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**Village of Quill Lake**  
**Official Community Plan**

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# Village of Quill Lake

## Bylaw No. 5-11

### A BYLAW TO PROVIDE FOR THE ADOPTION OF AN OFFICIAL COMMUNITY PLAN

**Whereas** the Council of the Village of Quill Lake has authorized the preparation of an official community plan for the Village in consultation with Holly Sovdi, 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 Act* provides that an official community plan must be adopted by bylaw, in accordance with the public participation requirements of Part X of *the Act*;

**Whereas**, in accordance with Section 207 of *the Act*, the Council of the Village of Quill Lake held a Public Hearing on September 13, 2011, in regards to the proposed bylaw, which was advertised in a weekly paper on August 12 and August 19, 2011, in accordance with the public participation requirements of *the Act*;

**Therefore**, the Council for the Village of Quill Lake in the Province of Saskatchewan, in open meeting hereby enacts as follows:

1. This bylaw may be cited as "The Village of Quill Lake Official Community Plan".
2. The Official Community Plan of the Village of Quill Lake is adopted to provide a framework to 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.

SEAL

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MAYOR

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ADMINISTRATOR

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## Introduction

This Official Community Plan is adopted by the Village of Quill Lake, in accordance with sections 29 and 35 of *The Planning and Development Act*, (the Act) to provide a framework of goals, objectives and policies to guide the management and use of land, along with its future development, within the Village limits. This Plan is designed to assist decision makers in securing the future and current goals of the community while evaluating the future effects of decisions regarding land use planning.

The Village of Quill Lake recognizes the importance of a Plan in order to position itself in such a way that there is planning for growth in population, the economy and opportunity. The Official Community Plan (OCP) will:

- Prioritize future decisions and actions;
- Foster consistency among administration and Council decisions around both strategic planning and future direction;
- Identify population/demographic shifts;
- Manage Village priorities; and
- Provide a long-term Plan that strengthens the Village's role as a regional hub for both economic and social activities.

## Scope

The policies and statements of this Official Community Plan shall apply to the incorporated area of the Village of Quill Lake. However, consideration must be made with regard to lands immediately adjacent to the Village boundaries in light of future development and potential annexation. All development shall conform to the objectives and policies contained in this Official Community Plan.

## Authority and Mandate

Section 32 of the *Planning and Development Act* states that an official community plan must incorporate applicable provincial land use policies and statements of provincial interest, with respect to:

- Sustainable current and future land use and development in the municipality;
- Current and future economic development;
- The general provision of public works;
- The management of lands that are subject to natural hazards, including flooding, slumping and slope instability;
- The management of environmentally sensitive lands;
- Source water protection; and
- The means of implementing the official community plan.

An Official Community Plan may also include:

- Statements of policy regarding sustainable current and future land use and development in the Municipality;
- Policies regarding the coordination of municipal programs relating to development;
- Policies regarding the use of dedicated lands;
- Concept plans, pursuant to the Act;
- A map or series of maps that denote current or future land use or policy areas;

- Any other statements of policy relating to the physical, environmental, economic, social or cultural development of the Municipality that Council considers advisable; and
- Policies that address the coordination of land use and development, future growth patterns and public works with adjacent municipalities.

## Background

### History

The Village of Quill Lake is located along the Canadian National Railway tracks that run along the north end of the Quill Lakes. The “Quill Lakes” have been well-known as nesting grounds for wild geese. In the village’s earlier days, the use of the Lakes as a nesting grounds in the summer months resulted in a very deep carpet of quills and down on an annual basis – hence the name ‘Quill Lakes’ for the water bodies. When the area was first being settled, the pioneers exported the quills for their use as writing utensils. It is because of the considerable consignment of these quills that Quill Lake derived its name. R.A. Gordon, who was one of the first men to acquire a homestead in the present Village area, suggested the name for the post office as “Quill Lake” in 1903 – the Department agreed. However, the location of Mr. Gordon’s post office was approximately a mile and a half from the Villages current site and consisted of only the Post Office and a one room log school.

After the railway came through, a new hamlet named Lally (named after a railway official) started to take shape beside the tracks. It is interesting to note that the Train literally ran through Quill Lake at this time – in order to board the train as a passenger, one had to flag it down. As is the story in many rural Saskatchewan towns and villages, a number of shops and services took shape once the railroad laid stake. The businessmen in Lally objected to travelling a mile and a half to the post office and petitioned the Department to have it moved to Lally with Theodore Rasmusson as postmaster. The request was granted by the Department, and in 1905, the new post office was established in Mr. Rasmusson’s Hardware Store.

The Village of Quill Lake incorporated in 1906 with Mr. W.L. MacKenzie the first overseer. As early as 1907, sidewalks were under construction and the planting of trees had started to take place in order to improve the aesthetics of the Village. Drainage ditches were dug and “undercrossings” constructed for water services purposes. 1908 saw the construction of a one-room frame building built on the south side of the Village, which served the community as a school from 1908-1914.

The area gained exposure on July 24, 1922 when a meteor plunged from the sky into Big Quill Lake. The explosion shook the district for approximately 20 miles around and clouds of steam arose from the lake for some time after it had sunk in the water.

