





Official Community Plan

Northern Hamlet of Dore Lake

A BYLAW TO ADOPT AN OFFICIAL COMMUNITY PLAN

BYLAW NO.	
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The Council of the Northern Hamlet of Dore Lake, in the Province of Saskatchewa	an, in op	en
meeting assembled enacts as follows:		

- (1) Pursuant to section 29 of *The Planning and Development Act, 2007* the Council of the Northern Hamlet of Dore Lake, hereby adopts an Official Community Plan, identified as Schedule A to this bylaw.
- (2) The Mayor and Municipal 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 and take effect upon approval of the Minister of Government Relations.

Read a first time th	e day of	, 20	
Read a second tim	e the day of	, 20	
Read a third time t	ne day of	, 20	
Mayor	(SEAL)		
Administrator			
		Lake I, copy which has not been alte	
(signature)	(date)		

Bylaw Amendment Summary

Bylaw No.	Description	Date Adopted	Certified Copy Sent (date)

Official Community Plan Northern Hamlet of Dore Lake

SCHEDULE A to
BYLAW NO. ____



LAND ACKNOWLEDGMENT

"The Northern Hamlet of Dore Lake acknowledges the hardworking people that helped build and contribute our Hamlet: mink ranchers, commercial fishermen, trappers and all Métis traditional land users."

Acknowledgments

Prepared For:

Northern Hamlet of Dore Lake

Prepared By:

Northern Planning and Sustainability Unit, Northern Municipal Services

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Part F:

Content for Part F was borrowed (with minor adaptations) with permission from the Ministry of Government Relations and the Municipal Association of Victoria consortium as follows:

Council Member's Handbook (2020) and Municipal Administration Reference Guide (2020).

The Good Governance Guide https://www.vlga.org.au/advocacy/local-government/good-governance-guide © MAV, VLGA, LGV, & LGPro 2012

Table of Contents

PART	A: GETTING STARTED	4
1.	OVERVIEW	5
2.	WHAT IS AN OFFICIAL COMMUNITY PLAN?	6
	WHAT'S INSIDE AN OCP?	
	BUILDING THE HAMLET'S OCP	
	PUTTING THE OCP INTO ACTION	
	HOW TO READ THIS OCP	13
3.	HAMLET VISION AND DEVELOPMENT GOALS	15
4.	OCP "EXPRESS"	17
	OCP ACTION POLICIES FOR COUNCIL	18
PART	B: PLANNING CONTEXT	21
5.	REGIONAL AND HAMLET CONTEXT	22
	GENERAL CONTEXT	22
6.	HISTORY	25
	HISTORICAL TIMELINE	25
7.	DEVELOPMENT CONSIDERATIONS	29
PART	C: DEVELOPMENT FOUNDATIONS	32
8.	GENERAL DEVELOPMENT & COOPERATION	33
	GOOD PLANNING PRACTICES	34
	REGIONAL COOPERATION	
	FUTURE LAND USE DESIGNATIONS	
	OBJECTIVES & POLICIES	
9.	PUBLIC WORKS AND ROADS	40
	UTILITIES AND LANDFILL	
	ROADWAYS AND AIRWAYS	
	OBJECTIVES & POLICIES	43
10.	. COMMUNITY & PUBLIC SAFETY	44
	PUBLIC SAFETY CONTEXT	45
	OBJECTIVES & POLICIES	46
PART	D: COMMUNITY VITALITY	47
11.	. RESIDENTIAL DEVELOPMENT	48
	CONTEXT AND FUTURE CONSIDERATIONS	49
	FUTURE DEVELOPMENT AREAS	
	OBJECTIVES & POLICIES	51
12.	. RECREATION, GREEN SPACES, AND ECONOMIC DEVELOPMENT	52
	COMMUNITY RECREATION AND GREEN SPACES	53

	ECONOMIC DEVELOPMENT	57
	FUTURE DEVELOPMENT AREAS	58
	OBJECTIVE & POLICIES	58
13.	HERITAGE & CULTURAL SPACES	
	CONTEXT AND FUTURE CONSIDERATIONS	61
	OBJECTIVES & POLICIES	62
PART E	E: PUTTING THE OCP INTO ACTION	65
14.	THE ZONING BYLAW	66
15.	PRACTICAL TOOLS	67
	SUBDIVISION REVIEW	68
	SERVICING AGREEMENTS	
	BUILDING STANDARDS	
	LAND ACQUISITION	
	CAPITAL WORKS & ASSET MANAGEMENT	
	COOPERATION & COMMITTEE WORK	
17.	COUNCIL TASKS & TRACKING PROGRESS	72
PART F	: GOOD GOVERNANCE	73
18.	DECISION MAKING CONTEXT & ENGAGEMENT	74
	CONTEXT	74
	BYLAWS & RESOLUTIONS	74
	COMMUNITY ENGAGEMENT & TRANSPARENCY	74
19.	REVIEWING THE OCP & ZONING BYLAW	76
	REVIEW SCHEDULE	
	QUESTIONS TO ASK	
	COMMUNITY ENGAGEMENT & TRANSPARENCY	76
20.	ROLES & RESPONSIBILITIES	77
	ROLE OF THE MUNICIPALITY	
	ROLE OF THE MAYOR	
	ROLE OF COUNCIL	
	ROLE OF THE ADMINISTRATOR	
	ROLE OF RESIDENTS	
	RESPECTING ROLES	82
Tabl	les	
	: Legislated Planning Themes	
	:: Statements of Provincial Interest :: OCP Action Policies for Council	
ıavı⇔ ∙ɔ	. VVI AVIUH EVIIVIGƏ IVI VVUHÜL	

Figures

Figure 1: Official Community Plan Process	
Figure 2: Putting the OCP into Action	
Figure 3: OCP "Express"	
Figure 4: Census Population Change	23
Figure 5: Regional Context	
Figure 6: Physical Development Considerations	

Schedules

Schedule 1: Future Land Use Map

Exhibits (Exhibits do not form part of this bylaw, they are for information only)

Exhibit 1: 2005 Wildfire Risk Assessment. Ministry of Environment.



This part talks about:

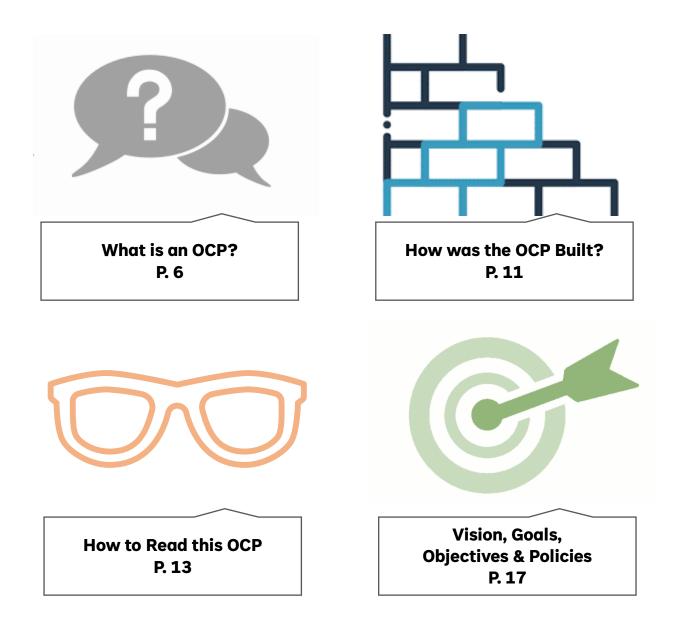
	What is an	Official (Community	/Plan	(OCP)
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- ☐ How to read this OCP
- $\ \square$ Putting the OCP into action
- ☐ OCP "Express"

1. OVERVIEW

While you will get a fuller picture of the Hamlet's vision, development goals and objectives by reading the OCP in its entirety, focusing on Part A of this OCP (nine pages) should get you started on the right track to understanding what an OCP is, how it was put together, the Hamlet's vision, policies and objectives, and how the OCP will be put into action.

If Part A doesn't fit your schedule, the 'nutshell' version of the Hamlet's OCP, mainly using graphics, is found on the following four pages:



2. WHAT IS AN OFFICIAL COMMUNITY PLAN?



COMPREHENSIVE ROADMAP

An Official Community Plan (OCP) is a legal policy document or road map that sets out objectives and policies to support the physical, environmental, economic, social and cultural development of a community. It tells the story of where a community is now and sets out a 20-year plan of where a community would like to be. An OCP covers topics like: future residential and commercial development, cooperation between communities, the management of environmentally sensitive land, utilities, and more.

TRANSPARENT

An OCP and Zoning Bylaw set out a transparent process on how changes to the OCP and Zoning Bylaw are made and how development permits are reviewed and issued. These processes provide a level of assurance to residents and business. owners that when things are proposed to change, that the rational and decision is not based on the whim of council or the development officer but on a set of review criteria.





KEY DECISION MAKING AND TRACKING TOOL

- Guides mayor and council through potentially complex or contentious land use decisions.
- Allows council and the public to monitor progress on community objectives.
- Acts as a transparency and accountability tool.



FLEXIBLE (THINGS CAN AND DO CHANGE)

An OCP is not written in stone and can be changed over time to respond to emerging trends, issues, and development opportunities. While all future development must legally follow an OCP, the objectives and policies are designed to be specific enough to guide daily decisions but broad enough to be flexible to accommodate future community trends and issues. For example, objectives and policies purposely avoid (where possible) words like "shall" and "must" and instead use words like "should", "may" or "encourage". This wording provides decision-makers with flexible policies to support community development without having to go through the official OCP amendment process every time there is a change in context. Flip to section 18 for details on how to amend the OCP.

DOES NOT INCLUDE DETAILED OR DUPLICATE PLANS

This OCP does not include detailed plans for every policy, priority and consideration mentioned in the OCP. It is also not the role of an OCP to duplicate existing plans and efforts. For example, while this OCP sets out direction for council to adopt a land sales policy, the details of the land sales policy are not spelled out. Rather, it is in the hands of Hamlet council and administration to decide on the details and implementation of the land sales policy.





IMPACT

This OCP is not another dusty report.

Council and the community's role in developing their Official Community Plan will have a greater impact on the Hamlet's future than any stand-alone planning decision. Since council's decisions are legally directed by the policies set out in this OCP, each councillor should have a copy of this OCP (and Zoning Bylaw) by their side at each council meeting and it should be promoted on the Hamlet's website and social media channels.

WHAT'S INSIDE AN OCP?

1. COMPREHENSIVE LAND USE & DEVELOPMENT POLICIES

In general, policies are an essential part of any municipal office and provide instruction for day-to-day operations, clarity for councillors and residents when dealing with accountability issues, inform decision-making, and streamline internal processes.

An OCP in particular is a legal document that *must* discuss certain land use and development policy areas, as set out in subsection 32(2) of *The Planning and Development Act, 2007*. Subsection 32(3) of *The Planning and Development Act, 2007* sets out optional policies that an OCP can address (see Table 1).

2. STATEMENTS OF PROVINCIAL INTEREST

In addition to policy areas that must or may be discussed in an OCP, an OCP must also legally discuss the 16 Statements of Provincial Interest (SPIs) and any other provincial land use policies (see Table 2). The purpose of the SPIs is to:

- Reflect the diversity of issues affecting Saskatchewan communities.
- Link provincial and municipal land use objectives, which directly impact community development, economic growth and environmental stewardship.
- Provide guidance to municipalities on potentially complex land issues and development challenges.

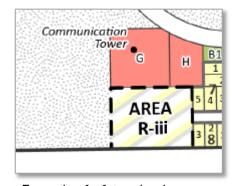
HOW ARE THE SPIS USED?

