

# 2014



## Redberry Lake Biosphere Reserve (RLBR) District Sustainability Plan

- Rural Municipality of Great Bend No. 405
- Rural Municipality of Meeting Lake No. 466
- Rural Municipality of Douglas No. 436
- Town of Hafford
- Town of Radisson
- Village of Borden
- Village of Maymont
- Village of Speers
- Village of Richard



August 2014



## Redberry Lake Biosphere Reserve District Sustainability Plan

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## SECTION 1: INTRODUCTION TO THE DISTRICT SUSTAINABILITY PLAN

### 1.1 WELCOME TO THE REDBERRY LAKE BIOSPHERE RESERVE PLANNING DISTRICT

The Rural Municipalities of Great Bend No. 405, Douglas No. 436 and Meeting Lake No. 466; the Towns of Radisson and Hafford; and the Villages of Borden, Maymont, Richard and Speers have joined together voluntarily to form a Planning District to assist them with guiding growth and development in their respective communities, and District as a whole, over the next twenty-five plus years. This District Plan, known as the “Redberry Lake Biosphere Reserve District Sustainability Plan,” functions as a comprehensive land-use policy framework to help guide day-to-day management activities.

The Municipalities recognize that opportunities exist to continue stimulating economic development, provide guidelines to reduce conflicts between land uses, protect environmentally sensitive areas, and to develop strategies to support community revitalization and population growth. There is potential for the best possible mix of activities, services, and land uses within the District.

The District Plan contains a vision along with goals and policies that will help the Municipalities with future development that is reflective of the community. These were developed in collaboration with community members and stakeholders, along with the respective Councils and Administration. Each of the policies and sections are linked with one another. To enable a comprehensive understanding of the future direction of the District, the Plan and its sections should be read in its entirety and not in isolation from one another.

### 1.2 PURPOSE OF THE DISTRICT PLAN

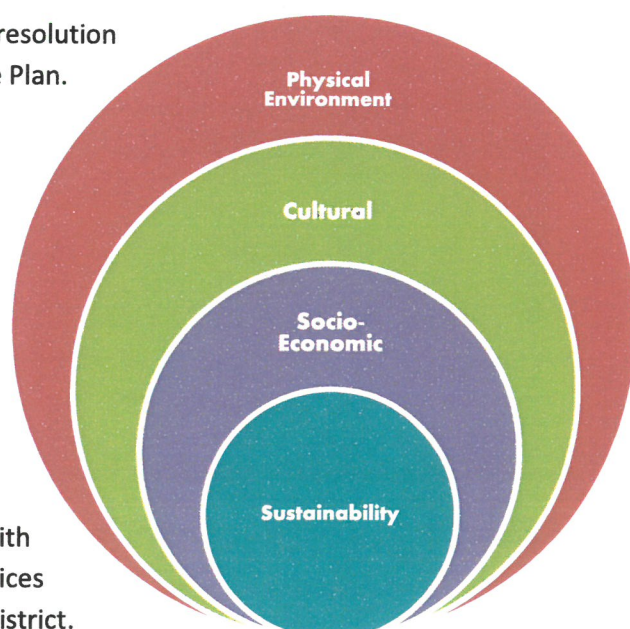
The purpose of the District Plan is to provide a comprehensive policy framework to guide the physical, environmental, economic, and cultural development of the Planning District.

In addition, the District Plan will include procedures for the resolution of land use conflicts for the administration and repeal of the Plan.

#### 1.2.1 Enabling Legislation

The Redberry Lake Biosphere Reserve (RLBR) District Sustainability Plan meets the legislative requirements as outlined by *The Planning and Development Act, 2007* and *The Statements of Provincial Interest*. The District has been established and adopted in accordance with the provisions of Section 102 of the Act.

The Plan responds to the requirements of the Act by providing policies based on “District Goals.” This Plan will reduce uncertainty for both the public and private sectors with respect to future use of land by ensuring development practices are compatible with the land base and environment in the District.





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The Municipalities will also, in accordance with *The Planning and Development Act, 2007*, adopt or amend Zoning Bylaws consistent with the policies and provisions of this District Plan. The Zoning Bylaw is a regulatory tool of the Plan, implementing the policies contained within the Plan and includes site specific regulations.

As per *The Planning and Development Act, 2007*, a District Planning Commission (DPC), a voluntary advisory body, is created to assist with the implementation of the District Plan. Development proposals and other District opportunities related to land use, health care, tourism and others may come to the DPC for review, comment, and their recommendation to the respective Municipalities.

### 1.2.2 Beyond Legislative Authority

The RLBR District Plan is derived from a participatory process with the involvement of many residents and community members. The non-legislative authority for the District Sustainability Plan is the capacity-building and partnership opportunities that are realized as a correlation to sustainable growth, which is considered a priority by the Municipalities.

## 1.3 DISTRICT OVERVIEW – PLANNING CONTEXT

Prairie Wild Consulting Co. was invited during the summer of 2009 by the North West Enterprise Region (NWER) Administration and Board of Directors to develop a community planning pilot program. The key objective being to identify existing and potential business and economic development, and through the process, develop a kick start to some comprehensive planning through the development of a preliminary land use map.

This invitation came about due in part to the success of the participatory planning process that took place in Hafford – known as the Hafford Community Sustainability Plan (i.e. Official Community Plan). The member municipalities also recognized that the Redberry Lake Biosphere Reserve (RLBR) provides a strong umbrella at the watershed scale; and empowers the District to promote, educate and develop the physical, environment, economic, social and cultural potentials within the area collaboratively. The NWER and the Hafford Community Sustainability Plan process provided the leadership for the other participating municipalities to work toward a long term regional and inter-municipal planning initiative.

In view of the above, the District Sustainability Plan has been developed between the Rural Municipalities, the Towns and Villages as a collaborative initiative to guide development opportunities by highlighting the land use potentials that exist within the RLBR Planning District. This District Sustainability Plan is intended to be demonstrated as a model to help inform long range planning potential for the wider NWER.

The name Redberry Lake Biosphere Reserve Planning District came as a result of the presence and the borders of the Biosphere Reserve and the closed Watershed system of the Redberry Lake which crosses the area of cooperation of each member Municipality. The creation of the RLBR Planning District has also been a response to the increased pressures for sustainable development particularly around recreational areas – largely as a result of being a satellite area of three growing cities – Saskatoon, North Battleford and Prince Albert.





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The RLBR Planning District represents a planning area of approximately 5,315.14 square kilometers with a total population of member municipalities summing up to 2,564 people according to the 2011 Census.<sup>1</sup> There are many unique attributes within the District including natural and historic assets such as the North Saskatchewan River, Watershed areas, the Redberry Lake Biosphere Reserve, the Crooked Bush and the history of former Prime Minister John G. Diefenbaker in the area which makes it an important place in the history of Canada.

There are also a number of First Nations Lands within the District, which include Muskeg Lake, Lucky Man, Little Pine, Moosomin, and Mosquito Grizzly Bear's Head Lean Man First Nations. These communities are considered vital to the continuing success in the region and their support in this process is valued.

Agriculture is considered a key aspect within the District, in which a variety of soils (Dark Brown and Black Soil deposits) provide for a mix of agricultural uses. Livestock operations are dispersed within the District with a balance of dairy and cattle ranching activity.

The District is well located along major highway corridors including Highway 16, 40, 340, 324 and 376. Key industrial and highway commercial operations are located along this corridor. Moreover, Highway 16 and 40 in particular present potential opportunities for the municipalities situated along it for industrial, commercial and infrastructure development.

The member municipalities in this District have strong relationships with each other as illustrated by a number of servicing agreements, joint emergency planning measures, supporting recreation programs, facilities and each other's community events.

This will be the first District Sustainability Plan that has been adopted by the RLBR Planning District. The Plan has been developed using a collaborative based model and community engagement principles. The Rural Municipalities, Towns and Villages along with stakeholders and community members have created this Plan to guide development and showcase opportunities by highlighting land use potentials that exist in the District as shown in Appendix "A."

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<sup>1</sup> Statistics Canada, 2011 Census of Population.





[illegible]

## 1.5 GUIDING GROWTH AND SUSTAINABLE DEVELOPMENT

The three Rural Municipalities and the six Urban Municipalities hope to provide for the effective, efficient, high quality delivery and distribution of regional services, goods and community amenities that fulfill their shared District vision. The focus of each participating Municipality is based on the premise that ‘we are better together’ working for the improvement of our shared lands, resources and amenities rather than working in isolation.

Each participating municipality recognizes and respects each other’s need for local autonomy where it makes sense with the understanding that municipal boundaries are only a means by which good neighbourly relations are established that benefits each municipality and the region as a whole. Drawing on the strengths of its existing infrastructure and central location, the District will market appropriately planned and located economic opportunities – agricultural diversification, recreational/tourism, commercial and related industrial development to share the benefits among the Municipalities of the District.

## 1.6 STRUCTURE OF THE PLAN

The District Sustainability Plan is divided into nine major parts:

Section 1	An Introduction to the District Sustainability Plan, providing some general background information and guidance.
Section 2	Reflection of the community voice, including the vision and goals of the District.
Section 3	General District Policies to guide the overall use, planning and development of land in all areas of the District.
Section 4	Policy directions are provided for the rural areas of the District. Sections include: Agricultural Development, Natural Resources Development, Country Residential, Lakeshore Development, Hamlet Areas, and Natural Hazard Lands.
Section 5	Introduction to the Urban Municipalities of the Planning District and link to their individual Official Community Plan, with the exception of Village of Richard, which has a specific section in this District Sustainability Plan.
Section 6	Policy directions for the Village of Richard.
Section 7	Special Planning Areas: Crown Lands, First Nations Treaty Land Entitlements and the Redberry Lake Biosphere Reserve.
Section 8	Inter-Municipal cooperation Planning Tools.
Section 9	The Administrative tools and legislative supports available for Councils to administer the District Plan are highlighted.





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The **Policies** of the Plan are action statements intended to address particular issues and advance the District towards its vision. Policy implementation should involve appropriate levels of consultation with the public and relevant stakeholders. As future amendments to the Plan are contemplated, consideration should be given as to how the proposed amendment conforms to the vision and themes presented in the Plan.

**Future Land Use Maps:** One of the key aspects of the Plan is to provide an overall future land use and development concept for the municipalities in the District. The “Future Land Use Map(s)” (Appendix “A”) illustrate general land use designations which have been determined by a number of factors including existing patterns of land use, projected land needs, resources areas, natural attributes and man-made features.

**Reference Maps:** The series of reference maps attached in Appendix “B” provide supplementary information. These maps may be updated periodically by a resolution of the Planning Commission. All Reference Maps are approximate and are subject to change. Reference maps are conceptual only and should not be used to make site specific decision.

**Action Plan:** To achieve the goals set out in the RLBR District Sustainability Plan, a clear plan of action or implementation strategies is required. Action Plans for the District have been included in Appendix “D” to provide a checklist of the key action items that will need to be completed to help the District achieve its goals outlined in the Plan.



## SECTION 2: COMMUNITY VOICE AND VISION

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### 2.1 COMMUNITY ENGAGEMENT

Community engagement has been vital in the development of the RLBR District Sustainability Plan. Gathering and collecting information through local wisdom and experience is considered the most valuable source. A number of community members, stakeholders and business owners from this District as well as outside the District boundaries participated in various meetings, community events and data collection. The process is designed to be engaging and participatory. The goals, objectives and policy which have been developed in the District Sustainability Plan are the result of this process.

Findings from the consultative processes, together with technical research, have focused the Plan on the issues residents and land owners identified as of prime importance for the future of the District, notably the need for collaborative planning and greater certainty when it comes to land uses. These communities have the opportunity to take an inter-municipal approach to:

- ❖ Attract new residents and businesses to the District to support local amenities and increase tax base;
- ❖ Take advantage of the existing infrastructure, central location, community assets;
- ❖ Market economic opportunities - recreational, commercial and industrial; and
- ❖ Share the taxation benefits among the Urban and Rural Municipalities.

#### 2.1.1 Community Engagement Approaches Utilized

The process utilized during this District Planning framework and the facilitation is based on the Appreciative Inquiry model best practices, intended to ensure time for community capacity-building and quality results. The model builds from the positives and asks participants to discuss “best-hopes and goals” for the future of their communities.

The following facilitation principles were followed:

- Every system works to some degree; seek out the positive, and *appreciate* the “best of what is”;
- Knowledge generated by the inquiry should be *applicable*; look at what is possible & relevant;
- Systems are capable of becoming more than they are and they can learn how to guide their own evolution -- so consider *provocative* challenges & bold dreams of “what might be”; and
- The process & outcome of the inquiry are interrelated and inseparable, so make the process a *collaborative* one (Cooperrider & Whitney, 1999).<sup>2</sup>

Community engagement involves a wide range of participants with varying opinions and ideas. The model allows for the creation of open space where everyone can voice their opinions and be heard throughout the process. It guides the community to create a shared vision that everyone can live with.

Roles were shared at the beginning of each session for the facilitative planners and participants, with a common goal for everyone to learn something new, have fun and share with others the work being done together.

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<sup>2</sup> Cooperrider, D. L., & Whitney, D. (1999). *Appreciative inquiry*. San Francisco, CA: Berrett-Koehler Publishers, Inc.





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### 2.1.2 Foundations for Success

The RLBR Planning District process included the creation of a list of Foundations for Success; statements of values to ensure successful and productive meetings and time well spent for both participants and facilitators.

- Working together makes sense
- Know and trust others will come on board when ready
- Understand how this can help each of our municipalities and each other at the same time
- Have fun, eat
- Focus on the positives while being realistic
- Listen and learn from each other
- Share ideas
- Respect each other



## 2.2 COMMUNITY'S VOICE AND VALUES

**The Core Value** of the RLBR District is to have a collaborative-based approach to comprehensive planning to guide local and district-wide decisions. The following values also reflect the voice of this District.

**Community:** The RLBR Planning District is committed to a fully participatory and collaborative approach with the member municipalities as its partner. A key objective of the plan will be to ensure that the communities within the District sustain the quality of life for its residents, key stakeholders and visitors alike. Communal spirit is seen as a key ingredient for sustaining community cohesion, capacity and vitality.

**Social:** Growing and sustaining social capital in the RLBR Planning District will be incorporated as a key objective of the District Sustainability Plan. This will include addressing such issues as accessibility, affordability, seniors, youth, family, volunteering, programming and provision for activities and items for such.

**Cultural:** There are deep cultural roots in the District with fourth and fifth generational families established in the area. Additionally, there is a welcoming atmosphere to new-comers where the emphasis is on providing an atmosphere and place where people can come together to celebrate, showcase and present their culture through home business craft ventures, community festivals and other related community and economic ventures. The District Sustainability Plan will work to ensure opportunities and potential for innovation in this area.

**Environmental:** The District Sustainability Plan will develop a template for “green” infrastructure to address needed capacities for renewal, growth and development in areas such as land use, water conservation, energy efficiency and greenhouse gas reduction, eco-system conservation, eco-tourism, and overall sustainable development.

**Economic:** Pragmatic and investment on effective projects and programs that will flow from the development of this plan will have multiplier effects for generations to come.

**Physical:** To sustain residential, commercial, industrial and community services in an orderly fashion while providing adequate infrastructure and transportation networks.





## 2.3 DISTRICT VISION STATEMENT

The Vision Statement was originally adopted for the Redberry Lake Biosphere Reserve in 2000 by UNESCO. It was later reviewed and accepted by municipal representatives and community members of the RLBR Planning District as their Vision through a participatory process. The Vision is intended to guide future growth and sustainable development for the next twenty-five years.

### Vision Statement – *In 2039...*

We who reside within the Redberry Lake Biosphere Reserve Planning District **live and work together** in a **healthy landscape** under a **common banner of equality, dignity, and respect**.

**Democratic processes** are **fundamental to our community** decision-making at every level.

**Community and economic growth** are managed in an **orderly and considered** fashion that can be seen by others as an **ideal for human community living** and **sustainable environmental practice**.

## 2.4 GOALS OF THE REDBERRY LAKE BIOSPHERE RESERVE PLANNING DISTRICT

The RLBR District Sustainability Plan responds to the requirements of The Planning and Development Act, 2007 and The Statements of Provincial Interest, by providing policies based upon “Community Goals” for the conservation and use of municipal resources. The day-to-day decisions of the Municipal Councils will be based upon these goals.

### Residential Development:

- Encouraging high quality and affordable residential development land use clusters and corridors that respond to various needs through desirable densities and sustainable servicing agreements.

### Economic Development:

- The strategic location of the Redberry Lake Biosphere Reserve Planning District is optimized to attract investment, sustainable economic development and tourism opportunities that provide a variety of levels of essential regional services and small businesses.

### Agricultural Development:

- The protection of prime agriculture lands from premature development as agriculture continues to be the primary economic activity and land use in the District.





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### **Ecological Integrity and Management:**

- Quality development which enhances and protects the environment and builds on the unique surroundings of the District. Maintaining the ecological balance of the area to ensure residents and visitors have the ability to enjoy Regional Parks, outdoor recreational experiences, the Biosphere Reserve and the riverbanks of the North Saskatchewan River in the District.

### **Ecological Goods and Services:**

- Potential for learning from other Biosphere Reserves towards creating value added commodities growth in the District.

### **Sustainable Servicing:**

- The investment in appropriately located municipal services and public utilities for the District, in a financially responsible manner including shared equipment, facilities, fire and rescue services to maximize efficient use of equipment.

### **Inter-Municipal Cooperation:**

- Strong dialogue among all municipalities when planning long-term growth strategies for the region that offers opportunities for all rural and urban municipalities. The Redberry Lake Biosphere Reserve Planning Commission is the mechanism to promote joint initiatives as the goal of continued regional development and capacity.

### **Heritage and Cultural Resources:**

- The protection and promotion of existing and newly identified cultural and heritage resources that represent the District's past and present.

### **Community Well-Being:**

- The communities in the District are supported as the focal point for community services and recreation. Cultural heritage and spiritual tradition are strongly represented through arts and the faith-gathering places and programs are respected.





## SECTION 3: RLBR PLANNING DISTRICT DEVELOPMENT POLICIES

The policies outlined in this section address opportunities that may arise throughout the Redberry Lake Biosphere Reserve Planning District. In managing change, the District will undertake comprehensive, integrated and long-term planning to ensure that developments are compatible with the landscape quality of the area can be sustained by service levels and meet the Statements of Provincial Interest.

