

Resort Village of Wakaw Lake

Official Community Plan

Prepared for:

The Resort Village of Wakaw Lake

Prepared by:

Joe Jozsa, MCIP, PPS
CanQuest Consulting Ltd.

THE RESORT VILLAGE OF WAKAW LAKE
BYLAW NO. 011-2013

A bylaw of The Resort Village of Wakaw Lake to adopt an Official Community Plan in accordance with *The Planning and Development Act, 2007*.

Whereas the Council of The Resort Village of Wakaw Lake has authorized the preparation of an Official Community Plan for the Resort Village in consultation with Mr. Joe Jozsa MCIP, PPS, a professional community planner, pursuant to Section 29 of *The Planning and Development Act, 2007* (the Act); and

Whereas Section 35 of *The Planning and Development Act, 2007* provides that an Official Community Plan must be adopted by bylaw, in accordance with the public participation requirements of Part X of the Act; and

Whereas, in accordance with Section 207 of *The Planning and Development Act, 2007*, the Council of The Resort Village of Wakaw Lake the Council has complied with Part X of *The Planning and Development Act, 2007* in providing for public participation in adoption of this bylaw in 2009;

Therefore, the Council for The Resort Village of Wakaw Lake in the Province of Saskatchewan, in open meeting hereby enacts as follows:

1. **This bylaw may be cited as "The Resort Village of Wakaw Lake Official Community Plan Bylaw"**, identified as Schedule "A" to this bylaw.
2. The Official Community Plan of The Resort Village of Wakaw Lake is adopted to provide a framework guide and evaluate future development within the Municipality, as shown on Schedule A, attached to and forming part of this bylaw.
3. This bylaw shall come into force on the date of final approval by the Minister.

DEPUTY MAYOR

(SEAL)

ADMINISTRATOR

Certified a True Copy of
Bylaw No. 011-2013 adopted by Council
on the 9th day of October, 2013.

Administrator

SCHEDULE "A" to
Bylaw No. 011-2013
RESORT VILLAGE OF WAKAW LAKE
OFFICIAL COMMUNITY PLAN

Deputy Mayor

SEAL

Administrator

Prepared May 22, 2013
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This is Schedule "A"
attached to and forms part of Bylaw No. 011-2013,
The Resort Village of Wakaw Lake Official Community Plan

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1.0 INTRODUCTION

- 1.1 Background
- 1.2 Authority, Purpose and Content
- 1.3 Plan Preparation and Community Involvement
- 1.4 Scope
- 1.5 Applicable Land Use Policies and Interests

1.1 Background

The Planning and Development Act, 2007 (The Act) establishes the Authority, Purpose and Content of the Official Community Plan and the Zoning Bylaw.

This Official Community Plan (OCP), first one for this village, is adopted by bylaw under *The Planning and Development Act, 2007 (The Act)* in accordance with the public participation requirement outlined in Section 35 of *The Act*. The Official Community Plan is a statement of the Resort Village council's goals, objectives and policies to guide the development and use of land within the Resort Village of Wakaw Lake.

The OCP was shaped through consultation with ratepayers and residents to guide decision-making regarding: future land use, development, services, and amenities for the benefit of ratepayers and residents. The consultations were undertaken by a survey of issues and concerns in 2010, then in 2011 a feedback response to plan recommendations contained in the *Discussion Paper*. The results of the survey and feedback response have been incorporated into this OCP. (Detailed results of the 2010 survey and the *Discussion Paper* are available from the Resort Village office.)

The general development policies, and objectives and policies in the OCP reflect the values of the ratepayers and residents. All new bylaws, programs and works undertaken must be consistent with the implementation of the OCP in accordance with *The Act*. However the OCP does not require Council of the Resort Village or any other organization to undertake or approve any project or program identified in the OCP; nor can Council make decisions contrary to this OCP. Council may consider carrying out projects or programs when financial resources have been allocated during the annual budgetary process and ratepayers have been consulted.

Implementation of OCP policies requires the adoption of Zoning Bylaw by a separate bylaw as do other tools of implementation. The policies and land use designations (land use districts) in the OCP may be changed. Any changes to the OCP require public consultation of ratepayers according to procedures outlined in *The Planning and Development Act, 2007*. The same procedures apply to the amendment of any portion of the zoning bylaw.

1.2 Authority, Purpose and Content

1.2.1 Authority - The Council of the Resort Village of Wakaw Lake has authorized the preparation and adoption of this Official Community Plan in accordance with Sections 29 and 32 of *The Planning and Development Act 2007 (The Act)*.

1.2.2 Purpose - The purpose of this Official Community Plan (OCP), in accordance with Section 31 of *The Act*, is to provide guidance to the village Council, the Development Officer, residents, developers, and all public and private agencies in making decisions on development, land use, municipal servicing, environmental management, economic, social, and cultural development, as well as other related decisions affecting the Resort Village of Wakaw Lake for up to 15 years. The Official Community Plan should be reviewed at regular intervals of 5 – 10 years to ascertain progress towards achieving the purpose, goals and objectives of the OCP. A review may occur at an earlier date in the case of a request made by petition of a majority of ratepayers and registered residents.

1.2.3 Content - Content of an Official Community Plan, in accordance with Section 32 of *The Act*:

- (1) must incorporate, insofar as is practical, any applicable provincial land use policies and statements of provincial interest;
- (2) must contain statements of policy with respect to:
 - a) sustainable current and future land use and development in the municipality;
 - b) current and future economic development;
 - c) the general provision of public works;
 - d) the management of lands that are subject to natural hazards, including flooding, slumping and slope instability;
 - e) the management of environmentally sensitive lands;
 - f) source water protection; and,

- g) the means of implementing the Official Community Plan.
- (3) An official community plan may also:
- a) address the co-ordination of municipal programs relating to development;
 - b) contain statements of policy regarding the use of dedicated lands;
 - c) contain concept plans pursuant to *The Act*;
 - d) contain a map or series of maps that denote current or future land use or policy areas;
 - e) contain any other statements of policy relating to the physical, environmental, economic, social or cultural development of the municipality that the Council considers advisable; and,
 - f) policies that address the co-ordination of land use and development, future growth patterns and public works with adjacent municipalities.

Upon the Minister's approval of this Official Community Plan and notwithstanding any other general or special Act, no development or subdivision of land or management of the environment within the municipality shall be approved which does not conform to this Official Community Plan.

The purpose of the Zoning Bylaw is to control the use of land for providing for the amenity of the **Village within Council's** jurisdiction and for the health, safety, and general welfare of the residents of the municipality. The Zoning Bylaw is the primary legal and administrative means of implementing the policies of the Official Community Plan.

1.3 Plan Preparation and Community Involvement

Section 29 (1) of *The Planning and Development Act, 2007* authorizes the Council to prepare and adopt an official community plan. The planning process included public participation in accordance with requirements of section 35 of *The Act*:

- On September 8, 2009, Council authorized the preparation of an Official Community Plan and Zoning Bylaw for the Resort Village of Wakaw Lake.
- Council had a standing open invitation to community members to volunteer for a Reference Committee on Community Planning, also known as the OCP Committee (See: Acknowledgements). The Reference Committee on Community Planning, with a Council member chairing their meetings, was endorsed by Council to address all aspects of the functioning of the Resort Village. During the preparation of the Official Community Plan and Zoning Bylaw, the services of a professional community planner were retained by Council.
- During September - October 2010, Council conducted a Community Planning Survey of the residents of the Resort Village of Wakaw Lake to learn about ratepayers' expectations, concerns, and suggestions for consideration during the OCP planning process. Survey results were available from the village office and posted on the Village website for the duration of this planning process.
- On August 20, 2011, in the Town of Wakaw, Council held an open house meeting on the planning recommendations described in the *Discussion Paper* (full title: *Framework for a New (First) Official Community Plan and Implementing Zoning Bylaw for the Resort Village of Wakaw Lake - Discussion Paper*, August 2010). A feedback form containing a summary of key recommendations from, and with, the *Discussion Paper* was posted on the Village website. This was followed up by a direct mail out of feedback forms to village residents. Over 80 responses were received from residents by November 30, 2011.
- On March 21, 2013, the OCP Committee's report and recommendation on residents' feedback was presented to Council for further direction to the planning process. The recommendations were met with general agreement in principle among council.
- During the summer of 2013 Council conducted public hearings regarding the Official Community Plan and the Zoning Bylaw. As required, this official community plan was prepared in consultation with Mr. Joe Jozsa MCIP, PPS, a professional community planner, pursuant to Section 29 (2) of *The Planning and Development Act, 2007*.

1.4 Scope

The objectives and policies of this Official Community Plan shall apply to lands within the incorporated area of the Resort Village. Policies aimed at future development of areas outside the Resort Village will only apply if such areas are added to the Village. With regards to policies on areas of mutual interest beyond the current limits of the Resort Village, Council will work with neighboring Rural Municipalities and Villages and particularly the Rural Municipality of Hoodoo No. 401, the Town of Wakaw, Saskatchewan Environment, the Saskatchewan Watershed Authority and other appropriate Government of Saskatchewan Departments and Government of Canada.

1.5 Applicable Land Use Policies and Interests

The Resort Village is comprised of private lands (campground, and cottage lots and un-subdivided private land), municipal lands (public reserves) and Crown lands (Example: public roadways, dedicated lands and Crown foreshore lands).

The Resort Village, being on the south side of Wakaw Lake surrounded by the R.M. of Hoodoo No. 401, shares common interests in lake management issues (safe boating, protection of the lake ecology) and municipal services, which are beyond its sole jurisdiction, but which affect its operation.

Content of an Official Community Plan, in accordance with section 32(1) of *The Act*, must (shall) incorporate, insofar as is practical, any applicable provincial land use policies and statements of provincial interest. As to applicable statements of provincial interest, the OCP will contain provisions concerning heritage, recreation and tourism, shore land and water bodies, source water protection, and inter-municipal cooperation. There are no agricultural activities in the Resort Village. At this time (June, 2012) there are no Treaty Land Entitlements and Specific Claims selections within or near the resort village. Also, Council will administer and implement this Official Community Plan (OCP) in conformity with applicable provincial and federal statutes and regulations, policies and guidelines in cooperation with provincial (Saskatchewan Environment about shoreline protection, Saskatchewan Watershed Authority about lake elevation) and federal (Department of Fisheries about fish habitat, and Oceans and Transport Canada about boating regulations) agencies.

2.0 PLANNING INFLUENCES

- 2.1 Background and Development History
- 2.2 Residents
- 2.3 Physical and Natural Characteristics
 - 2.3.1 The Natural Environment
 - 2.3.2 Topography
 - 2.3.3 Geology and soils
 - 2.3.4 Climate
 - 2.3.5 Landscape Cover and Vegetation
 - 2.3.6 Archaeology
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- 2.5 Lake Management Issues
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 - Biodiversity and Natural Ecosystems
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 - First Nations and Métis Engagement
 - Recreation and Tourism Development
- 2.7 Development Opportunities and Constraints
 - 2.7.1 Opportunities
 - 2.7.2 Constraints
- 2.8 Related Background Reports

The following influences shaped the preparation of this Official Community Plan and the associated Zoning Bylaw.

2.1 Background and Development History

The Resort Village of Wakaw Lake was incorporated as The Summer Resort Village of Wakaw Lake, in the Province of Saskatchewan on October 21, 1959 and expanded in 1968 and 1973 with land from the R.M. of Hoodoo, reaching current territory of 62.370 ha (154.12 acres) in 1973. First Meeting of the Council was at Poplar Beach on November 16, 1959.

Current land uses and developments include subdivision development with 164 cottage sites, a campground with 137 sites (132 campsites and 5 cabins), a commercial area (store and mini golf – now closed), and beach with play apparatus and boat launch with floating docks.

A description of land uses and development is available in Appendix A: Figure 2 – Existing Land Use and Development.

The development history of the village is reflected in the changes to the original zoning bylaw. These changes have been made from time to time to accommodate illegal off-site structures, road closures and conversions of dedicated lands (public lands) to private use as well as relaxation of development standards. This has contributed to problems in public access opportunity to the lake, functionality of certain use areas and detracting from the lakeside residential character of the resort village. These problems are:

- 1) The closure of two streets (Foch Street and Haig Street) leading to the lakeshore at Poplar Beach, thereby reducing lake access and loss of parking opportunity for village residents.
- 2) Cutting the width of Lakeview Drive by 85 % to 90% into a narrow strip of backshore, to accommodate off-site cottages north of Block 1, leaving 2 m (6.5 ft.) to 5.3 m (17 ft) wide dedicated lands resulted in reducing the public open space functionality (recreation and shoreline protection) of this remaining strip and diminishing the potential linkage to other public uses (lake access, mooring, parking, and pedestrian access) elsewhere along the lakeshore.
- 3) Conversion of street rights-of-ways (7 streets, from Roy Street to John Street to the lake) on paper to Public Reserves (R4 to R10) off Byng Avenue did not increase the public reserve capability of these fragmented lands, only the book inventory of Public Reserve and occasional other to adjacent property owners. By stairs one can scale these reserves located on steep topography to reach the lakeshore below. The view over the lake could be enhanced by a lookout platform on public reserve R-7.
- 4) Reduction of development standards R1 to R2 (no back-lane access) and R3 (decrease in lot size and reduction of or doing away with some aspects of setbacks) was to deal with undersized lots in certain situations. The problem is the R3 reduced lot standards are much below the minimum standards (*The Subdivision Regulations*) for cottage areas. The main problem with this approach to future development standards (undersized lots) in this resort village would be that
 - i) the density of building coverage,
 - ii) lack of fire and noise separation,
 - iii) lack of privacy,
 - iv) loss of amenities,
 - v) lack of sufficient on-site parking,
 - vi) required space for private wells and holding tank, and
 - vii) narrow views of the lake from neighbouring cottage could become an increasing problem from overdevelopment elsewhere. Unless, creation of additional under-sized lots is prohibited by policy, this problem could be repeated in other areas that may be re-zoned to R2 or R3 in the future.
- 5) Disregard for established development standards and provincial shoreline development regulations is evident by unusually high unauthorized and non-conforming placement of structures such as garages, sheds, cottages in the subdivision as well as other private structures on public land along the lakeshore.

2.2 Residents

Fulltime resident population (usual residents as defined by Statistics Canada) of the Resort Village was as follows:

2011	-14.3% 2006-2011 change	30 persons
2006	+16.7% 2001-2006 change	35
2001		30
1996		12

Residences, as a form of accommodation in the Resort Village, are cottages and trailers.

According to the *Community Planning Survey in 2010*:

- 1) Average occupancy of available accommodation units (164 cottages and 137 campsites) was 4.36 persons (family and friends) relevant to establishing beach carrying capacity for cottagers and campground residents in this Resort Village.
- 2) During a typical year, residents are comprised of 71% adults, 14% children and 15% youth.
- 3) During a typical year, about 9% of village residents are fulltime residents and 91% are seasonal occupants. Of the village occupants, 61% use their accommodation (cottage or campsite) for up to two months, 28% for 2 to 4 months, and 5% over 4 months.
- 4) Seasonal occupancy during a typical year occurs during spring (26.65%), summer (38%), fall 26.6% (from spring to fall 91%), and winter (9%).

Although the trend in renovation and construction of new residences is to standards for year round habitation, because of proximity to home and seasonal residential use pattern is expected to continue, with increased shoulder season use (spring and fall). Demand for off-season municipal services is likely to increase. The campground is closed during the winter (from October 31 to April 1).

- 5) **Principal residence of most ratepayers is within an hour's drive (Saskatoon 96 km, Prince**

Albert 67 km, Tisdale 120 km, Humboldt 102 km) and environs. Proximity to home is one of the top three reasons (1st is lifestyle and 2nd outdoor recreation opportunities of the lake) for having a summer residence at this **Village. Number 'usual residents' declined from 20 to 14 during 2006 to 2011.** This decline may be due to older village residents who establish seasonal residency elsewhere during winter (snowbirds) and for lifecycle reasons seniors may opt for communities that have full service.

- 6) Given the long development history of cottage lots surveyed as early as 1919, demography and lifecycle of village residents, seasonal occupancy is expected to prevail for the initial 5-10 year duration of this Community Plan.

2.3 Physical and Natural Characteristics

2.3.1 The Natural Environment

The Resort Village is within the Aspen Parkland Ecoregion, which is a zone of transition between the open grasslands of the south and the continuous forests of the north. This ecoregion is characterized by aspen groves and fescue grasslands, where groves of poplar trees occur on moister sites (and on north facing slopes) and brush and grasslands occur on the dryer hilltops. This landscape cover, in its native state, has formed in response to climate, geology, and fire, and has since been modified by agricultural use.

2.3.2 Topography

Topography of the middle area of the Resort Village is essentially a north facing steep slope below a 32 (105 ft) m escarpment on the south side of Wakaw Lake. The escarpment rises to 541.1 m (1775 ft) from a mean lake surface elevation of 509 m (1670 ft.) along Byng Avenue, offering panoramic views of the north shore of the lake.

The escarpment gradually lowers and changes to an alluvial fan and wetlands (Poplar Beach area) on the west side of the village. At the east end, the escarpment is dissected by the steep valley of Lapine (or Leofnard) Creek terminating in wetlands and an alluvial fan (Sandy Point Beach).

The village tilts and drains toward the lake. Steep slopes below the escarpment pose challenges for locating site access, placement of structures, and for cut and fills for foundations to minimize slope instability as well as traffic safety concerns.

The OCP will address policies on hillside protection and preservation of views/scenery/vista.

2.3.3 Geology and soils

The dominant soil material is glacial till, composed of soil materials ranging from boulders to silt. Backshore soils are rocky clay. The shoreline is predominantly rocky clay, with a combination of boulders and soft clay at the waterline and under the water soft clay mixed with rocks and a soft muddy lake bottom.

Unprotected excavations, particularly below the escarpment, are subject to slope instability and erosion. Along steep slopes in Block 2, local evidence of actively shedding back-slopes toward the lake was noted. Deep un-vegetated cuts for roads are prone to erosion and sedimentation runoff during heavy rainfall. Careful siting of cottages is required on these steep slopes to prevent shallow landslips and risk of erosion.

Two of the best three beaches along Wakaw Lake are in this Resort Village on alluvial fans projecting into the lake at Sandy Point and at Poplar Beach (point). Both points are exposed to prevailing winds and are susceptible to erosion during high water levels. Only Poplar Beach area is available for resident access to the beach.

2.3.4 Climate

The area is in the continental climatic zone, characterized by warm summers and cold winters. Annual rainfall averages 35.56 cm to 40.64 cm (14 to 16 inches). Along the shore lands, the tree-covered slopes facing away from the sun generate a pleasant cool microclimate during hot dry summer days.

Models of atmospheric change (wet, dry, cold and warm) for Saskatchewan predict a trend toward warming and extreme weather events, such as warming and flash floods and runoffs, with likely changes such as trees and grasses in this ecoregion.

2.3.5 Landscape Cover and Vegetation

Natural stands of aspen and balsam poplar and white birch are found on the sidewall below the escarpment. Plantings of white spruce and Scotch pine enhance the sylvan quality of landscape. The tree cover is intermingled with shrubs such as chokecherry, pin cherry, Saskatoon berry and with grasslands and marshland.

Retention of vegetation cover is important for storm water management and for minimizing soil erosion and for wildlife habitat.

Unregulated outdoor open fires (BBQ pits) may be a concern, especially along steep slopes where the rate of fire spread accelerates; or, the spread of grass/brush fire in crowded setting of the RV campground.

The OCP will set out policies on management of landscape cover (trees, shrubs and ground cover plant) for property values, social, aesthetic, and environmental benefits. These efforts often translate into higher real estate values.

2.3.6 Archaeology

Heritage Conservation Branch reported that the heritage potential for the SW 26 -42-26-W2m at site FdNj-1 (in the resort village on north side of Highway No. 41) is considered to be high.

2.3.7 Hydrogeology and Lake Hydrology

Prospects for ground water sources near Wakaw Lake are good, with water well borehole logs indicating a series of sand aquifers.

Seepage conditions at the base of the escarpment may be a concern for sitting structures.

Soft ground and ground water discharge (and surface ice build-up in winter) and artesian groundwater conditions were noted at Sandy Point. During high precipitation **year's** groundwater ice build-up have been more common. There is a possible risk of rupture of buried sewer lines and separation of soil stacks from frost induced ground heaving. This is problematic and requires careful monitoring of the developed area and the large sewage holding tanks located on Sandy Point Lane.

This OCP contains provisions for:

- 1) Protection of water sources to ensure the health and safety of village residents.
- 2) Sustainable development of shorelands while allowing for appropriate development and public access activities compatible with the long-term sustainability of Wakaw Lake and shorelines and aquatic life and habitat.
- 3) Appropriate development standards for municipal and environmental reserves and wetlands for uses consistent with provincial and federal regulatory processes and guidelines. And,
- 4) Provisions to ensure future development along the village lakeshore are compatible with and do not prevent the management of Wakaw Lake.

2.4 Safe Building Elevation

2.4.1 1:100 flood event:

Wakaw Lake is approximately 1,127 ha (3,697 acres), with a mean depth of 4.7 m (15.4 ft) to a maximum depth of 13.7 m (45 ft). Lake level is regulated at Full Supply Level of elevation 509.63 m (1672 ft) by a rock weir structure built by PFRA. Temporary flood elevation level was indicated at 510.08 m (1673.5ft) by Saskatchewan Water Corporation in 1990. The Rural Municipality of Hoodoo No. 401 operates this structure.

Caveats registered - To minimize potential flood damage; caveats were registered (Section 142 of *The Planning and Development Act, 1983*) against certain titles (lots) at Sandy Point and near Poplar Beach. The caveats require each existing cottage owner of affected sites, pursuant to the issuance of development permit or building permits, to have:

- a) flood proofing of permanent buildings (up to the underside of main floor joist of new residential buildings) or structures up to an elevation of 510.58 above sea level [based on 1:100 flood event] in such a way that surface water can be drained without ponding;
- b) portions of residential buildings that are below the flood proofing elevation shown above are to be flood proofed in accordance with CMCH Publication NHA 5701 2/84 Problem Lands;
- c) sewage holding tanks flood proofed up to the same elevation and installed in compliance with the requirements of the Department of Public Health.

- d) Approved shoreline stabilization works be installed and maintained by the property owner.

2.4.2 1:500 flood event:

The Safe Building Elevation is set at 510.60 m (1675.19 ft). This is based on a 1:500 year peak calm water level estimate of 510.10 m (1673.55 ft) for Wakaw Lake by Saskatchewan Watershed Authority (SWA) and on adding a 0.5 m freeboard value for the possibility of wind-setup and wave run-up for various shoreline slopes, and for uncertainties in estimates and other effects.

Flood easement agreements have been attached to several cottage lots in flood prone areas.

2.5 Lake Management Issues

The following interpretations, upon reading the recommendations from a Lakeshore Management Plan report¹ 12 years ago and another report² 37 years earlier, are particularly relevant to the Resort Village of Wakaw Lake in 2012:

- The 12 year report¹ recommended no additional lakeshore development (and associated levels of activity) to avoid additional shoreland development and increased activity levels on Wakaw Lake before it can be demonstrated that the long-term capability of the lake ecosystem can sustain more development.
- Use pressure was considered severe from recreational uses (waterskiing, boating, personal craft use, wake boats, fishing, and swimming) relative to the size of the lake and sensitive shoreline wetland habitats around it.
- One of the most important issues to the Resort Village residents is the need for responsible and safe boating practices and for providing cooperative leadership in public education, separation and control of incompatible uses. For example, waterskiing and personal watercraft use should be kept away from swimming and boat mooring areas for safety reasons and the speed of motor boats should be reduced near these activity areas and the shore for user safety and shoreline protection.
 - *Universal Shoreline Speed Restrictions* (Canada Shipping Act) regulations have been in force in Saskatchewan since 1996. These regulations have provisions for the application of a maximum speed limit of 10 km/h within 30 metres from the shore.
- Property owners around the lake have been concerned about water quality and fish habitat from probable pollution sources (use of lawn fertilizers and herbicides on cottage sites, pollution from septic systems, and nutrient from agricultural operations) and inappropriate shoreline improvements with associated impacts on fish habitat.

2011 - Another Lakeshore Management Study:

A new Lakeshore Management Study was undertaken by The Wakaw Lake Stewardship Group (participants: R.M. of Hoodoo No. 401, Resort Village of Wakaw Lake, Town of Wakaw, Wakaw Lake regional Park and the Property Owners of Wakaw Lake (POWL) since 2011 concerning water quality, boat traffic, carrying capacity of and management of Wakaw Lake. Results of the study will be used by the members of the group to prepare policy plans and regulations around the lake. Findings of the study will be particularly relevant to the growth management strategy of the Resort Village of Wakaw Lake.

2.6 Statements of Provincial Interest

To plan effectively, municipalities need to understand the provincial priorities for land use and development. The Statements of Provincial Interest (SPI), adopted in regulation, enable the province, municipalities, and communities to responsibly plan.

