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SECTION 1 – INTRODUCTION

1.1 Title

This document shall be known as the Basic Planning Statement or the “Plan” for the Rural Municipality of North Qu'Appelle, No. 187, Saskatchewan, hereinafter referred to as “the RM of North Qu'Appelle”.

1.2 Scope

The Basic Planning Statement is intended to guide and facilitate development and land use decisions in the municipality for a period of five to ten years. The objectives and policies contained in this plan apply to the entire area within the corporate boundaries of the RM of North Qu'Appelle.

1.3 Purpose of the Plan

The Council of the R.M. of North Qu'Appelle has authorized the preparation of a Basic Planning Statement pursuant to Section 39 of *The Planning and Development Act, 1983*. The purpose of this Basic Planning Statement is to provide guidance to Council, residents, developers, and all public and private agencies in making development, land use, municipal servicing, and related decisions. The Plan provides a set of objectives to guide the use of land and its future development within the limits of the municipality. No development or subdivision of land within the municipality shall be approved which does not conform to this Basic Planning Statement.

1.4 Rural and Valley Planning Areas

The Rural Municipality of North Qu'Appelle is bisected by the Qu'Appelle River Valley. Resulting from this unique geographical feature are forms of development and land use along lake shores and valley slopes that are different from the agriculture land uses prevalent on the land above the valley slopes.

To facilitate and ensure effective, long-term development and land use management, lands within the municipality shall be divided into two areas: a Rural Planning Area, which is primarily agricultural, and a Valley Planning Area which is primarily resort development with mixed residential densities. The boundaries of the planning areas are shown on Map 1 entitled, “Planning Areas” Appendix “A” and forms part of this Planning Statement.

Council recognizes that the Valley Planning Area is premised on historical records and experience with The Fishing Lakes Planning District. Therefore, changes that have occurred in this area have resulted in policies which are very similar for both the Valley and Rural Planning Area.

SECTION 2 – THE RURAL MUNICIPALITY OF NORTH QU'APPELLE NO. 187

The Basic Planning Statement for the RM of North Qu'Appelle is based upon the results of studies and surveys undertaken throughout 2002. These studies included goal and value setting sessions, a community questionnaire, environmental interpretation workshop, demographic analysis, residential trends, an open house barbeque, consultation with provincial agencies, site inspections, and numerous meetings with Council.

This municipal community has a diverse cross section of people living on farms, ranches, and in resort areas. There has been slow but consistent population growth over the past fifteen years, including returning residents, residents who choose to commute to Regina, and many retirees who are attracted to the scenery and amenities of the region.

The RM of North Qu'Appelle is experiencing change and this Basic Planning Statement is an attempt to stay current with the challenges of development and the diversification of land use in the RM. Agriculture remains the dominant land use; however, the main pressure comes from residential growth. There is a need for economic development notably tourism, home-based and agri-businesses. The predominant concern is the transformation of the valley by all land uses as a result of increased awareness for environmental management.

The following goals recognize these concerns and have been established to keep pace with the changes.

SECTION 3 – MUNICIPAL GOALS OF THE PLAN

3.1 To minimize land use conflicts through efficient and responsible land use planning and development in the Rural Municipality.

There are many traditional land uses in the municipality that are being challenged by new types of development. Fortunately, alternatives exist that can be encouraged in order to locate varied land uses in areas where conflicts are minimal and requirements for servicing and infrastructure are viable.

3.2 To maintain the agricultural character of the municipality while recognizing the need to provide for other land uses in the municipality.

As is occurring in most of southern Saskatchewan, there has been a gradual decrease in the number of farm units and corresponding increase in the size of farming operations. There also is a demand for other land uses such as recreation and residential due to the attractiveness of the area. Future development shall balance the competing needs and be respectful of the historical agricultural character, compatible and rationally located.

3.3 To develop land use policies which will enhance the diversified lifestyle of the residents of the municipality.

The Qu'Appelle Valley is recognized as an invaluable resource to the municipality due to the attractive natural features of the valley and lakes. As more residents choose to reside in the municipality year round, there shall be policy that allows for a variety of economic and recreational activities for the needs and enjoyment of local residents.