### 3.1 GENERAL SUSTAINABLE DEVELOPMENT POLICIES

The Rural Municipalities, Towns and Villages are committed to providing a positive quality of life and experience within the region. Sustainable and ecological-aware development is a key aspect of the RLBR District Sustainability Plan and highly significant to the communities. The policies in this section are intended to provide the base policy direction from which all other policy sections will build.

#### *Objectives*

- ❖ To encourage new areas of development on lands that will not take away from the agricultural value.
- ❖ To encourage development in areas where the capacity exists.
- ❖ To identify the value of our assets; tourism, ecological goods and services, recreation and dedicate resources towards sustainable development.
- ❖ To promote development that conforms to the guidelines within the Plan and reflective of the Future Land Use Maps.
- ❖ To encourage the clustering of development to ensure the best utilization of the land is achieved.

**3.1.1** The Municipalities will strive, through this Plan, to provide policies related to land use, transportation, servicing and other aspects of planning that are consistent throughout the District.

**3.1.2** This District shall ensure development improves the physical, social and cultural well-being of all District residents and businesses through support for the arts, culture, recreation, library, fire, police, education, social programs, and health services to meet present and future needs.

**3.1.3** In managing change, the Municipalities will build and renew a comprehensive, integrated and long-term asset management plan so that the impact of growth will not place an undue strain on municipal infrastructure or public service facilities.





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- 3.1.4** The District shall have a sustainable form, mix of uses and densities that allow for the efficient use of land, infrastructure and public facilities. The District Sustainability Plan will help to identify suitable lands to attract a broad range of residential, business enterprise, recreation, institutional, and industrial development to meet anticipated long-term needs for the area.
- 3.1.5** The District shall work with business, agriculture and industry, non-governmental organizations, community groups, conservation authorities, educational and economic development agencies, other municipalities and First Nations, and representatives of other levels of government to:
- a) Initiate inter-community cooperation to coordinate the efficient provision of services & infrastructure;
  - b) Promote environmentally & economically sustainable developments;
  - c) Stimulate population growth to support social-economic development; and
  - d) Coordinate local and senior government economic and social development initiatives.
- 3.1.6** The District will advocate for integrated planning and provision of services, programs and facilities on a cooperative basis, involving appropriate agencies, groups and individuals to achieve accessible, appropriate, and flexible service provision for all residents irrespective of their physical, economic, social or cultural characteristics.
- 3.1.7** Rural areas shall continue to be differentiated from urban areas by less dense development and generous larger land parcels in order to maintain the rural character of the District. The District shall accommodate new development opportunities that can successfully co-exist with existing and evolving agricultural uses.
- 3.1.8** All intensive forms of development including Multi-Parcel (greater than 4 parcels) Country Residential, Intensive Livestock Operations and Industrial Parks shall be referred to the RLBR District Planning Commission for their review and recommendations.
- 3.1.9** Cumulative effects, land fragmentation, best management practices, innovative procedures, development phasing, route modification, alternative construction techniques and impacts on municipal servicing shall be considered when reviewing all developments and their compliance with the Plan.
- 3.1.10** Primary consideration shall be given to each proposal's conformity with the over-arching policies in this District Sustainability Plan. A proposal shall be denied when it is detrimental to the health, safety, general welfare of persons residing or working in the area, or incompatible with existing or proposed land uses in the vicinity.
- 3.1.11** The participating Municipalities of the RLBR Planning District, together with the District Planning Commission will ensure complementary and compatible policies are adopted throughout the District.
- 3.1.12** This District Sustainability Plan will ensure compliance with any participating Municipality's Building Bylaw to ensure that dwelling and buildings are constructed and maintained to acceptable and safe standards, as defined in The National Building Code of Canada.



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- 3.1.13** Appropriate development standards for the various uses relating to landscaping, signage, parking, building setbacks, and other relevant standards shall be administered through the Zoning Bylaw.
- 3.1.14** Development and new subdivisions shall be encouraged to locate where servicing and infrastructure are in place, or planned, to support the intensity and type of development. Development shall strive to avoid any major alterations to drainage, landscape or other natural conditions and shall be required to mitigate on and off-site impacts.
- 3.1.15** Land development may be guided by Concept Plans, depending on the scale, proposed use and geographic location. These plans or reviews may serve to promote orderly, efficient and environmentally safe land use. Planned development can minimize public expenditure in service provision, identify environmental constraints and coordinate access points on Provincial roads and highways.
- 3.1.16** Rezoning proposals for development will be considered based upon the following criteria:
- a) Impact on surface and groundwater;
  - b) Cost effective relative to the provision of services;
  - c) Sewage disposal impacts and pollution potential;
  - d) Integration with natural surroundings and adjacent land uses;
  - e) Provision of green space and trails;
  - f) Provisions for public safety; and
  - g) Other criteria which support a sustainable community.
- 3.1.17** Activities that generate litter, unacceptable noise, air emissions, dust, liquid and solid hazardous wastes, or that store regulated quantities of hazardous materials shall be strictly regulated and, if permitted, be located well away from residential uses and other natural or developed features or areas where residents may be impacted by pollution.
- 3.1.18** Vacant properties and open space areas outside maintained parks shall be kept free of litter and debris, abandoned vehicles, derelict structures, polluted soil, groundwater, and other pollution and nuisances.
- 3.1.19** Servicing agreements may be required at the time of subdivision approval to ensure that new subdivisions are developed to the standards of the Municipality and to address other concerns specific to the proposed subdivision. Subdivision Fees or Development Levies that recover the costs of extending/upgrading services to the new developments may be required in accordance with *The Planning and Development Act, 2007*.
- 3.1.20** New developments shall be integrated with the natural surroundings and should complement the surrounding community design, landscape and vegetation. Existing trees and vegetation shall be retained where possible and incorporated into site planning. A variety of native trees and vegetation shall be encouraged to minimize maintenance and water use.
- 3.1.21** Sustainable policies and sustainable building design criteria such as the use of alternative building methods, recycled building products, renewable energy sources, solar orientation, innovative waste water and water reduction strategies shall be promoted. Building





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materials and construction methods that conserve energy and reduce long-term operating costs shall be encouraged.

- 3.1.22** The municipalities within the District shall work together to identify and designate areas of social, cultural and environmental significance and protect them as such.

### 3.2 COMMUNITY ENGAGEMENT

The RLBR Planning District is committed to an open and transparent process, in order to recognize the needs and wants of the community as a whole. Improving upon communications will be vital in promoting a stronger relationship among all citizens and stakeholders. Involvement of all community members, organizations, regardless of social and economic standing, shall be encouraged or fostered in the District.

Through this process, the RLBR Planning District has engaged the community on a number of issues through meetings and a community survey. In addition, there is a strong community and wider district volunteerism that come together to put on events and other initiatives.

#### *Objectives*

- ❖ To build capacity amongst all municipalities and develop ideas discussed.
- ❖ To provide opportunities for other municipalities within the broader Redberry Lake Biosphere Reserve Watershed area to join when ready in the District initiatives.
- ❖ To promote communication between all residents within the District, First Nations, agencies and other orders of government.
- ❖ To encourage and foster local stewardship and citizen participation in District planning and development initiatives.

#### General Policies

- 3.2.1** The District will regularly communicate with the community through methods that connect the public together with municipal officials including though not limited to print, web-based, radio and open forums allowing public participation.
- 3.2.2** The District may establish adhoc committees to solicit input on planning and development, social, cultural, economic, and environmental issues and to provide local public process that prioritizes community projects when opportunities for community development arise.
- 3.2.3** Community members shall be given the opportunity to pursue community building initiatives with appropriate support and encouragement when planning community services, programs, facilities, neighbourhood environments or other matters that affect their quality of life.





- 3.2.4** The District will strive to enhance local communication through an open and inviting process that brings the public together with municipal officials including regular reports to the community and forums allowing public participation in research debates.
- 3.2.5** This Plan recognizes and supports the important contributions of volunteers and non-profit groups and agencies which bring significant value to the community.

### **3.3 RESIDENTIAL LAND USE**

The Municipalities within the Planning District offer a variety of housing options, from single-detached, multi-unit, rental, seniors, and country residential. The mix of housing provides for a wide range of options for people having the ability to live in the District. Moving into the future, the District strives to maintain this mix to attract new residents.

#### **Objectives**

- ❖ To provide for a balance of housing options to meet the needs of individuals and families and varying income levels.
- ❖ To promote infill development on vacant or under-utilized land.
- ❖ To ensure affordable housing is attainable to long-term and short-term residents, including rental units.
- ❖ To attract and retain new residents and increase the population of the District while sustaining a controlled growth to ensure a positive quality of life.
- ❖ To ensure country residential development is not wasteful of prime agricultural lands and planned accordingly.

#### **Residential Policies**

- 3.3.1** Efficient settlement patterns that support community development shall develop in cluster or corridor form or adjacent to existing built-up areas and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public facilities.
- 3.3.2** Manageable growth of the Urban Municipalities will be encouraged. Residential development and non-residential development that provide the basic services to the community and the surrounding population shall be encouraged.
- 3.3.3** Residential developments shall be guided by this Plan and areas identified for such development will be illustrated by the Future Land Use Map (Appendix “A”).
- 3.3.4** The District will support initiatives that ensure an adequate supply of urban and rural housing that is safe, appropriately designed and conveniently located close to shops, services and community amenities. Development proposals should be guided by concept or neighborhood plans.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- 3.3.5** The RLBR Planning District shall explore opportunities to provide for a mix of housing types. Attainable housing such as rental, senior and affordable housing is a priority and the District shall actively investigate, study or research opportunities to work with the private or public sector to provide alternative financial options for housing.
- 3.3.6** Multi-parcel country residential development applications will be required to submit Concept Plans. Concept plans should indicate:
- a) Future major roads;
  - b) Drainage systems and improvements required to meet non-agricultural drainage requirements;
  - c) Major open space including unique physical areas;
  - d) Cultural and archaeological significant areas;
  - e) Areas requiring protection through buffering or other means;
  - f) Major hazards such as flooding, areas of high water table, and slope lands;
  - g) Staging of development and future development of or expansion into adjacent land; and
  - h) Compatibility with the adjacent communities planning and future growth needs.
- 3.3.7** Country Residential development shall conform to this Plan and the regulations contained within the Zoning Bylaw for each Municipality.
- 3.3.8** Residential developments will be encouraged to locate in proximity to regional and complementary public uses (e.g. recreation facilities, parks, and libraries), institutional uses (e.g. schools) and commercial uses.

### **3.4 COMMERCIAL AND INDUSTRIAL DEVELOPMENT**

The RLBR Planning District is gifted with numerous opportunities for commercial and industrial development. The communities within the District provides different services including grocery stores, banks, insurance agencies, hotels, gas stations, restaurants, electrical and plumbing businesses and more. The District is also enriched with gravel deposits. The Urban and Rural Municipalities see themselves working together in a hub of activity in order to attract businesses, tourists and new residents to boost the District economy and its viability.



### Objectives

- ❖ To promote the locational potentials of the District as the best option for industrial and commercial development.
- ❖ To provide and attract a diverse business community and services.
- ❖ To brand products produced and processed within the region.
- ❖ To promote commercial and industrial development along established major transportation corridors, particularly on Highways 16 and 40.
- ❖ To provide support towards creating a business inventory.
- ❖ To work with the District Planning Commission, economic development authorities, and other organizations towards economic development opportunities.

### General Policies

**3.4.1** The District will promote opportunities for a diversified economic base includes maintaining a range and choice of suitable sites for employment opportunities that support a wide range of economic activities and ancillary uses.

**3.4.2** The RLBR Planning District shall take into account the needs of existing and future businesses and ensure the necessary infrastructure is provided to support current and projected needs.

**3.4.3** Commercial and industrial development will be encouraged to locate in high traffic areas, such as along Highway 16. Highway dependent services readily accessible to existing transportation infrastructure, at highly visible locations, shall provide vehicle and travel-related goods and services.

**3.4.4** Commercial and industrial developments with extensive site requirements, such as outdoor storage, display, parking requirements (e.g. large trucks), will be encouraged to locate at appropriate locations outside of the existing urban municipalities or on suitable, well-accessed sites in the Rural Municipalities.



### Commercial Policies

**3.4.5** Commercial developments should be encouraged to locate at appropriate locations where it is possible to consolidate access to major roadways and Provincial highways via the municipal road system. The Future Land Use Maps provided in Appendix "A" indicate areas with commercial development potential.

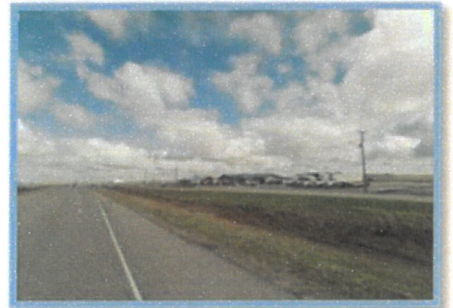
**3.4.6** A regional marketing initiative may be pursued by the District to promote local services and businesses within the community as a means of attracting people to visit, live and work in the RLBR Planning District.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- 3.4.7** Commercial uses which primarily serve the traveling public shall be encouraged to locate where there is access available from major roadways, including Provincial roads and Provincial highways if appropriate. Commercial developments shall be subject to the transportation policies in Section 3.12.
- 3.4.8** Upon expansion of the natural resource sector into the District, related developments shall be located in suitable areas where land uses are not compromised or incompatible. Administrative offices and activities shall be encouraged to locate in the urban centres separated from heavy industrial uses.
- 3.4.9** Commercial developments shall provide structures, buildings and landscaped areas that are compatible with adjacent uses and ensure a high level of visual and aesthetic quality.
- 3.4.10** Commercial developments may be permitted in rural areas only when no suitable urban location exists or where their activities or nature is more suitable for a rural location, such as certain types of agriculturally related commercial enterprises (e.g. anhydrous fertilizer and fuel depots).
- 3.4.11** The Zoning Bylaw may establish procedures and conditions to ensure commercial development is compatible with surrounding uses, the natural environment and has access to the primary rural transportation network.
- 3.4.12** Home-based occupations shall be encouraged throughout the District as a valuable contribution to the District economy when the use is clearly secondary to the residential unit.



### Industrial Policies

- 3.4.13** Industrial areas shall permit a variety of industrial uses including, though not limited to, manufacturing, assembly and repair, warehousing, wholesale distribution, limited retailing and gravel extraction. The Future Land Use Map (Appendix "A") indicates areas with potential for industrial development.
- 3.4.14** Industrial development shall be concentrated in a minimal number of separate locations or nodes where transportation infrastructure and servicing provision is sufficient for the projected use/intensity and these nodes may provide market benefits by locating an industrial activity adjacent to other complementary enterprises.
- 3.4.15** The District is encouraged to identify an area for large truck over-night parking and explore further opportunities further to develop this area for related uses.



## Redberry Lake Biosphere Reserve District Sustainability Plan

**3.4.16** All Industrial Parks and intensive industrial proposals shall be referred to the District Planning Commission for their review. The review shall address all matters of land use integration, potential conflict mitigation and the provision of services to the development.

**3.4.17** Care shall be taken in the siting of industrial and intensive agricultural or natural resource uses that normally create very significant land use conflicts with regard to noise, vibration, smoke, dust, odor or potential environmental contamination. Such uses shall be encouraged to find a location that maximizes separation from residential areas.

**3.4.18** Industrial lot sizes shall permit effective functioning of waste disposal systems, provide separation in order to minimize hazards such as fire and provide an adequate protective buffer to neighbouring uses.

**3.4.19** To minimize the encroachment of incompatible lands near landfills, waste management facilities, airports, transportation corridors, rail yards, industrial activities and intensive livestock operations, adjacent lands shall be setback from these existing facilities and any planned future expansion.

**3.4.20** Industrial uses exhibiting high potential for conflict with adjacent lands and necessitating distance separation as the sole means of mitigating these conflicts shall be located in isolated areas as required by Provincial regulations. These industries include though are not limited to landfill sites, sewage lagoons, ethanol plants, transformer stations, and anhydrous ammonia storage and distribution centres.

**3.4.21** The Zoning Bylaw may establish procedures and conditions to ensure industrial development is compatible with surrounding uses, the natural environment and has access to the primary rural transportation network.



### Hazardous Uses Policies

**3.4.22** Hazardous industries shall be required to locate in, or adjacent to, areas of concentrated industrial use or in new industrial parks. Hazardous industries must be approved by applicable Provincial and Federal environmental agencies and provide clear evidence of compliance with The Saskatchewan Fire Code, *The Environmental Management and Protection Act*, *The Dangerous Goods Transportation Act*, *The Fire Prevention Act*, the National Building Code, and other applicable codes and standards.

**3.4.23** The District shall identify potential potential hazard lands and address their management to ensure safety of residents. Development shall be limited on hazard lands to minimize the risk to public or private infrastructure.

**3.4.24** Facilities or developments, which manufacture, handle, store or distribute hazardous materials, will be governed by the following:





- a) Facilities shall not be located closer to dwellings than permitted or recommended by Saskatchewan Environment;
- b) Anhydrous ammonia facilities shall be located a minimum of 100 meters from Provincial highways and municipal roadways;
- c) Where new development or expansion of a potentially hazardous use is proposed, information may be required 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; and
- d) In instances where the risk is severe, development may be directed to a more suitable rural location.

### 3.5 HERITAGE AND CULTURAL RESOURCES

There is a strong sense of heritage and culture that resonates within the RLBR Planning District and provides a unique sense of character that shines through each community as well as the District. The District is linked to the Redberry Lake Biosphere Reserve and bordered by the North Saskatchewan River, providing plenty of cultural amenities throughout. There is also pride in agriculture practices and production. This is the main industry and in itself is a cultural indicator for the RLBR Planning District. Protection of both agriculture lands and the beautiful natural landscapes is a key interest for the District.

The District is endowed with cultural and heritage assets ranging from Ukrainian Orthodox Churches, Cemeteries, the Diefenbaker Home, Ukrainian National Hall, Museums and other historical buildings and sites. The historic Carlton Trail from Fort Pitt to Fort Carlton also goes through the District along the Redberry Lake Regional Park, Glenburn Regional Park. These historical areas showcase the rich history of the RLBR Planning District.