- Biodiversity and natural ecosystems: Biodiversity and natural ecosystems (of the Aspen Parkland Ecoregion) in the village area have been described in Section 2.4 Physical and Natural Characteristics. The value and preservation of these components have also been noted. Council recognizes the need to minimize, mitigate or avoid use and development impacts to safeguard existing riparian areas (lakeshore buffer - see Section 5.2 Open Space and Environmental management Policy) wetlands (Poplar Point marsh area and Lapine Creek area) and will consider designating these areas as environmental reserves.
- Agriculture and Value-Added Agribusinesses: Uplands in the surrounding area are black loamy soils and in agricultural use. A small arable area in the village back of the cottages is in grass and the rest of the land is in shrub and aspen tree cover.

¹The *Wakaw Lake Lakeshore Management Plan - Background Report Update* (1998) prepared by Crosby Hanna & Associates for the Rural Municipality of Hoodoo No. 401 (full copy available on the website by this title). The Resort Village of Wakaw Lake was part of the Study Steering Committee (Town of Wakaw Lake, Wakaw Lake Regional Park, and cottagers along the lake) that reviewed and directed the work of the consultant. NOTE: The aims and objectives of POWL (Property Owners of Wakaw Lake) appear to be congruent with recommendations of *The Wakaw Lake Lakeshore Management*.

²Wakaw Lake Land and Water Use Study Report (August, 1975) by Hedlin and Menzies and Associates for Land Protection Branch, Department of the Environment, Province of Saskatchewan.

There is no ongoing agricultural activity such as crop production or grazing inside the Resort Village. Lands next to and south of the village are in crop production.

- **First Nations and Métis Engagement:** There are no land entitlement and specific claim selections within or near the Resort Village according to First Nations and Métis Relations of the Government of Saskatchewan. The nearest Treaty Land Entitlement First Nation is the One Arrow First Nation northwest of the Town of Wakaw. There is no indication of hunting within the Resort Village as these lands should be considered posted land for safety reasons. There are no vacant Crown lands in the village area. According to the Humboldt office of Saskatchewan Environment, there is no recent record of issuing an 'Indian Fish for Food Permit' for Wakaw Lake.
- **Recreation and Tourism.** Residents do not want tourism development. The Resort Village is not a commercial service centre and has no plans to develop into a tourist destination area for non-residents.

2.7 Development Opportunities and Constraints

2.7.1 Opportunities in this Resort Village for additional residential, commercial, and associated development (to support lakeshore activities such as safe boating and the availability accessible lakeshore for boat mooring, lakeshore access for low impact outdoor recreation uses) for the most part, are poor for three main reasons.

First, while there is suitable land on SW1/4 26, Twp. 42 Rge. 26 W. 2nd M. for back row subdivision lots, the requisite shore-land area and adjoining shoreline capacity to support linked lakeshore recreation uses and support infrastructures (loading and unloading of boats, beach parking, picnic ground, and hygiene facilities) is already limited at the only accessible beach (Poplar Beach) in this Resort Village.

Second, Poplar Beach area has additional unrealized capacity for improved public access to the lake for only current development use after incompatible land uses and was removed and physical constraints were mitigated along Lakeview Drive and extension to Lakeshore Road.

Third, there is a limited opportunity to improve public access and use opportunities (boat mooring, off-shore fishing, limited footpath along the severely constrained public access points (former Streets re-designated as R – municipal reserves) to lakeshore lands by removing unauthorized off-site private accessory developments and uses such as, not limited to, boathouses, permanent docks, decks, and other works.

2.7.2 Constraints that could affect potential development within the Resort Village that have already been described include:

Natural Constraints:

- in places and requiring careful siting of buildings on cottage sites;
- the flood zone with the required Safe Building Elevation (and required flood proofing);
- steep slopes below the escarpment and rocky shoreline, limited public access only on foot (requiring long stairs) at three public access points (66 ft. wide R4 to R6 inclusive) with limited parking potential due to topography, for the opposite second row cottagers;
- drainage concerns and risk of erosion from development activities on the hillside along the escarpment;
- environmentally sensitive areas (Environmental Reserves at Sandy Point and the Conservation District on Poplar Point);
- seepage sites along escarpment (example location: in Block 10 along Byng Avenue) and on alluvial areas (at Poplar Point and Sandy Point) with corresponding soft ground areas.

Land use constraints:

- Sandy Point area (beach and backshore) has been completely taken over by cottage sites down to the lakeshore with no discernible lakeshore public reserve land set aside between the lot and the lake for resident public use from the rest of the Resort Village.
- There is no more undeveloped shoreline available inside the Resort Village.
- Existing cottage lots (first-tier lots) severely limit the development potential of backshore lands because of lack of practical access from the back row lots to the lakeshore due to continuous lakefront cottage development and their off-site developments.
- Shoreline and immediate backshore lands, considered lakeshore reserve, have been pre-empted by private accessory installations (boathouses, decks, and private improvements) to such an extent that accessible space for separation of incompatible water contact recreation (swimming, boating, and mooring) and public access to lakeshore lands have been severely limited in the Poplar Beach area.
- **A most critical limitation is the extremely narrow (0.6 m (1.96 ft)) 'passage' over lakeshore land in ER-2, located between the boat launch area and RE-1. ER- 1 and ER-2 lands are 'leftovers' from extending cottage site boundaries on to Lakeview Drive toward the lake shore.**

Lake management concerns – as already identified earlier, the continued attraction of the Resort Village depends on the natural setting and environmental health of the lake and the sustained safe and environmentally responsible use of Wakaw Lake.

Development Constraints Tied to Capacities at the Beach, Boat Launch and Boat Mooring - Waterfront activities at the beach and boat launch require sufficient land and water area for the safe and enjoyable use of lakeside recreation opportunities. Present land allocation for lakeside recreation opportunities are inadequate, burdened with limited accessibility, rocky shoreline, and unauthorized uses along the shore in the Resort Village of Wakaw Lake. The safety of residents is at risk for swimming and boating and other activities during crowded conditions at the boat launch and adjacent beach area. Insufficient launching capacity, mooring space and lack of parking and congested street side parking, is a safety concern for residents (See Discussion Paper for full discussion of capacity concerns and possible solution which did not receive wide support from village residents). This is likely to amplify with more non-resident day-users and additional village residents. Council may consider discussing long-term improvements with area residents when initiating a lakeshore development plan process for the Poplar Beach area with particular attention to: beach safety; boat launch area and parking; boat mooring; traffic-pedestrian safety; and lake management for recreational uses. This process would also examine and analyse the carrying capacity of village lakeshore to establish whether the beach-boat launch-boat mooring has the capacity for additional cottage sites in the Village.

Based on the foregoing opportunities and constraints within the Resort Village, opportunities are severely limited to serve new development due to the loss of developable public lakeshore land resulting in an already limited lakeshore access and support infrastructures for safe and enjoyable recreational uses.

After Council has implemented the recommended strategy to improve lakeshore access opportunities, Council may consider additional development on backshore lands within the then available shoreline capacities.

2.8 Related Background Reports

Policies of the Official Community Plan were also informed from issues and recommendations identified in greater detail in:

- 1) *Community Planning Survey of Rate Payers and Residents (report)*, September - October 2010. This is available from the Resort Village office.
- 2) *Discussion Paper - Framework for a New (First) Official Community Plan and Implementing Zoning Bylaw for the Resort Village of Wakaw Lake*. This was prepared for the Planning Reference Committee and for Council and for The Open House Public Meeting on August 20, 2011.
- 3) *Comments and Recommendations from OCP Committee to Council on key recommendations in the Discussion Paper, March 21, 2012*. This was a summary of the *Residents feedback* received to the end of November 2011 on Plan Recommendations for the Official Community Plan and Zoning Bylaw (in the Discussion Paper). All the recommendations were incorporated into drafting of the OCP.

and from the following related studies:

- 4) *Wakaw Lake Land and Water Use Study Report* (August, 1975) by Hedlin and Menzies and Associates for Land Protection Branch, Department of the Environment, Province of Saskatchewan, August 1975.
- 5) *Wakaw Lake Optimum Water Level and Shoreline Study*, prepared for Saskatchewan Water Corporation by J D Mollard and Associates Limited, July 1985. This study, aside the issues and recommendations around optimum water level, has information on the geology of the Wakaw Lake area and recreational shore land flooding, erosion, and slope stability.
- 6) *The Wakaw Lake Lakeshore Management Plan Background Report Update* (1998) prepared by Crosby Hanna & Associates for the Rural Municipality of Hoodoo No. 401 (full copy available on the website). The Resort Village of Wakaw Lake was part of the Study Steering Committee (Town of Wakaw Lake, Wakaw Lake Regional Park, and cottagers along the lake) that reviewed and directed the work of the consultant.

These background reports are not part of this Official Community Plan, nor are the Zoning Bylaw and associated Zoning District Map which form separate documents.

3.0 GENERAL DEVELOPMENT POLICIES

- 3.1 A Long Term Vision for the Resort Village of Wakaw Lake
- 3.2 Community Goals
- 3.3 Guiding Principles
- 3.4 Guiding Land Use and Development Decisions
 - 3.4.1 Evaluation criteria
- 3.5 Growth Management
 - 3.5.1 Development options
 - 3.5.1.1 Option A - *More Accommodation Units*
 - 3.5.1.2 Option B - *Highway Commercial Development*
 - 3.5.1.3 Option C - *Golf course*
 - 3.5.1.4 Option D - *Multi-unit (condo) Residential Development*
 - 3.5.1.5 Option E - *Storage area*
 - 3.5.2 Preferred options.
- 3.6 Land Use Concept
 - 3.6.1 Background
 - 3.6.2 Land Use Concept
 - Residential
 - Commercial
 - Community Services
 - Open Spaces and Dedicated Lands
 - Recreation (Municipal reserves)
 - Conservation (Environmental Reserves)
 - Storage Area
 - Village Trail System
 - Urban Reserve (Future Development)
- 3.7 Non-Conforming Uses, Buildings, and Sites

The following broad policy statements are intended to guide the overall direction of the Official Community Plan and to lend predictability to future decisions concerning land use, development, services, and open space management. They should also serve as a benchmark for plan revisions.

It is important that the policies of the OCP on the built environment be read in conjunction with the policies in relation to the natural environment (open spaces, dedicated lands and the lake environment) in order to balance the built environment within sustainable development limits of the lake environment and to ensure quality of life for residents of the Resort Village of Wakaw Lake.

The vision statement, community goals, and guiding principles are based on: an inventory and **analysis of existing conditions in the Resort Village, ratepayers' concerns from the survey and their feedback** on the Planning Committee's recommendations for the Official Community Plan and Zoning Bylaw (Discussion Paper). The main recommendations for the Official Community Plan are:

- Primary role of the Resort Village should be a recreational residential community for residents (families and friends) with regard for a good neighbour community.
- Improve appearance of the village (development standards and environmental management of open spaces).
- Residential development should be limited to replacement of old structures and improvement of building standards.
- Development of confectionary type of services for village residents is encouraged over attracting tourism.
- No increase in land set aside for commercial tourism development inside the village but will support commercial services in nearby communities.
- Dedicated lands (environmental and municipal reserves), particularly shorelines, should be inviolate to unauthorized uses.
- Improve access to the lakeshore and protect shoreline from unauthorized development and uses.
- Need for responsible use of watercraft and protection of the lake and shorelines and cooperation of lakeside stakeholders.
- Improve infrastructure and municipal services: roads, parking, water, recycling, and provide transparent and fiscally responsible governance, and consultation of residents.
- Enforce zoning bylaws, with emphasis on information and education for compliance before enforcement.

3.1 A Long Term Vision for the Resort Village of Wakaw Lake

The purpose of a vision statement is to provide direction for the sustained development of the community, providing the foundation for community goals and guiding principles for implementation. The Vision and Goals (and Guiding Principles) elements for the Resort Village of Wakaw Lake Official Community Plan area, prepared by the Planning Reference Committee based **on feedback from to ratepayers' planning** survey, received high level of agreement (Vision - 90% agreement. Goals - 85%) during residents' feedback.

The Resort Village of Wakaw Lake is a sustainable recreational community with a focus on seasonal use, where community members engage in open communication and respect each other, participate in sustainable development that emphasizes fiscal accountability to ratepayers, and adhere to all bylaws.

The Resort Village promotes the safe use of recreational activities and participates in the cooperative oversight with stakeholders for the sustainable management of Wakaw Lake and the surrounding environment.

Based on the **ratepayer's** response to the planning survey and feedback to plan recommendations and the background information (development history, opportunities and constraints), the **Planning Committee indicated that as the village community pursues the 'ideal future', the ratepayers:**

- **Want to preserve the village's peace and quiet atmosphere and the single-dwelling residential character.**
- Want, for their property taxes, basic services for their convenience, health, and safety at an affordable level.
- Want the open space areas (lake shore access) and green spaces (buffer strips) kept safe from demands and protected from unauthorised use outside the Official Community Plan. **For example, they do not want Council to sell any more public lands to 'squatters'.**
- Want to protect their Resort Village lifestyles and determine a pattern and pace of life for peace, health, safety, and social interaction.
- Are concerned about losing the quiet of the village and about the impact of unregulated use of off-road vehicles on village roads, the lakeshore area landscape, and about the unsafe boating conditions on the lake.
- Want a community facility for local government and social functions as more villagers make more use of their properties.
- See the need for continued orderly management of the open spaces of the village that is environmentally and socially acceptable, economically viable, and sustainable in the long run.
- Care about the environmental quality of the village and environs, the shoreline ecology, and the lake.
- Want to see that the village maintain and improve community relationship with off-site commercial and municipal developments and services in the neighbouring communities.

These broad statements, while they may change over time, reflect common values of nearly all **Village residents and express their expectation for the 'ideal future' the Resort Village of Wakaw Lake** community hopes to achieve. For the duration of this Official Community Plan (about 10 – 15 years) they want the direction of the Resort Village to focus on developing *a recreational and residential community for residents*. Any desired changes (surveying additional cottage sites) would be subject to the updated lake management guidelines as well as to mandatory public consultation.

3.2 Community Goals

Goals for the Resort Village of Wakaw Lake, strongly (85%) endorsed by residents, are:

1. To provide for the sustained use of Resort Village lands and shorelands for residential and related activities in a safe, economic, and an environmentally sustainable manner.
2. To provide for the orderly and appropriate development of land, consistent with and complementary to the primary purpose of the community as single dwelling recreation residences, by reason of appropriate size, quality and proper location of development.
3. To provide for the appropriate management of open space areas and the natural environment within the Resort Village.
4. To provide for equitable access to the lake for village residents.
5. To protect and enhance the environmental quality of Wakaw Lake and surrounding source water area for the primary purpose of recreational uses and sustainable management of the lake for area residents.
6. To incorporate, insofar as is practical, any applicable provincial and regional land use policies.
7. To enter into cooperative arrangements with neighbouring jurisdictions and businesses, consistent with and complementary to the primary purpose and needs of the community (example: Wakaw Lake Stewardship Group).

3.3 Guiding Principles

These guiding principles, mirroring the vision and goals of the Resort Village, are offered as benchmarks for decision-making that increases or at least protects the public good of the Village and residents property. These principles will also lend predictability to future developmental and servicing decisions and plan revisions.

The guiding planning principles are:

- Environmentally acceptable:
 - To protect property from hazardous conditions (flood, erosion, unstable slopes, and fire).
 - To protect the environmental quality of Wakaw Lake and environs (Hillside views, water quality, shoreline, and wetlands).
 - To conserve the natural vegetation and the aesthetics of the village.
 - To base land use decisions on the capability and limitations of the lake for different purposes.
 - To protect the source ground water for domestic use.
 - To apply the precautionary principle rather than rushing into environmentally (and fiscally) unsuitable decisions
- Socially acceptable:
 - To engage ratepayers in the planning, development and operation of the village.
 - To provide for residential recreational development acceptable to the ratepayers of the village.
 - To support beneficial cooperative efforts with neighbouring land users, businesses, municipalities, and First Nations governments.
 - To incorporate, insofar as is practical, any applicable provincial and regional land use policies.
- Economically viable:
 - To protect private property.
 - To ensure that residents have basic services, including a water supply, means of waste disposal, roads, public safety and health, and fire protection in an economically responsible manner.
 - To base decisions concerning the development and operation of the village on planned priorities within the available **tax base and the residents' willingness to pay.**
 - To seek out cooperative opportunities (planning) to optimize access to resources, services and for the mutual benefit of participating communities and jurisdictions across the region.
- Sustainable in the long run:
 - To maintain the preferred village character of development for present and future ratepayers.
 - To balance the interests of ratepayers in a fiscally responsible way, to ensure sustainable development and operation of the village. This will involve understanding the implications of decisions on the natural, recreational, social, and fiscal environments of the village and Wakaw Lake.
 - **To ensure that decisions on the management and development of the village's resources** will be made with consideration to the requirements of present and future ratepayers ensuring responsible fiscal management within the means of the village.

3.4 Guiding Land Use and Development Decisions

This section of the Official Community Plan sets out criteria Council will use to review and screen applications to rezone, subdivide or develop land, or change in village boundary. The General Development Policies, which are intended to guide the overall direction of the Official Community Plan and to lend predictability to future land use and development decisions, is the basis and benchmark of evaluation criteria.

In the absence of a unifying Official Community Plan, it is arguable that no discernible success in past land use allocations has been achieved by the Village. Trading off public lands such as roadways and lakeshore access lands to accommodate expansion of certain land uses and off-site and unauthorized developments, and allowing subdivision of beach head land prone to erosion and flooding, has severely diminished village park potential and recreational lake access.

The Official Community Plan is Council's cornerstone strategy to guide decisions on applications to rezone, subdivide and develop land in the Resort Village to manage the impacts and promote development opportunities for the public good of the Village and residents. Such decisions not only require the understanding of the proposal in itself, it needs to take into consideration the relationship of the proposal to potential impacts in land use and subsequent environmental,

social, and fiscal effects. The implementation framework for all decisions is the Official Community Plan and Zoning Bylaw.

3.4.1 Evaluation Criteria

Council shall be guided by the following criteria, which the proponent's application should address, when reviewing and making decisions on proposals/applications to rezone, subdivide or develop land, or to alter village boundaries in the Resort Village of Wakaw Lake:

- 1) Consistency of the potential land use and development with the Official Community Plan and Zoning Bylaw with regard and not limited to the following:
 - a) Primary role of the Resort Village should be a recreational residential community for residents (families and friends).
 - b) Residents want to preserve the peace and quiet atmosphere of the village.
 - c) Residents want to maintain the single-dwelling residential character of the village (existing campground has been recognized as lawful non-conforming use).
 - d) Impacts of development on the safety, health, welfare of residents and on property values, the village environment, and management of Wakaw Lake.

Examples: demands on parking, boat launch and other lake access facilities and services, the lakeshore area landscape, unregulated use of off-road vehicles on village roads and beaches as well as unsafe boating conditions on the lake.
 - e) Suitability of the site for the proposed development. For example, the presence of potential environmental constraints on development and unfavourable impacts from the development.
 - f) Compatibility of proposal (Examples: noise, glare, odour, traffic, drainage, blocking of views and sun) with existing adjacent land use.
- 2) **Ratepayers' acceptance of the particular land use/development/activity, in certain situations** determined through public hearings as required by *The Act* and by citizen initiated plebiscite (cottage sites) as identified in this Official Community Plan.
- 3) Need for and existence of intervening comparable opportunities within and outside the village.
- 4) Identifiable benefits (property tax) and cost (servicing and operations) of the proposed land use/development/activities with respect to municipal finances and expenditures.
- 5) Best use of public funds where a number of options considered would conform to the Official Community Plan.
- 6) The adequate provision and timing of development of municipal services.
- 7) The completion of a servicing agreement for onsite and offsite services.

Further, before arriving at a decision, Council may require additional information, such as certified technical/professional evaluation (Example: geophysical evaluation for building foundation) from the proponent. Council may also refer the proposal to other agencies for consistency with provincial (Example: applicable provincial land use policies and statements of provincial interest) and federal regulatory processes and guidelines.

3.5 Growth Management

Council is facing a growing need to expand the local tax base to sustain recreational development, municipal infrastructure, and village operations. In light of limited land for village park amenities and lake access opportunities (parking and boat mooring), competing land use demands in the village, and of uncertainties about the village's role in implementation of appropriate lake management practices (boating regulations, lake carrying capacities, growth strategies for the lake and shoreland) along the lake, there is a need to understand sustainable allocation of those limited resources.

3.5.1 Development options

In order to understand to what use the scarce recreation resources and amenities of the Resort Village of Wakaw Lake could be allocated, and the potential benefits the following development options were evaluated in terms of best community fit, anticipated property tax benefits, impacts on the village amenities and infrastructure:

- 3.5.1.1 Option A - *More accommodation units* in the form of
 - i. campground and or
 - ii. cottage development.

Both developments are a form of accommodation for destination users, who generate similar off-site demands on municipal services in this Resort Village. Both user groups vie for the same, already limited, access to village park amenities and the lakeshore. Notwithstanding the existing RV campground, given the property tax advantages of cottage sites, the fundamental question for the future direction of accommodation units remains whether available scarce capacities should be allocated to additional campsites or to cottage sites. Cottage properties, assessed at higher rate than campgrounds, would be the preferred option.

Ratepayers would only consider supporting an additional 20 accommodation units in the form of cottages on the condition of:

- ratepayers' support from plebiscite,
- an agreement that the developer will pay for infrastructure and service costs and for off-site capacity improvements at the village park and boat launch/mooring, and
- alleviating parking and capacity concerns at the beach/boat launch and the boat mooring), and
- resolution of lake management concerns (NOTE: ongoing Lakeshore Development Study for the Wakaw Lake Stewardship Group).

The 20 cottage lots could be located on a suitable site (clearance required from Heritage Branch, and proper drainage and storm water management) in SW 26. Policy Criteria for Additional Residential and Related Land Use would apply.

3.5.1.2 Option B - *Highway commercial development* to provide a site for highway service station in the village, next to Highway No. 41, where villagers could also have access to retail merchandise and services. The property would be zoned Highway Commercial and assessed accordingly. Expected customers of the highway commercial development would be the travelling public and to a lesser extent Resort Village residents and residents from nearby cottage subdivisions to the east. This type of development would generate unintended additional use of village amenities, facilities and infrastructure. Potential for increased outside traffic to the area and through other areas of the village would be problematic for social, health, safety and economic reasons, ranging from loss of peace and quiet to impact on village infrastructures (roads, parking, day use area, and waste management).

There is already a confectionary, restaurant and a service station 7 km away at the junction of Highway No 2 and 41, and more commercial services 8 km away in the Town of Wakaw. The form of highway service station development would not be in keeping with the recreational residential character of the Resort Village. Compared to other Resort Villages, the Wakaw Lake Resort Village is well served by nearby commercial developments.

Residents' survey did not express a need for a highway commercial development in the village.

The survey did demonstrate the desire for reopening the store/restaurant/coffee shop and mini-golf and as a place for socializing.

Instead of attracting tourists (64% agreed not to attract tourist), residents strongly agreed (88% from the feedback) that neighbourhood-type confectionary store, coffee shop and restaurant for village residents may be allowed as a discretionary use in the village.

79% agreed with allowing home-based business, home occupation, and bed and breakfast as discretionary use in single detached dwellings in the village.

3.5.1.3 Option C - *Golf course* on SW26. Village residents 14 % (often) to 29% (sometimes) make use of the regional park golf course on the north side of the lake. This type of development is not expected to have negative social impact, nor have off-site impacts on the already limited public access opportunity to the lakeshore.

A golf course in the village would be load neutral on limited lakeshore capacities while providing recreation opportunities to residents. Development of a golf course in this Resort Village would be a welcome recreation opportunity for residents. The Urban Reserve District designation in SW26 identified **'golf courses' as a permitted land use.**

3.5.1.4 Option D - *Multi-unit (condo) residential development* on Lot G in Block 2 Plan Number AC4042.

Residents strongly disagreed (80%) having row house (condominium-timeshared hybrid) and a highway service station development in the village as these types of development would generate additional non-resident use, and increase pressure on village amenities, facilities and infrastructure.

3.5.1.5 Option E - *Storage area*

A storage area/compound may be required for storage of off-site accessory structures that are removed from the lakeshore, such as boat houses, sheds and other structures that could not be **relocated on to the owner's site.**

Current situation:

- The existing private storage compound is only available to residents of the RV campground.
- There is no other land set aside for storage purposes in the village other than the **member's** only boat trailer compound for campers; land acquisition would be required.

The new storage area/compound would be made available to residents at a yearly fee.

The feasibility of a storage area would be established after assessment of need, compliance with lakeshore development regulations, and support of interested ratepayers.

3.5.2 Preferred options.

Timing of preferred development of 20 lot cottage subdivision development, storage area, and a golf course should be based on an implementation strategy that would take into consideration ratepayers' support (Plebiscite on cottage subdivision development); prior improvements to the lake access area and market readiness of willing buyer, seller or developer.

