

TISDALE

BASIC PLANNING STATEMENT

PREPARED FOR:

TOWN OF TISDALE

PREPARED BY:

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LANDSCAPE ARCHITECTURE AND PLANNING
SASKATOON, SK

AUGUST 2005

THE TOWN OF TISDALE

BYLAW NO. 16/05

A bylaw of the Town of Tisdale to adopt a Basic Planning Statement.

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

1. Pursuant to Section 44 of The Planning and Development Act, 1983 the Council of the Town of Tisdale hereby adopts the Town of Tisdale Basic Planning Statement, identified as Schedule "A" to this bylaw.
2. The Mayor and Town Administrator are hereby authorized to sign and seal Schedule "A" which is attached to and forms part of this bylaw.
3. Bylaw No. 1/90, the Tisdale Basic Planning Statement Bylaw, and all amendments thereto, are hereby repealed.
3. This bylaw shall come into force on the date of final approval by the Minister of Government Relations.

Read a first time this day of , ____

Read a second time this day of , ____

Read a third time this day of , ____

Adoption of bylaw this day of , ____

S E A L

Mayor

Town Administrator

Certified a true copy of the Bylaw adopted by Resolution of Council on the ____ day of _____, _____.

A Commissioner for Oaths in the Province of Saskatchewan
My appointment expires .

THE TOWN OF TISDALE
BASIC PLANNING STATEMENT

Being Schedule "A" to Bylaw No. 16/05
of the Town of Tisdale

_____ Mayor

_____ Administrator

S E A L

TABLE OF CONTENTS

1.	INTRODUCTION.....	1
1.1	Authority.....	1
1.2	Scope.....	1
1.3	Purpose.....	1
2.	COMMUNITY GOALS.....	2
3.	OBJECTIVES AND POLICIES	3
3.1	Residential.....	3
3.2	Commercial.....	8
3.3	Industrial	15
3.4	Transportation and Utilities	18
3.5	Community Services.....	21
3.6	Amenities	23
3.7	Urban Development Centres.....	26
3.8	Agricultural Land and Fringe Areas	29
3.9	Biophysical Constraints on Development.....	31
4.	IMPLEMENTATION	32
4.1	Zoning Bylaw.....	32
4.2	Other Implementation Tools.....	37
4.3	Other	39
5.	MAPS	41

1. INTRODUCTION

1.1 Authority

In accordance with Sections 39 and 42 of *The Planning and Development Act, 1983*, the Council of the Town of Tisdale has prepared and adopted this Basic Planning Statement to provide the Town with goals, objectives and policies relating to the future development of the community to a population of at least 3,400.

Section 42 of *The Planning and Development Act, 1983*, provides that a Basic Planning Statement is required to:

- a) contain a statement of the objectives for the future development of the municipality;
- b) contain a statement of the objectives to be accomplished by a zoning bylaw;
- c) incorporate, insofar as is practical, any applicable provincial land use policies;
- d) be based on any studies and surveys that the Minister may require or that may otherwise be appropriate; and,
- e) address any other matters that Council considers advisable.

1.2 Scope

The policies of this Basic Planning Statement shall apply to the incorporated area of the Town. Policies which address the future development of areas outside the current limits of the Town will take effect on annexation of those areas to the Town, or in conjunction with the Council of the Rural Municipality. All development shall conform to the objectives and policies contained in this Basic Planning Statement

1.3 Purpose

This Basic Planning Statement is intended to serve as a statement of the goals, objectives and policies of the Town of Tisdale relating to the future growth and development of the community. The policies are intended to provide Council with direction in establishing other bylaws and programs to guide the future growth and establish guidelines for formulating decisions on future land use and development proposals.

2. COMMUNITY GOALS

The goals for the Town of Tisdale are identified as follows:

- 2.1 To direct development and growth of Tisdale towards a diversification of land use activity in a manner that will maintain a positive relationship with environmental values, resource capabilities, community strengths and the broader community in the Rural Municipality of Tisdale.
- 2.2 To maintain and enhance the role of Tisdale as a major trade centre for the surrounding region.
- 2.3 To ensure orderly, cost-efficient and appropriate development of the land consistent with the purpose of the community and within the financial capability of the community.
- 2.4 To support and complement provincial interest.

3. OBJECTIVES AND POLICIES

3.1 Residential

3.1.1 Issues and Concerns

- (1) Tisdale, with a current (2001) population of 3,065, has experienced average annual population growth of 0.65% since 1996. Population projections suggest modest continued growth into the future, with 2021 populations projected to range between 3,100 and 3,500. This, combined with average reductions in household size, suggest that modest demand will continue for additional housing in Tisdale. Based on population projections, and depending on average household size, total new housing demand could reasonably be expected to average ten to fifteen houses per year to the year 2021.
- (2) Although there is a current inventory of approximately 72 serviced but undeveloped residential lots in the Town, all but 26 are considered “infill” lots in already developed areas. Many of these infill lots are expected to be either unavailable for development or, for any of a number of reasons, less desirable sites for new home construction. Therefore, the current supply of serviced residential lots would be expected to meet demand for only the next two to three years.
- (3) Stakeholder representatives indicate that a shortage of available multiple-unit and quality single-unit residential product is considered a significant weakness of Tisdale as a place to live and work. A shortage of rental accommodation in general was also seen as a weakness.
- (4) With the exception of a few potential parcels on the former Tisdale Union Comprehensive School site and one block of land near 110th Avenue and 100th Street, the isolated nature of the available infill lots would preclude development of multiple unit residential projects. Lot patterns in the one residential area currently under development (in the northwest corner of Town) suggest that no allowance has been made for multiple unit residential development in that area. It is therefore anticipated that insufficient lands have been set aside for potential multiple unit residential development to meet demands through the planning period.
- (5) Existing patterns of use, major transportation corridors (Highway #35 and railway lines) and flood prone lands limit major

opportunities for future residential development to the north west portion of the Town.