3.4 To conserve the natural features of the municipality for the use and enjoyment of present and future generations through responsible environmental management.

Environmental policies will strive to protect the existing features of the valley and lakes by encouraging all residents to take responsibility for the management of the municipality's natural features and heritage resources. It must be recognized that there are natural hazards in the valley

where developments must minimize risk, accept limitations, protect water quality and preserve natural habitats and retain vegetation that enhances the aesthetic appeal of the area.

3.5 To minimize land use conflicts within the rural municipality and along its borders with adjoining urban and rural municipalities and First Nations.

The RM of North Qu'Appelle is inter-dispersed with two organized and twelve unorganized hamlets, the Town of Fort Qu'Appelle, the Village of Lebret, the Resort Villages of B-Say-Tah, and Fort San and three First Nations Reserves. The opportunity exists for the rural municipality to provide leadership in its management of land uses and development in order to avoid unnecessary land use conflicts or fiscal impacts across municipal boundaries.

SECTION 4 – AGRICULTURE AND NATURAL RESOURCES

4.1 Objectives

To promote continued agricultural activity and to ensure that agriculture retains its importance in the municipality.

To protect and conserve agricultural land from the negative impacts of non-agricultural land use and development.

To provide for intensive forms of agriculture including intensive livestock operations in locations that minimizes negative impacts on the environment and other land uses.

To support the development of farm based agricultural businesses.

To recognize and encourage the contribution of mineral resources to the overall municipal economic and land use base.

4.2 Agricultural Policies

4.2.1 Farm Operations

1) The development and operation of farms and farmsteads for field crop, pasture, and non-intensive livestock operations shall be accommodated.

2) The subdivision of productive agricultural land for other than agricultural operations will be discouraged within the municipality.

3) The development of Agri-business will be accommodated.

4.2.2 Farm Dwellings

1) A maximum of two dwelling units for use by agricultural operators and their families will be allowed on farmsteads.

2) Where Council approves a subdivision specifically for intensive agricultural purposes, an accessory residence may be permitted.

4.2.3 Intensive Agriculture

- 1) Intensive agricultural operations shall be encouraged in areas of the municipality where land conditions exist that support intense agricultural activity.
- 2) Intensive livestock operations (ILOs) shall be discretionary uses. Any existing livestock operation that expands or alters its operation above 300 animal units shall require Council's approval in accordance with this Basic Planning Statement.
- 3) Past experience with smaller, less than 300 animal units livestock operations in the municipality supports the expansion of these and other operations.
- 4) Large ILOs, above 500 animal units, cannot be accommodated in this municipality due to the high number of farmsteads distributed throughout the RM of North Qu'Appelle. Impacts on ground water, odour and conflict with other land uses do not allow for the greater separation distances required by larger ILOs.
- 5) In order to minimize conflict between ILOs and surrounding development, Council will consider applications for development of an ILO and apply criteria that relate to the following considerations:
 - a) type of operation;
 - b) size of operation;
 - c) potential capacity of operation and plans for future expansion;
 - d) method of operation;
 - e) all approvals, as required by the Province of Saskatchewan;
 - f) impact on adjacent neighbours; and
 - g) servicing requirements.
- 6) Intensive Livestock Operations shall observe the following separation distances from the uses listed in Table 1 and the uses listed in Table 1 shall maintain the following separation distances from Intensive Livestock Operations.

Table 1: Locational Separation Criteria for ILOs to Specific Uses

Type of Use	100-300 Animal Units (Existing)	301-500 Animal Units (Expansion)	> 500 Animal Units
Residential (not ILO operator), Recreational, or Commercial	800m (1/2 mile)	1.6km (1mile)	Not Permitted
The Fishing Lakes	1.6 km (1 mile)	3.2km (2 miles)	Not Permitted
Town, Hamlet or Village	3.2km (2 miles)	4.8km (3 miles)	Not Permitted

- 7) The disposal of manure on agricultural land shall be accommodated as an accessory use. Open liquid manure storage facilities shall observe separation distances 1.5 times those listed in Table 1. All liquid manure storage facilities for livestock operations will be required to meet the development standards specified in the Zoning Bylaw.

4.2.3 The size and type of intensive livestock operation allowed and associated development standards will be specified in the Zoning Bylaw.

