

# TOWN OF FOAM LAKE

## OFFICIAL COMMUNITY PLAN

Prepared for:

THE TOWN OF FOAM LAKE

Prepared by:

CROSBY HANNA & ASSOCIATES  
LANDSCAPE ARCHITECTURE AND COMMUNITY PLANNING  
SASKATOON, SK

April 2019



## **The Town of Foam Lake**

Bylaw No. \_\_\_\_\_

A Bylaw of the Town of Foam Lake to adopt an Official Community Plan.

The Council of the Town of Foam Lake in the Province of Saskatchewan, in open meeting assembled enacts as follows:

- (1) Pursuant to Section 29 and 32 of *The Planning and Development Act, 2007* the Council of the Town of Foam Lake hereby adopts the Official Community Plan, identified as Schedule "A" to this bylaw.
- (2) The Mayor and Chief Administrative Officer are hereby authorized to sign and seal Schedule "A" which is attached to and forms part of this bylaw.
- (3) Bylaw No. 12/99, the Basic Planning Statement Bylaw, and all amendments thereto are hereby repealed.
- (4) This bylaw shall come into force on the date of final approval by the Minister of Government Relations.

Read a First Time the \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

Read a Second Time the \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

Read a Third Time the \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

Adoption of this Bylaw this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

\_\_\_\_\_  
(Mayor)

SEAL

\_\_\_\_\_  
(Chief Administrative Officer)

Certified a True Copy of the Bylaw adopted by Resolution of Council

On the \_\_\_\_\_ day of \_\_\_\_\_, of the year \_\_\_\_\_



**THE TOWN OF FOAM LAKE**  
**OFFICIAL COMMUNITY PLAN**

Being Schedule “A” to Bylaw No. \_\_\_\_\_  
of the Town of Foam Lake

SEAL

\_\_\_\_\_  
(Mayor)

\_\_\_\_\_  
(Chief Administrative Officer)



# TABLE OF CONTENTS

---

1	INTRODUCTION .....	1
1.1	Authority .....	1
1.2	Scope And Purpose .....	2
2	GOALS .....	3
3	OBJECTIVES & POLICIES .....	5
3.1	Residential .....	5
3.2	Commercial .....	10
3.3	Industrial.....	13
3.4	Transportation & Infrastructure.....	16
3.5	Economic & Tourism Development.....	20
3.6	Community Services And Recreation .....	22
3.7	Amenities And Dedicated Lands .....	24
3.8	Biophysical Considerations & Hazards.....	26
3.9	Intermunicipal & Interjurisdictional Cooperation .....	29
3.10	Agricultural Land & Fringe Areas .....	32
3.11	Natural, Cultural And Heritage Resources.....	32
4	IMPLEMENTATION .....	37
4.1	Zoning Bylaw .....	37
4.2	Other Implementation Tools .....	39
4.3	Other .....	40
5	MAPS .....	43





# 1 INTRODUCTION

---

## 1.1 AUTHORITY

In accordance with Sections 29 and 32 of *The Planning and Development Act, 2007 (The Act)*, the Council of the Town of Foam Lake has prepared and adopted this Official Community Plan to provide the Town with goals, objectives and policies relating to approximately twenty years of future growth and development within the community.

Section 32 of *The Act* provides that the Official Community Plan is required to contain statements of policy with respect to:

- (1) sustainable current and future land use and development in the municipality;
- (2) current and future economic development;
- (3) the general provision of public work;
- (4) the management of lands that are subject to natural hazards, including flooding, slumping and slope instability;
- (5) the management of environmentally sensitive lands;
- (6) source water protection; and,
- (7) the means of implementing the Official Community Plan.

The Province of Saskatchewan adopted *The Statements of Provincial Interest Regulations* effective March 29, 2012 applicable to community planning and development under Section 7 of *The Act*. Section 8 of *The Act* provides that every Official Community Plan and Zoning Bylaw must be consistent with *The Statements of Provincial Interest Regulations*.

In general *The Statements of Provincial Interest Regulations* address:

- Agriculture and Value-Added Agribusiness
- Biodiversity and Natural Ecosystems
- First Nations and Métis Engagement
- Heritage and Culture
- Inter-municipal Cooperation
- Mineral Resource Exploration and Development
- Public Safety
- Public Works
- Recreation and Tourism
- Residential Development

- Sand and Gravel
- Shore Lands and Water Bodies
- Source Water Protection
- Transportation

## 1.2 SCOPE AND PURPOSE

The policies in this Official Community Plan address the need for future land use planning in the Town of Foam Lake as well as other matters related to its physical, social and economic development. The policies are intended to provide the Town of Foam Lake with direction and guidelines for establishing bylaws, programs and decision making on future land use and development proposals in the Town.

This Plan is intended to guide the growth and development of the Town of Foam Lake for approximately the next 15-20 years.

All development within the incorporated area of the Town of Foam Lake shall conform to the objectives and policies contained in this Official Community Plan.

## 2 GOALS

---

The planning goals for the Town of Foam Lake are as follows:

- (1) To direct the development and growth of Foam Lake in a manner that is sustainable, consistent with the values of the community, orderly and cost-efficient.
- (2) To provide for an adequate supply of developable land to meet existing and future market demands for residential, commercial and industrial uses.
- (3) To have quality infrastructure that meets the needs of citizens, business and industry.
- (4) To promote and encourage a vibrant and thriving downtown and a safe and aesthetically pleasing highway commercial corridor.
- (5) To plan for a balanced and diversified local economy, supporting existing businesses and creating opportunities for new commercial and industrial developments.
- (6) To encourage a diversity of housing types that appeal to a variety of age groups and meet the existing and future needs of the community.
- (7) To facilitate growth of the Town's population.
- (8) To encourage expanded health care services in the community.
- (9) To market and promote the Town of Foam Lake as a safe and affordable community to live in, and as a regional service centre for the agriculture sector, commercial and industrial development, tourism and culture, education, and community services.
- (10) To maintain and support active and passive recreational programs and facilities.
- (11) To preserve and protect natural resources and environmentally sensitive areas including Milligan Creek for the benefit of current and future generations.
- (12) To continue positive communication and beneficial cooperation between the Town and neighbouring communities.
- (13) To support and complement *The Statements of Provincial Interest Regulations* in the realization of the goals and objectives of this plan.



## 3 OBJECTIVES & POLICIES

---

### 3.1 RESIDENTIAL

#### 3.1.1 Background

- Foam Lake, with a 2016 Statistics Canada population of 1,141, experienced an annual population increase of 0.16% between 2006 and 2016. Continued economic growth in the region suggests that the population of the Town will continue to remain stable with potential to increase. The Town continues to see a decrease in the median age of the population.
- In the spring of 2017, there were a total of 554 single detached dwellings within the Town. While single detached dwellings are the dominant form of housing in Foam Lake, other forms of residential development include mobile homes, and multiple unit dwellings in the form of apartment buildings and duplexes. There are a total of approximately 601 dwelling units in the Town. The Council, as well as the residents of the Town of Foam Lake, recognize the importance of a diversity of housing.
- Using an average annual growth rate of 0.5%, an additional 33 acres (13 ha) of land will be needed by 2036 to accommodate new residential development. Given an average annual growth rate of 1.5%, this number increases to 52 acres (21 ha) that will be required by 2036. The Town of Foam Lake has ample room to accommodate this residential growth within its boundary over the next twenty years.
- As of 2017, there were approximately 24 Town-owned serviced, undeveloped residential lots available. Areas need to be identified for future residential development in the long term.
- The Town of Foam Lake does not currently permit secondary suites, garage or garden suites as a secondary form of housing. Alternative forms of secondary housing, such as secondary suites, garage and garden suites could be an option for the Town. Other municipalities within the province are exploring the idea of permitting these types of suites to contend with the increased demand for housing and to provide more affordable housing for both the renter and the rentee in the form of a mortgage helper.
- A number of home-based businesses operate in Foam Lake, providing opportunity for residents to work out of their homes.
- In the past, residential development in Foam Lake has developed on a traditional grid like pattern with streets running north / south and avenues running east / west. Within the southeast area of town, several cul-de-sacs exist. Consideration should be given to future residential development and optimizing connection and way finding throughout the community.
- The Town has identified as a gap in the housing continuum related to seniors' housing.
- The Town provides a tax incentive for new home construction and continues to investigate the possibility of providing other incentives that meet the needs of Foam Lake's housing continuum.
- *The Statements of Provincial Interest Regulations* provides the following statement

concerning residential development, which is addressed in the objectives and policies that follow:

- *The province has an interest in citizens having access to a range of housing options to meet their needs and promote independence, security, health and dignity for individuals, enhancing the economic and social wellbeing of communities.*

### **3.1.2 Objectives and Policies**

#### **Objective 3.1.2.1: Future Residential Land Use**

To identify the areas, within Foam Lake and outside of the Town's current boundaries, that are most suitable for future residential development.

- Policy (a)      The Town will ensure that new residential development locates in the areas noted as "**Future Residential**" on the Future Land Use Concept. At the time of subdivision, these areas will be zoned, in the Zoning Bylaw, for residential uses and compatible development. Prior to such rezoning, development in these areas will be regulated to prevent development of uses which would conflict with the long-term use of these areas.
- Policy (b)      If and when sufficient land is no longer available to accommodate additional residential development, the Town will ensure that new residential development shall locate in the areas noted as "**Potential Residential**" on the Future Land Use Concept. Prior to the buildout of land identified as Potential Residential on the Future Land Use Concept, noted herein, the Town shall undertake the necessary studies and analysis to identify the lands necessary to accommodate residential development for the next 15 to 20 years.
- Policy (c)      Subject to policies contained in Section 3.9 – Intermunicipal and Interjurisdictional Cooperation, Council will initiate required actions to bring the areas noted as "**Potential Residential**" within the corporate limits of the Town through municipal boundary alteration. These areas will be zoned, in the Zoning Bylaw, for future urban development or for residential uses and compatible development when they are included within the corporate limits of the Town. Those lands that are designated and zoned for future urban development will be rezoned for residential uses and compatible development once plans for such development have advanced to the point where the appropriate residential zoning designation has been clarified and once the provision of municipal services has advanced to the point where additional development in the area can be serviced in a cost-effective manner.
- Policy (d)      Infill of vacant residential lots will be encouraged; however, where there are insufficient lots to meet demand, residential subdivision and servicing of land will be supported to ensure a three to five year supply of serviced lots, based on the rate of serviced lot uptake in the preceding years. Where Council is of the opinion

that a sufficient supply of desirable lots is unavailable, or a sufficiently wide range of lots for certain dwelling types is unavailable, this guideline may be adjusted.