- (6) Home based businesses are becoming a common use and further demand for this type of commercial activity within residences is anticipated in the future. In a survey of community opinion, home based businesses were generally supported as a legitimate and appropriate use in residential areas, although significant concern was expressed for the need to guard against potential impacts of such businesses on traffic and parking, noise levels, visual appearance and overall environmental quality in residential areas.
- (7) There is a growing trend towards the provision of ongoing care to individuals, in need of such care, in a residential as opposed to an institutional setting. Broad support was expressed, by respondents to the property owner survey, for the notion of residential care facilities as a compatible form of development in residential areas, provided that such facilities were not so large as to disrupt the residential character of the areas in which they were located (generally no more than eight care residents / recipients). Further, widespread support was expressed for adult day care centres, either stand-alone or as accessory uses in residences or other facilities in residential areas.

3.1.2 Objectives

- (1) To provide adequate land for future residential development.
- (2) To identify the areas most suitable for future residential development.
- (3) To allow for the development of a full range of residential uses including single-detached, semi-detached, duplex, and multiple-unit dwellings, within the corporate limits of the Town.
- (4) To provide locations for mobile homes in a specific area of the Town, complementary to other residential uses.
- (5) To keep future residential development within the area serviceable by the existing gravity sewer system as long as possible, in order to optimize use of existing infrastructure.
- (6) To ensure that buildings and lots are constructed and maintained to acceptable standards.

- (7) To facilitate economic development and foster entrepreneurship through home based businesses that are clearly secondary to the residential use of the property and compatible with the surrounding residential environment.
- (8) To support the development of affordable housing.

3.1.3 Policies

- (1) Infill of existing residential lots will be encouraged.
- (2) Initially, new residential development will be encouraged to locate in the areas noted as “Future Residential” on the Future Land Use Concept (Map 1). 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.
- (3) The Town will take steps to subdivide and service land for residential purposes where there are insufficient lots to meet demand.
- (4) Additional residential subdivision development will be supported by Council only in order to ensure a five to seven year supply of serviced lots, based on the rate of serviced lot uptake in the preceding three 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.
- (5) If and when sufficient land is no longer available to accommodate additional residential development (pursuant to policies contained in Section 3.8.3), new residential development will be encouraged to locate in the areas noted as “Potential Residential” on the Future Land Use Concept (Map 1). Subject to policies contained in Section 3.8.3, 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 zoned for future urban development when they are included

within the corporate limits of the Town 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.

- (6) A separate mobile home district, for mobile home and compatible development, will be established in the Zoning Bylaw. Extension of the mobile home district into additional areas will be considered on a case-by-case basis, as demand warrants, in conjunction with new residential subdivisions.
- (7) A series of residential districts will be provided for a full range of residential uses. These districts will provide varying levels of restrictions on residential types and dwelling unit densities. Single detached dwellings and certain community facilities will be permitted in all residential districts except the mobile home district. Higher density residential uses and, at Council's discretion, other potential compatible uses will be allowed in only those areas in which increased residential densities and a wider range of compatible uses are determined to be appropriate.
- (8) Generally speaking, a land use pattern that reflects higher density residential development (i.e. increased multiple unit developments) in proximity to the downtown commercial area, will be encouraged through residential and other zoning designations.
- (9) Council may, in the Zoning Bylaw, authorize the relaxation of rear yard requirements for corner lots in residential districts, provided that larger side yards are provided along the flanking street.
- (10) Building maintenance and upkeep is important in order to preserve a visually pleasing community. Construction of buildings should be completed and lots landscaped.
- (11) Council will promote and advertise the Town, and the associated high quality of life and amenities in the Town, to encourage individuals and families to locate their residences in Tisdale.
- (12) Home based businesses shall be accommodated, provided they are clearly secondary to the principal residential use of the dwelling unit and are compatible with the residential environment.

- (13) Home based businesses shall be compatible with nearby residential properties and shall preserve the amenity of the overall residential environment. Home based businesses shall not generate traffic, parking, noise, electrical interference, vibration, odour or other elements that are not normally found in the residential environment.
- (14) The Zoning Bylaw shall specify the types of activities to be fully permitted as home based businesses. Such uses are to be compatible with a residential environment and will not create land use conflicts.
- (15) 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. Time limits may be applied to the approval of these uses.
- (16) 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.
- (17) To ensure compatibility with the residential environment, Council will not approve applications for discretionary Home Based Businesses in multiple unit dwellings.