4.3 Natural Resource Policies

4.3.1 Mineral Resource Extraction

1) Lands identified as having commercial mineral resource extraction potential shall be protected from development that would constrain future utilization of that resource.

2) Any development involving the establishment of a mineral resource extraction industry, including a sand and gravel operation, shall be subject to the approval of Council who shall consider the effects on adjacent land uses, municipal roads, and services.

3) Mineral resource extraction industries shall be encouraged to locate on sites that:

- a) are of low agricultural capability;
- b) do not have unique historical, archaeological, or ecological significance; and
- c) are of low quality recreational value; and
- d) do not lead to land use conflicts with adjacent land uses.

4.3.2 Development standards and requirements will be addressed in The Zoning Bylaw to ensure compatibility with adjacent uses, safe operation and suitable reclamation.

SECTION 5 – RESIDENTIAL DEVELOPMENT

5.1 Objectives

To ensure that residential development does not conflict with agricultural uses or other land uses.

To provide for non-agricultural residential development through appropriate subdivision design, density and location with limited farmland fragmentation.

To provide for higher density residential development in the Valley Planning Area.

5.2 Residential Policies

5.2.1 Farm Residential

1) Single detached dwellings and multiple unit dwellings located on the same farmstead site shall be encouraged for family members and for workers involved in the farm operation.

2) To accommodate low density residential use and continued use of farmstead sites, the subdivision of four lots per quarter section may be permitted for residential purposes on the basis that:

- a) there is existing road access which meets the RM of North Qu'Appelle's approved standards or the applicant enters into an agreement with the Municipality that deals with the provisions for road access;
- b) compliance with the density requirement; and
- c) all requisite Province of Saskatchewan department requirements are met.

3) Accessory Dwelling Units shall be accommodated.

4) Agri-businesses shall be accommodated.

5) Home-based businesses will be accommodated provided that they are clearly secondary to the principal residential use of the dwelling unit.

5.2.2 Density of Residential Development in the Rural Planning Area

1) Higher density residential subdivisions:

- a) shall be restricted to lands of low agricultural capabilities.
- b) shall be considered where it will not conflict with the agricultural community;
- a) sites shall not have unique historical, ecological or archaeological significance.
- d) shall not occur within the distance of an intensive livestock operation as outlined in Section 4.2.3 and shall observe the minimum separation distances to utility facilities, hazardous goods storage facilities and solid waste or sewage lagoon sites.

2) Council shall consider the demand for, and current availability of higher density residential lots in reviewing subdivision proposals. Higher density residential proposals shall not be approved until the majority of existing subdivided and surveyed lots are developed.

5.2.3 Valley Residential

1) Single detached dwellings shall be accommodated for residents of the valley planning area.

2) Accessory dwelling units shall be accommodated.

3) Home-based businesses shall be accommodated provided that they are clearly secondary to the principal residential use of the dwelling unit and do not detract from the residential character of the area.

5.2.4 Density of Residential Development in the Valley Planning Area

1) Subdivision for residential development at a density greater than four residential subdivisions per quarter section will be considered on its merits through a rezoning to a medium density residential district.

2) Medium density residential developments:

- a) shall not conflict with the agricultural community and conservation areas.
- b) shall not occur within the distance of an intensive livestock operation as outlined in Section 4.2.3 and shall observe the minimum separation distances to

- utility facilities, hazardous goods storage facilities and solid waste or sewage lagoon sites.,
- c) shall not result in excessive demands on municipal services, utilities or public roadway access,
- d) shall not unduly interfere with the amenities or change the character of the neighbourhood,
- e) shall not materially interfere with or affect the use and enjoyment of adjacent properties; and

5.2.5 Servicing Agreements for Residential Subdivisions

When required by Council, the applicant for a subdivision of land for residential development shall enter into a servicing agreement with the Municipality which may cover the following items:

- a) legal survey;
- b) drainage;
- c) sewage treatment;
- d) water supply;
- e) hydrants;
- f) sidewalks;
- g) boulevards;
- h) curbs and gutters;
- i) street lights;
- j) graded, graveled, or paved streets and lanes;
- k) connections to existing services;
- l) landscaping of parks and boulevards;
- m) public recreation facilities;
- n) electrical, natural gas and telephone services;
- o) restoration of unstable areas;
- p) water treatment and distribution facilities;
- q) off site levies (roads, water, drainage and other utilities)
- r) any other consideration council deems necessary in accordance with Section 143 of *The Planning and Development Act, 1983*.