3.6 Land Use Concept

3.6.1 Background

The Land Use Concept Plan, a key part of this Official Community Plan of the Resort Village of Wakaw Lake, designates future land use and development patterns for the Resort Village and specific policy areas. The development of this Land Use Concept Plan took into consideration:

- existing land use, level of development, and land use districts;
- use capability of developed, and available undeveloped land;
- land ownership (to minimize costs to the Resort Village);
- natural amenities for lakeshore access opportunities with linear connectors;
- environmentally (marshland at Poplar Point) and culturally (archeology) sensitive areas requiring restrictions and limitations on allowable uses;
- compatibility of land uses;
- applicable provincial land use policies and statements of provincial interest (shore land and water bodies);
- **residents' view** of the primary role of the Resort Village discerned from the planning survey (2010) and their feedback (2011) on plan recommendations for the OCP and the Zoning Bylaw.

3.6.2 Land use concept

The designation of land use policy areas (see: Appendix A: Figure 5 - Land Use Concept Map) **reflects the Resort Village's view** (Vision, Goals and Principles) on community development and provides a framework for decision-making. Any development within these areas will be guided by land use and development policies (example: Policies on Development in the Residential District). Any development within these areas will be subject to specific zoning controls and site review. The land use designations and the purpose of each are as follows:

Residential: This land use policy area designation refers to existing areas of residential development and land subdivided for residential development. There is no undeveloped lakeshore land left for lakeshore lots. During the life span of this plan (10-15 years) there are no lands intended for subdivision expansion because of concern for additional use pressure on limited Village amenities (boat launch, mooring, beach, and parking) and current understanding of lake capacities. Further, residents were consistently opposed to additional cottage lots again due to current shortage of village park amenities and lakes shore access capacities.

Residents view the primary role of the Resort Village as a recreational residential community for residents (families and friends) while limiting residential development to replacement of old structures and improvement of building standards in the existing residential area and to existing number of campsites in the campground.

Commercial: This designation refers to lands set aside to provide sites for neighbourhood type store, coffee shop, restaurant, golf course and accessory establishments primarily for village residents and their guests and not for commercial developments (such as highway side gas station, tourist campgrounds, hotels, rental condos) to attract tourists.

Three parcels of land were zoned (old Bylaw No. 8) Commercial District for commercial and tourism purposes. These lands are described in section 4.4.1.

Implementation strategy:

- a) Because of competing nearby outside market alternatives the continuance of a convenience store and coffee shop may be uncertain. The closest outlet for coffee shop, restaurant, confectionary and gas station is 7 km away at a highway commercial area and a wide range of commercial outlets (restaurant, banking, groceries) and community services (school, library, recycling, ATV/Boat dealership, RV and boat storage) 8 km away in the Town of Wakaw. The regional park operates a tourist campground and a trailer village on the north side of Wakaw Lake.
- b) Residents preferred to maintain a neighbourhood type of convenience store and coffee shop and restaurant with no increase in commercial tourism development, and support tourism commercial services in nearby communities.
- c) Should circumstances change, intended purpose of Lot G may be changed or shifted to another location through the plan amendment process.

Community Services: This designation applies to lands that deliver recreational, social and infrastructure services to the community. This Land Use Concept Plan did not set aside specific land for Community Services. Community services use may occur in any neighborhood (residential) where it is compatible with the character of the area, although this designation is usually reserved for village facilities and operations such as a field office and recycling operations. Some resort villages use the maintenance complex as part of a village centre also for administration, social gathering and annual meetings.

Implementation Strategy:

The clearing in the tree covered public reserve, Lot R (0.862 ha), in the southeast corner of SE1/4 27 is used for overflow public parking and for storing contractors' equipment while working on village projects, and a small garage for village maintenance purposes. Across the roadway, the partially treed covered public reserve R (0.50 ha) in AV1275, in SW1/26 has neither improvements nor structures. Both Reserves are next to a road allowance and a power line and thus may be a suitable location for Community Service area.

As a long-term policy strategy, Council may consider a community service centre in this Resort Village and conduct a concurrent use-requirement, feasibility and site analysis. This could be an assignment for a council appointed committee.

Open Spaces and Dedicated Lands: Open spaces include land and water areas to serve important conservation (dedicated environmental reserves and conservation areas) and village shaping functions (resort residential character of the community) in addition to providing recreation opportunities (dedicated municipal and public reserves).

Dedicated lands are public lands and include environmental and municipal reserves in the Resort Village. These designations of dedicated public lands are recognized on the plan of subdivision of Wakaw Lake Resort Village. Dedicated lands offer environmental as well as enhanced property values to the cottage owner and the community.

For the purpose of this Land Use Concept Plan, the following designations will apply to dedicated lands:

Recreation (Municipal reserves): This reflects existing areas of recreation development (beach area and boat launch) and other municipal reserves intended for future recreational use (example: trail access nodes to the lakeshore). This designation is applied to lands (identified as Public or Municipal Reserves on subdivision plans; or zoned for recreation) intended for recreational uses and other community use, either along the lake or on backshore lands. Municipal Reserves are set aside for parks, open spaces, and other public amenities.

Conservation (Environmental reserves): This designation recognizes lands of natural and cultural (archeological) features under the definition of section 185 of *The Planning and development Act 2007 and to other similar areas zoned Conservation District*. These conservation (environmental reserves) include known natural drainage courses, seepage springs, the lakeshore lands (land/water interface), environmentally sensitive wildlife habitat (wetlands on and around Poplar Point and at Sandy Point), and unstable areas (shoreline erosion). Conservation designation is applied to lands identified as Environmental Reserves on subdivision plans and/or areas zoned for Conservation. These Conservation areas may be used for compatible recreational uses.

Storage Area (storage district): This designation reflects existing area for storage use and development. The designation may also apply to lands that will be required with respect to accommodating off-site accessory structures from the lakeshore such as boat houses, sheds and **other structures that could not be relocated to the owner's site**. The storage area/compound

would be made available to residents at a yearly fee.

Village Trail System: This idea/concept applies to providing a trans-village trail corridor along the top of the escarpment with drop-down connectors at trail nodes to shared docks and to bush-path along the lakeshore. The village trail (initially hiking, then walkway-bikeway standard) will provide connectors between residential developments, the campground, tertiary access sites along the trail, and recreation opportunities. Trails and bush paths will be used primarily by village residents. Trails/paths will be located on public lands sharing road-right-of-ways (Kindrachuck Street, Crescent Avenue, and Byng Avenue). Trail nodes to share docks and to bush path along the lakeshore will be on dedicated lands.

Tertiary access site would include a variety of recreation/leisure opportunities (pull-offs for lake access nodes; rest; nature appreciation, photography, landscape painting, berry picking; pull-off and observation platform or tower on R7 overlooking the lake).

Village trails would be experienced during summer and winter. The approximate route of the village trail, lake access nodes, and lakeshore foot paths is depicted in Figure 5 - Land Use Concept Map. Site specific location of trails, foot paths, bush trails as well as tertiary access sites will be determined during site evaluation and the development planning stage.

Generally accepted standards and management of vehicle traffic and pedestrian safety will be required along village trails in order to provide for safe and enjoyable experience.

Urban Reserve (Future Development): This designation applies to lands that may be developed, or remain undeveloped without infrastructure expansion or the prior development of additional park amenities and lake access opportunities. In this land use areas existing recognized land uses will be provided for such as the seasonal RV campground in SE 27 as an already existing lawful non-conforming use and development since 1981 or the current gulf clubhouse for the intended golf course in SW 26. On the other hand, no additional development is permitted that may jeopardize the future development of lands within the Resort Village and the sustainable management of Wakaw Lake.

The following chart summarizes and compares the future land use designations to the existing land use zoning districts:

Summary of future land use areas		
Land Use Policy (Concepts)	Existing land use	Future land use and designation
R — Residential District	R Surveyed cottage sites	R No change
C — Commercial District	C - Lot G (store & mini-golf) - Lot 4A in AC4042 (campground ¹), and - Lot B in Blk. 5 in SE 27 (boat trailer storage compound)	C - Lot G CHANGES, less: - Lot 4A to UR & - Lot B in Blk. 5 in SE 27 to Storage
OS - Open Space	OS - CA ² -Conservation District - Municipal Reserves (R & MR) - Environmental Reserves (ER) - Walkways (W) - Lakeview Drive and Lakeside Road	OS CHANGES - Text conversions: Lakeview Drive (beach & boat launch area) converted to MR and Lakeside Road to ER. - CA ² - District (Poplar Point) to be designated as Environmental Reserve. - designate strip of road allowance (next to lot X) between SW26 and SE27, as Walkway for public access to lakeshore and lake.
S - Storage District (New)	Existing boat trailer storage compound on Lot B, Blk.5, zoned Commercial District.	S NEW Lot B in Blk. 5 from Commercial to Storage
UR - Urban Reserve District	UR - undeveloped part of SW 26, - SE 27 (campground) and - part of W1/2 25 - 42-26-W2nd	UR (in SW 26 & SE27) - add Lot 4A from Commercial to UR in SE27. - convert UR in W1/2 of 25 ³ to Environmental Reserve (Lot B and R1 to ER) and lot A to MR

¹ Existing seasonal RV camping, from before 1981, remains as non-conforming use in UR in SE27-42-26-W2nd.

²CA - Conservation District (marsh/wetland area) north of campground in SE 27 to be designated as Environmental Reserve.

³. An area of steep valley walls (Lot B, village owned) and beaver dams along Lapine Creek (R1) to be converted to Environmental and Municipal Reserve from UR - Urban Reserve in W1/2 of 25 -42-26-W2nd.

3.7 Non-Conforming Uses, Buildings, and Sites

The prior lawful uses of land, development or of any building lawfully under construction, and sites made non-conforming by the passing or amendment of a bylaw (Official Community Plan and Zoning Bylaw) may be continued subject to Sections 88 to 93 of *The Planning and Development Act, 2007 (The Act)*. The reader should consult the full text of these sections of *The Act*.

Existing non-conforming uses, buildings, and sites (Section 88 of *The Act*) - The enactment of a zoning bylaw or any amendment to a zoning bylaw does not affect any non-conforming building, non-conforming use or non-conforming site.

Non-conforming use or intensity of use (Section 89 of *The Act*) may be continued if: the use, permitted or discretionary, conformed to the bylaw in effect at the time of development; and, the use has not been discontinued for 12 consecutive months on that site. Any future use of the land or building must conform to any current zoning bylaw.

Changes to a non-conforming use (Section of *The Act* 90) must not be increased in intensity, area or volume within a building, or on the parcel it occupies.

Non-conformity of buildings or sites (Section 91 of *The Act*). Any nonconforming building on a conforming or non-conforming site may continue to be used and any structural repairs, alterations and additions that conform to the requirements of the zoning bylaw may be made, but the element of non-conformity must not be increased by those repairs, alterations or additions. If refused structural repairs, alterations and additions to a non-conforming building, an appeal may be made to the Development Appeals Board.

Damage to buildings (Section 92 of *The Act*). If extent of damage is more than 75% of construction cost to replace the building above its foundation, the repair or replacement of the building is to be in accordance with the Zoning Bylaw.

Change of occupancy (Section 93 of *The Act*). Use of land is not affected by change of ownership, tenancy or occupancy of the land or building.

Where an existing structure or lot falls into non-conforming because of conversion from the Imperial System of Measurement to the Metric System of Measurement solely from such change, such existing structure or lot shall not be deemed non-conforming.

4.0 LAND USE AND DEVELOPMENT POLICIES

4.1 POLICIES FOR DEVELOPMENT IN THE RESIDENTIAL DISTRICT

(R-1, R-2, and R-3)

- 4.1.1 Background
- 4.1.2 Objectives
- 4.1.3 Policies
- 4.1.3.1 Residential accessories:
 - *Satellite dishes*
 - *Green Energy*
 - *Swimming pools*
 - *Hot tubs*

4.2 CRITERIA FOR ADDITIONAL RESIDENTIAL AND RELATED LAND USE

4.3 CAMPGROUND POLICY

- 4.3.1 Background
- 4.3.2 Objectives
- 4.3.3 4.3.3 Policies

4.4 NON-RESIDENTIAL DEVELOPMENT (POLICIES REGARDING BUSINESS AND COMMERCIAL DEVELOPMENT) COMMERCIAL DISTRICT (C)

- 4.4.1 Background
- 4.4.2 Objectives
- 4.4.3 Policies

4.5 RECREATIONAL DEVELOPMENT POLICY (REC)

- 4.5.1 Background
- 4.5.2 Objectives
- 4.5.3 Policies

4.6 MUNICIPAL INFRASTRUCTURES, COMMUNITY SERVICES (CS) AND GOVERNANCE

- 4.6.1 Background
 - Community Services, past and present*
 - Fire and Police Protection*
 - Streets and roads, parking and drainage*
 - Water*
 - Liquid waste management and disposal*
 - Solid waste management and disposal*
 - Green action and effects of extreme weather events (Climate Action)*
 - Critical issues*
- 4.6.2 Objectives
- 4.6.3 Policies
- 4.6.4 Governance and fiscal accountability
 - *Village Works Program*
 - *Community involvement*

4.7 STORAGE DISTRICT (S)

- 4.7.1 Background
- 4.7.2 Objectives
- 4.7.3 Policies

4.8 POLICIES FOR THE URBAN RESERVE (FUTURE DEVELOPMENT) DISTRICT (UR)

- 4.8.1 Background
- 4.8.2 Objectives
- 4.8.3 Policies

4.1.1 Background

Much of the attraction of this Resort Village for residents is the lakeside setting of residences on the steep tree covered hillside overlooking Wakaw Lake. With change in demography of residents, it is reasonable to expect that the seasonal summer occupancy pattern will spread to extended seasonal use and service required. Residences of the Resort Village of Wakaw Lake are in three forms of accommodation - cottages, mobile homes with the cottages, and seasonal recreation vehicle (RV) trailers.

NOTE: Policies for campground development are outlined elsewhere in 3.5 CAMPGROUND DEVELOPMENT POLICY.

Physical and natural constraints in the existing subdivision, such as flooding, steep slopes, seepage springs, soft soils, rocky shoreline, risk of erosion from natural and man caused sources such as wake boats, excessive loss of trees and loss of ground cover to building site clearing, are concerns to property owners.

Risk of extensive fire damage is a concern, especially along steep slopes where the rate of fire spread accelerates, or from the spread of grass/brush fire in crowded setting of the campground

from unregulated outdoor open fires and BBQ pits and other sources. These were documented under Section 2.4 Physical and Natural Characteristics and further elaborated below.

Most Residents, according to the planning survey, want to

- preserve the residential character of the Resort Village by keeping the park-like setting and
- see the primary role of the Resort Village as a recreational residential community for residents (families and friends).
- preserve the peace and quiet atmosphere of the village.
- maintain the single-dwelling residential character of the village.
- a few residents would like to have a neighbourhood type store/coffee shop.

20% of residents ranked Village appearance poor (resident planning survey, 2010), indicating a need to upgrade community standards to promote compatible uses and developments, pointing to:

- excessive clear cutting of trees and there should be limits on how much of the property can be cleared,
- that there should be restrictions on how large the square footage of the cabin can be to avoid cabins out of scale with the majority of the village,
- buildings where scale of development is not compatible with the landscape and neighbourhood.
- wanting to look at lot coverage (foot print) and height of buildings as well as protection of views from neighbouring property to the lake,
- building setbacks from property line and some garages too close to the roadway and others off the property,
- inappropriate storage of equipment and vehicles,
- cabin owners should be responsible for the storage of their own boat trailers and recreation vehicles,
- trailers should not be allowed as a permanent structure as it devalues property, and to
- parking on road (at Sandy Point) blocks emergency vehicle access.

42% of the responders were concerned about good neighbour relations in such areas as: safety (ATV and golf carts), littering, dogs running loose, open fires, fireworks and firecrackers, noise during the night, leaving vehicles on the street, un-kept premises and residential areas becoming unsightly, water safety, and unauthorized use of dedicated lands.

43% of the responders were concerned about environmental management in residential subdivisions.

Council will take a proactive approach to such matters as alternate energy, change in weather patterns, and using best practices that are not a land use issue in this Resort Village at this time.

73% of resident respondents (2010) opposed further expansion in number of cottage sites.

The residential building style and level of building standards of development – the residential character - in the village correspond to the age of subdivision (most lots were surveyed and built before 1960), with recent renovations and new construction of high quality buildings for year-round use on the rise.

It is recognized that with changing demographics and building upgrades, there is a need for clarifying use of accessory buildings as a secondary living quarters (granny-suite/guest house) by family members and non-paying guests, and that these may be allowed and be regulated as a *temporary discretionary use*, by Council. At discretion of Council, these adjunct facilities may be allowed up to 400 ft² floor space, for sleeping accommodation and not be a self contained unit with kitchen and bath facilities, as long as there is a need for it by a family member. Following that, the accessory/adjunct living quarter will be removed from the site. This would avoid inviting a future request for subdivision (and sale), or subletting as a bed a breakfast use.

Opportunity for further land development of accommodation units (cottages or campsites) is limited to land away from the lake and tied to the carrying capacity of the lakeshore and support infrastructure (parking and public hygiene) at Poplar Beach, the only beach accessible to all the residents and visitors of the Resort Village of Wakaw Lake.

67% of the ratepayers (feedback in 2011) agreed that further expansion should only be considered only after majority of the electorate who cast their vote on a plebiscite on the issue of growth.

Council's objectives and policies on residential development are intended for the orderly and appropriate development of land for the health, safety, and general welfare of the ratepayers and their guests in the Resort Village of Wakaw Lake.

4.1.2 Objectives

Council's objectives are:

1. To maintain and enhance the quality and character of residential development and maintain a friendly, relaxing, and quiet atmosphere and good neighbours within the Resort Village.
2. To provide for single-dwelling cottage lots and allow accessory buildings and structures.
3. To allow an accessory dwelling unit (granny-suite) for use by family and their guests on a temporary basis, a second unit may be allowed where appropriate at Council's discretion.
4. To avoid and minimize potential conflicts between residential and other land uses.
5. To decrease the risk of fire in residential developments.
6. To control development on hazard lands such as steep slopes along the escarpment and on flood prone and soft soil (seepage sites) areas.
7. To conserve the forest environment through the appropriate protection of trees within residential areas.
8. To address policies on hillside protection and preservation of trees, views/scenery/vista, and reduction of erosion.
9. To establish standards of building construction and property maintenance in residential areas in the Resort Village.
10. To improve quality of residential development.
11. To avoid the intrusion of scattered commercial development in residential areas.
12. To accommodate home based businesses and bed and breakfast operations as discretionary use where appropriate.
13. To allow one neighbourhood type small store/coffee shop operation as a home based business where appropriate.
14. To avoid the intrusion of private facilities on Resort Village or public land.
15. To avoid further mobile home structures in the Resort Village [existing ones will be provided for]. No add-ons (extra rooms), or replacements will be allowed.
16. To encourage residents to use energy conservation methods through building design when renovating, upgrading or constructing new dwellings.
17. To provide off-site storage of recreational vehicles for a fee to residents in an area set aside by the Resort Village
18. To provide for the possibility of some future residential development in the area of the Resort Village as may be approved by the electorate of the Resort Village should additional lakeshore linked capacities and environmental assessment of Wakaw Lake capacities allow additional residential development.

4.1.3 Policies

Council will:

- a) designate land areas for residential development.
- b) not allow land uses which are incompatible, or which could result in unacceptable conflicts with adjacent residential areas.
- c) enact bylaws to control or prohibit nuisance, health and safety risks to residents.
- d) ensure that ground floor elevation of residential development shall be above the 1:500 design flood level with 0.5 m freeboard (510.60 m (1675.19 ft) above sea level. Basements shall not be allowed on sites within the 1:500 design flood level.
- e) encourage the development of dwellings of at least a size and standard of construction compatible with existing development, the surrounding landscape and neighbourhood.
- f) regulate the relative size of all buildings to the site area (footprint), the distances of buildings or structures from the property line, the minimum space to be allowed between buildings and the property lines of the lots on which they are constructed, and the bulk of the buildings, the location and size of other accessory structures.
- g) will regulate **new developments that 'dominate' existing** development pattern in size and form and interfere with views and vistas from neighbouring property. Protecting such scenic visual amenities from and within the Resort Village is very important in maintaining the character and sense of place.
- h) Council may allow, as a *temporary discretionary (conditional) use*, only one accessory dwelling unit ('granny-suite'/guest house) containing secondary living quarters for use by family and guests as contained in the General Regulations of the Zoning Bylaw.
- i) by bylaw discourage perched structures with exposed foundations in favour of placement of buildings that sit comfortably on its environment/foundation. Exceptions may be considered, regarding topographic and soil mechanics, on the advice of an engineer or architect, by

- Council.
- j) Council will establish and enforce regulations relating to proper hillside development in this Resort Village respecting the grading and levelling of sites and other manipulation of the natural environment (removal of trees and large clearings) on cottage sites to avoid erosion and associated risk to person, property and environment.
 - k) **regulate residential building construction with the Resort Village's** Building Bylaw, the Provincial Building Code, and the applicable National Building Code to ensure standards of construction (repairs and new construction) are compatible with health and safety standards.
 - l) provide for adequate separation between dwellings, clear of fire hazards.
 - m) decrease the risk of fire in residential development through effective use of Zoning and Building Bylaws.
 - n) Council will investigate ways of improving fire protection. This will be in addition to the fire agreement at a service level with neighbouring municipalities. Examples aimed at community involvement include: fire risk assessment and the development of a fire smart protection plan; identification of potential firefighter volunteers; communication plan; regulating open fires and barbecue sets; and given the relatively limited onsite fire protection capacity, the training of volunteers and providing tools for action during the initial break out of fire.
 - o) promote, whenever possible, environmentally positive design practices to conserve potable water, reduce waste matter generation, and utilize energy efficient designs.
 - p) limit permanent vehicular and service access to the front of the lot in subdivisions surveyed for access restricted to the front of the lot from the street in order to reduce road maintenance costs.
 - q) provide for the protection of groundwater by use of pump out/holding tanks, regulating hot tubs and prohibiting swimming pools and disposal of harmful substances in the Resort Village.
 - r) ensure that all holding/sewage tanks meet CSA standards and comply with appropriate setbacks stipulated by health authorities. Ensure that new development holding tanks are located at the front of the residential lots to allow street side servicing and replacement of holding/sewage tanks are located at the front of the lot.
 - s) in the interest of safety and health of village residents, arrange for monitoring and testing the continued reliability of utility and service connections (power, natural gas lines, sewage **holding tanks and sewage sucker lines) away from direct 'curb side' site access service to** residential buildings along steep slopes and rocky soil conditions.
 - t) not allow non-residential development except for public service and institutional uses compatible with residential areas.
 - u) provide for other facilities for recreational use in a residential district that are consistent with and complementary to the overall residential district and recreational use of the district (examples: playground, foot path, walking trail).
 - v) make provision for landscaping, preservation of trees and the removal of dangerous trees.
 - w) limit camping uses of cottage sites to non-paying guests of the owner of the cottage site.
 - x) prohibit camping on dedicated lands (public and municipal reserves).
 - y) Council will not provide for mobile homes as a form of residential development within the Resort Village. Existing mobile homes in residential areas will be grandfathered and will not be enlarged in floor space and height, or replaced by other mobile homes. Modular homes will be considered as a form of mobile home as will Park Model Recreational Unit with the CSA Z-241 (exceeds 11.33 m² or 400 ft²) units which are considered mobile homes.
 - z) Notwithstanding the existing campground, Council will not support the development of any additional public or private campgrounds in the Resort Village.
 - aa) Council may consider limited future accommodation units in the form of a cottage subdivision for single dwellings or for country residential area in a future residential subdivision development within the area designated UR – Urban Reserve in SW of Section 26 when the development is within allowable lake capacities (referenced to lake stewardship study) and where the development is approved by the majority of electorates in a municipal question.
 - bb) The zoning bylaw will provide for other facilities and recreational uses in a residential district that are consistent with and complementary to the overall residential and recreational use of the district.
 - cc) Include the following residential zoning district in its zoning bylaw:
 - a. R-1 – Residential, single-dwelling
 - b. The intent of the R1 district is to provide for residential development comprised primarily of single detached dwellings along with compatible community service and public work uses.
 - c. Undersized lots (R-2 and R-3) still in force prior to the passing of this bylaw, having less than the minimum frontage or less than the minimum site area required by the zoning bylaw, may be used for a purpose permitted in the zone in which the site is

located provided that all other applicable provisions of the Official Community Plan and Zoning Bylaw are complied with.

4.1.3.1 Residential accessories:

- *Satellite dishes* – regulate it with regard to placement (back yard and maximum height, exceptions may apply in case of poor reception) aesthetics and blocking of view from **neighbour's property**.
- *Green Energy* –
 - *Geothermal*, allowed by regulation (due regard for groundwater and lake water).
 - *Solar cells*, allow by regulation.
 - *Wind turbine* – do not allow in residential area (safety, health and environmental and aesthetic concerns).
- *Swimming pools* – may be allowed under regulation (potential concern for lake water contamination from release of pool water as well as for soil load on hillside).
- *Hot tubs* – allow under regulations (CSA certification; support structure; required permits for electrical, plumbing, and gas and heating work; drain and backwash to plumbing system; and safety features).