3.2 Commercial

3.2.1 Issues and Concerns

- (1) A significantly greater proportion of Tisdale's population is employed in sales and service occupations than is the case in the surrounding region or in Saskatchewan as a whole. This illustrates the importance of Tisdale as a major service centre in the northeastern portion of Saskatchewan's agricultural region.
- (2) The Town serves a trading area population of approximately 50,000 and provides a wide range of commercial services in the retail, service and personal service sectors.
- (3) Commercial land uses are focussed in the Downtown area, along Highway 3 (Tisdale Mall and vicinity), and near the intersections of Highways 3 and 35.
- (4) Stakeholder representatives in the community have indicated that there is a shortage of serviced, developable commercial lands in the Town. More specifically, the shortage of fixed roof accommodation (hotel / motel) was flagged as a major weakness in Tisdale's commercial sector. The need for more services targeted at the trucking industry and, more generally, travellers was also identified as a key issue by stakeholders.
- (5) The completion, in 2004, of the *Tisdale Main Street Enhancement Project Master Plan* has provided an overall framework for rejuvenating the streetscape along Main Street (100th Street) between 97th Avenue and 103rd Avenue (i.e. the heart of the Tisdale downtown commercial area). The Master Plan resulting from this project recommended a number of key components which, together, provide a viable and coherent vision for the future development of Main Street.
- (6) A number of existing dwellings are located in areas designated for Highway Commercial purposes.

3.2.2 Downtown Commercial Objectives

- (1) To maintain and enhance a cohesive, viable and dynamic downtown commercial area.
- (2) To encourage the development of new commercial enterprises in downtown Tisdale.
- (3) To ensure an available supply of land for downtown commercial development.
- (4) To allow for existing non-commercial uses, such as multiple unit dwellings, community services, cultural institutions and clubs, among others, providing they do not hamper commercial development in the downtown.
- (5) To facilitate access to downtown commercial services by seniors or others with mobility constraints, and to provide opportunity for increased levels of overall activity in the downtown.

3.2.3 Downtown Commercial Policies

- (1) The Zoning Bylaw will contain a downtown commercial district to provide for a wide range of downtown commercial and other compatible uses
- (2) The area shown as “Downtown Commercial” on the Future Land Use Concept (Map 1) will be zoned in the Zoning Bylaw, for downtown commercial uses and other compatible development.
- (3) Council will consider extending downtown commercial zoning to those areas shown as “Mixed Use”, on the Future Land Use Concept, as demand warrants. The areas shown as “Mixed Use” will be zoned for a mix of commercial, institutional and multi-unit residential uses which would not conflict with the long term future use of this area.
- (4) Council will continue to promote the Town as a place for new business development, in cooperation with organizations such as the Tisdale Chamber of Commerce.
- (5) Council may, by resolution, adopt policies that provide business incentives to new businesses or expanding businesses, including but not limited to the following:

- (i) Tax incentives;
 - (ii) Construction incentives;
 - (iii) Job creation incentives.
- (6) Where necessary, the Town will undertake to acquire land for additional downtown commercial development, through purchase or exchange. Where improvements are proposed for existing low-density residential uses in the downtown commercial area, Council will investigate the possibility of land exchange on a case-by-case basis.
- (7) Council will support implementation of the recommendations of the *Tisdale Main Street Enhancement Project Master Plan*, as local financial resources permit.

3.2.4 Highway Commercial Objectives

- (1) To ensure that sufficient land is set aside, along Highway #3 and Highway #35, for development of highway commercial uses.
- (2) To restrict development of non-highway commercial uses in the designated areas while, at the same time, recognizing that there remain, within the designated areas, a few single detached residences which should be allowed to retain their conforming use status.
- (3) To promote the expansion of existing highway commercial operations and encourage the development of new uses in the existing Highway Commercial area.
- (4) To encourage and facilitate visually appealing entries to the Town through existing and future highway commercial areas.

3.2.5 Highway Commercial Policies

- (1) The Zoning Bylaw will contain a highway commercial district to provide for a wide range of highway commercial and other compatible uses.
- (2) Single detached dwellings will be listed as a discretionary use in the highway commercial district. A development permit for a single detached dwelling will be issued only for renovations or additions to a dwelling existing as of the effective date of this bylaw, or for the replacement, on the same site, of a dwelling existing as of the effective date of this bylaw, subject to appropriate development standards.
- (3) Council will encourage owners of dwellings in the highway commercial district to sell their land to the Town, or to exchange it for other land, better suited for residential development, in order to phase out residential uses in the highway commercial district.
- (4) The area shown as “Highway Commercial” on the Future Land Use Concept (Map 1) will be zoned for highway commercial uses and compatible development.
- (5) Council will consider extending highway commercial zoning to those areas shown as “Future Highway 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 use of these areas.
- (6) If and when sufficient land is no longer available to accommodate additional highway commercial development (pursuant to policies contained in Section 3.8.3), new highway commercial development will be encouraged to locate in the areas noted as “Potential Highway Commercial” on the Future Land Use Concept (Map 1). Subject to policies contained in Section 3.8.3, Council will initiate required actions to bring the areas noted as “Potential Highway 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 zoned for future urban development when they are included within the corporate limits of the Town 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.

