



# Rural Municipality of Reciprocity No. 32

## Official Community Plan

Bylaw No. 5-22

Certified a true copy of Bylaw No.5-22,  
adopted by resolution of Council on the  
13<sup>th</sup> day of October, 2022.

  
Chief Administrative Officer



# Rural Municipality of Reciprocity No. 32

## Official Community Plan Bylaw No. 5-22

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

Read a First Time the

8<sup>th</sup> day of September, 2022

Read a Second Time the

13<sup>th</sup> day of October, 2022

Read a Third Time and Adopted the

13<sup>th</sup> day of October, 2022

[Redacted Signature]

Reeve

[Redacted Signature]

Chief Administrative Officer



# Rural Municipality of Reciprocity No. 32

## Official Community Plan

Schedule "A" to Bylaw No. 5-22

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# 1. Introduction

## 1.1. Purpose & Authority of the OCP

In accordance with Sections 29 and 32 of *The Planning and Development Act, 2007 (The Act)*, the Rural Municipality of Reciprocity No. 32 (the R.M.) Council has prepared and adopted this Official Community Plan (OCP) to provide long-term strategic direction for managing future growth and development over the next 20 years and beyond. The OCP will be primarily implemented by the corresponding Zoning Bylaw, as well as other policies, procedures, and future projects outlined herein.

## 1.2. What is an OCP?

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

## 1.3. Organization of the OCP

The OCP is composed of five major sections.

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

## 1.4. The OCP Creation Process

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

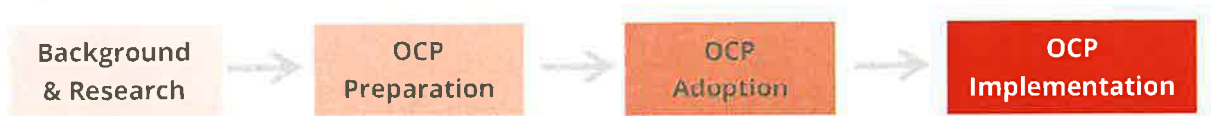


Figure 1: The OCP Creation Process

## 1.5. How to use the OCP

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

- **Step 1:** Review **Exhibit A: Future Land Use Map** to determine the characteristics of the subject land and the surrounding area.
- **Step 2:** Review the objectives and policies in **Section 4.0** that apply to the subject land and the proposed development and use.
- **Step 3:** Evaluate whether the proposed development and use conforms to the intent of the OCP Vision, Goals, Objectives and Policies, or whether an OCP amendment would be necessary in accordance with **Section 5.0**.

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

- **Vision:** the ambitious, yet achievable, long-term target state for the R.M. as formulated by the Council and the community's input.
- **Principles:** the broader community planning goals for the R.M.
- **Objectives:** more specific goals to address or mitigate ongoing or potential issues.
- **Policies:** statements that are either rules or direct actions intended to achieve the objectives.

When preceding a policy statement or encountered elsewhere in this Plan, the following words are to mean:

- **'Shall'** means the action is obligatory.
- **'Should'** means that in order to achieve plan objectives, it is strongly advised that the action be taken.
- **'May'** means the action is optional.

## 1.6. Key Definitions

The definitions contained in the **Rural Municipality of Reciprocity No. 32 Zoning Bylaw No. 6-22** shall apply to this OCP. Below is a list of key definitions that are frequently used in the OCP:

**Agricultural Use:** The use of land, buildings or structures for the purpose of animal husbandry; fallow; field crops; forestry; market gardening; pasturage; private greenhouses; and, includes the growing; packing; treating; storing; and, sale of produce produced on the premises and other similar uses customarily carried in the field of general agriculture.

**Commercial Use:** The use of land, building(s), or structure(s) for the purpose of buying and selling commodities, and supplying professional and personal services for compensation.

**Conservation:** The planning, management and implementation of an activity with the objective of protecting the essential physical, chemical and biological characteristics of the environment.

**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 the intensity of any building or land.

**Environmentally Sensitive Lands:** As defined in *The Statements of Provincial Interest Regulations*.

**Hazardous:** A use, substance, or industry that, because of its quality, concentration or physical or chemical infectious characteristics, either individually or in combination with other substances on the site, is an existing or potential threat to the physical environment, to human health or other living organisms.

**Industrial Use:** The use of land, buildings or structures for the manufacturing, processing, assembling, fabrication, warehousing, and/or storage of goods and materials.

**Institutional Use:** The use of land, buildings or structures for religious; charitable; educational; health; or, welfare purposes and included churches; public or private schools; nursery schools; hospitals; and, special care.

**Intensive Livestock Operation (ILO):** As defined in *The Agricultural Operations Act*.

**Recreational Use:** The use of land and buildings for parks, trails, and open space; and leisure and sports facilities.