### **Objective 3.1.2.2: Housing Diversity**

To provide a variety of housing options to address the diverse needs of all ages, income and social groups in the community.

- Policy (a) The Zoning Bylaw shall contain residential zoning districts that will facilitate a range of housing types and complementary uses. These districts will provide appropriate development standards to address building forms and dwelling unit densities. Complementary uses shall be compatible with the use and scale of the residential area, shall provide a needed service, and shall appropriately address issues of transportation, parking, and land use conflicts.
- Policy (b) In order to provide a variety of housing options and to optimize the use of existing infrastructure and services, consideration will be given to higher density residential developments in appropriate locations in existing residential areas. Proposed developments shall be compatible with nearby land uses and shall be capable of being economically serviced.
- Policy (c) The Town will support affordable and alternative housing opportunities for residents by facilitating the development of secondary suites, garden suites, and garage suites. The Zoning Bylaw will include appropriate standards to ensure that these uses are not detrimental to the residential character of the areas where they are located.
- Policy (d) Supportive housing, such as residential care homes will be facilitated in all areas of the Town. The Zoning Bylaw will contain development standards for these uses.
- Policy (e) The Town will continue to work with the Foam Lake Housing Authority in facilitating the development of non-market and market housing in meeting residential housing continuum needs.
- Policy (f) The Town will continue to support programs and opportunities to provide affordable and attainable housing, including for young families, singles and seniors.

### **Objective 3.1.2.3: New Residential**

To ensure that new residential areas are designed in a manner that provides a high quality living environment and a range of housing options.

- Policy (a) New residential areas shall be designed to be pedestrian friendly, walkable, and

connected by orienting development to serve pedestrian and cycling traffic in addition to automobile traffic.

- Policy (b) Residential uses shall be properly buffered from incompatible uses, railways, and major roadways.
- Policy (c) The development of new residential areas should strive to contain a variety of housing forms, including such housing as single detached dwellings, semi-detached and two unit dwellings, secondary suites, and multiple unit dwellings, to accommodate a range of users, including seniors.
- Policy (d) Multiple unit dwellings should generally be located with satisfactory access to residential entrance points and should be sited to minimize potential conflicts with other residential uses.
- Policy (e) The Town will ensure that new residential areas connect to and complement existing and future developments, by requiring that concept plans be submitted to the Town for approval prior to consideration of rezoning applications associated with formal subdivision applications. Once the initial concept plan has been accepted by Council, and subdivision and development commence, no subsequent subdivision that is inconsistent with the approved concept plan and all policies in this document will be permitted without acceptance of a revised concept plan by Council.
- Policy (f) Connection and way-finding will be a consideration for the development of new residential areas within the Town of Foam Lake.

#### **Objective 3.1.2.4: Home Based Businesses**

To facilitate economic development and foster entrepreneurship through support of home based businesses that are clearly secondary to the residential use of the property and compatible with the surrounding residential environment.

- Policy (a) Home based businesses that are clearly secondary to the principal residential use of the dwelling unit and do not generate traffic, parking, noise, electrical interference, vibration, odour or other elements that are not normally found in the residential environment shall be accommodated.
- Policy (b) Land use conflicts shall be minimized by specifying the types of activities to be fully permitted as home based businesses in the Zoning Bylaw. Those types of home based businesses that are generally compatible with a residential environment, but may involve certain activities that are not acceptable in all locations, may be specified in the Zoning Bylaw as discretionary uses, and permitted only at Council's discretion.
- Policy (c) The Zoning Bylaw shall contain development standards pertaining to permitted



and discretionary home-based businesses, including standards for parking, use of accessory buildings, storage, product sales, resident and non-resident employees, number of business-related vehicle trips per day, and other relevant matters.

#### **Objective 3.1.2.5: Neighbourhood Commercial**

To provide for complementary land uses within residential neighbourhoods.

- Policy (a) The predominant use of land within residential areas shall be residential. A range of complementary institutional and community-oriented uses that are compatible with a residential environment shall also be permitted.
- Policy (b) Residential commercial convenience developments should be strategically located adjacent to arterial collector roadways, in close proximity to neighbourhood entrance points.

#### **Objective 3.1.2.6: Residential Infill**

To ensure infill development supports and enhances Foam Lake's existing residential areas.

- Policy (a) In order to enhance the viability of the downtown and to optimize the use of existing infrastructure and services, consideration will be given to higher density residential and mixed use residential/commercial developments in proximity to the town centre. Proposed developments shall be compatible with nearby land uses and shall be capable of being economically serviced.
- Policy (b) In order to facilitate access to downtown commercial services by seniors or others with mobility constraints, seniors housing, community services and other essential services will be encouraged to locate in close proximity to the downtown.
- Policy (c) In order to provide a variety of housing options and to optimize the use of existing infrastructure and services, consideration may be given to higher density residential developments in appropriate locations in existing neighbourhoods. Proposed developments shall be compatible with nearby land uses and shall be capable of being economically serviced.
- Policy (d) Modular and RTM homes will be accommodated in existing residential areas provided they are constructed in a manner that resembles and integrates with the residential character of neighbouring built dwellings.

#### **Objective 3.1.2.7: Manufactured Homes**

To allow for the development of a range of residential uses including manufactured homes within the corporate limits of the Town.

- Policy (a) The Town will continue to support manufactured home development in

designated areas of the community subject to compliance with the development standards defined within the Zoning Bylaw.

- Policy (b) A separate manufactured home zoning district, for manufactured homes and compatible development will be established in the Zoning Bylaw. Extension of the manufactured home district into additional areas will be considered on a case-by-case basis, as demand warrants.

## 3.2 COMMERCIAL

### 3.2.1 Background

- Commercial development within the Town of Foam Lake is located primarily along Main Street to the south of the rail line, as well as along Cameron Street. Highway commercial development (larger scale, better suited for highway adjacency and oriented towards vehicles) is located adjacent to Highway 16. Commercial uses within the community serve the basic needs of the Town's residents and surrounding region.
- The Town of Foam Lake has a distinct downtown core and as the community continues to develop and grow, it is important to continue to enhance and encourage appropriate development in this area, for it to remain the "heart" of the community. In addition to commercial development in the downtown, important community services are also located here, including the Seniors' Centre, museum, high school and Legion hall. Clustering of essential community services and commercial businesses provides access to those with mobility constraints and should be a consideration as the Town grows.
- The Town of Foam Lake has a limited number of vacant commercial lots and buildings located in the downtown core area. Encouraging new commercial developments to locate in the well-defined core area will ensure Foam Lake's community centre remains viable and vibrant as the community grows.
- There are currently seven town-owned commercial lots available for development. Potential exists for the development of additional highway commercial lots along Service Street. Identification and designation of appropriate areas for both short-term and long-term future commercial development is an important consideration for the Town as it grows.

### 3.2.2 Objectives and Policies

#### Objective 3.2.2.1: General Commercial

To ensure there is sufficient commercial land available throughout the community for a variety of commercial land uses.

- Policy (a) The Future Land Use Concept indicates areas designated for commercial development. The Town will consider extending commercial zoning to those areas shown as "**Future Commercial**" on the Future Land Use Concept, as demand warrants. Prior to such re-zoning, development in these areas will be

regulated to prevent development of uses which would conflict with the long-term future use of this area.

- Policy (b) If and when sufficient land is no longer available to accommodate additional commercial development, new commercial development will be encouraged to locate in the areas noted as **"Potential Commercial"** on the Future Land Use Concept. Prior to the build-out of land identified as Potential Commercial on the Future Land Use Concept, noted herein, the Town shall undertake the necessary studies and analysis to identify the lands necessary to accommodate commercial development which will be required over the next 15-20 years.
- Policy (c) Subject to policies contained in Section 3.9 – Intermunicipal and Interjurisdictional Cooperation, Council will initiate required actions to bring the areas noted as **"Potential Commercial"** within the corporate limits of the Town through municipal boundary alteration. These areas will be zoned, in the Zoning Bylaw, for future urban development or for highway commercial uses and compatible development when they are included within the corporate limits of the Town. Those lands that are designated and zoned for future urban development will be rezoned for highway commercial uses and compatible development once the provision of municipal services has advanced to the point where additional development in the area can be serviced in a cost-effective manner.
- Policy (d) The Zoning Bylaw shall contain commercial districts to provide opportunities for, and distinguish between, main street and highway commercial developments. The highway commercial district will only provide for commercial uses that serve the travelling public which require high visibility and access, encouraging non-highway commercial uses to locate downtown.
- Policy (e) The Town will work towards increasing the opportunities available to re-use vacant or underutilized commercial buildings and sites in Foam Lake by addressing the constraints that exist for potential developers.
- Policy (f) The Town will ensure that new commercial developments connect to and complement existing and future development in Foam Lake by requiring that concept plans be submitted to the Town of Foam Lake for approval prior to consideration of rezoning applications associated with formal subdivision applications.

### **Main Street Commercial**

#### **Objective 3.2.2.2: Main Street Commercial**

To provide and promote centralized commercial development along Main Street with preference for specific types of uses that support an accessible and pedestrian-oriented commercial district.

- Policy (a) The Town will continue to prioritize the Main Street commercial area with its

well-defined central location as a primary location for retail activity, services, government functions and cultural activities in the community by supporting, encouraging and facilitating the creation of a viable and clear vision for the future development of the area.

- Policy (b) The Zoning Bylaw will contain a main street commercial district to provide for a wide range of commercial and community service uses that will contribute positively to the vibrancy of Main Street.
- Policy (c) A mix of land uses that will serve residents' basic daily needs and essential services will be encouraged to locate in the Main Street commercial area. This will provide opportunity for increased levels of overall activity in the downtown and enable access to services by seniors or others with mobility constraints.