4.2 CRITERIA FOR ADDITIONAL RESIDENTIAL AND RELATED LAND USE

The Criteria for Additional Residential and Related Land Use is in addition to the proposed Residential Development Policies and Growth Management Policy. It is recognized that all further residential development are limited to the available physical and recreational attributes, municipal infrastructure and fiscal capacities, and subject to public consultation and plebiscite. Additional residential and related land use will only be considered under the following criteria:

- a) The site shall be on UR/FD (Urban Reserve/Future development) lands in SE 27 and or SW26, Twp. 42, Rge. 26. W2nd. M and subject to rezoning to R – Residential Development District.
- b) The area is outside the 1:500 flood area, above the Safe Building Elevation based on required free board and SWA (Saskatchewan Watershed Authority) data at the time.
- c) Developer is required to identify sensitive environmental areas and archaeological sites.

NOTE: According to the Heritage Conservation Branch of the Ministry of Tourism, Parks, and Sports the heritage potential for parts of SW 26 (Namely site FdNj-1) is high. Accordingly a Heritage resource impact assessment will be required.

- d) The site is located where it would not create harmful impact on environmentally sensitive area, ground water and sedimentation run-off.
- e) The developer will prepare schematic plans (concept plans) showing a variety of site development options/alternatives. These would include green infrastructure (storm water management) and open space connectivity alternatives and access to the lake and open spaces accompanied by analysis of strengths (keeping natural drainage patterns and minimum site clearing and grading) and limitations of each option.

This schematic/concept plan provides the applicant (subdivision developer) an opportunity in **identifying development options for Council's review before investing in detailed subdivision plans**. This concept plan will assist in:

- arriving at a subdivision development plan for the site area;
- identifying additional constraints and opportunities;
- identifying appropriate regulatory considerations;
- responding to community development requirements of the Resort Village of Wakaw Lake set out in the Official Community Plan and Zoning Bylaw, and servicing agreement requirements prior to development.

Response to such concept plans is non-binding between Council and proponent (developer) who is to respond to development requirements of the Resort Village of Wakaw Lake with presentation of schematic plans, which show that:

- a) The area can be supplied by approved methods of waste management (solid and liquid waste) and potable water.
- b) Utilities will be underground.
- c) Lots will have front lot access.
- d) All residential developments whether near or away from the lakeshore, shall provide sufficient public access opportunities to the lake to serve additional use/demand of/on lakeshore amenities (Beach, boat launch and mooring).
- e) Would not conflict with other existing or permitted land uses on adjoining lands.
- f) The developer would agree with the Resort Village of Wakaw Lake to improve lake accessibility by developing existing suitable public land.
- g) A Servicing Agreement as a condition of approval is to ensure that municipal standards are

met for capital works and ensure that such infrastructure development costs are borne by the developer.

- h) **Road access should meet the 'control access standards' established by the Ministry of Highways and Infrastructure.** Roads will be all-weather standard.
- i) The developer shall provide access to and roads within the development, and the construction of access roads and undeveloped registered road allowances leading to the development is the responsibility of the developer.
- j) Development conforms to all relevant policies of the Official Community Plan and Zoning Bylaw.

4.3 CAMPGROUND POLICY

4.3.1 Background

The campground (recreation vehicle campground) is located on two parcels, Parcel No. 149880561 and 132796198 in SE 27-42-26-W2ndM. It existed before the enactment of Zoning Bylaw No. 8 in 1981 as a seasonal campground part of a commercial tourism operation until the campground part of the operation was sold to a member owned non-profit corporation in 2008. The existing recreation vehicle campground has been recognized as a non-conforming use as of 1981 under *The Planning and Development Act, 1978* and amendments thereafter. Since 1981 a number of changes occurred in use and in the level/intensity of use. This section of the official community plan provides statements of objectives and policies on the campground within the Resort Village of Wakaw Lake.

Since the enactment of the first zoning bylaw (No. 8, 1981) several changes occurred in the campground:

- Most of the newer campsites are much smaller in site area than is needed for vacation **camping (a 50' x 70' (3,500 ft² or 325 m²)** campsite area) to hold an RV camper, ATV/golf cart, boat trailer, and a tow vehicle/car on the site. Because of insufficient space in the campground, at times cars are parked on the main road right of way outside the campground entry. An iron post in the ground marks each of the campsites.
- As of 2011, the campground has 137 campsites on the two titled surveyed parcels, of which 5 sites are occupied by cabins and two campsites are available for rental for RV use. There appears to be no record of an approved development permit and building permit covering these changes from the grand fathered development that existed in 1981, which if issued would have been in contravention to the then existing planning legislation and zoning bylaw.
- In addition it appears that 5 of the campsites are on public land (Lakeview Drive) and not on land sold to the Poplar Beach Campground Owners Cooperative, a non-profit corporation.
- Range of uses (weekend to full summer season), forms of development (RV campsite developments and cabins and mobile home), and standard of campsite development have changed from short term to seasonal use, with permanent add-ons (decks, sheds, wheels off), to cabins, and mobile homes, to a stage where some of the developments are growing 'roots' for a mobile home park:
 - the *basic campsite development* (parking, fire place/barbecue, and overflow camping, central washroom and shower building), with such temporary attachments as removable skirting, sun screen, for short-term to full season (summer vacation) campers. RV's which were previously stored off-site during the winter are now permanent fixtures such that sites are being used as cottage lots.
 - campsites also have *accessory site developments* (decks, privacy fences and other permanent fixtures) for same repeat customer/camper for full-season to long-term stay as well as on site storage of RVs during the winter;
 - campsites with *accessory buildings* (up to two sheds per campsite) and *other permanently fixed developments* (permanent skirting, porches, sun rooms, patios, decks, fences) as in mobile home/trailer parks. Several RVs are partly or completely framed for permanent stay. Some RVs have their wheels off.
 - several campsites have mobile homes. These exceed 11.33 m² or 400 ft² floor space which is considered mobile home. As Bylaw No. 8 was silent on mobile homes as permitted use in the campground, it is deemed that these units have not been a permitted use in the campground.
 - Five cabins have been occupying as many campsites and a sixth one was near completion (2011) on another campsite. If some of these cabins were established unlawfully (not covered by approved development/building permit at the time), these developments may be problematic for recognition as non-conforming use and development, and to consider applications for development and/or building permits.

History of campground developments in Resort Villages demonstrated that campgrounds that started out as tourist campgrounds tended to become permanent location for RVs on campsites with accessory buildings, structures, permanent utility hook-up, trailers modified by replacing wheels with blocks as well as permanent locations for cabins. This is usually followed by

subdivision of campsites, often below the minimum site standards for single dwellings, for individual ownership.

Whether the existing campground should be allowed to grow into a mobile home park or remain a seasonal use campground, **resident's** feedback (2011) was as follows:

- 67% of the residents agreed that the existing campground in this Resort Village, intended **for temporary seasonal accommodation for travellers and campers, is 'growing roots' into a** mobile home park/subdivision. Future role of the campground, as a form of accommodation in the Resort Village of Wakaw Lake needs to be examined in the context of the Official Community Plan for the duration of the plan (next 5 to 15 years).
- 75% of the residents feedback agreed that development standards should be for a CAMPGROUND FOR TEMPORARY FULL SEASON CAMPING. This would preclude permanent seasonal development/year-round use (as in mobile home subdivisions/parks/courts) and not to allow further development into mobile home/park campground/subdivision.
- 54% of residents feedback (2011) agreed that the following policies and zoning regulations should apply to the existing campground:
 - The UR – Urban Reserve designation (since 1981), with campground development and use as a lawful non-conforming use and development should remain.
 - Apparent unlawful non-conformities should be investigated and verified and where appropriate identified as lawful non-conformities under *The Planning and Development Act, 1978* and subsequent amendments.
 - Development standards should be for a CAMPGROUND FOR TEMPORARY FULL SEASON CAMPING.
 - Further permanent installations, such as raised decks, porches, storage sheds and other permanent installations would not be allowed. Existing ones would not be upgraded, or expanded, and recognized for grandfathering between the operator and the Resort Village for removal when the site is sold.
- **40% of resident's** feedback (2011) disagreed with promoting voluntary conversion of the area in campground development to subdivision development. If this were to be considered the sites so created would have to be in compliance with the subdivision regulations, resulting in far fewer sites, as subdivided cottage lots, than presently exists for rental seasonal campground use. Subdivision into private sites would not be approved based on the current site layout.

Council recognizes that:

- (Seasonal tourist) Campground development and use had already existed before enacting Zoning Bylaw # 8 and therefore the campground is a lawful non-conforming use since 1981.
- It must continue to recognize the existing campground as Campground for Temporary Full Season (also self-declared in the bylaws of the current campground owners) which would preclude permanent seasonal development into year-round use and into a mobile home subdivision/park.
- Since 1981 certain developments have been introduced that are not essential to seasonal camping use and which are in contravention of the municipal bylaws.
- Further permanent installations, such as raised decks, porches, storage sheds and other permanent installations, will not be allowed on campsites and if installed will be required to be removed. Existing permanent installations will be kept in good repair and not be upgraded, or expanded and may be recognized for the duration of the operation of the campground for grandfathering between the operator and the Resort Village for removal when the campsite site is sold.
- The campground, so long as it conforms to all regulations in affect through the 1981 Zoning Bylaw, shall continue as an existing legal non-conforming use, buildings and sites as allowed under *Sections 88 to 93, The Planning and development Act, 2007*.

4.3.2 Objectives

Council's objectives are to:

1. Provide for the existing seasonal campground.
2. Keep the number of campsites at or below 137 sites at Poplar Point and to limit the number of recreation vehicles to one (example: a camping trailer, or a travel trailer, or a motor home, or a fifth-wheel trailer) per campsite and to limit such sites to the property owned by the campground corporation.
3. Prohibit further addition of campsites anywhere in the Resort Village.
4. Apply the provisions of Sections 88 to 93, *The Planning and Development Act, 2007* - Non-conforming Uses, Buildings and Sites, in determining the rights of a development which has been rendered non-conforming by the passing of a bylaw or amendment of a bylaw.

5. Where applicable, deal with existing illegal accessory installations on a case by case basis.
6. Prohibit development of land for mobile homes in the Resort Village except that provision will be made to accommodate those mobile homes existing in the surveyed cottage subdivision and in the existing campground at the time of the passing of this OCP and accompanying Zoning Bylaw.

4.3.3 Policies

Council's policies are:

- a) To prohibit further expansion of camping (campground and campsites) in the Resort Village and to limit the existing development to 137 or fewer sites including the results from addressing the sites which now encroach on dedicated public lands.
- b) To prohibit the conversion of the seasonal campground to full season campground or to a mobile home park.
- c) Will apply the provisions of Sections 88 to 93, *The Planning and Development Act, 2007*.
- d) The replacement of a recreation vehicle on a campsite to a park model (CSA Z-240 and CSA Z-241) requires a new development permit.
- e) After a mobile home is removed from a campsite, only a recreation vehicle unit will be allowed on that campsite.
- f) That the seasonal campground and campsites therein shall be managed as a single property, thus all arrangements for the servicing and maintenance responsibilities rests with the management of the campground.
- g) That seasonal campground shall be closed for the winter (October 31 to April 1 the following year).
- h) The servicing of the campground shall be determined by a joint agreement between the management of the campground and the Resort Village.
- i) That communal water and/or sewage disposal systems will require the approval of responsible provincial authorities/agencies.
- j) That accessory uses such as recreational facilities, laundry and washrooms, campground office, a convenience store, and maintenance staff quarters for the use of seasonal camper residents shall be permitted.
- k) That land used for the seasonal campground shall be placed in a separate category in the zoning bylaw and will include suitable controls such as frontage and area of campsites, road width, separation of recreation vehicles and accessory uses, parking requirements and any other relevant requirements.
- l) That any site plan submitted to the Resort Village for consideration (application for development permit) should include existing and all proposed works, facilities, and structures and the layout of the campsites and roads.
- m) To provide development standards, separation distances and requirements for a campground operation in the zoning bylaw.
- n) These campground policies will also include all applicable provisions of the Official Community Plan and the Zoning Bylaw.

Campground Development and use

- o) The Resort Village of Wakaw Lake supports maintaining the current campground as described above.
- p) Dedicated lands (public lands such as municipal and environmental reserves) will not be used for camping.
- q) The further expansion of camping (campground and campsites) will not occur within the Resort Village.

4.4 NON-RESIDENTIAL DEVELOPMENT (POLICIES REGARDING BUSINESS AND COMMERCIAL DEVELOPMENT) COMMERCIAL DISTRICT (C)

4.4.1 Background

Primary purpose of the Resort Village of Wakaw Lake is the preservation of the village as a recreational residential community in a resort setting. The Resort Village is not a commercial service centre and has no plans to develop into a tourist destination area for non-residents. Most of the residents are expected to continue using commercial services and confectionary-type services from their home communities and from nearby municipalities. Commercial development with a village orientation, such as a neighbourhood-type confectionary store, coffee shop, and restaurant for village resident, may be allowed in the village.

From outside the village, (See: Appendix A: Figure 1 - Regional Setting) ratepayers and residents of the Resort Village of Wakaw Lake are served by a range of commercial services:

- The Town of Wakaw, 8 km away to the west on Highway No. 2, has a wide range of commercial services including groceries, gas, banking, restaurant, hardware store, motel, liquor store, and more.
- A highway commercial area with gas station, restaurant, fast food and arcade is available at the jct. of Highway No. 2 and No. 41, 6 km (7 minutes drive) west of the Resort Village.
- Ratepayers and their guests have access to commercial recreation opportunities in the R.M. of Hoodoo, in a nearby regional destination attraction including an 18 hole golf course, restaurant, boat rental and launch, and 300 serviced campsites in the Wakaw Lake Regional Park on the north shore of Wakaw Lake, as well as a new RV subdivision near this regional park.

In the village three parcels of land are zoned (old Bylaw No. 8) Commercial District for commercial and tourism purposes. These lands are:

- i) Parcel Number 132796198 on Lot A in AC 4042, zoned Commercial District, is no longer in commercial tourism use. This parcel will be rezoned to UR - Urban Reserve consistent with the rest of the campground area.

A seasonal R.V. campground of 137 campsites occupies this and an adjacent parcel, Parcel Number 149880561 which is zoned UR - Urban Reserve District, all located at SE 27-42-26-W.2nd. The campground is owned and operated by the Poplar Beach Campground Owners Corporation and is incorporated under *The Non-Profit Corporations Act, 1995*.

- ii) Lot B in Block 5 (Parcel Number 164725252) is used as a seasonal watercraft storage compound for members to store their watercraft and boat trailer. This parcel is not in commercial use. It is owned and operated by the Poplar Beach Campground Owners Corporation. This parcel will be rezoned from C - Commercial to S - Storage District.
- iii) Lot G, Block 2 in AC 4042 (Parcel Number 154038630) is zoned C - Commercial District. Lot G had a store/cafe shop and a mini-golf on it. These commercial services have been closed for several years since the sale of the commercial resort (tourist RV campground) to the members owned Poplar Beach Campground Owners Corporation. This parcel on Lot G is to remain under C - Commercial District designation.

This Official Community Plan made the following revisions and changes to the future Commercial land use designation (See: Figure 5 - Land Use Concept Map) **to** reflect on existing use and to allow a wider option for land use decisions for the benefit of the Resort Village:

- a) The present boat trailer compound/storage area (Lot B, Blk.5) will be designated ST- Storage District (New) from C - Commercial.
- b) Lot 4A in C - Commercial District used as part of the seasonal campground, will be designated to UR - Urban Reserve (Urban Reserve District on the Zoning District Map) as is the rest of the campground area since 1981.
- c) Commercial District designation will remain on Lot G (old store and mini-golf area).

Residents use the following commercial services outside the village:

- 97% groceries and gas 93% in the Town of Wakaw and Saskatoon, Prince Albert, Cudworth and in other home communities,
- 71% restaurant (Wakaw and regional park), 52% coffee shop, 48% fast food in Wakaw,
- 29% (seldom) to 14% (often) regional park golf course,
- 62% bought building material (Wakaw, Saskatoon, Cudworth, Prince Albert and other locations)
- **43% hired contractors (Wakaw, Saskatoon, Prince Albert, and Cudworth).**

Tourism development in the village is a concern to most village residents.

Residents' opinion (in the 2010 planning survey) about additional commercial development in the Resort Village over time showed that 84% wanted no increase (34% remain as is and 50% decrease or encourage elsewhere).

89% of residents' feedback (in 2011) agreed the Resort Village is not a commercial service centre and there should be no plans to develop it into a tourist destination area for non-residents.

Ratepayers wanted to maintain the purely recreational residential nature of the Resort Village. **As to having commercial development in the village, a survey respondent summed it up "we would like our store back at Poplar Beach, but we don't need any more commercial development." and ". . . other commercial development should be in the Town of Wakaw."** However the survey did demonstrate the desire for a store/restaurant/coffee shop and mini-golf and as a place for socializing in the village.

In order to have commercial services with a village resident orientation, the following possibilities were raised in the Discussion Paper:

- A. The reopening of the closed store and mini golf (this is already an allowed use in the C – Commercial District). This is a business decision for an entrepreneur.
- B. Property tax concession as an inducement to reopen the store and mini-golf. As an inducement to reopen the store/restaurant and mini-golf, tax concessions would only be a drain on potential municipal taxes and would not be a lasting business solution. However, a 2 or 3 year reduction in taxes may be an incentive to get the store re-opened without being an undue burden on the Village.
- C. A new 12-unit row house (condominium style, furnished, time-shared during non-**occupancy by unit owners on a 'rental pool' basis**) on Lot G, proposed to Council in 2011 would be bundled with commercial service facilities also accessible to village residents. Gaining commercial service for residents would be at the risk of increased tourism demand on already limited park amenities and infrastructure in the resort village.
- D. A highway service station in the village, next to Highway No. 41, where villagers could also have access to retail merchandise and services. However, there already is a highway commercial area 7 km to the west at the jct. of Highway No. 41 and No. 2 and a wide array of commercial services in Wakaw.

Each resort community deals with the question of commercial and tourism development as decided by the community. The row house (condominium-timeshared hybrid) and the highway service station in the village would be of concern, as these types of development would generate unintended additional uses of village amenities, facilities and infrastructures. Potential for increased outside traffic to the day use area and through other areas of the village would be problematic for social, health, safety and economic reasons, ranging from loss of peace and quiet to impact on village infrastructures (roads, parking, day use area, and waste management). The Resort Village would lose control over maintaining the purely residential recreation character of the community. 80% of the feedback from residents agreed not to have the row house (condominium-timeshared hybrid) and the highway service station in the village.

As demonstrated elsewhere in this Discussion Paper, there is insufficient capacity to accommodate additional commercial development attracting tourists and visitors to village amenities and infrastructures.

Council prefers that an economic analysis of a proposed commercial project also be part of the required information when applying for a development permit of a commercial project for consideration by Council. Because of the need for controlling tourism development in order to assure that such projects will have a resident orientation, development permits should be for discretionary use. Similar guidelines would apply regarding review criteria and review procedure as for bed and breakfast discretionary use.

Council recognizes that some ratepayers wish to accommodate their friends and families as non-paying guests. Council may also recognize that some property owners, for their own reasons, wish to enter into a long-term rental arrangement with the new occupants who would be the sole occupants of the property for an extended period.

Home-based businesses, home occupations, and bed and breakfast operations

Home-based businesses, although existing in the Resort Village, if not regulated, could lead to impacts on the residential character of the Resort Village. The advisability of having home based businesses and bed and breakfast operations in the Resort Village in light of available nearby services may concern some ratepayers.

One view is that bed and breakfast operations are just a different term for tourist accommodations that should not be provided for in this resort. Certain forms of home-based businesses and home occupations are considered commercial service which are not allowed in residential neighbourhoods, and that other forms are not compatible with residential land use for such reasons as increased traffic, noise, unsightliness, number of employees involved in the business, compatibility with neighbouring properties and potential for land use conflict, and the impact on the single-dwelling residential character of the neighbourhood.

According to the favourable feedback 79%-85% response, certain forms of home based business that are clearly secondary to the principal residential use of the dwelling may be acceptable to

residents as long as they are compatible with village infrastructure, the neighbourhood and do not impact the health, safety and enjoyment of neighbouring residents.

4.4.2 Objectives

Council's objectives are:

1. To provide for existing commercial development (Example: store, cafe, restaurant) complementary to the recreation and residential character of the Resort Village.
2. Prohibit commercial development and land use as a service centre in the Resort Village.
3. To maintain the purely residential and recreational character of the Resort Village.
4. To prevent inappropriate commercial development (Example: tourist accommodations such as tourist campground and tourist cabins, timeshare developments, highway commercial services) from locating in the Resort Village.
5. To provide for limited business use in residential areas in the form of bed and breakfast operations and home based business compatible with residential development.
6. To provide for convenience-type commercial use that has village neighbourhood orientation.

4.4.3 Policies

Council:

- a) Will not increase the land area set aside for commercial development inside the village and will support commercial services in nearby communities.
- b) Shall not permit further commercial developments to attract tourists to the Resort Village. (Example: tourist accommodations such as tourist campground and tourist cabins, timeshare developments, highway commercial services)
- c) Will assure that in addition to the Evaluation Criteria (Section 3.4.1) under Guiding Land Use and Development Decisions, approval criteria should find evidence that the economic analysis of eligible commercial services of neighbourhood-type retail and recreation services, such as a grocery and restaurant, a golf course, demonstrates that
 - the project would primarily serve the resident population and not the tourists,
 - required finances are available for the proposed development, and
 - the project will be of substantial benefit to municipal revenues.
- d) Will assure that commercial retail and services shall be located within the interior of the Resort Village, away from the highway and shall be oriented to serve the Resort Village.
- e) Will assure that signage of commercial establishments and developments will be regulated and such establishments shall show no visible evidence from any street and from the highway within the Resort Village of their commercial character, which would attract customers other than residents of the Resort Village.
- f) Shall not allow rental facilities for tents, campers, trailers, motor homes or other forms of temporary accommodation on any lot in the Resort Village.
- g) Shall not allow duplexes, town houses, multi-unit or bare land condominiums (group dwellings) on any parcels or lots in the Resort Village as these forms of development are not part of the detached single dwelling residential character of the Resort Village.
- h) Shall not allow the sale of liquor.
- i) Shall prohibit the parking and storage of commercial and farm vehicles, equipment and machinery, such as delivery vehicles, backhoe, combine, gravel truck, and construction equipment, within the Resort Village other than for the duration of approved maintenance and construction projects.
- j) May permit long-term rental arrangements for new occupants who would be the sole occupants of the property for an extended period.
- k) Shall not permit the servicing of automobiles, boats, or other machinery repair as a home-based business.
- l) May permit *home-based businesses* or a neighbourhood confectionary store/coffee shop in residential districts in the Resort Village as discretionary uses regulated by the Zoning Bylaw.
- m) May permit *bed and breakfast lodging* in residential districts as discretionary use regulated by the Zoning Bylaw.
- n) Will include the following Commercial Zoning District in its Zoning Bylaw:
 - () C – Commercial
 - The intent of the C district is to provide land for and to regulate commercial uses such as confectionary store and coffee shop with village resident orientation.

In addition, in single detached dwellings in the R-1 and R-2 residential district (with back lane, for rear lot onsite parking), home-based businesses, home occupations, bed and breakfast, and convenience-type commercial use that has village neighbourhood orientation may be allowed as discretionary uses.

4.5 RECREATIONAL DEVELOPMENT POLICY (REC)

4.5.1 Background

Residents value the recreational attractions of the village, Wakaw Lake and environment. Safe and enjoyable recreation opportunities in the village and on the lake are important to residents of the Resort Village of Wakaw Lake. Safe and enjoyable use of village park amenities and the lake are dependent on the availability of public spaces, parking and sanitation, and on responsible users of the lake. This policy concerns provision of leisure and recreation opportunities to residents of the Resort Village of Wakaw Lake.

The Resort Village of Wakaw Lake will - to the limits of available developable open spaces, finances, ratepayer support, and authority - provide park amenities and environmentally acceptable opportunities for the residents of this Resort Village.

Existing recreation opportunities, developments and facilities include:

- Poplar Beach, near the west end of the village and 400 ft. north of the campground, is the only available accessible public beach for residents. Non-resident day users (outsiders) attracted to the beach and boat launch is an added strain on village resources.
- play area with playground apparatus at the beach and public bathroom at the edge of the beach. Although there are washrooms in the nearby private campground they are not available to the public.
- boat launch with narrow boat ramp and private mooring slips,
- water based outdoor recreation opportunities on Wakaw Lake.
- private mini-golf course (closed since 2009).

Leisure time at the cottage is shared with water and land based activities, socializing, as well as **working on the cottage/RV site ('sometimes' 36% to 47% 'often')**. **Recreational use of the lake** is the primary recreation attraction and source of use compatibility, safety, and capacity concerns.

