

— Village of — **TORQUAY**

OFFICIAL COMMUNITY PLAN

BYLAW NO. 19-03



SCATLIFF + MILLER + MURRAY
visionary urban design + landscapes

The Village of Torquay
Official Community Plan Bylaw No. 19-03

1. Pursuant to *Sections 29 and 32 of The Planning and Development Act, 2007*, the Council of the Village of Torquay hereby adopts the Official Community Plan, identified as Schedule "A" to this Bylaw.
2. The Mayor and Administrator are hereby authorized to sign and seal Schedule "A" which is attached to and forms part of this Bylaw.
3. This Bylaw shall come into force on the date of final approval by the Minister of Government Relations.

Read a First Time the 11th day of December , 2019

Read a Second Time the day of ,

Read a Third Time and Adopted the day of ,

Mayor

VILLAGE SEAL

Administrator

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

on the day of , .

VILLAGE OF TORQUAY

OFFICIAL COMMUNITY PLAN

SCHEDULE "A" TO BYLAW No. 19-03

Prepared For:
THE VILLAGE OF TORQUAY

Prepared By:
SCATLIFF + MILLER + MURRAY
visionary urban design + landscapes

November 2020

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EXHIBIT A: FUTURE LAND USE MAP

1.0 INTRODUCTION

Located at the intersection of Highway #18 and #350 in the RM of Cambria No. 6, the Village of Torquay is a quiet farming community in close proximity and well-connected to other larger cities and recreational attractions in southeast Saskatchewan. Most notably, it is just a 20 minute drive from Estevan and 45 minutes away from Weyburn while The Torquay – Ambrose US border crossing is 15 minutes to the south on Highway #350. Torquay was built adjacent to a Canadian Pacific Railway branch line, now Long Creek Railroad, which continues to ship grain and oil railcars from Tribune to Estevan.

Torquay first came to being as a Hamlet in 1912 when the land was sold to the Canadian Pacific Railway. By the Village of Torquay's first council meeting in 1924, the population had grown to about 300 residents. As of 2016, the Village population was 255 people (2016 Census). This represents an average annual increase of 1.06% over the past 15 years and a 1.61% average annual growth rate since 2011. The median population age is 30 years old with an average household size of 2.6 people among the 95 occupied private dwellings in the Village. The median household income is \$85,760 per year, which is about \$10,000 higher than the provincial median household income. Many of the Village's residents commute to work daily to either Estevan or Weyburn.

There is broad concern in the region regarding the Federal Government's plan to phase out coal-generated power by 2030 and the affect it will have on jobs. Although there has been a noticeable uptick in the past few years of active oil wells in the area surrounding Torquay, there is also a sense of optimism that the transition from coal and fossil fuels to renewable energies will result in other emerging opportunities. Located in the sun belt of Canada along the southern border of Saskatchewan, the region is ideally suited for solar energy production and large-scale greenhouse operations. DEEP Earth Energy Production Corporation is also developing Canada's first-ever geothermal power plant south of Torquay close to the American border after analysis of public well records revealed the presence a Hot Sedimentary Aquifer in the Williston Basin. Although initially planned to provide an expected 5 MW of power, the geothermal aquifer being explored has the potential to provide up to 500 MW.

In addition to complying with Provincial legislation, the Village of Torquay opted to create their first OCP and Zoning Bylaw to be prepared for and to capitalize on potential growth opportunities. The OCP will therefore ensure any growth occurs in a responsible and sustainable manner that is in alignment with the Village's vision for the future. However, in recognition of the challenges facing the region and small communities in Saskatchewan in general, the OCP must also take into account and be prepared for the possibility of population and economic decline. In order to survive and thrive as a community, the Village of Torquay must make efficient use of its resources while promoting and enhancing its strengths as an affordable, community-minded Village with plenty to offer residents and visitors.

1.1 PURPOSE & AUTHORITY OF THE OCP

In accordance with *Sections 29 and 32 of The Planning and Development Act, 2007 (The Act)*, the Village of Torquay Council has prepared and adopted this Official Community Plan (OCP) to provide long-term strategic direction for managing future growth and development over the next 20 years or until the year 2040. The OCP will be primarily implemented by the corresponding Zoning Bylaw, as well as other policies, procedures, and future projects outlined herein.

The OCP is a comprehensive policy document that establishes the Village of Torquay's vision for the future and a framework for the physical, environmental, economic, social, and cultural development of the municipality. In this sense, it is a tool to guide future decision making and administrative procedures. All other related Village policies, standards, and bylaws should reflect the direction of the OCP. Should there be any direct conflict with another Village policy or bylaw, then the position that aligns best with the OCP will prevail.

At minimum, the OCP is required by *The Act* to contain policy statements regarding:

1. Sustainable current and future land use and development in the municipality;
2. Current and future economic development;
3. The general provision of public works;
4. The management of lands that are subject to natural hazards, including flooding,
5. Slumping and slope instability;
6. The management of environmentally sensitive lands;
7. Source water protection;
8. The means of implementing the Official Community Plan.
9. The co-ordination of land use, future growth patterns and public works with adjacent municipalities;
10. The implementation of the inter-municipal development agreement if the municipality has entered into an inter-municipal development agreement; and
11. The management of lands that are in proximity to existing or proposed railway operations.

The OCP must also be consistent with *The Statements of Provincial Interest Regulations (SPIs)* and all other provincial land use policies. In general, the SPIs contain statements that address:

- Agricultural & Value-Added Agribusiness
- Biodiversity & Natural Ecosystems
- First Nations & Metis Engagement
- Heritage & Culture
- Inter-municipal Cooperation
- Mineral Resource Exploration & Development
- Public Safety
- Public Works
- Recreation and Tourism
- Residential Development
- Sand and Gravel
- Shore Lands and Water Bodies
- Source Water Protection
- Transportation

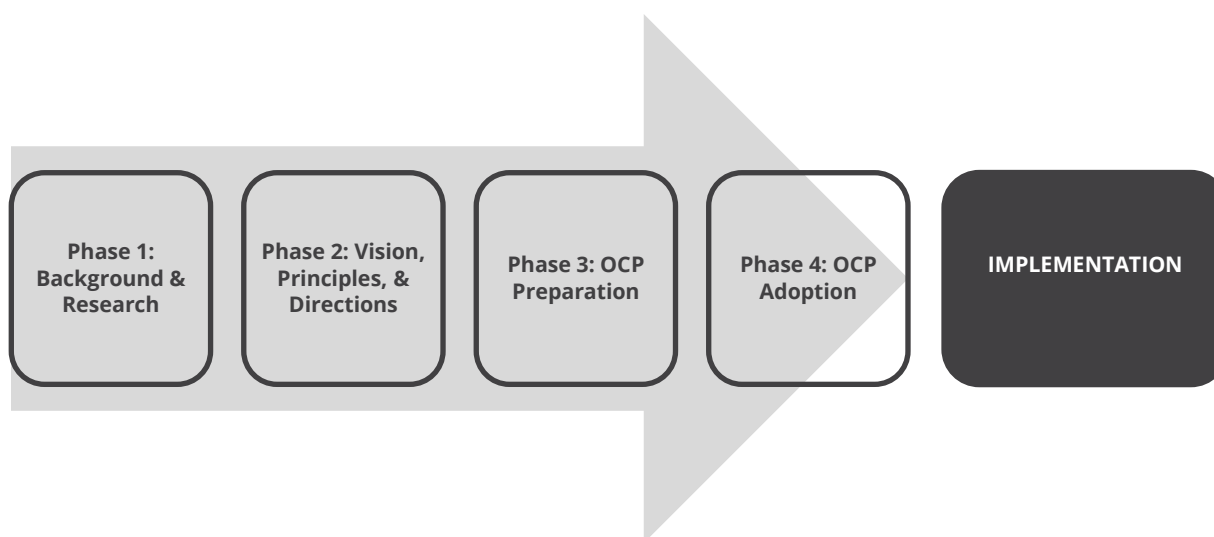
1.1.1 Definitions

The definitions contained in *The Village of Torquay Zoning Bylaw No. 19-04* shall apply to this OCP.

1.2 OVERVIEW OF THE OCP CREATION PROCESS

The creation of the OCP was divided into four phases involving substantial research, analysis, public and stakeholder consultation, and testing of various policy options. It is important to note that the creation and adoption of the OCP is but the first step towards achieving the Village of Torquay's goals for the future. Implementation of the OCP will require ongoing commitment by Village Council, administration, stakeholders and the community. In order to remain current, the OCP should be reviewed and if necessary, updated, every five years as the Village continues to evolve.

