning matter being addressed, to ensure that the public is informed and consulted in a timely manner regarding planning and development processes, including applications for rezoning, discretionary uses, and other appropriate matters.
2. To identify and address public concerns and prevent conflict, an affiliate council may require the proponents of significant development proposals that entail amendments to the Future Land Use Maps attached to this plan, rezoning, or the subdivision or re-subdivision of multiple lots, to undertake significant public consultation as part of the application process. Where Council deems public consultation to have been less than thorough or effective, additional consultation by the proponent may be required.

## **6.11 STATEMENTS OF PROVINCIAL INTEREST**

1. This DP shall be administered and implemented in conformity with applicable provincial land use policies or statements of provincial interest, statutes, and regulations and in cooperation with provincial agencies.
2. Wherever feasible, and in the municipal interest, the affiliate council will avoid duplication of regulation of activity and development governed by provincial agency controls.







# A

## Appendix A - Future Land Use Maps