Consistency with the SPIs is an integral part of the provincial approval process for: new Official Community Plans and amendments, new Zoning Bylaws and subdivision applications.

3. FUTURE LAND USE MAPS

In addition to the inclusion of mandatory policy areas and the SPIs in an OCP, future land use (FLU) maps are usually included in OCPs as well. FLU maps act as a visual guide for what a community could physically look like over the next 20 years by designating, for example, areas of future residential, commercial and industrial growth, or green space. It is important to highlight that:

 A FLU map is not a prediction of what will happen but rather guides development of what the community would like to happen.



Example of a future land use area (yellow hatch).

- An OCP is a legal document. If a FLU map is included in an OCP it also forms part of the bylaw. This means that council's land use decisions must reflect the content of the FLU map(s) (and the OCP).
- FLU maps can only be changed with an amendment to the bylaw and approval from the Minister of Government Relations.

Table 1: Legislated Planning Themes

	OCP SECTIONS	Foundations for Growth			Community Vitality			Putting the OCP into Action	
	SLATED PLANNING THEMES Planning and Development Act, 2007)	General Development & Cooperation	Public Works & Roads	Community & Public Safety	Residential Development	Recreation, Green Spaces & Economic Development	Heritage & Cultural Spaces	Practical Tools & Council Tasks	Exhibits
Requ	ired in OCP (as is practical)								
	Sustainable current and future land use and development policies.	✓			✓	✓	✓		
	Current and future economic development.	✓							
	The general provision of public works.		✓						
☐ The management of land subject to natural hazards (e.g. floods, sloping).				✓					
☐ The management of environmentally sensitive land.						✓			
	☐ Source water protection.					✓			
 Coordination with adjacent municipalities on shared land use issues, future growth patterns and public works. 		✓							
	`								
	Provision of municipal reserve for school sites. (n/a)								
	Development near existing or proposed railway operations. (n/a)								
	☐ How the OCP will be implemented.							√	
Optional									
	Any aspect of environmental, social or cultural development of the municipality.	✓							
						✓			
	Dedicated land policies (e.g. municipal & environmental reserves)					✓	✓		
	Appendices or exhibits such as concept plans and future land use maps/areas.								✓

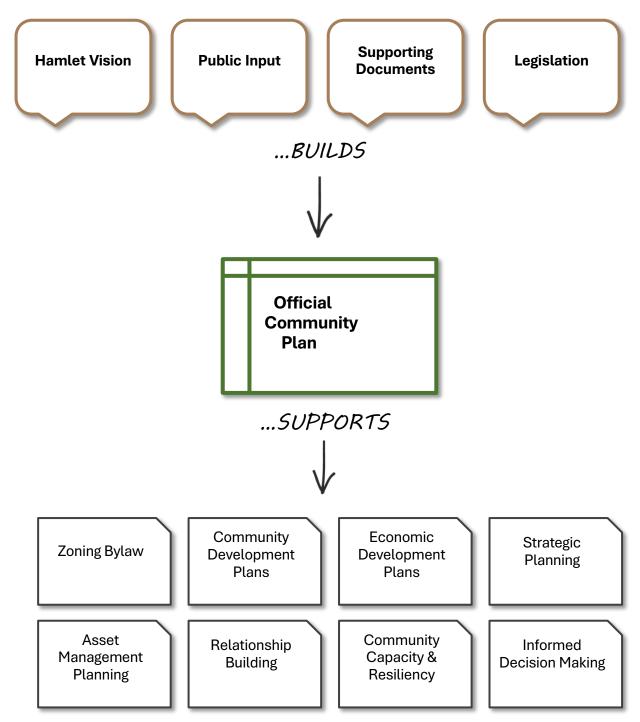
Table 2: Statements of Provincial Interest

OCP SECTIONS	Part C: Development Foundations Part D: Community Vitality			itality		
STATEMENTS OF PROVINCIAL INTEREST	General Development & Cooperation	Public Works & Roads	Community & Public Safety	Residential Development	Recreation, Green Spaces & Economic Development	Heritage & Cultural Spaces
1. Agriculture and Value-Added Agribusiness <i>(n/a)</i>						
2. Biodiversity and Natural Systems					✓	
3. Community Health and Well-Being						
4. Economic Growth					✓	
5. First Nations and Métis Engagement						
6. Heritage and Culture						✓
7. Inter-Municipal Co-Operation	✓					
8. Mineral Resource Exploration and Development (n/a)						
9. Public Safety			✓			
10. Public Works		✓				
11. Recreation and Tourism					✓	
12. Residential				✓		
13. Sand and Gravel <i>(n/a)</i>						
14. Shore Land and Water Bodies					✓	
15. Source Water Protection					✓	
16. Transportation		✓				

BUILDING THE HAMLET'S OCP

The following graphic highlights some of the key steps in building the Hamlet's OCP and the strategic role that an OCP plays in a range of planning activities and projects.

Figure 1: Official Community Plan Process



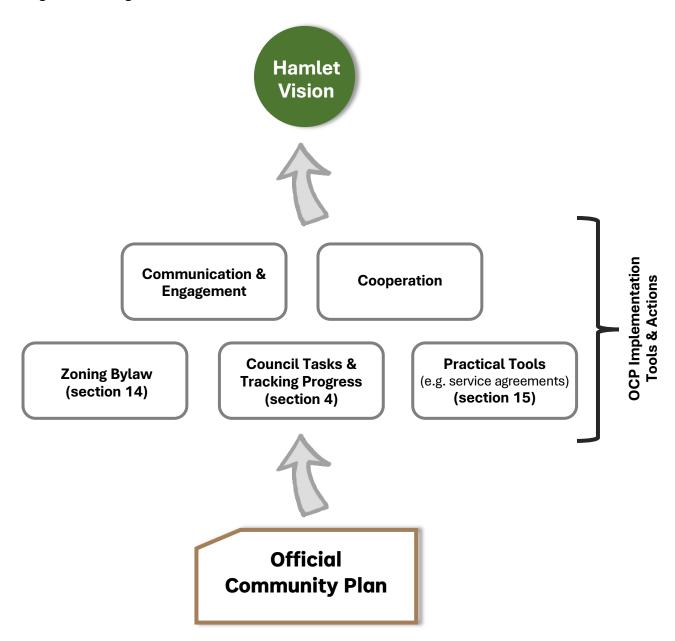
PUTTING THE OCP INTO ACTION

The primary legal and administrative means of implementing the Hamlet's OCP is the Zoning Bylaw. Council can also leverage a number of practical tools and policies to implement the OCP and Zoning Bylaw, such as service agreements and working towards an asset management plan. Cooperation with stakeholders, council tasks, regularly tracking progress and council tasks, and engaging with the community round out some of the other main efforts required to put the OCP into action.

+INFO

More details on these actions are found in Part E of this OCP.

Figure 2: Putting the OCP into Action



HOW TO READ THIS OCP

Here are some tips on how the OCP objectives and policies work together:

- Read this OCP as an entire plan. This OCP is more than just a set of individual policies; one policy can be dependent on, or support, other policies.
- Objectives are broad concepts from which the more detailed policies flow.
- Policies are not listed in order of importance.
- Some policies will be worded more strongly than others. For example, some policies will be more flexible, while some policies will be more specific or targeted.
- Recognize that even though themes may be discussed in their own section, they can come into play in other sections as well, such as for:
 - First Nations and Métis engagement
 - Regional cooperation
 - Heritage and cultural considerations
 - Environmental and economic sustainability
 - Community health and wellbeing
 - Economic development

OCP "EXPRESS"

This OCP includes an "express" version found in section 4 on page 17. The OCP Express paints a high-level overview of the Hamlet's vision, goals, objectives and action policies. From this table, flip to each section for more context on each objective and how each objective will be addressed through policy. Part E of the OCP also has more information on how the OCP can be put into action.



HAMLET VISION

"The Northern Hamlet of Dore Lake will continue to develop a safe and viable community and foster economical, social and environmental well-being."

3. HAMLET VISION AND DEVELOPMENT GOALS

Based on the Hamlet's vision, the following four development goals provide the focus for the Hamlet's OCP policies. These goals were developed based on engagement with council and community feedback during the OCP development process. The goals are not ranked by priority but collectively represent the future aspirations of the Hamlet.



COMMUNITY SERVICE AVAILABILITY & QUALITY

"Community services support the basic needs of residents."

Reaching this goal might include activities such as:

- Sewer system upgrade
- Cell tower
- Upgraded internet
- Highway upgrades



COMMUNITY VITALITY

"Residents enjoy living in a peaceful and quiet community."

Reaching this goal might include activities such as:

- Clean and quiet living.
- Well-maintained yards.
- Promoting Dore Lake as a place to retire.
- Educating residents on community standards.



TOURISM & ECONOMIC DEVELOPMENT

"A strong ecotourism base and local workforce supports a variety of basic retail services."

Reaching this goal might include activities such as:

- Reducing the Hamlet's footprint outside of community.
- Keeping/maintaining trails for recreational activities.
- Exploring tourism opportunities such as having a marina with rentable boat slips.
- Looking at tourism and business development together to increase basic community service availability in the Hamlet, such as a place to purchase basic groceries.
- Posting official welcome signage.



MANAGED GROWTH

"Growth balances the Hamlet's goals of maintaining a peaceful and quiet community, while expanding community services and growing tourism."

Reaching this goal might include activities such as:

- Moderate subdivision growth or lot sales of hamlet owned land.
- Reviewing the need for different types of housing in the Hamlet.
- Developing a land sale and lease policy.

4. OCP "EXPRESS"

Figure 3: OCP "Express"



OCP Theme	OCP Section	Objective
Foundations for Growth (Part C)	General Development & Cooperation	 8.1 Land use decisions will be informed by resources such as comprehensive reviews, concept plans, feasibility studies, or agreements. 8.2 Strategic planning and evaluation will guide the Hamlet's future growth. 8.3 Future growth and servicing will be cost-efficient. 8.4 Engagement and communication with residents are an important part of the Hamlet's planning process and will be fostered by council.
	Public Works & Roads	9.1 Public works are planned and managed in order to maximize service level and minimize cost to the Hamlet. 9.2 Road planning and maintenance will consider local traffic needs and future development opportunities. 9.3 Balance air transportation service location with current and future development patterns.
	Community & Public Safety	10.1 To ensure adequate capacity to respond to municipal fires and emergencies in all areas of the Hamlet. 10.2 Minimize, mitigate or avoid the threat of wildfire. 10.3 Protect persons and property from natural and human hazards, such as flood hazard areas and unstable land.
Community Vitality (Part D)	Residential Development	11.1 Residential areas will be safe, quiet, and livable.
, ,	Recreation, Green Spaces and Economic Development	12.1 Community services and recreation spaces will be supported through responsible facility planning and partnership. 12.2 Council will support development practices that preserve or enhance the long-term sustainability of the local environment, shorelands and waterbodies. 12.3 Council will encourage local business development that supports tourism and local residents.
	Heritage & Cultural Spaces	13.1 Minimize, mitigate or avoid adverse development impacts on cultural and heritage resources. 13.2 Identify and preserve heritage and cultural resources through partnership.

OCP ACTION POLICIES FOR COUNCIL



Action policies for council are summarized on the next page:

OCP ACTION POLICIES FOR COUNCIL

The following table is a summary of council's OCP "action policies". As part of tracking progress and engaging with residents, council can use this table to check-off actions during their regular review of the OCP or other strategic planning documents.

IMPORTANT TABLE NOTE

Refer to the original OCP policy to confirm any amendments.