Figure 1. The OCP Creation Process

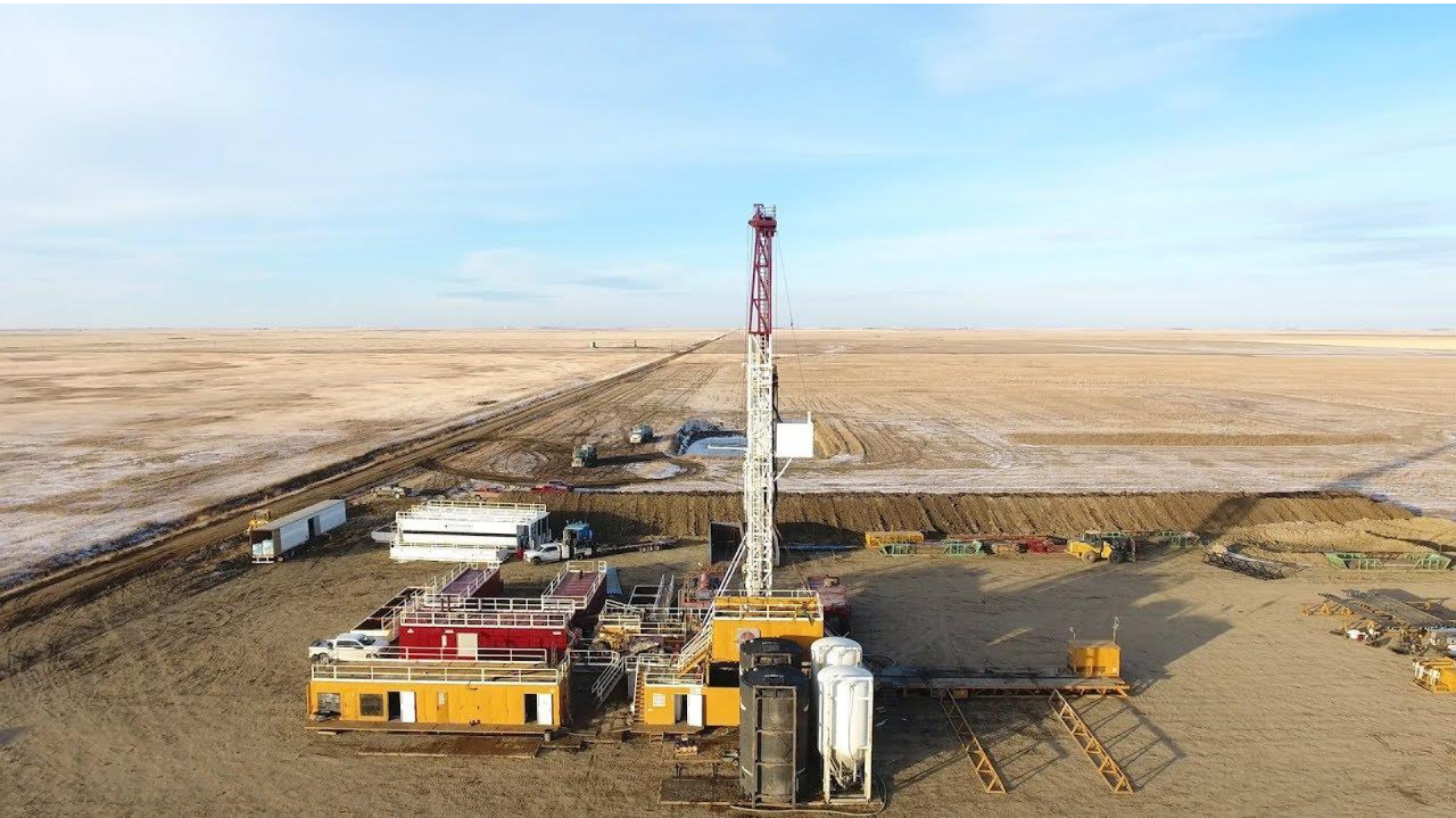


1.3 KEY CONSIDERATIONS & PRIORITIES

Some of the key considerations and priorities during the creation of the OCP were as follows:

- **Economic Growth:** Facing some economic uncertainty in the region, Torquay must be prepared to take advantage of emerging opportunities while fostering and promoting its locational advantages.
- **Housing Availability:** Torquay must ensure it has a high quality and well maintained housing stock that meets current and future demand.
- **Safe, Sustainable, and Responsible Development:** New development will be encouraged so long as it complies with regulations, conserves natural resources, and does not place undue burden on municipal finances.
- **Living within our Means:** Torquay must take creative and efficient approaches to projects and service delivery that considers operating and maintenance costs in order to stay within its financial limitations.

- **Involving the Community:** Small towns and villages must rely heavily on the collective action of its residents. Continuing to foster a strong sense of community pride, volunteerism, and inclusiveness will be critical for achieving Torquay's vision and goals.
- **Building Relationships:** Likewise, the Village must collaborate with its Provincial partners and neighbours in the region in order to efficiently share resources and pursue cost-sharing opportunities.
- **Supporting Culture and Recreation:** In order to distinguish itself from other comparably sized and located communities, Torquay must provide an abundance of amenity, recreation, and opportunities to experience a variety of cultural events and traditions.
- **Maintaining and Enhancing Village Character:** The Village has a long history and heritage that must be honoured in the face of growth and development. Torquay may pursue beautification efforts to complement the Village's humble and inviting character that is so essential to its ongoing appeal.



DEEP's geothermal power facility south of Torquay near the U.S border.

2.0 VISION + COMMUNITY GOALS

The vision and community goals for the Village of Torquay were developed with feedback from Council and the community and are based on the Village's aspirations for the future.

2.1 VISION

The Village of Torquay is a welcoming and thriving community that combines a peaceful prairie lifestyle, attractive amenities, and extensive recreational opportunities, all within close and convenient proximity to southeastern Saskatchewan's major urban centres.

2.2 COMMUNITY GOALS

The following community goals will act as the principle foundation of the objectives and policies of the OCP:

1. DIVERSIFY LAND USES

To direct development and growth of Torquay towards more diversified land uses and activities in a manner that maintains a positive relationship with community values, natural resources, and the broader region.

2. SUSTAINABLE & COMPATIBLE GROWTH

To promote and encourage sustainable private and community development that enhances residents' quality of life while conserving Torquay's small town sense of community, character, and lifestyle.

3. ECONOMIC DEVELOPMENT

To support existing and new commercial businesses that provides amenity and convenience to Torquay residents and attracts visitors and passersby to the Village.

4. PLACES TO CALL HOME

To encourage a diversity of housing types and tenures for people in all life stages.

5. PLACES TO PLAY

To preserve and enhance our facilities, open spaces, and natural areas for recreation and the leisurely enjoyment of community members and visitors.

6. PLACES TO WORK

To encourage compatible industrial business development related to existing and emerging core sectors in the region that provide new employment opportunities and contribute to tax revenues.

7. HEALTH & SAFETY

To prioritize the health and safety of all Torquay residents and visitors.

8. INFRASTRUCTURE & TRANSPORTATION

To provide safe, effective, and efficient municipal infrastructure and transportation networks.

9. PRIORITIZE INFILL & REDEVELOPMENT

To promote the redevelopment of lands with existing infrastructure and services as well as the maintenance and adaptive rehabilitation of existing residential, commercial, industrial, and community buildings.

10. LEAVE ROOM TO GROW

To provide for an adequate supply of developable land to meet existing and future demand for residential, commercial, industrial, and community uses.

11. ESTABLISH FAIR & FLEXIBLE RULES

To provide landowners with clarity and flexibility for developing their properties in an orderly and cost-efficient manner that is consistent with the purpose of the OCP.

12. PARTNER WITH NEIGHBOURS

To pursue partnerships in the community and with neighbouring municipalities and other organizations on investments in infrastructure, services delivery and opportunities for economic, social, and cultural development.

13. WORK WITH SENIOR GOVERNMENTS

To obtain support of senior governments in the realization of the goals and objectives of the OCP that are in compliance with the Statements of Provincial Interest Regulations.

14. LISTEN TO THE COMMUNITY

To conduct inclusive engagement and consultation processes so all members of the community have an opportunity to provide their input.

15. PROMOTE TORQUAY

To market and promote the Village of Torquay within the region.

3.0 OBJECTIVES + POLICIES

This chapter contains the objectives and policies guiding the physical, environmental, economic, social, and cultural development of the municipality.

3.1 RESIDENTIAL

Summary

Maintaining an affordable, yet high quality housing stock with a diverse range of housing types and tenures will be critical for the growth and success of Torquay. As of 2016, there were 95 occupied private dwellings in the Village, all of which were either single-detached homes (80) or ‘moveable dwellings’ (15). Approximately 20 of the 95 homes were rented while the rest were owner-occupied. The Village Pride apartment building on Railway Avenue that previously contained five Saskatchewan Housing Corporation affordable rental units is currently owned by a private landowner. A handful of other private residential properties were also listed for sale at the time of OCP writing. The improving quality and affordability of RTM and pre-fabricated (module) housing has made them an increasingly popular option for new builds in rural towns and villages.

IDEA #: Encourage Innovative Housing Forms

Like the majority of small towns and villages, Torquay’s housing stock is almost exclusively made up of single-detached dwellings. However, introducing different housing types can bring benefits for residents and homeowners. For example, as current residents age, their housing needs and ability to maintain their homes may change. The Zoning Bylaw will include flexible provisions that allow a greater variety of housing types including secondary suites and garage or garden suites, which have been shown to be adept at housing aging seniors or young adults.