### **Objective 3.2.2.3: Main Street Commercial**

To promote and enhance the attractive and viable Main Street commercial area of the Town of Foam Lake.

- Policy (a) The character of the Main Street commercial area may be enhanced by:
- encouraging development with minimal front yard setbacks, grade level direct entrances, and clear glazing at street level;
  - encouraging residential / commercial mixed use and small- to mid-scale commercial developments to locate in the downtown.
- Policy (b) Consideration may be given to the enhancement of the Main Street commercial area through investment in public buildings, and public realm improvements such as streetscapes and public park development.
- the construction of infrastructure;
  - encouragement of public - private partnerships;
  - tax abatement incentives;
  - incentives to promote the use of vacant and underutilized buildings or sites;
  - planning and building permit fee rebates; and
  - the promotion of the Town of Foam Lake as a place for new business development.

### **Highway Commercial**

### **Objective 3.2.2.4: Highway Commercial**

To ensure that sufficient land is designated along Highway 16, for development of highway commercial use and to promote the expansion of existing highway commercial operations and encourage new development in the existing highway commercial area.

- Policy (a) The Zoning Bylaw will contain a highway commercial district to provide for a wide range of highway commercial and other compatible uses which by virtue of

their scale or locational requirements are not readily suited to a downtown location. This may include extensive site requirements, such as outdoor storage, display, or parking requirements (ie. large trucks). Light industrial uses such as storage, warehousing or freight and cartage operations in highway commercial areas will be permitted at Council's discretion.

### **Objective 3.2.2.5: Commercial Corridors**

To enhance the community's aesthetic appeal along the highway entryways and within the Main Street commercial area.

- Policy (a)      The Town will ensure that Foam Lake's commercial districts contribute positively to the aesthetics of the Town through the use of appropriate development standards including landscaping requirements, screening, and signage standards.
- Policy (b)      The Town will ensure that commercial buildings and sites are constructed and maintained to acceptable standards through the use of the community's Nuisance Bylaw and Building Bylaw.
- Policy (c)      Consideration may be given to the enhancement Foam Lake's commercial districts through the use of such action and tools, including but not limited to:
- the construction of infrastructure;
  - encouragement of public - private partnerships;
  - tax abatement incentives;
  - incentives to promote the use of vacant and underutilized buildings or sites;
  - planning and building permit fee rebates; and
  - the promotion of the Town of Foam Lake as a place for new business development.

## **3.3 INDUSTRIAL**

### **3.3.1 Background**

- Industrial development is generally located along Highway 16.
- Industrial development in Foam Lake largely consists of those in the agriculture sector (oil seed milling, farm implement and supplies dealers, metal fabricating etc.), which serve individual farmers and farm service businesses in the region.
- The Town regulates the discharge of industrial waste into the sewer system through a Sewage Works Control Bylaw.
- There is currently one Town-owned serviced, undeveloped industrial lot in Foam Lake.
- Identification of areas for both short-term and long-term future industrial is needed as the Town moves forward. Providing opportunities for industrial development within Foam Lake will assist the Town in capitalizing on new and existing economic opportunities in the region.

### 3.3.2 Objectives and Policies

#### Objective 3.3.2.1: General Industrial

To ensure that there is sufficient land available within the Town to accommodate industrial development opportunities.

- Policy (a) The Future Land Use Concept indicates areas designated for industrial development. The Town will consider extending industrial zoning to those areas shown as “**Future Industrial**” on the Future Land Use Concept, as demand warrants. Prior to such re-zoning, development in these areas will be regulated to prevent development of uses which would conflict with the long-term future use of this area.
- Policy (b) If and when sufficient land is no longer available to accommodate additional industrial development, new industrial development will be encouraged to locate in the areas noted as “**Potential Industrial**” on the Future Land Use Concept. Prior to the build-out of land identified as “Potential Industrial” on the Future Land Use Concept, noted herein, the Town shall undertake the necessary studies and analysis to identify the lands necessary to accommodate industrial development which will be required over the next 15-20 years.
- Policy (c) Subject to policies contained in Section 3.9 – Intermunicipal and Interjurisdictional Cooperation, Council will initiate required actions to bring the areas noted as “**Potential Industrial**” within the corporate limits of the Town through municipal boundary alteration. These areas will be zoned, in the Zoning Bylaw, for future urban development or for industrial uses and compatible development when they are included within the corporate limits of the Town. Those lands that are designated and zoned for future urban development will be rezoned for industrial uses and compatible development once the provision of municipal services has advanced to the point where additional development in the area can be serviced in a cost-effective manner.

#### Objective 3.3.2.2: Industrial Development Opportunities

To attract new industrial operations to Foam Lake.

- Policy (a) Ensure development opportunities are available by maintaining a supply of readily serviceable land for appropriate industrial activities for the Town of Foam Lake.
- Policy (b) Promote and encourage new industrial development through the use of such actions and tools, including but not limited to:
- the construction of infrastructure;
  - encouragement of public - private partnerships;

- tax abatement incentives;
- incentives to promote the use of vacant and underutilized buildings or sites;
- planning and development permit fee rebates; and
- the promotion of the Town of Foam Lake for as a place for new business development.

Policy (c) The Town of Foam Lake will accommodate economic development opportunities, by providing for a range of industrial activities, from light to heavy industrial uses, along with other compatible forms of development.

### **Objective 3.3.2.3: Land Use Conflicts and Industrial Development Design**

To minimize the potential for land use conflicts between industrial development and other uses while encouraging visually appealing industrial areas.

- Policy (a) Land identified for industrial development shall be adequately buffered, screened and separated from incompatible land uses.
- Policy (b) Heavy industrial uses, which may create land use conflicts in the normal course of operations, shall be located in areas which provide appropriate separation from residential areas and from highways and other entrance ways into the Town.
- Policy (c) Industrial development shall be directed to areas which are readily accessible to major transportation infrastructure, which are capable of being economically serviced, and which shall not have adverse impacts on the natural environment, including groundwater resources.
- Policy (d) Visually appealing industrial development will be facilitated and encouraged by establishing appropriate landscaping and screening requirements, and signage standards in all industrial areas.
- Policy (e) The Town will ensure that industrial buildings and sites are constructed and maintained to acceptable standards through the use of the community's Nuisance Bylaw and Building Bylaw.
- Policy (f) New industrial developments will be required to connect to and complement existing and future development in Foam Lake through the requirement of a concept plan, submitted for Council approval prior to consideration of rezoning applications associated with formal subdivision applications. Once the initial concept plan has been accepted by Council, and subdivision and development commences, no subsequent subdivision that is inconsistent with the approved concept plan and all policies in this document will be permitted without acceptance of a revised concept plan by Council.

### **Objective 3.3.2.4: Servicing Capacity**

To ensure that the locations and types of industrial development proposed for the Town of Foam Lake are consistent with capacities of the Town's infrastructure to support such development, given the wide range of servicing requirements for different forms of industrial development.

- Policy (a) In the Zoning Bylaw, those industrial uses that have the potential to use significant volumes of water or contribute significant flows to the sanitary sewer system as a result of industrial processing operations will be listed as discretionary uses.
- Policy (b) Prior to the approval of a discretionary use application in an industrial zoning district or for an industrial development, Council must be satisfied that it is feasible to service the subject development with municipal water and sanitary sewer systems. Costs, if any, associated with demonstrating such feasibility shall be borne by the applicant.
- Policy (c) The discharge of industrial waste shall be subject to the Town of Foam Lake's Sewage Works Control Bylaw.

## **3.4 TRANSPORTATION & INFRASTRUCTURE**

### **3.4.1 Background**

- The Town promotes active transportation as an In Motion community where pedestrians have the right-of-way.
- Primary vehicle access to Foam Lake is provided by Highway 16, running east / west and Highway 310, running north / south.
- Foam Lake lies along the CP main line railway route. There is currently one elevator located within the Town boundary and another located just outside the boundary to the west, both along the railway. Depending on location, future development and transportation networks will need to have regard for the railway (eg. crossings, buffers etc.).
- The Town owns and operates a water treatment plant (WTP). In 2006, a reverse osmosis (RO) system was installed. According to the Town's 2015 Water System Assessment report, the WTP is capable of servicing a population of greater than 1,268 (20+ years).
- The total storage capacity of treated water is 1,515 cubic metres, well-exceeding the 20-year projected storage requirement of 888 cubic metres. Treated water storage for consumption and fire flow requirements is adequate for estimated long term growth (based on a 0.5% average annual growth rate).
- The Town's raw water source capacity, (Aquifer Well PW1-03) located 10.2 km southwest will meet the annual raw water needs of the town, based on a 0.5% average annual population growth for the next 10 – 20 years. The Town may need to investigate additional raw water sources based on the Town's projected growth.



- Town representatives have indicated that the sanitary sewer requires upgrades. The line to the lagoon is due to be replaced and has been budgeted for in 2018. It is reported that the main lift station #1 needs to be replaced; however, lift station #2 is in good shape and lift station #3 has been upgraded.
- The Town of Foam Lake's sewage lagoon is located to the north of the Town in the SW-17-31-11 W2M. The population capacity of the lagoon is 2,500 people. The size of the existing lagoon will meet the current and future needs of the community.
- The Town of Foam Lake contracts out waste management services. Curbside garbage and recycling pickup is weekly, on a biweekly rotation.
- The Foam Lake and District Landfill is located just outside Town limits on Highway 310 South. The landfill was converted to a transfer station in 2016 and solid waste is transported to the Yorkton Regional Landfill.
- The Town currently utilizes MuniSoft's PubWorks program to account for tangible capital assets; however, they are working toward development of a formal asset management plan.
- Town representatives indicate that the existing stormwater system works well; however, there are occasional blockages as a result of freeze/thaw cycles.
- *The Statements of Provincial Interest Regulations* provides the following statements concerning public works and transportation:
  - *The Province has an interest in safe, healthy, reliable and cost-effective public works to facilitate economic growth and community development.*
  - *The Province has an interest in safe, cost effective transportation systems that meet existing and future needs for economic growth, community development and diversification.*

### **3.4.2 Objectives and Policies**

#### **Objective 3.4.2.1: Foam Lake's Transportation Network**

To provide a safe, efficient, cost effective and convenient transportation network for all users.