**Residential Use:** The use of land, buildings or structures for human habitation.

**Sustainability:** meeting present needs without compromising the ability of future generations to meet their needs.

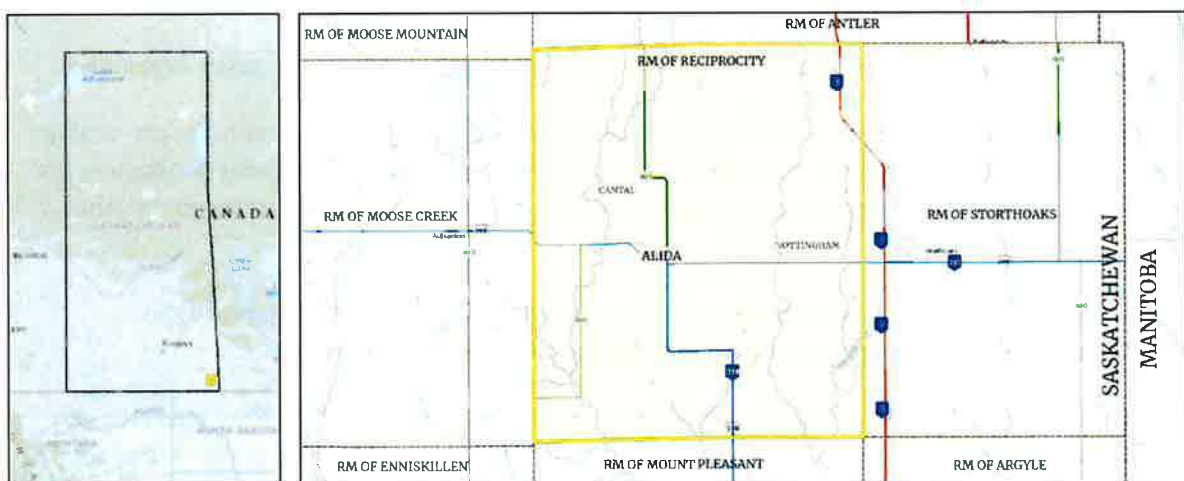
## 2. Background

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

### 2.1. R.M. Overview

#### 2.1.1. Location

As shown in **Figure 2**, the Rural Municipality of Reciprocity No. 32 is in southeast Saskatchewan near the Saskatchewan-Manitoba border. The R.M. encompasses 733.04 km<sup>2</sup> of land surrounding the Village of Alida whose population is 103 (2021 Census). The R.M. also includes the sites of Cantal and Nottingham, which are no longer populated. The surrounding Rural Municipalities are Antler No. 61 to the north, Storthoaks No. 31 to the east, Mount Pleasant No. 2 to the south, and Moose Creek No. 33 to the West. The R.M. is within South East Cornerstone Public School Division No. 209 and région scolaire de Bellegarde No. 1.



**Figure 2: Map of the R.M. of Reciprocity No. 32**

Located on traditional Treaty 2 lands, nearby Indigenous communities include White Bear Indian Reserve, Pheasant Rump Nakota Indian Reserve, Flying Dust First Nation, and Ocean Man Indian Reserve.

### 2.1.2. Demographics

As shown in **Figure 3**, the 2021 Census shows the R.M.'s population was 351, a 7 person or 2% increase since 2016. The R.M.'s population has generally been declining over the past 40 years. Rural populations are declining throughout the province due to farming consolidation and automation, and more people choosing to live in urban centres.

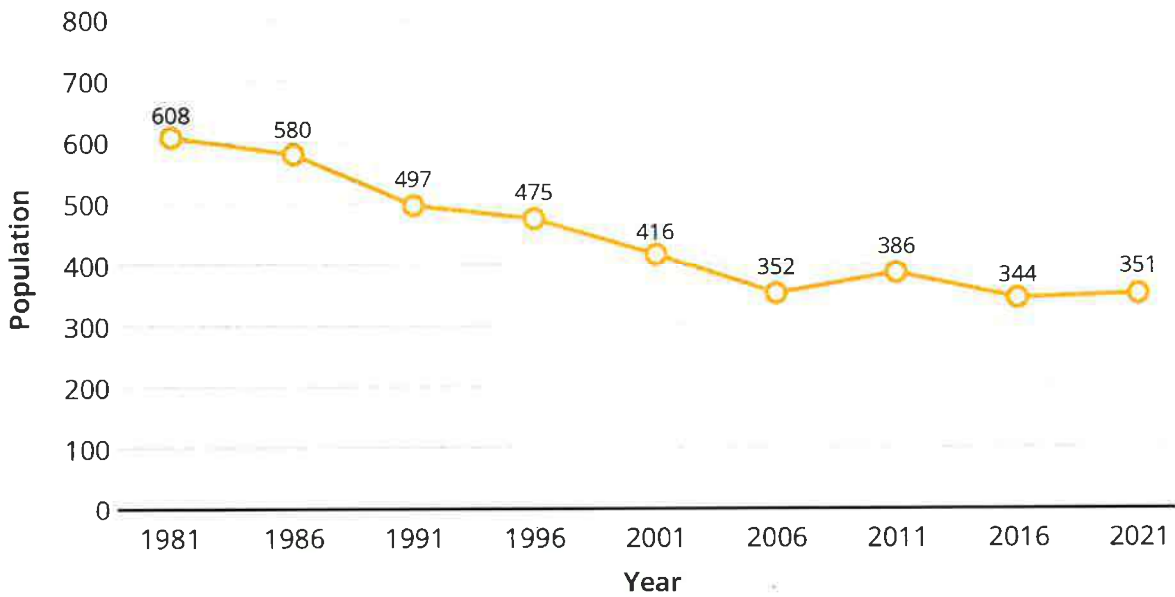


Figure 3: Population of the R.M. of Reciprocity No. 32, 1981-2021

## 2.2. Key Considerations

### 2.2.1. Findings from the Background Report

During the Background & Research Phase, the following items were noted for their potential implications on the OCP:

- The median population age is 41.6 years old, slightly older than the Provincial median age of 37.8 years.
- The average household size is 2.6 people among the 135 occupied private dwellings in the R.M. All dwellings within the R.M. are categorized as single-detached dwellings, with ten considered to be movable dwellings.
- The median household income in the 2015 tax year was \$83,712.00 per year, which is more than the provincial median household income of \$75,412.00.
- The R.M. has an unemployment rate of only 3.8% and a participation rate of 88.1%.
- 45% of active workers in the R.M. are employed in the agriculture industry. Agriculture is expected to continue to be the primary employment sector, however, the energy and mineral resource sectors are also present.
- The R.M. largely depends on the nearby communities of Alida, Redvers, Carnduff, and Oxbow for recreation, health services, shopping, restaurants, professional services, education, and places of worship.

- Much of the R.M.'s culture and heritage is rooted in agriculture, natural resources, hard work, and trade, which still prosper today.
- The historic St. Raphael Catholic Church in Cantal (pictured) does not appear to have designated heritage status.
- 62% of the R.M.'s farms are devoted to oilseed and grain farming and about 20% to cattle ranching.
- According to the Ministry of Agriculture's Livestock Branch, there are no known intensive livestock operations (ILOs) in the R.M. However, ILOs may be present that the Ministry is either unaware of or that do not require approval under *The Agricultural Operations Act*.
- The R.M. is within the Lower Souris River Watershed, which is managed by the Saskatchewan Watershed Authority and the Lower Souris River Watershed Advisory Committee. Water in the R.M. flows into the Antler River and Lightning Creek, which eventually flow into the Souris River.
- According to the Saskatchewan Geological Survey Miscellaneous Report 2020-1, oil pools, potash and salt, and potentially helium are present in the R.M.
- The R.M. is in the Aspen Parkland ecoregion, which is characterized by short, steep slopes, with numerous, undrained depressions or sloughs, and has a number of protected natural areas including Fish and Wildlife Development Fund Lands, Wildlife Habitat Protection Areas, and Conservation Easements.



### 2.2.2. R.M. Priorities

In discussion with the R.M. of Reciprocity No. 32, the following priorities were identified by Council:

- Ensure regulations and processes are clear for R.M. administration, Council, and the public.
- Ensure Council has the ability to control industrial development (form, uses, location, etc.) without being too restrictive.
- Identify flood-prone areas and draft policy to restrict development accordingly.
- Ensure a cautious approach to regulating animal units due to ground water supply and waste issues.
- Ensure appropriate regulations around oil and gas uses, as well as associated industries.

## 3. Vision & Goals

The OCP vision and goals were developed with feedback from Council and the community and are based on the R.M.'s aspirations for the future.

### 3.1. Vision

The Vision Statement is the aspirational, yet achievable, long-term target state for the R.M. as created by Council and the community.

**The R.M. of Reciprocity No. 32 continues to build on its long history of hard work to attract people, jobs, and investment through equitable rules, sustainable land development, and strong partnerships.**

### 3.2. Goals

Goals are broad aspirational statements that work toward the R.M.'s Vision Statement, grouped into major themes.

- 1. Establish Fair & Clear Rules**  
Create clear, consistent, and flexible (when appropriate) land use policies, regulations, and processes in order to implement the OCP's Vision, Goals, and Objectives.
- 2. Grow the Population**  
Provide a diversity of housing types and tenures for people of all ages and abilities, close to places to play and work. Encourage inclusivity of culture and heritage, equity, health, and safety for residents and guests.
- 3. Grow the Local Economy**  
Protect and enhance the local agricultural industry, while also encouraging new economic development that builds on regional assets and opportunities.
- 4. Invest in Infrastructure & Services**  
Maintain and optimize the use of existing infrastructure while making strategic investments in upgrades and new assets that make best use of tax revenues.
- 5. Develop Land Sustainably**  
Ensure land is used and developed responsibly by minimizing existing and preventing future land use conflicts, making sustainable investments in infrastructure, protecting the productivity of agricultural land, and conserving the natural environment.
- 6. Strengthen Partnerships**  
Collaborate with neighbouring local governments, First Nation and Metis communities, senior governments, community organizations, and community members on shared interests.

## 4. Objectives & Policies

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

### 4.1. Agriculture

Agriculture is and will continue to be the primary employment sector and land use within the R.M.. The R.M. will encourage the retention of high quality and existing pasture and crop land in larger parcels and avoid the fragmentation of productive land for speculative purposes. The following objectives and policies are intended to support viable farm operations, strong rural communities and a productive economy.