- (7) Should the Town annex lands within the area known locally as the “Tisdale Subdivision” (NW 36-44-15-W2M), for the purposes described in (4) above, where sites in this area are used for residential purposes, the Town will continue to recognize the existing use of these sites and they will be initially zoned to permit such use. Council will encourage the properties to be converted to a use appropriate to the Highway Commercial zoning district as they become vacant or replaced, and will consider rezoning to Highway Commercial district at that time.
- (8) In the Zoning Bylaw, those highway commercial uses which have the potential to use significant volumes of water and/or contribute significant flows to the sanitary sewer system, over and above water consumption and contribution to sanitary sewer volumes resulting from the provision of sanitary services for employees and patrons, will be listed as discretionary uses.
- (9) Prior to the approval of an application for a discretionary commercial use in the highway commercial district, 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 servicing feasibility, will be borne by the applicant.
- (10) Where necessary, the Town will undertake to acquire land for highway commercial development through purchase or exchange.
- (11) Industrial uses such as storage, warehousing, or freight and cartage operations may be allowed in highway commercial areas at Council’s discretion.
- (12) Council may by resolution, adopt policies that provide business incentives to new businesses or expanding businesses including but not limited to the following:
 - (i) Tax incentives;
 - (ii) Construction incentives;
 - (iii) Job creation incentives.

- (13) To facilitate development of visually appealing entry points into the Town along provincial highways, Council may:
- (i) initiate the preparation of a coordinated highway entry enhancement master plan or strategy;
 - (ii) provide financial support for the implementation of such a master plan or strategy; and
 - (iii) establish landscaping requirements in highway commercial areas.
- (14) The area designated as Future Highway Commercial and Industrial Mix on the Future Land Use Concept will be zoned for highway commercial uses and industrial uses. (Bylaw 9/12 AMENDMENT)

3.3 Industrial

3.3.1 Issues and Concerns

- (1) The importance of the industrial sector of Tisdale's economy is illustrated by the large proportion of the Town population employed in trades, transport and equipment operation and related occupations, relative to the surrounding region and the province as a whole. Further, manufacturing ranks second in importance (behind only retail trade) as an economic sector for employment in Tisdale.
- (2) The need for more service, developable industrial land has been identified, by stakeholder representatives, as a key issue facing the Town.
- (3) A number of existing dwellings are located in areas designated for Industrial purposes.

3.3.2 Objectives

- (1) To attract new industrial operations to Tisdale.
- (2) To identify areas for the development of industrial operations which will minimize conflicts with other land uses while, at the same time, recognizing that there remain, within existing industrial areas, a few single detached residences which should be allowed to retain their conforming use status.
- (3) To ensure that locations and types industrial development are consistent with capacities of the Town's infrastructure to support such development.

3.3.3 Policies

- (1) The Zoning Bylaw will contain an industrial district to provide for a wide range of industrial and other compatible uses.
- (2) Single detached dwellings will be listed as a discretionary use in the industrial district. A development permit for a single detached dwelling will be issued only for renovations or additions to a dwelling existing as of the effective date of this bylaw, or for the replacement, on the same site, of a dwelling existing as of the effective date of this bylaw, subject to appropriate development standards.

- (3) Council will encourage owners of dwellings in the industrial district to sell their land to the Town, or to exchange it for other land, better suited for residential development, in order to phase out residential uses in the industrial district.
- (4) The area shown as “Industrial”, on the Future Land Use Concept (Map 1) will be zoned for industrial uses and compatible development.
- (5) If and when sufficient land is no longer available to accommodate additional industrial development (pursuant to policies contained in Section 3.8.3), new industrial development will be encouraged to locate in the areas noted as “Potential Industrial” on the Future Land Use Concept (Map 1). Subject to policies contained in Section 3.8.3, 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 zoned for future urban development when they are included within the corporate limits of the Town 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.
- (6) Should the Town annex lands within the area known locally as the “Tisdale Subdivision” (NW 36-44-15-W2M), for the purposes described in (3) above, where sites in this area are used for residential purposes, the Town will continue to recognize the existing use of these sites and they will be initially zoned to permit such use. Council will encourage the properties to be converted to a use appropriate to the Industrial zoning district as they become vacant or replaced, and will consider rezoning to Industrial district at that time.
- (7) Council will continue to promote the Town as a place for new business development, in cooperatively with organizations such as the Tisdale Chamber of Commerce.

- (8) Council may by resolution, adopt policies that provide business incentives to new or expanding industrial operations including but not limited to the following:
 - (i) Tax incentives;
 - (ii) Construction incentives;
 - (iii) Job creation incentives.
- (9) In the Zoning Bylaw, those industrial uses which have the potential to use significant volumes of water and/or contribute significant flows to the sanitary sewer system as a result of industrial processing operations, will be listed as discretionary uses.
- (10) Prior to the approval of an application for a discretionary industrial use in the industrial district, 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 servicing feasibility, will be borne by the applicant.
- (11) Adequate buffer zones will be provided to minimize conflict between industrial areas and other, incompatible uses.
- (12) The area designated as Future Highway Commercial and Industrial Mix on the Future Land Use Concept will be zoned for highway commercial uses and industrial uses. (Bylaw 9/12 AMENDMENT)

3.4 Transportation and Utilities

3.4.1 Issues and Concerns

- (1) It is estimated that an average of more than 200 heavy trucks are required to pass through downtown Tisdale each day. This volume, on its own, suggests that development of an alternate truck route, which would divert such heavy truck traffic around the downtown area (and any residential areas in the Town) should be given consideration. This suggestion is further strengthened given recommendations in the 2004 *Tisdale Main Street Enhancement Project Master Plan* for narrowing of 100th Street to two traffic lanes and other traffic calming measures in the downtown. Support for development of such a truck route (and associated services /amenities for truckers) was expressed by representatives of community stakeholder groups.
- (2) The capacity of the Tisdale aquifer to sustain water withdrawals is approximately 2.5 times current Town use.
- (3) Municipal water supply well capacity is nearly twice current water consumption levels in the Town.
- (4) The Town's water treatment plant is in need of replacement, although total reservoir capacity is sufficient to meet growth beyond that predicted to the year 2021.
- (5) There is a need for a continuing program of cast iron water main replacement / cathodic protection.
- (6) Although the water distribution system can meet requirements for domestic use in all areas of the Town, upgrades to the system will be required to improve fire fighting flows in peripheral areas of the Town and to provide water for any industrial processing uses requiring significant volumes of water.
- (7) There will continue to be a need for replacement of deteriorating concrete pipes in the Town's sanitary sewer collection system.
- (8) Industrial development that would generate significant sewage flows cannot be accommodated in the southern or western portions of the Town; such development would likely be feasible in the north end of Town.