Time spent on water based activities ranges from swimming (**'sometimes' 34% to 41% 'often'**), **sun bathing at the beach, beach exploration, boating (29%'sometimes' to 45%'often')**, fishing (22% to 52%), waterskiing/tubing, canoeing, kayaking and sailing, use of personal watercraft, wake boating, and jet skiing.

Land based summer activities in the village include:

- Walking, hiking, bicycling, and jogging (need safe space from vehicle traffic).
- Nature appreciation (bird watching, berry picking, and general nature appreciation).
- Attending social events in the Resort Village.
- Visiting with friends (34% to 41%).
- **Riding ATV's.**

Winter activities include ice fishing (the boat launch was inaccessible from the village road due to deep snow in March 2011), cross-country skiing, snow shoeing, and snowmobiling.

Storage of recreation vehicles occurs 75% on site, 23% off-site during the summer use season. During off-season this evens out at 50% on-site, 50% off-site (away from village). This suggests there is a need to provide an additional storage area for recreational vehicles of village residents. The **camper's** cooperative has a **member's** only boat trailer storage compound on Lot B in Block 5 in SW27. Additional storage area may be required for recreational vehicles, boats and personal watercraft during the implementation of shoreland development policy (See: Section 5.3 Policy for Lakeside Development and Shoreline Structures).

A number of concerns and issues have been identified from the *Community Planning Survey of Ratepayers and Residents of the Resort Village of Wakaw Lake* (2010), posted on www.wakawresortvillage.com/Newsletters and from residents feedback (2011) on planning recommendations in the Discussion Paper about recreation development and opportunities in the village and environment.

These concerns and issues were:

- 20% of respondents remarked that public access to the lake and open spaces is poor, referring to boat mooring, lakeshore access, and public access to dedicated lands. Safe and sufficient lake access is a major concern at the beach and boat launch for proximity of swimming and boating; no convenient parking available at the beach and boat launch; limited boat mooring space and narrow boat launch ramp.

Yet recommended expansion of the beach to boost beach capacity to allow an increase in potential new accommodation units received only a narrow margin of support as

respondents felt the beach is 'fine the way it is' on most weekends and improvements would attract more non-residents at additional cost to the village.

- Lack of boat mooring for all residents
 - All cabin owners should have a place to keep their boat in the water.
 - There is a need for a dock for second row residents.
 - The existing limited mooring spaces should not be under private control.
 - Non-residents should not be allowed to have mooring spaces.

Concerns around boating:

- Would prefer to see lower numbers of water craft with only small and quieter boats on the lake.
- Depends on what sort of measures are taken to preserve the lake, if nothing is done, the lake will become more crowded & over used.
- Want less boating traffic on the lake.
- Safe and responsible boating use of the lake.
- Shoreline erosion from wake boats.
- Future recreational use of the lake would no longer be a major concern, if measures were in place for preservation and responsible use of the lake

Annoyances, such as camping on public lands (roadways), operation of ATVs and golf carts on the street and beach, littering, noise, fire crackers, no clean-up after dogs, should be addressed by good neighbour policies with initial emphasis on information, education before resorting to enforcement.

Access to the lake during winter:

Review of land capacities at the beach and boat launch (covered in the Discussion Paper) showed that

- The safety of residents may be at risk for swimming, boating, and other activities during crowded conditions at the boat launch and adjacent beach area.
- Insufficient launching capacity, mooring space and lack of parking and congested street side parking, is a safety concern for residents.

Opportunities for improvements may include:

- There is capacity for developing more parking on the public reserve (210 m south-east of the beach/boat launch) after this reserve was relieved of unauthorized uses (camper trailers, private outdoor storage and garden, and rear cottage lot access across this reserve).
- **There is an opportunity for a small village 'pocket park' (day use areas** - incorporating the washroom and lawn/picnic and playground) on village land at the west end of Lakeview Drive.
- In light of non-resident use of village recreation amenities (day use at the beach and boat launch and parking), Council may consider the introduction of non-resident user fees (the regional park charges \$10.00 at the boat launch) to defray some of the costs of providing such opportunities (capital, maintenance and operations) supported by resident rate payers.
- Should it prove economical, there is sufficient area for a three-hole golf course (and several country residential sites or cottage sites) on private land in SW26 -42-26-W2nd after improvements at the beach and boat launch and mooring.

Since the closure of the store/coffee shop and mini-golf used for leisure activities and socializing there may be a need for such recreation and service opportunities and a gathering place for socializing in the village. Either of two public Reserve lands (at the corner of SW27 or SW26) would be suitable for a 'village place' combined with municipal functions.

Residents' feedback (2011) on recreational development showed that:

- the majority (85%) agreed with the principle of providing equitable access to the lake for all village residents; and a full access pathway was suggested by several responders.
- by contrast, 45% responders disagreed with the recommendation to expand mooring capacity off public shorelands (considered existing dedicated lands) in front of private cottage sites citing
 - a strongly expressed belief that 'the privilege of owning a lakeside lot' extends private interest onto these public shorelands and
 - costs to ratepayers.

NOTE: use and development of dedicated lands and Crown foreshore lands along lakeshores is governed by *The Planning and Development Act, 2007*, *The Dedicated Lands Regulations, 2009* and *The Environmental Management and Protection Act, 2002*, respectively.

- 79% supported boat launch area (doubling ramp width and a second ramp) and parking improvements;

However, some residents felt that an increase in beach and boat launch capacities would lead to attracting more non-resident use of the limited beach and boat launch facilities. To

avoid this happening, it may be necessary to implement a non-ratepayer user fee, especially a fee charged for the use of the boat launch.

- to increase beach capacity for safe and enjoyable waterfront activities received 50% agreement. This recommendation was in anticipation of further increase in accommodation units (campsites and or cottage sites). Since residents did not support further increase in accommodation units, this recommendation would pertain mainly to safety improvements.

Council may wish to monitor the need for park improvements at the beach and boat launch and seek ratepayers support to prepare an integrated lakeshore development plan.

Council may wish to encourage volunteers to collaborate with neighbouring communities on leisure opportunities, for example in sports, indoor winter recreation facilities, outdoor activities and recreation programs at the Regional Park, heritage appreciation, and community events.

Council considers the provision of land and opportunities, facilities and programs and open spaces for leisure activities an important aspect of promoting wellness and a sense of community for the village residents to the extent possible given the seasonal occupancy and fiscal capacity of the Resort Village of Wakaw Lake.

4.5.2 Objectives

Council's objectives are to:

1. Provide for public access to the lake and to protect village resident access to the lakeshore while minimizing physical and visual obstructions of the shoreland.
2. Provide and keep dedicated land for recreation and to promote safe, healthy, and enjoyable recreation use of open space environments.
3. Avoid and/or minimize potential recreation land use conflicts and at the same time avoid and minimize conflict between recreational land use and shoreline protection and preservation measures.
4. Ensure that recreation developments and opportunities are responsive to demographic and leisure time preferences of residents.
5. Provide for recreational development and use compatible with area resources (Example: trails, footpaths, nature observation places) and that the ratepayers desire and are willing to support.
6. Work with neighbouring parks and municipalities and the lake community (other cottage subdivisions) to meet the recreational, social, and cultural needs of the Resort Village community.
7. Promote responsible use of the lake.

4.5.3 Policies

Council will:

- a) Set aside land for future recreational development within existing and future dedicated lands.
- b) Avoid and minimize potential recreational land use conflicts for reasons of safety and protection of area resources.
- c) Continue to involve residents in the planning, design and implementation of recreational and social opportunities in the Village.
- d) Investigate ways to promote safe, healthy, and enjoyable use of the beach and water areas. Beach and boating activities and offshore fishing activities will only be permitted with sufficient separation of activities for reasons of safety.
- e) Promote water safety programs and responsible use of watercrafts.
- f) Give preference to providing recreational opportunities with the greatest number of compatible recreational purposes and the least impact on the environment.
- g) Periodically monitor the leisure and recreation interests of the community to ensure that developments and bylaws are responsive to the wellbeing of the community.
- h) Community leisure and recreational facilities shall only be developed after opportunity for public comment has been given and the electorate of the Resort Village of Wakaw Lake has taken a vote.
- i) Restrict uses of environmental reserves to environmentally compatible recreation uses, such as **wildlife viewing and nature appreciation, and to provide a 'buffer' from incompatible use** areas while working toward achieving a green network, consisting of paths along village roads, and trails that link subdivision blocks and provide pedestrian access and bike paths to the lakeshore and adjacent area of the village.
- j) Develop a cost recovery policy with the view to determining the level of support required from the property tax base and the amount resident and non-resident users should pay toward the cost of using certain recreation facilities in the Resort Village.

- k) Enact bylaws to control litter, dogs at large and clean up, firecrackers, open fires/lakeshore fires, noise, traffic, and other concerns for the safe, healthy and enjoyable use of the entire village area.
- l) Control or prohibit, through its bylaws, the use of all terrain, snowmobile and other recreation vehicles within the Resort Village.
- m) Encourage community volunteerism.
- n) Cooperate with neighbouring parks, municipalities, and service clubs regarding recreational and social activities for the benefit of residents.
- o) Include the following recreational zoning district in its zoning bylaw:

REC- Recreation District

The intent of the RC District is to provide land for and regulate recreation access to open spaces, dedicated lands and Crown foreshores, and the lake, along with related recreational developments for the residents of the Resort Village of Wakaw Lake. Recreation developments for village residents will also be allowed in R - Residential District, UR - Urban Reserve District and where appropriate in CA - Conservation District/Environmental reserves low impact developments (foot path, viewing posts, park benches, and discretely placed informational signs) and non-destructive recreational activities (wildlife viewing, nature appreciation).

4.6 MUNICIPAL INFRASTRUCTURES, COMMUNITY SERVICES (CS) AND GOVERNANCE

4.6.1 Background

Critical to the well-being and quality of life of and property of residents of the Resort Village is the provision, maintenance and renewal of basic municipal services in the following key areas: potable water, liquid and solid waste management and disposal, groundwater protection, storm water management, crime prevention, and fire protection. The type and level of current municipal infrastructure and services is relatively basic. Council will encourage safe, healthy, efficient, and cost effective municipal infrastructures and services that provide for sustained community development. This section describes municipal infrastructures and services available to the community, ratepayer involvement in governance, and beneficial inter-municipal cooperation on municipal services.

An overview of current services, by type and level, and financial responsibility is found in the following table:

Community services, past and present

Service	Current level of service (yes / no)	Responsibility (who pays?)	
<u>Water, potable:</u>	Private wells from groundwater: YES, on cottage site Community wells: No	Property owner.	
	Distribution system in campground hooked up to Sask. Water.	PBCOC	
Power	SaskPower	Individual billed for use of electricity	
Natural gas	It is available from SaskEnergy	Individual billed	
Propane tank	Service provider	Individual	
<u>Liquid waste management and disposal:</u>	Holding tank on all cottage sites	Individual	
	Sewer Collection	Collection system into two surface tanks at Sandy Point Service provider (pump out)	Village collects payment (property owner pays) Individual hires & pays service provider
	Disposal	Dumping into sewage lagoon of Town of Wakaw (Resort village has an agreement with the Town of Wakaw)	Property tax
		Holding tank inspection: NO formal inspection	Individual is responsible for meeting health regulation requirements
Public washrooms	At beach	Property Tax	
Private washroom	Washroom in campground.	Campground owners.	
<u>Solid waste management and disposal:</u>	Bins: YES		
	House-hold garbage	Service provider, REACT, hauls to central location/transfer site [REACT Waste Management District]	Property Tax
	Construction waste	Individual to the R.M. of Hoodoo landfill site	Individual's responsibility
	Branches, leaves	Individual hauls to landfill, no burning allowed in the village	Individual
Recycling	NONE in the village. However in the campground recyclables voluntarily sorted.	Individual's responsibility	

	Village newsletter encourages using recycling bins in the Town of Wakaw.	
Lakeshore reserve	Erosion control: NONE, an issue Shoreline cleanup: NONE, an issue	Property Tax
<u>Boat launch:</u>	Boat launch, public: YES	Property Tax
Boat mooring and piers	Piers: PRIVATE.	Individual
	ANY PUBLIC PIERS: NO, only courtesy pier at boat launch ramp.	Property Tax
Dry land storage of boats and boat trailers:	Dry land storage for boat trailers of campsite site 'owners', behind chain link fence in Block 5.	Individual
<u>Streets/Roads:</u>	Gravelled and Paved Back lanes: Gravelled	Property tax
Snow clearance	Snow clearance on village roads	Property tax
	Snow clearance on driveways: YES	Individual
Storm water drainage	Grass lined swales YES Open ditches: ISSUE (erosion)	Property tax
Street lights	YES	Property tax
<u>Fire protection:</u>	Joint effort with R.M. of HOODOO and Town of Wakaw	Property tax
Emergency Measures	NOT YET Joint effort with neighbouring municipality: NO	
	Volunteers: NO	
Building inspection	Inspector	Individual
Bylaw enforcement	ISSUE. Bylaw enforcement hired out.	Property tax
Policing	Annual fee to RCMP	Property tax
Library	Library membership fee, WAPITI	Property tax
School	School tax on property goes to School Board in HORIZON #205 School Division (Lanigan)	School tax
Medical services	Some service in the Town of Wakaw	Individual
Maintenance yard/buildings	Small garage at second entrance, on Public reserve.	Property tax

Fire and police protection

The Resort Village of Wakaw Lake contracts fire protection as a joint effort from the R.M. of Hoodoo and the Town of Wakaw, and deployed from Wakaw.

The Resort Village pays an annual fee to the RCMP for their services in policing the village.

Streets and roads, parking and drainage

In 2009 part of the village streets were paved to reduce maintenance cost, yet the need to improve road drainage (culverts) and maintenance was still (in 2010) a concern to residents.

The Resort Village contracts road maintenance and contracts snow clearance on village roads.

Soggy (seepage springs) road base in places along Byng Avenue is problematic, especially during spring breakup. Erosion along Irene Lane is a concern for lack of ground cover on cuts and fills.

Insufficient and improper parking is a serious public safety concern. On occasions, streets and driveways are plugged with parked vehicles. These are serious impediments to pedestrian safety and emergency fire and medical access. To keep parked cars off the street, the village has removed trees along Byng Avenue right of way for parking.

Lack of parking at the boat launch and beach area adds to the street congestion. Nearest and only available public parking is 300 m away on a public reserve shared with a maintenance garage and back alley access ways to cottage lots.

Water

Each cottage owner is responsible for their own water supply relying on groundwater sources on their cottage lots. Presence of abandoned or uncovered wells is considered a public hazard and a possible source of groundwater contamination. Decommissioning of abandoned wells requires regulating.

The private campground (PBCOC) was recently tied into a Sask Water supply. 83% of **ratepayer's** feedback response (2011) agreed to have the feasibility and affordability of future potable water supply investigated.

Liquid waste management and disposal

Residents are responsible for their sewage collection (holding tank) and arranging for pump-out and hauling to the Wakaw sewage lagoon. A septic removal company (service provider) dumps

sewage from individual holding tanks into the Wakaw sewage lagoon. The Resort Village pays an annual fee to the Town of Wakaw for the use of the lagoon. Steep rise in sewage fees was a concern. *90% of the feedback responders agreed to work on maintaining a fair agreement with the Town of Wakaw.*

Potential impact of non-specific sources of nutrients on lake water quality has been a potential concern around the lake community according to past studies of Wakaw Lake. Considering the seasonality of use and less opportunity to monitor proper functioning of holding tank installations on hillsides and in or near water table, seasonal fluctuation of ground conditions, as well as the age of some of the installations, it might be a prudent preventative public health measure to institute a sewage system (especially holding tanks) monitoring program with the cooperation of residents and service providers. Such a program, with guidance from Saskatchewan Health, could be coordinated with a volunteer water well testing program. *88% of feedback responders agreed with the idea of testing wells and sewage holding tanks.*

Solid waste management and disposal

The Resort Village uses the services of the Regional Authority of Carlton Trail (R.E.A.C.T.) to service/tip bins for household garbage. 89% of feedback responders agreed to continue to use the services of R.E.A.C.T. Although village newsletters have informed what is allowable in bins, at times compliance has been problematic because instructions about allowable garbage were not understood.

In response to the rising costs of garbage disposal, and considering seasonality of use, a 'best practice' consideration might be to conduct a survey of ratepayers' interest in supporting a user-pay approach to garbage removal by covering the cost of garbage removal by the consumer/ratepayer rather than by the general tax base of the Resort Village. Each taxpayer would pay directly for the cost of garbage removal based on the volume of garbage generated.

Residents are responsible for disposal of non-domestic waste such as furniture or construction debris, and tree branches, leaves and grass clippings at the nearest land fill site of the R.M. of Hoodoo.

The Resort Village encourages residents to take all recyclables to the R.E.A.C.T. recycling centre in the Town of Wakaw. *95% of responses (in 2011) agreed with promoting recycling of waste.*

This Resort Village might consider investigating 'best practices' of other resort villages in 'on-site recycling' as potential source of revenue for funding community based socials and recreation.

Green action and effects of weather patterns

Predictions of extreme weather patterns for Saskatchewan indicate increasing stresses and changes on the ecology of the Aspen Parkland Ecoregion and the Resort Village and environs. Likely trends are anticipated toward warming of the region (and likely Wakaw Lake) and extreme weather events.

92% of the responses (feedback, 2011) agreed that the Resort Village, to the extent of its authority and resources, explore opportunities for environmental stewardship and that it has a number of opportunities to moderate, if not lessen, effects of weather patterns including:

- keeping open spaces and dedicated lands green,
- maintaining landscape cover and restoring native shade trees and ground cover along shorelands,
- reducing sediment runoff and reducing nutrients entering the lake
- encouraging reduction in consumption of fossil fuel based energy and promoting energy efficiency in development both at the lake and home, by promoting walking and cycling over driving, especially within the village
- work with municipalities to develop wastewater and solid waste policies and practices that reduce impacts on the environment and public health.

Critical issues

Residents' response to the 2010 community planning survey rated municipal infrastructure and services from 49% as 'satisfactory to no-problem; 28% 'good', and 23% as 'poor'. Under 'poor', most replies were about potable water, off-road vehicles on street and beach, and traffic safety.

When asked about the *most important challenges the Resort Village community is facing*, **'governance and fiscal responsibility' (3rd place) and 'municipal infrastructure and services' (4th) was mentioned right after 'controlling and improving quality of residential redevelopment' (1st place) and 'management of Wakaw Lake" (2nd).**

Then, in response to the *most important changes the Resort Village community needs to make during the next 5 years*, **'infrastructure and municipal services' took 2nd place ahead of**

'governance and fiscal responsibility' (4th) and after 'improve and maintain quality of development'(1st).

Council considers that the most critical municipal service and governance issues facing the Resort Village during the duration of this Official Community Plan include:

- Upkeep of roads. The municipality is obliged to provide only one main access to surveyed lots. **Because of 'double access' to cottage lots (street front and back lane** - from Byng Avenue and Irene Lane), there is an opportunity to keep cost of road upkeep down by setting standards for roads and for their maintenance. It is inefficient to have the same level of high road standard to front and back of the same cottage site followed by high standard of maintenance.
- Protection of streets from deteriorating influences, such as seepage springs, overweight vehicles, change in road conditions due to weather conditions and the need to regulate load limits.
- Bylaw enforcement. Recently Council (2009 - present) has initiated an enlightened program of bylaw enforcement that includes information on village bylaws, education and enforcement as well as periodic updating of bylaws.
- Risk of groundwater contamination from lawn fertilizers, chemical weed control, and from potential failure of sewage holding tanks.
- Protection of quality of lake water from contaminants.
- Fire protection of cottage and RV property and risk of unsupervised outdoor fires.
- Dealing with sewage and waste disposal in an environmentally and economically sustainable way.
- The need to continue to seek out beneficial municipal service partnerships (sewage, fire protection, source water protection) for the Resort Village.
- The need to establish an asset management plan/program to replace, upgrade, expand, and maintain Village infrastructures (starting with an inventory of roads, drainage works, physical amenities, and other assets; and tied to a five-year budget program).
- The need for a cost recovery policy to finance the provision and renewal of municipal infrastructure and services tied to an asset management program for the Resort Village; and,
- Engaging residents in the governance of the resort village through consultations and information sharing, particularly on expenditure proposals and financial reporting. Most of the information sharing is available on the village website at www.wakawresortvillage.com

Common areas of general concern about municipal infrastructure and services were:

- waste disposal regarding the proper working of lids on bins, people following instructions on what goes into the bins, disposal bins were a good idea but are abused, and the need to control outside use.
- lack of bathroom at the beach/boat launch (new public bathroom built 2013)
- traffic safety, keeping below the posted speed limit (30km/hr), off-road vehicles with no lights on at night, ATVs and golf carts on the beach
- road maintenance, as to state of repair and drainage
- parking on street and blocking driveways.
- drainage along streets and overweight vehicles during spring break-up.

Concerns around governance and fiscal responsibility included:

- Common vision and proper management,
- High property taxes,
- Want good use of tax revenues,
- Demonstrate fiscal accountability by providing monthly financial reports,
- Need to enforce development bylaws.
- Encouraging engagement of ratepayers and residents in community affairs was suggested. This would include getting involved in community planning, public consultations, and use of the web and newsletters to advertise reports and meetings.

Some resort villages use their maintenance complex as part of a village centre also for administration, recycling operations, social gathering and annual meetings. Community services use may also occur in any neighborhood (residential) where it is compatible with the character of the area, although this designation is usually reserved for village facilities and operations. The Community Services land use designation will apply to land zoned as Community Services District.

4.6.2 Objectives

Council's objectives are to:

1. Maintain services at existing levels.
2. Provide land for municipal service requirements and facilities.
3. Protect groundwater supply.

4. Periodically require ratepayers to test their water wells and holding tanks and sucker lines as stated by resolution of Council.
5. Require ratepayers to have their wells covered as well as to decommission abandoned wells to meet guidelines established by Saskatchewan Watershed Authority.
6. Investigate the feasibility and affordability of future potable water supply from Sask Water.
7. Provide an acceptable level of solid waste collection and disposal that is economical and environmentally safe.
8. Support protection of lake water quality.
9. Provide for storm water runoff management.
10. Protect roads and roadways from unauthorized land uses.
11. Ensure costs of servicing new subdivision developments will not create an undue burden on the ratepayers of the Resort Village as a whole.
12. Encourage community involvement in governance of the Resort Village.
13. Develop an asset management plan/program to replace, upgrade, expand, and maintain Village infrastructures (starting with an inventory of roads, drainage works, physical amenities, and other assets; and tied to a five-year budget program) and services.
14. Develop cost recovery objectives for the provision and renewal of services in the resort Village.
15. Facilitate, encourage, and promote reduction, re-use, and recycling objectives.
16. Encourage and promote environmentally acceptable and safe green energy sources.
17. Participate in inter-municipal cooperation.
18. Pursue cooperative approaches and partnerships that will increase the feasibility of present and future municipal service capabilities (fire protection, emergency measures, waste management, and others) for the benefit of Village residents.

4.6.3 Policies

Council will:

- a) Maintain services to provide at least existing levels of service.
- b) Maintain a fire protection service agreement with neighboring municipalities.
- c) Investigate ways of improving fire protection.
- d) Engage the services of the RCMP for policing the Resort Village and on occasion, may engage the services of bylaw enforcement officers for promoting education and compliance with village bylaws.
- e) Protect the groundwater.
- f) Require ratepayers to have their wells covered as well as to decommission abandoned wells to meet guidelines established by Saskatchewan Watershed Authority.
- g) On behalf of the consumer ratepayers, will seek to maintain a fair agreement with the Town of Wakaw on sewage dumping/disposal.
- h) Provide for garbage removal that is economical while minimizing abuses to the system.
- i) Promote recycling of waste.
- j) Because of concerns over accelerated deterioration of paved roads, enact bylaws to provide for the protection of streets from unauthorized land uses.
- k) Develop a drainage protection plan along village roadways.
- l) Protect and to ensure that the groundwater water supply is safe from potential threats, such as use of pesticides, fertilizers, outside showers, leaking fuel tanks and holding tanks.
- m) Periodically require ratepayers to test their water wells and holding tanks as stated by resolution of Council.
- n) Develop an asset management plan/program to replace, upgrade, expand, and maintain Village infrastructures and services. (starting with an inventory of village assets such as roads, drainage works, physical amenities, and other assets and expected life cycle of such assets; and tied to a five-year budget program).
- o) In light of the need for a self-funded municipal operation and capital renewal fund, research a cost recovery policy on the level of subsidy (if any) required from the property tax base and the amount that ratepayers/residents/visitors should pay towards using village and regional services or facilities.
- p) Through researched proposals and public consultation, develop and establish a rate structure for use of municipal services that will ensure ongoing operating, maintenance and capital replacement costs that will be recovered from the resident and non-resident users based on consumption patterns.
- q) Promote increased resident awareness of water conservation, recycling, and reduction of waste through various means of communication with the residents and visitors of the Resort Village.
- r) Require that where a subdivision of land will involve the installation or improvement of municipal services and streets, the developer shall enter into a servicing agreement with the Village, pursuant to *The Planning and Development Act, 2007*, to cover the installation or

improvements including, where necessary, charges to cover the costs of improvement or upgrading of offsite services. Council will, by resolution, establish the standards and requirements for such agreements and charges. Council should consider sharing in the costs of a service only where the proposed service is of benefit to the whole Resort Village.