#### Objectives

- ❖ To identify archaeological and heritage sites within the RLBR Planning District and strive for their heritage designation.
- ❖ To protect heritage and cultural assets from incompatible developments and noxious uses.
- ❖ To encourage partnerships amongst urban and rural municipalities to promote the heritage and cultural resources within District.
- ❖ To identify, protect and develop an inventory of heritage and cultural assets within the District to showcase them to residents, visitors and tourists through guided tours.
- ❖ To encourage cultural identity and multiculturalism through regional initiatives, programming, events and festivals that reflects community and District character.
- ❖ To protect and provide public access to the North Saskatchewan River.





### Heritage Conservation Policies

- 3.5.1** Highly sensitive environment areas or sites with potential for significant heritage resources shall be identified to ensure the protection of these resources when these lands may be affected by development. When development is proposed in these areas an assessment of the potential impact on natural and human heritage resources prepared by qualified environmental professionals shall be required as part of the development proposal.
- 3.5.2** The District recognizes the exceptional heritage resources and the natural landscape found within the region and shall work together to ensure they remain as valuable assets to protect for future generations.
- 3.5.3** The District will utilize the *Standards and Guidelines for the Conservation of Historic Places in Canada* to guide and inform conservation projects on historic places which are owned, regulated, funded or guided by the Municipality.
- 3.5.4** Heritage Resources in the District include many sites “of significant nature” as well as many areas with that have moderate to high archaeological potential. These areas are located primarily along the riverbank and trails between the larger centres which would have been favoured for habitation or other uses in the past. These areas may require limiting large scale developments which could have a negative effect on either natural or heritage resources.
- 3.5.5** Surveys of landscapes, soils, and vegetation, wildlife and heritage resources shall be reviewed by the local Councils and proper Provincial agencies. If sensitive features are identified (coulees, wetlands, riparian areas) the development shall be modified to avoid these areas. When reviewing a development proposal, an attempt shall be made to:
- Provide for minimum loss of habitat by retaining natural vegetation and watercourses;
  - Provide continuous wildlife corridors; and
  - Conserve habitat for rare and endangered species; and in providing landscaping, naturalization or otherwise mitigating the loss of natural habitat where such habitat loss is necessary in the context of a desirable development.
- 3.5.6** The District will explore opportunities to work with owners of cultural and heritage resources to ensure their presence and sustainability in the community for the benefit of present and future generations.
- 3.5.7** The District shall work with the Provincial Heritage Resources Branch and other agencies to develop a local catalogue and criteria for local heritage buildings, sites and landmarks.
- 3.5.8** Where a proposed land development is located in a heritage sensitive area, the District will refer the proposal to the Heritage Resources Unit to determine if a Heritage Resource Impact Assessment (HRIA) is required pursuant to *The Heritage Properties Act*.





### **Cultural Policies**

- 3.5.9** The District shall cooperate with community stakeholders to identify and continually assess the significance of historic, cultural sites and special areas within the region. The District will encourage partnerships among community interest groups and businesses to promote the District's cultural assets.
- 3.5.10** The District will ensure development enhances the cultural wellbeing of residents through continuing support for art and cultural programs.
- 3.5.11** Cultural events and festivals that capture the District's community pride and culture shall be explored.
- 3.5.12** There will be recognition that while cultural preservation is important, cultural diversity is also integral to growth of the community. All cultures will be seen as equal and welcome to the District.

### **3.6 RECREATION AND TOURISM**

The RLBR District has a large amount of recreational opportunities that the communities can take pride in. Through inter-municipal cooperation efforts, the District has access to the Regional Parks such as the Redberry Lake, Meeting Lake and Glenburn which includes golf course, campgrounds and walking trails. Most of the communities in the District have rinks which are well utilized for sports and community events. It is important to the District to maintain and promote the recreational facilities they currently have while strive for their future goals of expanding on the facilities and programming. With a vast amount of opportunity, the District is hopeful to market this area as regional destination.

The District wants to embrace the opportunities of the area and work collaboratively to promote cultural and tourism amenities to others through a regional tourism plan. A tourism plan will help promote the area as a rich cultural area and showcase the many facilities and destinations in the region such as the Crooked Bush, Ukrainian National Hall, English and Ukrainian Bilingual Street Names in Hafford, Borden Museum showcasing the Diefenbaker Home, Radisson Zion Museum, Shady Bay Beach, Crescent Beach, Nature Trails around Lakes, the Stuart Houston Ecology Centre and much more.



### Objectives

- ❖ To collaborate and build on regional relationships with surrounding communities and First Nations on cultural and tourism and eco-tourism initiatives and opportunities.
- ❖ To create a regional tourism plan and brochure that markets RLBR Planning District on what it has to offer and promotes, advocates for cultural diversification, and builds on the RLBR brand.
- ❖ To support the development of accommodations including motels, hotels, bed and breakfasts and campgrounds to attract more people to visit and stay within the District.
- ❖ To promote and expand recreational opportunities available for all ages and lifestyles for local and regional residents.
- ❖ To encourage walking and biking trails that extends through rural and urban areas.
- ❖ To work cooperatively on joint district events and promotions for the benefit of the region.
- ❖ To encourage passive recreational development such as parks, bird watching and trails.

### Recreation Policies

- 3.6.1** The Municipalities shall work together to highlight rural and urban assets including open landscapes that shall be promoted through the creation of a District Tourism and Eco-tourism Initiative.
- 3.6.2** The communities in the District shall utilize their communication networks to encourage residents to be involved and volunteer in culture, tourism and eco-tourism and sports across the District and beyond.
- 3.6.3** The District will 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 to the District.
- 3.6.4** Sites designated as recreational should be compatible with the existing and adjacent land uses. Land uses and activities adjacent to parks, recreation or conservation areas shall be limited to those which would not detract or degrade the public enjoyment of the recreational activity.
- 3.6.5** The District may work together to explore opportunities to revitalize the Regional Parks to promote and encourage recreational activities offered within the District. The Regional Parks shall include recreational programs and activities for all ages.
- 3.6.6** The District shall continue to promote the use of existing recreation facilities. Where the facilities are being shared by more than one municipality, the municipalities may create a cost sharing agreement to equalize operating costs of the building and recreational programs.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- 3.6.7** Areas with high recreational capability, interesting or rare natural features may be conserved for outdoor recreation and related uses.
- 3.6.8** Existing outdoor recreational uses and areas shall be protected from incompatible or potentially incompatible land uses, which may threaten their integrity or operation.
- 3.6.9** Proposed recreational developments will be encouraged to carefully match the activity and its intensity to the capability of the land and its ability to sustain the use over an extended period. Proposed recreational development shall not preclude access to, and use of public resources (e.g. lakes and streams).
- 3.6.10** Sites designated recreational shall be compatible with the existing and adjacent land uses. Land uses and activities adjacent to parks or recreation areas shall be limited to those which would not detract or degrade the primary function from public enjoyment.



### Tourism and Eco-tourism Policies

- 3.6.11** The Municipalities within the District along with other surrounding communities and First Nations are encouraged to pursue create a regional tourism plan. Through the creation of a regional tourism plan, the District will identify and promote cultural, heritage and tourism assets such as the Redberry Lake, Glenburn and Meeting Lake Regional Parks, Shady Bay Beach and other various destinations.
- 3.6.12** The Municipalities within the District shall create a consistent signage corridor along major highways and roadways to promote tourism and eco-tourism opportunities along with community and district services and amenities.
- 3.6.13** Public access to natural areas and wildlife and fisheries habitat will be encouraged, where levels of activity which will exceed the capability of the area to sustain the environment and ecosystem integrity.
- 3.6.14** In order to attract visitors to the area, the District supports the development of commercial accommodations such as motels, hotels, bed and breakfasts and campgrounds. Regulations for these commercial accommodations will be outlined in the Zoning Bylaw for municipality.

### 3.7 SENSITIVE ENVIRONMENT AND MUNICIPAL AND ENVIRONMENTAL RESERVE

The Redberry Lake Biosphere Reserve and the North Saskatchewan River are valued as environmental sensitive areas which make the RLBR Planning District a special area of importance. The District is home to most of the unique and diverse landscape and wildlife in Saskatchewan. There is an abundance of natural features which include a number of fresh water lakes (Gorden Lake, Mistawasis Lake, Meeting Lake and others), the two National Bird Sanctuaries; Redberry Lake and Radisson Lake as well as streams. The Crooked Bushes is also recognized as an environmental sensitive area and an essential resource to utilize and protect.



## Redberry Lake Biosphere Reserve District Sustainability Plan

The District is also committed to dedicating lands for Municipal and Environmental Reserve. These lands offer opportunity for shared management, district capacity and relationship building. Strong emphasis is placed on the placement of environmental reserves to preserve and protect natural features within the District such as: native prairie, Redberry Lake Regional Park, water frontages or forested areas. The dedication of lands will ensure these amenities are preserved for future generations.

### **Objectives**

- ❖ To protect environmental surroundings from incompatible developments and noxious uses.
- ❖ To limit development within environmentally sensitive areas and prevent development from affecting endangered wildlife habitats identified in the District.
- ❖ To dedicate any Municipally-owned land considered suitable as Municipal Reserve as set forth in provincial legislation.
- ❖ To prohibit any encroachment on Environmental or Municipal Reserve lands, except those permitted under *The Dedicated Land Regulations*.
- ❖ To ensure the dedication of lands as Environmental Reserve in cases where the land meets requirements set in provincial legislation.

### **Sensitive Environment Policies**

- 3.7.1** The RLBR Planning District will work with the Ministry of Environment, and other Provincial departments and agencies to identify significant:
- a) Critical Wildlife Habitat and rare or endangered species; and
  - b) Wetlands and sensitive environment.
- 3.7.2** Development may be permitted with properly engineered infill to ensure the safe building elevation is achieved, water drainage is not disrupted and adjacent and down-stream property owners are not negatively affected.
- 3.7.3** Facilities and activities that encourage or enhance energy efficiency, waste reduction, re-use, or recycling of wastes will be encouraged.
- 3.7.4** The District shall recognize and support Provincial and Federal planning initiatives such as studies contributing to ecological integrity.
- 3.7.5** Natural areas and habitats shall be protected from incompatible or potentially incompatible uses where:
- a) Rare or endangered flora and fauna have received Provincial designation and protection;
  - b) Lands designated under the *Wildlife Habitat Protection Act*, and amendments;
  - c) Private lands that have been voluntarily protected by landowners;
  - d) Lands which may be designated under a variety of





## Redberry Lake Biosphere Reserve District Sustainability Plan

other environmental protection legislation or policy;

- e) An aquifer is found or located in attempt to sustain the livelihood of the natural resource;
- f) It is an area that is used for recreational purposes including bird watching or designated areas for hunting; or
- g) Lands are designated natural prairie or grasslands.

**3.7.6** Consideration of the ecological value, integrity and management of wetlands, riparian areas, significant natural landscapes and regional features, and provincially designated lands will be considered upon development approval.

**3.7.7** Developments shall be located and designed to conserve and complement natural areas, contribute to a high quality built and natural environment, and provide welcome benefits to the District.

**3.7.8** Natural areas, linkages and pathways should be maintained, to the greatest extent possible, as an environmental resource with equitable distribution of built and natural settings for recreation, including facilities, parklands, open space areas, and trails.

**3.7.9** Planning for water provision and waste management services shall ensure that current systems are provided in a manner that can be sustained by the water resources, are financially viable and compliant with all regulatory requirements and protect public health and the natural environment.

**3.7.10** A number of intermittent streams drain into the North Saskatchewan River during spring run-off, creating flood prone areas that will require attention when development is proposed in these areas of the Planning District.



**3.7.11** The District shall pursue the investigation of a regional flood plan to determine areas with flood potential and risk. The LIRA high resolution run-off risk reference maps (see Appendix "B") will be a useful tool in this endeavor.

**3.7.12** Development proposals in flood plain areas shall be referred to Saskatchewan Water Security Agency for review prior to approval. Site specific legal land surveys including contour lines shall be provided by the proponent at the time of propose development.

**3.7.13** Natural and sensitive environmental areas shall be identified and protected where development may create potential to stress the environment, by managing these activities in each respective Zoning Bylaw.

### Municipal and Environmental Reserve Policies

**3.7.14** Subdivision applicants will be required to dedicate the full amount of Municipal Reserve owing in the forms provided for in *The Planning and Development Act, 2007*.



## Redberry Lake Biosphere Reserve District Sustainability Plan

- 3.7.15** Land provided as an Environmental Reserve becomes the property of the Municipality. The applicant may be required to provide any amount of land in any location that the approving authority considers necessary, if the land consists of:
- a) A ravine, coulee, swamp, natural drainage or creekbed;
  - b) Wildlife habitat of areas that:
    - i. Are environmentally sensitive; or
    - ii. Contain historical features or significant natural features.
- 3.7.16** Where development is proposed adjacent to a watercourse, the District will request the subdivision approving authority to dedicate Municipal or Environmental Reserve as appropriate to protect sensitive areas and ensure continued public access to these areas.
- 3.7.17** Municipalities will require the dedication of Municipal Reserve or will use the provisions of the Dedicated Land Regulations to ensure adequate recreational and utility space is provided for future needs.
- 3.7.18** Critical or threatened habitat and environmentally sensitive areas shall be designated as Environmental Reserve within the District.



### 3.8 GROUND AND SOURCE WATER PROTECTION

Water is an important natural resource which needs to be protected and managed into the future to ensure an adequate supply for existing and future users. The Battleford Valley Aquifer runs through the southern part of the RLBR Planning District. The District has numerous opportunities to promote their water resource while ensuring that such a valuable resource is protected into the future through this Plan.

#### **Objectives**

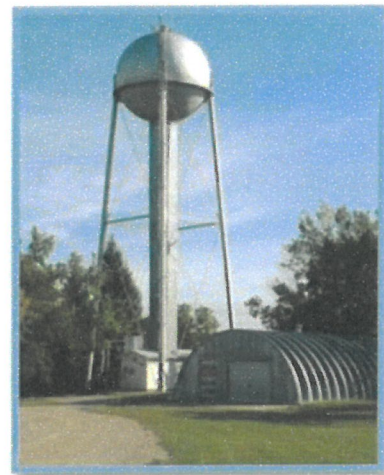
- ❖ To ensure the protection of ground and source water in areas of new development and redevelopment.
- ❖ To manage ground water resources to ensure that existing and future users are not deprived of water supply and would not have a known detrimental effect on the Battleford Valley Aquifer.
- ❖ To ensure activities within the Aquifer Protection Area are not harmful.
- ❖ To ensure adequate buffer distances are created between developments and water resources.





## General Policies

- 3.8.1** 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. Saskatchewan Water Security Agency (WSA) or other appropriate government or private sector consultants will be utilized as a source for technical advice.
- 3.8.2** Development should avoid any alteration to drainage, landscape or other natural conditions and shall be required to mitigate on and off-site impacts. Detailed analysis by a qualified Engineer shall include studies for water quantity and quality, septic services, shoreline erosion and any works required to support the proposed development.
- 3.8.3** Proponents may be required to obtain comments, recommendations, and requirements from appropriate referral agencies or private consultants regarding water supply quality and quantity considerations, waste or manure management plans and other issues that may be required for the purpose of ensuring public health and safety.
- 3.8.4** Buffer strips should be maintained adjacent to watercourses and water bodies to allow for shoreline protection measures against erosion and flood hazards. Wetlands shall be preserved, whenever possible, for the benefit they serve as catchment basins for drainage and ecological aspects.
- 3.8.5** The RLBR Planning District will seek opportunities to work with other municipalities and government agencies to investigate and improve the quality of water in the District.
- 3.8.6** The District will promote development along the North Saskatchewan River which is complementary to the natural features of the river valley. All development shall be in accordance with the Saskatchewan 25 Year Water Security Plan<sup>3</sup>.



## Aquifer Policies

- 3.8.7** The Aquifer Protection areas are the land located above a groundwater system that is part of the domestic, and/or municipal water supply. Care must be taken in the storage, handling, manufacture, and use of products on sites within these areas to avoid contamination of the underlying aquifer.
- 3.8.8** All applications for development in an Aquifer Protection area shall be accompanied by a report certified by a Professional Engineer that shall address site design, waste water management and hazardous materials handling, storage and disposal, descriptions of physical/facility-specific structures, plans and standards.

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<sup>3</sup> Information on the Saskatchewan 25 Year Water Security Plan can be found here:  
<https://www.wsask.ca/About-WSA/25-Year-Water-Security-Plan>



- 3.8.9** The District shall work co-operatively with Saskatchewan Water Security Agency (WSA) to monitor ground water resources and may require annual assessment of residual nutrient levels in the soil, ground and local surface water by a qualified professional recognized by WSA demonstrating:
- a) The development and on-going operation of activities associated with the land use will not pose a risk or cause pollution of the soil, surface water or groundwater resources;
  - b) The precautionary measures which are required to be taken to sufficiently mitigate the potential risks of endangering soil, surface and groundwater quality resources; and
  - c) Innovative operational procedures and best practices will be encouraged for all intensive livestock operations.

### **3.9 COMMUNITY SERVICES AND PUBLIC HEALTH AND SAFETY**

The residents within the RLBR Planning District recognize the role that the Towns and Villages play in providing services and support to its residence. Simultaneously, the Urban Municipalities would like to continue to provide the services and amenities they offer to residents. The District wants to ensure existing services and amenities are promoted and utilized now and into the future while making District links and expanding on the amenities and services where necessary.

The RLBR Planning District is committed to working together to maintain existing health facilities and services in the District with plans of expanding such facilities. The District has the Hafford Special Care Centre and Primary Care Site, and the Borden Community Health Centre as their major health facilities. The District is dedicated to providing quality health care and emergency response services to its communities. It is of high importance to keep residents safe and maintain a zero crime rate in the District.





### ***Objectives***

- ❖ To encourage innovative social, cultural, educational and recreation programming for all communities.
- ❖ To provide a variety of community services that addresses the needs of residents and ensure those services are readily available to everyone within the District
- ❖ To maintain, celebrate and promote local schools within the District.
- ❖ To maintain current health facilities and services within the District and continuously work together to provide quality health care services, amenities and personnel.
- ❖ To share in regional safety and protective services to ensure that provision of essential services are not jeopardized.
- ❖ To ensure efficient and effective regional fire protection and mutual aid agreements.
- ❖ To work with surrounding Municipalities in development required emergency service infrastructure on a regional delivery basis.