Residential Objectives + Policies

3.1.1 To encourage infill development on presently vacant or underutilized land within the existing built-up area.

- (A) RTM and modular homes will be allowed on vacant sites in the Village provided they comply with the Zoning Bylaw regulations and meet minimum building codes, standards, and licensing requirements.
- (B) The Zoning Bylaw will permit secondary suites and two-unit dwellings in residential areas while providing opportunities for higher density development in preferred locations through the discretionary use process.
- (C) Infill development that is compatible with established community character will be encouraged.

3.1.2 To identify suitable areas for greenfield development and to ensure cost-efficient planning, servicing, and phasing of residential subdivisions.

- (A) New residential subdivisions will be encouraged to locate in the areas identified as Future Residential on the **Future Land Use Map**.
- (B) New residential subdivisions shall occur where municipal services are present or where they can be economically extended to.

- (C) The Village may acquire and subdivide land for residential purposes when there is a demonstrated demand and where a feasible business case can be made.
- (D) New residential areas shall be suitably connected to the existing built-up area for vehicles and active modes of transportation.

3.1.3 To diversify supply of housing types and tenures to respond to needs of different incomes, ages, and interests.

- (A) A mix of housing styles and forms including multi-unit dwellings will be encouraged on sites that are compatible with adjacent residential development.
- (B) Secondary, garden, and garage suites will be allowed in all residential areas provided they comply with the Zoning Bylaw.
- (C) Support the provision of affordable housing including innovative housing types, ownership structures, and building technologies.
- (D) Support the ability of seniors to age-in-place in the community by allowing varying levels of home care, encouraging accessible design and exploring the need for dedicated seniors housing projects.

3.1.4 To ensure that development and uses of residential properties are compatible and complementary with existing Village character.

- (A) All forms of development in residential areas shall be regulated by the Zoning Bylaw.
- (B) Home-based businesses shall be encouraged so long as they do not detract from the residential character of the area.
- (C) Mixed-use residential buildings with a commercial component may be considered as a discretionary use in appropriate locations such as the former Village Pride apartment building.
- (D) The Zoning Bylaw shall regulate acceptable and unacceptable forms of outdoor storage.

3.1.5 To ensure that residential buildings are constructed and maintained to acceptable standards.

- (A) The Village shall ensure that a development and building permit are obtained if required.
- (B) The Village shall ensure buildings are designed and constructed in alignment with the OCP, the Zoning Bylaw, and the relevant building codes as described in **Section 5.2.7**.
- (C) The Village may pursue incentives, programs or policies to encourage residential property maintenance.
- (D) Bylaw enforcement shall be used to enforce acceptable standards of construction and property maintenance.

3.2 COMMERCIAL

Summary

Commercial activity in and around Torquay is predominantly related to agriculture production and processing. The Village has seen a variety of local businesses over its history. However, many have closed down in the past two decades, including the former Village store on Devon Street. Known locally as “Main Street”, Devon Street has a wider 100 ft. right-of-way that enables perpendicular parking in front of commercial areas. Devon Street contains the Village Office, Canada Post Office, Torquay Café, Radius Credit Union, and the 50 & Over Club. However, it also contains a number of vacant and underutilized sites as well as some residential properties. There are additional commercial uses along Highway #350 including the Barley’s Grill & Convenience Store and the Torquay Kitchenettes Motel. In addition to the growing number of home-based businesses, the Village has seen a few conversions of commercial buildings for residential purposes.

The Village recognizes the importance of commercial development and investment to the health and vibrancy of the community. While the size of Torquay’s population make it unlikely that all daily needs can be met within the Village, diversifying commercial activity and increasing the availability of basic services will add amenity and convenience for residents. There’s also the possibility that enhancing commercial areas will help to attract visitors and increase economic development. In keeping with the Village’s existing policy, local commercial uses – such as retail, financial, professional and personal services – will be directed to Devon Street, where vacant or underutilized sites provide opportunities for redevelopment and revitalization. There may also be opportunities for highway commercial development along HWY#350 and HWY#18 to serve passing traffic and customers in the region. As the entrance corridor and gateway to the Village, any development on either highway should be visually attractive in order to support and enhance the identity of the community.

IDEA: Activate Underutilized Sites and Spaces

Revitalizing rundown or dormant main streets is an economic development challenge for many small prairie towns and villages. Unfortunately, business closures and vacant lots on Devon Street have subdued what was once a bustling commercial strip. Because of the prohibitive start-up and operating costs of building brick and mortar locations, some small towns and villages have taken more of a cooperative approach to activating their vacant sites and spaces. Ideas include community gardens, pop-up or seasonal events and shops, shared spaces, and tiny business villages like the one created in Tionesta, PA, USA.

Commercial Objectives + Policies

3.2.1 To support local businesses and promote economic development.

- (A) Encourage new commercial development that adds amenity for residents, attracts visitors, and acts as a catalyst for future development.
- (B) The Village will help raise the platform of existing local businesses including home-based businesses.
- (C) Support and promote community events within the Village and surrounding region.

- (D) The Village will frequently maintain and update the Village website with up to date information on events and opportunities.

3.2.2 To direct local commercial development to Devon Street.

- (A) Devon Street will be the prioritized as the centre of public life in the Village and primary location for commercial activity, professional services, and cultural experiences.
- (B) Vacant buildings may be utilized for temporary events such as pop-up shops or markets.
- (C) Vacant sites may be considered for community uses such as community gardening or farmers' markets.
- (D) The Village shall discourage the conversion of vacant commercial buildings to residential uses, but may consider mixed-use development that features a commercial component at grade.

3.2.3 To enhance the appearance and appeal of Devon Street.

- (A) The Village should work with businesses and the community to revitalize Devon Street through placemaking initiatives such as landscaping, outdoor sitting areas, lighting, public art, etc.
- (B) The Zoning Bylaw should encourage new development that exhibits traditional main street design such as zero or a minimal front yard setback, transparent frontages, human-scaled design, etc.
- (C) Commercial developments with extensive site requirements such as outdoor storage, displays and parking requirements will be encouraged to locate in commercial areas other than Devon Street.

3.2.5 To encourage appropriate and attractive highway commercial uses along Highway #18 and #350.

- (A) Preferred areas for future Highway Commercial development are identified on the **Future Land Use Map**.
- (B) The Village will prioritize safety of development adjacent to highways and railways.
- (C) The Village will defer to the Ministry of Highways and Infrastructure on matters related to access, travelling speeds, and development adjacent to Highways.

3.2.6 To encourage and facilitate visually appealing gateway development and features at the intersection of Highway #18 and #350

- (A) The **Future Land Use Map** shall identify areas appropriate for gateway development or features.
- (B) The Zoning Bylaw will establish regulations for landscaping, signage, parking, and outdoor storage in highway commercial areas.

3.3 INDUSTRIAL

Summary

There is not a significant presence of industrial development within the Village boundaries. The historic grain elevators on Railway Avenue, operated by Pederson Heritage Farms, load grain and oil railcars for shipment to Estevan. Railway Avenue also contains manufacturing related uses including both the Village and RM workshops and storage areas. It may be challenging for Village infrastructure to support large-scale heavy industrial development, which could also conflict with the Village's small-town character and feel. There is also competition for industrial development from the City of Estevan, which has subdivided industrial lots for sale, including pre-serviced lots in the Glen Peterson Industrial Park. Despite these challenges, the Village should not deny less noxious, small scale industrial development related to agricultural production from increasing employment opportunities and Village tax revenues. Torquay is known for being a farming community with agricultural related operations located nearby in the RM of Cambria just outside the Village and further along Highway #18. The surrounding region is also rich in other resources such as oil, geothermal, and solar that provides opportunities for economic development.

Industrial Objectives + Policies

3.3.1 To enable the development of non-noxious industrial development in appropriate areas that minimizes potential conflicts between industrial and non-industrial land uses.

- (A) The Future Land Use Map identifies preferred areas where industrial development shall occur in an orderly and continuous manner.
- (B) The Zoning Bylaw shall regulate the standards and intensity of all forms industrial development and will contain an industrial district to provide for a wide range of industrial and agriculture-related uses in appropriate areas.

3.3.2 To promote visually appealing industrial development and to ensure high exposure industrial sites are adequately buffered or screened.

- (A) The Zoning Bylaw will establish regulations for landscaping, signage, parking, and outdoor storage in industrial areas.
- (B) Ensure that there are adequate buffers established at the time of subdivision to minimize conflict between industrial and other non-industrial uses.

3.3.3 To ensure that Village infrastructure can support industrial activities in their appropriate locations.

- (A) Industrial areas shall be located in areas that provide direct access to major roadways and the railway while ensuring that there is not increased truck traffic in residential areas.
- (B) Those industrial uses that have the potential to use significant volumes of water or contribute significant flows to the sanitary sewer system will be listed as discretionary uses in the Zoning Bylaw.
- (C) Prior to the approval of a discretionary use application in the industrial district, Council must be satisfied that it is feasible to service the development.
- (D) Any costs associated with demonstrating servicing feasibility or upgrading the Village infrastructure will be borne by the applicant.