- s) Pursue community/regional/provincial partnerships that will increase the feasibility of infrastructure/service capacities (fire protection, waste management, health services, and use of recreation and cultural facilities) for the benefit of Village residents.
- t) Include in the following community service zoning district in its zoning bylaw:
 - () CS - Community Services
 - The intent is to enable the resort village to set aside surveyed parcel(s) for community services, public works, village operations, and community organized events.
 - NOTE: Zoning Bylaws will also allow community services related land use and public works on lands in the Residential District, Recreation District and in the Urban Development District.

4.6.4 Governance and fiscal accountability

In response to respondents' concerns about governance and fiscal accountability, Council's policies are as follow:

Village Works Program

- a) Facilities and services that are the responsibility of the Council shall only be provided in accordance with the goals, objectives, and policies of this Official Community Plan to ensure the effective and efficient control of development and public spending.
- b) Priorities for the provision of such developments and services will be established through a five-year capital budget program with the objective of ensuring an adequate level of village services and facilities supported by the ratepayers.
- c) Projects shall be listed in order of priority with cost estimates and the anticipated means of financing each project.

Community involvement

Major facilities and increase in services requiring increase in mill rates shall only be undertaken after opportunity for public comment has been given to the ratepayers/electorate of the Resort Village.

Council will involve the community in implementation of the Official Community Plan and the Zoning Bylaw as follows:

- a) Through the application and permitting process (Example: concerning discretionary use and development).
- b) In the appeals processes concerning the Official Community Plan and the implementing Zoning Bylaw.
- c) **With the use of opinion surveys asking for ratepayers' input** on major undertakings in excess of \$50,000.00.
- d) Through public information and consultation before changes are introduced to the Official Community Plan and the Zoning Bylaws (Example: the adoption of this Official Community Plan and the Zoning Bylaw).
- e) And any other matter of importance brought to council's attention (Example: duly executed petition).

4.7 STORAGE DISTRICT (S)

4.7.1 Background

This land use area designation applies to lands to provide for storage needs of village residents in the form of non-habitable accessory buildings such as storage sheds, private garages, boathouses, and communal outdoor storage compounds for recreational vehicles such as all-terrain vehicles, boat trailers, or boats. Commercial buildings and uses, dwelling units and habitation (place to eat, sleep, recreate, and rest), or storage of commercial and farm vehicles will not be permitted in the S – Storage District.

4.7.2 Objectives

Council's objectives are to:

1. Provide land to meet the storage needs of village residents in the form of non-habitable accessory buildings such as storage sheds, private garages, boathouses, and communal outdoor storage compounds for such personal items as recreational vehicles, boat trailers, or boats.

4.7.3 Policies

Council will:

- a) Set aside land for storage area for village residents.
- b) Where appropriate, by bylaw establish a fee for use of storage area.
- c) Prohibit commercial buildings and uses, dwelling units and units for any form of habitation (place to eat, sleep, recreate, and rest), and the storage of commercial and farm vehicles.
- d) Provide in the zoning bylaw provisions for allowable uses and associated development standards and other applicable requirements.
- e) Include the following storage district in its zoning bylaw:

() S - Storage

The intent of the S district is to provide for storage of recreational vehicles of village residents.

4.8 POLICIES FOR THE URBAN RESERVE (FUTURE DEVELOPMENT) DISTRICT (UR)

4.8.1 Background

The primary reason for the consideration of additional development in the Resort Village is the need for tax revenues to pay for the cost of village amenities, infrastructures and operations. Although land (away from the backshore) capability for additional development is good, the carrying capacities of existing village amenities and infrastructures are already at their limits and in short supply. Improvements to carrying capacities of village park amenities (examples: boat launch, mooring, and parking) should be undertaken, or commitments secured to do so (development agreements) before considering the issue for plebiscite of the electorate.

Most of the undeveloped land is in SW 26-42-26-W2nd.M. Development potential of this land is tied to lakeshore access capacities and applicable policies and regulations and guidelines that Council may enact from the pending lake management study.

The existing Recreation Vehicle Campground, in existence before the first zoning bylaw (Bylaw No. 8) was enacted in 1981, has been recognized as non-conforming use in the UR - Urban Reserve District. That part of this not-for-profit campground on Lot 4 in AC 4042 (Parcel Number 132796198) zoned as C - Commercial District, will be rezoned to the UR-Urban Reserve consistent with the rest of the campground area. The golf clubhouse and related structures and commercial development under construction in SW 26-42-26-W2nd.M, approved by Council before the enactment of this Official Community Plan and Zoning Bylaw is recognized as an existing development.

As established elsewhere in this Official Community Plan, residents in the 2010 planning survey were not in favour of additional residential and/or commercial development. However, the subsequent 2011 feedback response from residents regarding additional residential development, campground, and commercial development was as follows:

- 67% agreed that possible future expansion in residential development should require approval of the electorate.
- 59% agreed not to expand land use for additional campground and campsites. Property tax advantages of having cottage sites over campsites were demonstrated in the Discussion Paper.
- 88% agreed that the Resort Village not be developed into a tourist destination area for non-village residents.

4.8.2 Objectives

Council's objectives are to:

1. Provide for the possibility of future residential and commercial development within the Resort Village of Wakaw Lake as may be approved in a plebiscite by the electorate of the Resort Village.
2. Control development in areas that are not immediately required for urban uses and development and may be required in the future.
3. Free up access to public lakeshore recreation opportunities, as a pre-condition to further growth, before developing additional accommodation units.
4. Permit the current uses of lands within the Urban Reserve District designation.

4.8.3 Policies

Council's policies are that:

- a) Subdivision of land will be permitted only for those uses that may be allowed in the district as established by the zoning bylaw.

- b) Current uses will be permitted while under Urban Reserve District designation.
- c) The provisions of Section 4.2 Criteria for Additional Residential and Related Land Use will apply.
- d) The provisions of Section 4.4 Non-Residential Development (Policies Regarding Business and Commercial Development) will apply.
- e) The Zoning Bylaw shall include the following development zoning districts:

() UR - Urban Reserve

The intent is to retain (reserve) lands in their interim use within the Municipality which are as yet not subdivided and/or undeveloped land for future possible residential and/or commercial development as guided by the Official Community Plan and implementing Zoning Bylaw.

Use of the Holding Symbol "H" may apply:

- i) as a pre-condition of a development and service agreement, to address the need and to provide for improving village park amenities and resident access (beach, boat launch and associated parking) to the lake shore amenities,
- ii) as a pre-condition to further growth, and pending action to increase public lakeshore recreation opportunities before increasing demand, by developing additional accommodation units, and
- iii) to provide time to receive the electorates' response to the development in a plebiscite on the question.

5.0 OTHER POLICY CONSIDERATIONS

5.1 POLICIES REGARDING HERITAGE RESOURCES

- 5.1.1 Background
- 5.1.2 Objectives
- 5.1.3 Policies

5.2 OPEN SPACE AND ENVIRONMENTAL MANAGEMENT POLICY AND CONSERVATION DISTRICT (CA)

- 5.2.1 Background
- 5.2.2 Objectives
- 5.2.3 Policies
 - *Hazard lands*
 - *Control and prohibition of use of open space areas*
 - *Vegetation management*
 - *Groundwater and source water protection*
 - *Storm water management*
 - *Shoreline modifications and installations*
 - *Environmental reserves*
 - *Interagency cooperation*
 - *Zoning district map*

5.3 POLICY FOR LAKESIDE DEVELOPMENT AND SHORELINE STRUCTURES

- 5.3.1 Background
- 5.3.2 Objectives
- 5.3.3 Policies
 - Other

5.1 POLICIES REGARDING HERITAGE RESOURCES

5.1.1 Background

Section 63 of *The Heritage Property Act* requires clearance of proposed developments in potential areas of archeological sites. In determining the need for, and scope of, heritage resource impact assessment (HRIA) several factors are considered, such as the presence of previously recorded heritage sites, the area's overall heritage resource potential, the extent of previous land disturbance, and the scope of new proposed land development.

According to a preliminary screening by Heritage Resources Branch (Ministry of Tourism, Parks, Culture and Sports) there is one known archeological site, namely site FdNj-1, located in SW 26-42-26-W2M. As the heritage potential for SW 26 is considered to be high, a heritage resource impact assessment (HRIA) is required of the proponent for development in this area.

Should future developments, such as subdivision expansion, new roads or extraction be planned for this area, the proponent is required to submit future development plans to the Heritage Resources Branch for screening.

In the name Wakaw Lake Resort Village, Wakaw is Cree for "crooked" and describes dogleg shape of the lake.

5.1.2 Objectives

1. To cooperate with the Heritage Resources Branch in heritage resource conservation within the Resort Village.

5.1.3 Policies

- a) As required by the Heritage Property Act, Council shall cooperate with the Heritage Resources Branch by submitting future development plans to the Heritage Resources Branch for screening.
- b) Should a heritage resource impact assessment (HRIA) be required by Heritage Resources Branch, any person whose development operation or activity is likely to disturb or damage heritage property may be required to carry out an impact assessment study, submit an assessment report, and undertake any further salvage, preservation measure, or other action as deemed appropriate.
- c) Furthermore, Council may be required to suspend or withhold the proponent's development and/or building permit authorizing the activity until the required impact assessment or other action identified has been completed to the satisfaction of Heritage Resources Branch.

5.2 OPEN SPACE AND ENVIRONMENTAL MANAGEMENT POLICY AND CONSERVATION DISTRICT (CA)

5.2.1 Background

Residents of the Resort Village of Wakaw Lake, in large part, are attracted to the natural environment of open spaces in the village, the pleasing lakeside environment, and outdoor recreation opportunities of Wakaw Lake. Open spaces, for the purposes of this policy, include land and water areas to serve important conservation and village shaping functions, as well as providing recreation opportunities to residents.

Open space and environmental management policies of this Official Community Plan are in support of two of the goals of the Resort Village: (i) to provide for the appropriate development and management of open space areas and the natural environment within the Resort Village; and (ii) to protect and enhance the environmental quality of Wakaw for area residents.

This section of the proposed Official Community Plan establishes village wide environmental (conservation and preservation) objectives and policies for the provision, conservation, protection, and development and management of *open space lands* with additional emphasis on protecting the lake environment and ecosystem. Supplementary environmental objectives and policies in relation to the *built* environment are described under Policies for Residential (Section 4.1), Campground (Section 4.3), Recreation (Section 4.5), Commercial (Section 4.4), and Policy for Lakeside Development and Shoreline Structures (Section 5.3). These policies are linked and intended to be read in support of each other.

Open spaces of the village include dedicated lands and other open spaces along the lakeshore and inland:

- *dedicated lands* (ER environmental and R public reserves, refer to Appendix A: Figure 4 - DEDICATED LANDS), established under *The Planning and Development Act, 2007 (The Act)*. Their use is governed by *The Act* and *The Dedicated Lands Regulations, 2009*;
- shore lands between private cottage site and the bank of the lake.
- wetland/marsh areas (Zoned as CA - Conservation Area)
- village owned land (Lot 11 in Blk. 10 and Parcel A and B in 25-42-26-W2);
- green strip along internal streets and lanes;
- undeveloped portion of cottage sites and campsites (60% to 70% of a cottage site is trees and grasses, free of footprint); and
- undeveloped private land (in SW 26-42-26-W2nd.).

In addition to the requirements of DIVISION 2 Dedication of Lands of *The Planning and Development Act, 2007 (The Act)* and *The Dedicated Lands Regulations, 2009*, the development of buffer strips, environmental reserves, public reserves and municipal reserves is subject to the provisions of an approved Official Community Plan and Zoning Bylaw. Section 185 (1) of *The Act* sets out what land qualifies for an environmental reserve in consultation with approving authority and that an environmental reserve may be used for public park use or if not used for such purposes it must be left in its natural state.

Dedicated lands and open spaces, inland:

a) Three public reserves:

(i) 'R' (0.882 hectares) in block 6 in SE 26 is the closest parking location to the beach and boat launch, intended for public use by village residents is mostly in private use for

- main rear access to several cottage sites (surveyed back lane not developed),
- offsite storage from nearby cottages and attempts at gardening,
- RV storage and campsite,
- public parking (automobiles and boat trailers), and
- spot for village maintenance garage in the north-east corner of 'R'.

(ii) R1 near Sandy Point (in W1/2 of 25) is a wetland along Lapine Creek and a suitable candidate for designation as an environmental reserve;

(iii) R (0.5 ha) in SW26 next to Highway 41 is not in use, with potential for a community service centre (multi-purpose facility - maintenance, administration and leisure and social activities).

- b) The three *walkways* are: (i) a left over strip of land from the subdivided Haig Street to the boat launch area; (ii) leftover strip from a former road allowance to the lake (north of Byng Avenue, between SW26 and SE27); and (iii) a walkway between Block 9 and Block 10 in SW26. (i) and (ii) have potential for being part of the pedestrian circulation with tie-in to a village trail system (See: Appendix A: Figure 5 - Land Use Concept Map).

The value of these walkways could be promoted with signage to invite resident public access to points of interest and improved by surfacing foot path and enhanced by pruning branches and under brushing next to the footpath.

- c) *Road allowances* converted to Public Reserves: R4, R5, R6 (with good quality wooden stairs to the lake from the top of the escarpment), R7 (too steep for man or beast), R8, R9, and R10. These public reserve lands drop steeply to the lakeshore. They are suitable for designation as environmental or municipal reserves. These public reserves (municipal reserve) are suitable for passive recreation such as nature study, appreciation of views of the lake, and pedestrian paths/stairways to reach the lakeshore.

The Land Use Concept Map (Figure 5) identified these public reserves as potential pedestrian access nodes to the lakeshore.

- d) *Highway setback* for development on the north and south side of Highway 41 as set out by Ministry of Highways and Infrastructure.
- e) *Internal streets and lanes*. In places, in the absence of re-vegetation and other erosion control measures, roadside cuts exhibit erosion. These are most noticeable at Byng Avenue and Irene Lane. Village used riprap along main entrance roads with good results.
- f) A slough (about a 1.96 ha (4.89 acres) on SW26 north and next to Highway No. 41 may be considered a suitable environmental reserve if the surrounding area were subdivided.

Lakeside dedicated lands and open spaces:

These dedicated lands are:

- a) a narrow strip of shoreland in two *environmental reserve* parcels (Crown owned ER1 and municipal owned ER2) which are residual portion of the former Lakeview Drive north of Block 1 in SE27 (See: Development History and Boat Launch and Mooring) are covered by boathouses and other private developments and installations blocking public access to the waters edge;
- b) a marsh and wetland wildlife habitat area on Poplar Point currently zoned as CA – Conservation Area as a candidate for recognition and designation as an environmental reserve.

NOTE:

- i) The area designation of the wetland and marsh as CA – Conservation District (or future Environmental Reserve) may require revision to coincide with the extent of marsh lands after resolution of map corrections concerning the village and parcel boundaries in the area.
- ii) This would also reflect on the extent of dedicated lands at the beach and boat launch.
- c) Potential *environmental and/or municipal reserves*: two long narrow strips of lakeshore land (Crown owned foreshore land) at the foot of the escarpment between private lots and the lakeshore are valued environmental, recreational and aesthetic component of the Resort Village and the lake.
- i) 'Lakeview Drive' area, as a *municipal (public) reserve*, with the beach, boat launch and turnaround drive-through for drop-off access (no parking) to the beach and boat launch. As shown on the 2010 satellite photo, the village boundary (the "bank" of the lake on paper) does not match the shoreline of the lake at Poplar Point. *Council will seek the assistance of a Saskatchewan Land Surveyor to determine the location of private*

development and to assist with a map corrections process concerning the village and parcel boundaries.

- ii) **'Lakeside Road' is a long and narrow strip** of backshore area along steep rocky shoreline at the base of escarpment. It is accessible on foot over steep slopes of public reserves (R4 to R10) to the lakeshore.

Lakeview Drive and Lakeside Road are 'Section 191 lands', either as *public reserve or environmental reserve*, previously owned by the Crown and were deemed transferred to the municipality (the Resort Village). The municipality can have the title and the rights and responsibilities respecting these lands transferred from the Crown to the municipality by citing Section 191 of *The Planning and Development Act, 2007*. This will require a 'parcel class code change' (ISC of Saskatchewan) for Lakeview Drive and Lakeshore Road from "road" to Municipal Reserve and Environmental Reserve, respectively. These designations were endorsed by the OCP Committee.

- d) *Environmental reserves, ER2 and ER3 along Lepine Creek, at Sandy Point.*

Resident's feedback about environmental management of open spaces in the Resort village:

The community planning survey (2010) of residents showed that:

- The residents are very concerned about the state of the environment in the Resort Village and lake ecology as well as responsible boating on Wakaw Lake.
- Environmental management of dedicated lands and cottage lots and RV campsites sites is a **serious concern as this question received a rating of 'poor to needs attention' (43%) and 'good' (57%)**. **'Lake Elevation' (given the historic concern with lake elevations) received nearly twice the marks under 'good' as 'poor to needs attention'.**
- High on the list of unfavourable remarks were: Site clearing, erosion, excavation and levelling of cottage sites, shoreline protection measures and modification, drainage and driveways, storm water management, use of pesticides and fertilizers, and management of Wakaw Lake and surrounding area.
- The need for management and protection of the lake is evident from concerns about:
 - Use of lawn fertilizer, risk of pollution from recreational and other uses around the lake,
 - Over-use, noise pollution, potential depletion of fish stock,
 - Shoreline erosion, habitat and property damage from high water levels and wakes of boats, and
 - Safety issues for small craft operators.

Universal Shoreline Speed Restriction regulation (under the Canada Shipping Act), setting the maximum speed limit of 10 km/h within 30 metres from the shoreline, has been in force in Saskatchewan since 1991. This is a potential tool to deal with boating issues.

- Respondents suggested the Resort Village work with other stakeholders on protecting water quality and lakeshores, operation of lake levels, safe and environmentally responsible boating (shoreline erosion and wetland habitat concerns), and limiting further development until a thorough analysis has been completed.

Resident's feedback (2011) about plan recommendations showed that:

- 73% agreed with the need to protect the public good of the village and that dedicated public lands should be inviolate to unauthorized uses.
- 88% agreed to have ratepayers periodically test their water wells and sewage holding tanks.
- 85% agreed with extending responsibility for sound environmental management to the property owners, residents, and developers.
- **79% agreed it should be Council's policy**
 - that shoreline modifications will not be permitted and
 - any lakeshore lands **located between private lots and the waters' edge may only be developed with landscaping and shore land protection after federal and provincial permits were obtained and then a temporary use permit approved by Council.**
- 90% agreed to promote the safe and environmentally responsible use of Wakaw Lake.

The Wakaw Lake Stewardship Group, with membership from the R. M. of Hoodoo, Town of Wakaw, Resort Village of Wakaw Lake, the Wakaw Lake Regional Park and Property Owners of Wakaw Lake, is working to develop a Lakeshore Development Study, to determine policies, and strategies to better preserve and manage issues concerning Wakaw Lake.

Council recognizes that:

- The long established natural balance between water, land, vegetation and wildlife can be easily disrupted when incompatible land uses rearrange or destroy any of the components of the shoreland environment
- Management of dedicated lands and open spaces has environmental and community benefits ranging from shoreline buffers, erosion and sedimentation control, protection of the lake, reduction in cost of storm water management by concentrating runoff to grassed and treed

areas and reducing runoff volumes, benefits from open space for recreation and public access corridors to the lake, and is a key element in defining the resort residential character of the community.

Council acknowledges that sustainable management of open space natural environment is a prerequisite to the sustainable development, use, and enjoyment of this village. The overall management approach will be protective and conservation oriented while balancing both public use values and environmental and cultural (archaeological) values of the Resort Village.

5.2.2 Objectives

Council's objectives are to:

1. Provide residents of the Resort Village of Wakaw Lake with an environmentally safe, sustainable, and an aesthetically pleasing natural setting while maintaining and protecting the natural environment of the Resort Village for its riparian (shore land habitat), recreational and visual/aesthetic values to the community and to the lake ecology.
2. Provide for public access to the lakeshore while minimizing physical damage to the lakeshore.
3. Protect hazard lands and sensitive natural environment from inappropriate development and protect groundwater supply (aquifers) areas and the natural ability of lands for storm water management in the Resort Village.
4. Protect defined areas of dedicated lands and identify and protect sensitive environmental areas and heritage/archaeological sites from inappropriate development.
5. Extend responsibility for sound environmental management to the property owners, residents and developers.

(NOTE: 60% to 70% of a typical cottage site area is considered open space due to limits on lot clearing and grading).

6. Provide for increased fire protection and reduce the risk of fire from open fires, especially along steep hill environment.
7. Direct the subdivision of land, if supported by the electorate, in an environmentally sustainable manner.
8. Provide for placement of aesthetically and environmentally non-intrusive utility corridors, and telecommunications and public works facilities.
9. Cooperate with municipal, provincial and federal authorities to promote the safe and environmentally responsible use of Wakaw Lake.

5.2.3 Policies

Council will:

- 1) Give due care to dedicated lands and open spaces in dealing with environmental and safety concerns referred to in this Official Community Plan and ensure that dedicated lands and other open spaces will be developed and used only as allowed by *The Planning and Development Act, 2007* and *The Dedicated Land Regulations, 2009*, and their subsequent amendments.
- 2) Recognize that private open spaces, resulting from yard setbacks and limits on site coverage (30% to 40% foot print) on private sites/cottage lots, also offer environmental as well as enhanced property values to the owner and the community.
- 3) Require that applications for residential development will be accompanied by a landscape plan as a voluntary indication of open space management by the property owner.
- 4) Include a description of permitted and prohibited uses and activities on dedicated lands in the Zoning Bylaw.

Hazard lands

- 5) Assure that areas designated as potential development shall avoid all hazard land and the bylaws will address structural development of hazard lands, requiring professional evaluation of the site suitability and any standards necessary for safe development or subdivision where appropriate.
- 6) Provide that hazard lands include:
 - Any land subject to flooding, erosion, potential slope instability.
 - Any land within a 1:500 design flood elevation of the lake/reservoir and required freeboard as identified by The Saskatchewan Watershed Authority, or by other competent authority responsible for flood potential estimation, and,
 - Any other land considered 'hazard land' by the Saskatchewan Watershed Authority or other competent authority or qualified professional.
- 7) Assure that any proposed development on hazard lands will be referred to The Saskatchewan Watershed Authority or a qualified professional before Council considers approval of developments.

Control and prohibition of use of open space areas

- 8) By bylaws control or prohibit any use of open space areas within the Resort Village and on any

near-shore lake surface and control or prohibit the use of firearms, fireworks, trapping, and camping, and the presence of pets, with due regard for protection of open space resources, public safety and prevailing regulations of provincial and federal authorities will be regulated by bylaws of Council.

Vegetation management

- 9) Not permit the clearing of land without a development permit authorizing the permitted use since the removal of vegetation and excessive recreation use can promote loss of existing natural ground cover, erosion and loss of land productivity. As a condition of a development and use permits, impacts associated with development, construction and recreation use will be mitigated through appropriate conservation measures such as topsoil recovery, re-vegetation, and use of native vegetation.
- 10) Prohibit removal of trees, underbrush or any ground cover for reasons of access to property, parking, firewood, and aesthetics and for development unless specifically authorized by the Resort Village and where a person or a contractor removes vegetation without authorization, the Resort Village will require that person(s) or a contractor, to re-vegetate the area during the next growing season. Associated costs of re-vegetation will be borne by that person(s) or contractor.
- 11) Pass a tree cutting bylaw as a management tool, to remove dead or mature dying trees if the trees pose a safety threat by windfall to person and property. It is recognized that mature and dead trees have wildlife habitat (bird) habitat value. The Resort Village shall mark the trees scheduled for removal from dedicated and lakeshore lands.
- 12) Promote volunteer initiatives in the establishment and care of trees. All trees, whether an extension of private landscapes or placed by volunteers on public lands are considered village property.
- 13) Extend responsibility for sound environmental management to the property owners, residents, and developers to promote public safety, protection of property, retention of landscape cover for green infrastructure ('buffer') and to maintain the visually pleasing appearance of the Resort Village.

Groundwater and source water protection

- 14) By bylaws introduce regulations and programs for groundwater protection to safeguard the public health of residents who depend on groundwater for their drinking water. Regulations will relate to sewage systems, discharge of sewage, monitoring and/or testing of holding tanks, and disposal of hazardous material.