### **Community Service Policies**

- 3.9.1** Proposed community service developments will be evaluated based on their locations, site layout and proper vehicular access, the compatibility of land use, and the provision of adequate municipal services.
- 3.9.2** The District will ensure that adequate land and buildings are made available to a full range of institutional, public and community services. The development of institutional, recreation or cultural facilities shall be encouraged to locate where services can be shared or have a joint use.
- 3.9.3** The District will monitor the adequacy of institutional services and strive to recognize and respond to the needs of a growing region. The District will work with various community groups and organizations to determine these needs and the best methods to provide and maintain needed community facilities for youth, seniors and families.
- 3.9.4** The District shall work collaboratively with other organizations and jurisdictions to provide services that assist with training or educational opportunities to attract employees to qualify employment opportunities in the District.
- 3.9.5** The Towns and Villages shall be the major focal point for community focused development in the District. Institutional services at the community level shall be monitored and responsive to the evolving needs of the residents of the District.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- 3.9.6** Community and District amenities shall be retained and encouraged to be utilized for events, gatherings, tradeshow and festivals that bring local residents and visitors together.
- 3.9.7** Community organizations and volunteers play a critical role in the well-being of communities and the District. Appreciation of the volunteers shall be recognized and fostered by the RLBR Planning District.
- 3.9.8** The District shall recognize and assess the impact future adjacent land uses may have on Community Service activities. Each rezoning proposal will be evaluated based on individual merit and their compatibility with surrounding land uses.
- 3.9.9** The District will explore training and post-secondary education opportunities in order to attract and retain residents. Through the use of technology, programs and courses can be expanded in order to provide education in a variety of locations throughout the District.
- 3.9.10** The RLBR Planning District supports the community schools as vital facilities in the District which are utilized for a variety of local and regional events.



### Public Health and Safety Policies

- 3.9.11** Public safety and health requirements shall guide all development. The District shall ensure that Emergency and Response Plans are current and reflect changes in land use or activities. Firefighting requirements will be considered as a part of every development permit review, rezoning application, and servicing agreement.
- 3.9.12** The District will work together to provide health care and emergency response services including ambulance, police and fire. The District shall create an emergency response agreement to provide for the safety and security of residents. There are cost sharing opportunities within the District including sharing emergency and rescue equipment as well as joint training on a District level for various emergency service departments.
- 3.9.13** The District is encouraged to use FireSmart<sup>4</sup> principles for subdivisions planned within and adjacent to fire hazard areas.
- 3.9.14** An Emergency Response Plan for the District will be coordinated with all federal and provincial programs and policies and supportive of other urban and rural municipalities outside the Redberry Lake Biosphere Reserve Planning District.
- 3.9.15** The District and individual municipalities will ensure all developments are safe, accessible to all and are conducive to social interaction by encouraging barrier free access design and locational considerations.

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<sup>4</sup> FireSmart principles and resources can be found at the following website:  
<http://www.environment.gov.sk.ca/firesmart>





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- 3.9.16** The District shall ensure the Emergency Measures Organization services and facilities are maintained and that there is enough staff and volunteers are available within the RCMP detachment and fire department to adequately serve the population.
- 3.9.17** Emergency planning needs to be undertaken before an event to identify risk and to research risk reduction measures that lower the probability of an event occurring. An understood and practiced plan needs to be maintained.
- 3.9.18** The District will follow the lead of the existing emergency planning and response agencies in the District. The objective will be to coordinate the planning and integration of a regional Emergency Response Plan which is mutually supportive, contains some necessary redundancies for multiple events, though reduces unnecessary duplication of resources. This expanded Plan will draw upon a wider geography and include a greater range of skill sets to draw upon.



- 3.9.19** Municipalities in the District support the development of a new hospital to serve the Redberry Lake Biosphere Reserve Planning District and surrounding area for health and medical services. The District shall continue to collaborate on health care ventures such as recruitment and expansion of services with surrounding municipalities and the Saskatoon and Prince Albert Health Care Regions.

### 3.10 PUBLIC UTILITIES AND FACILITIES

Provision and availability of public utilities is essential to the member municipalities within the RLBR Planning District. The District is dedicated to providing its residents with properly maintained utilities and services with opportunities to maximize their efficiencies and effectiveness. The District, on the other hand, intends on working together to create a regional waste management and recycling services. This initiative is intended to benefit all residents throughout the District in order to protect and preserve the natural resources and environment, and maximize financial resources.



### ***Objectives***

- ❖ To ensure that proper levels of utilities are provided for the health and well-being of the residents, businesses and institutions in the District.
- ❖ To pursue efficient, effective and fiscally responsible service delivery including an integrative waste management system for the region.
- ❖ To enhance the use of public-private partnerships in providing services.
- ❖ To increase public awareness and support recycling programs, energy conservation, and water conservation to reduce waste and extend the service capacity of municipally owned infrastructure.

### **General Policies**

- 3.10.1** The District will encourage cooperation with SaskPower, SaskEnergy, Trans Gas and SaskTel and other similar utilities to ensure the provision of their services in the most economical and efficient manner possible.
- 3.10.2** In managing growth and change, each Municipality shall maintain a long-term asset management plan to ensure growth will not place an undue strain on municipal infrastructure or public service facilities.
- 3.10.3** The District will develop an integrated and coordinated waste management system to encourage efficiencies, economies of scale and innovation. Participating municipalities should encourage local reuse and recycling through education, programs and incentives.
- 3.10.4** The use of existing municipal infrastructure should be optimized wherever feasible before consideration is given to developing new infrastructure and public service facilities. Infrastructure and public service facilities shall be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs by integrating servicing and land use considerations at all stages of the planning process.
- 3.10.5** Prior to the installation of major utility systems, such as electrical transmission lines, wind energy systems and communication lines or towers, the utility companies are encouraged to consult with the Planning District, the Municipality and the community at large on matters such as route selection and potential impact on local road networks. The physical and economic ability to extend services to specific areas within the District should be logical, reasonable and cost effective.
- 3.10.6** Central Water Pipelines owned and operated by public utility boards other than ones that the Municipality has ownership in, shall be allowed on road allowances subject to any terms and conditions that the Municipality may impose, though shall not be owned or maintained by the Municipality.
- 3.10.7** Essential activities of government and public and private utilities including alternate energy generating systems such as wind energy generating systems shall be permitted in any land use designation subject to requirements in the Zoning Bylaw of the concerned Municipality. Such





uses shall be located and developed in a manner which is sensitive to and will minimize any incompatibility with neighbouring land uses.

### 3.11 ECOLOGICAL GOODS AND SERVICES

The RLBR Planning District recognizes the potential and overall benefits of Ecological Goods and Services within its boundaries and that of the area of cooperation. The District is committed to investing in promoting and developing the Ecological Goods and Services opportunities over the next 25+ years.

#### Definition of Ecological Goods and Services

Ecological goods and services are the environmental benefits resulting from physical, chemical and biological functions of healthy ecosystems and include market goods produced from ecosystems (e.g. food, fibre, fuel, fresh water, genetic resources, etc.), the benefits from ecosystem processes, (e.g. nutrient cycling, climate regulation, water purification, waste treatment, pollination, etc.) and non-material benefits (e.g. aesthetic values, recreation, etc.). Disservices, such as loss of wildlife habitat and biodiversity, can impair the production of Ecological Goods and Services.

Natural capital includes the natural environment and ecosystem resources, such as soils, forests and wetlands that provide environmental assets and services essential to life. Natural capital is similar to the concept of economic capital in that it provides a continued flow of Ecological Goods and Services. Natural capital is composed of natural resource capital (e.g., minerals, energy, forests), land (e.g., where human activities occur) and ecosystems or environmental capital (e.g. waste assimilation by wetlands).

Sources: <http://www.gov.mb.ca/agriculture/soilwater/ecological/index.html> and *Prairie Habitat Joint Venture* [http://tyrchniewiczconsulting.com/PDFs/Introduction\\_EGS.pdf](http://tyrchniewiczconsulting.com/PDFs/Introduction_EGS.pdf)

#### Objectives

- ❖ To educate farmers within the RLBR Planning District to understand the meaning and implications of Ecological Goods and Services.
- ❖ To create a district wide awareness among those who own and control land within the RLBR Planning District about the economic benefits of specific environmentally-sound practices.
- ❖ To promote the importance of taking into account the impact of sustainable and environmentally-sound land use practices on neighbouring lands, conserving wildlife habitat, improving air quality, prevention of erosion, the provision of healthier food, the use of fewer chemicals, and, more broadly, the impact on the Redberry Lake and North Saskatchewan River Watersheds.



### General Policies

- 3.11.1** The District shall work with community stakeholders and relevant Provincial and Federal Agencies to pursue an inventory of the current or potential Ecological Goods and Services found within the Redberry Lake Watershed area and attribute a dollar value accordingly.
- 3.11.2** The RLBR Planning District shall collaboratively work with community stakeholders to educate and create a good understanding for farmers to adopt environmentally-sound practices and how these can be integrated and applied to their agricultural operations.
- 3.11.3** The District shall work together with Provincial and Federal Agencies to promote a reward program to encourage farmers and land owners to engage in sustainable and environmentally-sound land use practices such as the use of fewer chemicals, crop rotation, shelterbelts, rotational grazing and wetland protection.
- 3.11.4** The District shall support and publicly acknowledge landowners and farmers who engage in environmentally-sound land use practices in order to build positive public relations, local involvement and awareness towards environmental stewardship.
- 3.11.5** The District shall coordinate with community stakeholders and relevant Provincial and Federal Agencies to create a brand name and market for agricultural products produced under environmentally-sound practices within the RLBR Planning District.



### 3.12 SUSTAINABLE INFRASTRUCTURE RESILIENCY, SERVICES AND TRANSPORTATION

The RLBR Planning District recognizes the need for sustainable infrastructure services and transportation towards moving forward into the future. As aspects of infrastructure and transportation facilities age over time, replacement plans must be put into place including the future need of the communities. Transportation networks have been recognized as a very important asset, since the District is well located with major transportation networks between the Cities of Saskatoon, North Battleford and Prince Albert. The Trans-Canada Highway 16 and Provincial Highways 40, 340 and 376 runs through the District together with other equally essential municipal and grid roads, which facilitate the haulage of agricultural and industrial related products.

Additionally, the Land and Infrastructure Resiliency Assessment (LIRA) pilot study within the District aims to assess the potential efficacy of landscape and/or infrastructure adaptation options in the face of extreme run-off events which are generated, for example, by extreme precipitation events and/or Spring run-off. It further shows the cost-benefit analysis of being proactive in making proper land use decisions by avoiding development within flood prone areas as against doing nothing in relation to the damage cost to agricultural development and infrastructure like roads and culverts. In summary, the study seeks to inform the land use policies in this Plan and guide the District to make informed decisions towards sustainable development.





### **Objectives**

- ❖ To enhance transportation corridors to include active rails and where possible, convert rails to trails to link to Trans-Canada Trail and inter-municipal trails.
- ❖ To improve and maintain existing road corridors throughout the District to link essential services and enhance business and tourism potential
- ❖ To improve signage along highway corridor and major intersections.
- ❖ To utilize the report and run-off risk maps of the LIRA Pilot Study as a guide towards making infrastructure and transportation related decisions.
- ❖ To sustain and enhance the Hafford and Radisson Airports as a service used by the entire District for health care and industry purposes.
- ❖ To maintain and promote use and access of railways for hauling services for agricultural and industrial related goods.

### **General Policies**

**3.12.1** Transportation networks and land use considerations shall be integrated at all stages of the planning process. A land use pattern, density and mix of uses should be promoted that minimizes the length and number of roads to make efficient use of existing and planned infrastructure. Connectivity within and among transportation systems should be maintained and, where possible, improved including connections which cross jurisdictional boundaries.



**3.12.2** Public streets, sidewalks, walkways and other public areas shall provide reasonable accessibility to all persons, regardless of their physical abilities.

**3.12.3** Planned development shall minimize transportation-related expenditures in service provision by coordinating access points on Provincial roads and highways to minimize disruption to traffic flows.

**3.12.4** All rural-developments shall be required to have access to an all-season municipal road or highway. The addition of municipal roadway mileage will be limited to make the most efficient use of existing roadway facilities. Development will be encouraged to locate adjacent to roads which have been designed and constructed to accommodate their activities.

**3.12.5** The District shall identify and protect future regional transportation and utility corridors including rail, Light Rapid Transit corridors, and regional roadways.



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- 3.12.6** The District shall encourage the use of the report and run-off risk maps of the Land and Infrastructure Resiliency Assessment (LIRA) Pilot Study as a guide in a coordinated manner towards making informed decisions on infrastructure management, transportation and land use management in general.
- 3.12.7** Through the use of this District Sustainability Plan and working in collaboration with Ministry of Highways and Infrastructure and Railway departments, the District shall identify, maintain and build up road and rail networks that are heavily used for agricultural and industrial purposes.
- 3.12.8** The Hafford and Radisson Airports shall be cooperatively supported by the municipalities within the District. The District may choose to create an agreement to financially support and maintain these Airports for the benefit of the District. Use and services of these Airports shall be explored and further enhanced for health care services, industry and passengers.
- 3.12.9** Transportation facilities and rights-of-way should be planned and constructed in a manner that would minimize their negative impacts on existing and future proposed adjacent and surrounding land uses.
- 3.12.10** Where an area of development is bordered on one side by a major transportation corridor, such as a highway or rail line, new development should, where appropriate, be directed to the same side to avoid the need for local traffic to cross the corridor.
- 3.12.11** Proposed developments which may be adversely affected by noise, dust and fumes from roadways and railways should be encouraged to locate where there is adequate separation from these corridors and/or to incorporate sound barriers or landscaped buffers to mitigate these impacts.

### Road Policies

- 3.12.12** New developments shall have access to an existing all-weather road unless the proponent enters into an agreement with the respective Municipality to upgrade an existing road or develop new road access to a standard agreed upon by the Municipality. The development of such a road must be on a prioritized Municipal road system.
- 3.12.13** The Municipality, at their discretion, may have the proponent be responsible for all of the costs of the new or up-graded roadway construction.
- 3.12.14** Land uses which generate significant amounts of regional vehicular traffic and/or significant truck traffic shall be encouraged to locate in proximity to major municipal roadways, Provincial roads and Provincial highways.
- 3.12.15** The municipalities in the District shall create a road maintenance program to ensure the upkeep and general maintenance of road networks within the District. Identification system of key roads which are a priority for maintenance shall be established and worked upon on a yearly basis.
- 3.12.16** Where there exist or anticipated high volumes of truck traffic, the Municipality with in cooperation with the District, may designate certain roadways as truck routes, in order to limit





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deterioration of the local road system and to minimize safety problems and nuisance factors with adjacent communities.

**3.12.17** Commercial or industrial developments that require large land area or are hazardous in nature may be located adjacent to Provincial roads or highways subject to all policies in this Section. Strip development, where each relies on direct access, shall have consolidated access at major points of intersections of Provincial highways and municipal roadways.

**3.12.18** All developments will ensure safe access and egress from adjacent roadways without disrupting their transportation function by locating:

- a) On service roads adjacent to highways;
- b) On municipal grid roads adjacent to hamlets; or
- c) At existing intersections along range and township roads; and shall
- d) Be in conformity with all Municipal, Provincial and Federal transportation regulations, including though not limited, to building and sign regulations as well as any sight triangle regulations.

**3.12.19** Development along Provincial highways shall:

- a) Be encouraged to consolidate access at major points in order to provide a high standard of safety;
- b) Require access permits from the Saskatchewan Ministry of Highways and Infrastructure;
- c) Provide road systems where possible which integrate with existing road networks and which satisfy current and future needs; and
- d) Not be permitted where strip development is created with frontage with individual direct access to the highway. Exceptions will be considered where adjacent development has already occurred.

**3.12.20** All proposals which create new building sites and any development of a structure or access that is to occur within the control areas of Provincial highways under provincial authority will be subject to review approval by the Saskatchewan Ministry of Highways and Infrastructure prior to the issuance of an access or a Development Permit.

**3.12.21** Building setback standards shall be applied to new development along municipal roads, in order to provide a measure of safety for the traveling public, to provide a measure of buffering of buildings from roadway nuisances, such as noise and dust, and to reduce snow drifting problems along rural roads.

**3.12.22** Municipal road allowances shall be maintained for public access. Any proposals for clearing, cultivation or cropping of unimproved road allowances shall be subject to review and approval by the Municipal Council.

### Railway Policies

**3.12.23** The District, through this Plan, shall provide for efficient and effective land use and transportation planning. This includes consultation with neighbouring property owners, including railways, in order to reduce the potential for future land use conflicts and provide adequate protection for rail infrastructure. The primary situations include:

- a) New land development or redevelopment in proximity to existing rail operations,



## Redberry Lake Biosphere Reserve District Sustainability Plan

- b) New or significantly expanded rail facilities in proximity to existing residential uses; and
- c) Road/rail crossing issues.

**3.12.24** The District shall be pro-active in identifying, planning and protecting rail corridors and yards for their optimal use together with the Railways. The Municipality/District shall coordinate development approvals with the Railways that also require rail regulatory approvals to increase awareness regarding the railway legislation, regulatory and operating environment.

**3.12.25** The District shall explore the possibility of re-using abandoned infrastructure to create a “rails to trails” pathway for pedestrians, cross country skiers, snow mobiles and all-terrain vehicles (ATVs). Such multi-use path would provide other options of modes of transportation opportunities and networks throughout the District.

**3.12.26** The District and individual municipalities shall work with the respective rail agencies to comply with any adopted set of recommended development guidelines and setbacks for residential development adjacent to the rail right-of-way.

**3.12.27** The District should approach the railways to explore the opportunity of a commuter rail line from Saskatoon to North Battleford. This opportunity encourages people to commute to work in a different way which reduces the number of cars and amount of traffic on roadways.

**3.12.28** Safety at road/highway and railway crossings is a concern and planning is necessary to consider alternatives to creating new grade crossings, including upgrading and improving safety at existing crossings and grade-separated crossings.