- |            |  |
|------------|--|
| Policy (a) | Developments shall be located and designed in a manner which ensures safe and efficient traffic operations.  |
| Policy (b) | New subdivisions shall provide for the expansion of the transportation network and the extension of roadways beyond the area being subdivided as necessary.  |
| Policy (c) | The Town will establish consistent engineering standards for right-of-way and traffic width to ensure a balance between safety, convenience, emergency access, snow clearing, traffic calming, car parking and capital operations costs. |
| Policy (d) | The Town shall continue to monitor and implement appropriate improvements to ensure that vehicle and pedestrian conflicts are minimized in proximity to schools.   |

- Policy (e) Traffic impacts shall be a factor in the evaluation of development proposals. An engineering assessment may be required in order to identify traffic impacts. The costs associated with preparing the engineering assessment shall be borne by the developers. The costs of implementing the necessary transportation changes or improvements may be negotiated by the Town and the affected developers based on the extent to which the impacts of the proposed development necessitates the need for the improvements.

#### **Objective 3.4.2.2: Active Transportation**

To promote land use and development patterns that encourage walking and cycling while ensuring pedestrian and traffic safety.

- Policy (a) Connectivity and traffic safety for pedestrians, cyclists and private vehicles shall be considered in all land use and development decisions including the planning and design of street improvements or new roadways. Land uses associated with heavy truck traffic will be directed away from pedestrians and to areas where their impact on municipal roads will be minimized.
- Policy (b) Opportunities should be provided for the development of walking and cycling facilities within the Town by exploring and envisioning linkages and connections between commercial areas, green spaces, destination sites and residential areas. The Town will continue to support the Leisure Services Board to actively pursue opportunities for trail development throughout the community and at the Foam Lake Heritage Marsh.

#### **Objective 3.4.2.3: Highway Transportation**

To ensure that Highway 16 and Highway 310 continue to function in a safe and efficient manner for the residents of Foam Lake and the travelling public.

- Policy (a) The Town, in consultation with the Ministry of Highways and Infrastructure, affected business and property owners, and other stakeholders, shall initiate a review of the highway corridors to address issues such as traffic safety, intersection improvements, public realm and private property landscaping and signage, future development options, and funding strategies.

#### **Objective 3.4.2.4: Railway**

To ensure that the railway continues to provide vital services to the community while mitigating any negative impacts resulting from ongoing railway operations.

- Policy (a) The Town shall provide for efficient and effective land use transportation planning, including consultation with Canadian Pacific Railway, in order to reduce the potential for future land use conflicts and to provide appropriate

protection for rail infrastructure.

- Policy (b) The Town will monitor and explore opportunities to improve linkages across the railway to enhance both vehicular and pedestrian connectivity.
- Policy (c) Noise and vibration levels near rail lines shall be a factor in the evaluation of development proposals. Noise and vibration assessments may be required in order to identify attenuation measures for development in proximity to rail lines, as well as to determine the viability of foundation structures. All costs associated with preparing the noise and vibration assessment and implementing the approved attenuation measures shall be borne by the affected developers.
- Policy (d) Consideration for the Federation of Canadian Municipalities and Rail Association of Canada's *Guidelines for New Development in Proximity to Railway Operations* will be given to new developments in proximity to the rail line.

#### **Objective 3.4.2.5: Infrastructure Costs and Capacities**

To optimize the use of existing Town water, sewer, solid waste, and stormwater management infrastructure and capacities, ensuring that future development remains within the area serviceable by the existing system for as long as possible and minimizing municipal costs in the provision of services to areas that pose special servicing problems, while ensuring that future development contributes to the cost of infrastructure services in a manner that does not create a burden for existing residents.

- Policy (a) The Town will not be responsible for costs associated with the provision of municipal services to new subdivisions, except for Town-owned developments. Where a private development requires municipal services, including drainage, the proponent will be responsible for all costs associated with providing such services.
- Policy (b) Where a subdivision of land will require the installation or improvement of municipal services such as water and/or sewer lines, drainage, streets, or sidewalks within the subdivision, the developer will be required to enter into a servicing agreement with the Town 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.
- Policy (c) The Town will ensure that development can be adequately serviced by infrastructure and utility systems and services by understanding the Town's infrastructure needs and the costs associated with those needs by using the most up to date information available.
- Policy (d) The Town will continue to monitor population and business growth as it relates to

water and wastewater systems.

#### **Objective 3.4.2.6: Stormwater Management**

To ensure stormwater management systems within the Town are designed effectively.

Policy (a) Stormwater management systems shall be designed by a professional engineer in accordance with appropriate engineering standards.

#### **Objective 3.4.2.7: Asset Management**

To integrate planning, finance and engineering to effectively manage existing and new infrastructure in a sustainable, innovative and cost-effective manner.

Policy (a) Asset Management Plans will be implemented and utilized in order to sustainably provide an appropriate level of service to residents and visitors.

Policy (b) The Town will ensure consistency between all long term planning documents going forward including this Official Community Plan, Strategic Plans, Asset Management Plans, Long Term Financial Plans, and others.

Policy (c) Ensure asset management planning is up to date and improved to get the best performance out of municipal assets, realize the greatest return on infrastructure investment and to support infrastructure investment decisions.

Policy (d) The Town shall undertake comprehensive infrastructure and transportation studies, as necessary, to plan for changes or improvements to the Town's infrastructure systems to meet current engineering standards, accommodate growth and improve operational efficiency.

### **3.5 ECONOMIC & TOURISM DEVELOPMENT**

#### **3.5.1 Background**

- The Town of Foam Lake is strategically located at the junctions of Highway 16 and Highway 310 and is a service centre for the surrounding agricultural district.
- The Town of Foam Lake prides itself as providing excellent quality of life for residents while offering access to education facilities and basic health care services.
- Opportunities for economic and tourism development can be found throughout the many active groups and facilities within Foam Lake including, but not limited to: the visitor centre, the nature centre, the campground and driving range, nature trails, the heritage marsh, the waterpark, and the museum.
- The Foam Lake region includes plentiful opportunities and potential for visitors and residents to reconnect with nature and the Town plays a significant role in facilitating these

opportunities, including providing amenities and services.

- Along with neighbouring towns Wynyard and Wadena, Foam Lake is part of the Quill Lakes International Bird Area, established and managed by Ducks Unlimited Canada to provide protected wetlands marshes for waterfowl species. The Town provides support to maintain trails and facilities at the Foam Lake Heritage Marsh. The protected wetland marsh is a major tourist attraction for bird watchers.
- Foam Lake is located 20 km south of the Resort Villages of Leslie Beach and Chorney Beach at Fishing Lake. Leslie Beach has limited retail services available to meet the basic needs of residents and visitors. The Town of Foam Lake campground continues to be an attraction to for lake users in the summer.
- The Town provides tax incentives for business development and continues to investigate the possibility of providing incentives for residential development that meets the needs of Foam Lake's housing continuum.
- *The Statements of Provincial Interest Regulations* provides the following statement concerning tourism:
  - *The Province has an interest in supporting a high quality of life for Saskatchewan's citizens and visitors by providing and actively promoting recreation and tourism opportunities.*

### **3.5.2 Objectives and Policies**

#### **Objective 3.5.2.1: Economic Development**

To attract investment and foster economic and population growth by promoting the benefits of living and working in the Town of Foam Lake.

- |            |  |
|------------|--|
| Policy (a) | Through collaboration with businesses, organizations, and government groups and agencies, the Town will capitalize on potential growth of the community by realizing economic development initiatives in the Town and region.  |
| Policy (b) | The Town will continue to encourage the maintenance and support of existing businesses in the Town of Foam Lake by delivering municipal services in more cost-effective ways along with continuing to build, maintain and operate Town infrastructure in a manner that is sustainable. |
| Policy (c) | The Town, in partnership with other regional stakeholders, will pursue opportunities to market and promote Foam Lake's investment properties, events, services, and culture and heritage.  |
| Policy (d) | Where appropriate, the Town will continue to support existing and pursue new town-wide special events.   |
| Policy (e) | The Town of Foam Lake will collaborate in providing tourism amenities and  |

opportunities for the region and seek out mutually beneficial opportunities with other organizations and authorities in the interest of promotion, preservation, and enhancement of tourism in the region.

- Policy (f) The Town will continue to promote and support the unique biodiversity of the Quill Lakes International Bird Area through the development and maintenance of tourist infrastructure within the Town's financial capabilities.
- Policy (g) The Town will continue to provide opportunities for growth and development of the community through supporting the implementation of various incentives to support residential and business growth.
- Policy (h) The Town will promote the economic advantages of living in Foam Lake.

### 3.6 COMMUNITY SERVICES AND RECREATION

#### 3.6.1 **Background**

- Foam Lake provides its residents with a host of services including elementary and high school education, police protection (RCMP), fire protection, a public library, and over 50 clubs and organizations.
- The Town offers a variety of recreational facilities including a fitness centre, a driving range, a community hall, recreation centre (skating & curling), an outdoor waterpark and swimming pool, playgrounds, and nature trails.
- Health care services in Foam Lake are provided by the Foam Lake Health Centre, which is administered by the Saskatchewan Health Authority. Health services provided by the Centre include laboratory and x-ray services, visiting physicians, nurse practitioners, public health and home care. The community would like to see expanded health services that include emergency services.
- Foam Lake Jubilee Home provides long term care within the Town.
- The Town of Foam Lake has seven churches. The Town also owns and operates a cemetery in the northwest corner of the town. The cemetery has ample space and recently added a columbarium.
- Educational services are administered by Horizon School Division No. 205, and facilities in the town include an elementary school (K to grade 6) and a high school (grades 7 to 12). At the time of the approval of this bylaw, there was not an identified need for a future school site within the Town of Foam Lake.
- A licensed daycare centre is also available in the town.
- *The Statements of Provincial Interest Regulations* provides the following statement concerning recreation:
  - *The Province has an interest in supporting a high quality of life for Saskatchewan's citizens and visitors by providing an actively promoting*

*recreation and tourism opportunities.*

### **3.6.2 Objectives and Policies**

#### **Objective 3.6.2.1: Community Service Management**

To support, encourage and facilitate, where feasible, the development and enhancement of community facilities and programs for the benefit of the residents of the Town and region, and, where appropriate, to assist in the programming of services to the public.