Table 3: OCP Action Policies for Council

SECTION 8: GENERAL DEVELOPMENT AND COOPERATION					
□ Policy 8.1.3	Council should adopt a Hamlet Land Sale and Lease policy to address: land sale price for serviced and unserviced lots (reflecting municipal servicing costs), the development potential of land), how land is sold (e.g. by tender), title transfer conditions, lease conditions.				
☐ Policy 8.2.1	The lifespan of the Hamlet's OCP is approximately 20 years. Council should review this OCP and zoning bylaw every 5 years and prepare any amendments or updates based on this review.				
☐ Policy 8.2.2	OCP action policies should be reviewed annually.				
☐ Policy 8.2.4	To support effective decision-making, council should create a councillor portfolio system (e.g. tourism, public works, housing).				
□ Policy 8.4.2	A planning and development committee may be established by council. Committee membership should include at least one council member and a balance of residents, business owners and community stakeholders.				
	SECTION 9: PUBLIC WORKS AND ROADS				
☐ Policy 9.2.1	Continue to work with the Ministry of Highways regarding Highway 924 road quality.				
SECTION 10: COMMUNITY AND PUBLIC SAFETY					
☐ Policy 10.1.1	In areas of the municipality not serviced by the municipal water supply, Hamlet administration and council should develop an emergency response plan.				

☐ Policy 10.3.1	Council should work with the SPSA to develop an Emergency Response Plan, including the development and maintenance of community firebreaks.					
☐ Policy 10.3.3	Hamlet administration should review the hazardous materials storage site list maintained by the Ministry of Environment on an annual basis and update the Hamlet's emergency response plan and land use development plans accordingly.					
	SECTION 11: RESIDENTIAL DEVELOPMENT					
☐ Policy 11.1.1	Housing demand and supply should be reviewed every 3-5 years to reflect changes in economic development activity and population growth trends.					
☐ Policy 11.1.2	In order to meet the Hamlet's goal of maintaining a attractive, clean and safe residential areas, council may consider adopting a Community Standards Bylaw to regulate property maintenance.					
SECTION 12: RE	CREATION, GREEN SPACES, AND ECONOMIC DEVELOPMENT					
□ Policy 12.1.1	Council should collaborate with residents and other stakeholders to identify community service and recreation space needs, gaps, and opportunities on a regular basis. Any action plans should address: feasibility of project, resources required to complete the project, a timeframe to complete the project, who is responsible for leading each project, and funding opportunities.					
☐ Policy 12.2.2	Council should consider dedicating shoreline Parcel W Plan 91B06523 at the Old Plant Point/Johnson's Point to ensure public access.					
☐ Policy 12.2.5	The Hamlet should consider working with the Ministry of Environment to inventory the location and extent of critical or threatened habitat or other environmentally sensitive areas.					
□ Policy 12.3.1	Council may pursue an economic development plan to: meet the Hamlet's goals of managed growth, support local business opportunities, encouraging retirement living, explore the feasibility of a marina with rentable boat slips, and to set out which strategies and resource commitments fall within the scope of the Hamlet and which strategies need a partner or other lead.					
·	SECTION 13: HERITAGE & CULTURAL SPACES					
☐ Policy 13.1.3	A heritage building, such as the inactive church, may be designated as a Municipal Heritage Property under <i>The Heritage Property Act</i> to legally manage their heritage importance and to be considered for financial assistance from the Saskatchewan Heritage Foundation.					

☐ Policy 13.1.4	Council may consider adopting a cemetery bylaw.
☐ Policy 13.2.1	Council may consider working with residents and other stakeholders develop a heritage and culture inventory and management strategy. The inventory can include 'hard and soft' resources such as historic sites, buildings, landscapes, cultural events, local traditions, skills and crafts.
☐ Policy 13.2.2	Council may consider establishing a local history committee made up of residents or assigning a Culture portfolio to a councillor. This committee or portfolio would support and promote local arts, culture, and act in an advisory role to council on heritage and culture-related matters, including historical building preservation and maintenance.
☐ Policy 13.2.4	Council may consider developing a Municipal Naming Policy for its roads, parks, green spaces and municipal facilities.

LINKED SUCCESS

The success of related community plans, bylaws, policies, and programs will impact the success of the Hamlet's OCP.



PART B: PLANNING CONTEXT

This part talks about:

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- □ Hamlet history
- ☐ Development considerations

5. REGIONAL AND HAMLET CONTEXT

GENERAL CONTEXT

- History: The Northern Hamlet of Dore Lake is a small community on the south bay of Dore Lake located on Treaty 6 territory. Popular history indicates that Dore Lake is derived from the French word "d'or," which means gilt or golden because of the golden reflection of fish as they cleared the water in the evening sun. Hudson Bay journals, however, indicate that Dore Lake is derived from the French word doré, which is French for pickerel (Barry, B., 2005, Geographical Names of Saskatchewan). While the first government survey was conducted in 1914, people had been making the 90km trek between Big River and Dore Lake before then, over the frozen muskeg and lakes, for commercial fishing in the winter months and then heading back down south in the summer months for other opportunities. See section 6 on p. 25 for an expanded timeline of the Hamlet's history.
- Treaty territory and Métis neighbours: The Hamlet is located on Treaty 6 territory and the area's Métis are represented by Métis Local #67.
- Today: Dore Lake is a small community of 37 people (2021 Census). While there is a lack of basic services in Dore Lake, the Hamlet and Dore Lake is a launching point for numerous outdoor opportunities such as fishing, hunting, camping, and hiking.
- La Ronge

 Dore Lake

 Cumberland

 House

 Prince Albert

 Regina

NORTHERN SASKATCHEWAN ADMINISTRATION DISTRICT (NSAD)

- Getting There and Who's Nearby (see Figure 5):
 - The Hamlet is accessed by one highway, Highway 924.
 - The Hamlet is located 30km north of Sled Lake, 90km northeast of Green Lake, 140km northeast of Meadow Lake, 110km northwest of Big River and 200km northwest from Shellbrook.
 - The Resort Subdivisions of Tower Beach and Michel Point are approximately 15 km northeast of Dore Lake. These are seasonal communities with no services.
 - The Hamlet is located in Fur Conservation Area P-88.
 - The District: The District is a municipality adjacent to the Hamlet and covers all
 of the unorganized areas in northern Saskatchewan (excluding legislated park

land and incorporated municipalities (towns, northern hamlets and northern villages). The District can be thought of like a 'northern RM', where the Northern Municipal Services branch, Ministry of Government Relations, is the local government authority for the District.

• **Population change:** the Hamlet's Census population has declined over the years but has been relatively stable over the past 20 years.

Figure 4: Census Population Change

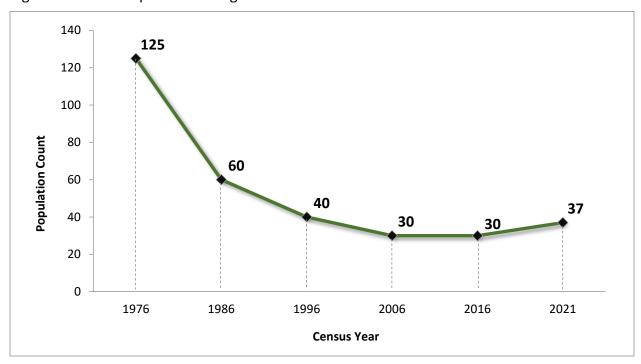
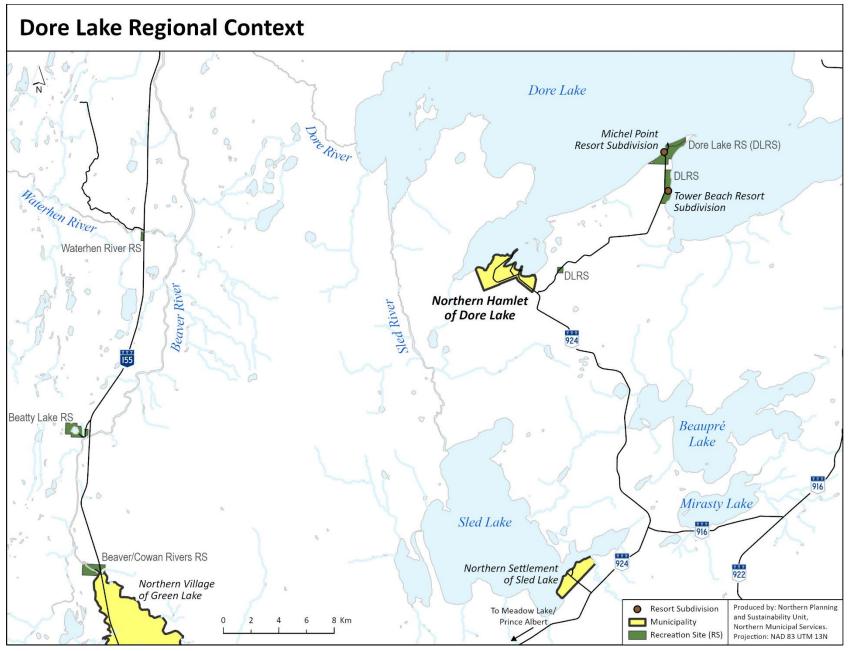


Figure 5: Regional Context



6. HISTORY

Dore Lake is a small community on the south bay of Dore Lake located on Treaty 6 territory, which has always been in habited by Indigenous people since time immemorial. While the first government survey was conducted in 1914, people had been making the 90km trek between Big River and Dore Lake before then, over the frozen muskeg and lakes between, for commercial fishing in the winter months and then heading back down south in the summer months for other opportunities.

While some may tie the Hamlet's name to the French word for golden reflection ("d'or") because of the golden reflection of the fish as they cleared the water in the evening sun, Hudson Bay Company journals have evidence that Dore Lake is derived from the French word doré which is French for pickerel (Barry, B., 2005, Geographical Names of Saskatchewan).

The following timeline was compiled from *A Look at the Past*, a history book published in 1983 by the Dore Lake Historical Society, as well as from council and other historical sources.

HISTORICAL TIMELINE

Since time immemorial: the Cree people have forever been the traditional inhabitants of the Dore Lake area.

1908: A railway is constructed to Big River, which allows for easier access into northwestern Saskatchewan lakes. The first Scandinavian and Icelandic fishermen arrived at Big River in the fall of 1908. Familiar names such as Johnson, Stefansson, Erickson, Olsen, Swanson, Skivik, Anderson, and Arison, are just a few of the men who arrived during this time. Many were homesteaders from southern Saskatchewan, seeking a few extra dollars during the winter months to supplement their income.

1909: One of the first men to commercial fish Dore Lake in 1909 was Joe Stefansson, an Icelandic farmer, from Kandahar, Saskatchewan. The fishermen around Big River had heard of the abundance of whitefish to be caught at Dore Lake, so in the spring of 1909 it was decided to cut a trail into Dore Lake. At this time the area was relatively unexploited and there were no roads.

There was only one inhabitant known to have resided on Dore Lake before the influx of the first Scandinavian fisherman. He was a Métis, by the name of Michael Durocher, who resided at the East Bay of Dore Lake. Nels Edson and Eric Erickson, two of the earliest fishermen, and Gaudoise Trembley, a freighter, described Michael Durocher as being a generous man and a skilled hunter. Michael often provided food and shelter to these first fishermen, as well as acting as their guide. Later, the point at which he lived on was named in his honour (spelled today as Michel Point).

1912: The first freight swing to Dore Lake by a man called Ross. He received a contract from the I.C. Fish Company to haul Hudson Bay Freight to Dore Lake and Ile-a-la-Crosse and return with a load of fish. By 1911-12 there were twenty-three licensed fishermen on the lake.