**3.12.29** Consultation with the Railways shall be required when a potential development is proposed for:

- a) Development or redevelopment proposals in proximity to rail facilities or for proposals for rail-serviced industrial parks;
- b) Road and utility Infrastructure works which may affect a rail facility;
- c) Transportation plans that incorporate freight transportation issues; and
- d) All new, expanded or modified rail facilities.

**3.12.30** Sensitive land uses proposed adjacent to railway corridors shall be buffered and/or separated through setbacks, fencing, site grading, berms and landscaping to prevent adverse effects from noise, vibration, odour, fumes, and to promote safety (i.e. site access and crossing reviews, setbacks, sightlines). Building setbacks and berms are intended to provide protective buffers and barriers to reduce the risks from a train derailment or other incidents and also to provide some noise and vibration attenuation.

**3.12.31** The District, together with the respective rail line representatives and agencies, shall strive to improve information-sharing regarding existing and future planning effort through early consultations in advance of proposed land use or transportation changes, projects or works.

**3.12.32** The District shall request notification from the Railways, to assist landowners and other stakeholders with implementing appropriate mitigation measure when a new proposal for new rail facilities, or significant expansions to existing facilities, are located in proximity to existing sensitive development.





## SECTION 4: THE RURAL MUNICIPALITIES

The RLBR Planning District is made up of three (3) Rural Municipalities that provide the land base for a variety of agricultural activities including grain, organic farming, community pasture, livestock farming and agricultural production. They also provide opportunities for country residential, lakeshore, and hamlets development.

The Rural Municipalities in the RLBR Planning District include:

- ❖ **RM of Great Bend No. 405**
- ❖ **RM of Douglas No. 436**
- ❖ **RM of Meeting Lake No. 466**

New proposals for development, subdivision or rezoning applications shall be approved in accordance with the RLBR District Sustainability Plan policies.

Each Rural Municipality has, as part of this District Plan, their Future Land Use Map attached in "Appendix A" (A6 – A7).

### 4.1 AGRICULTURE DEVELOPMENT

The RLBR Planning District prides itself in agricultural production as one of the major economic activities in the area. There are organic and livestock farms, large-scale grain operations, mixed-use farms, and specialty farms such as bison, elk, and goats that are located in the District. The member municipalities want to ensure agriculture is sustained in the District for many years to come with a hope that farm enterprises have the ability to embrace technological advancements and diversification. The RLBR Planning District deems it necessary to develop in a sustainable manner in order not to compromise the natural environment or the quality agricultural lands that characterizes the region.

#### ***Objectives***

- ❖ To sustain our agricultural roots and promote the continuation and diversification of the agriculture industry.
- ❖ To nurture value added agricultural processing along Highways 16 and 40 including grains, livestock, game farms, market gardens and organic production.
- ❖ To recognize areas in which the interests of the farmers will be paramount in land use and planning decisions, subject to the protection of the environment.

#### **General Policies**

- 4.1.1** Where agricultural activities are the dominant land use it will be supported and strengthened by the District. Agricultural land includes, though is not limited to, extensive agriculture, intensive agricultural operations, or secondary activities that will enhance the economic viability and diversification of the agricultural sector.



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- 4.1.2** Land that is used for agricultural production may have the opportunity for diversified enterprises (i.e. value-added), such ventures should be explored when resources and capacity exists for it.
- 4.1.3** Any intensive livestock development potentially locating in this area will be referred to the RLBR District Planning Commission for review and recommendations. Criteria for development and zoning of the lands within the District shall be evaluated in the context of the relevant Zoning Bylaw.
- 4.1.4** The Municipalities shall provide the District Planning Commission with all the application information received from provincial agencies related to Intensive Livestock proposals within the Planning District Boundaries. The Municipalities will establish a joint administrative protocol to deal with this process.
- 4.1.5** The Rural Municipalities promotes agricultural uses and encourages operations to continuously evolve their equipment technologies as they become more diversified and advanced. Innovative agricultural production methods shall be supported to enable producers the ability to diversify, process and potentially provide for the direct sale of locally produced commodities.
- 4.1.6** The use of best management practices for agricultural enterprises, particularly with regard to manure management and chemical applications, shall be encouraged in order to minimize risks to ground and surface water.
- 4.1.7** The Rural Municipalities shall utilize the Plan and Future Land Use Maps (Attachments “A”) to ensure new developments are compatible with neighbouring uses. Livestock operations near areas with high concentration of people shall be discouraged.
- 4.1.8** Production of local food and agriculture are important to the District. Protection of prime agricultural land shall be supported to encourage and sustain local food production.
- 4.1.9** The Rural Municipalities prides itself on agriculture practices and production. Protecting the role of agriculture and promoting a full range of agricultural activities shall be accomplished in ways compatible with the environment and adjacent land uses where needed.



### Agricultural Policies

- 4.1.10** The development and operation of farms and farmsteads for field crops, pastures and livestock operations shall be encouraged to continue in the District. Innovative agricultural production methods shall be supported to enable producers the ability to diversify, process and potentially provide for the direct sale of locally produced commodities.
- 4.1.11** Intensification of agricultural activities shall be planned and sited recognizing their full potential. Intensified land use changes within the District shall be located in a manner that requires minimal improvement to municipal servicing.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- 4.1.12** Highly productive prime agricultural lands should not be developed for non-agricultural uses, unless there is no suitable alternate site with equal attributes capable of serving the proposed use or if the development at the selected location meets an important public need.
- 4.1.13** Crop spraying, intensive agriculture production, pasturing livestock, and manure spreading are legitimate operations and should be restricted only by public health regulations and environmental protection measures, unless otherwise stated herein.
- 4.1.14** Agricultural operations using new technology or management practices that are environmentally sustainable shall be supported.
- 4.1.15** Existing agricultural enterprises which operate within normally accepted practices of farm management and in conformance with *The Agricultural Operations Act, 1995* shall be protected from new development which might unduly interfere with their continued operation.
- 4.1.16** Small land holdings for small-scale or specialized agricultural operations may be considered for approval, provided that such proposals are compatible with other existing agricultural operations, and that the size of the proposed parcel is appropriate for the intended use.
- 4.1.17** Agri-Industrial developments which directly serve farming activities, and either process or store agricultural produce or products shall be allowed in agricultural areas. When possible, preference shall be given to locations on lower quality land.
- 4.1.18** The Rural Municipalities should explore opportunities for Rural and Agri-Tourism ventures when the resources and capacity exists.
- 4.1.19** The use of best management practices for agricultural enterprises, particularly with regard to manure management and chemical applications, shall be encouraged in order to minimize risks to groundwater and surface water.
- 4.1.20** The use of grain bags shall be accommodated as temporary storage structures and shall meet the setback requirements provided in the Zoning Bylaws. Access to these storage locations during the winter season shall be negotiated with the Rural Municipality. Proper disposal of grain bags is mandatory and the burning of bags is prohibited under *The Clean Air Act*.
- 4.1.21** Legitimate farming activity shall not be curtailed solely on the basis of objections from property owners even though that activity was not practiced when the small holdings were created or non-farm uses were allowed.
- 4.1.22** New developments in rural areas shall be located to be compatible with existing agricultural operations. The establishment of urban-like uses in rural areas, which would compete with urban areas, or have the potential to create land use conflicts, shall be discouraged.
  - a) Development along existing all-weather road allowances where road construction and improvement are not required shall be encouraged.
  - b) Separation areas, landscape buffers or shelterbelts, should be encouraged to separate agricultural land use from urban municipalities, residential acreages, multi-parcel developments or recreation areas.



### Intensive Livestock Operation Policies

- 4.1.23** Proponents and operators of intensive livestock operations will be required to develop facilities and conduct their operations in a manner which reduces the production of offensive odours and the potential for pollution of soils, groundwater and surface water.
- 4.1.24** New Intensive Livestock Operations, or applications for the expansion of existing operations, shall be encouraged to locate in areas of the District where land conditions support this activity. The Future Land Use Maps in Appendix “A” indicates general areas which may be suitable for intensive livestock development. Specific studies will be required to select locations within these areas.
- 4.1.25** The encroachment of development near Intensive Livestock Operations shall be minimized and adjacent lands shall be required to setback from these existing facilities to ensure the intensive activities are allowed to continue their operations.
- 4.1.26** Livestock operations will be characterized by the total number of animal units and animal type. Intensive livestock operations will be required to locate where they provide an appropriate land base size to support their operation and where they have a sufficient land base for manure application.
- 4.1.27** The development, application and environmental monitoring of livestock operations shall be undertaken in consultation with Saskatchewan Ministry of Agriculture to ensure the land use decisions and agricultural operating practices regulated by the Province are coordinated with the Rural Municipality and District.
- 4.1.28** The municipality may require the submission of a Concept Plan along with the application for development. A comprehensive development review shall be completed by any person proposing to re-zone, subdivide, or re-subdivide land for commercial development prior to consideration of an application by Council. The proposal shall address all matters of land use integration, potential conflict mitigation and the provision of services to the development. All Intensive Livestock Operation Proposals shall be referred to the District Planning Commission for their review.
- 4.1.29** Building setback standards shall be applied to new intensive livestock development along municipal roads, in order to provide a measure of safety for the traveling public, to provide a measure of buffering of buildings from roadway nuisances, such as noise and dust, and to reduce snow drifting problems along rural roads.
- 4.1.30** The Zoning Bylaw shall provide for mutual separation distances or buffers between new intensive livestock operations and to minimize environmental and socio-economic impacts upon other residential uses not related to the operation.





- 4.1.31** The separation distance may vary, depending upon density of residential use, size of community, nature and intensity of livestock operation and method of manure storage and management. Special review and approval shall be required for residences and other non-agricultural developments, which may be proposed, within this mutual separation distance.
- 4.1.32** The District shall work co-operatively with Saskatchewan Water Security Agency (WSA) to monitor ground water resources and may require an annual assessment of residual nutrient levels in the soil, ground and local surface water by a qualified professional recognized by WSA demonstrating:
- a) The development and on-going operation of activities associated with the land use will not pose a risk or cause pollution of the soil, surface water or groundwater resources; and
  - b) The precautionary measures which are required to be taken to sufficiently mitigate the potential risks of endangering soil, surface and groundwater quality resources.

## **4.2 NATURAL RESOURCES DEVELOPMENT**

There are natural resource production opportunities in the broader RLBR Planning District. It is paramount to the District that agricultural lands and activities on are protected. While they are welcoming of other natural resource exploration, the RLBR Planning District is supportive of a sustainable natural resource development.

### ***Objectives***

- ❖ To promote Natural Resource development for the benefit of the Municipalities in the District. .
- ❖ To encourage sustainable mineral resource, petroleum and natural gas exploration and development that minimizes environmental impact.
- ❖ To protect Natural Resource activities from unsuitable development and encroachment.
- ❖ To utilize efficient technologies in mineral and resource extraction to cause minimal disturbance on natural areas.

- 4.2.1** Natural Resource development that benefits the Planning District will be encouraged throughout the District according to their respective locational requirements, separated from incompatible activities, with minimal community and environmental disruption.
- 4.2.2** The District will ensure petroleum, gas and mineral development is undertaken in an environmentally sustainable manner and that the activity is complementary to other land uses in the Municipality. Proposals for these activities shall be referred to the appropriate government agencies for their review.
- 4.2.3** The District shall ensure there is an adequate amount of gravel resources in the District to meet the needs of the Municipalities. The District shall explore gravel resource options and opportunities together including agreements to share and haul sand and gravel in and out of the municipalities.



### Mineral Extraction Policies

- 4.2.4** Existing extraction operations and lands containing a valid mineral disposition shall be protected from incompatible and potentially incompatible land uses, in nearby areas. In areas with known aggregate resources, or areas having high discovery potential for these resources, uses shall be limited to non-intensive agriculture (i.e. livestock grazing, cropping,) temporary uses or other uses that will permit continued access to the mineral resource.
- 4.2.5** Extraction operations including such minerals as potash and petroleum resource operations shall be protected from incompatible and potentially incompatible development and activities that would restrict exploration, hinder their expansion or continued use, or which would be incompatible for reasons of public health, public safety or environmental impact.
- 4.2.6** The exploration, development, production and termination of all aggregate and mineral resources shall be undertaken in a manner that is environmentally safe, stable and compatible with adjoining land.
- 4.2.7** The District shall pursue a comprehensive aggregate resource extraction and reclamation policy as part of the continued direction towards more sustainable management of the resource.
- 4.2.8** Disturbance shall be minimized by using the best available techniques and practices to reduce the overall footprint of activity during all phases of construction, operation, reclamation and abandonment. Consideration shall be given to the ability of natural landscapes to sustainably support reclamation efforts.
- 4.2.9** Buffer strips should be established around existing and potential aggregate resource sites in order to protect the aggregate and quarry deposits from incompatible adjacent land uses. The buffer strip should be determined in consultation with the Saskatchewan Ministry of Energy and Resources.
- 4.2.10** The District shall promote industrial development in areas that either occupy or adjoin Natural Resource extraction activities that are also compatible with surrounding agricultural uses.
- 4.2.11** Petroleum extraction development including wells, pipelines, compressor stations and storage facilities will be addressed in the Zoning Bylaw. Related processing and service related development (contaminated soil, oil storage batteries, etc.) will be accommodated as a permitted use, if such uses are already regulated by Provincial or National Departments or Agencies. Other related processing and service related development will be accommodated as discretionary uses.
- 4.2.12** Any exploration and development proposals in Environmentally Sensitive areas of the District will be subject to prior review through the review process of Saskatchewan Environment. Any proposal which satisfies any of the criteria of a development as defined under *The Environmental Assessment Act* will be required to undergo and EIA and to obtain Ministerial Approval to proceed.
- 4.2.13** Saskatchewan Environment, Saskatchewan Water Security Agency (WSA) other agencies, and developers should ensure cumulative impact data is assembled to insure more accurate measurement of long-term effects on the District's aquifers.





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- 4.2.14** The Zoning Bylaw will provide separation distances between natural resource extraction activities, including oil and gas operations, and surrounding land uses activities and activities to minimize land use conflicts and disturbances. Where the minimum separation distance would not be sufficient, but the potential land use conflict would be reduced to acceptable levels, or eliminated, a greater separation distance may be required to mitigate conflict between existing or future operations and developments as shown in the Future Land Use Maps in this Plan.

### Oil and Gas Policies

- 4.2.15** Oil and gas potential will be identified on the Reference Map (Appendix “B”) to assist with the management and protection of lands and other developments to ensure land use compatibility.
- 4.2.16** Upon new oil and gas exploration within the District, municipalities will ensure oil companies comply with *The Oil and Gas Conservation Act, 1985* and the regulations in this Plan. The Municipality affected may enter into an agreement with the oil company for the construction, upgrading or maintenance of roadways.
- 4.2.17** Petroleum and gas developers will be required to co-operate with the District and other land users in preparing fire prevention and control plans.

### Pipeline Policies

- 4.2.18** Where Saskatchewan Environment determines that an Environmental Protection Plan is required, the Rural Municipality will await its preparation and approval prior to providing its recommendations or approvals for any proposed development.
- 4.2.19** Access and pipeline right-of-way should follow the existing trail network whenever possible, and should use a common right-of-way. New right-of-ways should be used only where existing routes are not available and where use of existing trails would increase overall environmental impact.
- 4.2.20** Provisions for development agreements and bonds are provided for under the implementing bylaws and will be applied in a consistent and equitable manner to ensure environmentally-safe and orderly development and mitigation.
- 4.2.21** New pipelines should be preferentially routed through areas causing the least environmental impact either paralleling through existing disturbed lands, on rights-of-way or in areas of tame pasture or cultivation. Pipeline rights-of-way may be identified as passive open space that could be used for pathways, subject to all easement rights and other conditions that would maintain the safety and integrity of the pipeline facilities.
- 4.2.22** The National Energy Board (NEB) process addresses pipeline development and is the approval authority. The Municipality will ensure that any municipal development standards are consistent with Federal and Provincial requirements.



### 4.3 COUNTRY RESIDENTIAL DEVELOPMENT

As the Province's population continues to grow, demand for a variety of living styles and qualities of life increases. There are many strategic locations within the RLBR Planning District that are suitable for country residential development. The District would prefer to see these developments clustered in a way that makes servicing easier for both the land owner and the municipality. The District supports country residential development that does not impede the growth of the District as a whole.

#### *Objectives*

- ❖ To identify locations for country residential acreages which do not require a full range of municipal services and which are suited to rural locations.
- ❖ To locate Country Residential development in areas where the future or continued operation of the agriculture industry will be least affected or restricted.
- ❖ To provide an adequate supply of land suitable for Country Residential development in appropriate locations.
- ❖ To reduce or eliminate land use conflicts between residential and other land uses.

#### **General Policies**

- 4.3.1** Country Residential development shall be encouraged to maintain the country-living environment which retains its land value, where land use conflicts are avoided and where efficient cost effective municipal services can be provided. The District shall promote the utilization of existing farm yard sites for proposed country residential development when infrastructure is already in place.
- 4.3.2** The development of land for Country Residential purposes shall meet all requisite government department requirements including though not limited to Saskatchewan Ministry of Environment, the Saskatoon and Prince Albert Parkland Health Regions and Saskatchewan Water Security Agency.
- 4.3.3** Country Residential developments, regardless of the level of development, shall have access to an existing all-weather road and the proponent may be responsible to enter into an agreement with the Municipality to upgrade an existing road or develop a new road access to the municipal standard. The proponent shall be solely responsible for all of the costs of the new or upgraded roadway construction which will be addressed through a Development or Servicing Agreement.
- 4.3.4** Country Residential developments are encouraged to provide adequate physical separation through the implementation of design buffering techniques, transitioning land uses, shelterbelts or landscape buffering from adjacent agricultural operations.
- 4.3.5** Residential developments shall seek to minimize the loss of habitat and wildlife corridors by retaining and incorporating natural vegetation and watercourses within their location and design.