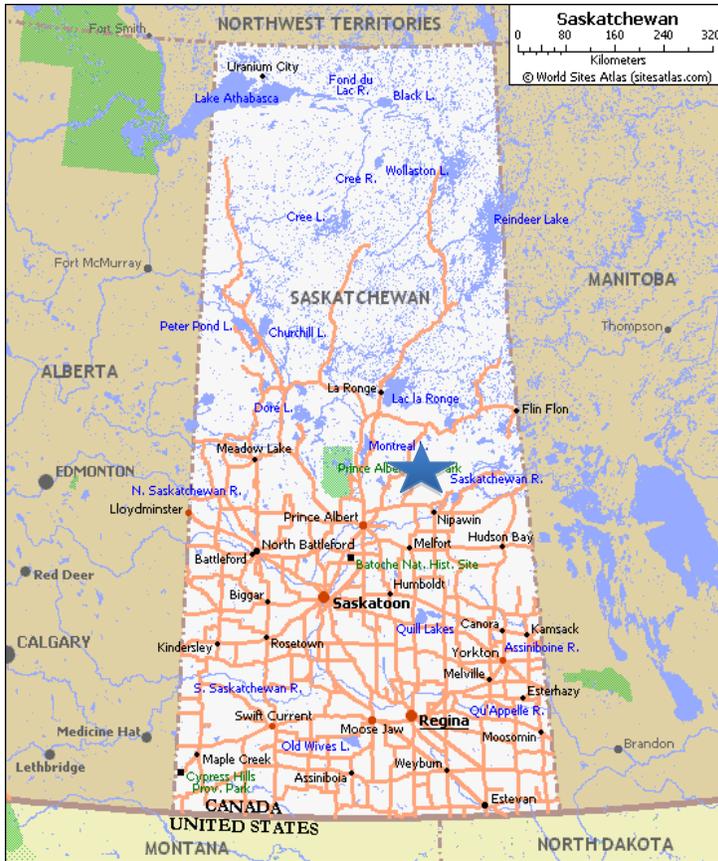
Since its inception, the Village of Quill Lake has grown and sustained itself as primarily an agricultural community – with a primary focus on ‘community’.<sup>1</sup>

### Site and Situation

Located in east-central Saskatchewan by the large Quill Lakes, The Village of Quill Lake is generally equidistant between three major centres in the Province:

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<sup>1</sup> Historical information adapted from “With Quill in Hand” – Quill Lake & District – Vol. I: 1903-1983



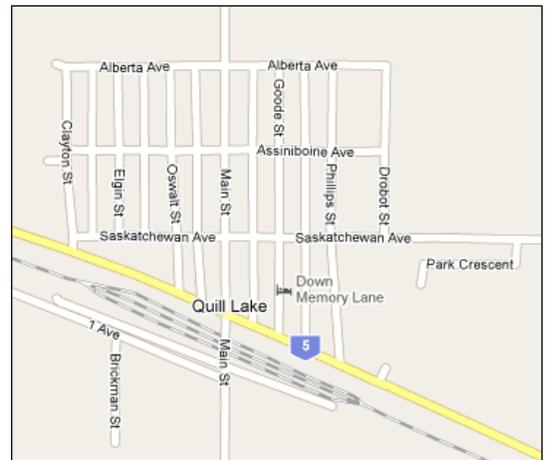
1. 215km north of Regina
2. 190km east of Saskatoon
3. 180km west of Yorkton

The Village’s location by the Quill Lakes lies in an area that is a designated Western Hemisphere Shorebird Network Site (WHSRN) where many migrating shorebirds take refuge during long migrations. The Village’s proximity to this migratory path gave the Village the title of “Goose Capital of Saskatchewan”. The area is also well known for its hunting opportunities during the regulated hunting season.

The Village itself is laid out in the typical rural settlement pattern of many hamlets, villages and towns that took

shape in the early 1900’s – the grid pattern. The grid pattern indicates that the roads run at 90 degree angles from one another, which can be clearly seen from a map of the Village (shown on the left).

Located along Highway #5, Quill Lake is within of the Rural Municipality of Lakeside #338 and is the second largest establishment in the RM next to Watson. The arrival of the CNR line fostered much economic growth for the agricultural industry. The Village Site is now 1.30 km<sup>2</sup> - but the infrastructure, services, programs and businesses serve a much larger area in east-central Saskatchewan.



As a result of its central location and a strong provincial economy, there is potential for population and job growth in the Village and area. Therefore, the proper thought process and execution of both an Official Community Plan and Zoning Bylaw will allow the Village to regulate its growth in a sustainable fashion.

## Vision, Goals & Principles

### Vision

**"A centrally located community with opportunities.  
A community of choices"**

### Goals

The goals for the future development of the Village of Quill Lake are:

- To strengthen the Village's role as a *Regional Hub* where people can live, work, learn and enjoy recreation.
- To maintain or improve upon the Village's current *Quality of Life* by fostering an environment that offers: high levels of safety and protection, recreational opportunities (both passive and active), a healthy lifestyle, social programming & spaces, a mix of affordable housing options and strong employment opportunities.
- To *Cooperate and Collaborate* with other groups, agencies, institutions and governments, both within and beyond the Village.
- To foster *Economic Growth* by attracting and providing opportunities for commercial and industrial development and through the provision of regional economic opportunities.
- To attract *Sustainable Development* that makes efficient use of land and municipal infrastructure.
- To achieve a *Diverse, Healthy and Sustainable Economic Base* on which the community can build upon.

### Guiding Principles

Planning is a shared responsibility among provincial and municipal governments and individuals. Strong communities embrace the principle of shared responsibility, where citizens and elected officials are responsible for stimulating and sustaining the environment and economy where individuals and governments are accountable for decisions and actions, in a spirit of partnership and open cooperation. These guiding principles are broad statements intended to assist local decision makers as they consider the impact of their choices both on a local basis and regional basis.

#### ***Balance of Interests and Flexibility***

Planning decisions should consider and balance the interests of all stakeholders. This will involve understanding the effect of development decisions on the cultural, natural, social and economic environments. There may be situations where one interest outweighs another and tradeoffs may be necessary. Council will apply this flexibility to determine an outcome that is in the best interests of the community, region, province and country.

#### ***Sustainability***

The community needs to consider a balance with regard to their decisions on the management and development of our resources and economy. Decisions will be made with consideration to the requirements of present and future generations ensuring a healthy, prosperous, livable community. Conservation, reclamation, rehabilitation, mitigation and prevention are all tools that could be employed to ensure that growth and development are

sustainable. The application of sustainable planning, development and production practices benefits everyone and demonstrates commitment to the global community.

### ***Accessibility***

Accessibility is key to ensuring a high quality of life for residents. Accessibility for Quill Lake means opportunities for employment, housing, recreation, health care, services and education are accessible to as many residents of the Village as possible. Accessibility will be considered by Council in all applicable decision-making processes.