3.3.4 To support economic development in the surrounding region in agriculture and other emerging sectors.

- (A) The Village shall continue to support the productive use of agricultural lands within municipal boundaries and in the surrounding region.
- (B) Encourage the development and diversification of value-added agri-business in the region.
- (C) Support safe and responsible oil and gas development in suitable areas within the region that does not pose a health and safety risk and does not constrain the future growth of the Village.
- (D) Explore opportunities for development of emerging sectors including plant protein processing and sustainable energy.



The RM of Cambria's workshop on Railway Avenue with the historic grain elevators in the background.

3.4 COMMUNITY SERVICE & INSTITUTIONAL

Summary

The Village of Torquay recognizes the importance of its institutional services and facilities for the health and safety of the community. Ensuring there are quality educational, health and emergency services in the Village and surrounding region will be essential for resident retention and attraction. Since the closure of Torquay's school, students are bussed to nearby schools in Oungre and Estevan that are part of the South East Cornerstone School Division #209 and the Holy Family Roman Catholic School Division #140. However, both the City of Estevan and the school divisions are frequent users of the Torquay arena. As for emergency services, the Torquay and District fire hall jointly owned and operated by the RM and Village and is located on Portland Street across from Jubilee Park. The Village and RM also maintain an intermunicipal agreement with City of Estevan to respond in case of an emergency. As mentioned, the Post Office is located on Devon Street along with the Village office while the RM of Cambria's office is located on Poole Street. Meanwhile, the Village's two churches also maintain the cemetery located across HWY#350 from the ball diamonds, half of which is Lutheran while the other is Catholic. The Village shall pursue opportunities for further collaboration in the efficient provision of community services.

Community Service & Institutional Objectives + Policies

3.4.1 To provide access to adequate educational, police, fire, health, and emergency response services.

- (A) Collaborate with the school divisions and the Ministry of Education on the provision of educational services in the community and region, including the use of existing or future lands dedicated as municipal reserve for new educational facilities in the Village, if required.
- (B) Continue to support and work with the Provincial public health agencies and organizations.
- (C) Ensure the Village and District fire hall and equipment is in fair working condition while ensuring there are a sufficient number of trained volunteers.
- (D) Maintain and review existing intermunicipal agreements for emergency services to ensure they satisfy Village needs.

3.4.2 To encourage the coordination and integration of institutional and community facilities.

- (A) Support the joint use of the community centre and other public facilities in meeting the educational, cultural, social and recreational needs of the community.
- (B) Encourage institutions such as the two churches to expand their role in providing meeting spaces, daycares and other community needs.

3.5 RECREATION & OPEN SPACE

Summary

Torquay has plenty to offer in terms of recreation, including the community centre, arena, two ball diamonds, a centrally located park (Jubilee Park) and other passive green spaces. The Village owns the Community Centre and Arena at the south end of Torquay, which are operated by the Community Club. While the Arena is home to the Village's three hockey teams and hosts tournaments in the winter, the Community Centre houses the Torquay Public Library as well as a full gymnasium, fitness room and other spaces for community classes and events. Other popular recreational activities include hunting and quilting. The former Village curling rink on Devon Ave is privately owned and no longer in operation. In the region, Torquay is within short driving distance (15 minutes) to Oungre Memorial Regional Park while the Mainprize Regional Park and golf course located along the Northwest Shoreline of the Rafferty Reservoir is only 25 minutes away.

Jubilee Park contains seating areas among nicely decorated trees and shrubs in memory of loved ones lost. Two parcels of land are dedicated as Municipal Reserve (MR) in the Village. These include the arena and ball diamonds, which holds a slow pitch tournament in June, and an open green space in the centre of Block 11 at the northwest corner of the Village's built up area. In recognition of recreation's positive contributions to the health and well-being of the community, the Village will continue to invest in and encourage multi-use of its facilities and open spaces. The Village will also explore additional uses for underutilized spaces and facilities to meet the growing needs of the community.

IDEA: Conduct Recreational Needs Assessment

A recreational needs assessment is a relatively straight-forward exercise that can help the Village assess the state of recreation in the Village, determine any additional needs, and prioritize future spending. Typically, recreational needs assessments involve an evaluation of existing facilities and programs, research on social and demographic trends impacting parks and recreation in the region, and community consultation such as a public survey, stakeholder interviews, and community workshops.

Recreation & Open Space Objectives + Policies

3.5.1 To provide a diverse range of active and passive recreational opportunities.

- (A) Support multi-use parks and recreation facilities that accommodate a wide variety of passive and active recreational opportunities.
- (B) Provide a balance of indoor and outdoor recreational experiences to keep residents active year round.
- (C) Consider conducting a recreation needs assessment to determine what facilities and activities are needed most.
- (D) Explore the feasibility of expanding the types of recreational programs and facilities in the community based on demand and in accordance with Village demographics.

3.5.2 To maximize use of and provide equitable access to parks and recreational facilities.

- (A) Recreational activities and programming shall be made accessible and affordable for all members of the community and regional neighbours.

- (B) Encourage extensive participation by the community in activities and events at the community centre, arena, ball diamonds, and parks / green spaces.
- (C) Encourage joint planning of recreational facilities and programs between public, private and volunteer agencies in the community and region.
- (D) Properly maintain and enhance the Village's existing parks and recreational facilities to broaden their appeal and functionality.

3.5.3 To optimize use of open space and to conserve surrounding natural areas.

- (A) Protect existing parks and green spaces from development through the Zoning Bylaw.
- (B) Encourage infill and redevelopment within the existing built-up area to conserve undeveloped land for agricultural and passive recreational uses.

3.5.4 To support and facilitate walkability and connectivity for active modes of transportation throughout the Village and region.

- (A) Facilitate community walkability through provision of adequate sidewalks, pathways, and greenways that enhance pedestrian connectivity throughout the Village.
- (B) Consider opportunities for the creation of walking and cycling linkages in existing and future development.

3.5.5 To make provisions for dedicated lands (municipal reserve) when land is subdivided.

- (A) At the time of subdivision, consider the best option for satisfying the municipal reserve requirement that would provide the most benefit to the Village and its residents, including:
 - i. Small parks, pathways, greenways, recreation areas, school purposes and other public uses according to *Section 192(1) of The Act*; or
 - ii. Cash-in-lieu payments that can be used to contribute to existing MR lands or recreational facilities according to *Section 187 of The Act*;
- (B) The Village may establish a Municipal Reserve fund to be used strictly for improvements to land dedicated as MR or other parks, open spaces, and recreational facilities.
- (C) Buffers may be used to separate incompatible uses such as residential and industrial.
- (D) The Environmental Reserve dedication may be used to protect environmentally sensitive natural areas in accordance with *Section 185 of The Act*.



The Torquay Mighty Darts are one of three youth hockey clubs that play at the Torquay arena.

3.6 CULTURAL & HERITAGE RESOURCES

Summary

The Village celebrates both its rich history and actively involved community, and recognizes how they contribute to the character and vitality of Torquay. In particular, the Community Club operates the community centre, organizes events and issues quarterly newsletters to Village residents. The 50 & Over Club also runs events out of their space on the corner of Devon Street and Railway Avenue. The Village has two churches, the Trinity Lutheran Church and the Sacred Heart Catholic Church, which provide opportunity for gathering and prayer. Meanwhile, Barley's Bar will occasionally feature live music.

There is currently no designated Municipal or Provincial Heritage Properties located within the Village. An old bell commemorating Torquay's Red Brick School (1934-1964) and a stone monument / plaque erected by the Torquay & District Historical Society are located by the Community Centre. The Torquay / Sacred Heart cemetery is located just outside the Village boundaries across Highway #350 to the ball diamonds. Located within traditional Treaty 4 territory, the Village of Torquay should explore ways to honour indigenous people and traditions in the spirit of reconciliation.

IDEA: Celebrate Torquay's Centennial Birthday

The Village of Torquay will be 100 years old in the year 2024. This presents a unique community-building opportunity to celebrate the past, present, and future of the Village. Most communities hold special events to commemorate such a milestone, however there's also potential to leverage this momentum by investing in permanent public improvement projects. Such a celebration will require substantial planning and contributions from Staff, Council, and volunteers. The earlier the Village begins to organize, the better.

Cultural & Heritage Resources Objectives + Policies

3.6.1 To support and provide opportunities for artistic and cultural experiences.

- (A) Encourage a broad range of artistic and cultural opportunities that are accessible to all residents and visitors.
- (B) Assist community groups in the planning and promotion of cultural events and initiatives.
- (C) Provide spaces in Village owned facilities and spaces to host events and programming related to arts, culture, and heritage.

3.6.2 To celebrate and promote interest in the Village's history, heritage, and reconciliation.

- (A) Support initiatives to raise public awareness and promote appreciation of Village and indigenous histories, including opportunities for intergenerational learning.
- (B) Recognition, through signage or place naming, shall be encouraged to highlight local and regional histories and to honour contributions from specific individuals or groups.
- (C) Plan projects and events leading up to the celebration of Torquay's centennial birthday.