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- 4.3.6** Where development is proposed adjacent to a watercourse, the Municipality will identify and designate the channel, adjacent floodplain, and significant natural habitat as Environmental Reserve to protect sensitive areas and preserve the potential for public access. This will be done through consultation with relevant agencies and adjacent municipalities.
- 4.3.7** Country Residential developments shall not be permitted:
- a) Within 1 kilometer of a hazardous industry except in instances where transition and buffering can mitigate concerns;
  - b) Within 1 kilometer of a rural industrial site except in instances where transition and buffering can mitigate concerns;
  - c) Within 300 meters of a sewage lagoon site;
  - d) Within the required separation distances from intensive livestock operations as provided within the Zoning Bylaw, or
  - e) Within 457 meters of a solid waste disposal site.

### Single Parcel Country Residential Policies

- 4.3.8** Single Parcel residential development shall be required to provide for such onsite services as is deemed necessary by the Municipality, at the expense of the developer, including but not limited to, upgrading municipal roads to an all-weather standard as a condition of approval.
- 4.3.9** Residential subdivisions shall be planned and located in order that:
- a) Services such as school bussing, snow removal and protection services can be provided with reasonable efficiency and without undue cost to the Rural Municipality;
  - b) Increased assessments associated with residential development are confined and upward pressure on taxation and limitation of uses of agricultural or resource land is minimized;
  - c) Normal agricultural activities will minimally affect the quiet enjoyment of the non-farm residential area.
- 4.3.10** Single Parcel residential development shall not be permitted in areas subject to flooding, erosion, or bank instability, unless detailed analysis of the specific site, prepared by a qualified engineer can prove the development to be safe from the aforementioned hazards.
- 4.3.11** Country Residential development along provincial highways shall meet all requisite highway regulations pertaining to access and location of structures.
- 4.3.12** On-site wastewater disposal systems must receive approval from the Saskatoon and Prince Albert Parkland Health Regions prior to installation. The location and size of building lots shall reflect the capability of local soils to adequately support an approved on-site wastewater management system.

### Multi-Parcel Country Residential Policies

- 4.3.13** A Comprehensive development review shall be completed by any person proposing to rezone land for multi-parcel country residential or hamlet development prior to consideration of an application by Council. The review shall be undertaken according to the standards provided in the Zoning Bylaw and shall address all matters of land use integration, potential conflict mitigation and the provision of services to the development.



## Redberry Lake Biosphere Reserve District Sustainability Plan

- 4.3.14** The District will strive to accommodate residential growth in rural areas on lands which are identified for Multi-Parcel Country Residential. The Future Land Use Maps in “Appendix A” indicates areas with potential for Country Residential acreages.
- 4.3.15** Where a multi-parcel country residential development is proposed on lands abutting an existing urban area the Rural Municipality should require the proposed development to be designed to complement the existing development including measures such as visual buffering, lot site separation, complementary lot sizing or any other measures necessary to achieve compatible land use and development.
- 4.3.16** All Multi-Parcel (greater than 4) Country Residential Development proposals shall be referred to the District Planning Commission for their review. All proposals should be guided by Concept Plans which shall address the following:
- a) Future major roads;
  - b) Drainage systems and improvements required to meet non-agricultural drainage requirements;
  - c) Major open space (including unique physical) areas;
  - d) Cultural and archaeological significant areas;
  - e) Areas requiring protection through buffering or other means;
  - f) Major hazards such as flooding, areas of high water table, and slope lands;
  - g) Staging of development and future development of or expansion into adjacent land; and
  - h) Adjacent municipalities planning and future growth needs.
- 4.3.17** The development will need to address the impact on servicing not only the immediate development but also on adjacent lands. The developer shall ensure, to the satisfaction of the respective Municipality that alteration to drainage, landscape, or other natural conditions occurs in a way that avoids or mitigates on and off-site impacts.
- 4.3.18** Development of country residential lands adjacent to urban boundaries will be examined on a case-by-case basis and with consultation between affected Municipalities. Country Residential developments within 1.6 kilometers of a Town or Village boundary will require the preparation of a Concept Plan and a comprehensive development review to illustrate how the proposed development will integrated with the existing urban municipality. Preference will be given to well-planned clustered residential development.
- 4.3.19** Multi-parcel country residential developments may enter into servicing agreements as provided in Section 9.13 of this Plan, including any considerations the Municipality deems necessary in accordance with *The Planning and Development Act, 2007*.
- 4.3.20** Appropriate development standards for Country Residential areas including site area, frontage, boundary and roadway setbacks, and all other relevant standards shall be applied through the Zoning Bylaw.





#### 4.4 SHORELINE AND RIVER EDGE DEVELOPMENT POLICIES

The Rural Municipalities are home to a number of shoreline amenities such as the resorts of Shady Bay and Crescent Beach located in the RM of Meeting Lake which adds to the recreational and ecological capacity of the region. Lakeshore areas exhibit opportunities for residential development, camping, fishing, bird watching, eco-tourism, swimming and other recreational activities either being passive or active in nature. These areas are identified eco-sensitive areas that should be protected for public use; for the district residents and tourists to share and enjoy.

##### Objectives

- ❖ To encourage environmentally respectful shoreline development in proximity to lakeshores and river edges.
- ❖ To protect the natural environment and eco-sensitive areas surrounding water bodies.
- ❖ To promote sustainable development within eco-sensitive areas.
- ❖ To ensure access to the lakeshore is included for public use and amenities.

##### General Policies

**4.4.1** The Rural Municipality shall ensure all development is set back from natural hazard and eco-sensitive areas to ensure the lakeshore is a protected natural area. Development shall integrate the natural surroundings and shall complement the surrounding landscape and vegetation. Planned development will help to increase land values, not be wasteful of the land resource, minimize public expenditure in service provision, and recognize significant ecological features and sensitivities in accordance with the Sensitive Environment policies in Section 3.7.

**4.4.2** In keeping with sustainable and environmentally responsible development, the Rural Municipalities shall:

- a) Require all development adjacent to the lakeshore and the Municipal and Environmental Reserves to be reviewed by the Rural Municipality Council, and if required, the Ministry of Environment and Department of Fisheries and Oceans should Council feel that development in these areas would have potential adverse impact on the shoreline and habitat.
- b) Work with all levels of government and developers to ensure that any impacts are minimized; however at the same time not impair the enjoyment of all residents to have reasonable access to lakeshore frontage and related recreational opportunities.
- c) Identify areas that should be set aside for retention as riparian areas to have minimal disturbance to protect fish habitat and avoid nutrients and waste entering the lake.
- d) Recommend buffering of the shoreline where possible to promote retention and stability of the shore line.
- e) Take a lead role in educating all residents and visitors of the Best Management Practices available to insure the quality of water and the importance of maintaining a balance between natural habitat and recreational use.
- f) When the opportunity for infill or redevelopment occurs, apply these Best Management Practices and encourage existing uses to apply these standards when landscaping or rebuilding adjacent to the lakeshore and other riparian areas.



## 4.5 HAMLET AREA POLICIES

The Rural Municipalities of Douglas No. 436 and Meeting Lake No. 466 have a number of hamlets which play significant roles in providing alternative residential options for residents within the RLBR Planning District. The Hamlets of Lilac, Keatley and Alticane are located within the Rural Municipality of Douglas No. 436 while the Hamlets of Mayfair and Mullingar are located within the Rural Municipality of Meeting Lake No. 466 respectively. The Hamlet of Mayfair is an organized hamlet and is home to the office of the Rural Municipality of Meeting Lake No. 466.

### Objectives

- ❖ To encourage redevelopment and infill of vacant lots
- ❖ To provide affordable residential alternatives to attract and retain new families.
- ❖ To promote and strengthen each Hamlet as an asset to the District as an alternative residential option.

### General Policies

- 4.5.1** Growth of the existing hamlets within the District will be encouraged where physically possible. All developments shall be required to comply with the Multi-Parcel Residential policies provided in the Residential section.
- 4.5.2** Proposed developments shall take into account the health, safety and general welfare of the residents, and the viability and character of the settlement area. No land use or activity that is detrimental to the residents or the community shall be permitted.
- 4.5.3** The infilling of vacant lots within the hamlets shall be encouraged in order to promote efficient use of space within the community, to revitalize existing areas, to accommodate new development and to establish a greater sense of a community.
- 4.5.4** Where suitable vacant land is not available, new development shall be encouraged to locate adjacent to built-up areas where public services, including roads, water and sewer services, power lines and other services can be efficiently and economically expanded.

## 4.6 NATURAL HAZARD LANDS

Environmental health, social well-being and long-term prosperity depend on reducing the potential for public cost or risk to residents or properties, by directing development away from areas of natural hazards where there is potential risk to public health or safety.

This Plan identifies areas where natural hazardous conditions may exist to ensure that the developer and/or property owner reasonably assess the hazards relative to the proposed development.





## Objectives

- ❖ To restrict residential or commercial development in areas considered hazardous for reasons of ground instability, erosion, flooding or other environmental hazards.
- ❖ To acknowledge and protect natural, environmental features and systems within the District.
- ❖ To encourage the preservation of the natural vegetation or other means of assuring stability of the banks of major water courses.
- ❖ To recognize the importance to protect the entire District from wildfires.
- ❖ To extend the responsibility for sound environmental management to property owners and developers.
- ❖ To ensure that all environmental information is provided when new developments and subdivisions are proposed.

## General Policies

### 4.6.1 Natural Hazard lands include the following:

- a) Lands subject to flooding including all lands which would be flooded by the 1:100 year flood event or in any flood prone area unless the development is above the elevation representing the 1:500 year return frequency flood event and necessary freeboard; or
- b) Lands subject to slope instability or erosion; or
- c) Lands in areas prone to drainage issues will be based upon historical information and specific site analysis rather than mapping.

### 4.6.2 Environmental health, social well-being and long-term prosperity depend on reducing the potential for public cost or risk to residents or properties. Development shall be directed away from areas of natural hazards where there is potential risk to public health or safety.

### 4.6.3 The Plan identifies areas where natural hazardous conditions may exist to ensure that the developer and/or property owner reasonably assess the hazards relative to the proposed development. See Reference Map (Appendix "B").

### 4.6.4 Development shall be prohibited on lands, which because of their physical characteristics in combination with their location, present substantial risk to property and person. The development will be provided in the Zoning Bylaw.

### 4.6.5 Developers will be required to provide professional, certified environmental, geotechnical, hydrological reports to address development hazards and may require a preliminary analysis by a professional engineer or environmental scientist to identify which hazards may exist in the area of a proposed development. Council may refuse to authorize development of structures on such land or may authorize such developments only in accordance with recommended preventative mitigation measures which eliminate the risk or reduce the risk to an acceptable level and remedial measures.



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- 4.6.6** It may not be practical or desirable for economic or social reasons to restrict certain development in hazard areas. Developments shall, be carefully controlled and planned to ensure that they are compatible with the risks or that the hazard has been eliminated or protected against. In these instances, the following criteria shall be applied:
- a) Proposed developments shall not obstruct, increase or otherwise adversely alter water and flood flows and velocities;
  - b) There shall be no added risk to life, health or personal safety;
  - c) Structures and services must be protected against flood damage and shall be fully functional during hazard conditions;
  - d) Activities which alter existing slopes and may accelerate or promote erosion or bank instability shall be prohibited, unless appropriate mitigation measures are taken to minimize the potential of such erosion or bank instability; and
  - e) Existing tree and vegetation cover shall be preserved where appropriate to reduce erosion and maintain bank stability.
- 4.6.7** The development of structures on hazard land may be authorized only in accordance with recommended preventative mitigation measures which eliminate the risk or reduce the risk to an acceptable level.

### Unstable Slope Area Policies

- 4.6.8** No new development shall be permitted in any unstable slope or erosion prone area without undertaking erosion and/or slope stability investigations to address the interests of the municipality and to ensure that the developer and/or property owner reasonably assess the hazards relative to the proposed development.
- 4.6.9** Development and activities shall be avoided where the risk of unmitigated erosion or slope failure exists, where there is the potential to cause erosion or increase the potential for erosion or slope instability on the site or elsewhere, and, when possible, to minimize the potential impacts of slope instability on municipal services and infrastructure.
- 4.6.10** Developers and property owners shall commission sufficient, professional engineering investigations to reasonably assess erosion and slope failure potential and to understand that they also share in and accept all residual risks and liabilities associated with development where hazard slopes exist.
- 4.6.11** The Rural Municipality, in addressing the hazards associated with erosion and slope instability shall:
- a) Require investigations as part of an application for development;
  - b) Establish the objectives of scientific and engineering investigations in relation to such applications;
  - c) Reasonably ensure, using current and future technical, administrative, and legal means, that the hazards and potential long-term costs associated with potential erosion and slope failure can, and will, be born fairly by all parties including the proponent and/or the future owner; and
  - d) Ensure that future owners are informed, acknowledge the inherent risks, undertake reasonable investigations, and accept liability for development undertaken on land where slope instability is a concern.





### Surface Water and Drainage

- 4.7.12** Adequate surface water drainage will be required throughout the District and on new development sites to avoid flooding, erosion and pollutions. Consideration shall be given to the ecological, wildlife habitat and drainage effects of development, including the upstream and downstream implications.
- 4.7.13** Where an area has been previously or exhibits potential for poor drainage (sloughs) due to snowmelt or prolonged rainfall events, all proposed building sites shall be located outside of those areas whenever possible. Otherwise, the proponent shall provide a suitable amount of fill at the building site to provide a satisfactory level of protection for the buildings.
- 4.7.14** Unauthorized drainage of surface water runoff from any land throughout the District shall be prohibited. Water courses shall not be filled or altered without the prior approval of the Saskatchewan Water Security Agency, Ministry of the Environment and the relevant Municipality. The District encourages the preparation on overall drainage plan in each Municipality.
- 4.7.15** New developments which are adjacent to water courses shall be developed to minimize erosion and to maximize water quality.

### Flood Hazard Areas

- 4.7.16** Development will be restricted in the flood plain to protect against the loss of life and to minimize property damage associated with flooding events. Flood prone lands will generally be limited to agricultural, park and open space recreational uses. The LIRA run-off risk maps (Appendix "B") will be a useful resource towards identifying some of the hot spots or potential flood areas within the District.
- 4.7.17** The Saskatchewan Water Security Agency or other appropriate government or private sector consultants can be utilized as a source of technical advice regarding flood levels and flood proofing techniques.

### Wildfire Hazard Areas

- 4.7.18** Development in wildfire-prairie fire hazard areas should be undertaken with precautions intended to minimize the risk of damage to property caused by wildfires intended to help protect property from the damage of wildfires that may ignite in or around residential areas within the District.
- 4.7.19** Development should utilize the following guidelines:
- New developments within the District should consider the integration of trails, roads, and cleared park land around development which may serve as fire breaks, and/or provide vehicle access routes to facilitate fire suppression in interface areas;
  - Fuel reduced buffers around Country Residential and Farmsteads are encouraged; and
  - Building design and construction shall be generally consistent with the standards of the National Fire Protection Association. (Standard for Protection of Life and Property from Wildfire).



## SECTION 5: THE URBAN MUNICIPALITIES

The RLBR Planning District includes six (6) urban communities that serve and support the surrounding rural agricultural area. Most of these communities are located along major highways of 16 or 40 and provide local goods and services to local residents and visitors passing through. The urban communities are primary hubs to the District, though it cannot do everything on their own and is strengthened when pooling resources and building upon assets at the District level.

Most of these communities have populations ranging from 65 to over 500. Population had been declining in these communities with most residential development of occurring in the rural areas, however recent experience is suggesting a turnaround and these Towns and the Villages are now contributing to the population growth in the Planning District. The urban communities within RLBR Planning District are:

- |                     |                      |
|---------------------|----------------------|
| ❖ Town of Hafford   | ❖ Village of Maymont |
| ❖ Town of Radisson  | ❖ Village of Speers  |
| ❖ Village of Borden | ❖ Village of Richard |

Each Urban Municipality has, as part of this Sustainability Plan, its Future Land Use Maps are attached in "Appendix A" (A1-A5)

Within the RLBR Planning District, the Town of Hafford has an existing Official Community Plan, Hafford Community Sustainability Plan, which is up-to-date with *The Planning and Development Act, 2007*. The land designations may continue under the same land use designation as exists at the time of Plan approval. New proposal for development or rezoning applications shall be approved in accordance with the RLBR District Sustainability Plan policies.

The remaining Urban Municipalities, with the exception of the Village of Richard, will adopt new Official Community Plans to be consistent with the RLBR District Sustainability Plan. For the Village of Richard, the Municipality will have a section within this District Plan that will act as their Official Community Plan.

The Official Community Plans, to be used in conjunction with the RLBR District Sustainability Plan are intended to:

- Showcase the uniqueness of the individual communities, and
- Be specific to each urban community's particular needs when planning for growth.
- The policies within the Official Community Plans include statements with respect to its residential, parks and open space, community service, industrial, commercial and agricultural land uses within the Town's corporate boundaries.





## SECTION 6: THE VILLAGE OF RICHARD LAND USE POLICIES

The Village of Richard is a small community located in the Rural Municipality of Douglas No. 436 with a population of approximately 30 people, according to the 2011 Census of Canada. Since incorporation in 1900, the Village remained a small, quiet community peaking at 151 people in 1936 and included many buildings such as a Gift Shoppe, the Richard Hotel, Town Hall, Corner Store, CNR Station and a post office. The only originally standing building is the post office.



The Village of Richard is an important aspect within the RLBR Planning District and poses opportunities for growth and development. While it is small in nature, it is important to the District to maintain the small-town character of Richard. The following policy sections outline how growth and development will be directed within the Village of Richard.

**Note: The policies contained within Section 6: The Village of Richard is to be utilized in conjunction with the overarching District policies found within Section 3: Redberry Lake Biosphere Reserve Planning District Policies.**

### *Objectives*

- ❖ To work inter-municipally with the District on regional initiatives which support the Villages, Towns and Rural Municipalities equally.
- ❖ To maintain the Village as a quiet, small place to live and at the same time attract new residents to Richard.
- ❖ To encourage small-scale business development within the Village including home-based businesses.
- ❖ To promote Richard's unique heritage and cultural background.
- ❖ To maintain high quality development and compatibility with land uses.
- ❖ To promote the use of existing community amenities and services.

### 6.1 RESIDENTIAL DEVELOPMENT

- 6.1.1 Infilling of vacant lots within the Village shall be encouraged in order to take advantage of areas currently serviced with existing infrastructure.
- 6.1.2 The Village, through this Plan, shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the area by:



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- a) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs; and,
- b) Promoting new housing which efficiently use land, resources, infrastructure and public utilities.