### ***Mutual Respect***

Mutual respect between and among stakeholders is fundamental to good planning. Part of that mutual respect is developed through communication and interaction. Differences in status, culture, traditions, social and economic views, and values must be respected as we plan together to create a community. The needs and views of all people must be mutually respected as Council works together with the community in the management of common resources, and the development of economic, social and environmental opportunities.

### ***Cooperation***

Cooperative planning maximizes the use of people and resources. Planning in collaboration with multiple jurisdictions and sectors allows for greater access to resources, a larger resource base, shared responsibility and wealth, and increases the opportunity for growth and success across regions. Cooperation and collaboration has the ability for communities to ensure there are no or minimal duplication in services and delivery of programs.

### ***Consultation***

Consultation is integral to the development of a successful community that fits the geographic location, its demographics, its natural resources and its people. Quill Lake is committed to providing opportunities for active and meaningful consultation with all segments of the community. The Village will engage the community in the preparation of plans to guide land use and future development, and to communicate with the public as development opportunities are considered. The process, notification period and appeal mechanisms will be clearly outlined in planning documents. The Village will encourage developers to also engage the public in a discussion, work to avoid conflicts and resolve issues as they arise. Consultation and cooperation in resolving land use issues between municipalities or other jurisdictions is essential to facilitate development.

### ***Initiative and Enterprise***

Success is achieved by combining planning with individual initiative and enterprise. Planning provides direction and timing for infrastructure development to support individual business decisions. Council recognizes that opportunities may be missed if infrastructure is not available in a timely manner. Council is committed to ensuring that the local land use decisions support enterprise and initiative. Council will negotiate fairly with developers to ensure that the cost of development is appropriately borne by those who benefit.

### ***Learning and Innovation***

Planning involves a process of learning and analysis. The Village accepts responsibility for gathering and understanding information as it relates to development decisions. The application of innovative solutions to planning issues will be carefully considered to provide opportunities for successful development that might not have otherwise occurred.

### **Incorporation of the Vision, Goals & Guiding Principles into the OCP**

The Vision, Goals and Guiding Principles support the development of sustainable communities and the incorporation of the three pillars of sustainability. The 'Pillars' involve the integration of 'Social', 'Economic' and 'Environmental' variables into the decision-making process for community change and development. The challenge is maintaining the quality of life of Village residents in a sustainable manner. The Official Community Plan creates a roadmap for decision-making that will manage and direct growth within the Village.

# Sustainability

## Introduction

The OCP will be used as a guiding document for Council, Village Administration, developers, businesses and residents to make decisions pertaining to growth and development over the next 20 years and beyond. Decisions made by Council will reflect the “three pillars” approach to sustainable development. These “three pillars”<sup>2</sup> are as follows:

### *1. Social/Community Sustainability*

Social sustainability refers to a concept where future generations should have the same or greater access to social resources as the current generation (“inter-generational equity”), while there should also be equal access to social resources *within* the current generation (“intra-generational equity”).

The Village of Quill Lake is to be designed to provide residents with quality and affordable housing, employment opportunities, education, health care, essential goods, public amenities and services, and infrastructure to ensure their basic needs are met. Not only is it important to ensure their basic needs are met, but it is important to nurture a healthy and vibrant social network within the Village. It is this social/community network in which relationships are developed, interpersonal skills are honed and maintained and support networks are created. It is the strength of these networks that can determine the strength of the community and its ability to survive and thrive!

### *2. Economic Sustainability*

The Village of Quill Lake is to be designed in such a manner that the costs of building, operating and maintaining all infrastructure and services are affordable and will not become a burden on future generations. This can be achieved through various means, including the: encouragement of community growth and a diversified economy; creation and maintenance of healthy business/services infrastructure; examination of non-traditional forms of economic tourism to the area, and; the adoption of well connected, efficient land use structures.

### *3. Environmental Sustainability*

The Village of Quill Lake is to be designed to: minimize air, water & soil contamination, reduce resource consumption & waste, minimize impacts on wildlife and protect the natural ecology that supports all life in the Village and surrounding area. Environmental sustainability can be achieved through the retention of the Village as a compact community while maintaining the environmental resources that exist within its boundaries. For example; existing and future open spaces, green spaces, retention ponds and other ‘natural-appearing’ features in the Village of Quill Lake have the potential to be integrated into everyday and recreational elements.

## Objectives

The Village of Quill Lake’s sustainability and growth management objectives are to:

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<sup>2</sup> As defined by the United Nations General Assembly, 2005 World Summit Outcome

1. Define 'sustainability' and what it means to Council, Village Administration and the residents and to ensure that decisions regarding future development include the 'pillars of sustainability'.
2. Demonstrate leadership towards creating and implementing sustainable practices throughout the Village.
3. Partner with other Villages and Municipalities whom will assist the Village in achieving sustainability objectives.
4. Adopt an approach to achieving sustainability that is forward-looking, responsible, adaptive, innovative and integrated.
5. Provide a social hub where all residents can come together in a 'neutral environment' to interact and develop relationships with one another.
6. Foster, support and develop a healthy economy while maintaining the integrity of the Village's history and the elements that contributed to the Village's current success.
7. Minimize air, water and soil contamination, reduce resource consumption & waste, minimize impacts on wildlife and protect the natural ecology of the Village and surrounding area.

## Policies

The Village of Quill Lake will:

1. Demonstrate leadership in sustainability and invest in the community by providing good governance, decision-making and taking action to advance sustainability through Village-led initiatives.
2. Ensure all growth pays for itself and will not be a burden on the existing ratepayers, and recognize the desirability of inter-generational equity.
3. Develop a sustainability checklist for rezoning and development permit applications. This checklist needs to include social, economic and environmental priorities of the community.
4. Encourage landscaping initiatives that buffer the harsh elements of wind, cold and sun – which can reduce overall heating and cooling costs.
5. Encourage new building/home design features that reduce energy needs.
6. Consider the use of Village-owned properties for community garden use.
7. Aim to meet a wide range of recreational, cultural and community needs to increase the levels of community wellness.
8. Attract, respect, honour and celebrate the diversity of the population.
9. Encourage the establishment of businesses that serve the local market area and use locally-produced goods and services.
10. Support initiatives that build awareness and showcase events that build local capacity around green business practices, organic farming, composting, green buildings/renewable materials, alternative energy, etc.