1914: The first government survey of the Dore Lake area. By this time there are 33 licensed fishermen on the lake.

1914 - 1918: World War 1.

1919: The first timber operation is established on Dore Lake Island (Camp Four, Geir's Island) by Big River Consolidated Fisheries. The purpose of the mill is to make lumber for the construction of fish boxes. The mill is dismantled and moved to Delaronde Lake in 1924.

1920's – 1930's: The commercial fishing industry in northern Saskatchewan is growing, including at Dore Lake, so more (horse drawn) freight swings are required. With an increase of freight swings, there is a need to establish stopping places along the route, for weary travelers and horses. These stopping places provide food, shelter and hospitality. Dore Lake was one of those stopping places near the end of the Big River freight swing (starting at Big River and cutting across meadows leading into Ladder Lake, Black Lake, Rat Lake (Taggert Lake), Stoney Lake (Delaronde Lake), Rabbit Hill, Sled Lake, and then Dore Lake and onto Beauval and Ile-a-la Crosse). The number of fishing licenses on Dore Lake fluctuates between 77 in 1924 and 41 in 1938.

1930's – 1960's: Hundreds of men came to Dore Lake to fish during the next thirty years. Many of them operated camps of their own, while others were hired helpers.

Mid-1930's: Prior to the 1930's mail was delivered via cat swing. In the mid 1930's a post office was established at Michel Point at Verner Johnson's home.

1939: First cat-drawn freight swing by Big River Fisheries.

1939 - 1945: World War II.

1940's:

- Planes were introduced as a method of transportation fish and supplies in and out of isolated lakes, such as Dore Lake.
- First mink ranch established at Dore Lake by Harry Husak in 1940. There would go on to be about a dozen mink ranches at Dore Lake from the 1940's to the 1960's.
- Timber companies and private entrepreneurs begin to exploit Dore Lake's virtually untouched wilderness country. There were no known timber operations at Dore Lake during the 1930's.

1947:

- The Department of Forestry made a major reconnaissance of the Dore Lake area. The timber survey described the many blocks of white spruce and jack pine.
- The proposal for an improved road from Sled Lake to Dore Lake was approved by the Department of Forestry. At this time, the road into Dore Lake was generally in very poor condition during the summer months and could not withstand heavy hauls. During the wet seasons of spring and fall, the road was impassable. It became necessary to build a good all year round road to cope with the increased traffic during the summer and wet seasons, and residents of the area would have increased mobility between Dore Lake and larger centres.

Post office moved to Murray's Point where a settlement was developing.

1949:

- In January, the Survey Branch of the Department of Natural Resources completed the survey for the road from Cowan Lake to Dore Lake. Construction of the Dore Lake Road was done by the Construction Branch of the Department of Natural Resources. The construction of this road was done over ten years and completed in several stages and some sections rebuilt over the years due to heavy rains and wet snow.
- With the new road, trucks started to replace the cat swings and with the innovation of refrigerated trucks, commercial fishing began to be conducted during the summer season.

1950: The Department of Public Works Canada contributes \$10,000.00 in 1949 to build a wharf at Dore Lake (South Bay) and a wharf is built in 1950. A wharf was necessary to assist the fishermen, mink ranchers, lumber operators and fish buyers. It was also the location of the settlement. Residents and business operators from around the lake bring their goods to this central landing-place, where they are trucked south.

1950's:

- Fire rangers and resource staff were headquartered in Dore Lake during the summer months. As Dore Lake's fishing, logging and fur farm industries expanded and the settlement grew, it was necessary to establish an administration headquarters. By 1950, eighty percent of the resource officers work in the district was concentrated at the Dore Lake settlement. In 1951, the Department of Natural Resources, constructed a headquarter house, garage, office, tool house, fur cache, bunkhouse, and dug a forty foot well and staff were stationed there all year round now. This new site was built in the South Bay area, commonly known then as D.N.S. Point.
- 1953-1960: residents had to travel to Big River to pick up their mail.

1950's - 1960's tourism:

- The tourist population in Dore Lake was beginning to grow at a rapid pace. In 1951, D.N.R. progress reports showed that Lac La Plonge was not producing the quantity of fish it had in the past. Many unsuccessful anglers on their return trip home from La Plonge, were dropping in on Dore Lake to test the fishing. Enthusiastic anglers were obtaining good results and began returning to Dore every year for more fishing.
- Many people contact the Department of Natural Resources and inquiring about purchasing land to build summer cabins and homes on the Lake.
- Due to tourist growth, the D.N.R. decides that facilities are needed to accommodate these tourists, so a camp kitchen and two toilets are established at Husak's Bay in 1956.
- In 1957, the Department of Forestry look for suitable beach areas that can be developed. The East side of Michel Point is considered a good place to develop a beach. It was recommended that a road be built to Michel to aid in the development of the tourist industry. The Department of Forestry proposed that a couple of subdivisions be surveyed that spring. The land was surveyed and three lodges were soon erected in the Michel

Point area of Dore Lake: Michel Lodge (1957), Tower Beach subdivision (1958) and Camp Carmel (1962). Four to six cabins for commercial purposes were also built on a lease at Husak Bay.

1960: A school is established at the South End of Dore Lake (initially in the D.N.S garage from September to December in its first year). Before 1960, school aged children were educated through the Regina School of Correspondence. Residents formed the Dore Lake School Board.

1961: A major rebuilding job was done on the Dore Lake Road. The road was widened and rebuilt in several areas. The biggest improvement occurred with the building of a by-pass to completely cut out the use of the "old road", or better known then, as "Dead man's Bend" (a devastating mud hole to be trapped in). It took approximately two to three years to complete these improvements.

1964: The government closed down many of the postal services in the smaller communities, including Dore Lake. With continually improving road conditions, residents were able to travel more frequently to Big River and Meadow Lake to pick up their mail.

1967: Curling rink and community hall constructed as part of Canada's centennial year and becomes Dore Lake's social spot.

1966: Children from Sled Lake start to be bussed to Dore Lake to attend school.

1970: Old school is abandoned and a trailer is used until 1976 when a new modern school was built.

1977:

- School built. The highest enrollment was 30 children.
- One of the largest and most threatening fires occurred on May 11 when a fire burns out of control for five days destroying 7,772 acres of Dore Lake's prime commercial forest.
 A total of 189 men brought the fire under control on May 15th. The fire was extinguished by June 5th and patrolling ended June 27th.

1978: Church services were iterant prior to 1978 when Dore Lake's first church was built (St. Mary's Presbyterian Church was moved from Ile-a-la-Crosse to Dore Lake).

1983: Dore Lake is officially established as a Northern Settlement on October 1, 1983. Prior to 1983, Dore Lake had a Local Advisory Committee that would advise the minister on affairs of the community.

1984: The settlement conducts a census and officially counts 75 people on October 30.

1985: On January 1, the settlement's boundary is officially altered to include the airstrip and an area nearby.

1985: After application to the Minister of Urban Affairs, the Northern Settlement of Dore Lake officially becomes a Northern Hamlet on March 1.

2000: On January 1, approximately 156 hectares (386 acres) unsurveyed land in the District adjacent to the Hamlet's western boundary is officially annexed into the Hamlet. The reason for the annexation was to:

- provide access to timber resources for local sawmill operators and for use by residents for firewood.
- to provide for alterative residential development (more lakeshore options).
- to use for recreation purposes (e.g. hiking and cross-country ski trails).
- forest protection due to forest harvesting concerns.

2005: The school is closed. At the time, only 5 students were enrolled and they all lived in Sled Lake.

2018: The Hamlet office moves from the community hall on Dore Ave. into the old school building on Dore Lake Road, along Highway 924.

7. DEVELOPMENT CONSIDERATIONS

Development opportunities in the Hamlet need to be balanced against physical development constraints such as flood prone areas or landing strips, and general development issues such as population growth/stagnation, public works planning and factors affecting community health, wellbeing and economic development.

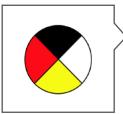
For example, if physical constraints are not taken into account, the Hamlet or developer can run into:

- Increased development costs.
- Delayed construction timelines.
- Liability issues.
- Affect the Hamlet's inventory of land that can be serviced.

Local development considerations in the Hamlet are summarized below and are also discussed in more detail in their respective sections.

Figure 6: Physical Development Considerations on page 31 also summarizes some of the Hamlet's physical development considerations.





There are no documented heritage sites by the Ministry of Parks, Culture and Sport in the Hamlet, however there is a church, graveyard, homesteads, traplines and trails throughout the Hamlet. See section 13 HERITAGE & CULTURAL SPACES for more details. Heritage considerations are also found in the Hamlet's zoning bylaw.



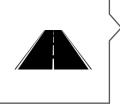
The landfill is located outside of the Hamlet's boundary (at the turn-off to Michel Point), on the same site as the lagoon. While there are legislated setbacks associated with development near a lagoon and landfill, and the expansion of an existing lagoon and landfill, these setbacks do not affect the Hamlet. See section 9 PUBLIC WORKS AND ROADS for more details.



There are muskeg areas within Hamlet boundaries and no documented species at risk. See section 12 RECREATION, GREEN SPACES, AND ECONOMIC DEVELOPMENT for more details.

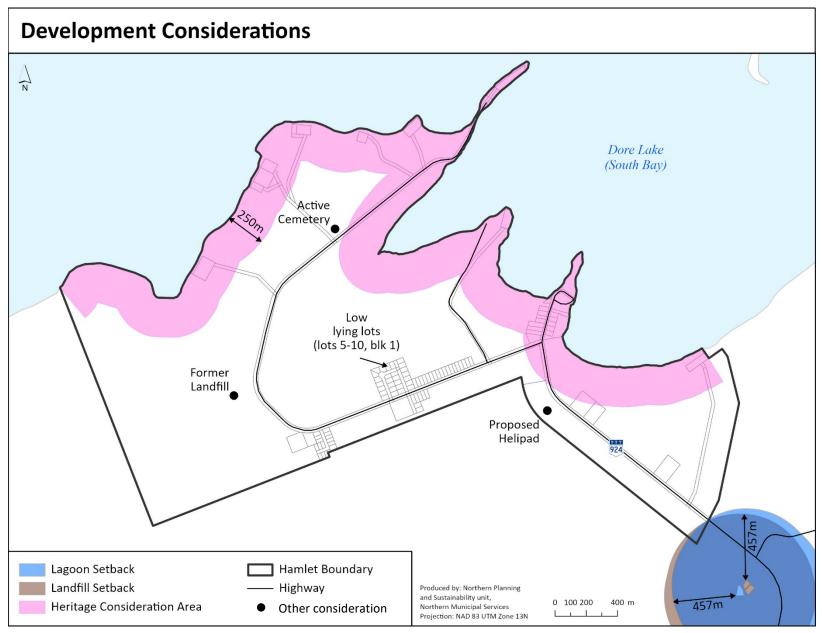


Development near any helicopter pad in the Hamlet should adhere to Transport Canada or NavCanada obstruction considerations for certain land uses and may affect maximum building height and site coverage considerations. These considerations are addressed in the Hamlet's zoning bylaw. See section 9 PUBLIC WORKS AND ROADS for more details.



Physical distance to other communities and major service centres, highway quality, and lack of basic services, such as a gas station and grocery store, limit population growth, economic development and council's goal of becoming a retirement community. See section 12 RECREATION, GREEN SPACES, AND ECONOMIC DEVELOPMENT and section 9 PUBLIC WORKS AND ROADS for more details.