3.6.3 To identify and preserve buildings, sites, and other unique features of historical and cultural significance.

- (A) Work with Ministry of Parks, Culture and Sport's Heritage Conservation Branch and other Provincial and local community groups and individuals to identify historic sites or buildings in the Village with significant heritage value.
- (B) Consideration will be given for the recognition and protection of historic sites or buildings deemed to have significant heritage value, including potential for official heritage designation according to *The Heritage Properties Act*.
- (C) Support public and private efforts to reuse, renovate or adapt historic sites or buildings in ways that retain and highlight their character-defining elements.
- (D) Consult the Parks Canada *Historic Guidelines and Standards for the Historic Places in Canada* to guide the conservation of sites or buildings owned, regulated, funded or guided by the Village.



3.7 PUBLIC WORKS & INFRASTRUCTURE

Summary

Building a successful community requires physical infrastructure and deliberate planning to ensure a high quality of life is provided and maintained. The Village's Water Treatment Plant, located at the corner of Tavistock Ave and Portland St, is fed by two water wells: one adjacent to the WTP and one in the southeast corner of NE-19-02-11-W2M to the east of Torquay in the RM of Cambria. The 2019 Infrastructure Assessment report prepared by KGS Group identified the age of the WTP as a concern that must be addressed in the next five to ten years. Likewise, upgrading of the aging distribution system can be implemented in phases.

The Village has three sewage lagoon cells located east of the built-up area in the NE-24-02-12-W2M. Due to the location of the lagoon, future development to the east is constrained. The condition of the lagoon is favourable. The lagoon's storage capacity should be able to support future development / population growth for the foreseeable future. However, the lift station on the south side of Railway Avenue, immediately to the southeast of the grain elevators should be upgraded to meet safety regulations. Due to the flat topography of the Village, further lift stations may be necessary to support future development in certain areas. Garbage pickup service is provided by GFL Environmental Inc., which is hauled to the regional waste centre in Bienfait. GFL also provides recycling service, which is shared with the RM of Cambria. The Village has a former landfill site east of the existing built-up area on the eastward extension of Miller Avenue, which is now only used for green / yard waste.

Primary access to the Village is the Highway #350 turnoff south from Highway #18, which connects to Estevan to the east and Oungre / Highway #35 to the west. Recent improvements in the area include resurfacing of Highway #18 and Grid Road #606 heading north from Torquay. All interior Village streets are gravel roads with the exception of Devon Street and Saskatchewan Avenue. The Village does not intend to pave any more streets. Narrow sidewalks are present on either one or both sides of most streets with substantial grass boulevards.

IDEA: Explore Ways of Going Green

The improving economics of green energy systems such as wind, solar, and geothermal power are leading some small rural communities that are facing aging infrastructure and declining populations to consider transitioning to renewable energy. The initial investments can be small while various ownership structures offer flexible arrangements suited to different contexts. For inspiration, a recent study from the University of Alberta recently completed a study titled "Community Energy in Western Canada: Insights from case studies on small-scale renewable energy development" that examines 26 case studies of renewable energy projects in Western Canada.

Public Works & Infrastructure Objectives + Policies

3.7.1 To make fiscally responsible decisions regarding investment of community resources for maintenance of and expansion of municipal infrastructure and services.

- (A) The Village should develop and maintain an Asset Management Plan that is in alignment with the OCP to take a proactive approach towards its infrastructure and investment planning.

- (B) The Village shall direct investments to priority infrastructure improvements when required provided that funds can be allocated appropriately.
- (C) The Village shall pursue all available Provincial, Federal, and other funding programs.
- (D) The Village will use the tools available in **Section 5.0** to ensure they are not solely responsible for costs associated with the provision of municipal services for new developments / subdivisions and to ensure that services and facilities are installed to municipal standards and specifications.

3.7.2 To optimize use of existing municipal water, sewer, and solid waste management infrastructure and services.

- (A) Promote and facilitate infill development that maximizes use of existing infrastructure and previous investments in municipal services.
- (B) Promote development and stormwater management strategies that reduce infiltration in the existing sewer system.
- (C) The Village should raise public awareness of and support water and energy conservation and solid waste reduction strategies.
- (D) The Village should continue to pursue the regionalization of its solid waste management system.

3.7.3 To provide a safe transportation network for all modes of transportation.

- (A) The Village shall work with MHI and the Long Creek Railroad Co. to explore highway and railway traffic and pedestrian safety initiatives.
- (B) Direct land uses associated with heavy truck traffic away from pedestrian and residential areas where their physical impact on municipal roads will be minimized.
- (C) New developments or subdivisions shall be efficiently and safely connected to the existing road network.
- (D) Connectivity and safety for pedestrians, bicyclists, and all other non-vehicular modes of transportation shall be considered in land use and development decisions.

3.7.4 To provide for orderly and efficient connections to municipal services and utilities.

- (A) New developments or subdivisions must demonstrate that they can be efficiently connected to existing municipal services, infrastructure, and utilities.
- (B) New developments or subdivisions may require a development levy agreement or servicing agreement in accordance with **Section 5.2.3** and **5.2.4** of the OCP.
- (C) The Village shall cooperate with provincial and private agencies in provision of high level gas, power, and communication services in the Village.

3.7.5 To explore and support opportunities for environmental initiatives, sustainable infrastructure development, and transition to renewable energy systems.

- (A) Retain and explore ways of expanding the Village's urban tree canopy.
- (B) Consider ways to reduce life-cycle maintenance and replacements costs when making investments in Village infrastructure, services, and facilities.
- (C) Support public and private sustainable development including alternative energy technologies such as solar, wind, and geothermal power.
- (D) Explore potential for partnerships with alternative energy producers in the region such as DEEP Earth Energy Production Corporation.

3.8 REGIONAL COLLABORATION

Summary

For small communities on the prairies that cannot provide the same level of services and amenities as larger centres, it is very important to work collaboratively with neighbours in the region. First and foremost, the Village must maintain a strong and mutually beneficial relationship with the surrounding RM of Cambria. The RM office is located on Poole Street. The RM and Village also currently share recycling and other services. The Village currently supplies water / wastewater services to three larger RM residential parcels at the south end of Torquay. Rather than compete for development, land uses adjacent and near to the Village boundaries should complement urban development patterns. Furthermore, development adjacent and near to the existing boundary that proposes to use or connect to Village services should be considered for annexation in consultation with the RM. The concurrent development of the RM and Village OCPs and Zoning Bylaws is a great opportunity for cooperation that encourages shared investments in facilities, services delivery, and compatible future development. While Torquay is fortunate to have a number of active community groups engaged in local initiatives, there are opportunities for collaboration between senior governments, First Nations and indigenous groups, public and private organizations, and other urban and rural municipalities in the region.

Regional Collaboration Objectives + Policies

3.8.1 To collaborate with the RM of Cambria to ensure compatible land uses surrounding the Village of Torquay.

- (A) The Village shall seek opportunities to review and comment on new subdivisions or development in the RM of Cambria, including the establishment of a formal process for proposed development within the Joint Planning Area, that may impact or conflict with future Village development, servicing, and municipal governance.
- (B) Discourage the development of land uses that constrain future development within or near Village boundaries such as large country residential, industrial, livestock operations and oil wells.
- (C) Facilitate municipal boundary alterations in collaboration with the RM that are consistent with this OCP, sound land use planning principles, and that are of mutual benefit to the Village and RM. This may include the annexation of development adjacent and near to the existing Village boundary that proposes to use or connect to Village services.
- (D) Work with the RM of Cambria to address and resolve issues and concerns of mutual interest.

3.8.2 To collaborate with senior governments, other municipalities, First Nations and indigenous groups, and with public and private agencies on the delivery of safe, efficient, and cost-effective regional infrastructure and services.

- (A) The Village should explore opportunities to facilitate coordinated regional initiatives including, but not limited to:
 - i. Public health and emergency response services;
 - ii. Improving regional transportation options (carpooling, ride sharing, etc.);
 - iii. Investing in municipal infrastructure;
 - iv. Educational, recreational, and cultural programming and facilities;
 - v. Environmental management and conservation; and
 - vi. Renewable energy production;

- (B) The Village shall maintain existing intermunicipal agreements and pursue additional intermunicipal agreements that expand and enhance services available to Village residents.
- (C) The Village shall continue to be actively involved in SUMA, UMAAS, and other organizations to help build relationships with potential partners in the region.

3.8.3 To collaborate with neighbouring communities on the coordination and promotion of regional initiatives and events.

- (A) Build and maintain effective channels of communication with neighbouring municipalities and community groups in order to easily share regional news and information.
- (B) Promote the continued use of Village facilities by other communities and organizations such as the City of Estevan and the public and catholic school divisions.
- (C) Collaborate with neighbouring communities on regional tourism and economic development initiatives such as the creation of a regional events calendar.