#### 4.1.1. Objectives

1. Preserve agricultural land and discourage conversion of agricultural land, especially lands with high quality soil, for other uses.
2. Discourage incompatible land uses adjacent to agricultural lands.
3. Enhance agriculture by supporting value-added agribusiness initiatives and the adoption of renewable energy systems, as well as others forms of farm diversification.
4. Encourage intensive livestock operations that follow Provincial regulations to locate in appropriate areas, complement nearby agricultural activities, and protect the natural environment and residents' health.

#### 4.1.2. Policies

1. Agriculture will continue to be the primary land use in the R.M.
2. Agricultural activities such as grazing, non-intensive livestock operations, field crops, and other similar uses shall not be restricted within existing agricultural areas.
3. The Zoning Bylaw will include an Agricultural-Resource Zoning District that allows a range of agricultural uses that support the enhanced productivity and diversification of the rural economy.
4. To minimize the fragmentation of agricultural land, the subdivision of land into parcels smaller than a quarter section may only be approved if the proposed subdivision and use:
  - a. Complies with this OCP and the Zoning Bylaw;
  - b. Is designed to minimize the removal of productive agricultural land;
  - c. Will not unduly interfere with existing agricultural operations;
  - d. Has or will have direct access to a developed road; and
  - e. Will not hinder the efficient delivery of existing or future roads, infrastructure, and services.
5. Existing agricultural operations shall be protected from development that may unduly interfere with their continued operation.
6. Residential and Commercial development within agriculture areas shall comply with **Sections 4.4 and 4.5** of this OCP and all regulations and standards in the Zoning Bylaw.
7. Resource exploration and development shall comply with **Section 4.2.2.8** and all regulations and standards in the Zoning Bylaw.

8. Communal settlements should be allowed to be established and proceed with their way of life provided they do not contravene the objectives and policies of this OCP, including those pertaining to livestock operations in **Section 4.1.2.9** below. However, this does not exempt communal settlements from the requirement to obtain development permits and building permits in accordance with the Zoning Bylaw. Proponents intending to establish a communal settlement are encouraged to consult with the R.M. prior to the submission of any development application.
9. **Intensive Livestock Operations (ILOs)**
  - a. ILOs with 300 or more animal units shall be a Discretionary Use in the Agricultural-Resource Zoning District.
  - b. The Zoning Bylaw shall include the minimum separation distances between ILOs and to other land uses.
  - c. The R.M. shall support the development and operation of ILOs provided there is an absence or adequate mitigation of any land use conflicts and environmental concerns.
  - d. Any development permit application for a new or expanding livestock operation shall be accompanied by the following information:
    - i. A detailed description of the proposed livestock operation including the number and type of animal units;
    - ii. A site plan showing the location of housing, storage and other facilities relative to the boundaries of the site; and
    - iii. The servicing needs.
  - e. The R.M. shall encourage developers of ILOs to conduct meaningful and transparent consultation with affected landowners and stakeholders.
  - f. Any new or expanding livestock operation shall be subject to *The Agricultural Operations Act* and *The Agricultural Operations Regulations*, including the requirement, if necessary, to obtain the appropriate approvals from the Ministry of Agriculture.

## 4.2. Natural Areas & Environmental Management

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

### 4.2.1. Objectives

1. Work with the Province on ecological, environmental, and resource issues.
2. Protect the quality and health of groundwater and surface waterbodies.
3. Conserve native plants and wildlife.
4. Reduce Greenhouse Gas emissions and prepare for impacts of climate change.
5. Manage resources responsibly.

### 4.2.2. Policies

1. Protect environmentally sensitive lands that are known to have particular ecological value, as demonstrated on **Exhibit A: Future Land Use Map**, including:
  - a. Fish and Wildlife Development Fund lands;
  - b. Lands dedicated under *The Wildlife Habitat Protection Act* (WHPA); and
  - c. Private lands with a Crown Conservation Easement;
2. The Zoning Bylaw will include an Environmental Conservation Zoning District that shall be applied to environmentally sensitive lands to protect them from incompatible development. The R.M. should consider applying the Environmental Conservation Zoning District to additional lands that are deemed to be environmentally-sensitive.
3. In accordance with **Section 5.2.2**, Council may dedicate lands as Environmental Reserve to protect riparian areas, native grasslands, wildlife habitats, or other environmentally sensitive areas.
4. **Environmental and Ecological Conservation**
  - a. The R.M. will work with governments, private agencies, and conservation groups to identify and conserve ecologically valuable and environmentally sensitive lands.
  - b. No development shall hinder the ecological value, integrity and management of environmental resources within the R.M.
  - c. The R.M. may require a technical study to be completed in support of any development application in accordance with **Section 5.2.6** to ensure ecologically valuable and environmentally sensitive lands are conserved.
5. **Surface and Groundwater Protection**
  - a. The R.M. will work with the Water Security Agency and any other appropriate regional, provincial, and federal agencies to preserve and enhance water quality and quantity.
  - b. No development shall deplete or pollute surface or groundwater resources within the R.M.
  - c. The R.M. may require a technical study to be completed in support of any development application in accordance with **Section 5.2.6** to ensure surface and groundwater resources are not depleted or polluted.