Figure 6: Physical Development Considerations



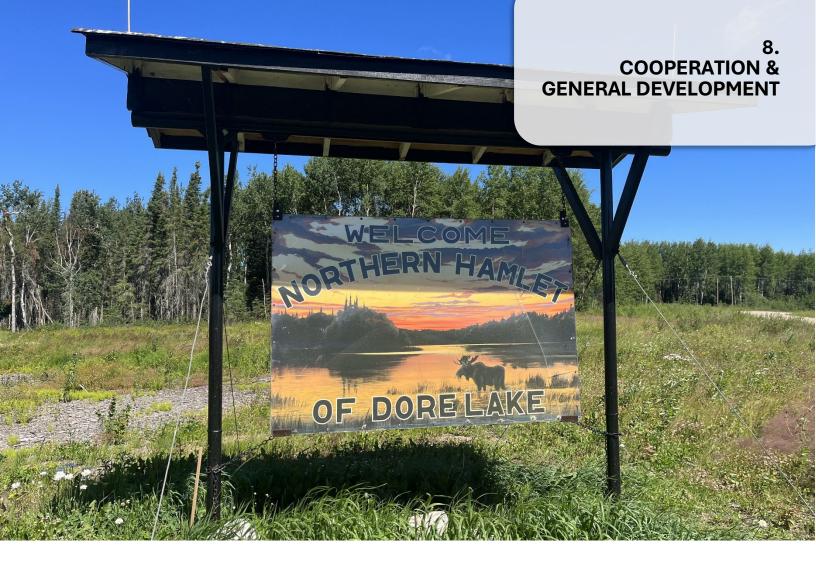


PART C: DEVELOPMENT FOUNDATIONS

This part talks about:

П	Good	nlanning	practices
\Box	Good	planning	practices

- ☐ Regional cooperation
- ☐ General development policies
- ☐ Public works & roads
- ☐ Public safety



Why is Regional Cooperation Important?

Cooperation between municipalities, First Nation and Métis communities and other partners can maximize finances, human resources and knowledge sharing. Developing sound polices is key to ensure:

- The availability of a variety of community services for the public including recreational, health & wellness, and educational services.
- Access to project and infrastructure funding and potential cost savings through regionally coordinated efforts.

Provincial Interest & the Hamlet's Role

The province also has an interest in strong partnerships, joint infrastructure and coordinated local development. The Hamlet can support provincial interests by making sure that planning decisions:

- Reflect a willingness to form partnerships.
- Allow for the identification of common areas of interest in the region and potential innovative partnerships for service delivery and public facilities.

GOOD PLANNING PRACTICES

Overall, the foundation of the Hamlet's objectives and policies are based on the Hamlet's vision, development goals, and the following planning principles as set out in <u>The Statements of Provincial Interest Regulations</u>:

- Comprehensive and Sustainable planning requires land use plans and development decisions to consider economic, environmental, social and cultural needs of communities and regions.
- Responsive, Sensitive, Respectful & Balanced planning recognizes the importance of stakeholders and the contribution they bring throughout the planning process in an atmosphere of mutual respect and vibrant discussion that balances the interests of all stakeholders.
- Efficient and Effective planning considers the orderly development of land, infrastructure and community services to meet community needs, ensure public safety, and to be consistent with strategic planning at the provincial level.
- **Informed and Innovative** planning is based on the most current information and data to support innovative solutions to planning challenges.
- Cooperative planning maximizes the use of human and material resources across regions and involves individuals, municipalities, First Nations and Métis communities and provincial agencies as they work together toward a common vision.
- **Proactive** planning anticipates future challenges, needs, or changes, such as climate change and demographic trends.
- Inclusive planning considers the diversity of people and perspectives when building planning documents and arriving at planning decisions.

REGIONAL COOPERATION

A key consideration in any of the objectives and policies below is regional cooperation. Regional cooperation means working together to create opportunities, maximize resources and reduce risks for the benefit of all partners involved.

While there are no municipalities or First Nation reserves near Dore Lake, nor does the Hamlet have a school or health care facility, the Hamlet does have a fire fighting and emergency services agreement with the R.M. of Big River.

FIRST NATION AND MÉTIS RELATIONSHIPS

The province has an interest in enhancing the participation of First Nation and Métis communities in land use planning and in fostering respectful relationships between municipalities and First Nation and Métis communities. This interest is legislated in *The Statements of Provincial Interest Regulations* (SPIs).

- There are no adjacent First Nations or First Nations near by. The closest First Nation reserve is La Plonge I.R. 192 (English River First Nation), approximately 60km north as the crow flies. Big River First Nation members also fish in nearby Beaupre Creek.
- Métis Local #67 represents the area's Métis peoples.

Voluntary Engagement

In general, *The Statements of Provincial Interest Regulations* encourage municipalities and project developers to voluntarily engage with local First Nations and Métis leadership in order to:

- Gather information on the potential impact of development near Crown lands, public water bodies and Reserve lands, specifically the impact on the Treaty and Aboriginal right to hunt, fish, gather and trap.
- Identify opportunities to engage and partner on economic, environmental, social, cultural and service delivery initiatives.
- Effectively inform the Crown's duty to consult process, if required.

Duty To Consult

The Crown

The Government of Saskatchewan has a duty to consult with First Nation and Métis communities when contemplating decisions or actions that have the potential to adversely impact the exercise of:

- Treaty and Aboriginal rights such as the right to hunt, fish and trap for food on unoccupied Crown land and other land to which a community has a right-of-access for these purposes.
- Traditional uses of land and resources such as the gathering of plants for food and medicinal purposes and carrying out ceremonial and spiritual observances and practices on unoccupied Crown land and other land to which a community has a right of access for these purposes.

The Hamlet

The Hamlet may have a duty to consult whenever they independently exercise their legal authority in a way that might adversely impact the exercise of treat and Aboriginal rights and/or traditional uses on unoccupied Crown land or other lands and waterbodies to which First Nations and Métis have a right of access. The Ministry of Government Relations, Lands and Consultation branch, can assist the Hamlet in determining their obligations under the duty to consult process.

FUTURE LAND USE DESIGNATIONS

The Hamlet's Future Land Use map series (FLU) includes the following land use designations (see Schedule 1 for FLU maps):



Commercial and Community Service: reflects existing and future areas of commercial and community services, like general retails services and community services such as a community non-profit organization or health service.



Future Development: area of land that is not specifically designated until there is an approved subdivision and rezoning application. Passive or temporary uses that do not impede future development opportunities are allowed such as walking paths, park space, boat launches and temporary event spaces. Other uses must go through the subdivision and rezoning process.



Recreation and Park: reflects existing and future areas of municipal parks, green space, and other municipal recreational areas.



Residential: reflects existing and future areas of residential development, including different densities and housing forms.

OBJECTIVES & POLICIES

The following general objectives and policies support the Hamlet's development goals and are also applied when council is planning for future development and reviewing OCP amendment applications, rezoning applications and subdivision review requests.

OBJECTIVE 8.1

Land use decisions will be informed by resources such as comprehensive reviews, concept plans, feasibility studies, or agreements.

Land use decisions and council review of Official Community Plan and Zoning **Policy 8.1.1** Bylaw amendment applications and subdivision applications must consider:

- a) compatibility with adjacent land uses, such as traplines and forestry operations.
- b) issues such as traffic, noise, odour, dust.
- c) whether a development is implicated in, or might have an impact on, existing regional agreements or arrangements.
- d) existing supply of, and demand for, subdivided land to support residential, community service, and economic development opportunities.

- **Policy 8.1.2** Feasibility studies, demographic studies, concept plans, or amendments to the Official Community Plan and Zoning Bylaw must be completed before the start of development.
- **Policy 8.1.3** Council should adopt a Hamlet Land Sale and Lease policy to address:
 - a) land sale price for serviced and unserviced lots (reflecting municipal servicing costs).
 - b) the development potential of land.
 - c) how land is sold (e.g. by tender).
 - d) title transfer conditions.
 - e) lease conditions.
- **Policy 8.1.4** Development on land or in buildings owned by the Hamlet should be regulated by a lease or other type of written agreement between the developer and the Hamlet.
- **Policy 8.1.5** A subdivision application must be associated with a rezoning application or future land use map amendment application for the following parcels:
 - a) Parcel BB Plan 91B06523 Ext. 0
 - b) Parcel CC Plan 91B06523 Ext. 1
 - c) Parcel U Plan 91B06523 Ext. 2
 - d) Parcel V Plan 91B06523 Ext. 2
 - e) Parcel Y Plan 91B06523 Ext. 4
 - f) Parcel Z Plan 91B06523 Ext. 0
 - g) Portion of mapsheet 73J11 that lies within the Hamlet boundary.
- Policy 8.1.6 Subject to section 69 of *The Planning and Development Act, 2007*, council may enter into a contract zoning agreement with a lot owner only if the proposed development cannot be accommodated through amending the zoning bylaw generally, rezoning the lot to an existing zoning district, or through the granting of a minor variance, and, in the opinion of council, the lot meets any of the following:
 - a) has unique site characteristics, such as lot shape, size or physical constraints.
 - b) is a unique development opportunity.
 - c) is compatible with adjacent land uses.
 - d) any potential adverse impacts such as, traffic, noise, dust odour and pressure on municipal infrastructure can be mitigated.

OBJECTIVE 8.2

Strategic planning and evaluation will guide the Hamlet's future growth.

- **Policy 8.2.1** The lifespan of the Hamlet's OCP is approximately 20 years. Council should review this OCP and zoning bylaw every 5 years and prepare any amendments or updates based on this review.
- **Policy 8.2.2** OCP action policies should be reviewed annually.

- **Policy 8.2.3** The policies of this OCP and the content of any Hamlet development plan (e.g. strategic plan, infrastructure plan, master plan, recreation plan) should be coordinated.
- **Policy 8.2.4** To support effective decision-making, council should create a councillor portfolio system (e.g. tourism, public works, housing).

OBJECTIVE 8.3

Future growth and servicing will be cost-efficient.

- Future growth decisions, bylaw amendment applications, subdivision reviews, **Policy 8.3.1** development phasing, and servicing of land will proceed at a rate which:
 - a) meets current and future land use demand (e.g. availability of vacant lots can meet projected demand).
 - b) maximizes the most economical extension of existing infrastructure, such as sewer, water and roads.
 - i) where municipal water and sewer services cannot be feasibly extended, private onsite sewer and water systems are required at the expense of the developer or lot owner and must be approved by Public Health.
 - c) does not burden the municipality's financial ability to provide costeffective municipal services (e.g. fire and protective services, water, sewer, roads).
- **Policy 8.3.2** Areas designated as Future Development on the Future Land Use map series (Schedule 1) must be subdivided and rezoned before the development of any permanent buildings. Passive and temporary uses such as walking paths, park space, boat launches and temporary event spaces are allowed.
- **Policy 8.3.3** Areas that have significant development constraints (e.g. muskeg, large boulders, regular flooding), and which make servicing or subdivision of those areas cost prohibitive, should be designated as Municipal Reserve or Environmental Reserve.
- The Zoning Bylaw may require developers to provide a grading and leveling site **Policy 8.3.4** plan showing proposed drainage patterns to ensure that the amount of serviceable and developable land is maximized. The use of natural topography and drainage patterns is encouraged.
- **Policy 8.3.5** The Zoning Bylaw will regulate garden suites, garage suites, and basement suites in order to maximize existing infrastructure and services and to increase different types of housing available in the Hamlet.
- **Policy 8.3.6** Where a subdivision of more than 40 residential lots is proposed:
 - a) the development should be phased to ensure the logical and economical extension of services and to prevent a surplus of vacant serviced lots.