4.0 FUTURE GROWTH

There are a number of growth opportunities for the Village of Torquay and the surrounding region. However, it is difficult to accurately predict population growth using traditional measures due to Torquay's size and the economic uncertainty in the region. Despite these challenges that could reasonably keep Torquay's population somewhat constant or possibly even decline, it is best to be prepared for reasonably high-growth scenarios, especially given the emerging economic activity in the region and potential opportunities for development. This chapter outlines the preferred future development patterns, constraints, and strategies for accommodating future growth in and around the Village of Torquay, which are graphically represented on the **Future Land Use Map (Exhibit A)**.

There is capacity within the Village's existing built-up area to satisfy immediate development demand. Although much of it is constrained, there is also substantial undeveloped land within Torquay's existing boundaries to the east and north of the existing built-up area that could support different forms of development and population growth for the foreseeable future. Despite this excess capacity of available undeveloped land, a significant portion of development should be targeted for infill within the existing built-up area in order to maximize use of existing infrastructure capacity. However, it is possible that additional areas could be subdivided and serviced to support opportunities for economic development and to accommodate any substantial population growth.

4.1 HAZARD LANDS, ENVIRONMENTAL PROTECTION & DEVELOPMENT CONSTRAINTS

This section summarizes the areas within and surrounding the Village that are constrained due to hazardous lands as well as natural and physical features. Development or certain types of development may not be suitable in these areas, or may require strategies to mitigate or remove the constraint.

4.1.1 Drainage

The Village of Torquay is located between two drainage basins with some water flowing north east to the Souris / Rafferty Reservoir and some flowing south to Long Creek. The land surrounding the Village is very flat and the Water Security Agency (WSA) does not expect issues with overland flow from outside the municipality. However, the Village does experience internal drainage issues following average and below average rainfall and snow melt events due to insufficient grading and culvert installations.

In 2018, the Village completed a survey and risk assessment analysis to support an application for assistance through the WSA's Emergency Flood Damage Reduction Program (EFDPR). Although the application was unsuccessful because the drainage issues did not qualify as an "imminent flooding risk", the General Drainage Plan prepared for the WSA dated October 19, 2018 identified existing flood-prone areas (demonstrated on the **Future Land Use Map**) and strategies for mitigation within the existing built-up area that the Village should consider implementing.

Drainage Policies

(A) Adequate surface drainage will be required throughout the Village and on new development sites.

- (B) New development or subdivision of land shall avoid placing structures on lands prone to drainage issues such as those identified on the **Future Land Use Map** unless appropriate mitigation measures or flood-proofing techniques have been clearly identified and included as conditions of approval. The costs of any required drainage study or plan, and any required mitigation measures will be the responsibility of the developer.
- (C) Development of new buildings and additions to buildings in the floodway of the 1:500 year flood elevation of any watercourse or water body shall be prohibited while all new development to an elevation 0.5 metres above the 1:500 year flood elevation must be flood-proofed.
- (D) The WSA will be the primary source for technical advice in determining whether a proposed development may be prone to flooding issues, including whether the land is located within the 1:500 year flood elevation and whether mitigation strategies or flood-proofing are required.
- (E) Unauthorized drainage of surface water runoff or alteration of natural drainage courses shall be prohibited without the approval of the WSA, Ministry of Environment, and the Village.

4.1.2 Environmental

The long-term prosperity of the Village depends on the health, safety and social wellbeing of its residents and visitors. The Village therefore has a responsibility to regulate development that is potentially hazardous or that is located in environmentally contaminated areas that pose a potential risk to public health or safety. Although there doesn't appear to be any current land uses that pose significant risk to the public, the Village has a long history that once boasted a number of businesses including gas stations, lumber yards, and a blacksmith that could have resulted in localized contamination.

Environmental Policies

- (A) Development that involves the production, handling, or storage of hazardous material should be adequately and safely contained or separated from areas and buildings used for human occupation.
- (B) Development that involves the potential for hazardous discharges into the air, soil, or water should require a mitigation and containment plan that protects the health and well-being of people and the environment.
- (C) The Village shall encourage the assessment of potentially hazardous uses or contaminated sites, and if necessary, require action to mitigate or remediate the use or site to an acceptable and safe standard.
- (D) Pursuant to **Section 4.1.2(C)** above, developers may be required to provide environmental, geotechnical and/or hydrological studies prepared by certified professionals in order to support development of potentially hazardous or contaminated sites.
- (E) Discourage residential development within 457 metres of land used or authorized for use as a sewage treatment plant or sewage lagoon in accordance with *The Subdivision Regulations, 2014*.
- (F) No development shall be allowed within 125 metres of an existing, proposed, abandoned, reclaimed well or facility in accordance with *The Subdivision Regulations, 2014*.

4.1.3 Source Water Protection

The Village is located within the Upper Souris River Watershed. Completed in 2010, the Upper Souris River Watershed Protection Plan contains 40 key actions which focus on enhancing water quality and stream health within the watershed, calling on all levels of government, as well as non-government organizations, businesses, and private landowners, to take action to protect the area's

water resources. Protecting ground water resources from contamination will be critical to maintain a safe supply of drinking water.

Source Water Protection Policies

- (A) Ensure that development shall not deplete or pollute groundwater resources within the Village and broader region.
- (B) Commit to the protection of public health and the environment through the use of water management strategies that:
 - i. Maintain healthy ecosystems;
 - ii. Provide safe and reliable drinking water; and
 - iii. Manage waste and storm water to the greatest possible extent within financial limitations.
- (C) Support the implementation and evolution of the Souris River Watershed Protection Plan.
- (D) The WSA will be the primary source for technical advice in determining whether a proposed development may impact the Village's groundwater resources

4.1.4 Development in Proximity to Highways and Railways

The Ministry of Highways and Infrastructure (MHI) is the regulatory authority in charge of Highway #18, #350, and Long Creek Railroad. Any permanent development within 90 meters of either Highway right-of-way requires a roadside development permit from MHI. Correspondence with MHI revealed the minimum setbacks for development from the centerline for both highways are: 60 metres for residential; 55 m for commercial; and 38 m for trees, shrubs, granaries, dugouts, etc. These setbacks would be applied during the roadside development permit application process or at the time of proposed subdivision. Any proposed subdivision that abuts a provincial highway may also be subject to land dedications without compensation for a future widening or required service road (*Section 184 of The Act*). The Long Creek Railroad is one of thirteen shortline railways in Saskatchewan that operate under Provincial jurisdiction in accordance with *The Railway Act* and the Provincial Railway Guides. In accordance with *Section 32(2)(k) of The Act*, an OCP must contain statements of policy with respect to the management of lands in proximity to existing railway operations.

Development in Proximity to Highways and Railways Policies

- (A) Land classified by Information Services Corporation (ISC) as RAIL will be zoned as Urban Holding to restrict residential development in proximity to the railway.
- (B) Development setbacks from provincial highways and the railway shall be established through consultation with MHI.
- (C) In order to reduce potential land use conflicts, maintain public safety, and provide adequate protection of road and rail infrastructure, the Village shall consult with MHI when either of the following is proposed:
 - i. New development or redevelopment in proximity to either highway or the railway;
 - ii. New, expanded, or modified rail facilities;
 - iii. New road / rail crossings including underground services or utilities;
- (D) The Village shall consult the Federation of Canadian Municipalities (FCM) and the Railway Association of Canada Guidelines for New Development in Proximity to Railway Operations (2013) and any other relevant regulations or guidelines for governing development adjacent to railways.

4.2 DEVELOPMENT NODES, CORRIDORS, & GROWTH AREAS

The development nodes, corridors, and growth areas below identify the preferred development patterns and where it is generally most suitable for future greenfield development to occur within and beyond the Village of Torquay boundaries. The development nodes, corridors, and growth areas are supported by the goals and objectives of the OCP and are illustrated on the **Future Land Use Map**.

4.2.1 Future Residential

The unconstrained land identified as Future Residential to the east of the Village's existing built-up area is the most suitable for greenfield residential development that can be serviced relatively efficiently. The Village has already extended services to large country residential lots in the RM on the south side of Miller Street. This area may also be suitable for future residential, though the Village should consider annexation, in consultation with the RM, of the existing residences and any further subdivisions that use Village services.

4.2.2 Highway Commercial

Auto-oriented commercial development that requires larger sites and highway visibility / access will be considered along Highway #18 and #350 in the areas demonstrated on the **Future Land Use Map**. Should the demand for Highway Commercial development exceed the capacity of these lands, then this area may be extended further east or to the west across Highway #350 in consultation with the RM. Development in these areas shall be visually attractive so not to create an unwelcoming first impression of the Village.

4.2.3 Future Industrial

The land on the south side of Railway Avenue to the east of the Village's built up area is identified for future industrial development. This area provides direct access to major roadways and the railway and extends the existing industrial related uses on Railway Avenue to the east.

4.2.4 Village Centre

The Village Centre is located on Devon Street where pedestrian-oriented commercial development such as retail, food / restaurants, and personal services shall be encouraged. Particularly, the focus of the Village Centre shall be between Railway Avenue and Saskatchewan Avenue, though it may extend further south to Tavistock Avenue as identified on the **Future Land Use Map**. Other uses and activities will be considered that attract people and visitors to Devon Street and promote the area as the centre of public life in the Village. Perpendicular or angled on-street parking on Devon Street shall be permitted to continue with the exception of the residential area on the east side of Devon Street between Saskatchewan Avenue and Tavistock Avenue.