6. **Drainage**
  - a. Adequate surface water drainage will be required throughout the R.M. to avoid flooding erosion, and polluting of water resources.
  - b. The alteration of natural drainage courses shall be prohibited without the approval of the Water Security Agency, Ministry of Environment, and the R.M.
  - c. All agricultural drainage works require approval from the Water Security Agency.
  - d. The R.M. may require a drainage or grading plan to be completed in support of any development application in accordance with **Section 5.2.6** to ensure there is adequate surface drainage.
7. **Environmental Stewardship and Climate Change Adaptation**
  - a. The R.M. should consider ways to reduce the environmental footprint of all their facilities, services, and operations.
  - b. Encourage public and private investment in sustainable development and technologies including alternative energy systems such as solar and wind, provided that it complies with the regulations and standards of the Zoning Bylaw.
  - c. Acknowledge and initiate preparations for the impacts of climate change and extreme weather events on the R.M. and its residents, including during the planning and locating of public works.
  - d. Consider community and regional fire protection measures such as emergency escape routes, firebreaks, and emergency services adjacent to areas at risk of wildfire.
8. **Resource Exploration and Development (Minerals, Oil and Gas, Sand and Gravel):**
  - a. Mineral resource exploration and development shall be a Discretionary Use in the Agricultural-Resource Zoning District.
  - b. The R.M. shall support the exploration and development of resources provided there is an absence or adequate mitigation of any land use conflicts and environmental concerns.
  - c. The R.M. shall encourage developers of resource exploration and development operations to conduct meaningful and transparent consultation with affected landowners and stakeholders.
  - d. Any new or expanding resource exploration and development operation shall be subject to the relevant Provincial Acts and Regulations, including the requirement, if necessary, to obtain the appropriate approvals from the Ministry of Energy and Resources.

### 4.3. Hazardous Uses & Lands

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

#### 4.3.1. Objectives

1. Minimize existing and prevent new adverse, nuisance, and noxious effects of incompatible land development.
2. Ensure appropriate development in known hazard areas, such as flood-prone land.
3. Promote safe development in proximity to highways and railways.

#### 4.3.2. Policies

1. The R.M. shall discourage residential development within 457 metres (1,499 feet) of land used or authorized for use as a sewage treatment plant or sewage lagoon in accordance with *The Subdivision Regulations, 2014*.
2. No development should be allowed within 125 metres (410 feet) of an existing, proposed, abandoned, or reclaimed oil or gas well or facility in accordance with *The Subdivision Regulations, 2014*.
3. The R.M. shall require the assessment of potentially hazardous or contaminated sites, and if necessary, require action to mitigate or remediate the site to an acceptable and safe standard.

#### 4. Hazardous Uses

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

#### 5. Flooding, Slumping, and Slope Instability

- a. Hazardous lands subject to flooding, erosion, landslides, or subsidence should generally be left in its natural state unless developed for low intensity uses such as open space recreation, grazing, and forestry.
- b. Development of new buildings or additions to buildings within the floodway of the 1:500 year flood elevation of any watercourse or water body shall be prohibited. Flood proofing of new development to an elevation of, at minimum, 0.5 metres (1.6 feet) above the 1:500 year flood elevation shall be required.
- c. The WSA will be the primary source for technical advice in determining whether a proposed development may be prone to flooding issues, including whether the land is located within the 1:500 year flood elevation of any watercourse or water body, and whether mitigation strategies or flood-proofing are required.
- d. Any proposed development on potentially hazardous lands should require a technical study to be completed in accordance with **Section 5.2.6**. Said studies shall address means to eliminate or reduce risks to acceptable standards, as determined by Council and the appropriate Government Ministry or agency.

## 6. Development in Proximity to Highways and Railways

Provincial highways are identified in **Exhibit A: Future Land Use Map**. While there are currently no railway operations in the R.M., the following railway-related policies would apply in the event a railway is constructed.

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

## 4.4. Residential Development

Residential development within the R.M. is currently limited to farmsteads. The objectives and policies that follow are intended to encourage responsible residential development in appropriate locations.

### 4.4.1. Objectives

1. Support housing options for people of all life stages in a variety of settings across the R.M. that are planned in an environmentally and economically responsible manner.
2. Allow farmsteads and farm-related housing to support agricultural operations.
3. Allow limited non-farm housing that do not conflict with, fragment, or convert agricultural land.

### 4.4.2. Policies

1. The Zoning Bylaw shall regulate the standards and intensity of all forms of residential development throughout the R.M.
2. Residential development shall be located and designed to minimize land use conflicts, and to reduce servicing and infrastructure capital and maintenance costs.
3. One farm dwelling shall be permitted in association with an agricultural operation, while additional farm-related dwellings may be permitted, at Council's discretion, if legitimately accessory to the agricultural operation. The approval of additional farm dwellings shall not be construed, in any way, as consent or approval for future subdivision.
4. Subdivision of the initial farm dwelling shall be permitted provided that it complies with the regulations and standards of the Zoning Bylaw.
5. Including the initial farm-dwelling, subdivision of two (2) non-farm dwelling per quarter section may be approved provided that it complies with the regulations and standards of the Zoning Bylaw.
6. New non-farm residential development is encouraged to locate in or near Alida.
7. The Zoning Bylaw shall provide opportunities for the development and subdivision of multiple-lot non-farm dwellings by rezoning to the Rural Residential Zoning District.
8. The R.M. may require a Concept Plan and Supporting Studies / Technical Investigations to be prepared in support of any discretionary use or zoning amendment application for multiple-lot non-farm dwellings in accordance with **Sections 5.2.5 and 5.2.6** of this OCP.
9. Water supply and wastewater management systems, where provided, must be developed and operated in accordance with applicable Provincial standards.
10. Innovation in sustainable housing design and technology shall be encouraged.