Storm water management

- 15) By Bylaw Adopt an Open Space Management strategy that will provide for the maintenance of natural vegetation cover to reduce the risk of soil erosion from excessive runoff as an alternative to costly curb and gutter drainage system. The Resort Village relies on the natural absorption capacity of permeable sandy soils in the open spaces and the internal drainage through infiltration to absorb rain and snowmelt water. Within the built areas (subdivision/village site), the Village relies on the natural capacity of open spaces, internal drainage, and drainage swale in the road right of ways through infiltration to absorb rain and snowmelt water. The strategy will deal with drainage issues between adjoining sites, along road ways (right-of-way) and open spaces. Within the residential areas, the placement of driveways and culverts, and extent of boulevard (roadside) parking will be regulated to **maintain 'swales or drainage ditches' as onsite drainage capacities.**

Shoreline modifications and installations

- 16) Assure that shoreline modifications, including beach development and re-profiling of backshore lands and construction of foreshore/backshore installations such as a public boat launch, will not be permitted in environmentally sensitive areas, unless an environmental review shows the proposed improvements can be carried out in an environmentally responsible manner and receives approval from Saskatchewan Environment and the Saskatchewan Watershed Authority.
- 17) Provide that any lands (municipal and environmental reserves and Crown foreshore lands) located between private lots and the water's edge may only be developed with landscaping and shore land protection, as directed by Council, but only after federal and provincial permits are obtained and then only a temporary use permit will be approved by Council. Note: Concerning the *installation of shoreline structures* refer to: Section 5.3 - Policy for Lakeside Development and Shoreline Structures.

Environmental reserves

- 18) Assure the protection of all environmental reserves.

These areas and allowed uses therein are defined by Section 185 of *The Planning and Development Act, 2007*. These reserves hold ecological (wetlands), cultural (archaeological) and scenic values and development hazards (examples: flooding, erosion, and slope instability) which the Resort Village may want to maintain in its natural state and only allow low impact and non-destructive nature appreciation. Council will:

- a) Allow only low impact recreation activities, such as non destructive nature appreciation and photography, in Environmental Reserves.
- b) Allow only non-motorized use of all areas designated as Environmental Reserve.
- c) Permit, after careful resource evaluation, placement of footpaths, information signs, observation platforms, rustic park benches, and safety apparatus.
- d) Prohibit, on occasion, public access to certain areas of Environmental Reserve where such measures are required to manage area resources or to reduce risk to residents and wildlife habitat. For example during nesting season, certain recreation activities may be prohibited for a period of time.
- e) Seek advice from Saskatchewan Environment on managing Conservation Districts and/or Environmental Reserve areas.
- f) Govern environmental reserves by restrictive development regulations.

Interagency cooperation

- 19) Enter into cooperative planning with municipal, provincial and federal neighbouring jurisdictions and businesses, consistent with and complementary to the primary purpose and needs of the community.

Zoning district map

- 20) Adopt a Zoning Bylaw that shall include the following restricted development zoning district:

CA – Conservation (Environmental Reserve).

The intent of this designation recognizes lands of natural and cultural (archeological) features under the definition of section 185 of *The Planning and Development Act 2007 and to other similar areas already zoned Conservation District*. These conservation (environmental reserves) include known natural drainage courses, seepage springs, the lakeshore lands (land/water interface), environmentally sensitive wildlife habitat (wetlands on and around Poplar Point and at Sandy Point), and unstable areas (shoreline erosion). Conservation designation is applied to lands identified as Environmental Reserves on subdivision plans and/or areas zoned for Conservation. These Conservation areas may be used for compatible recreational uses.

- 21) Assure that the Zoning Bylaw include the following restrictive overlay districts where additional regulations will apply to specific land and are indicated on the Zoning District Map. These regulations add to the regulations contained in the conventional zoning district applicable to a site. Where the conventional district regulations applicable to a site appear to be in conflict with the overlay zone regulations, the following overlay zone regulations shall take precedence:

- a) f- Flood Hazard Area. The purpose of this regulatory overlay is to provide for orderly development and safe construction in areas subject to flooding.

In any district designated on a zoning map with the letter "f" after the district symbol all uses in that district shall be subject to the special regulations specified in that part.

- b) hs – Hillside Protection Area, with the purpose of protecting natural terrain and vegetation to avoid and minimize erosion and damage to property and residents and to preserve views to and from the lake.

In any district designated on a zoning (base) map with the letters "hs" after the district symbol all uses in that district shall be subject to the special regulations specified in that part.

5.3 POLICY FOR LAKESIDE DEVELOPMENT AND SHORELINE STRUCTURES

5.3.1 Background

This policy concerns the use, development, and protection of lakeside lands comprised of the narrow strips of public shore lands between the lake and privately owned lakeside lots where developments and shoreline structures are placed on public lakeside lands for recreational access to the lake.

Lakeside lands, for the purposes of this policy, comprise of

- backshore lands – these are dedicated lands, public or municipal or environmental reserve

- owned by the municipality or by the Crown, and
- aquatic dedicated lands - these are foreshore and offshore lands (the bed of the lake) that are Crown owned (some exceptions may apply).

Diagram titled "Lakeside Development" (See: Appendix A: Figure - 6 Lakeside Development) illustrates these shore lands.

As demonstrated elsewhere in this Official Community Plan, these lakeside lands (shore lands) are valued environmental, recreational, and aesthetic component of the Resort Village and the lake ecology. Because use, development on, and from adjacent lands can adversely affect these shore lands or have a potential affect on the management of the lake ecosystem, approval will be required before undertaking any work, development and placement of structures on these public shore lands.

The purpose of this section is to establish policy guidelines pertaining to lakeside developments (landscaping and shoreline protection) and shoreline structures (boat docks, boatlifts, personal watercraft lifts, decks, boathouses, houseboats, stairways, storage sheds, and pump houses) along public lakeside lands within the Resort Village of Wakaw Lake.

As dedicated lands, their use and management fall under *The Planning and Development Act, 2007*, *The Dedicated Lands Regulations, 2009*, and *The Environmental Management and Protection Act, 2002*.

Dedicated lands along the lakeshore in the Resort Village boundaries are zoned either as Conservation District or Recreation District on the Zoning District Map and shown either as a municipal reserve, municipal environmental reserve, public reserve, or an environmental reserve, on the subdivision survey map. The main thrust of this policy is dedicated lands such as Municipal Reserves (Recreation land use, motor vehicle access allowed) and Municipal Environmental Reserves (conservation and preservation, no motorized access, access on foot only) within the Resort Village along the bank of Wakaw Lake. These dedicated lands include Lakeview Drive, Lakeshore Road, Lapine Creek area, municipal reserves (formerly road allowances or public reserves) going to the lake, and marsh area on a private land zoned Conservation District at Poplar Point. Therefore this section should be read in conjunction with Sections 4.1 Policies For Development in The Residential District, 4.5 Recreational Development Policy, 5.1 Policies Regarding Heritage Resources, and Section 5.2 Open Space and Environmental Management Policy for a balanced approach to the use, development and preservation of the village environment and for the protection of the lake and ensuring safe public access to the lake.

Allowable uses of dedicated lands is set out in Section 192 and 194 of *The Planning and Development Act, 2007 (The Act)* and *The Dedicated Lands Regulations, 2009*.

Unauthorized private development on lakeside lands has been a significant problem for these and other reasons:

- the removal of trees and groundcover result in a reduction of wildlife habitat and impact on near-shore fish habitat, while retention of such shade producing landscape cover along the shore may reduce the effects of change in weather patterns on the lake ecosystem;
- extension of landscaping and development from adjacent private cottage lots onto these reserves, and placement of private discarded items on public land,
- placement of private structures, boat houses, boat lifts, storage sheds, on these public lands,
- placement of decks, canopies, gazebos and fabric covered structures as an outdoor extension of patios and living room functions on public lands,
- instead of sharing mooring space with village residents, private allocation of public shoreline space (boat mooring) to non-residents of the village,
- reduction in public lake access for backshore cottage areas,
- reduction in public safety from structures extending into the lake, and
- the need to protect the lake ecology from harmful substances such as certain compounds in wood preservatives, fertilizers, and herbicides harmful to fish habitat.

Resident's feedback about plan proposals regarding use and development of lakeside lands (Discussion Paper) was as follows:

- 67% agreed with the general support for the objectives and policies on use and development of lakeside lands,
- 63% of respondents agreed (53% of cottagers agreed):
 - to provide public access to the lake and along the shore of Wakaw Lake.
 - to protect and preserve dedicated and foreshore lands as these lands (all public lands) **are considered important environmental 'buffers' for the protection of Wakaw Lake.**
 - to allow developments (Section 194 (1) of *The Act*) and temporary structures (may,

under Section 194 (2) of *The Planning and Development Act, 2007*) with the least impact on dedicated lands and foreshore and the lake ecology.

- 50% of all respondents disagreed with recommendation about *Permitted developments and structures*.
- 67% of responders agreed with recommendation about *Unauthorized developments and structures*.
- 58% disagreed with removal of 'unauthorized developments and structures' within 5 years, or sooner if property is sold.
- 58% agreed (of cottagers 50% agreed) calling for removal of fire pits, fabric covered structures, storage of personal property, and discarded scrap within two years.
- 86% agreed with prohibiting anchoring of watercraft at wetlands and marshes designated as environmental reserves.

The narrow support for plan proposals developed around placement of private development and structures on public shore lands (in the Discussion Paper) suggests there is a need for an information program about the prevailing provincial and federal regulations on shoreline development and installations as well as identifying what is public and private land. The Resort Village may invite those agencies to assist with the information program. Lot line identification is the lot **owner's** responsibility.

Docks, piers, boatlifts, and swim platforms can offer ways to reach and enjoy the lakeshore while minimizing their impact on the shoreline and lake ecology. Practical guidelines and examples on how these can be achieved are described in *Saskatchewan Fact Sheet Working Around Water?* and *The Fish habitat Primer A guide to Understanding Freshwater Fish Habitat in the Prairies*, both available from the Department of Fisheries and Oceans (www.dfo-mpo.gc.ca/oceans-habitat/).

Compliance with these policies on shore land development and shoreline structures will require a period of phasing in because of the time required to review the numerous shoreline private installations and developments. These include boathouses, oversized docks, decks, and lawns down to the bank of the lake. It is recommended that existing installations and developments on the narrow strip of public land (municipal and environmental reserve) and foreshore areas authorized in writing may continue for up to three (3 yrs) years of grace period from the date of approval of these policies, or sooner if the cottage owner sells the property. After that, non-compliant installations and development should not be present in these areas. This also includes private developments and accessories placed on public lakeside lands such as fire pits, fabric covered structures and discarded docks, boatlifts and old boats, and other personal property that are to be removed from these public lakeside areas within two (2 yrs) years from the date of approval of these policies.

The sustained implementation of these lakeside policies will require the cooperation of the R.M. of Hoodoo and other subdivision communities to introduce similar policies along the shorelines of Wakaw Lake.

5.3.2 Objectives

Council's objectives are to:

1. Provide public access to the lake and along the shore of Wakaw Lake for all for property owners, and
2. Protect Resort Village resident access to the lakeshore while minimizing physical and visual obstructions of the shore land.
3. Protect and preserve dedicated and foreshore lands, as these lands are considered important **environmental 'buffers' for the protection of Wakaw Lake** while allowing environmentally acceptable developments and shoreline structures with the least impact on lakeside lands (dedicated lands and Crown foreshore lands) and the lake ecology.
4. Maintain and protect shoreline aesthetics from intrusion of non-essential structures and developments.
5. Avoid and minimize potential land use conflicts and avoid the intrusion of development from adjacent residential areas into the dedicated lands.
6. Work with government agencies, municipal authorities and property owners on raising awareness of the importance of lakeshore preservation.

5.3.3 Policies

These policies on lakeshore use and development should be read in conjunction with Sections 4.1 Policies For Development In The Residential District, 4.5 Recreational Development Policy, and Section 5.2 Open Space And Environmental Management Policy for a balanced approach to the use, development and preservation of the village environment and for the protection of the lake and providing safe public access to the lake. Council recognizes that the use and development of dedicated lands, such as 'Lakeshore Road' parcel along the lakeshore, is governed by *The*

Planning and Development Act, 2007 and *The Dedicated Lands Regulations* and by the Official Community Plan and Zoning Bylaw of the municipality. In addition, any work and development along the lakeshore (Crown foreshore lands) is regulated by *The Environmental Management and Protection Act, 2002* and by federal legislation and regulations. Under these government regulatory layers, the municipality controls the use of all lands within the Resort Village of Wakaw Lake.

Therefore Council will:

- a) Control the use of lakeside lands which are public lands and assure that such lands shall be used only for allowed purposes under regulations established by the zoning bylaw.
- b) Provide residents and guests designated public lake access areas to the lakeshore through *municipal, crown* and *environmental reserve* lands (example: Lakeview Drive).
- c) Will control the allowable developments and shoreline structures (dock, pier, and boat lift) as stated in the Zoning Bylaw.
- d) Maximum limit of allowable shoreline structures per *lakeside* cottage site property in the resort village include one of each:
 - i) one dock per cottage site property
 - ii) one boat lift per cottage site property
 - iii) one personal watercraft lift per cottage site property
- e) Not allow structures and materials that adversely impact on fish habitat, such as crib docks and harmful substances in treated wood, in favour of less harmful alternatives.
NOTE: Practical guidelines and examples on how these can be achieved are described in a series of *Saskatchewan Fact Sheets about "Working Around Water?"* available from the Department of Fisheries and Oceans.
- f) Only allow docks, piers and boat lifts that are connected to the shoreline. In conformity with regulations of Saskatchewan Environment, Fisheries and Oceans and Transport Canada, shoreline structures not connected to the shoreline shall be prohibited in the Resort Village.
- g) Encourage cooperative use of piers and docks in order to reduce the proliferation of single purpose private piers and docks. Eligible applicants will be limited to owning or sharing ownership of one dock or pier and limited to one boat, or one boat lift or one personal watercraft.
- h) Sharing of docks (and multiple slip structures) into the lake behind *lakeside* cottage lots or at the end of lakeshore access nodes and walkways with other village residents will be encouraged to reduce and minimize impact on the shoreline ecology. Because of limited shoreline space, one boat or one boat lift or one personal watercraft policy per *back-row* lot owner will apply. These will require authorization from Council after applicable permits for lakebed access have been obtained from federal and provincial agencies by the applicant(s).
- i) Prohibit the anchoring of watercraft at wetlands and marshes designated as environmental reserves for the protection of wetland habitat.
- j) Prohibit the assignment or transfer of an annual or temporary permit for authorized structures without prior written authorization by the Resort Village of Wakaw Lake.
- k) Provide for regulations in the zoning bylaw to avoid and minimize potential land use conflicts and to avoid the intrusion of development from adjacent residential areas into public lands.
- l) Council will, as required, use Saskatchewan Water Security Agency and Saskatchewan Environment or other competent agency for technical review of shoreline development and installation proposals and to ensure that land use development activities are in compliance with provincial interest in shore land and water bodies.
- m) Assure that an applicant for a municipal permit for shoreline development and or installation and placement of shoreline structures has, where necessary, obtained approvals from provincial and federal agencies (Saskatchewan Environment, Department of Fisheries and Oceans, and Transport Canada as the situation may require).

NOTE: The applicant should not view authorization from any of these agencies as imminent assurance of approval by the Resort Village of Wakaw Lake.

- n) Where appropriate *for a back-row lot owner*, and at Council's discretion, issue a *discretionary temporary annual use permit* for the placement of approved private structures on public land (dedicated lands and Crown foreshores). An annual fee may be collected at the time of renewal of a municipal temporary permit covering the duration of the permit. The applicant, to protect village interests, will be required to meet public liability insurance requirements for their shoreline structures that are placed on public lakeside lands.
- o) Lakeside lot owners, although not required to obtain an annual permit for the placement of shoreline structures, are required to meet the requirements of Official Community Plan and Zoning Bylaw of the Resort Village of Wakaw Lake such as, for example, compliance with

federal and provincial requirements regarding shoreline installations and shoreline development, allowable and prohibited uses, carrying liability insurance, and not obstructing public access to dedicated lands and the lake.

- p) Prohibit, within the confines of the Resort Village, the construction of inland marinas, excavated into the backshore, due to unsuitable steep backshore topography and valued environmental reserves (wetlands/marsh lands).
- q) Require that applicants for commercial marinas first file plans with relevant authorities (federal, provincial, and then with the municipality of the Resort Village of Wakaw Lake). The applicant, contractor and/or operator of such marina will be required to meet public liability insurance requirements during construction of and the operation of such marina.

NOTE: Failure to obtain proper authorization prior to construction of any works will result in removal of the structure and installation. After compliance, the ratepayer will have an opportunity to reapply for authorization.

- r) Lakeside dedicated lands will not be sold or exchanged for other lands.
- s) If a person does not comply or if the person has not obtained permission of Council (permit, lease or agreement), Council will proceed with removal of unauthorized developments and structures under authority of Sections 194 (6) to (9) of *The Act*.
- t) The same authority (see paragraph r) above) applies to the removal of unauthorized development or structure placed on dedicated lands before Section 194 was approved in *The Act*, if Council believes the removal of such development or structure would be in the public interest, but additional notifications and hearing requirements shall apply in compliance with Sections 194 (10) to (12) of *The Act*.
- u) The costs of removal or disposal of a temporary structure or a development and the cost of restoring the dedicated lands incurred by the Crown or a municipality may be recovered from the person, who placed a structure or a development on the site, as a debt due to the municipality from the grantee in keeping with Section 194 (15) of *The Act*.
- v) Identify in the Zoning Bylaw the application process to obtain a *discretionary temporary (annual) use permit* or *municipal temporary use permit*.
- w) Within the provisions of Section 192 and 194 of *The Act* allowable and prohibited uses, administration of permit or lease or agreement, and development standards will be addressed in the Zoning Bylaw.

Other:

- y) Not permit in the Village, any boats or watercraft that are equipped with sanitary facilities of any kind that are capable of discharging directly into the lake.
- z) Eliminate paths to the lakeshore that cut directly up and down steep slopes in order to decrease erosion and to maintain shoreline stability, and where feasible such paths may be replaced with approved stairways. Where installed, such stairways shall meet National Building Code requirements.

6.0 IMPLEMENTATION

- 6.1 Effect of Plan
- 6.2 Zoning Bylaw
- 6.3 Amendment of the Zoning Bylaw
- 6.4 Contract Zoning**
- 6.5 **Use of the Holding Symbol "H"**
- 6.6 Overlay Districts
- 6.7 Minor Variances to the Zoning Bylaw
- 6.8 Subdivision, Concept Plans and Phasing of Development
- 6.9 Development Levies and Servicing Fees
 - 6.9.1 Development levy bylaw and development levy agreement
 - 6.9.2 Servicing agreement
- 6.10 Building Bylaw
- 6.11 Land Acquisition, Purchase and Lease
- 6.12 Peripheral Lands and Municipal Expansion
 - 6.12.1 Background
 - 6.12.2 Objectives
 - 6.12.3 Policies
- 6.13 Inter-municipal and Inter-jurisdictional Cooperation
- 6.14 Village Works Program
- 6.15 Further Studies
- 6.16 Statements of Provincial Interests**
- 6.17 Monitoring and Plan Update
- 6.18 Amendment
- 6.19 Administration
- 6.20 Interpretation
- 6.21 Boundaries of Zoning Districts
- 6.22 Severability of Provisions of the Official Community Plan and Zoning Bylaw

The principal means of implementing the Official Community Plan shall be the Zoning Bylaw No. 010-2013 to be adopted in conjunction with the adoption of this Official Community Plan.

6.1 Effect of Plan

- 1) This Official Community Plan must be adopted by bylaw of the Council in accordance with the public participation requirements of Part X of *The Planning and Development Act, 2007*.
- 2) The legal effect concerning the objectives and policies of this Official Community Plan is set out in Section 40 of *The Planning and Development Act, 2007* and in conjunction with this bylaw, pursuant to section 34 of *The Planning and Development Act, 2007*; Council shall prepare and adopt a Zoning Bylaw for the Resort Village of Wakaw Lake.

6.2 Zoning Bylaw

- 1) The purposes of the Zoning Bylaw shall be to implement the objectives and policies of the Official Community Plan to provide for the amenity of the area, and the health, safety and general welfare of the inhabitants of the Resort Village, through proper land use control.
- 2) The Zoning Bylaw will implement the land use policies described in this Official Community Plan by prescribing and establishing zoning districts for residential uses (R1), (R2), (R3) NOTE: no additional R-2 and R-3 to be established according to this Official Community Plan, commercial uses (C), community services uses (CS), recreational uses (REC), conservation for environmental reason and appropriate recreation uses (CA), storage for recreation vehicles (S), and urban reserve (future development) (UR). Regulations within each district will govern the range and intensity of uses, site sizes, setbacks, building locations and sizes and heights, site coverage, open space management, and any other factors of particular concern within the district.
- 3) Rezoning of land shall only be considered by the Council when specific development proposals, subdivision applications and servicing agreement, where required, have been presented to and reviewed by the Council.
- 4) Premature re-zoning of land shall be discouraged.
- 5) Council may consider the addition of other districts if there arises a special need for specific controls in a particular area.

6.3 Amendment of the Zoning Bylaw

Council shall assess the proponents' application in relation to section 3.3 Guiding Land Use and Development Decisions (which the proposal must address) when reviewing and making decisions on proposals to amend zoning regulations, amend the zoning bylaw, subdivide or develop land or to alter the boundaries of the Resort Village of Wakaw Lake.

Further, before arriving at a decision, Council may require additional information, such as certified technical/professional evaluation (Example: geophysical evaluation for building foundation) from the proponent. Council may also refer the proposal to other agencies for consistency with provincial and federal regulatory processes and guidelines.

6.4 Contract Zoning

Contract Zoning may be considered by Council for site specific development situations and enter into an agreement for accommodating a rezoning request pursuant to Section 69 of *The Planning and Development Act, 2007* based on the following guidelines:

- For review of application for rezoning by agreement, Section 3.4 Guiding Land Use and Development Decisions of the Official Community plan shall apply.
- Rezoning will be used to permit a development which will not unduly conflict with adjacent legally permitted land uses within the proposed or adjacent zoning district.
- Council may limit uses of land and building from those uses and buildings set out in the requested zoning district.
- Rezoning to allow specific uses and implementation standards shall not be relaxed from those set out in the requested zoning district.
- The development will benefit the immediate area and the Resort Village.
- The request for rezoning must be accompanied by a description of the proposal and plans of uses of the land and location of buildings, site layout and external design, including parking areas, landscaping and entry and exit ways, lighting, and any other aspects of development, such as drainage and storm water management, that may effect the site and adjacent uses.
- Council may require the person (developer) to deliver a performance bond acceptable to council to assure implementation of the agreement.

6.5 Use of the Holding Symbol "H"

The Holding symbol "H" may be applied to land use districts within the Resort Village limits intended for future development. The "H" designation will provide conditions for development, including detailed design, servicing and infrastructure development, or the satisfactory completion of any additional studies required by the Resort Village of Wakaw Lake until all these conditions have been met. The holding symbol may be removed after those conditions have been met. For example: meeting the lake access improvement criteria (offsite improvements for recreation) in a development or a service agreement.

6.6 Overlay Districts

Overlay zoning districts may apply additional regulations to specific land and are indicated on the Zoning District Map. These regulations add to the regulations contained in the conventional zoning district applicable to a site. Where the conventional district regulations applicable to a site appear to be in conflict with the overlay zone regulations, the Zoning Bylaw shall specify the additional regulations.

6.7 Minor Variances to the Zoning Bylaw

Council will allow for minor variances to the Zoning Bylaw as a means of providing flexibility in the administration of the bylaw and as a way of providing timely development decisions. The Zoning Bylaw will identify how the site standards may be varied.

The Bylaw will also establish a procedure for processing and recording of minor variance applications.

6.8 Subdivision, Concept Plans and Phasing of Development

The Resort Village directs the subdivision of land through the Official Community Plan and Zoning Bylaw. Subdivision will be supported where it meets the requirements of the Official Community Plan and Zoning Bylaw. Council will apply these tools to guide subdivision and lot design, street layout, location of municipal reserve and other dedicated lands, as well as exercise control over utility easements and leases.

Concept plans will be used to:

- Provide preliminary plans for proposed development
- Guide the phasing of development
- Identify street and lot layouts
- Identify land uses and density of development
- Determine any green spaces (open space areas) shape and location
- Determine the location and design of parks and pathways.

Development will proceed at a rate which meets residential and other land requirements. This will involve phased development that:

- **Provides preliminary plans** for proposed development.
- **Occurs in an efficient and cost effective manner taking into consideration the Resort Village's** capital works program and financial capability.
- Ensures a choice of location for building sites.
- Is orderly and geographically continuous.

- Provides sufficient land so that market demands for land are met.

Whether there is a concept plan or not, Council may use a holding zone “H” symbol to identify the zoning districts associated with future phases of development. Before removal of the “H” symbol to allow the next phase of development, Council will consider:

- The degree of completion of the previous phase.
- The construction of necessary offsite infrastructure.
- The completion of specified items in a servicing agreement.
- The current demand for the new development.
- Compliance with requirements in the development permit.

6.9 Development Levies and Servicing Fees

Part VIII - DEVELOPMENT LEVIES AND SERVICING FEES of *The Planning and Development Act, 2007 (The Act)* makes provisions for their respective use to implement the principle that the development should bare the capital costs to the municipality created by its construction. In accordance with Section 168 of *The Act*, "capital cost" means the municipality's estimated cost of providing planning, engineering, construction, and legal services that are directly related to the matters for which development levies and servicing agreement fees are established in accordance with sections 169 and 172, as the case may be.