- Policy (a) The Future Land Use Concept designates areas as “**Community Service**”. The Zoning Bylaw will establish a community service district that will provide for a wide range of community service, recreation and other compatible uses.
- Policy (b) The Town will continue to collaborate with other levels of government, in the provision of social, cultural and recreation programming and opportunities.
- Policy (c) Consideration of *A Framework for Recreation in Canada 2015: Pathways to Wellbeing* will be given to ensure meaningful, accessible recreation experiences that foster individual wellbeing, wellbeing of natural and built environments and community wellbeing.
- Policy (d) Neighbourhood scale community facilities, such as places of worship, schools, and day care centres may be located within residential areas.
- Policy (e) The Town will monitor shifts in population structure, population growth, and types of recreation and culture demands, and on that basis, examine the feasibility of adjusting and / or expanding the types of programs and facilities.
- Policy (f) The Town of Foam Lake will work with the Ministry of Education and the Horizon School Division with respect to school capacity and expansion needs, specifically ensuring the identification and creation of an appropriate school site if the need for a new school site arises in the Town of Foam Lake.
- Policy (g) The Town will support the coordination and integration of community facilities, including support for joint use facilities with the Horizon School Division.

#### **Objective 3.6.2.2: Community Engagement**

To support public service delivery agencies in the provision of services and, where appropriate, to assist in the programming of services to the public.

- Policy (a) The Town will continue to support the volunteer organizations that participate in the delivery of community services and recreation to the community.

- Policy (b) The Town will encourage and support efforts of the community's endeavors in working towards securing additional health care infrastructure and services.
- Policy (c) The Town will encourage participation by service clubs, community and public agencies, developers, the Rural Municipality of Foam Lake, and other interest groups, in the development of recreation and other community facilities.

### 3.7 AMENITIES AND DEDICATED LANDS

#### 3.7.1 **Background**

- The Town of Foam Lake has a variety of parks and recreational spaces, including Corporal Ralls Park, Northside Park and Centennial Park, Foam Lake Campground, In Motion Trail and Milligan Creek Nature Trail. Amenities include playgrounds, ball diamonds and picnic areas.
- Milligan Creek runs through the town and is considered a recreational and cultural asset of the community. Stewardship of the creek and creek bank is vital not only because of its importance as a waterbody in the Quill Lakes Watershed, but also because areas adjacent to creeks are ecologically important as they filter runoff, contribute to maintenance of water quality, sustain botanical diversity, provide habitat and linkage corridors for wildlife, enhance aesthetics and provide recreational and educational opportunities.
- Foam Lake prides itself in its small town character, it's beautiful and clean surroundings, and the sense of safety and security that residents feel.
- *The Statements of Provincial Interest Regulations* provides the following statement concerning Saskatchewan's biodiversity, unique landscapes and ecosystems:
  - *The Province has an interest in biodiversity and natural ecosystems for present and future generations.*

#### 3.7.2 **Objectives and Policies**

##### **Objective 3.7.2.1: Public Open Space**

To safeguard and enhance Foam Lake's green spaces in order to contribute to the wider objectives of sustainable community development.

- Policy (a) The Town shall ensure the protection and enhancement of green space, open natural areas and other amenities, including Milligan Creek, within the community through the use of restricted development zoning districts.
- Policy (b) Natural and scenic areas of significant value, wherever possible, shall be placed in public ownership.
- Policy (c) The integration of natural features, existing vegetation, habitat, and wetland areas



in the development of the Town's parks, open space and trail systems shall be encouraged.

Policy (d) The Town will consider the development of walking trails as an alternative to traditional park space, in the development of green and recreation spaces.

Policy (e) The Town will encourage types of, and provide locations for, industrial and commercial development that do not negatively affect the character of the Town.

### **Objective 3.7.2.2: Dedication of Lands**

To make provision for municipal reserves when land is subdivided.

Policy (a) The following factors shall be considered in making decisions on the provision of municipal reserves:

- (i) Smaller municipal reserve areas within new residential subdivisions should be provided for neighbourhood parks and playgrounds.
- (ii) In commercial and industrial subdivisions, cash-in-lieu of municipal reserve dedication will be considered as the primary method of meeting the municipal reserve requirement, unless the requirement can be transferred to an acceptable area and dedicated.

Policy (b) Municipal reserves shall only be used to convey stormwater runoff to stormwater storage basins and shall act as temporary water storage to allow for water retention for a design period of no longer than a twenty-four hour period after a storm event. Areas that are designed to store or retain water for more than twenty-four hours after a storm event shall be classified as stormwater management facilities and shall be identified as "utility parcels" on subdivision plans.

### **Objective 3.7.2.3: Walkability**

To support, encourage and facilitate connectivity and walkability throughout the Town.

Policy (a) The Town will pursue opportunities to link natural areas, parks, and walking and cycling facilities in a continuous open space system.

Policy (b) The Town will facilitate the development of a walkable community, through consideration of the provision of adequate sidewalks, pathways in linear parks and appropriate lighting. The development of pedestrian amenities should contribute to public safety.

Policy (c) The Town will continue to support the continued development and maintenance of the Milligan Creek Nature Trail, as financial capabilities allow.

#### **Objective 3.7.2.4: Community Engagement**

To support the equitable access of community parks and open spaces to all residents and provide park space suitable for all community needs.

Policy (a) The Town will encourage extensive participation by service clubs, community residents, community and public agencies and other stakeholders in the development parks, green spaces, public amenities and trail systems throughout the community.

#### **Objective 3.7.2.5: Creekbank Stewardship**

To protect and enhance Milligan Creek for the maximum benefit of Foam Lake residents and visitors.

Policy (a) The Town will work with the Quill Lakes Watershed Association and the Saskatchewan Water Security Agency in the protection of Milligan Creek.

### **3.8 BIOPHYSICAL CONSIDERATIONS & HAZARDS**

#### **3.8.1 Background**

- The Town has experienced flooding along Milligan Creek in the past as a result of major storm events. Other areas of flood concern include the undeveloped area north of Highway 16 on the west side of the town, as well as Letwenuk Road.
- The Milligan Creek flows through the Town to the Foam Lake Heritage Marsh and eventually into the Quill Lakes. There are two small tributaries to Milligan Creek, which flow past Foam Lake on the east and west sides of Town.
- The 1:500 year flood frequency is used to define flood hazard lands in Saskatchewan. The Saskatchewan Water Security Agency has indicated that no flood mapping is available for the Town of Foam Lake. As limited information is available regarding potential flood areas, subdivision and development proposals should be evaluated by a Professional Engineer or Hydrologist to determine peak water levels and safe building elevations.
- Areas around existing waterbodies and other low areas within the Town of Foam Lake that are not identified as potential flood prone areas have no historical data available and may be flood prone. Extensive topographic information would be required to undertake a detailed hydraulic study to determine the extents of a major flood event in Foam Lake.
- Flood control of Milligan Creek is managed at the Milligan Creek Dam through an agreement between the RM of Foam Lake and the Town.
- The Town of Foam Lake is located within the Quill Lakes Watershed, which used to contain two Quill Lakes, Big Quill and Little Quill. Over the last decade, water levels have risen and formed one big lake, flooding thousands of acres of farm land and threatening infrastructure.

The situation in the Quill Lakes is one of the most complex water management issues in Canada.

- The Quill Lakes Watershed Association, a local non-profit organization composed of local residents, was formed in 2015. The Water Security Agency has not completed a watershed plan for the Quill Lakes Watershed.
- To avoid development in hazardous areas within the town, policies discouraging development on potentially hazardous land due to flooding and other hazards, such as contamination, erosion, soil subsidence and slope instability are required.
- The Town's water is sourced from Well PW1-03, a flowing artesian well, located 10.2 km southwest of the water treatment plant. Protection of the Town's source water is the first step in maintaining a safe drinking water supply for residents.
- Residential development in the town is constrained by the location of the sewage lagoon in the north and the landfill in the southwest. Sewage lagoons and landfills, as per *The Subdivision Regulations, 2014* require a 457 metre setback from residential subdivision or other setback as required by the Approving Authorities. The existing locations are adequately buffered by these existing land uses in terms of residential development in the long term.
- The Town does not have an inventory of contaminated lands within the municipality.
- A high-pressure pipeline right-of-way exists to the north of the Town posing a development constraint.
- There are currently three rail crossings located within the Town boundary. Future development will need to have regard for development constraints related to rail traffic.
- The Town of Foam Lake has an appointed coordinator who administers the Town's recently updated Emergency Management Organization Bylaw.
- *The Statements of Provincial Interest Regulations* provides the following statement concerning public safety:
  - *The Province has an interest in ensuring the safety and security of individuals, communities and property from natural and human induced threats.*
- *The Statements of Provincial Interest Regulations* provides the following statement concerning source water protection:
  - *The Province has an interest in the protection of water sources that provide safe drinking water.*

### **3.8.2 Objectives and Policies**

#### **Objective 3.8.2.1: Hazard Lands and Constraints**

To discourage inappropriate development in areas with potentially hazardous site conditions and general development constraints as illustrated in Reference Map 2, and to ensure that environmentally sensitive or hazardous lands are dedicated, as appropriate, as environmental reserve, during the subdivision process.