- 6.1.3** Mobile, RTM (ready-to-move) and modular housing shall be encouraged when they can be effectively integrated with other types of dwellings within the Village to encourage a high quality development. Housing developments will be regulated by the Village of Richard Zoning Bylaw.
- 6.1.4** The Village shall encourage multi-unit residential as a means of providing housing options to the community. Multi-unit residential sites shall be designed to be compatible with land uses in the surrounding area.
- 6.1.5** The Village shall explore the possibilities of creating Country Residential or larger estate properties which may have partial or full services delivered to each development.

## 6.2 COMMERCIAL AND INDUSTRIAL DEVELOPMENT

- 6.2.1** The “Future Land Use Map” (Appendix A) identifies the potential location of future Commercial and Industrial development areas for local enterprises that provide goods and services to the Village of Richard and greater region.
- 6.2.2** Home-based occupations or businesses shall be encouraged in the Village as valuable contributors to the District economy. Home-based businesses may be accommodated provided that they are clearly secondary to the principal residential use of the dwelling unit. The Zoning Bylaw shall specify development standards for home based businesses.
- 6.2.3** The Village will encourage the adaptive re-use of buildings for commercial developments or community organizations.
- 6.2.4** The Village shall explore means of encouraging businesses to adopt off grid utilities or eco-friendly practices to promote self-sufficiency within the District.
- 6.2.5** Small-scale industrial development that is functional and compatible with surrounding land uses may be encouraged. To achieve a positive image of industrial development, a high standard of site and building design may be required to guide site layout, architecture, buffering and landscaping such as shelterbelts and fencing.
- 6.2.6** Care shall be taken in situating industrial uses that normally create significant land use conflicts with regard to noise, vibration, smoke, dust, odor or potential environmental contamination. Such uses shall be encouraged to find a location that maximizes separation from residential areas.





### 6.3 MUNICIPAL RESERVE AND GREEN SPACE

- 6.3.1 Subdivision applicants will be required to dedicate the full amount of Municipal Reserve owing as set forth in provincial legislation to ensure adequate recreational and utility space is provided for future needs.
- 6.3.2 The Village may require the dedication of municipal reserve or will ensure the provision of the Dedicated Land Regulations to ensure adequate recreational and utility space is provided for future needs.
- 6.3.3 The Village should encourage the conservation of water by adopting mitigative measures such as xeriscaping.
- 6.3.4 With new developments in areas subject to historical spring flooding, a drainage plan should be submitted as part of the proposal. Natural methods of storm water retention and drainage will be utilized to the fullest extent possible.
- 6.3.5 Retaining and expanding upon green space within the Village including: a healthy stock of urban tree/forest, community gardens and tree nurseries shall be encouraged to ensure the natural environment can be enjoyed by all members of the community by mitigating the transmission of diseases affecting trees in the community.



### 6.4 HERITAGE CONSERVATION

- 6.4.1 The Village will ensure existing heritage resources are protected from incompatible or potentially incompatible land uses which may threaten their integrity or operation.
- 6.4.2 The Village will encourage the sharing and interpretation of its historical roots and development over time through various programming and event-based activities.



### 6.5 COMMUNITY SERVICE AND RECREATIONAL AMENITIES

- 6.5.1 The Village will ensure that adequate land and buildings are made available to a full range of institutional, public and community services. The development of institutional, recreation or cultural facilities shall be encouraged to locate where services can be shared or have a joint use.
- 6.5.2 Proposed Community Service developments will be evaluated based on their location, site layout and the compatibility of land use.
- 6.5.3 A network of multi-use trails to encourage better accessibility which include either: walking, cycling, cross country skiing, snowshoeing or ATV based trails shall be explored as part of a regional network.



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**6.5.4** The Village will continue to work in partnership with other jurisdictions, First Nations communities and other agencies as a means of providing and sharing services effectively and efficiently.

**6.5.5** Firefighting requirements will be considered as a part of every development permit review, rezoning application, and servicing agreement.

**6.5.6** The Village will continue to participate in regional emergency preparedness planning and pandemic planning.



### **6.6 PUBLIC UTILITIES AND TRANSPORTATION**

**6.6.1** The Village shall ensure the maintenance and upkeep of public works, sewers, sidewalks, streets, maintenance yards and other public utilities.

**6.6.2** The use of existing municipal infrastructure should be optimized wherever feasible before consideration is given to developing new infrastructure and public service facilities.

**6.6.3** Infrastructure and public service facilities shall be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs by integrating servicing and land use considerations at all stages of the planning process.

**6.6.4** The Village will cooperate with neighbouring municipalities, regional, provincial and private agencies to provide utility services.

**6.6.5** The Village shall promote orderly, safe and efficient street systems with safe access points.

**6.6.6** Future trail networks shall be identified and up kept to ensure their functionality for all accessibility levels.

**6.6.7** Planning for water provision and waste management services shall ensure that:

- a) Current systems are provided in a manner that can be sustained by the water resources;
- b) Financially viable and compliant with all regulatory requirements; and,
- c) Protect the public health and the natural environment.

**6.6.8** The Village may work with other organizations and municipalities to enhance effective waste management options. The Village will support the proper management and safe disposal of domestic sewage, solid and industrial wastes.





## SECTION 7: SPECIAL PLANNING AREAS

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The District shall undertake continuing consultation and coordination with Federal and Provincial departments with regard to matters that may have an impact on lands outside of these jurisdictions including working in cooperation with First Nations respecting proposed developments on First Nation lands as well as the Redberry Lake Biosphere Reserve.

### 7.1 CROWN LANDS

- 7.1.1** Crown Lands are defined in The Province Lands Act and Regulations. Crown lands include agricultural lands and environmentally sensitive lands including, waters or watercourses, easements, resources such as forest, mines and minerals.
- 7.1.2** The administration of Crown land is the responsibility of both Saskatchewan Agriculture and Saskatchewan Environment. Saskatchewan Agriculture provides services for: lease administration, oil and gas development, gravel exploration and extraction, Crown lease management assistance and the sale of Crown land.
- 7.1.3** Crown lands just as deeded lands (those with title to an individual), are subject to *The Planning and Development Act, 2007*, and municipal bylaws, except in the specific designations such as Provincial Forest, Provincial and Regional Parks and Crown lands in the Northern part of the Province. Municipalities work with the Ministries to develop complementary planning on these lands and several integrated resource management plans have been incorporated into Municipal bylaws.
- 7.1.4** It should be noted that there are also Federal Crown Lands within many of the Municipalities and these may be wildlife habitat areas or federal community pastures. These lands are not directly subject to *The Planning and Development Act, 2007* and Municipal bylaws, however, the agencies do try to coordinate land use management with the affected Rural Municipalities.



### 7.2 FIRST NATIONS TREATY LAND ENTITLEMENTS AND URBAN RESERVES

- 7.2.1** The Rural Municipalities will strive to improve the relationships between First Nation parties to ensure a collaborative working body can be created. An invitation will remain open for First Nation bands to participate in join with the Redberry Lake Biosphere Reserve District Sustainability Plan.
- 7.2.2** Where land within the Municipality has been purchased by a First Nations Band and it is pursuing “reserve” status through either the Treaty Land Entitlement process (TLEFA) or the Specific Claims process, to encourage compatible development, Council will offer to meet with the Band Council of the First Nation proposing the reserve to discuss, and if possible, negotiate shared services, compatible bylaws and other matters of mutual interest.



## Redberry Lake Biosphere Reserve District Sustainability Plan

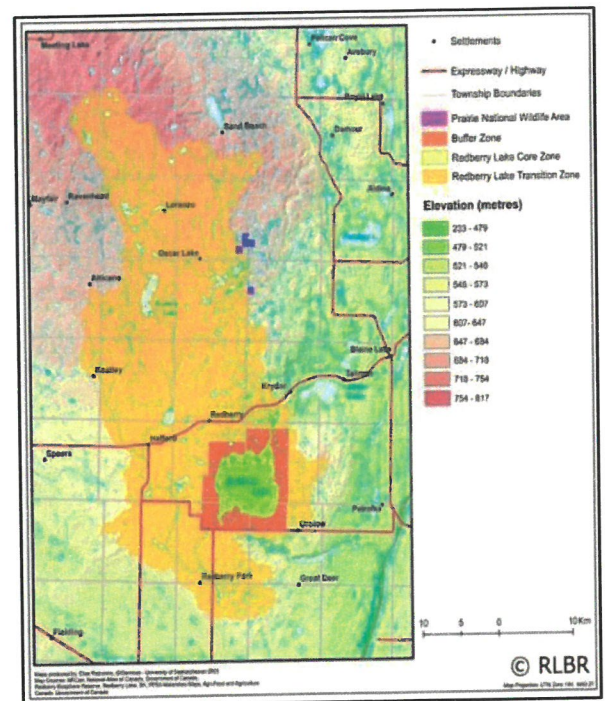
- 7.2.3** Lands selected by a First Nation in a Town or Village are governed by *The Treaty Land Entitlement Act*, which requires that an agreement is required between the First Nation and the affected Municipality regarding tax loss compensation, Municipal service provision, any payments in lieu to the Municipality, bylaw application and enforcement and an appropriate dispute resolution mechanism for resolving matters of mutual concern.
- 7.2.4** For lands in the Rural Municipality the Rural Municipal Council shall encourage the Band Council to enter into an agreement (Memorandum of Understanding) with the Rural Municipality to achieve complementary Band Bylaws by adopting a Land Use Code or other land use Bylaws similar to the provisions of the RM's Plan and Zoning Bylaw, as well as achieve continuity or sharing of public services.

### 7.3 REDBERRY LAKE BIOSPHERE RESERVE

The Redberry Lake Biosphere Reserve is located approximately 84 kilometers east of the City of North Battleford, 114 kilometers northwest of the City of Saskatoon and 139 kilometers southwest of the City of the City Prince Albert. It is the only UNESCO designated biosphere reserve in the province of Saskatchewan. It comprises the entire Redberry Lake watershed and covers about 1122 square kilometers of prairie land.

The biosphere reserve includes the Redberry Lake which is a Migratory Bird Sanctuary, a Regional Park and a Research and Education Centre. The Redberry Lake is a saline lake and known for providing critical habitats for colonial birds like the American White Pelican and threatened birds like the Piping Plovers. The RLBR Planning District recognizes that the biosphere reserve (Redberry Lake watershed) area is unique in its biodiversity, opportunities for research and education, and ability to develop in an economically sustainable manner.

Source: <http://redberylake.ca/whoware/designationlocation.php>





## SECTION 8: INTER-MUNICIPAL CO-OPERATION

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### 8.1 REDBERRY LAKE BIOSPHERE RESERVE PLANNING DISTRICT COMMISSION

In support of the RLBR District Sustainability Plan and pursuant to the *Planning and Development Act, 2007*, the municipalities are committed to establishing a voluntary District Planning Commission status to oversee and implement the District Plan. A District Planning Commission is a board of representatives, which can vary, who meet to discuss planning related issues and development opportunities within the District. This board is advisory in nature and provides recommendations to Council.




The representation on the Board can include a variety of members and stakeholders depending on how the District wants to shape the Commission. The Commission discussions and recommendations will alleviate political-ness within Council chambers and allow them to come to a direct decision. Having a Commission promotes communication and strengthens partnerships within the District. It also provides dialogue between partners.

The creation of the RLBR Planning District Commission will showcase regional governance and leadership. The vision, goals and policies within this Plan will assist the District to move forward and to provide an attractive and well managed District for current and future residents, visitors and businesses.

- 8.1.1** Each participating Municipality is a voting member of the RLBR District Planning District. The Planning Commission Executive Board consists of “At large” regional municipal representation with urban and rural representatives, including elected and non-elected members in accordance with the Planning District Bylaws. The Commission will implement policies and guidelines of the District Plan with regards to:
- a) the establishment of ad-hoc or standing sub-committees as advisory bodies for review of all major developments;
  - b) Ensure standards and guidelines are uniformly applied;
  - c) the development of roads, services, infrastructure;
  - d) economic and tourism development;
  - e) municipal reserve, environmental reserve, and game preserves;
  - f) inter-municipal issues, including revenue sharing and annexations.
- 8.1.2** The RLBR Planning District shall create a voluntary District Planning Commission to ensure all municipalities within the District continue to work together. This Commission shall be created with representatives of all types and professions to ensure there is a true representation of the area based upon the District Planning Agreement in Attachment “C.”
- 8.1.3** The District Planning Commission will review development proposals as requested by Municipal Councils and make recommendations based on the considerations of local area needs and the policy statements within this Plan.



## Redberry Lake Biosphere Reserve District Sustainability Plan

- 8.1.4** The RLBR District Planning Commission may create a bank account to manage finances for the Commission as outlined in the District Planning Agreement. Such funding may be used to further explore district opportunities or issues that are brought forth to the Commission.
- 8.1.5** The District Planning Commission shall provide a gateway of information sharing throughout the District and act as a body that supports the District in its entirety. Using this Plan and inter-municipal co-operation, this goal shall be achieved.
- 8.1.6** This District supports grassroots approaches and therefore as part of regional governance shall promote community engagement to continuously provide residents with an opportunity to voice their opinions on municipal and regional initiatives.
- 8.1.7** The initial recommended path is the establishment of an Advisory Planning District under Section 97 of *The Planning and Development Act, 2007* which provides the legal basis for entering into an agreement to inter-municipally manage land use and other related activities. This is an essential first step and is entirely based on each municipality voluntarily joining this initiative. The Advisory Planning District does not replace any of the powers of the participating councils, as ultimately the elected council members are responsible for all decision making. This mechanism allows for “Big Picture” planning and delivery of coordinated services to the participating municipalities. The commitment to this arrangement gives considerable leverage to all municipalities as they become a legally recognizable entity with considerable lobbying strength.
- 
- 8.1.8** The next step that the Planning District could move towards is the “corporate “ planning district where the participating councils would enter into another more detailed agreement to jointly administer the Planning District and confer to their appointed members the same responsibilities as a council member to make decisions on land use and related issues. This step could lead to the securing of long term sustainable funding and even more coordinated service delivery through inter-municipal cooperation. This would be a natural progression as a result of building strong working relationships through the Advisory Planning District, and would be completely voluntary.

## 8.2 CO-MANAGEMENT AREAS

- 8.2.1** Future Urban Development Areas identify lands within an urban municipality’s limits where the future use of land or the timing of development is uncertain due to issues of servicing, transitional use urban and rural communities through permitted land uses, lot sizes, and connections to transportation infrastructure and municipal servicing.
- 8.2.2** The Towns and Villages should coordinate development with the adjacent Rural Municipality which shares their boundary to:
- Encourage orderly and timely development on the fringe/co-managed areas to ensure that future urban development potential or servicing needs are not compromised and that boundaries can be altered.





## Redberry Lake Biosphere Reserve District Sustainability Plan

- b) Recognize the plans and ambitions of the surrounding rural municipalities in the management of the fringe/co-managed areas.

**8.2.3** The District shall ensure that development and land use patterns, in a Rural Municipality, which is adjacent or in proximity to an Urban Municipality that may have negative effects on future urban design and/or densities that may hinder the Town or Village's expansion will be discouraged, or mitigated.

- a) Developments within 1.6 kilometers of an urban municipality shall require the preparation of a concept plan to illustrate how the proposed development will integrated with the existing urban communities. Preference will be given to well-planned clustered residential development.
- b) The Rural Municipalities will ensure that areas around the urban centres will be designated for complementary development and it is expected that all municipalities will consult with each other prior to any annexation. The lands adjacent to all urban communities will be protected through these Plan policies and where development is proposed in these areas of the Rural Municipality, it must be compatible with the urban municipalities demonstrated growth needs.
- c) Development of country residential lands adjacent to an Urban Municipality's boundaries will be examined on a case-by-case basis. Country Residential developments within 1600 meters (1 mile) may require the preparation of a concept plan to illustrate how the proposed development will integrated with the existing communities. Preference will be given to well-planned clustered residential development.
- d) The Towns and Villages will continue to provide for a range of commercial and public services and facilities, indoor recreational, institutional, small lot and multi-parcel residential uses which should be directed to the urban municipalities where feasible.
- e) The Towns and Villages shall be encouraged to pursue inter-municipal partnerships with their adjacent Rural Municipality and District to minimize potential land use conflicts for existing and proposed uses on the undeveloped lands adjacent to the Town and Villages.
- f) The Town and Villages will cooperate with the adjacent Rural Municipality to ensure that development and land use patterns which are adjacent or in proximity to the Town that may have negative effects on future urban design and/or densities that may hinder expansion will be discouraged, or mitigated. This does not apply to such effects that arise in the course of normal, non-intensive farm operations.
- g) The physical and economic ability to extend urban services to specific areas within the District should be logical, reasonable and cost effective. When the urban and the rural municipalities enter into an agreement to service land, the agreement shall address annexation.
- h) The District will avoid unplanned development to achieve an orderly, efficient land use pattern which is possible to develop and service in appropriate phases. The Rural



## Redberry Lake Biosphere Reserve District Sustainability Plan

Municipalities will strive to work directly with the adjacent urban municipalities to ensure complementary and compatible policies are adopted by all municipalities.

- i) Development and land use patterns which are adjacent or in proximity to urban areas that may have negative effects on future urban design and/or densities that may hinder expansion will be discouraged, or mitigated. This does not apply to such effects that arise in the course of normal, non-intensive farm operations.

### 8.3 INTER-MUNICIPAL CO-OPERATION AND AGREEMENTS

**8.3.1** The Towns and Villages shall work with the surrounding Rural Municipalities together with the Planning District to promote inter-municipal partnerships.

**8.3.2** 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.

**8.3.3** Inter-municipal cooperation and private or public sector initiatives that focus on a cooperative approach to providing and sharing community services that optimize use and cost-efficiency shall be encouraged.

**8.3.4** Inter-municipal agreements shall be pursued to ensure that local and regional growth issues are addressed proactively. A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, or which cross municipal boundaries, including:

- a) managing and/or promoting growth and development;
- b) managing natural heritage, water, agricultural, mineral, tourism, cultural, heritage and archaeological resources;
- c) infrastructure, public service facilities and waste management systems;
- d) ecosystem, shoreline and watershed related issues;
- e) natural and human-made hazards; and
- f) population, housing and employment projections, based on regional market areas.