## Future Land Use

The future land use section designates land use policy areas for the Village. The Future Land Use Map (Appendix A), reflects the pattern of existing land use that originated with subdivision and development, and designates future land use, complemented by specific policies. The designation of land uses reflects the Village's perspective on community development and provides a framework for decision-making. Any development within these areas will be subject to specific zoning controls and site review. The designations and the objective of each are as follows:

**Residential** - reflects areas for future residential growth.

**Commercial** - reflects areas for commercial growth. Commercial growth will occur within two separate designations:

- Main Street Commercial; and
- Highway Commercial.

**Industrial** - reflects areas for industrial growth.

**Community Service** - reflects areas intended to accommodate major institutional uses, recreational uses and public works. This use may occur in any neighbourhood where it is compatible with the character of the area, but this designation is typically reserved for key Village facilities. Lands that are dedicated as environmental reserve or municipal reserve due to environmental sensitivity, or as identified as hazardous land will also be designated within this category.

**Urban Holding** - applies to land that may not be responsibly or feasibly developed without substantial infrastructure expansion or the prior development of other lands. Existing uses will be provided for; however, no additional development is permitted that may jeopardize the future development of the land for urban uses. Generally, land will be removed from this designation after completion of appropriate infrastructure and approval by council.

## Community Concept Plans

The development of new areas shall be in accordance with Concept Plans, adopted pursuant to *Section 44* of the *Planning & Development Act*, which are attached to and form part of this Official Community Plan as Appendix B.

## Residential

### Introduction

Residential development in the Village of Quill Lake is expected to increase from its current 200 dwellings over the next five years. Eighty-six percent (86%) of the current supply of housing in the Village was constructed before 1986, which reflects an older (but well-maintained) housing stock.<sup>3</sup> The demand for affordable homes as well as higher density adult-oriented housing is high and will likely remain so. A large segment of the population is beginning to reach the age of retirement; therefore, the demand for higher density, communal-style housing options will continue to increase.



### Objectives

1. To define suitable future residential development areas, identify a servicing and subdivision sequence for development and to ensure that new residential development is consistent with the Village's long-term infrastructure plans.
2. To provide a variety of residential dwelling styles in a planned and cost effective manner.
3. To work in concert with the Village's Building Bylaw to ensure that dwellings and buildings are constructed and maintained to acceptable and safe standards, as defined in the *National Building Code of Canada (NBC)*.
4. To provide for the development of affordable housing at a level appropriate to the demand.
5. To encourage the development of assisted-living projects for seniors.
6. To encourage residential development that is energy efficient.

### Policies

1. The Future Land Use Map (Appendix A) will direct the development of residential and compatible land uses to accommodate a variety of housing forms provided for within the Zoning Bylaw No. 6-11.
2. Future residential growth area "A", as indicated in the Future Land Use Map (Appendix A), will accommodate immediate residential growth.
3. Future residential growth area "B", as indicated in the Future Land Use Map (Appendix A), will accommodate medium term residential growth, once growth area "A" is more than 75% developed.
4. Future residential growth area "C", as indicated in the Future Land Use Map (Appendix A), will accommodate long term residential growth, once growth area "A" is built out and growth area "B" is more than 75% developed.

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<sup>3</sup> *Statistics Canada, Village of Quill Lake Community Profile. 2006.*

5. In planning new residential areas or rezoning portions of land for residential use, Council will have regard to:
  - Compatibility of adjacent land uses;
  - Avoidance of environmentally sensitive and/or hazardous areas;
  - The ability of the Village to provide cost effective municipal services;
  - The impact on financial and capital planning by the Village;
  - Zoning, subdivision design, street layout, and site planning;
  - The use of natural topography and drainage patterns to minimize the cost and risks associated with storm drainage; and
  - Provision to dedicated lands pursuant to the *Planning and Development Act*.
6. Council may acquire and subdivide land for residential purposes where there is a need to expedite land for future expansion.
7. The Village will support affordable housing by:
  - Identifying appropriate locations for its development;
  - Assisting in the development review process; and
  - Participating in affordable housing projects where appropriate and within financial capabilities.
8. Council will direct multi-unit dwellings to sites that are considered to be compatible with adjacent residential development, having regard to suitable street and vehicular access and as regulated by the Zoning Bylaw No. 6-11.
9. Infill residential development will be supported to maximize the use of existing infrastructure and services.
10. Where there is subdivision of land, any area that is determined to be hazard land will be designated as environmental reserve in accordance with *The Planning and Development Act*.

## Commercial

### Introduction

According to Statistics Canada (2006), 125 of the 401 residents of Quill Lake are employed; 15 are unemployed; and 185 are not in the labour force. The top job sectors in the Village are in manufacturing, agriculture, business, followed by retail. As such, the Village of Quill Lake recognizes and values business development as vital to strengthening the character of the community as a way of inspiring and attracting residents to live, work, learn and play within the Village. The development and diversification of business is important to the economic stability and long-term viability



of the Village. To this end, there is a need to maintain a strong Main Street for the benefit of existing businesses as well as to provide opportunities for the growth of a variety of new commercial and industrial land uses.

There are two Commercial designations within the Village of Quill Lake:

#### *Main Street Commercial District*

Business expansion should endeavor to concentrate retail uses along Main Street, provide a linkage with attractive and functional highway commercial development at the entrance to the community, and be of scale and character that complements the existing land use pattern of the Village.

#### *Highway Commercial District*

The Village of Quill Lake recognizes and values business development as vital to strengthening the character of the community and as a way of inspiring and attracting residents to live, work and play within the Village. The development and diversification of business is important to the economic stability and long-term viability of the Village. To this end, there is a need to provide for commercial uses that require large sites and highway or arterial road access along the service roads adjacent to Highway #5. By directing highway commercial uses to such areas, the potential for traffic through residential areas is reduced. The Future Land Use Map (Appendix A) identifies suitable areas for future highway commercial development.