- (9) Sewage pumping / force main capacity is considered adequate for Town population levels beyond that projected over the next twenty years.
- (10) Extension of sanitary sewer service into the "Tisdale Subdivision" (south of the current Town limit) can be accommodated, given current capacities of the Town's sewage pumping and force main facilities, provided that no industries developed in that area were to generate significant sewage flows. A sewage pumping station would be required to service development south and east of the Tisdale Mall. It **may** be possible to service limited development west on Highway #3 with gravity sewer, assuming no basements are used in the buildings.
- (11) The Town's sewage lagoon facilities have a capacity sufficient to accommodate growth well beyond that projected over the next twenty years. Upgrades may be required, however, if wastewater flows increase from the water treatment plant, especially if a new membrane water treatment process is installed.
- (12) Although the current landfill is nearing the end of its service life, the landfill site is anticipated to be large enough to accommodate Town and Rural Municipality solid waste disposal requirements well beyond the twenty year planning period.

3.4.2 Objectives

- (1) To protect and facilitate the various functions of the provincial highway and municipal road system in Tisdale in order to maintain safe and efficient traffic movement.
- (2) To avoid creating potentially hazardous traffic situations.
- (3) To provide a suitable long term designated truck route to facilitate the safe and efficient movement of hazardous and non-hazardous trucked goods and commodities through / around Tisdale, thereby reducing levels of heavy truck traffic in the downtown area.
- (4) To minimize the costs of constructing, improving and maintaining roadways.
- (5) To provide for the orderly development of municipal and provincial utility infrastructure in conformance with local land use policies and environmental regulations

- (6) To optimize use of existing Town water, sewer and solid waste management infrastructure and capacities.
- (7) To minimize municipal costs in the provision of services to areas which pose special servicing problems.

3.4.3 Policies

- (1) The Town will pursue designation and development of a truck route to reduce the volume of heavy truck traffic passing through the downtown area and to enhance traffic movement between and accessibility of the major industrial areas in the Town. Initial considerations for a possible truck route or routes will be based on Map 3 (Truck Route Options) that is attached to and forms a part of this Basic Planning Statement.
- (2) 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, the proponent will be responsible for all costs associated with providing the services.
- (3) Where a subdivision of land will require the installation or improvement of municipal services such as water and/or sewer lines, 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.
- (4) The Town will pursue replacement of the municipal water treatment plant as a priority item, including replacement of the filtration system, pumping and control upgrades and consideration of possible water softening.
- (5) The Town will continue to implement its program of water main replacement, cathodic protection and upgrades to the water distribution system in peripheral areas of Town.
- (6) The Town will continue to implement its program of sewer line replacement and lining, as required.

3.5 Community Services

3.5.1 Issues and Concerns

- (1) Tisdale is blessed with the full range of community services normally associated with a community of its size in Saskatchewan, including cultural and social facilities and services, print and electronic media, protective and emergency services, health care, education and public recreation.
- (2) Widespread satisfaction was expressed by community residents with respect to the quantity and distribution of park space and other public recreation facilities in Tisdale.
- (3) Projected substantial growth in the pre-school age population may suggest a need for additional facilities and/or programs catering to families with children in this age-group (e.g. day care, pre-school, etc.).
- (4) Retention of the current range and level of health care and other community services is seen as a key issue in the planning for continued growth and development of Tisdale.

3.5.2 Objectives

- (1) To make provision for municipal reserves when land is subdivided.
- (2) To continue to provide park space suitable for community needs.
- (3) To monitor shifts in population structure and types of recreation demands and, on that basis, adjust recreation program delivery and facility provision on the basis of these shifts.
- (4) To support public service delivery agencies in the provision of services and, where appropriate, to assist in programming of services to the public.
- (5) To encourage the coordination and integration of community facilities where appropriate.

3.5.3 Policies

- (1) The Zoning Bylaw will contain a community service district in the zoning bylaw to provide for a wide range of community service and other compatible uses.
- (2) The areas shown as “Community Service” on the Future Land Use Concept (Map 1) will be zoned for community service and compatible development.
- (3) Council will consider the following factors in making decisions on the provision of municipal reserves:
 - (i) Smaller public reserve areas within new residential subdivisions can be provided for neighbourhood parks and playgrounds.
 - (ii) In commercial and industrial subdivisions, cash-in-lieu 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.
- (4) Council will, from time to time, and in conjunction with Recreation and Parks staff, examine the feasibility of expanding the types of recreational programs and facilities in the community.
- (5) The Town will encourage extensive participation by service clubs, community and public agencies and other interested groups, in the development of community facilities.
- (6) Before supporting any subdivision application for new residential development areas, Council will consult with the Tisdale School Division No. 53 to ensure that any requirements for new schools have been satisfactorily addressed in the proposed subdivision plan.