- b) the timing of each phase should be based on lot demand and the financial ability of the Hamlet to provide municipal services and infrastructure.
- c) a servicing agreement will contain phasing details.
- Policy 8.3.7 A servicing agreement or other letter of understanding is required between the Hamlet and the developer where a subdivision of land requires the installation or improvement of municipal services such as water lines, streets, or sidewalks.
- Policy 8.3.8 Consolidation or parcel tie of two or more lots requires council approval. Council approval will be based on a review of servicing, zoning bylaw requirements, a desire to maintain a certain number of lots in the Hamlet, and consideration of any other applicable OCP policy.

OBJECTIVE 8.4

Engagement and communication with residents are an important part of the Hamlet's planning process and will be fostered by council.

- Policy 8.4.1 Council will provide opportunities for regular, timely and meaningful engagement throughout the project planning process to ensure that community needs are reflected and that communication lines between residents and leadership are strong and clear. Council, residents and stakeholders should be prepared for respectful dialogue and compromise in order to reach the Hamlet's shared vision.
- Policy 8.4.2 A planning and development committee may be established by council.

 Committee membership should include at least one council member and a balance of residents, business owners and community stakeholders.
- **Policy 8.4.3** Hamlet planning and administration documents and bylaws should use simple, straightforward language to ensure public understanding of context, policies, expectations, and timelines.



Why is Planning for Public Works Important?

Developing policies for public works:

- Decreases the costs of assets and maintenance through planned and coordinated development.
- Helps communities meet standards for the quality and safety of public works.
- Supports future growth by ensuring that local or regional public works and services are available.
- Allows a community to be prepared for government infrastructure programs.

Provincial Interest & the Hamlet's Role

The province has an interest in supporting economic and community development in part by making sure that public works are reliable, safe, healthy and cost-effective. To support the province's economic development interests, Hamlet planning documents and decisions should:

- Support the responsible management of local and regional public works assets.
- Consider the cumulative effects of development on local and regional public works capacity.
- Plan for necessary easements and corridors for future public works.

UTILITIES AND LANDFILL

Water distribution system:

There are two wells and a water treatment plant with associated single loop distribution pipe network. The water treatment plant was built in 1992 and is located at Husak Park on the north side of McBride Ave. Both wells are located east of the water treatment plant, close to the shore of Dore Lake. Distribution pumps and piped distribution system were added in 1995.



- Improvements were made to the water treatment plant in 1999 and 2004 to address raw water quality issues.
- The Hamlet converted from a surface water source (Dore Lake) to a groundwater source in 2006 (two wells drilled) largely because of ongoing problems with turbidity and disinfection requirements.

Sewage system:

- A two-cell lagoon is located just outside of the Hamlet boundary along Highway 924 and was built in 1992 adjacent to the landfill (they share a common fence). The lagoon is on land leased from the Ministry of Environment. The Hamlet has not needed to use its second lagoon cell yet.
- There are no sewage lift stations or force mains in the Hamlet.
- There is a septic tank outside of the water treatment plant as well as on individual properties.
- Landfill transfer station: the landfill transfer station is located next to the lagoon, outside of the Hamlet boundary. Garbage is hauled to Meadow Lake.
- Fire suppression capacity: the Hamlet's 2010 Waterworks System Assessment Report stated that there should be sufficient capacity to provide twice the average day storage requirements for the next 10 years in order to meet fire protection guidelines, however, the Hamlet does not have pumping capacity to meet the minimum fires suppression requirements.

ROADWAYS AND AIRWAYS

Highway access:

- Highway 924 is the only access leading into the Hamlet. This highway has heavy logging truck traffic at different times of the year and impacts access to and from the Hamlet.
- The Ministry of Highways has indicated that multi lot subdivision along Highway 924 in the Hamlet may require a service road to increase safe access to properties off the highway.

o Local roads:

- There are no paved roads in the Hamlet and most of the roads were developed before the Hamlet was established. The Hamlet gravels the roads approximately once every two years.
- Ministry of Highways clears snow and maintains that portion of Highway 924 that circles through the Hamlet along Dore Ave.
- The only unsurveyed road is the access to Ricalton Rd. from the curling rink. Council would like to survey this portion in the future.
- Lakeshore Parcel W Plan 91B06523 at Johnson's Point does not have road access.

Aviation landing pad:

The grass landing pad is located entirely in the Hamlet on the west side of Highway 924 on Parcel CC Plan 91B06523. The landing pad is mostly used by the Saskatchewan Public Safety Agency (SPSA) in the summer months to support wildfire efforts. STARS air ambulance also uses the landing pad.



- In 2022, the Ministry of Highways transferred ownership of the landing pad parcel to the Hamlet but retained ownership of a 20m strip adjacent to the highway to accommodate any future highway widening.
- The Hamlet plans to accommodate a helicopter landing pad for emergencies. A helipad on this parcel may impact development opportunities in this area as Transport Canada and NavCanada have quidelines regarding development near navigation infrastructure.

OBJECTIVES & POLICIES

OBJECTIVE 9.1	Public works are planned and managed in order to maximize service level and minimize cost to the Hamlet.
Policy 9.1.1	Following the Hamlet's 2010 Waterworks System Assessment, council should be aware of the lagoon's capacity to support current and future development.
Policy 9.1.2	The Zoning Bylaw will contain regulated setback distances for development near a landfill and lagoon and for the development or expansion of a landfill or lagoon.
OBJECTIVE 9.2	Road planning and maintenance will consider local traffic needs and future development opportunities.
Policy 9.2.1	Continue to work with the Ministry of Highways regarding Highway 924 road quality.
Policy 9.2.2	Where new or upgraded roadways are proposed, council may require the developer enter into a service agreement or other letter of understanding to ensure construction of the physical road.
OBJECTIVE 9.3	Balance air transportation service location with current and future development patterns.
Policy 9.3.1	Aerodrome obstacle regulations in the Zoning Bylaw must follow Transport Canada's <i>Aerodrome Standards and Recommended Practices</i> : Chapter 4 (Obstacle Restrictions and Removal) and should follow Transport Canada's recommendations under <i>Land Use in the Vicinity of Aerodromes</i> .
Policy 9.3.2	Through the Zoning Bylaw, certain uses, or certain uses under specific conditions, may be required to undergo a NavCanada Land Use Program Review.



Why is Planning for Community and Public Safety Important?

Saskatchewan municipalities are responsible for developing and maintaining safe, viable communities. Developing meaningful policies can:

- Develop a process of hazard land identification and lead to the development of guidelines and standards for development.
- Manage risk and liability for the Hamlet and property owners.
- Lead to designing safer communities to reduce opportunities for crime and to build a sense of community where residents can enjoy public spaces.

Provincial Interest & the Hamlet's Role

The province has an interest in ensuring the safety and security of individuals, communities and property from natural and human hazards. Hamlet planning documents and decisions should:

- Identify and manage potential hazard lands, such as flood prone land or land adjacent to forested areas.
- Consider emergency access, response times and FireSmart principles in subdivision design near forested areas.

PUBLIC SAFETY CONTEXT

Flood hazard: Council indicated that flooding has rarely been an issue due to the high elevation of the shoreline. Most properties along the lakeshore are above the 1:500 estimated peak water level of 461.56m (by 1.5m – 2m). The estimated peak water level was calculated by the Water Security Agency in 2008 for a subdivision along the lakeshore, however, they provide several cautions such as date of water level data and date of last site visit (1995).

BEST PRACTICE

The best practice for reducing harm to people, damage to property or the environment is to avoid development in locations that are susceptible to flooding.

 Municipal fire services: the Hamlet has one pumper truck and hydrants throughout the community. None of the fire hydrants are functional. The Hamlet has a fire services agreement with Big River.

Wildfire:

- Major wildfires occurred in the Hamlet in 1977, 1995 and 2015. The 1977 started May 7 near the airstrip and burned north towards Michel Point. It burned over 7,000 acres of prime commercial forest and the 2015 saw the fire burn through parts of the Hamlet but managed to burn around the cemetery.
- There is a fire guard south of the properties along Dore Lake Rd.
- A wildfire risk assessment was conducted by the Ministry of Environment in 2005 and found the Hamlet to be at moderate wildfire risk overall. The highest risk was the Hamlet's FireSmart preparedness (Exhibit 1). Additional fire mitigation was also carried out just west of Dore Ave. leading from the community hall to Dore Lake.
- Surface drainage: In the Hamlet, surface water drainage designs are used to manage storm water runoff (as in most northern communities). Except in specific circumstances, the physical challenges of northern terrain and the limited financial resources of northern communities exclude piped systems from being a viable option to manage storm water drainage in the north.

Contaminated sites:

- Ministry of Environment (provincial): there are no contaminated sites in the Hamlet <u>recorded</u> by the ministry. Council noted that there is a vacant property that was an old gas station that nay require follow-up.
- Federal: there are no active contaminated sites in the Hamlet in the Federal Contaminated Sites Inventory. The federal government transferred ownership of the old fisheries wharf at Husak Park to the Hamlet in 1998.

OBJECTIVES & POLICIES

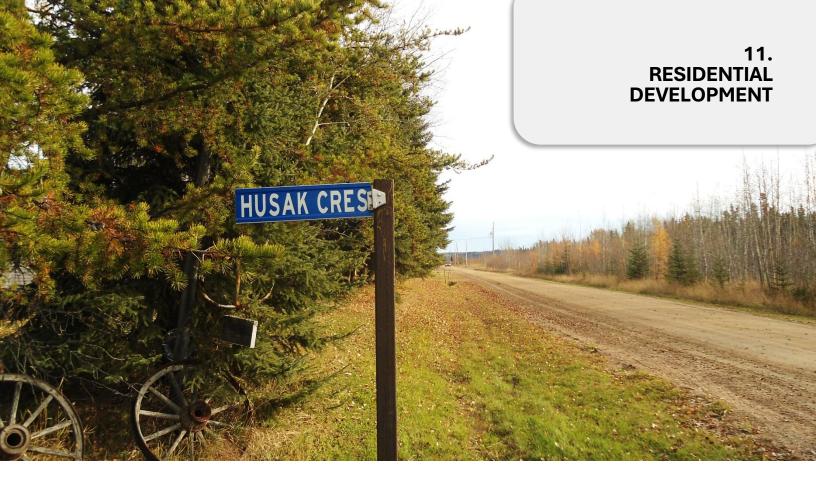
OD IFCTIVE	To another adominate comments to be accommended as a second discount of the comments of the co
OBJECTIVE 10.1	To ensure adequate capacity to respond to municipal fires and emergencies in all areas of the Hamlet.
Policy 10.1.1	In areas of the municipality not serviced by the municipal water supply, Hamlet administration and council should develop an emergency response plan.
OBJECTIVE 10.2	Minimize, mitigate or avoid the threat of wildfire.
Policy 10.2.1	Council will encourage residents to implement FireSmart principles.
Policy 10.2.2	A wildfire mitigation strategy may be required prior to subdivision or development on properties adjacent to forested land.
OBJECTIVE 10.3	Protect persons and property from natural and human hazards, such as flood hazard areas and unstable land.
Policy 10.3.1	Council should work with the SPSA to develop an Emergency Response Plan, including the development and maintenance of community firebreaks.
Policy 10.3.2	Public works and emergency facilities should be located away from areas at risk of extreme weather events.
Policy 10.3.3	Hamlet administration should review the hazardous materials storage site list maintained by the Ministry of Environment on an annual basis and update the Hamlet's emergency response plan and land use development plans accordingly.