## 4.5. Commercial & Industrial Development

Commercial and industrial development in the R.M. is primarily limited to agriculture and resource related industries. The intent of the following objectives and policies is to accommodate a diversity of commercial and industrial uses in appropriate locations that are beneficial and well suited to the R.M., while minimizing conflicts with agriculture and other land uses.

### 4.5.1. Objectives

1. Encourage compatible commercial and industrial development.
2. Encourage compatible farm and home-based businesses.
3. Enhance services and amenities that provide employment opportunities and contribute to tax revenues.

### 4.5.2. Policies

1. The R.M. should explore economic development initiatives that promote public and private investment within the region.
2. The Zoning Bylaw shall regulate the standards and intensity of all forms of commercial and industrial development throughout the R.M.
3. Commercial and industrial development shall be located where adequate road access, infrastructure, and services are either already in place or can be economically upgraded or extended to service the development.
4. The RM may enter into a road maintenance agreement with developers or operators involved in heavy hauling on municipal roads in accordance with *The Municipalities Act*.
5. Commercial and industrial development shall not have noxious impacts, including but not limited to noise, smell, dust, and pollution, on nearby agricultural or residential uses.
6. The Zoning Bylaw will include a range of uses that support agricultural productivity, the growth of agri-businesses, and that provide opportunities for tourism, recreation, and other commercial enterprises.
7. Farm and home-based businesses will be encouraged provided that they comply with the regulations and standards of the Zoning Bylaw.
8. The R.M. may require a Concept Plan and Supporting Studies / Technical Investigations to be prepared in support of any discretionary use or zoning amendment application for commercial or industrial developments in accordance with **Sections 5.2.5 and 5.2.6** of this OCP.

## 4.6. Infrastructure & Services

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

### 4.6.1. Objectives

1. Encourage a development pattern that optimizes existing infrastructure and services.
2. Ensure infrastructure and services are of appropriate standards throughout the RM.
3. Invest strategically in the economical and efficient delivery of new infrastructure and services.
4. Collaborate with governments, organizations, and stakeholders involved in delivering infrastructure, services, and utilities.

### 4.6.2. Policies

1. The R.M. should develop and maintain an Asset Management Plan that is in alignment with the OCP to take a proactive approach towards its infrastructure and investment planning.
2. The R.M. shall direct investments to priority infrastructure improvements when required provided that funds can be allocated appropriately.
3. The R.M. shall ensure that existing and future planned corridors and easements for public works are identified and adequately protected from incompatible development through the subdivision and development approval processes.
4. The R.M. should pursue appropriate and applicable Provincial and Federal funding programs.
5. The R.M. may use agreements allowed for under *The Act* such as those listed in **Section 5.2** to ensure they are not solely responsible for costs associated with the provision of infrastructure and services for subdivisions or developments and to ensure that services and facilities are installed to adequate standards.
6. The R.M. may require a technical study in accordance with **Section 5.2.6** to demonstrate the site suitability of a proposed subdivision or development, including whether there is sufficient availability and capacity of infrastructure and servicing to support the proposed use.
7. **Water & Wastewater**
  - a. All sewage and wastewater disposal methods shall comply with provincial regulations.
  - b. All subdivisions and developments shall require adequate water supply and wastewater disposal systems which meet the requirements of the Saskatchewan Health Authority or other applicable provincial agencies, and that do not adversely affect neighbouring properties.
  - c. The R.M. will require written evidence that the disposal method has been approved by Saskatchewan Health Authority or other applicable provincial agencies either as a condition of development permit approval or before a development permit for the use on the site is issued.

8. **Solid Waste Management**
  - a. Solid waste management shall meet all applicable provincial regulations.
  - b. The R.M. shall encourage the provision of adequate waste management facilities and may explore programs for recycling, composting, and the disposal of hazardous household items.
9. **Utilities**
  - a. The R.M. or any person proposing to connect new utilities should cooperate with SaskPower, SaskEnergy, TransGas, SaskTel, or any other utility provider to ensure the provision of their services are economical and efficient.
  - b. The R.M. shall ensure that existing investments in utilities are adequately protected from incompatible development.
  - c. The applicant of a proposed subdivision or development shall be responsible for the costs of connecting to any required utilities.
10. **Transportation**
  - a. RM roads will be maintained and upgraded in an economic manner according to their priority level.
  - b. Any subdivision or development shall require direct access to a developed road within a registered right-of-way to a standard that is adequate for the proposed use, as determined by Council.
  - c. New subdivision or development shall be encouraged to locate where access to an existing road of adequate standard already exists.
  - d. The applicant of a proposed subdivision or development may be responsible for the costs of upgrading or constructing any public roads that may be necessary to satisfy **Section 4.6.2.10.b.**
  - e. In accordance with The Municipalities Act and The Municipalities Regulations, the RM may enter into a road maintenance agreement with developers and operators involved in concentrated heavy hauling on municipal roads to help pay for the incremental costs of road maintenance, construction and repair.
11. **Community Services**
  - a. Encourage and support the continued joint use and operation of all public and private community facilities in the R.M. and nearby communities.
  - b. The R.M. will work with the Ministry of Education and the school divisions to support the provision of educational services within the region, including the use of lands dedicated as municipal reserve for new educational facilities if required.
  - c. The R.M. will continue to collaborate with emergency and health service providers on behalf of the residents of the R.M.