5.2.6 Provisions shall be made in The Zoning Bylaw for residential development standards.

SECTION 6 – COMMERCIAL DEVELOPMENT

6.1 Objectives

To encourage farm based agricultural development and agri-business.

To ensure that commercial development takes place in a manner that minimizes conflicts with other land uses.

To encourage the development of tourism for residents and the traveling public.

To ensure that commercial development serves the needs of the residents of the municipality.

6.2 Commercial Policies

6.2.1 Non- Agricultural Commercial Development

- 1) May be considered where it will not conflict with the agricultural community, historical, archaeological and ecological areas.
- 2) Shall not occur within the distance of an intensive livestock operation as outlined in Section 4.2.3.
- 3) Commercial services, where possible, shall be encouraged to locate at existing developed locations. Strip development shall be discouraged.
- 4) Council will exercise its discretion based on the suitability of the location and development with respects to physical access, municipal servicing, and other land uses that may be incompatible with commercial developments.
- 5) Proponents of a commercial development shall be required to provide the services deemed necessary by Council.

6.2.2 Tourism

- 1) Tourism developments such as bed and breakfast operations ancillary to a residence or vacation farms ancillary to an operating agricultural use will be encouraged.
- 2) Campgrounds and other public or commercial recreational uses will be encouraged.
- 3) Commercial services for the traveling public will be encouraged to locate where there is safe access to a highway, or co-location with another recreational use.
- 4) Council will exercise its discretion based on the suitability of the location and development with respects to physical access, municipal servicing, and other land uses which may be incompatible with commercial developments.
- 5) Proponents of commercial developments may be required to enter into servicing agreements, when a subdivision is involved, or a development agreement by applying the following criteria:
 - a) Vehicle access points;
 - b) municipal and service road upgrading or construction
 - c) the provision of sewer and water;
 - d) any other consideration Council deems necessary in accordance with Section 143 of *The Planning and Development Act, 1983*.

6.2.3 Agri-Business

Ancillary commercial developments on farms shall be accommodated to diversify agricultural operations in the municipality.

6.2.4 Home Based Businesses

Home Based Businesses shall be accommodated provided that they are clearly secondary to the principal residential use of the dwelling unit.

6.2.5 Provisions shall be made in The Zoning Bylaw for the type of non-agricultural commercial development allowed and associated development standards.

SECTION 7 – RECREATIONAL DEVELOPMENT

7.1 Objectives

To accommodate recreational land uses and to ensure that this development does not conflict with adjacent land uses.

To encourage various types of recreational activities in the municipality.

To ensure that environmental, historic features and wildlife habitat are accessible for passive recreational use and are protected from unauthorized recreational use.

7.2 Recreational Policies

7.2.1 Recreational Development

- 1) Shall be restricted to lands of low agricultural capabilities.
- 2) May be considered where it will not conflict with the agricultural community and conservation areas.
- 3) Shall be developed in a manner that can be adequately supervised and policed.
- 4) Shall not occur within the distance of an intensive livestock operation as outlined in Section 4.2.3,
- 5) Proponents of recreational developments shall be required to provide the onsite services deemed necessary by Council and display a high visual quality.
- 6) Proponents of recreational developments may be required to enter into servicing agreements, when a subdivision is involved, applying the following criteria:
 - a) access points;
 - b) municipal and service road upgrading or construction
 - c) the provision of sewer and water;
 - d) visually buffered landscaping;
 - e) any other consideration Council deems necessary in accordance with Section 143 of *The Planning and Development Act, 1983*.
- 7) Industrial and industrial-like structures will not be permitted where they would visually detract from the area and surrounding land uses.

7.2.3 Provisions shall be made in The Zoning Bylaw for the type of recreational activity allowed and associated development standards.