PART D: COMMUNITY VITALITY

This part talks about:

- $\ \square$ Residential development
- ☐ Recreation, tourism and economic development
- Culture and heritage



Why is Planning for Residential **Development Important?**

Future residential growth must be planned strategically to ensure diversity and cost effectiveness. Developing sound residential development polices is key to ensure:

- Residential areas do not include incompatible land uses.
- Servicing costs are kept in check. Lastminute planning is costly compared to planning and thinking in advance to support new residential areas and housing options.
- Residential areas are planned for convenient access to services and recreation spaces.

Provincial Interest & the Hamlet's Role

The province has an interest in citizens having access to a range of housing options to meet their needs and promote independence, security, health and dignity for individuals. While the Hamlet does not provide housing or housing financing directly, the Hamlet can support provincial interests by making sure that residential planning decisions:

- Are compatible with other land uses.
- Make best use of existing municipal infrastructure.
- Identify existing and future residential needs and regional partnership opportunities for housing development strategies.

CONTEXT AND FUTURE CONSIDERATIONS

• **Residential areas:** While the Hamlet covers a large physical area, the built-up area is concentrated on Dore Ave. ("Southend"), Dock St. Mostly single, larger lots are locate at the points and along the lakeshore.

O Population and housing characteristics:

- The 2021 Census recorded 37 permanent residents at Dore Lake, a small increase from the 2016 Census population of 30. The seasonal population increases in the summer months.
- All housing is single family dwellings built mostly in the 1960's and then built sporadically since that time. There are no apartments and one duplex.
- There is no affordable housing provider in the Dore Lake area.

Future demand:

- The Hamlet has about 15 vacant, hamlet-owned lots, however, Lots 5-10, Block 1 Plan 64B01530 would be physically and financially challenging to service and develop (Figure 6, p. 31).
- Housing demand should be reviewed every 3-5 years to reflect changes in economic development opportunities and population growth trends.
- The Hamlet is working towards developing a land sales policy.

FUTURE DEVELOPMENT AREAS

This section summarizes future land use areas and why they were designated. Should the current supply of residential and commercial lots not meet demand, future development must follow the designated areas on the Future Land Use map (Schedule 1).

FUTURE DEVELOPMENT AREA MAP NOTE

The future development images on the next page are for reference only; the Future Land Use map series takes precedence (Schedule 1).

AREA R-i (yellow hatch):

Council identified the area between Snell Dr. and Ricalton Rd. as a future residential area to meet the demand for lakeshore properties. Historically, this area has not experienced flooding due to higher elevation along the shoreline, however, the requirement for dedicated municipal land along the shoreline will be reviewed at the time of subdivision.

AREA R-ii (yellow hatch):

Council identified a future residential area on the north side of Dore Ave., between Ricalton Rd./old curling rink at the north and extending south to a projected township line just north of the cemetery. This area is also located near existing residential individual properties and future residential Area R-i.

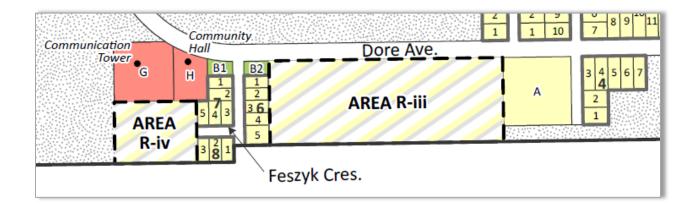


AREA R-iii (yellow hatch):

Council identified the unsurveyed area west of Fesyk Cres. as a future residential area. This area is a logical extension of the existing residential area. This area was proposed to be subdivided in the past but at the time, this area was not in the municipal boundary. Since that time, the Hamlet boundary was altered in 2000 to include this area.

AREA R-iv (yellow hatch):

Council identified the unsurveyed area between Laura St. and Feszyk Cres. as a future residential area. This area is located in the built-up Southend area and is serviced with no physical development constraints.



OBJECTIVES & POLICIES

OBJECTIVE 11.1	Residential areas will be safe, quiet, and livable.
Policy 11.1.1	Housing demand and supply should be reviewed every 3-5 years to reflect changes in economic development activity and population growth trends.
Policy 11.1.2	In order to meet the Hamlet's goal of maintaining a attractive, clean and safe residential areas, council may consider adopting a Community Standards Bylaw to regulate property maintenance.
Policy 11.1.3	Home-based businesses cover a wide range of services and is a discretionary use in the Zoning Bylaw. This allows council the flexibility to balance the goal of maintaining a quiet residential zoning district and supporting local businesses.



Why is Planning for Recreation, Tourism & Economic Development Important?

- Encourages people to move to or visit the community where there is a vibrant local economy.
- Allows the Hamlet to be 'shovel ready', so that businesses and developers can take advantage of trends or booms in the economy.
- Recreation and tourism opportunities are essential to the quality of life and the vitality of the Hamlet and the Dore Lake area.
- The Hamlet designates, manages and maintains municipal green spaces as a service to residents and visitors.

Provincial Interest & the Hamlet's Role

The province has an interest in supporting a high quality of life for Saskatchewan's citizens and visitors by providing and actively promoting recreation and tourism opportunities and by supporting a strong provincial economy. The Hamlet can support these provincial interests by making sure that planning decisions:

- Identify future open space and recreation needs of the Hamlet and a broad strategy to meet those needs.
- Identify infrastructure needs for economic development.
- Consider initial and ongoing development impacts on the environment and existing or planned recreational and tourism areas.

COMMUNITY RECREATION AND GREEN SPACES

• **Indoor community spaces:** there is one community hall for gatherings and an inactive curling rink (no ice installed).

Parks and open green space:

Parks:

- Husak Park is located along the lakeshore on Dock St. and includes an informal day use picnic area, dock, playground, filleting shack and washroom. The dock was owned by the Department of Fisheries and Oceans but it was remediated and ownership transferred to the Hamlet in 1998. The Hamlet charges a day use or seasonal fee for use of the dock and a camping fee.
- Council is concerned with camping at the day use area, commercial use of the filleting shack and washroom fee collection issues for use of the Hamlet owned filleting shack and dock.
- Council expressed the need for Hamlet dock improvements and to formalize the picnic area.
- Dedicated land/green space: there are three parcels that are dedicated as Municipal or Reserve: Parcel R1 Plan 81B09844 (along Highway 924), Parcel PR2 Plan 89B00060 (near the boat launch), Parcel PR3 Plan 89B00060 (near the boat launch). (see page 55 for more information on dedicated land)
 - Old Plant Point (Parcel W Plan 91B06523): this lakeshore parcel is not dedicated green space and is surrounded by three private properties with no road access, only access from the lake, however, Council sees no issues with the lake-only access to this parcel. Council should consider dedicating this shoreline parcel in order to ensure public access.

o Environment:

The Dore Lake area is a popular tourism destination because of its pristine environment, hunting and fishing opportunities and general outdoor adventure activities. The following points highlight Dore Lake's environmental context:

- The Hamlet is located in the Churchill River Drainage basin in the Mid-boreal Plain ecozone.
- While the Hamlet is surrounded by the Prince Albert Timber Supply Area (commercial forest), council advocates to maintain road conditions and the forested area around the Hamlet.
- Council indicated that there are sandhill cranes, bleu herons and an increase in trumpeter swans in the area.
- The <u>Saskatchewan Conservation Data Centre</u> has recorded several sensitive vertebrate animals and vascular plants in and around the Hamlet. Given the

locational uncertainty of the observations, and the quality and timeliness of the observations, their current presence in the Hamlet should be confirmed with the SKCDC before development.

o Trails:

- Walking trails: there are many walking trails around Dore Lake. These trails are also promoted by the nearby Resort Subdivision of Michel Point (18km northeast).
- Quad/snowmobile trails: Council indicated that that the quad and snowmobile trails need to be enhanced, such as adding signage, and to designate them as official trails. The Hamlet maintains some snowmobile trails for rallies. Council also indicated that forest industry activity ruins some of the trail system.



Source: adapted from Michel Point Cottage Owners Association

O Private Recreation Operators:

- There is a private RV park (Dore Lake Fish n' Camp RV Park) adjacent to Husak Park on Dock St.
- There is one outfitter (Dore Lake Lodge) located at the end of Lodge St. within the Hamlet. There is no lease agreement between the Hamlet and Dore Lake Lodge for the dock and associated outbuildings.

DEDICATED GREEN SPACES

What is Dedicated Land?

Park space and other open green spaces are usually designated as "dedicated land". Dedicating land ensures that, as the Hamlet grows so does public green space. Dedication is also a tool the Hamlet can use to protect environmental or heritage sensitive areas, the shoreline, or land that cannot feasibly be developed due to natural or human hazards, such as areas that are prone to flooding or wetland areas.

The Hamlet's Future Land use map shows where dedicated land is in the Hamlet (see Schedule 1) and are labelled as R, PR, MR, PB, MB, ER or W. Dedicated land in the Hamlet is zoned as Recreation and Park in the Zoning Bylaw.

How is Dedicated Land Created?

Dedicated land is usually created through the subdivision process. When a new lot(s) is created during subdivision, developers are required to allocate a certain percentage of the subdivision area as public green space. Land can also be dedicated as Municipal Reserve outside of the subdivision process by a resolution of council.



Types of Dedicated Land

Different types of dedicated land exist for different purposes: Environmental Reserves (ER), Municipal and Public Reserves (MR, PR), Municipal and Public Buffer Strips (MB), and Walkways (W).

If meeting the dedicated land requirement is not practical during subdivision, cash in lieu of dedication is also an option and must deposited into a special Hamlet 'dedicated lands account'. Monies from that account can only be used for improvements on dedicated land, such as repairing playground equipment. A combination of land and cash in lieu or deferral are also options to meet dedication requirements.

Sale and Lease of Dedicated Lands

Dedicated lands have specific regulations related to their use, sale, lease, partnership agreements and other details which are contained in The Planning and Development Act, 2007 (the Act) and The Dedicated Lands Regulations, 2009.

Dedicated Lands Account: Regional Funding Options

Aside from maintaining public park and recreation facilities within the Hamlet, council also has the option to use funds from the Dedicated Lands Account to:

- Enter into an agreement with one or more municipalities to pool the funds from their respective Dedicated Lands Accounts for a project on a municipal reserve. Section 196 of the Act requires the agreement to address the administration and maintenance of the project and the use of any cash collected in lieu of municipal reserve.
- Develop public park facilities or public recreation facilities on land owned by another public authority, subject to the approval of the Minister of Government Relations (section 10, The Dedicated Lands Regulations, 2009). A public authority includes: the Crown, a municipality, school division, post-secondary school, regional park authority, or any other organization that the Minister deems similar. The municipality must also enter into an agreement with the specified authority, detailing how the land will be used as a public park or recreation facility.

PUBLIC GREEN SPACE FOR EVERYONE

The Planning and Development Act, 2007 prohibits development on dedicated land ("green space") that restricts public access. Dedicated land can be leased but uses that restrict public access are prohibited. The sale and lease of dedicated land is regulated under *The* Planning and Development Act, 2007 and The Dedicated Lands Regulations, 2009.