## 4.7. Heritage, Culture, & Recreation

The heritage and culture of the R.M. is rooted in the agricultural sector and its ranching history in particular, as well as in the traditions of the Indigenous people and European immigrants that have at one time settled in the region. Recreation within the R.M. is also deeply interconnected with the region's cultural and natural landscape. The intent of the following objectives and policies is to guide recreation development while respecting and enhancing the R.M.'s unique sense of place.

### 4.7.1. Objectives

1. Identify and protect cultural and heritage assets.
2. Preserve and enhance recreation assets and opportunities.
3. Continue to foster community pride, volunteerism, and inclusiveness.

### 4.7.2. Policies

#### 1. Heritage

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

#### 2. Culture

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

#### 3. Recreation

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

## 5. Implementation

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

### 5.1. Zoning Bylaw

The Zoning Bylaw will be the primary tool for implementing the objectives and policies of the OCP, and will be adopted in conjunction herewith by the R.M.

#### 5.1.1. Purpose

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

#### 5.1.2. Content & Objectives

The Zoning Bylaw will implement the land use policies contained in this OCP by prescribing and establishing Zoning Districts for a variety of land uses as well as preferred future development areas and restricted lands. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations and sizes, and any other relevant development standards in accordance with *The Act*.

#### 5.1.3. Development Permits

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

#### 5.1.4. Amending the Zoning Bylaw

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

## 5.2. Other Planning Tools

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

### 5.2.1. Subdivision Application Review

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

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

### 5.2.2. Dedicated Lands

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

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

### **5.2.3. Development Levies**

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

### **5.2.4. Servicing Agreements**

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

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

### **5.2.5. Concept Plans**

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

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

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

### **5.2.6. Supporting Studies & Technical Investigations**

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

### **5.2.7. Building Bylaw & Permits**

The purpose of a Building Bylaw is to regulate construction, repair and maintenance of buildings within the R.M. In Saskatchewan, the minimum standard for construction and renovation of buildings throughout the province is the National Building Code of Canada (NBC), the National Fire Code of Canada (NFC), and the National Energy Code for Buildings (NECB). The R.M. shall ensure these standards are achieved for the health and safety of the community through its building permitting process.

### **5.3. Inter-Municipal & Regional Collaboration**

For an R.M. where population is spread over a vast rural area, it is very important to work collaboratively with neighbouring municipalities, senior governments, and other partners in the region. These policies are intended to guide the R.M.'s collaboration within the following partnerships:

#### **5.3.1. Inter-Municipal Cooperation**

1. The R.M. will confer with the Village of Alida and its neighbouring Rural Municipalities to ensure lands of mutual interest are used and developed in a compatible and complementary manner.
2. Pursuant to *The Act* (s. 32.1), the R.M. may enter into an inter-municipal development or servicing agreement with another municipality to address issues that cross jurisdictional boundaries.
3. The R.M. will explore and pursue opportunities to facilitate coordinated regional initiatives including but not limited to:
  - a. Public health and emergency response services;
  - b. Improving regional transportation options (carpooling, ride sharing, etc.);
  - c. Investing in municipal infrastructure;
  - d. Recreational and cultural programming and facilities;
  - e. Environmental management and conservation; and
  - f. Renewable energy production.

#### **5.3.2. First Nation & Métis Relations**

1. The R.M. will promote communication and engagement with First Nation and Métis communities in the region in the spirit of reconciliation.
2. The R.M. will collaborate with First Nations and Métis communities on local and regional issues of common interest, including land use, and development, and Treaty Land Entitlement.
3. The R.M. acknowledges the duty to consult with First Nations and Métis communities about potential decisions or actions that may adversely impact Treaty or Indigenous rights.

#### **5.3.3. Provincial & Federal Interests**

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

## 5.4. Public Participation

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

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

## 5.5. Strategic Planning & Financing

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

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

## 5.6. OCP Monitoring & Performance

The OCP is intended to be a long-term policy document that guides decision-making for the next 20 years and beyond. However, it cannot be a static and inflexible document. As new issues, challenges, and opportunities emerge, Council may need to make changes to the OCP to ensure the R.M. stays on the desired track towards meeting its goals and objectives. For example, monitoring Provincial interest in boundary adjustments in rural areas could help the R.M. prepare if an adjustment were to occur. In addition to ongoing monitoring, it is recommended that the OCP be formally reviewed every five years to evaluate whether the goals and objectives remain relevant and that the policies are performing effectively.