SECTION 8 – ENVIRONMENTAL MANAGEMENT

8.1 Objectives

To acknowledge and protect natural, environmental features, and systems within the municipality.

To allow for land uses that complement the natural character of the Fishing Lakes and Qu'Appelle Valley.

To protect significant archaeological, historical, and other cultural sites from incompatible development.

To restrict development in areas that are considered hazardous for development for reasons of ground instability, flooding, or other environmental hazards.

To extend the responsibility for sound environmental management to property owners and developers.

8.2 Environmental Management Policies

8.2.1 Development on Potential Hazard Lands

1) Where natural hazards are suspected, Council shall require developers to provide professional, certified environmental, geotechnical, hydrological reports to address development hazards and Council shall approve such developments only in accordance with recommended mitigation measures.

2) Council 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.

8.2.2 Flood Hazard Lands

1) No new development shall be permitted in any flood prone area unless the development is above the elevation representing the 1:500 year return frequency flood event and necessary freeboard.

2) Council will not recommend approval of a proposed subdivision unless each proposed lot has been shown to have a building site above the 1:500 flood frequency level.

3) No alteration or additions shall be permitted on existing buildings or structures in any flood prone area unless the appropriate flood proofing measures are incorporated.

4) Preventative measures such as flood proofing below the 1:500 flood frequency level or erosion protection will be encouraged. The Saskatchewan Watershed Authority, Sask Water, or other appropriate government or private sector consultants will be utilized as a source of technical advice regarding flood levels and flood proofing techniques.

5) The development standards and permitted uses for the Flood Hazard Overlay Area will be provided in The Zoning Bylaw.

8.2.3 Slope Stability

1) No new development shall be permitted in any unstable slope area without undertaking 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.

2) Erosion and slope stability investigations will be undertaken by qualified engineering disciplines to indicate whether the site is suitable for development or outlines suitable mitigating measure and documents residual hazard.

3) The development standards and permitted uses for the Unstable Slopes Overlay Area will be provided in The Zoning Bylaw.

8.2.4 Heritage Resources

1) The Rural Municipality shall consult with the Heritage Assessment Unit of Government Relations and Aboriginal Affairs, to ensure the protection of significant heritage resources located on land proposed for development.

2) Where a proposed land development is located in a heritage sensitive area, Council will refer the proposal to the Heritage Assessment Unit to determine if a heritage resource impact assessment (HRIA) is required pursuant to Section 63 of *The Heritage Property Act*.

3) The development standards and permitted uses for the Heritage Resource Overlay Area will be provided in The Zoning Bylaw.

8.2.5 Wildlife Habitat and Natural Vegetation Conservation

1) Council may consult Saskatchewan Environment or require assessment by a qualified environmental scientist, regarding the appropriate development standards for reclamation and reforestation. The planting of native species occurring in the immediate area and the installation of protective measures shall be encouraged.

2) In approving a development Council shall attempt to provide for minimum loss of habitat by:

- a) retaining natural vegetation and watercourses;
- b) providing continuous wildlife corridors;
- c) conserving habitat for rare and endangered species; and
- d) 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) The development standards and permitted uses for the Sensitive Environment Overlay Area will be provided in The Zoning Bylaw.

8.2.6 Groundwater

Development shall not deplete or pollute groundwater resources within the rural municipality. Council will require investigation to assess the impact of development on groundwater resources and may incorporate development standards in the Zoning Bylaw to protect aquifers and their supply.

SECTION 9 – MUNICIPAL SERVICES

9.1 Objectives

To ensure that developments are serviced to a standard relative to density and use without excessive cost.

To ensure that all developments have a safe and effective water source and sewage management facility.

To use servicing agreements to address municipal interests in the planning of transportation, utility and pipeline facilities, and any associated subdivision or easements.

9.2 Municipal Service Policies

9.2.1 Road Access

1) All land uses shall be required to have access to a developed road which meets the approved standards of the Municipality.

2) The municipality may apply standards to protect the municipal interest when transportation, utility and pipeline facilities cross municipal roads.

9.2.2 Municipal Services

1) Council shall require servicing agreements at the time of subdivision approval to ensure that new subdivisions are developed to the standard of the municipality and to address other concerns specific to the proposed subdivision.