Land with highway access is most suitable for business devoted to the travelling public. Such businesses have the ability to encourage visitors to stop and stay within the Village. In this respect, light industrial and storage uses should be located in areas further from the highway rather than immediately adjacent to the highway. The land adjacent to Highway #5 and the entrance to the Village is highly important as it is the 'gateway' into Quill Lake.

### Objectives

1. To develop and promote a vibrant, attractive and strong Main Street that functions as the heart of the community and the hub of commercial business.
2. To encourage diversification and development of new business primarily along Main Street.

3. To provide support for business development that maximizes the use of existing infrastructure and reduces the need for road development and servicing upgrades.
4. To ensure an available supply of land for commercial development along Main Street and along Highway #5.
5. To allocate land for new highway commercial uses along Highway #5.
6. To encourage a visually appealing highway commercial area.

## Policies

1. The land shown as Main Street Commercial District on the Future Land Use Map (Appendix A) identifies the location for future retail and other core commercial uses.
2. Council will promote the Village of Quill Lake as the place for new businesses and partner with other regional agencies to market these opportunities.
3. Council is committed to strengthening the viability and vitality of Main Street by:
  - Enhancing the aesthetic appearance of Main Street and providing public amenities;
  - Facilitating development along Main Street through the purchase or exchange of land, on a case-by-case basis within the Village's financial capability; and
  - Considering assisted seniors' housing projects.
4. The area shown as Highway Commercial District on the Future Land Use Map (Appendix A) identifies the location suitable for current and future highway commercial development.
5. New highway commercial development requiring rezoning of land will be evaluated based on the following factors:
  - Consistency with the Future Land Use Map (Appendix A);
  - Site planning and land use compatibility with existing development;
  - The provision of municipal services, as cost that can be borne by the development; and,
  - Provision for safe movement and integration of vehicular traffic on local streets and with controlled access to the highway.
6. To ensure an active Main Street commercial area, the highway commercial district will only provide for commercial uses that are oriented to the highway, encouraging non-highway commercial uses to locate along Main Street.
7. Where there is subdivision of land, any area that is determined to be hazard land will be designated as environmental reserve in accordance with *The Planning and Development Act*.

## Industrial

### Introduction

The Village of Quill Lake recognizes and values business development as being vital to strengthening the character of the community and as a way of inspiring and attracting residents to live, work, learn and play within the Village. The orderly development and diversification of business is important to the economic stability and long-term viability of the Village. To this end, there is a need to support the industrial sector as a key element for promoting diversification and creating new employment opportunities. The common industrial uses include outside storage of industrial/construction equipment, outside storage of products and materials, industrial operations with limited servicing requirements, and warehousing.



It is important that compatible industrial development be concentrated in these areas in order to minimize land use conflict and provide for economies of scale regarding the provision of industrial levels of servicing and access.

### Objectives

1. To attract new industrial and manufacturing operations in support of diversifying the local economy.
2. To designate areas suitable for orderly and economical industrial development.

### Policies

1. The Future Land Use Map (Appendix A) identifies areas appropriate for future industrial development. Future industrial rezoning and subdivision will be considered based on:
  - Land use compatibility with existing development;
  - The ability of the Village of Quill Lake to provide efficient and economical municipal services;
  - Impact on financial and capital planning by the Village;
  - Site suitability and planning aspects including screening, vehicular access, and traffic safety;
  - Potential for nuisance related to noise, odours, dust or pollutants;
  - Appearance of the property resulting from business related use and structures; and
  - Appropriate development standards provided by the Zoning Bylaw No. 6-II.
2. Where necessary, The Village of Quill Lake may acquire land for industrial development through purchase or exchange.
3. A broad range of industrial and service uses will be accommodated in industrial areas. Uses that are potentially hazardous or noxious in nature will be considered as discretionary uses, controlled by development standards and regulations contained in the Zoning Bylaw No. 6-II.

4. Where there is subdivision of land, any area that is determined to be hazard land will be designated as environmental reserve in accordance with *The Planning and Development Act*.

## Community Services

### Introduction

In order to work toward the Village of Quill Lake's vision, the Village must provide for a variety of public and community services. These services are utilized by existing and new members of the community and also provide many benefits to the surrounding rural areas. Council believes that providing access to a variety of community services is important to maintain the quality of life for all of its residents. Education and library services, health and home care, social services, emergency and protective services, and housing for seniors are examples of services that are important for the community. While the Province of Saskatchewan provides many of these services, through local boards the Village of Quill Lake can support the development and integration of these public services by coordinating with new residential development through the provision of administrative assistance and support.



Health care services are offered at the Quill Lake Medical Clinic and ambulance services are provided by the Saskatoon Health Region and Quill Plains Ambulance service. The Quill Lake First Responders offer emergency medical care in the Village. Maintaining medical service is important to the social and economic functions of the community and is a primary concern for the Village, especially with the aging demographic of its residents.



Primary and secondary educational services are administered by the Horizon School Division No. 205. Enrollment is expected to remain stable, which means the current services and infrastructure for the schools may also remain. An informal joint-use agreement exists between the school and the Village for the sharing of leisure and recreational facilities within the Village. In addition, the Quill Lake Playschool offers programs for children up to the age of 5 years. The Village also maintains the Quill Lake Public Library.

Council is committed to ensuring that the community is adequately protected and responsive in the event of an emergency. Protective services include fire, police, ambulance and other emergency measures. Fire protection is provided by volunteer fire fighters under the direction of the Quill Lake Volunteer Fire Department. The Village cooperates with neighbouring municipalities to provide fire protection for the community and surrounding area. Law Enforcement is provided by the Wadena detachment of the Royal Canadian Mounted Police (RCMP).

Maintaining park space and assisting in the provision and programming of recreational facilities is a priority to the community. Recreational open spaces, parks, facilities and programs are something that Quill Lake identifies as an asset to the residents of the Village as well as the Region. The success of their home-grown athletes and teams is a source of pride among the residents of the community.