- Policy (a) Development will be directed to areas believed to be capable of supporting such development.
- Policy (b) Where subdivision or development is proposed for areas identified as *Potential Flood Prone Areas* on Map 2 – Development Constraints and on the Town of Foam Lake’s Zoning District Map, or for what Council considers may be hazard land, or on land within +/- 0.5 metres of the Safe Building Elevation as established, the applicant may be required to submit a report, prepared by professionals certified to assess relevant factors, to assess the geotechnical suitability of the site, susceptibility to flooding, slope instability or other environmental hazards, together with any required mitigation measures. Council may refuse to authorize development on hazard land or may permit development only in accordance with specified mitigation measures. These measures may be attached as a condition for a development permit approval. The costs associated with undertaking specified mitigation measure, and with providing the required documentation relation to any specified mitigation measures will be borne by the applicant or proponent of the proposed development.
- Policy (c) The Zoning Bylaw will contain standards for development on or near hazard lands.
- Policy (d) Environmentally sensitive areas shall be used for public open space.
- Policy (e) Ensure future development is consistent with the 457 metre lagoon and landfill setbacks, as per *The Subdivision Regulations, 2014* or a different setback as required by the Ministry of Environment.

### **Objective 3.8.2.2: Source Water Protection**

To protect ground and surface water resources from contamination, to ensure a safe supply of drinking water.

- Policy (a) The Town will ensure that development does not deplete or reduce the quality of water resources in the broader region and protect Foam Lake’s ground water resources from contamination, by restricting development near source water.
- Policy (b) Ensure that development protects and sustains important waterbodies, waterways, wetlands, and groundwater systems in the Town and broader region by employing site-specific planning programs, either alone or in cooperation with other agencies, organizations or governments. This may include limiting, restricting, delaying or prohibiting development in proposed development areas until site-specific planning has been completed or until the Town is satisfied that specific development projects will sustain these areas.

**Objective 3.8.2.3: Flooding**

To protect development against the risks of flooding and other biophysical hazards.

- Policy (a) The Town will work with the Water Security Agency, the Rural Municipality of Foam Lake, and the rural community, as necessary, on potential flood protection issues in the municipality and the broader region.
- Policy (b) As per *The Statements of Provincial Interest Regulations*, insofar as is practical, the development of new buildings and additions to buildings in the floodway in the 1:500 year flood elevation of any watercourse or waterbody shall be prohibited.
- Policy (c) As per *The Statements of Provincial Interest Regulations*, insofar as is practical, development of new buildings and additions to buildings to an elevation of 0.5 metres above the 1:500 year flood elevation of any watercourse or waterbody in the flood fringe shall be flood-proofed.

**Objective 3.8.2.4: Contaminated Sites**

To ensure safe development on brownfields and contaminated sites.

- Policy (a) If contaminated sites are identified, ensure they are remediated to a level suitable for the intended use or for site suitability prior to development, to the satisfaction of the Approving Authorities.

**Objective 3.8.2.5: Emergency Measures**

- Policy (a) The Town of Foam Lake will continue to work towards community preparedness for emergency situations by continuing to implement the Town's Emergency Management Plan.

## 3.9 INTERMUNICIPAL & INTERJURISDICTIONAL COOPERATION

### 3.9.1 Background

- The Town of Foam Lake is situated at the intersection of Highways 16 and 310 in the RM of Foam Lake No. 276. Other communities in the region include the Towns of Wynyard and Wadena, Villages of Elfros and Sheho, Resort Villages of Leslie Beach and Chorney Beach, and Hamlets of Leslie and Tuffnell.
- The Town of Foam Lake and RM of Foam Lake work collaboratively in several areas, including the maintenance of Elevator Road, creation of the Foam Lake and District Leisure Services Board, use of the Town's sewage lagoon, and collectively managing and operating the Foam Lake and District Landfill, and Milligan Creek Dam.

- The Town is a member of the Foam Lake and District Fire Fighting Association, along with the RMs of Foam Lake, Elfros and Insinger, the Village of Sheho and the Resort Villages of Leslie Beach and Chorney Beach to provide fire protection.
- The Towns of Foam Lake, Wynyard and Wadena worked collaboratively to develop tourism opportunities through the Quill Lakes International Bird Area. Annual Tri-Town meetings are held to share ideas and opportunities to work together on a regional scale.
- Foam Lake is situated on Treaty 4 territory and the Homeland of the Métis. First Nation Reserves in the area include Fishing Lake First Nation to the north.
- Many outstanding land claims owed to several First Nations in Saskatchewan are now being settled. The Treaty Land Entitlement Framework Agreement specifies details of this process. As a part of this process, First Nations have an opportunity to obtain additional lands, including those located within urban municipalities. It is anticipated that some of these lands will be converted to reserve status.
- It is important, and will be a benefit to the region as whole, for the Town of Foam Lake to work collaboratively with its regional neighbours on issues and areas of mutual interest such as the rural-urban fringe and regional transportation corridors.
- *The Statements of Provincial Interest Regulations* provide the following statement concerning intermunicipal cooperation:
  - *The Province has an interest in promoting inter-municipal cooperation that facilitates strong partnerships, joint infrastructure and coordinated local development.*

### **3.9.2 Objectives and Policies**

#### **Objective 3.9.2.1: Government Cooperation**

To pursue opportunities with the federal and provincial governments to enhance services and to provide innovative opportunities for Foam Lake and the region.

- Policy (a)      The Town will pursue opportunities to take advantage of federal and provincial programs which will benefit Foam Lake and the region.

#### **Objective 3.9.2.2: Regional Cooperation**

To facilitate intermunicipal and interjurisdictional cooperation on a regional basis.

- Policy (a)      The Town will pursue agreements and cooperation with neighbouring municipalities, planning commissions, First Nations, and other stakeholders that will address joint planning, future growth, and joint delivery of services, based on common interests of the region as a whole.
- Policy (b)      The Town will continue to work with regional partners in the delivery of emergency and safety management services.

**Objective 3.9.2.3: Urban Reserves**

To maintain the financial integrity of the Town, its tax base and its municipal services, while ensuring compatible and enforceable land use and development standards in any Urban Reserve that may be established in Foam Lake.

- Policy (a)      Ensure an agreement is sought pursuant to part 9 of the Treaty Land Entitlement Framework Agreement before an Urban Reserve is created with reserve status. The agreement shall be negotiated in good faith by the Town, and will be based on the objective noted above.

**Objective 3.9.2.4: Annexation**

To alter the Town limits based on need and to provide for orderly development of land uses and services.

- Policy (a)      In order to provide for orderly development in accordance with the development policies contained in this Official Community Plan, Council may, from time to time, seek to alter the Town boundaries in a manner that will ensure that sufficient lands are available within the Town limits. Sufficient lands are deemed to exist within the Town if they can accommodate future development for a period of twenty years and if they can be serviced in a practical, cost-effective manner.
- Policy (b)      The Town will support requests for alteration of Town boundaries that are consistent with sound land use planning principles and this Official Community Plan and is determined to be of benefit to the Town.

**Objective 3.9.2.5: Communication and Referral Process**

To provide greater certainty for land use decisions where impacts cross municipal boundaries.

- Policy (a)      The Town shall work collaboratively with the Rural Municipality of Foam Lake to develop plans and processes that provide greater clarity for land use decisions in such areas as the rural-urban fringe, regional transportation corridors, lands within the Town that are adjacent to RM boundaries and other areas of mutual interest.
- Policy (b)      Council will work with the Rural Municipality of Foam Lake when designating or amending future urban growth areas that are located within the RM, on the Town's Future Land Use Concept.
- Policy (c)      In an effort to provide greater certainty, transparency and inter-municipal cooperation for future planning for the region, the Town of Foam Lake shall refer concept plans, transportation plans, future land use map amendments for lands located within the Rural Municipality of Foam Lake, and drainage plans that may impact across municipal boundaries, to the Rural Municipality of Foam Lake for

review and comment.

### 3.10 AGRICULTURAL LAND & FRINGE AREAS

#### 3.10.1 Background

- The Town of Foam Lake is surrounded by the Rural Municipality of Foam Lake No. 276.
- In areas adjacent to the Town it is important to ensure that developments do not cause adverse effects upon existing or proposed future urban land uses or servicing requirements. In order to ensure that future growth can occur in an orderly and planned fashion, the Town may need to identify future development areas outside of the current Town boundaries for long term growth.

#### 3.10.2 Objectives and Policies

##### **Objective 3.10.2.1: Future Urban Land Requirements**

To ensure that future urban land requirements are not restricted by the development of uses, such as intensive livestock operations, near or within the corporate limits of the Town.

- Policy (a)      The Town shall continue to work with the Rural Municipality of Foam Lake to address and resolve issues and concerns of mutual interest.
- Policy (b)      Intensive livestock operations (ILO's) shall not be permitted within the Town of Foam Lake.

##### **Objective 3.10.2.2: Future Urban Development**

To safeguard municipal services from incompatible land uses.

- Policy (a)      The Zoning Bylaw will identify areas suitable for development within the corporate limits of the Town not immediately required for urban development as a "Future Urban Development" district and will identify land use restrictions and development standards so as not to jeopardize or otherwise unduly restrict future development.

### 3.11 NATURAL, CULTURAL AND HERITAGE RESOURCES

#### 3.11.1 Background

- The Town of Foam Lake borders the Touchwood Hills Upland and Whitesand Plain of the Aspen Parkland Ecoregion of the Prairie Ecozone.
- Milligan Creek flows through the town to the Foam Lake Heritage Marsh and eventually,



into the Quill Lakes. Milligan Creek is considered a recreational and cultural asset of the town.