3.6 Amenities

3.6.1 Issues and Concerns

- (1) Stakeholder representatives commented that such community facilities as the RecPlex, golf course, Doghide River Valley and other recreation facilities, are key among Tisdale's strengths as a place to live and work.
- (2) Conversely, the physical appearance of the Downtown and gateways to the Town along major provincial highways were identified as key weaknesses of the community. The need for Downtown and Town gateway enhancement was emphasized as a key issue facing Tisdale today and into the Future.
- (3) The completion, in 2004, of the *Tisdale Main Street Enhancement Project Master Plan* has provided an overall framework for rejuvenating the streetscape along Main Street (100th Street) between 97th Avenue and 103rd Avenue (i.e. the heart of the Tisdale downtown commercial area). The Master Plan resulting from this project recommended a number of key components which, together, provide a viable and coherent vision for the future development of Main Street.

3.6.2 Objectives

- (1) To maintain the character of Tisdale, including its pleasant residential setting, urban scale and scenic values.
- (2) To recognize the natural and scenic significance of the Doghide River Valley and to promote its conservation and preservation in order that these resources may be managed for the maximum benefit of Tisdale residents.
- (3) To ensure that recreation opportunities in river valley areas are of a type and intensity, and in locations, compatible with the ability of these areas to support such activities.
- (4) To promote awareness (on the part of both residents and visitors) of the cultural heritage resources and natural and visual amenities in Tisdale.

- (5) To support, encourage and facilitate the creation of a viable and coherent vision for the future development of the downtown commercial area.
- (6) To support, encourage and facilitate the visual enhancement of highway entry corridors to the Town.

3.6.3 Policies

- (1) Council will encourage types of, and designate locations for, industrial and commercial development that do not negatively affect the character of the Town, with special consideration to the aesthetics of the downtown, residential and river valley areas.
- (2) Council will encourage and support, as financial resources permit, initiatives aimed at providing for natural resource conservation and compatible recreation or other appropriate development along the Doghide River Valley, both within the Town limits and in the Rural Municipality of Tisdale.
- (3) In the Zoning Bylaw, open space in the form of parks and playgrounds will be permitted uses in all zoning districts.
- (4) A parks and recreation zoning district will be established in the Zoning Bylaw for the purposes of delineating those areas in which only parks, recreation uses, resource conservation uses and compatible development will be permitted.
- (5) The area shown as “Open Space” on the Future Land Use Concept (Map 1) will be zoned for parks, recreation uses, resource conservation uses and compatible development.
- (6) The Town will encourage extensive participation by service clubs, community and public agencies and other interested groups in the development of parks, green space and recreation facilities.
- (7) Council will support implementation of the recommendations of the *Tisdale Main Street Enhancement Project Master Plan*, as local financial resources permit.

- (8) To facilitate development of visually appealing entry points into the Town along provincial highways, Council may:
- (i) initiate the preparation of a coordinated highway entry enhancement master plan or strategy;
 - (ii) provide financial support for the implementation of such a master plan or strategy; and
 - (iii) establish landscaping requirements in highway commercial areas.

3.7 Urban Development Centres

3.7.1 Issues and Concerns

- (1) Many of the 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 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. Such lands are known as "Urban Development Centres".
- (2) When lands within urban municipalities convert to reserve status, they become exempted from paying municipal tax and school levies.
- (3) As a condition of reserve status, Article 9 of the *Framework Agreement* requires First Nations and urban municipalities to negotiate an agreement which addresses:
 - Compensation for loss of taxes, levies or grants to urban municipalities. Compensation options include sale of municipal services to Urban Development Centres or receipt of a grant or other type of payment.
 - Compatibility of municipal bylaws and Urban Development Centre bylaws and their application and enforcement.
 - How disputes will be resolved.
- (4) If a First Nation and an affected urban municipality jointly elect not to enter into an agreement addressing the above points, they may choose to enter into any agreement which meets their respective objectives and needs. In the event an agreement cannot be reached, the matter may be settled by an arbitration board.

3.7.2 Objectives

- (1) To establish a fair and equitable framework for the potential establishment of an urban development centre within the Town of Tisdale (i.e. establish an Indian Reserve within the corporate limits of the Town).
- (2) To maintain the financial integrity of the Town, its tax base and its municipal services, in the event that a First Nation desires to establish an Urban Development Centre.
- (3) To ensure compatible and enforceable land use and development standards in any Urban Development Centre that may be established in Tisdale.
- (4) To ensure that there is no property or commercial tax or other similar advantage to individuals or businesses located on any Urban Development Centre that may be established in Tisdale, relative to other areas in the Town.