Furthermore, the Village acknowledges that it has untapped tourism potential through such means as bird watching, elk and buffalo farm tours, hunting opportunities and the Quill Lakes.

### Objectives

1. To support community service delivery agencies in the provision of services, and where appropriate, to assist in programming services to the public.
2. To work in conjunction with other municipalities and service delivery agencies in the joint provision of protective services.
3. To provide recreational facilities, parks and outdoor recreation spaces that meet the diverse need of the community.
4. To work in conjunction with other municipalities and other service delivery agencies for the joint provision of recreation facilities, parks, open spaces, programs and services.
5. To partner with the RM of Lakeside No. 338 to explore options for investing in tourism within the Village of Quill Lake and the surrounding area.

### Policies

1. Proposed public service developments will be evaluated based on:
  - Location, site layout and proper vehicular access;
  - The compatibility of land use;
  - The provision of adequate municipal services; and
  - Development standards provided by Zoning Bylaw No. 6-11.
2. The Village of Quill Lake will continue to maintain and improve the quality of existing parks, playgrounds and open spaces.
3. The Village will work with the local Board of Education supporting:
  - The development and maintenance of park space adjacent to the school sites; and
  - The joint use of school and community facilities as a means of providing cost efficient services to the public.
4. Community beautification will be a focus in developing and maintaining public spaces with particular attention to maintaining aesthetically pleasing entrances into the Village.
5. Council will partner with the RM of Lakeside No. 338 to undertake a tourism plan that will provide strategic recommendations on tourism opportunities that could be developed and promoted.

## Environmental Management

### Introduction

The Village of Quill Lake boasts a healthy, aesthetically pleasing environment. Council is committed to ensuring the long-term vision of sustainability and will integrate the natural landscape into the plans for the community. Council realizes its role and responsibility for the stewardship of the environment, and the OCP and Zoning Bylaw are vital documents for controlling the use of land for providing for the amenity of the area within the council's jurisdiction and the health, safety and general welfare of the inhabitants of Quill Lake.



Managing local environmental resources such as the natural sloughs, creeks and coulees, trees and natural vegetation are important in protecting the local environment as well as maintaining community aesthetics. Minimizing development impacts on environmentally-sensitive areas needs to be considered in future planning.

The importance of sustainability is reflected through the Village's relationship with its *environment* and the willingness and commitment to build upon the current environmental initiatives. The Village is proudly involved in offering the following environmental initiatives:

- Quill Lake School Recycling Program
- Member of the Regional Authority of Carlton Trail (REACT) Waste Management initiative

### Objectives

1. To provide an environmentally safe, sustainable and visually pleasing community.
2. To ensure sound management of land and water resources.
3. To protect wildlife habitat, wetlands, trees and important natural vegetation in the community.
4. To ensure appropriate investigation by a developer before allowing development on environmentally-sensitive lands or allowing development which may be unsafe to residents or those employed in the Village.
5. To minimize the short and long term environmental and economic costs of Village waste management and recycling.

### Policies

1. The three major groups of Environmentally Sensitive Land and Uses consist of:
  - i. Areas with significant natural features or ecological functions, including (but not limited to): wet organic soils, swamps, shallow aquifers, aquifer recharge areas, slope instability, flooding or other land considered by Council to pose a hazard;

- ii. Land which is unsuitable for all, or most new development due to proximity to major utilities or transportation activities including (but not limited to): sewage lagoons, landfills, major high pressure transmission pipelines, airports, major railways, heavy industrial areas; and,
    - iii. All areas identified by Federal or Provincial government agencies as important for the maintenance of wildlife, fisheries or for artifacts, lands or buildings of historical significance or ecological integrity.
  2. The Village will assist the appropriate agencies to identify contaminated sites that may exist in the community and cooperate on the development of appropriate mitigation plans for those sites.
  3. Environmentally Sensitive Land Identification:
    - i. Within 60 metres of any unstable slopes;
    - ii. Within 150 metres of the public well owned by the Village;
    - iii. Within 60 metres of any water body that may be subject to flooding.
  4. Natural areas are an important land use and will provide a means of protecting the environment and improving the aesthetics of the community. Wetland areas along the sloughs and creeks will be protected, enhanced and integrated with recreational use and open space development. Future development will not alter the configuration of natural areas other than by the addition of appropriate structures to enhance the use of the site (i.e. walkways, pedestrian bridges, boardwalks and/or retaining walls).
  5. The Village of Quill Lake will continue to work with organizations, agencies and nearby municipalities in providing and enhancing effective waste management and environmental protection.
  6. The Village will support the proper and safe disposal of sewage, solid and industrial wastes.

## Heritage

### Introduction

Heritage resources, including specific buildings, forms of architecture, and archeological or cultural sites, are an important component of the community character. Historical buildings are a representation of the past, which can enhance tourism, economic development and resident pride in the Village and its history. The Village of Quill Lake is committed to identifying, preserving and enhancing heritage resources.

Heritage buildings that provide an opportunity for restoration and adaptive reuse are assets that add value to the community in total assessment. The Heritage resources of the Village enhance the aesthetic character and may be a contributor to the Tourism industry.

The Village of Quill Lake has one municipally-designated heritage building – St. Michael’s Anglican Church. Built between 1907 and 1913, the wood building reflects Gothic Revival Architecture and maintains its original fieldstone foundation and was designated a heritage building in 2000. Throughout its history, the church has also been used as the Quill Lake United Church and the Quill Lake Methodist Church.



### Objectives

1. To recognize historical places, markers, burial grounds, and archeological sites.

### Policies

1. The Village will designate additional properties under the following criteria:
  - Clear and documented historical significance is provided to Council; and
  - The building is of Architectural significance or interest.

## Economic Development

### Introduction

There is a desire to promote the Village of Quill Lake as a favourable place for individuals and businesses to locate and to provide a diversity of employment, recreational and social choices.

Agriculture has historically played and continues to this day to be a large part in the economy of the Village of Quill Lake. According to Statistics Canada, its economy is currently supported primarily by the health, education and agriculture sectors.