- In 1904, as the CPR was pushing westward, the townsite of Foam Lake was established. The Town's name of Foam Lake comes from the Irish Milligan Family, who settled northwest of the present-day town of Foam Lake, and named a shallow body of water in the region as Foam Lake, as froth often developed along its shores. The first buildings were erected in 1907 and in 1908 the community was incorporated as a village. In 1924, Foam Lake attained town status. It remains a major service and distribution centre for the surrounding agricultural district.
- The Town's roots lie within its cultural diversity of Ukrainian and Iceland heritage, and modern day Foam Lake continues to see an increase of newcomers that contribute to the multi-cultural diversity of the population.
- There are two Designated Municipal Heritage Property within the Town of Foam Lake:
  - St. John the Evangelist Anglican Church, located on Main Street, was constructed in 1910-11; and
  - Foam Lake Museum, located on Bray Ave West, was constructed in 1926 for use as a town office and fire hall.
- One archaeological site has been identified to date. This site is categorized as a single human burial, which is considered a Site of Special Nature, or SSN. For development purposes, SSN should be avoided with at least a 100 metre buffer.
- It is possible that more historic sites are locally known, but are not yet recorded and recognized by the Heritage Conservation Branch as Heritage Property. Consultations should be held prior to the onset of any development should it be located adjacent to or on any of these locally-known sites.
- Proposed development outside of the Town in areas deemed to have moderate or high archaeological potential may require further heritage screening by the Heritage Resource Branch of Saskatchewan. It is also possible that proposed development(s) located in areas thought to have moderate or high archaeological potential may result in the recommendation that a Heritage Resource Impact Assessment (HRIA) be undertaken. Potentially heritage sensitive quarter sections have been identified on Map 2 – Development Constraints.
- *The Statements of Provincial Interest Regulations* provides the following statement concerning Saskatchewan's heritage and culture:
  - *The Province has an interest in ensuring that Saskatchewan's culture and heritage resources are protected, conserved and responsibly used.*
- *The Statements of Provincial Interest Regulations* provides the following statement concerning biodiversity and natural ecosystems:
  - *The Province has an interest in conserving Saskatchewan's biodiversity and natural ecosystems for present and future generations.*

### **3.11.2 Objectives and Policies**

#### **Objective 3.11.2.1: Cultural and Heritage Resource Protection**

To identify and protect the heritage resources within the Town of Foam Lake, and where such protection cannot be achieved, to implement appropriate mitigation measures.

- Policy (a) The Town will support the designation of provincial heritage and municipal heritage buildings and sites within Foam Lake, including those owned by the Town, as well as those owned privately.
- Policy (b) The subdivision of land on potentially heritage sensitive parcels occurs (Map 2) shall occur in accordance with the guidelines and criteria identified by the Heritage Conservation Branch of Saskatchewan. The costs of any required Heritage Impact Resource Assessment to identify if any heritage resources exist on the site, and if the developer may be required to move the proposed development to a new location or undertake mitigative measures to receive clearance from the Heritage Resource Branch of Saskatchewan, will be the responsibility of the proponent of the proposed development.
- Policy (c) The Town's land use and development decisions will be sensitive to the conservation and protection of culture and heritage resources.
- Policy (d) The Town shall consider the use of dedicated lands, such as environmental and municipal reserve, to protect and conserve culture and heritage features, where possible.
- Policy (e) Insofar as practical, the Town shall use the provisions set out in the *Standards and Guidelines for the Conservation of Historic Places* to guide protection and conservation efforts of heritage places.

#### **Objective 3.11.2.2: Cultural and Heritage Resource Promotion**

To encourage the conservation of intangible cultural resources including historically and culturally significant landscapes, cultural facilities and events, heritage languages, community traditions and customs, locally important arts, crafts and traditional skills.

- Policy (a) The Town may consider the development of a Municipal Cultural Plan that identifies and maps local culture and heritage resources while creating an awareness of the benefits of preserving and promoting culture and heritage resources for community development purposes.
- Policy (b) The Town shall continue to support heritage and cultural events.
- Policy (c) The Town shall continue to work with the Museum Committee, community and culture groups, service clubs, sports and recreation clubs, to promote and

celebrate the existing programs available to residents and visitors, alike.

Policy (d)     The Town will endeavour to create new partnerships with community groups with the intention of fostering support and promoting interest in culture and heritage.



## 4 IMPLEMENTATION

---

### 4.1 ZONING BYLAW

The Zoning Bylaw will be the principal method of implementing the objectives and policies contained in this Official Community Plan, and will be adopted in conjunction herewith.

#### 4.1.1 Purpose

The purpose of the Town's Zoning Bylaw is to control the use of land providing for the amenity of the area within Council's jurisdiction and for the health, safety, and general welfare of the inhabitants of the Town of Foam Lake.

#### 4.1.2 Content and Objectives

The Zoning Bylaw will implement the land use policies contained in this Official Community Plan by prescribing and establishing zoning districts for residential uses, commercial uses, industrial uses, community service and institutional uses, and other municipal uses. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations, off-street parking, landscaping, and so forth.

#### 4.1.3 Amending the Zoning Bylaw

When considering applications to amend zoning regulations or standards, or requests for the rezoning of land, Council shall consider such proposals within the context of:

- (1) The nature of the proposal and its conformance with all relevant provisions of this Official Community Plan.
- (2) The need to foster a rational pattern of relationships among all forms of land use and to protect all forms of land use from harmful encroachments by incompatible uses.
- (3) The need for the form of land use proposed and the supply of land currently available in the general area capable of meeting that need.
- (4) The capability of the existing road system to service the proposed use and the adequacy of the proposed supply of off-street parking.
- (5) The capability of existing community infrastructure to service the proposal, including water and sewer services, parks, schools and other utilities and community services.

#### 4.1.4 Zoning by Agreement

- (1) Where an application is made to Council to rezone land to permit the carrying out of a specified proposal, Council may, for the purpose of accommodating the request, enter into an Agreement with the Applicant pursuant to Section 69 of *The Act*.
- (2) Contract Zoning permits a municipality to manage the use of a site and layout of a specific proposed development that requires rezoning. Council may use a Contract Zone to rezone a site to

allow a proposed development, but may also restrict uses normally allowed in the zoning district through a contract.

- (3) Section 4.1.3 of this Official Community Plan shall apply in the review of applications for rezoning by agreement.
- (4) Council may enter into an agreement with the applicant setting out a description of the proposal and reasonable terms and conditions with respect to:
  - (a) the uses of the land and buildings and the forms of development;
  - (b) the site layout and external design, including parking areas, landscaping and entry- and exit-ways;
  - (c) any other development standards considered necessary to implement the proposal, provided that the development standards shall be no less stringent than those set out in the requested underlying zoning district.
- (5) Council may limit the use of the land and buildings to one or more of the uses permitted in the requested zoning district.
- (6) Council may consider rezoning by agreement to accommodate development or subdivision proposals when:
  - (a) limiting the uses within a zoning district will avoid land use conflict;
  - (b) it is necessary to ensure that appropriate services and infrastructure are provided.

#### **4.1.5 Use of the Holding Symbol "H"**

- (1) Pursuant to Section 71 of *The Act*, Council may use the Holding Symbol "H" in conjunction with any zoning district designation, to specify the use to which lands or buildings may be put at any time that the holding symbol is removed by amendment to the Zoning Bylaw.
- (2) Council may use the Holding Symbol "H" to accommodate multiple phase subdivisions and developments.
- (3) In making a decision as to whether to remove the Holding Symbol "H" by amendment to the Zoning Bylaw, Council shall consider whether development has progressed to a point where extension of municipal services is appropriate.

#### **4.1.6 Bonus Provisions**

- (1) To facilitate a degree of flexibility for optimal site utilization as well as encourage certain desirable elements not normally proposed in the development process, the Zoning Bylaw may provide for adjustments to specific development standards in exchange for commensurate facilities, services or matters as specifically set out in the Zoning Bylaw.
- (2) In this regard, the Zoning Bylaw may provide for adjustment to density limits, parking standards, building height, number of principal buildings on a site or other similar standards for the provision of supportive housing units, community facilities which are owned by a non-profit

corporation or public authority, the conservation of important natural areas, the provision of enclosed parking, and the designation of designated heritage properties.

## 4.2 OTHER IMPLEMENTATION TOOLS

### 4.2.1 Subdivision Application Review

In reviewing any application for subdivision, Council shall indicate support for such application only when it has:

- (1) Ensured that all policies and guidelines established regarding occupancy levels, development standards and design of the subdivision, as set out in this Official Community Plan, have been satisfied.
- (2) Ensured that the application is in conformity with the Zoning Bylaw.
- (3) Negotiated the terms of a servicing agreement, if required, with the applicant.
- (4) Determined its wishes with respect to the dedication of lands.

### 4.2.2 Dedicated Lands

- (1) When reviewing any application for subdivision, Council may indicate to the approving authority, its desire to have unstable or flood-prone areas set aside as environmental reserve and/or municipal reserve, as a condition of subdivision approval, pursuant to Section 185 of *The Act*.
- (2) Pursuant to *The Act*, Council may elect to request that an approving authority require the owner of land that is the subject of a proposed subdivision to provide money in place of all or a portion of land that would otherwise be required to be dedicated as municipal reserve.

### 4.2.3 Building Bylaw

- (1) Council will use its building bylaw to provide standards for the construction, repair and maintenance of buildings in the community as well as ensuring acceptable physical conditions. Provisions for occupancy permits and inspections can be included in the bylaw.

### 4.2.4 Development Levies and Servicing Fees

- (1) In accordance with Section 169 of *The Act*, the Council may establish, by separate bylaw, development levies for the purpose of recovering all or a part of the capital cost of providing, altering, expanding or upgrading services and facilities associated with a proposed development within an existing subdivided area. Such bylaw must be based on studies to establish the cost of municipal servicing and recreational needs and on a consideration of future land use and development and the anticipated phasing of associated public works.
- (2) In accordance with Section 172 of *The Act*, Council may require a servicing agreement with the proponent of a subdivision development. In order to provide overall direction and guidance in the negotiation of individual agreements with developers, Council may establish, by resolution, a schedule of development specifications and servicing fees. Such servicing specifications will provide a consistent set of development standards for provision of services and works by

developers within a proposed subdivision development. Subdivision servicing fees contribute in whole or in part towards the capital costs of services within or outside the subdivision that directly or indirectly serve the proposed subdivision. The schedule of fees will be based on the identification of overall services and public works that the municipality anticipates will be needed as a result of new subdivision development for a specified term. The negotiation of service fees for individual developments will be based on a calculation of the servicing needs being created by that individual development as a part of the municipalities overall servicing needs.

## 4.3 OTHER

### 4.3.1 Updating the Official Community Plan

Plans and projections for future development shall be monitored on an ongoing basis. Policies contained in this Official Community Plan, including the Future Land Use Concept, shall be reviewed and updated within five years of adoption.

### 4.3.2 Further Studies

As necessary, Council will undertake such studies or programs required to facilitate and encourage the growth and development of the Town of Foam Lake.