3.7.3 Policies

- (1) When informed that a First Nation is proposing to acquire land in Tisdale for the purpose of an Urban Development Centre (legally regarded as an Indian Reserve), the Town shall inform the First Nation and the appropriate Departments of the Provincial and National governments that a Servicing and Land Use Agreement will be required with the Band Council of the First Nation before the Town consents to the creation of the new Centre. The Agreement shall be negotiated in good faith by the Town, and will be based on the objectives noted above.
- (2) The Agreement will consist of any or all of the following matters:
 - (a) Mutual Recognition clauses, which acknowledge the individual legislative and jurisdictional authority of each party and the Treaty rights of the First Nation, including the right to Self-Government;
 - (b) Bylaw Compatibility clauses, which recognize the right of each party to pass their own Bylaws, the extent to which the First Nation's Bylaws should be compatible with Town Bylaws (and vice versa), procedures to ensure continued

Bylaw compatibility for each party to use as their Bylaws are prepared, discussed, adopted, enforced and changed;

- (c) Tax Loss Compensation clauses, which recognize that after the new Centre has been created as an Indian Reserve, the First Nation will be exempt from paying Town taxes (which pay for municipal services), describe how the Town will be compensated for loss of these taxes, recognize the types of and costs for those Town services which the First Nation plans for the new Centre and describe the responsibility for collection and the procedures and timing of payments;
- (d) Dispute Resolution clauses, which will describe the formal procedures for resolving disputes over the application, interpretation or administration of the Agreement; and
- (e) Other Issues, which may include but are not limited to, regular meetings of the Band and Town Councils, procedures for sharing information between the Administrators of each party and between the Elected Councils of each party, incentives, exemptions, rebates and abatements of servicing costs, etc., access to property for maintenance, repairs etc.

3.8 Agricultural Land and Fringe Areas

3.8.1 Issues and Concerns

- (1) In areas adjacent to the Town it is important to ensure that developments do not cause adverse effects upon existing or proposed future land uses or servicing requirements. Intensive livestock operations, anhydrous ammonia depots or construction of farm buildings could interfere with future urban land requirements.
- (2) The Town of Tisdale and the Rural Municipality of Tisdale intend to deal with land use and development issues related to rural lands in the vicinity to Town limits through the Tisdale Planning District and implementation of the Tisdale District Development Plan.

3.8.2 Objectives

- (1) 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.
- (2) To encourage orderly development in the area surrounding the Town to ensure that future urban development or servicing needs are not prejudiced.
- (3) Where required, to alter the Town limits based on need and to provide for orderly development of land uses and services.
- (4) To safeguard municipal services from incompatible land uses.

3.8.3 Policies

- (1) The Town will work with the R.M. of Tisdale, through participation as an affiliated municipality in the Tisdale District Planning Commission and through other means, to address and resolve issues and concerns of mutual interest.

- (2) Areas suitable for development within the corporate limits of the Town not immediately required for urban development will be designated, in the Zoning Bylaw, as a “Future Urban Development” district.
- (3) The Zoning Bylaw will contain provisions to ensure that land use and development in the Future Urban Development district does not jeopardize or otherwise unduly restrict such future development.
- (4) Council will support any request for alteration of Town boundaries when such alteration is consistent with sound land use planning principles and this Basic Planning Statement, and is determined to be of benefit to the Town.
- (5) To provide for orderly development in accordance with the development policies contained in this Basic Planning Statement, 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 should accommodate future development for a period of seven to ten years and they can be serviced in a practical, cost-effective manner.

3.9 Biophysical Constraints on Development

3.9.1 Issues and Concerns

- (1) The Doghide River, which flows through the Town of Tisdale, is subject to periodic flooding.
- (2) Because the floodway (the area subject to more frequent flooding and, during major floods, to deeper water and faster currents) occupies almost all of the flood hazard area (i.e. the floodway fringe is very narrow through the length of the valley in Tisdale), the entire flood hazard area may be considered (for all practical purposes) to be subject to a more or less uniform level of risk.
- (3) Community opinion strongly supports prohibition of most forms of development in flood-prone areas and, further, indicates support for use of such lands for passive recreation, interpretation and nature-related activities.

3.9.2 Objectives

- (1) To discourage inappropriate development in areas with potentially hazardous site conditions.
- (2) To ensure that environmentally sensitive or hazardous lands are dedicated, as appropriate, as environmental reserve, during the subdivision process.

3.9.3 Policies

- (1) Urban development will be directed into areas believed to be capable of supporting such development.
- (2) The Zoning Bylaw will contain development standards for development on or near hazard lands, including the flood hazard area identified in the Development Constraints Map (Map 2).

4. IMPLEMENTATION

4.1 Zoning Bylaw

The zoning bylaw will be the principal method of implementing the objectives and policies contained in this Basic Planning Statement, 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.

4.1.2 Content and Objectives

The Zoning Bylaw will implement the land use policies contained in this Basic Planning Statement by prescribing and establishing zoning districts for residential uses, mobile homes, community service uses, retail commercial uses, highway commercial uses, industrial uses, future urban development lands and restricted development lands. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations, off-street parking, landscaping and so forth.

(1) R1 - Residential District

The objective of the **R1** - Residential District is to provide for residential development in the form of single detached dwellings and for other compatible uses.

(2) R2 - Residential District

The objective of the **R2** - Residential District is to provide for residential development in the form of single detached, semi-detached and two-unit dwellings and for other compatible uses.

(3) R3 - Residential District

The objective of the **R3** - Residential District is to provide for residential development in the form of single detached, semi-detached, two-unit and multiple-unit dwellings and for other compatible uses.

(4) R4 - Residential District

The objective of the **R4** - Residential District is to provide for residential development in the form of mobile homes and for other compatible uses.

(5) CS - Community Service District

The objective of the **CS** - Community Service District is to provide for development in the form of a range of community services and other compatible uses.

(6) C1 - Commercial District

The objective of the **C1** - Commercial District is to provide for development in the form of a range of downtown commercial and other compatible uses.