Agriculture, as it has done in the past, will continue to play a role in the Village's overall character in the future. According to the *Future of Agriculture Study (2002)*, traditional, medium-sized farming operations are on the decline. However, the number of smaller intensive agriculture operations such as: poultry farms, greenhouses, nurseries and specialty fruit and vegetable operations have been increasing in the area.



### Objectives

1. To work closely with the RM of Lakeside No. 338 in order to promote continued agricultural activity by ensuring that agriculture remains the primary land use in the area.
2. To provide for home-based businesses that are compatible with the residential area through provisions and regulations in the Zoning Bylaw No. 6-11.
3. Minimize potential conflicts between agricultural and non-agricultural land uses.

### Policies

The Village of Quill Lake will:

1. Determine suitability of new rezoning requests and discretionary uses on a case-by-case basis in response to specific and detailed applications made to the Village. Such applications will be reviewed by determining compliance with the Future Land Use Map (Appendix A).
2. Recognize home-based business as an important element in enhancing commercial enterprise and overall economic development in the community, and will be accommodated wherever possible, in accordance with the regulations found in Zoning Bylaw No. 6-11.
3. Promote and support community events, recreational activities, sporting events, and cultural activities that enhance civic pride while generating economic benefit and tourism in Quill Lake and area.
4. Encourage the growth and expansion of value-added agricultural and industrial agricultural uses and ensure that these facilities are located appropriately.

## Public Works

### Introduction

It is important that the Village of Quill Lake offer an efficient, safe, vibrant and pedestrian-friendly community that contains streets, sidewalks, and pathways that accommodate the needs of the citizens. The Village has made planning for and maintaining safe highway access to areas slated for future development an objective.

The Village will continue to accommodate the movement of people and commodities in a safe, economical, efficient and environmentally responsible manner.

The potable water system is in good condition with no major problems. General maintenance of the infrastructure for these essential services will be necessary in meeting the needs of the existing and future community.



### Transportation

#### *Highway #5*

Highway #5 is a critical component to the local and inter-provincial road networks.

<b>Distance to Most Travelled Points from Quill Lake</b>			
Regina, SK	<i>215km</i>	Calgary, AB	<i>840km</i>
Saskatoon, SK	<i>190km</i>	Edmonton, AB	<i>700km</i>
Yorkton, SK	<i>180km</i>	Winnipeg, MB	<i>630km</i>

Source: Distances from MapQuest.com

Highway #5, being the gateway to the Village, is of critical importance in establishing the 'sense of place' and first impression for visitors. Therefore, it should be enhanced to create a desirable gateway.

The highway is maintained by the Saskatchewan Ministry of Highways and Infrastructure. Therefore, the Village is not responsible for its upgrade or maintenance. Any major projects requiring direct or indirect access to the highway may be required to provide a traffic impact assessment reviewing the highway interface and recommended improvements.

#### *Canadian National Main Line*

A Canadian National main line passes through the Village of Quill Lake. Freight train traffic operates daily.

#### *Bus Transit*

The *Saskatchewan Transportation Company* offers passenger and parcel express routes out of the Village of Quill Lake daily.

### ***Quill Lake Airstrip***

An airstrip is located just outside of the Village of Quill Lake. It is a lit public airstrip with a runway 762m long with a turf surface.

### ***Sidewalks/Trails***

Safe and convenient pedestrian movement will be a priority consideration in the design of all roadways. Roads will be designed with consideration for pedestrian safety, mobility and comfort. In order to encourage walking within a community, the roadways and pathways need to be designed in an appealing fashion – the appealing elements include, but are not limited to: landscaping, sun and shade considerations and architectural techniques on the facades of adjacent buildings. The health benefits of a walkable community are numerous. Walking provides many benefits and should be a cost-effective and important consideration as a means for transportation for people of all ages. Improving the sidewalk and trail system within the Village will provide more pedestrian friendly routes and create more opportunities for residents to interact.

## **Objectives**

1. Continue the provision of an integrated, regional transportation network and facilities that meet the needs of people, business and industry by providing for the safe, economical, efficient and accessible movement of people and goods.
2. To work with appropriate agencies in establishing safe vehicular access points from provincial highways to commercial, industrial and residential areas of the Village.
3. Encourage the use of street layouts that provide access between neighbourhoods.
4. Promote the safe, efficient and economical development of utilities in the Village of Quill Lake;
5. Maintain public health and enhance environmental integrity through the provision of quality services;
6. Provide a reliable water supply and quality to Village residents, businesses and industries.

## **Policies**

### ***General***

The Village of Quill Lake will:

1. Support the coordination and integration of local, regional, intra-provincial and inter-provincial transportation networks and facilities;
2. Consider connecting all new development within the Village of Quill Lake to municipal water and sewer utilities;
3. Encourage the support, research and technological enhancements to provide for safe, accessible, efficient and economical infrastructure development and operations;
4. Encourage the development of street layouts that increase access between residential and employment areas; and

5. Consider new bicycle and pedestrian routes/trails as an integral component of the transportation system to serve both recreation and transportation needs.

## Implementation

The following instruments will be used to implement the Official Community Plan:

### Zoning Bylaw

In conjunction with the Official Community Plan, the Zoning Bylaw No. 6-11 will control the use of land. The Zoning Bylaw will establish and prescribe uses for zoning districts and regulations and incorporate flexible zoning techniques.

#### *Zoning Designations*

The objective of each of the zoning districts contained in the Zoning Bylaw No. 6-11 is described below:

**R Residential District** – to provide for a mix of housing options and densities

**PS – Public Service District** – to provide for the development of areas for open space, recreational, institutional and other uses for service to the public

**C1 – Main Street Commercial District** - to regulate and encourage commercial development along Main Street

**C2 – Highway Commercial District** – to accommodate the orderly development of commercial establishments located along Highway #5

**I – Industrial District** – to accommodate the development of industrial and service establishments. Permitted uses defined in Zoning Bylaw No. 6-11 will include uses that include a reasonable level of outdoor storage, but are not of an obnoxious, hazardous or offensive nature. Discretionary uses defined in the Zoning Bylaw No. 6-11 will include industrial establishments that may be obnoxious, hazardous or offensive in nature.