### 4.3.3 Community Engagement

In addition to the requirements of *The Act*, provisions for public participation may be initiated which are appropriate to the nature and scope of the planning matter being addressed. Examples of initiatives for which the community engagement process applies includes land use issues, social issues, safety issues, recreation issues and utility services.

For any situation where the community engagement process applies, the Town will consider the following principles:

- Municipal government decisions must be made in a context that is sensitive and responsive to public concerns and values.
- The community engagement process must demonstrate openness, honesty and transparency of purpose, as well as the communication of the results.
- The process must be respectful of decision-making protocols.
- The process must demonstrate a commitment to being time-sensitive and cost-effective.

### 4.3.4 Cooperation and Inter-Jurisdictional Consideration

Council shall cooperate with senior governments, other municipalities and public and private agencies to implement this Official Community Plan.

### 4.3.5 Programs

Council shall participate in senior government economic development, public utility, resource enhancement, housing, social and environmental protection programs and projects, where such will help in achieving its goals and objectives.



#### **4.3.6 Provincial Land Use Policies and Interests**

This bylaw shall be administered and implemented in conformity with applicable provincial land use policies and interests, statutes and regulations and in cooperation with provincial agencies. Where a reference is made in this Plan to a provincial statute or regulation and that statute or regulation is amended or repealed and substituted with a replacement statute or regulation, the reference herein to the statute or regulation shall be taken to mean the amended or replacement statute or regulation.

#### **4.3.7 Binding**

Subject to Section 40 of *The Act*, the Official Community Plan shall be binding on the Town of Foam Lake, the Crown, and all other persons, associations and other organizations, and no development shall be carried out that is contrary to this Official Community Plan.

#### **4.3.8 Definitions**

The Zoning Bylaw definitions shall apply to this Official Community Plan.



## 5 MAPS

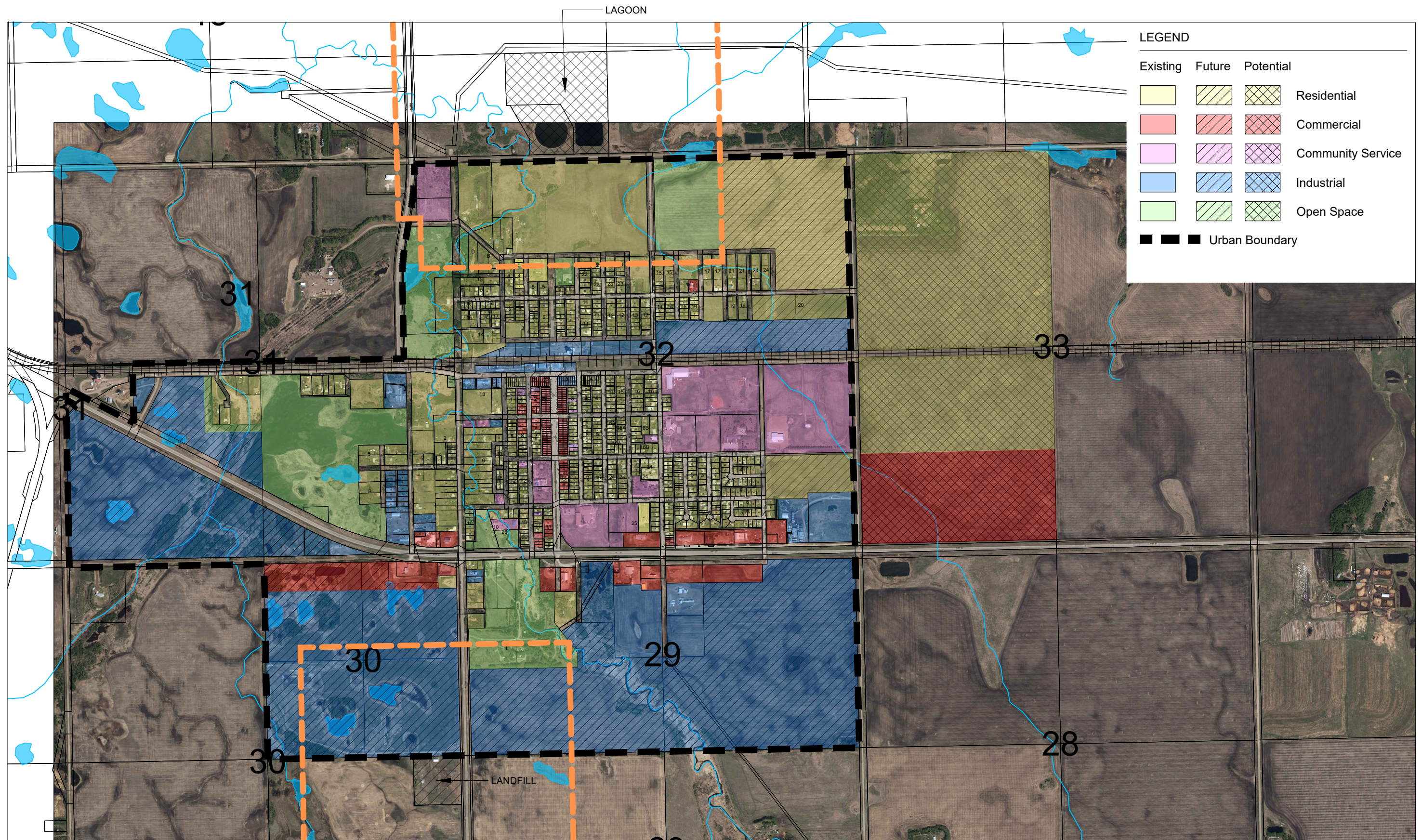
---

Map 1 – Future Land Use Concept

Map 2 – Development Constraints

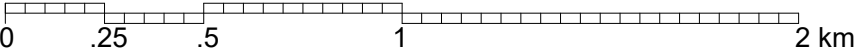






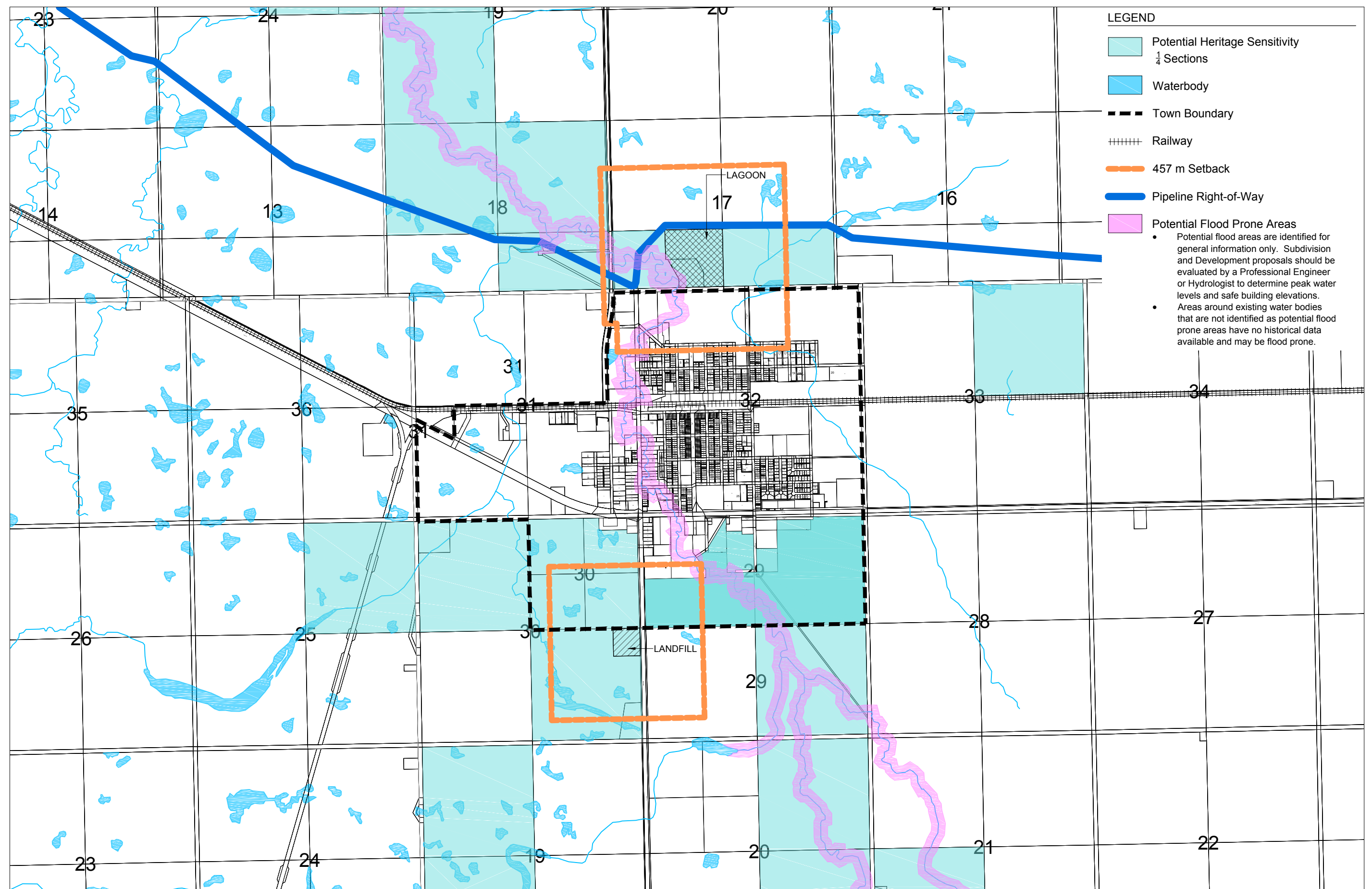
# Town of Foam Lake

Map 1 - Future Land Use Concept



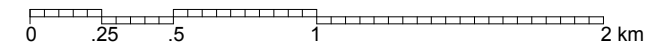






# Town of Foam Lake

Map 2 - Development Constraints



CROSBY HANNA & ASSOCIATES  
LANDSCAPE ARCHITECTURE & COMMUNITY PLANNING  
March 2018