6.9.1 Development levy bylaw and development levy agreement

- 1) Consistent with Section 169 of *The Act*, the Council may, by a separate bylaw, establish development levies to recover all or a part of municipal capital costs of services and facilities arising from the development, directly or indirectly associated with, and for such purposes as: providing, altering, upgrading sewage, water or drainage works, roadways and related infrastructure, parks, and recreation facilities. The levies in the development levy must be based on studies of costs by professional engineer or other professional competent discipline for the municipality that identify the current and future municipal servicing and recreational requirements. Adoption of a Development Levy Bylaw must be in accordance with the public participation requirements of Part X of *The Act*. Then the municipality shall submit the bylaw to the minister for approval.
- 2) In accordance with subsection (2) of Section 171 of *The Act*, where Council has passed a Development Levy Bylaw pursuant to Section 169, by resolution the Council may require the developer to enter into a development levy agreement.

6.9.2 Servicing agreement

- 1) Pursuant to Section 172 of *The Act*, if there is a proposed subdivision of land, the council may require a subdivision applicant to enter into a servicing agreement to provide for services and facilities that directly or indirectly (offsite services) serve the subdivision. The agreement will ensure that municipal standards are met for capital works and ensure that such infrastructure development costs are borne by the developer.
- 2) Subsection (3) of Section 172 of *The Act* identifies what the servicing agreements may contain.
- 3) Council will establish standards to which public improvements will be designed and constructed. Where appropriate, public improvements will be designed by a licensed practicing professional engineer in Saskatchewan.
- 4) Where council, by resolution, requires a servicing agreement, the agreement becomes a condition of approval of a subdivision by the approving authority (Ministry of Governmental Relations/Community Planning Branch).
- 5) If required by the municipality, an applicant for subdivision approval shall enter into a servicing agreement within 90 days from the day the municipality receives the subdivision application. If the servicing agreement is not entered into within the time specified the application shall be rendered null and void.
- 6) Appeal of the requirement for an agreement, or the terms of an agreement can be made to the *Saskatchewan Municipal Board* (Section 176 of *The Act*)

6.10 Building Bylaw

In accordance with *The Uniform Building and Accessibility Standards Act*, the Resort Village will ensure that building construction is regulated so that new construction is physically acceptable to the community. The Building Bylaw will control the minimum standard of construction through the issuance of building permits. Provisions for occupancy permits and inspections can be included in the bylaw.

6.11 Land Acquisition, Purchase and Lease

In accordance with *The Municipalities Act*, Council may purchase land for urban development. In this regard Council may consider the purchase of land for subdivision or development to facilitate residential development including public facilities and appropriate land management.

6.12 Peripheral Lands and Municipal Expansion

6.12.1 Background

Subdivision and development of backshore lands in the Resort Village is tied to limited carrying capacities of village amenities and lake access opportunities and the un-willingness of ratepayers to fund improvements to increase capacities as identified in Section 3.5 Growth Management. New subdivision development outside the Resort Village in the R.M. of Hoodoo No. 401, next and south of Byng Avenue and Highway No. 41, would adversely affect existing infrastructure capacities, land uses, servicing requirements, and impact on village facilities inside the village.

The R. M. of Hoodoo has the adjacent wetlands west of the Resort Village zoned Conservation and the arable lands south of Byng Avenue and Highway No. 41 zoned Agriculture. There is also a gravel pit outside and close to the east end of the Resort Village. At present there are no problems with adjacent land uses next to the Resort Village.

Should development be considered next to and near the Resort Village, there is a need to adhere to setbacks from the village boundary, and/or bring such areas under village control while assuring continuation of existing land uses. It is important that the Resort Village maintains effective communication with the R.M. of Hoodoo No. 401 to avoid adverse impacts on the Resort Village of Wakaw Lake.

6.12.2 Objectives

Council's objectives are to:

1. Safeguard municipal village amenities, land uses, and existing infrastructures and services from incompatible land uses.
2. Alter the Resort Village boundary, where required, based on need and orderly development of land uses and services.
3. Consult with the adjacent rural municipality and cottage owner communities on land use matters and issues.

6.12.3 Policies

- a) Referrals from the R.M. of Hoodoo and others on development proposals on nearby municipal lands will be evaluated according to Section 3.4.1 Evaluation Criteria and the following guidelines:
 - i) The potential for land uses conflict and compatibility with adjacent development.
 - ii) The impact on land use, existing and future.
 - iii) The effect on municipal village amenities, land uses, and existing municipal infrastructures and services.
 - iv) The impact on lake management and development capacity allocation to the Resort Village.
 - v) The effect on inter-municipal agreements for services to the Resort Village.
- b) Urban Reserve (Future Development) zoning district will be applied to land intended for future development, with development control until the land is required for specific development and rezoned in accordance with the Official Community Plan.

6.13 Inter-municipal and Inter-jurisdictional Cooperation

Council is involved in a number of inter-municipal initiatives that focus on a cooperative approach to providing cost efficient and effective services (waste water and solid waste disposal, fire protection, recreation, health care, emergency services, and lake stewardship planning along Wakaw Lake).

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

Council will support discussions with neighbouring municipalities which are aimed at ensuring that development on Wakaw Lake enhances and protects the environment of the lake for all its users.

6.14 Village Works Program

Facilities and services that are the responsibility of the Council shall only be provided in accordance with the goals, objectives, and policies of this Official Community Plan to ensure the effective and efficient control of development and public spending.

Priorities for the provision of such developments and services will be established through a five-year capital budget program with the object of ensuring an adequate level of village services and facilities supported by the ratepayers. Projects shall be listed in order of priority with cost estimates and the anticipated means of financing each project.

Major facilities and increase in services requiring increase in mill rates shall only be undertaken after opportunity for public comment has been given to the ratepayers/electorate of the Resort Village.

6.15 Further Studies

When required, Council will undertake such studies or programs as required for facilitating and supporting the development of the Resort Village.

Before proceeding with possible plans for future residential development, Council will place a priority on assessment of development limits tied to resident access capacity to village amenities and lake management guidelines.

6.16 Statements of Provincial Interests

This Official Community Plan was developed incorporating, insofar as is practical for the Resort Village of Wakaw Lake, applicable provincial land use policies and statements of provincial interests. Implementation and plan update, zoning bylaws and subdivision bylaws, insofar as practical, will be in conformity with *The Statements of Provincial Interests Regulations* (Chapter P-13.2 Reg (effective March 29, 2012) and in cooperation with provincial agencies.

6.17 Monitoring and Plan Update

- 1) The Official Community Plan establishes the policies that are expected to meet anticipated residential, recreational, and municipal service needs within the financial and servicing capabilities of the community. These policies will serve as a basis for detailed planning and servicing. To ensure the effectiveness of the Official Community Plan in meeting the overall community objectives, Council will monitor plan implementation and evaluate the appropriateness of this document and its policies.
- 2) In order to assure that the Official Community Plan is relevant to changing community needs, it shall be reviewed and updated five years from the date of enactment.

6.18 Amendment

The Official Community Plan may be amended if determined desirable by Council. Amendments may also be proposed by developers and the public to facilitate specific development proposals. Council will consider such requests based on:

- **Appropriate community development** and public interest
- Overall community objectives as established by the Official Community Plan.

Council may, in the Zoning Bylaw or by a separate Fee Bylaw, prescribe a schedule of fees to be charged for the application, review, advertizing and issuance of a development permit, a discretionary use, a minor variance, and an amendment to an official community plan or zoning bylaw.

6.19 Administration

- 1) This Official Community Plan is binding on Council and all development and land use in the Resort Village.
- 2) Neither the Council nor the Development Officer/Village Clerk nor the public, as the case may be, shall initiate any works that would prejudice or impede the realization of the Official Community Plan.

6.20 Interpretation

- 1) In addition to Section 7.0, the definitions of the Zoning Bylaw shall also apply to this Official Community Plan.
- 2) In order to provide for flexibility in the interpretation of the text and maps of this Official Community Plan, it is intended that all figures, numbers, and quantities shown in the Official Community Plan be considered to be approximate, and that minor changes will be permitted without amendments to this Plan, provided that they do not affect the intent of this Plan.

6.21 Boundaries of Zoning Districts

- 1) Unless shown otherwise, the boundaries of districts are lot lines, centre lines of streets, lanes, road allowances, railway right of way, shoreline of Wakaw Lake, and the boundaries of the municipality.
- 2) In un-subdivided land, the boundaries of the districts shall be determined by the use of the scale shown on the Zoning Map underlain by the 2010 satellite orthophoto of the resort village.
- 3) A district boundary shown following approximately the shoreline, row of trees, or road and trails shall be deemed to be at shoreline or the center line of the roads and trails, and move with any natural change in such natural features or centre line.

6.22 Severability of Provisions of the Official Community Plan and Zoning Bylaw

- 1) The provisions of the Official Community Plan of the Resort Village of Wakaw Lake are deemed to be severable and, if any provision is determined by a court to be invalid or inoperative, it does not render the remaining provisions invalid or inoperative (Section 33 of *The Act*).
- 2) If Council has not passed a Zoning Bylaw pursuant to *The Planning and Development Act, 2007*, the Council, in adopting this Official Community Plan, shall by separate bylaw, pass a zoning bylaw in accordance with this *Act*.
- 3) **The Council shall ensure that the Resort Village's** Zoning Bylaw is consistent with the Official Community Plan of Wakaw Lake Resort Village, and any part of a Zoning Bylaw that is inconsistent with the Official Community Plan has no effect insofar as it is inconsistent (Section 34(2) of *The Act*).

7.0 DEFINITIONS

Definitions of the Zoning Bylaw shall also apply to the Official Community Plan. Wherever the following words or terms are used in this Bylaw, unless the context provides otherwise, they shall have the following meaning:

Accessory Building – a building, the use of which is subordinate to that of a principal building or use situated on the same lot/site. Accessory Building includes fabric covered structure.

Accessory Storage Area – an area designated within the Resort Village for the purpose of storing recreational vehicles, motor vehicles, boats, cars dollies, utility trailers, and the like.

Accessory Use - is a building, structure or activity, which is incidental to, and subordinate to, the principal use or activity conducted and located on the same lot/site as the principal building or use, and used in conjunction with that principal use.

Act, The – *The Planning and Development Act, 2007*, its amendments and successor legislation.

Administrator - The Administrator of the Resort Village of Wakaw Lake.

Ancillary Use - a secondary and subordinate use to the principal use, which is specifically allowed, and may include an associated building that is specifically allowed pursuant to this Bylaw.

Awning - a canvas or similar flexible material stretched over a frame, plastic, vinyl or lightweight metal shelter projecting from a wall over a window or entrance to a building.

Bed-and-Breakfast Home - a bed-and-breakfast facility is an accessory use of a single detached dwelling, licensed as an itinerant use accommodation The Public Accommodation Regulations, in which bedrooms are rented to paying customers on an overnight basis with no more than one meal served daily and before noon.

Boatlift – any structure having temporary footings in the lake or on land, designed to lift a vessel out of the water and/or provide a platform for temporary vessel storage and no extension or other structure or object (such as a roof or canopy) may be attached to or upon a boat lift.

Building - a structure constructed or placed on, in or over land but does not include a public highway.

Building Accessory - a subordinate building detached from a principal building located on the same site, the purpose of which is to enclose a use accessory or part of the principal use.

Building Bylaw - a bylaw of the Resort Village of Wakaw Lake regulating the erection, alteration, repair, occupancy, or maintenance of buildings and structures, adopted pursuant to The Uniform Building and Accessibility Standards Act.

Building Height - the vertical distance of a building measured from grade level to the highest point of the roof.

Building Permit - a permit, issued under the Building Bylaw of the Resort Village of Wakaw Lake, authorizing the construction of all or part of a building or structure, but does not include a development permit.

Building, Principal - a building within which the principal use of the site is housed or conducted.

Campground - means a parcel developed and maintained for the temporary accommodation of travellers, tourists and vacationers in trailers, tents or recreation vehicles. In general, the unmodified term "camp" implies family use (or use by other than a large group).

Campground, tourist - the seasonal operation of an area of land, managed as a unit, providing temporary short term accommodation for tents, tent trailers, travel trailers, recreational vehicle and campers, used by travelers and tourists and whether or not a charge is made or paid for the use thereof. (For land use purpose, same as Seasonal Recreational Vehicle Park).

Council - the Council of the Resort Village of Wakaw Lake.

Development - the carrying out of any building, engineering, mining or other operations, in, on, or over land, or the making of any material change in the use or intensity of any building or land.

Development, temporary – where dedicated lands are concerned, improvements or landscaping, and maintenance of the improvements or landscaping.

Development Permit - a permit, issued by the Council of the Resort Village or its designate that authorizes development but does not include a building or a discretionary use permit.

Discretionary Use - a use or form of development that may be allowed in a zoning District following application to, and approval of the Council; and which complies with the development standards, as required by Council, contained in this Bylaw.

Dwelling - a building used or intended to be used as a residence, but shall not include room rental or Tourist Accommodation.

Dwelling Unit - one or more habitable rooms constituting a self-contained unit and used or intended to be used together for living and sleeping purposes by one or more persons, and each unit provides for separate sleeping, cooking and toilet facilities.

Dwelling, Single Detached - a detached building consisting of one dwelling unit as defined here; and occupied or intended to be occupied as a permanent home or residence. It may include an RTM when attached to its foundation on the site, but not include a mobile or modular home.

Granny- Suite/guest house - means a detached one-unit dwelling (accessory building as a secondary living quarters without cooking facilities), or modular home which is temporarily located in the yard of an existing dwelling unit to provide accommodation for family members and non-paying guests, or a specific person or persons who are physically dependent on the residents of the existing dwelling unit, or to provide accommodations for a caregiver of whom a specific person or persons residing in the existing dwelling unit is physically dependent.

Groundwater – water beneath the surface of land.

Group of dwellings – means group of dwellings on a surveyed site (registered parcel).

Hazard Land - means land which may be prone to flooding, slumping, landslides, or erosion or any other instability, or is a flood plain or watercourse.

Home Based Business - a business, occupation, trade, profession or craft customarily conducted entirely within a residential building or an accessory building by the inhabitants of the dwelling, and where the use is clearly ancillary and secondary to the residential use and does not change the character of the dwelling and generates little or no traffic.

Hot tub – a hot tub or jacuzzi, whirlpool or spa.

Lane - a public highway vested in the Crown as a secondary level of access to a lot or parcel of land intended primarily to give access to a lot at the side or rear of the property.

Lot/site - and area of land with fixed boundaries and which is of record in the Land Registry office of Information Services Corporation of Saskatchewan (Land Titles Office) by Title Number (Certificate of Title). A lot/site is also referred to by Block Number and Lot Number on village maps.

Lot Area - the horizontal area within the lot lines of the lot/site.

Lot Coverage - the footprint of the buildings on the lot, expressed as a percentage of the lot/site area, including the principal building, accessory buildings, cavorts, open decks, entry covered walkways and enclosed walkways, but excluding: heat pumps, air conditioners, steps, landings, wheelchair ramps, eaves, gutters, awnings.

Minister - the member of the Executive Council to whom, for the time being, is assigned the administration of *The Planning and Development Act, 2007*.

Mobile home – means a trailer coach that:

- a. is used as a dwelling for permanent or year round living;
- b. has a floor area 11.33 m² (400 ft²) or over;
- c. has water faucets and showers or other bathing facilities that may be connected to a water distribution system;
- d. has facilities for washing and a water closet or other similar facility that may be connected to a sewage system; and, that
- e. is certified by the manufacturer that it conforms to Canadian Standards Association, Construction Standard No. Z240.2.1- 1979 and amendments hereto.

Mobile home park - shall mean a parcel of land providing spaces for the long-term parking and occupancy of two (2) or more mobile homes, where rental fee is paid for the use of the space.

Modular Home - a factory built home that is manufactured as a whole or modular unit and is designed to be moved on a removable chassis to be used as one dwelling unit on a permanent foundation, and is certified by the manufacturer that it complies with the Saskatchewan Building Code and the Canadian Standards Association Code CSA-A277 and meets the national building code.

Non-Conforming Building - a building:

- that is lawfully constructed or lawfully under construction, or with respect to which all required permits have been issued, at the date a Zoning Bylaw or any amendment to a Zoning Bylaw affecting the building or land on which the building is situated or will be situated becomes effective; and
- that on the date a Zoning Bylaw or any amendment to a Zoning Bylaw Becomes effective does not, or when constructed will not, comply with the Zoning Bylaw.

Non-Conforming Site – means a site, consisting of one or more contiguous parcels, that, on the date a Zoning Bylaw or any amendment to a Zoning Bylaw becomes effective, contains a use that conforms to the Bylaw, but the site area or site dimensions do not conform to the standards of the Bylaw for that use.

Non-Conforming Use - a lawful specific use:

- being made of land or a building or intended to be made of land or of a building lawfully under construction, or with respect to which all required permits have been issued, at the date the Zoning Bylaw or any amendment to the Zoning Bylaw affecting the land or building becomes effective; and
- that on the date the Zoning Bylaw or any amendment to the Zoning Bylaw becomes effective does not, or in the case of a building under construction or with respect to which all required permits have been issued will not, comply with the Zoning Bylaw.

Permitted Use - a use of land or buildings or form of development that is prescribed in the Zoning Bylaw as a use that is allowed and for the purpose of this Bylaw all uses not listed as permitted shall be deemed to be a prohibited use in that zone.

Prohibited Use – a use of land or a building or form of development that is prescribed in the zoning bylaw as not allowed on a parcel/lot/site.

Permitted use – a use of land or building with associated development standards that shall be permitted in a zoning district where all requirements of the Zoning Bylaw are met.

Principal Use - the primary purpose for which land, buildings, or structures are ordinarily used.

Recreational Facility – the use of land, building or structures for indoor or outdoor activities and specifically excludes arcades.

Recreational Vehicle – any camper, travel trailer, fifth wheel or motor home with a maximum width of 2.6 meters (8.53 feet) in transit mode which can be used to provide sleeping accommodation and which is capable of being licensed for highway use pursuant to the Motor Vehicles Act

RV trailer - shall mean a recreation vehicle or a certain park model trailer.

Recreational vehicle or **"RV"** (short version) – a unit intended to provide temporary living accommodation for campers or travellers; built as part of, or to be towed by a motor vehicle; and includes truck campers, motor homes, tent trailers and travel trailers. Also, see definition of **Recreational vehicle or "RV"** (as per the Canadian Recreation Vehicle Association).

Recreational vehicle or **"RV" (as per the Canadian Recreation Vehicle Association)** – means a structure designed to provide temporary living accommodations for travel, vacation, or recreational use and to be driven, towed or transported.

Living accommodations may include sleeping, kitchen, bathroom, and systems for fresh and wastewater, 110/12V electricity, propane, heating, air conditioning, and entertainment. It has an overall length not exceeding 12.5 metres (41 ft)* and an overall width not exceeding 2.6 metres (8 ft 6 in), where the width is the sum of the distance from the vehicle centreline to the outmost projections on each side (including door handles, water connections, and so on) when the vehicle is folded or stowed away for transit. Such structures include folding camping trailers, travel trailers, fifth wheel trailers, slide-in truck campers and motor homes (as described by the Canadian Recreation Vehicle Association).

* For a fifth wheel travel trailer this measurement shall be 11.3 metres (37 ft) taken from the extremity to the front of the main body measured at the floor line.

NOTE:

- a) Recreational Vehicles are classified in to three basic categories: Motorized RVs, Towable RVs, and Park Models. These Recreational Vehicles should display Twin Seals of Excellence and CAN/CSA Z-240. Recreational vehicles displaying CAN/CSA Z-240 shall be allowed in the Recreational Vehicle campground in the Resort Village of Wakaw Lake.
- b) **Towable RV's do not require permanent and continuous on-site hook-ups** to sewage, water, and electricity.
- c) Park Models are available in two different classes:
 - i. The one allowed in the Resort Village: the *Park Model Trailer 102* which is built to RV specifications with the CSA Z-240 or CSA Z-241 Standard, and the trailer has a floor area that does not exceed 11.33 m² (400 ft²) and
 - ii. Park Model Recreational Unit with the CSA Z-241 (floor area exceeds 11.33 m²) may be allowed on a campsite where the required separation distance between the CSA Z-241 unit in full set-up (with slide out and awnings and canopies fully extended) and other recreation vehicles shall be maintained.

Resource Management/Landscape Management –The wise use of a particular resource like grasslands and tree plantations/open spaces/environment to achieve a specific end such as shade, shelter, wildlife habitat, soil protection, watershed protection, aesthetics for the enjoyment and benefit of all the residents of the Resort Village.

'Ready to Move' (RTM) Dwelling - a new single detached dwelling constructed off site to National Building Code or CSA A277 standards to be moved onto a new permanent residential site building foundation.

Road allowance or village road right of way – surveyed road-right-of-way which afford the principal means of access to the abutting parcel property.

Seasonal recreational vehicle – means a recreational vehicle used on a seasonal basis, and closed and vacated between October 31 and April 1 of the following year. Seasonal Recreational Vehicle shall not include any of the following:

- a) Permanent Trailer
- b) Mobile homes
- c) Permanent, principal or year-round residences.
- d) Continuous connection to sewage, water and electric hook-ups (as in residential hook-ups).

Structure - anything that is built, constructed or erected, located on the ground, or attached to something located on or in the ground.

Structure, Temporary - anything that is built, constructed or erected, located on the ground or attached to something located on the ground but that may be relocated or moved and is not of a permanent nature.

Tourist Accommodations - rooms, hotel, motel, rental cabins used by travellers for overnight accommodation.

Use – the purpose for which any lot, site, or surface water, building or structure, is designed, arranged, or intended, or for which it is occupied or maintained.

Zoning District – the area into which the Resort Village of Wakaw Lake is divided into in accordance with this Bylaw and for which specific regulations are outlined in this Bylaw.

8.0 COMING INTO FORCE

8.1 Ministerial Approval

This Official Community Plan takes effect on the date of final approval by the Saskatchewan Minister of Governmental Relations.

8.2 Council Readings and Adoption

Introduced and read a first time this 11th day of July, 2012

Read a second time this 11th day of September, 2013

Read a third time this 9th day of October, 2013

Adoption of Bylaw this 9th day of October, 2013

MAYOR

(S E A L)

ADMINISTRATOR

Ministerial Approval _____

Date _____

APPENDIX A: Figures

- Figure 1 - Regional Context
- Figure 2 - Existing Development
- Figure 3 - Opportunities and Constraints
- Figure 4 - Dedicated Lands
- Figure 5 - Land Use Concept Map
- Figure 6 - Lakeside Development

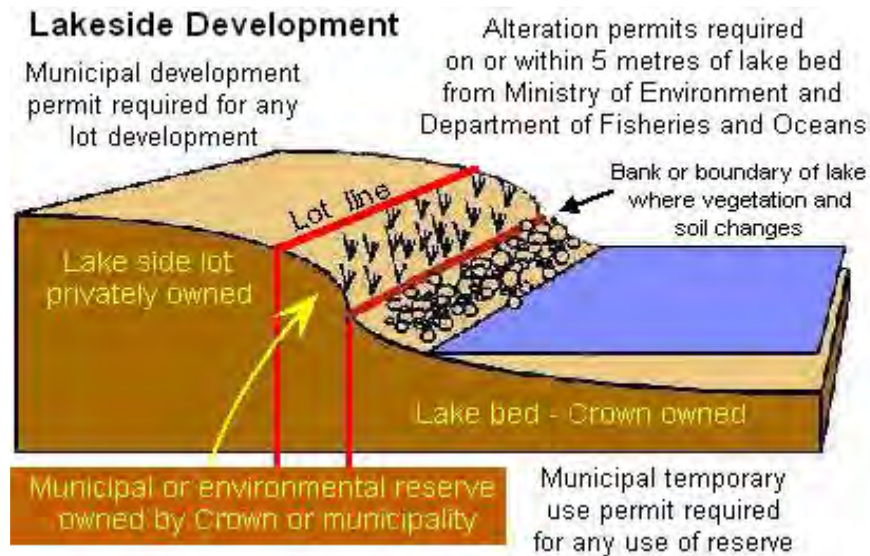


Figure 6 - Lakeside Development

ACKNOWLEDGEMENTS

Appreciation is expressed to the committee members who volunteered and gave up their weekend time from family and friends to attend some or all the meetings of the Reference Committee on Community Planning (a.k.a. OCP Committee):

Dave Galbraith (partway)	Lorne Thomson	John Matisz (partway)
Debbie Michayluk	Jake Dyck	Maurice Rivard
Don Kunaman	John McAuliffe	Linton Davenport (partway)

and to Helen Martinka, village administrator, for her assistance in researching the development history of the village and in compiling the returns from the community planning survey.

Council also wishes to acknowledge the numerous ratepayers and residents who participated and gave written comments in the community planning survey (2010) and took time to complete the feedback form (2011) on the plan recommendations in the Discussion Paper.