2) Council will consider participation in the costs of installation or improvement of a facility where it will benefit a wider area than the proposed development.

3) Services will be operated and maintained in order to provide equitably for the needs of residences.

9.2.3 Public Utilities

1) All public utilities exclusive of waste disposal and sewage treatment facilities will be accommodated in the municipality.

2) Municipal and commercial solid or liquid waste disposal facilities shall be discretionary and will be considered by Council under the following criteria:

- a) proximity to source of waste;

- b) separation distance from any residential or recreational facility; and
- c) demands on municipal services public roadway access.

9.2.4 Municipal Reserve

- 1) When dedication of municipal reserve is required for subdivision, the municipality may accept cash-in-lieu of dedication unless there is an identified need for recreational land in the vicinity of the development.
- 2) Municipal reserves may be used for recreational activities or for natural drainage and similar uses.

9.2.5 Development standards for municipal and public service lands shall be addressed in The Zoning Bylaw.

SECTION 10 – ADMINISTRATION

10.1 Implementation

This Basic Planning Statement expresses the goals, objectives and policies for the future development of the Rural Municipality of North Qu'Appelle No. 187. The Basic Planning Statement will provide guidance to Council and the Development Officer in making land use, zoning, subdivision, and development decisions in general. These decisions must be made in conformity with the stated policies and objectives to ensure that the goals for the future development of the Municipality will be achieved.

The Basic Planning Statement will be implemented primarily through the Zoning Bylaw and the subdivision approval process.

10.2 Zoning Bylaw

The Planning and Development Act, 1983, requires Council to adopt a Zoning Bylaw in conjunction with the Basic Planning Statement. The Zoning Bylaw implements policies set out in the Basic Planning Statement. The Zoning Bylaw will provide for zoning districts, the permitted and discretionary uses for each district, and the development standards for all land uses and sub-uses in conformity with the goals, objectives, and policies laid out in this plan.

10.3 Subdivision Process

Subdivision, the breaking up of land into smaller legal units, is normally an integral part of the development process. Although the Director of Community Planning Branch, Municipal Relations Division, Saskatchewan Government Relations and Aboriginal Affairs, is the approving authority for subdivisions in the Municipality, the Council has input into the subdivision procedure at two points. First, Council provides comments to the Director on all applications for subdivision within the municipality. In reviewing all subdivisions, Council should consult this Basic Planning Statement to see whether the proposed development is consistent with the long term goals of the municipality and the desired future pattern of development. Secondly, Council 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, Council has the power to directly influence

subdivision and development in the municipality. Also, in the Zoning Bylaw, Council can establish minimum areas, frontages, or depths, and other standards that affect land subdivision.

10.4 Review and Amendment

A basic planning statement is not a static document and should not commit the Municipality to an inflexible development policy. As new issues and concerns arise, or old ones change, the Basic Planning Statement should 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 objectives and policies as to their relevancies. The concerns, objectives and policies of the Basic Planning Statement must be kept up to date to ensure that the document will deal with the real development issues facing the community.

On occasion, land uses or developments may be proposed which do not conform to the Basic Planning Statement. The Plan can be amended to allow the new developments to proceed; however, before any amendment is made, the impact of the proposed change on the rest of the planning statement and the future development of the Municipality must be considered. Any changes to the Basic Planning Statement or the Zoning Bylaw should be in the interest of the future development of the community as a whole. Through periodic review and amendment, the Basic Planning Statement should serve as an effective guide for Council in making decisions on the future development of the Rural Municipality of North Qu'Appelle No. 187. Council is bound by the policies and regulations set out in The Basic Planning Statement and The Zoning Bylaw.

SECTION 11 – ADOPTION

Bylaw No. 5/83 Fishing Lakes Development Plan is hereby repealed.

This bylaw is adopted pursuant to *The Planning and Development Act, 1983*, and shall come into force on the date of final approval by the Minister of Government Relations and Aboriginal Affairs.

Arthur Foster
Reeve

Beverly van der Breggen
Administrator

Certified A True Copy of Bylaw No. 03-02 passed by the Council of the Rural Municipality of North Qu'Appelle No. 187 on the 14th day of July, 2003.

Beverly van der Breggen
Administrator