4.2.5 Village Gateway

The areas identified at or near the intersection of Highway #18 and #350 and the intersection of Railway Avenue and Highway #350 represent opportunities for development or features that enhance this entrance corridor and major gateways to the Village. Because the Village's built-up area is not entirely visible from Highway #18, Torquay may not appear to be a very welcoming or enticing place to enter. Therefore, these Gateway locations should be visually attractive and representative of Torquay's identity and regional character.

4.2.6 Urban-Rural Fringe

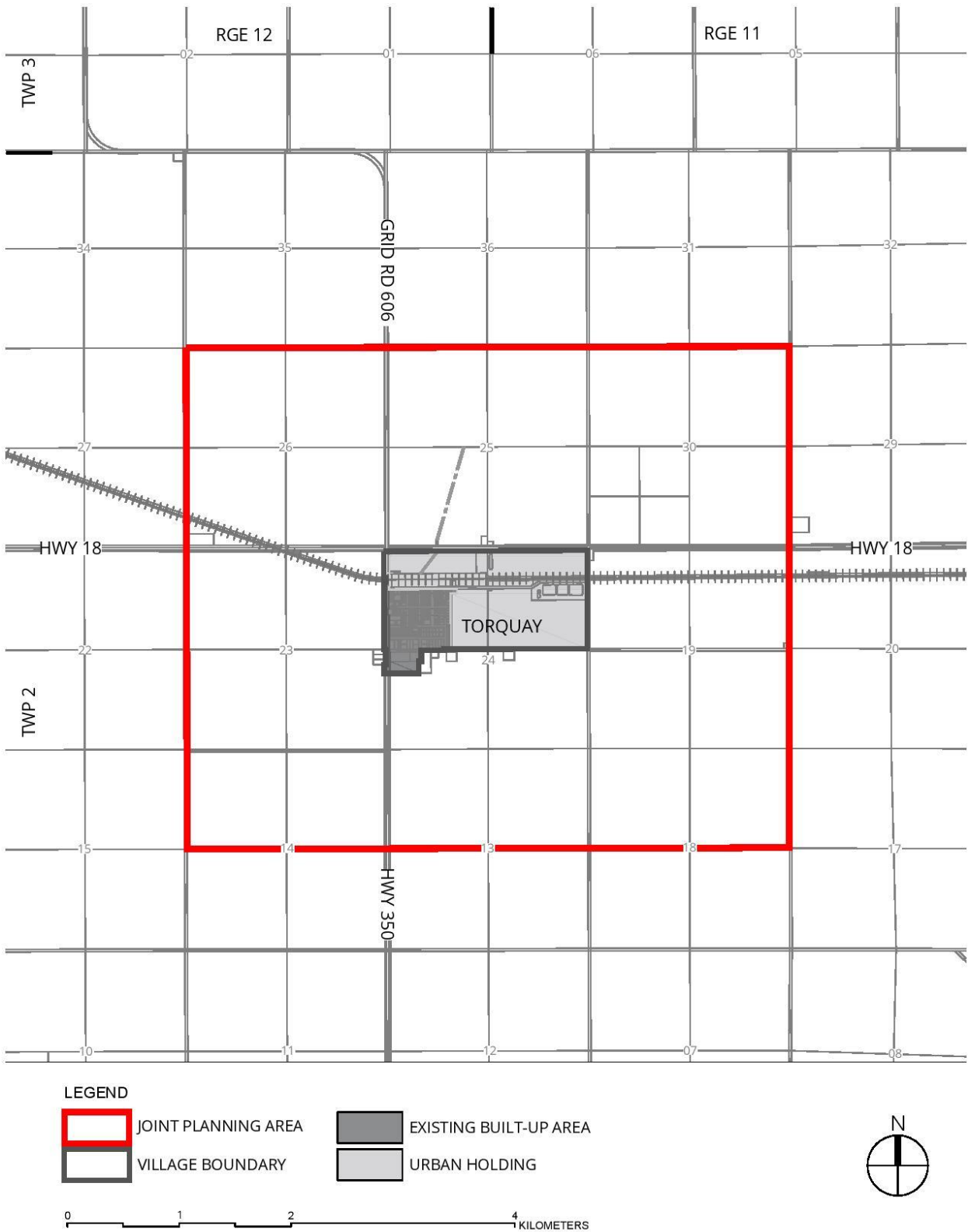
Areas within the Village boundaries, but outside the Village's existing built-up area will be zoned as Urban Holding, which will permit agricultural uses and related functions to continue. Rezoning of these agricultural areas will be restricted until a suitable demand for development is demonstrated and the land is subdivided and rezoned in conformity with the OCP and Zoning Bylaw. Development or subdivision of these areas may require a Concept Plan and Supporting Studies / Technical Investigations to be prepared in support of the required rezoning application in accordance with **Section 5.2.5** and **5.2.6** of the OCP.

The **RM of Cambria-Torquay Joint Planning Area**, as depicted in **Figure 2** on the following page, encompasses the RM lands outside the Village boundaries extending approximately two ¼ Sections in every direction. In accordance with **Section 3.8.1** of this OCP, the Village and the RM will collaborate on the use and future development of these lands in order to minimize potential land-use conflicts and to facilitate complementary growth and sustainable development in the region. The Village and RM Administration and Councils shall commit to consulting one another on development within the Urban-Rural Fringe and Joint Planning Area, and to explore a variety of planning, development, and finance tools to manage future growth of these areas including but not limited to those in **Section 5.2** of this OCP.

4.3 FUTURE LAND USE MAP (EXHIBIT A)

The **Future Land Use Map** attached to and forming part of this OCP is a general demonstration of the Village's preferred future land use and development patterns. Any proposed development that contradicts the **Future Land Use Map** or any goal, objective or policy of the OCP will require an OCP amendment in accordance with **Section 5.3.1** of this OCP and the application requirements, procedures, and criteria described in the Zoning Bylaw.

Figure 2. The RM of Cambria-Torquay Joint Planning Area



5.0 IMPLEMENTATION

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

5.1 ZONING BYLAW

The Zoning Bylaw will be the primary tool for implementing the land use goals, objectives and policies of the OCP, and will be adopted in conjunction herewith by the Village of Torquay.

5.1.2 Purpose

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

5.1.3 Content and Objectives

The Zoning Bylaw will implement the land use policies contained in this OCP by prescribing and establishing zoning districts for residential, commercial, industrial, community service, other municipal uses, as well as future urban development areas and restricted lands. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations and sizes, off-street parking, landscaping, and any other relevant standards in accordance with *The Act*.

5.1.4 Development Permits

The application requirements, procedures, and evaluation criteria for considering development permit applications for permitted uses, discretionary uses, zoning amendments, and OCP amendments shall be contained in the Zoning Bylaw.

5.1.5 Amending the Zoning Bylaw

The application requirements, procedures, and evaluation criteria for considering proposed zoning amendments shall be contained in the Zoning Bylaw.

5.2 OTHER PLANNING TOOLS

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

5.2.1 Subdivision Application Review

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

1. Ensure the proposed subdivision does not contradict the vision, goals, objectives and policies of this OCP;
2. Ensure the proposed subdivision is in conformity with the Zoning Bylaw;
3. Negotiate the terms of the servicing agreement, should one be required; and to
4. Determine its desired option with respect to the dedication of lands.

5.2.2 Dedicated Lands

Dedicated Lands including Buffer Strips, Environmental Reserves, Walkways, and Municipal Reserves shall be used in accordance with *The Act* and *The Dedicated Lands Regulations, 2009*. When reviewing a subdivision application that qualifies for the municipal reserve requirement, Council may indicate to the approving authority its preference for satisfying the requirement by either:

1. Dedicating a portion of the subdivision as Municipal Reserve, which may be used for open space, parks, recreation facilities, public buildings, schools, natural areas, horticultural uses, and agricultural uses; or
2. Accepting a Cash-In-Lieu of land dedication payment equal to the value of the land that would have been dedicated to be used for existing or future open spaces, parks, etc.; or
3. Deferring the Municipal Reserve requirement if the subdivision application includes further land to be subdivided.

The final decision on the location and suitability of land dedicated as Municipal Reserve, the amount of Cash-In-Lieu, or the deferral of the requirement is the responsibility of the approving authority in accordance with *The Act*.

5.2.3 Development Levies

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

5.2.4 Servicing Agreements

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

The Village may also collect servicing fees, also known as off-site fees, intended to help pay for future capital costs of providing, altering, expanding, or upgrading municipal infrastructure required as a result of a new subdivision. However, Council must be able to reasonably demonstrate that the fees are commensurate with the future capital costs. Therefore, in order to provide direction and consistency during servicing agreement negotiations, Council may establish a schedule of servicing fees based on the demand for overall services and public works that the municipality anticipates will be needed over the course of a set term. The off-site fees owed will then be proportioned according to the servicing needs created by the new development and the municipality's overall servicing needs. Servicing agreements shall not provide for the completion of any work or the payment of any fees for existing development previously addressed by development levies.