### 5.6.1. Amending the OCP

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

### 5.6.2. Conformity with Provincial Land Use Regulations

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

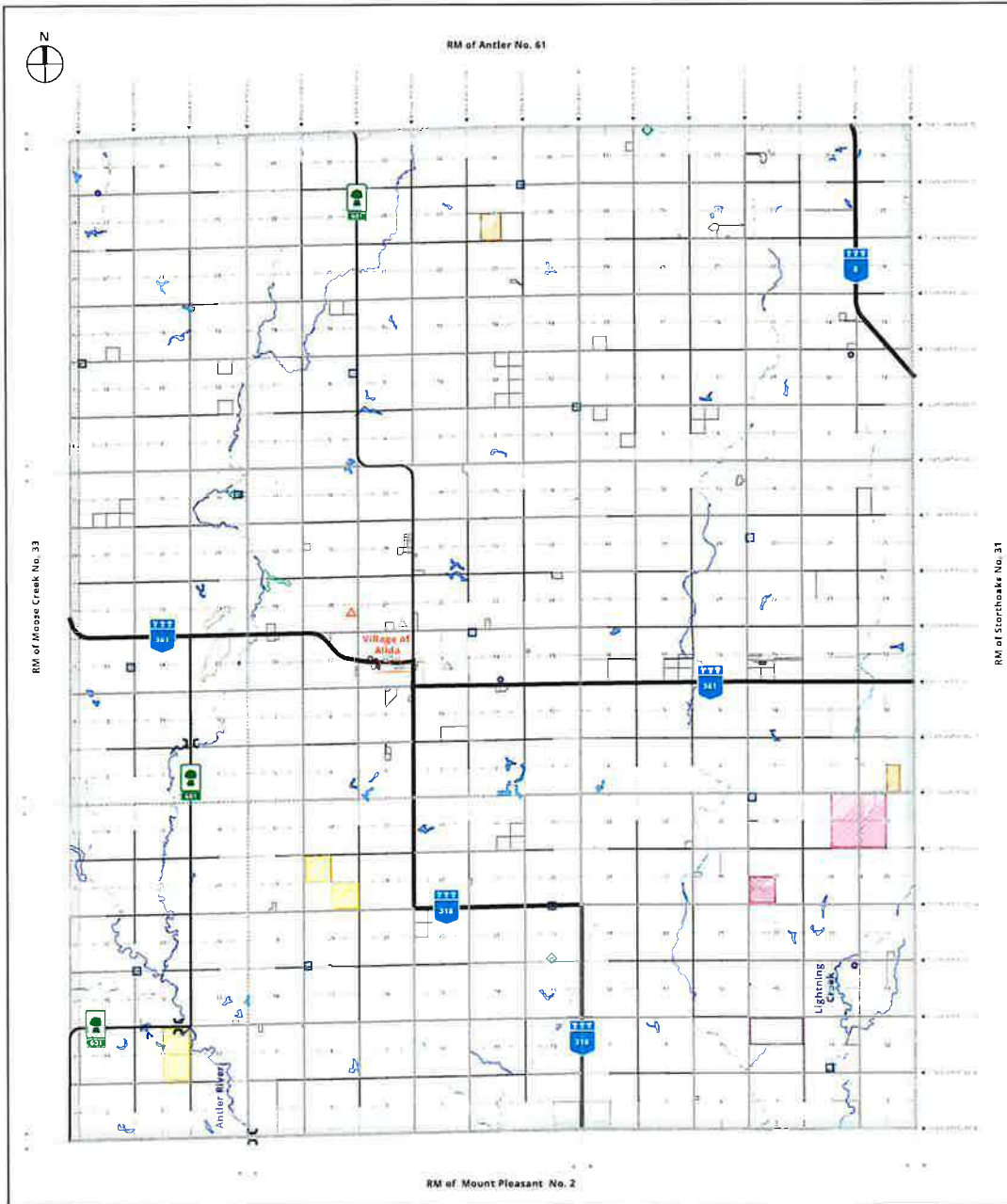
## 5.7. Future Land Use Map

**Exhibit A: Future Land Use Map** is attached to and forms part of this OCP. It is a general illustration of the R.M.'s existing land use and development patterns. Any proposed development or use that contradicts any objective or policy of the OCP in relation to the **Future Land Use Map** will require an OCP amendment in accordance with **Section 5.6.1**.

## Exhibit A: Future Land Use Map

Exhibit 'A' of Official Community Plan Bylaw No. 5-22

RM OF RECIPROCITY NO. 32 | FUTURE LAND USE MAP



**LEGEND**

- Transportation**
- Provincial Highway
  - Municipal Highway
  - Gravel Road
  - Bridge
- Natural Features**
- Creek / River
  - Slough / Lake
  - Wetland
  - Organic Land
- Ministry of Environment**
- Fish and Wildlife Development Fund Land
  - Wildlife Habitat Protection Area
  - Conservation Easement
- Community Amenities**
- Well
  - School
  - Cemetery
  - Active Transfer Station
  - Inactive Transfer Station
- Administrative**
- RM Boundary
  - Alida
  - Property Line
  - Pending TLE Land

**LOCATION**



**SCALE**