(7) C2 - Commercial District

The objective of the **C2** - Commercial District is to provide for development in the form of a range of highway commercial and other compatible uses.

(8) MU - Mixed Use District

The objective of the **MU** - Mixed Use District is to provide for a mix of land uses, including higher density residential uses, a range of downtown commercial uses, and other compatible uses, in proximity to the downtown area.

(9) M - Industrial District

The objective of the **M** - Industrial District is to provide for development in the form of a range of industrial and other compatible uses.

(10) PR - Parks and Recreation District

The objective of the **PR** - Parks and Recreation District is to provide for parks and recreation development and for other compatible uses.

(11) FUD - Future Urban Development District

The objective of the **FUD** - Future Urban Development District is to provide for interim land uses where the future use of the land or the timing of development is uncertain due to issues of servicing, transitional use or market demand.

(12) C3 – Shopping Centre Commercial District

The objective of the **C3** – Shopping Centre Commercial District is to provide for the development of shopping centres and related uses.

4.1.3 Amendment of 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 Basic Planning Statement;
- (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; and
- (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 82 of *The Planning and Development Act, 1983*.
- (2) Section 4.1.3 of this Basic Planning Statement shall apply in the review of applications for rezoning by agreement.
- (3) 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; and
 - (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.
- (4) Council may limit the use of the land and buildings to one or more of the uses permitted in the requested zoning district.

4.1.5 Use of the Holding Symbol “H”

- (1) Council may use the Holding Symbol “H”, in conjunction with any other use designation in the Zoning Bylaw, to specify the use to which lands shall be put at some time in

the future but which are now considered premature or inappropriate for immediate development.

- (2) Council shall specify the use to which lands or buildings may be put at any time that the holding symbol is removed by amendment of the Zoning Bylaw. Such circumstances may require the identification and further consideration of social, environmental or economic issues and opportunities prior to permitting the use and development of the specified lands.
- (3) In making a decision as to whether or not to remove the Holding Symbol “H” by amendment of the Zoning Bylaw and thereby permit the development of the land as specified in the Zoning Bylaw, Council shall consider the suitability of the land for such use and development in the context of:
 - (a) the capacity of existing municipal services or the economic provision of new services to facilitate such use and development;
 - (b) the effects of such use and development upon the town’s road system;
 - (c) the need to minimize or remediate environmental impacts or conditions relative to air, water, soil or noise pollution;
 - (d) the need to protect any significant natural or cultural heritage feature or resources on or adjacent to the land; and
 - (e) any other matter that Council deems necessary.
- (4) Holding provisions may be applicable to all land use categories in the Basic Planning Statement and may be applied to any zoning category and to a specific site within a zoning category.
- (5) Existing uses shall be permitted, subject to Sections 113 to 118 of *The Planning and Development Act, 1983*.

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 Basic Planning Statement, 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 192 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 Municipal Land Banking

Where private development of land for urban purposes is not occurring to meet the Town's land use requirements, Council may undertake to acquire land for subdivision or development to meet such demand. Council will determine a suitable pricing system for resale of any lots developed.

4.2.4 Land Exchange and Purchase

To facilitate the relocation of non-conforming uses, Council may consider a program for acquiring such sites, or for exchanging municipally owned land in an appropriate area of the Town for the relocation of those uses.

4.2.5 Building Bylaw

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.

4.2.6 Vehicle Control Bylaw

Under provisions of *The Urban Municipality Act*, and with the consent of the Highway Traffic Board, Council will use its bylaw to control the movement and parking of vehicles in the community.

4.3 Other

4.3.1 Update of Basic Planning Statement

Plans and projections for future development shall be monitored on an ongoing basis. Policies contained in this Basic Planning Statement, 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 Tisdale.

4.3.3 Cooperation and Inter-jurisdictional Consideration

Council shall cooperate with senior governments, other municipalities and public and private agencies to implement this Basic Planning Statement.

4.3.4 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.

4.3.5 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.

4.3.6 Binding

Subject to Section 50 of *The Planning and Development Act, 1983*, the Basic Planning Statement shall be binding on the Town, the Crown, and all other persons, associations and other organizations, and no development shall be carried out that is contrary to this Basic Planning Statement.

4.3.7 Definitions

The Zoning Bylaw definitions shall apply to this Basic Planning Statement.

5. MAPS

- 1. FUTURE LAND USE CONCEPT**
- 2. DEVELOPMENT CONSTRAINTS**
- 3. TRUCK ROUTE CONCEPT OPTIONS**
- 4. Schedule “A” - Residential to Industrial, Municipal Reserve MR 10 Plan No. 74PA15941 in the SW ¼ Section 01-45-15 W2M**
- 5. Schedule “A” - Industrial to Residential, Parcel W, Plan 67PA00736**
- 6. Schedule “B” - Open Space to Residential, a portion of Parcel A, Plan 101511201**
- 7. Schedule “A” Open Space to Residential, a portion of Parcel NN, Plan 66PA09007**
- 8. Schedule “A” - NW ¼ Section 35 – 44 – 15 – W2M, partly to residential and partly to highway commercial**
- 9. Schedule “A” - Future Industrial to Future Highway Commercial and Industrial Mix, a portion of SE ¼ Section 2-45-15-W2M**
- 10. Schedule “A” - Lot 1, Block 2, Plan CD1975 and a portion of Parcel R4, Plan CD1975 from Commercial to Future Residential**