5.2.5 Concept Plans

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

- Rationale for the proposed development;
- Conformity to the OCP and Zoning Bylaw;
- Existing site conditions;
- Development design, land uses, densities, and landscaping;
- Site drainage strategy;
- Servicing and utilities strategy;
- Access and transportation strategy;

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

Approved Concept Plans shall be appended to the end of the OCP in **Section 6.0**.

5.2.6 Supporting Studies / Technical Investigations

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

5.2.7 Building Bylaw / Permits

The Village of Torquay shall use its *Building Bylaw No. 9002* to guide the construction, repair and maintenance of buildings in the community. In Saskatchewan, the minimum standard for construction and renovation of buildings throughout the province is the National Building Code of Canada (NBC), the National Fire Code of Canada (NFC), and the National Energy Code for Buildings (NECB). The Village of Torquay shall ensure these standards are achieved for the health and safety of the community through its building permitting process.

5.3 OCP MONITORING + PERFORMANCE

The OCP is intended to be a long term policy document that guides decision-making for the next 20 years. However, it cannot be a static and inflexible document. As new issues, challenges, and opportunities emerge, Council may need to make changes to the OCP to ensure the Village stays on the desired track towards meeting its goals and objectives. In addition to ongoing monitoring, it is recommended that the OCP be formally reviewed every five years to evaluate whether the goals and objectives remain relevant and that the policies are performing effectively.

5.3.1 Amending the OCP

All OCP amendments, whether initiated by the Village or the result of an application, must be approved according to *The Act*, and are subject to review and approval from the Ministry of Government Relations before they come into effect. If new development is proposed that does not conform to the OCP, then an application to amend the OCP shall be prepared for review by the Development Officer and Council. Applications to amend the OCP must demonstrate the impact of the proposed change and must be in the best interest of Village's future development and the community as a whole. The application requirements, procedures, and evaluation criteria for considering proposed OCP amendments shall be contained in the Zoning Bylaw.

5.3.2 Conformity with Provincial Land Use Regulations

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

5.4 PUBLIC PARTICIPATION

Fostering a strong culture of public participation and community engagement will be fundamental for the implementation of the OCP. An actively involved and engaged community will help Council address issues of shared importance, minimize negative impacts, maximize public benefits and achieve intended outcomes. The Village will continue to prioritize frequent communication with residents through its Village and Community Club newsletters, the Village website, and online social media platforms such as Facebook and What's App. In addition to complying with the mandatory public participation requirements and processes found in *The Act* and the Zoning Bylaw, Council shall apply the following values from IAP2 when considering how to engage the community and stakeholders on Village decisions, plans, and projects:

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

5.5 MUNICIPAL FINANCING

Realizing the vision, goals, and objectives of this OCP will require substantial investments in community infrastructure and services. At the same time, the Village is approaching a critical period where its existing municipal infrastructure will require maintenance and / or upgrades in order to meet the basic current and future needs of the community. Therefore, the Village must proceed with greater strategic integration of its infrastructure management, budgeting and land use planning decisions. The Village must also take a proactive approach to raising revenues with the available financing tools provided through provincial legislation including, but not limited to: *The Local Improvements Act, 1993*; *The Municipalities Act*; and *The Planning and Development Act, 2007*. Finally, the Village must pursue opportunities for funding from senior governments and cost-sharing opportunities with their surrounding partners in the region.

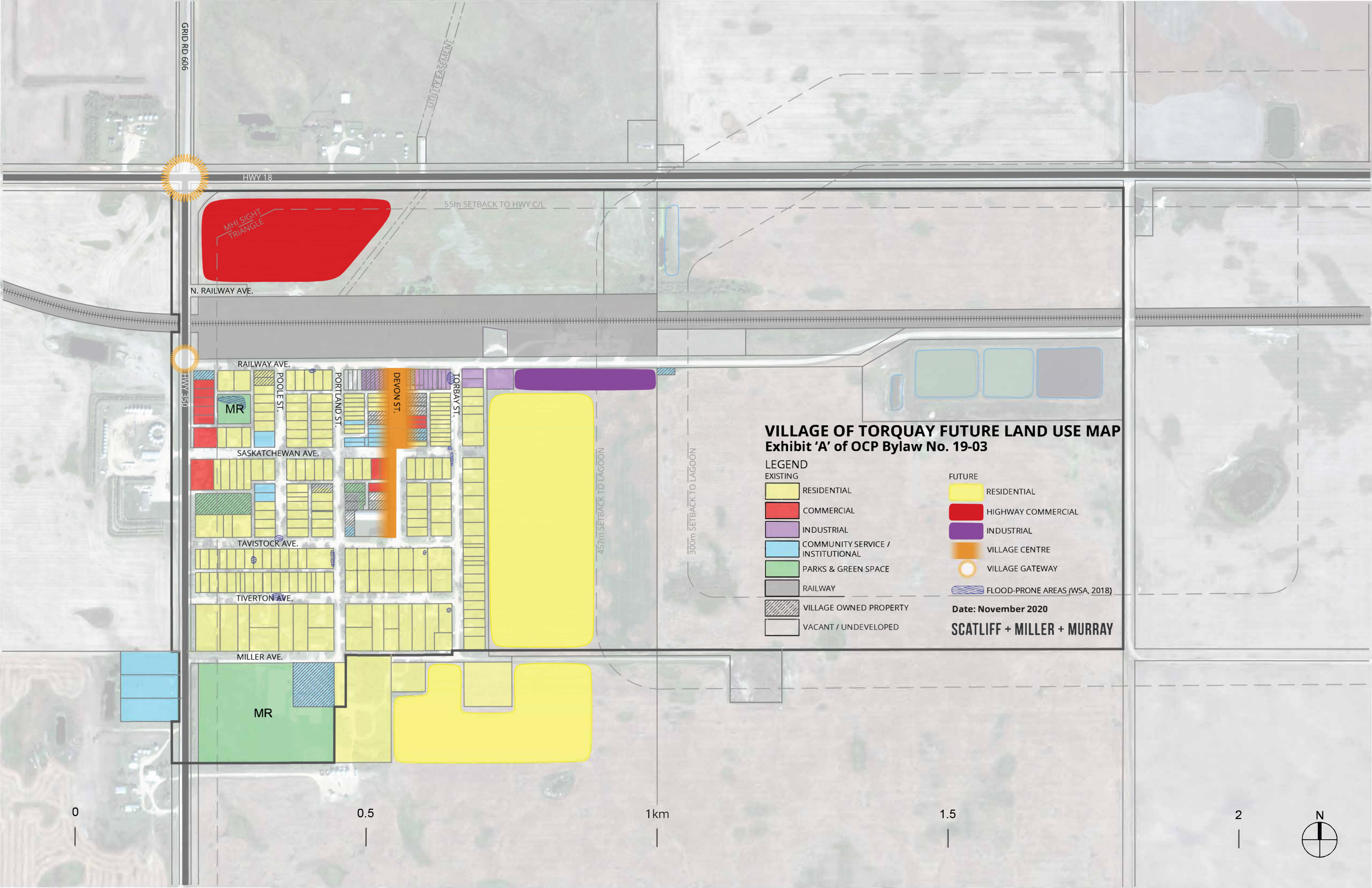
5.6 ACTION PLANNING

The OCP is a statutory document for guiding development and land use in the Village over the next 20 years. As such, the objectives and policies contained in the OCP are intended to act as a framework for guiding future decision-making by Administration and Council. However, for the Village to achieve the community goals as laid out in **Section 2.0**, the OCP must be more than a reference document. If the Village is to move closer to the future envisioned in the OCP, a clear plan of action and implementation strategy is required. Therefore, the Village should consider developing an Action Plan that outlines a schedule of key action items to be completed for achieving the goals of the OCP. Implementation of the OCP is an ongoing process, and it may be some time before significant progress is achieved. However, an Action Plan that is consistent with the OCP and integrated with the annual budget planning process can help establish a course of action for taking incremental steps towards realizing the OCP goals and objectives.

6.0 CONCEPT PLANS

This section will contain Council-approved Concept Plans according to **Section 5.2.5**.

EXHIBIT A: FUTURE LAND USE MAP



VILLAGE OF TORQUAY FUTURE LAND USE MAP
Exhibit 'A' of OCP Bylaw No. 19-03

LEGEND

EXISTING

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- COMMUNITY SERVICE / INSTITUTIONAL
- PARKS & GREEN SPACE
- RAILWAY
- VILLAGE OWNED PROPERTY
- VACANT / UNDEVELOPED

FUTURE

- RESIDENTIAL
- HIGHWAY COMMERCIAL
- INDUSTRIAL
- VILLAGE CENTRE
- VILLAGE GATEWAY
- FLOOD-PRONE AREAS (WSA, 2018)

Date: November 2020

SCATLIFF + MILLER + MURRAY