**8.3.5** Coordination requires that municipalities inform one another, on a regular basis, of infrastructure and service requirements within the region in order to protect the proposed location from development that may hinder their implementation.

- a) Each Municipality should collaborate with the adjacent Municipalities in the planning and provision of infrastructure and services that meet at the municipal boundaries to ensure proper coordination.
- b) Each Municipality shall cover the cost of its infrastructure and services up to its boundary, unless both municipalities agree to share the cost as may be mutually deemed appropriate.
- c) The Municipalities may jointly identify and explore opportunities to collaborate in the planning of, or, where mutually agreed upon, in providing access to, inter-municipal infrastructure and services to provide cost efficiency and avoid duplication.





## **8.4 REVENUE SHARING**

- 8.4.1** The Municipalities in the RLBR Planning District shall be encouraged to explore revenue sharing agreements when there are significant opportunities to promote and enhance development and growth within the region by working together in a cooperative manner, and when any “regional type” business or development is considering this region and will provide benefit to a number of individual municipalities.
- 8.4.2** All tax sharing arrangements will be negotiated on fair and equitable basis with respect to the recovery of capital investment, land use development standards, and negotiating compatible servicing agreements.
- 8.4.3** Inter-municipal revenue sharing and other agreements to equitably share costs and benefits of future development in the region shall be encouraged.

## **8.5 BOUNDARY ALTERATION/ANNEXATION**

The Towns, Villages and the Rural Municipalities should develop a coordinated approach through the District Planning Commission and participating Municipalities for future boundary expansions in order to ensure consistent planning, cost effective and efficient service delivery and good governance for residents throughout the District.

- 8.5.1** The periodic need for urban expansion through the annexation process should be logical and consistent with the policies of this Plan. Annexations involving smaller amounts of land occurring on an as-needed basis shall be preferred, where the annexation area can be serviced with a logical extension of existing road and servicing networks.
- 8.5.2** Annexation shall be undertaken in a positive, orderly, timely and agreed-upon process where there is a clear and present need and development is expected to occur within a five (5) year period. Towns, Villages and Rural Municipalities should avoid a large and complex annexation in favour of annexations involving smaller amounts of land occurring on an as-needed basis.
- 8.5.3** Where it is necessary to expand the boundaries of the Urban Municipality, community expansion should occur on a logical basis and should be well-integrated with the existing community structure and directed away from large acreages of prime farmland and livestock operations. Where the growth warrants the expansion onto adjacent agricultural lands, the land requirement of these communities will take precedence over any existing agricultural use of these lands.
- 8.5.4** The need for community expansion should be demonstrated, to the satisfaction of the affected municipalities that the conversion of rural land for urban expansion in areas adjacent to the Town or Village is timely and will protect existing rural land uses from premature conversion to urban forms of development. Annexation shall follow legal boundaries or natural features to avoid creating a fragmented pattern of land ownership and should as much as possible have the support of the current landowners involved.
- 8.5.5** Development and land use patterns which are adjacent or in proximity to urban areas that would hinder the expansion of these areas, or which may have negative effects on future urban design and/ or densities, will be discouraged.



## Redberry Lake Biosphere Reserve District Sustainability Plan

- 8.5.6** In the event of annexation where land is not currently serviced, a Town or Village may enter into an agreement to compensate the Rural Municipality for the existing municipal portion of property taxes on a descending scale. The annexation should not dramatically alter the taxes collected from agricultural lands in the annexation area simply because of annexation. The two municipalities may look at harmonizing their agricultural mill rates.





## SECTION 9: PLAN IMPLEMENTATION AND ADMINISTRATION

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### 9.1 PLANNING TOOLS

This Section outlines the variety of traditional tools Municipalities have available to make things happen. *The Planning and Development Act, 2007* provides the authority that governs plans of subdivision, zoning bylaws, servicing agreement, development levies and review processes to ensure that the Plan is effective over the long term.

### 9.2 DEFINITIONS

The definitions contained in the individual Municipality's Zoning Bylaw shall apply to this District Sustainability Plan and the respective Official Community Plan and are not contradictory to this Plan. Any amendments to one's Zoning Bylaw definitions shall ensure they do not conflict with the other Municipality's Zoning Bylaw, Official Community Plan, and the District Sustainability Plan.

### 9.3 ADOPTION OF DISTRICT SUSTAINABILITY PLAN

Adoption of this District Sustainability Plan by each participating Municipality will give it the force of law. Once adopted, no development or land use change may be carried out within the area affected by the District Plan that is inconsistent or at variance with the proposals or policies set out in the District Plan.

By setting out goals, objectives, and policies, the District Plan will provide guidance for each Municipality in making decisions regarding land use, zoning, servicing extension, and development in general. It also helps Council provide informed feedback and comments on future subdivision applications. These decisions must be made in conformity with the stated objectives and policies to ensure that the goals for the future development of the Municipality and District will be achieved.

The application of the District Plan policies is illustrated in the Future Land Use Maps contained in "Appendix A." This Plan is intended to illustrate the locations of the major land use designations within the RLBR Planning District. These "map" should not be interpreted in isolation without consideration of the balance of the District Plan. The land use designations have been determined by a number of factors including existing patterns of land use, projected land needs, resource areas, natural attributes and man-made features.

The District Plan will be implemented, in part; by the development-related decisions that will be made in the future; however, the two most important tools available for guiding the future development of the individual Municipality are the Zoning Bylaw and the subdivision process, including associated agreements.

### 9.4 ADOPTION OF MUNICIPAL OFFICIAL COMMUNITY PLANS

Following the adoption of the District Sustainability Plan, each Urban Municipality, with the exception of the Village of Richard, has developed an Official Community Plan to guide its local physical,



environmental, economic, social, and cultural development, is required to conform to the District Planning framework as per *The Planning and Development Act, 2007*.

## 9.5 ADOPTION OF MUNICIPAL ZONING BYLAWS

Following the adoption of the District Plan, each Municipality is required to enact a Zoning Bylaw which will set out specific regulations for land use and development:

- a) The Zoning Bylaw must generally conform to the District Plan and future land use and development shall be consistent with the goals and objectives of this Plan;
- b) Future development will avoid land use conflict and meet minimum standards to maintain the amenity of the Municipality;
- c) Zoning Bylaws designate areas for certain types of development. Permitted and discretionary uses and development standards prescribed for each zone.
- d) Development will be consistent with the physical opportunities of the land and of reasonable engineering solutions;
- e) Undue demand shall not be placed on the Municipality for services, such as roads, parking, water, sewers, waste disposal, and open space;
- f) The objectives and policies in the District Plan provide guidance to Council when preparing the Zoning Bylaw or considering an amendment to the Zoning Bylaw.

The Zoning Bylaw will be used to implement the policies and achieve the objectives of this Plan by prescribing the uses of land, buildings or other improvements that will be allowed in the different zoning districts established in the Municipality. In addition, the Zoning Bylaw regulates how these uses may be carried out and the standards that developments must meet.

The Zoning Bylaw provides the Municipality with actual control over land use and the types of development and uses allowed in each land use district. The associated supplementary requirements and development standards will be specified in the Zoning Bylaw respecting building setbacks, parking, loading, landscaping, signage, buffering and all other relevant standards prescribed by the individual Municipality.

To ensure that these regulations work to help achieve the stated goals and objectives, the Bylaw itself must be consistent with the policies and the intent of this Plan. In considering a Zoning Bylaw or an amendment, the Municipality should refer to the policies contained in the Plan and the “Future Land Use Map(s)” (Appendix A), to ensure that the development objectives of the Municipality are met.

## 9.6 LAND AND INFRASTRUCTURE RESILIENCY ASSESSMENT PROJECT

The Land and Infrastructure Resiliency Assessment (LIRA) Project<sup>5</sup> conducted a pilot project in the Redberry Lake region to identify extreme run-off events in Urban and Rural Municipalities in the area. The main focus of the Redberry Lake Region Pilot Study is to provide stakeholders with information on how to identify and develop adaptive climate strategies that are both practical and cost-effective.

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<sup>5</sup> A Summary Report can be found at: <http://redberrylake.ca/whatwedo/regionalplanning.php>





## Redberry Lake Biosphere Reserve District Sustainability Plan

One of the key conclusions that came out of the pilot project included:

- 1) The “Regional and Community Planning” option that identifies future land uses and related policies incorporating flood-modeling was a very cost effective way of avoiding damage and damage cost due to extreme run-off events and flooding.

As a planning tool, the LIRA Project identifies development forecasts to estimate extreme run-off events in the region. Run-off maps have been included as a set of reference maps in Appendix “B” of this District Sustainability Plan.

### 9.7 CONTRACT ZONING

For purposes of accommodating a rezoning for unique development situations, Council may consider entering into rezoning agreements, pursuant to provisions of *The Planning and Development Act, 2007*. The person applying for a rezoning agreement to have an area of land rezoned to permit the carrying out of a specified proposal, the council may enter into an agreement with the person setting out:

- a) A description of the proposal;
- b) Reasonable terms and conditions with respect to:
  - i) The uses of the land and buildings or the forms of development; and
  - ii) The site layout and external design, including parking areas, landscaping and entry and exit ways, but not including the colour, texture or type of materials and architectural detail;
- c) Time limits within which any part of the described proposal or terms and conditions imposed pursuant to clause (b) must be carried out; and
- d) A condition that, on the rezoning of the land, none of the land or buildings shall be development or used except in accordance with the proposal, terms and conditions and time limits prescribed in the agreement.

Section 69 of *The Planning and Development Act, 2007* contains the provisions on entering into a rezoning agreement. The following are additional guidelines:

- ✓ The rezoning to permit the development will not unduly conflict with adjacent land uses that are legally permitted uses within the proposed or adjacent zoning district;
- ✓ The rezoning will be used to allow a specific use or range of uses contained within the zoning district to which the land is being rezoned;
- ✓ The development or redevelopment of the site for the specific use will be of benefit to the immediate area and the Municipality as a whole.
- ✓ The use of these zoning tools does not undermine the intent of the Plan or any affected legislation such as *The Condominium Act* or Environment or Health regulations.

### 9.8 CONCEPT PLANS

Concept plans are policy plans that are adopted within the Municipality’s Plans. They represent design layout concepts prepared at the request of the Municipal Council to provide direction for how new developments:



## Redberry Lake Biosphere Reserve District Sustainability Plan

- a. Ensure the efficient provision of infrastructure services;
- b. Demonstrate how site development will be organized to ensure compatibility with adjoining land uses and transportation systems; and
- c. Provide design features for special purposes such as landscaping, buffers, open space, pedestrian and vehicular access.

### 9.9 COMPREHENSIVE DEVELOPMENT REVIEW

A Comprehensive Development review may be completed by any person proposing to rezone land for multi-parcel (greater than 4 parcels) country residential, commercial or industrial purposes. The purpose of this comprehensive review is to identify and address social, environmental, health and economic issues appropriately and to encourage the development of high quality residential, commercial, and industrial developments. This review proposes to address the following topics:

- ❖ Proposed land use(s) for various parts of the area;
- ❖ The effect on adjacent land uses and integration of the natural landscape regarding the planning and design of the area;
- ❖ The location of, and access to, major transportation routes and utility corridors;
- ❖ The provision of services respecting the planning for future infrastructure within the Municipality;
- ❖ Sustainable development and environmental management practices regarding surface and groundwater resources, storm water management, flooding and protection of significant natural areas;
- ❖ Appropriate information specific to the particular land use (residential, commercial or industrial); and
- ❖ Proponents may be required to undertake and submit special studies as part of the approval process for certain types of development proposals. Engineering or other professional studies may be required including traffic studies to determine impacts upon the Municipality and District's road and highway system, assessments of lands affected by flooding or slope hazards, endangered species, heritage resources, potential for ground and surface water pollution, and general risk to health and the environment.

### 9.10 DEVELOPMENT LEVIES AND AGREEMENTS

Council may provide for a Development Levy Bylaw as specified in Sections 169 to 170 of *The Planning and Development Act, 2007*. Where a development is proposed that is of a greater density and requires the capital upgrading of services beyond those originally provide for in the subdivision of the land, Council may by Bylaw, provide for the recovery of those capital costs.

Council may adopt a Bylaw that specifies the circumstances when these direct or indirect levies will apply to the development based on the additional capital costs for services created by that development. The Bylaw will contain a schedule of the unit costs to be applied. Before adopting the Bylaw, Council will undertake studies necessary to define the benefiting areas and the unit costs





associated with required capital upgrading of off-site services. The studies will be used to determine a fair level of development levy charges in relation to the subdivision fees.

### 9.11 SERVICING AGREEMENTS

Council may establish fees for the collection of subdivision servicing charges that would be applied in a servicing agreement at the time of subdivision in accordance with Section 172 of *The Planning and Development Act, 2007*, at the time of subdivision approval to ensure that new subdivisions are developed to the standards of the Municipality and to address other concerns specific to the proposed subdivision.

Where Council requires a Servicing Agreement, the Agreement becomes a condition of approval of a subdivision by the approving authority. The Agreement will ensure that municipal standards are met for capital works and ensure that such infrastructure development costs are borne by the developer and his/her customers. A Servicing Agreement will be required by all subdivision proponents. The requirements, conditions and fees may vary depending upon service needs

### 9.12 SUBDIVISION PROCESS

The Director of Community Planning for the Ministry of Government Relations is currently the approving authority for subdivisions in the RLBR Planning District. The Municipality has input into the subdivision procedure:

- ❖ The Municipality provides comments on all subdivision applications within the Municipality.
- ❖ The Municipality has an impact on the subdivision process through the Zoning Bylaw, since no subdivision can be approved that does not conform to the Zoning Bylaw. In the Zoning Bylaw, the Municipality can establish the minimum area, width, or depth of lots, and other spatial and land use standards. Zoning is intended to implement the Municipality and District's development policies, and to ensure that subdivisions contribute to achieve the long term goals of the Municipality.
- ❖ In order for the subdivision to be completed in a timely manner, it is advisable to consult with the planning staff of the Municipality before submitting a subdivision proposal Government Relations.

### 9.13 MONITORING PERFORMANCE

#### Review

The District Plan is a document intended to guide decision making over the long term and is not a static document that commits the Municipality/District to an inflexible development policy. As new issues and concerns arise, or old ones change, the Plan shall be revised to meet these changes. The "Plan" shall be reviewed after five years and before ten years from the date of its adoption by Council to evaluate the stated goals, objectives and policies as to their relevancies.

The District Plan must be kept up to date to ensure that the document will deal with the real development issues facing the Municipality and the greater community. New implementation initiatives



## Redberry Lake Biosphere Reserve District Sustainability Plan

will be needed and priorities will require adjustment in response to the varied and changing conditions in the Municipalities and greater District.

### **Amendment**

On occasion land uses or developments may be proposed that do not conform to the District Plan. The Plan can be amended in accordance with *The Planning and Development Act, 2007*, to allow the new development to proceed, however, before any amendment is made, the impact of the proposed change on the rest of the Plan and the future development of the Municipality and District shall be examined. Any changes to the Plan or the Zoning Bylaw shall be in the interest of the future development of the community as a whole. Through periodical review and amendment the Plan should serve as an effective guide for Council to make decisions on the future development of Municipality and RLBR Planning District.

### **9.14 IMPLEMENTATION AND ACTION PLAN**

Successful implementation of this Plan depends to a large degree on whether its policies can guide local development and action in a variety of contexts over the next fifteen to twenty years. This Section contains policies to ensure that planning is sensitive to local conditions in specific locations of the District, while at the same time advancing the Plan's core principles and building on its broad objectives.

To achieve the goals set out in this District Sustainability Plan, a clear plan of action or implementation strategy is required. Action Plans for the Planning District have been included in Appendix "D" to provide a checklist of the key action items that will need to be completed to help the District achieve its goals outlined in the Plan. Each action item relates to policy statements included in the Plan and will require an Implementation Committee of Council to be established to prioritize the action items. The action items should be reviewed regularly to monitor progress and to determine if changes are required.

### **9.15 THE PLAN GUIDES ACTION**

As a statutory document for guiding development and land use in the District, the Plan gives direction to Council on their day-do-day decision making. The Plan's land use policy areas illustrated in the Future Land Use Maps in "Appendix A" provide geographic references for the Municipality's policies. If the District and the Municipalities are to move closer to the future envisioned by the Plan, the Plan must guide other related decisions of Council. *The Planning and Development Act, 2007* requires that:

- a. Municipal bylaws and public works will conform to this Plan;
- b. The decisions and actions of Council and Municipal Administration, including public investment in services, service delivery and infrastructure, will be guided by this Plan; and
- c. Implementation plans, strategies and guidelines, consistent with this Plan will be adopted, identifying priorities, detailed strategies, guidelines and actions, to advance the vision, goals and objectives of this Plan.





### **9.16 THE FUTURE IS A SHARED RESPONSIBILITY**

Communities are successful when all sectors cooperate with their time, effort and resources to enhance the quality of life in the greater community or district. The District can lead by example with engaged and informed residents to successfully guide the future, measured by the accomplishments made in managing agricultural diversification, environmental stewardship, economic development, community service provision, population growth, and the overall lifestyle available in the District. To achieve the goals and objectives of this Plan, the RLBR Planning District will advocate for provincial partnerships and technical assistance to deliver services and programs for sustainable agricultural, economic, and community development.



## APPENDICES

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Appendix A – Future Land Use Map for RLBR Planning District

Appendix “A1” Future Land Use Map for Town of Radisson

Appendix “A2” Future Land Use Map for Village of Borden

Appendix “A3” Future Land Use Map for Village of Maymont

Appendix “A4” Future Land Use Map for Village of Speers

Appendix “A5” Future Land Use Map for Village of Richard

Appendix “A6” Future Land Use Map for Town of Hafford

Appendix “A7” Future Land Use Map for RM of Great Bend No. 405

Appendix “A8” Future Land Use Map for RM of Douglas No. 436

Appendix “A9” Future Land Use Map for RM of Meeting Lake No. 466

*\*\*\*Note: the Future Land Use Map maps are provided here as well as in their respective Official Community Plans*

Appendix “B” Reference Maps

Appendix “C” RLBR District Planning Agreement

Appendix “D” Action Plans for the RLBR Planning District

Appendix “E” RLBR Regional Profile