**UH – Urban Holding District** - associated with future phases of development. Before rezoning land from the Urban Holding District to allow the next phases 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; and
- The current demand for the new development.

#### *Direct Control*

For purposes of accommodating a rezoning for unique development situations, Council may consider a Direct Control District, pursuant to the zoning provisions of the Act, for site specific development based on the following guidelines:

- The rezoning to permit the development will not unduly conflict with adjacent land uses that are legally permitted uses within the proposed or adjacent zoning district;
- The rezoning will be used to allow a specific use or range of uses contained within the zoning district to which the land is being rezoned;
- The development or redevelopment of the site for the specific use will be of benefit to the immediate area and the Village as a whole; and,
- The request for a rezoning must be accompanied by a description of the proposal, plans indicating specific uses, building locations, landscaping, lighting, off-street parking, and any other aspects of development that may affect the site and adjacent uses.

### *Minor Variances to the Zoning Bylaw*

Council will allow for minor variances to Zoning Bylaw No. 6-11 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.

### **Subdivision, Concept Plans and Phasing of Development**

The 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 utility requirements and locations;
- Identify land uses and density of development; and
- Determine the location and design of parks and pathways.

Development will proceed at a rate that meets residential, commercial and industrial land requirements. This will involve phased development that:

- Occurs in an efficient and cost effective manner taking into consideration the Village's capital works program and financial capability; and,
- Ensures a choice of location for building sites is orderly and geographically continuous provides sufficient land so that market demands for land are met.

### **Rezoning of Land**

Council will consider the following factors when dealing with applications to rezone, subdivide and develop land:

- Conformity to the Official Community Plan;
- Suitability of the site for the proposed development;
- Compatibility of existing adjacent land use;
- Provision of dedicated lands as may be required for subdivision;
- The Village's financial capability to support the development;
- The adequate provision and timing of development of municipal services; and
- The completion of a servicing agreement for onsite and offsite services.

## Servicing Agreement

Where Council requires a Servicing Agreement, the Agreement becomes a condition of approval of a subdivision by the approving authority. The Agreement will ensure that municipal standards are met for capital works and ensure that such infrastructure development costs are borne by the developer and his/her customers.

A Servicing Agreement will be required unless there are no services or offsite levies required for a subdivision. Council may consider a general municipal share in the cost of offsite infrastructure where the improvement is designed to serve more than the subject subdivision (i.e. Village drainage channel, arterial roadway, etc.).

Where a subdivision of land requires the installation or improvement of municipal services such as water treatment, streets or sidewalks within the subdivision, the developer will be required to enter into a Servicing Agreement with the Village to cover the installation or improvements including, where necessary, charges to cover the costs of improvement or upgrading of off-site services. Council will, by resolution, establish the standards and requirements for such agreements and charges, including the posting of performance bonds or letters of credit.

Council will undertake studies necessary to define the benefiting areas and the unit costs associated with required capital upgrading of offsite services. The studies will be used to determine a fair level of offsite servicing charges.

## Development Levy Bylaw

Council may provide for a Development Levy Bylaw. Where a development is proposed that is of a greater density and requires the capital upgrading of services beyond those originally provided for in the subdivision of the land, Council may by Bylaw provide for the recovery of those capital costs.

Council may adopt a bylaw that specifies the circumstances when offsite levies will apply to development based on the additional capital costs for services created by that development. The Bylaw will contain a schedule of the unit costs to be applied.

Before adopting the Bylaw, Council will undertake studies necessary to define the benefiting areas and the unit costs associated with required capital upgrading of off-site services. The studies will be used to determine a fair level of development levy charges in relation to the subdivision offsite charges.

## Building Bylaw

In accordance with *The Uniform Building and Accessibility Standards Act*, the 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.

## Land Acquisition

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 urban development including public facilities;
- Provide affordable housing; and
- Facilitate the relocation of non-conforming uses.

## Inter-municipal and Inter-jurisdictional Cooperation

Council may initiate or participate in intermunicipal and/or interjurisdictional agreements related to, but not limited to such things as:

- Fire protection;
- Police protection;
- Recreation;
- Health care;
- Emergency services; and
- Economic development.

A cooperative approach to providing cost efficient and effective services in the right circumstances can benefit all involved parties through shared costing and usage. The Village will continue to work in partnership with other jurisdictions and other agencies as a means of providing and sharing services effectively and efficiently.

## Capital Works Program

In accordance with *The Municipalities Act*, Council will prepare a capital works plan that will be coordinated with policies of the Official Community Plan to ensure effective and efficient control of development and public spending.

## Amendments & Monitoring

### Monitoring

The Official Community Plan establishes the policies that are expected to meet anticipated residential, commercial, and industrial needs within the financial and servicing capabilities of the community. The 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 the local situation and evaluate the appropriateness of this document and its policies. Council will require an administrative review of the Official Community Plan exploring the need for revisions or for legal consolidation of adopted amendments at least once every five (5) years. An office consolidation shall be maintained to keep the working copies current.

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

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

## Appendix A – Future Land Use Map

## Appendix B – Concept Plans

### Concept plans

44(1) If a municipality has an approved official community plan, a council may, as part of the official community plan, adopt a concept plan for the purpose of providing a framework for subsequent subdivision and development of an area of land.

44(2) A concept plan may describe:

- (a) the land use proposed for the area, either generally or with respect to specific parts of the area;
- (b) the density of development proposed for the area, either generally or with respect to specific parts of the area;
- (c) the general location of services proposed for the area; and
- (d) the phasing of development proposed for the area.

44(3) The council shall ensure that any concept plan is consistent with its official community plan, and any part of a concept plan that is inconsistent with the official community plan has no effect insofar as it is inconsistent.

44(4) Notwithstanding subsection (1), a council that has been declared an approving authority pursuant to subsection 13(1) may adopt or amend a concept plan by resolution, subject to the requirements of subsection 23(3).

2007, c.P-13.2, s.44.

*Note: The legislation in Appendix B (above) can be found in Section 44 of the Planning & Development Act.*