ECONOMIC DEVELOPMENT

Tourism and business vitality:

- Most residents are retired or self-employed (mainly in the commercial fishing industry).
- While some basic groceries are available at the commercial RV park, residents travel to Big River for grocery supplies.
- There are very few year-round employment opportunities in the Hamlet as there are no local businesses with high staffing needs. Current businesses include the fishery cooperative, Fonos Fish, Dore Lake Lodge, Dore Lake RV Park and Reel Retreat.
- There is sporadic interest in the purchase of commercial properties.
- Council saw future employment opportunities in the areas of: trail clearing for recreational activities, maintaining viewpoints for scenic/recreational activities, having boat slips available for rent at the public dock, and summer jobs for youth with the Hamlet (painting, cleaning, planting flower beds). Since there are no youth in the Hamlet, staff housing would need to be considered for seasonal employment opportunities.
- Council expressed a desire for more basic businesses, especially during the summer months, such as a gas station, convenience store, coffee shop, restaurant, food truck, grocery store and motel.
- Outfitters: there is outfitter one outfitter in the Hamlet. Council indicated that while there is lots of tourist traffic for fishing and hunting outfitting in the area there is very little economic spin-off for the Hamlet.
- Communications: there is internet in the Hamlet but no cell service.
- Highway quality: Highway 924, the only highway leading into the Hamlet, is sometimes
 in poor condition. Highway conditions are impacted by the high volume of logging trucks
 that share Highway 924. The condition of Highway 924 can impact tourism and reaching
 the Hamlet's goal of being a retirement-friendly community.
- Health services: there are no health services or hospital in the Hamlet or close by, although home care does come to the Hamlet. Residents travel to Green Lake (90km), Big River (110km), Meadow Lake (140km) or Shellbrook (200km) for those services. There are no plans to build primary or secondary health services in the Hamlet. The lack of health services will impact the Hamlet's development goal of becoming a retirement-friendly community.
- Education facilities: there are no schools or libraries. There was an elementary school in the Hamlet until 2005. There are no plans to reopen a school in the Hamlet as there is only one family with children living in the Hamlet and there is no projected population growth pressure from the school age group. The lack of a primary or secondary school

will likely not impact the Hamlet's development goal of becoming a retirement-friendly community.

Commercial and industrial areas:

- In 2022, ownership of the landing pad parcel (Parcel CC Plan 91B06523) along Highway 924 leading into the Hamlet was transfer from the Ministry of Highways to the Hamlet.
- There are no lots zoned industrial and council does not foresee a need for a general or heavy industrial zoning district.

FUTURE DEVELOPMENT AREAS

With the transfer of the landing pad parcel (Parcel CC Plan 91B06523) to the Hamlet from Ministry of Highways, council indicated that there is sufficient land for future commercial development.

OBJECTIVE & POLICIES

OBJECTIVE 12.1	Community services and recreation spaces will be supported through responsible facility planning and partnership.
Policy 12.1.1	Council should collaborate with residents and other stakeholders to identify community service and recreation space needs, gaps, and opportunities on a regular basis. Any action plans should address: feasibility of project, resources required to complete the project, a timeframe to complete the project, who is responsible for leading each project, and funding opportunities.
Policy 12.1.2	Council will manage private recreational land uses on municipal property through a lease agreement.
OBJECTIVE 12.2	Council will support development practices that preserve or enhance the long-term sustainability of the local environment, shorelands and waterbodies.

- The Zoning Bylaw will contain regulations for development near **Policy 12.2.1** environmentally sensitive areas and shorelines, such as considering:
 - a) operational impacts, such as dust, run-off, erosion, and sedimentation.
 - b) development impacts on nearby water bodies.
 - c) natural drainage routes.

- d) balancing shore land protection goals with economic, environmental, social and cultural concerns.
- e) any required setbacks or buffers.
- f) impacts on water quality near the water intake.
- g) comments from the Ministry of Environment.
- h) storm water management planning.
- i) any permit requirements from the Water Security Agency.
- **Policy 12.2.2** Council should consider dedicating shoreline Parcel W Plan 91B06523 at the Old Plant Point/Johnson's Point to ensure public access.
- **Policy 12.2.3** Communal boat docks and launches will be encouraged in order to minimize shoreline disturbance.
- Policy 12.2.4 Hamlet-owned lands that have significant development constraints (e.g. muskeg, large boulders, regular flooding) may be designated as Municipal Reserve or Environmental Reserve by the Hamlet.
- **Policy 12.2.5** The Hamlet should consider working with the Ministry of Environment to inventory the location and extent of critical or threatened habitat or other environmentally sensitive areas.

OBJECTIVE 12.3

Council will encourage local business development that supports tourism and local residents.

- **Policy 12.3.1** Council may pursue an economic development plan to:
 - meet the Hamlet's goals of managed growth.
 - support local business opportunities.
 - encouraging retirement living.
 - explore the feasibility of a marina with rentable boat slips.
 - set out which strategies and resource commitments fall within the scope of the Hamlet and which strategies need a partner or other lead.
- **Policy 12.3.2** Local culture and heritage should be conserved and promoted as part of a tourism strategy and to foster community pride.



Why is Planning for Heritage and Cultural Areas Important?

The Hamlet is located on Treaty 6 territory.

Developing sound heritage and culture policies:

- Can help shape a community's identity, sense of place and pride and enhance residents' quality of life.
- Contributes to the social cultural, economic, and environmental sustainability of the community.
- Reduces potentially negative impacts of development on sensitive sites.

Provincial Interest & the Hamlet's Role

The province has an interest in ensuring Saskatchewan's heritage and cultural resources are protected, conserved and responsibly used. To support the province's heritage and culture resources interests, Hamlet planning documents and decisions must (as is practical):

- Avoid, minimize or mitigate adverse development impacts on sensitive sites.
- Provide for the protection and conservation of culture and heritage resources.
- Encourage opportunities for the reuse, preservation and restoration of heritage buildings.
- Encourage the development, use and promotion of heritage and culture resources.

CONTEXT AND FUTURE CONSIDERATIONS

 Documented archeological sites: aside from archeological work that might have been done by private forestry companies, there has been no independent archeological work done in the Dore Lake area and there are no archeological sites in the Hamlet documented by the Ministry of Parks, Culture and Sport.

Churches and cemeteries:

- There is an inactive church located at the corner of Dore Ave. and Sunset Blvd., with an active cemetery located next to the church. This church and cemetery area is not subdivided.
- The Hamlet does not have a cemetery bylaw; a cemetery bylaw is optional under The Cemetery Act, 1999 but is recommended to responsibly manage a cemetery.

CEMETERY REGULATIONS

The Cemetery Act, 1999 and regulations contain provisions for cemetery development and maintenance, among other things. The Financial and Consumer Affairs Authority (FCAA) is responsible for this Act More information for operators of municipal cemeteries is found on their website.

PROVINCIAL HERITAGE GUIDELINES

The Ministry of Parks, Culture and Sport has screening criteria to identify where proposed development may trigger the need for Heritage Resource Impact Assessment (HRIA). The requirement for a HRIA is determined during the subdivision process. Where land has already been subdivided but has a high likelihood of being heritage sensitive, the ministry recommends that a municipality forward any development applications for these areas to the ministry's Heritage Conservation branch for comment. The ministry's criteria are:

- are within 500m of a "Site of a Special Nature" (as per section 64 of The Heritage Property Act) or other previously recorded site(s), unless it is shown to be of low heritage significance.
- are along dry, upland margins of major bog or fen (greater than 1 km in length).
- within 250 m of watercourses and lakes (greater than 1 km in length).
- within 50 m of historic trails.
- within 250 m of strandlines.
- on escarpments, prominent uplands, and hills/ridges (including eskers) within 500m of a water source.

OBJECTIVES & POLICIES

OBJECTIVE 13.1

Minimize, mitigate or avoid adverse development impacts on cultural and heritage resources.

- For heritage sensitive areas, the Zoning Bylaw may contain regulations Policy 13.1.1 requiring a development application be forwarded to the Ministry of Parks, Culture and Sport, Heritage Conservation branch for comment.
- **Policy 13.1.2** To preserve and protect heritage sensitive areas, council may consider the following regulatory tools:
 - a) dedicating these areas as Environmental Reserve.
 - b) zoning these areas as Recreation and Park.
 - c) voluntarily entering into a conservation easement agreement with a private landowner, or, itself and registering this agreement as an interest on the title through Information Services Corporation (ISC).
- A heritage building, such as the inactive church, may be designated as a Policy 13.1.3 Municipal Heritage Property under *The Heritage Property Act* to legally manage their heritage importance and to be considered for financial assistance from the Saskatchewan Heritage Foundation.

Policy 13.1.4 Council may consider adopting a cemetery bylaw.

OBJECTIVE Identify and preserve heritage and cultural resources through 13.2 partnership. Policy 13.2.1 Council may consider working with residents and other stakeholders develop a heritage and culture inventory and management strategy. The inventory can include 'hard and soft' resources such as historic sites, buildings, landscapes, cultural events, local traditions, skills and crafts. Council may consider establishing a local history committee made up of **Policy 13.2.2** residents or assigning a Culture portfolio to a councillor. This committee or portfolio would support and promote local arts, culture, and act in an advisory role to council on heritage and culture-related matters, including historical building preservation and maintenance. The Hamlet should explore opportunities for the reuse, rehabilitation, **Policy 13.2.3** preservation or restoration of historic buildings (e.g. encourage the use of existing facilities to accommodate community services or repurposing of historic buildings for residential or commercial use). **Policy 13.2.4** Council may consider developing a Municipal Naming Policy for its roads,

GOOD TO KNOW

parks, green spaces and municipal facilities.

When planning for heritage, council should be also be thinking about **future cultural resources.** Are there any anniversaries coming up? Buildings? Significant events? Should a building be designated once it turns 50 or 100 years old?

Cultural resources aren't just museums, artifacts and significant sites; cultural resources can be something that the community feels reflects their community. For example, cultural events should be incorporated into any plan. Events are a 'resource' that are critical in defining a community and what makes it "home" to many people and often attracts tourists. A fishing derby can be a cultural event of significance or a 'Culture Days' event. Even a senior's centre if that's the focal point of the community. Physical features like a lake or forest or hill is also a resource if it is valued by the community. These are often associated with a current or historical event because they are the location where the events occur/ed.

MUNICIPAL HERITAGE PLANNING GUIDES

The Ministry of Parks, Culture and Sport has several guides to walk municipalities through creating a heritage inventory and planning and preserving heritage resources. These guides can be found by searching for the title of each guide on saskatchewan.ca.

- Conserving Your Historic Places: A Guide for Communities
- Creating Community Heritage Programs: A Guide for Municipalities
- Developing Your Heritage Inventory: A Guide for Communities
- Municipal Heritage Property Designation



PART E: PUTTING THE OCP INTO ACTION

This part talks about:

Practical tools (service agreements, asset management plans)

- ☐ Community engagement & transparency
- ☐ Committee work & council tasks
- ☐ Tracking progress

☐ The Zoning Bylaw

14. THE ZONING BYLAW

YOUR GOOD NEIGHBOUR GUIDE

The Hamlet's Zoning Bylaw is sort of like a "good neighbour" bylaw. It is a detailed legal document that that regulates land use and establishes development standards in order to:

- Implement the Hamlet's OCP.
- Optimize the types of uses that are best suited for a particular area or "zoning district". Zoning districts:
 - Separate incompatible land uses (e.g. a house next to a landfill).
 - Set out development standards, such as how far your house must be setback from your property line or setting the maximum height of a fence.
 - Support economic development opportunities by shaping the best use of land and planning for future expansion of land and services in advance of development (being "shovel ready").
- Protect public safety and minimize property damage and liability by regulating development in the flood zone and in other hazardous areas.
- Protect natural resources and sensitive lands (e.g. shorelines, heritage sensitive areas) by regulating development near these lands.
- Provide greater certainty, predictability and stability for residents and businesses by setting out a transparent development permit application process and clear development regulations for each zoning district.
- Provide for the health, safety and general welfare of Hamlet residents.

THE ZONING BYLAW REGULATES DEVELOPMENT, NOT PEOPLE

A zoning bylaw does not regulate people. For example, a zoning bylaw cannot regulate who can live where, who can own land, or define a use by referring to a personal characteristic. A zoning bylaw can only regulate where and how a use can be located (i.e. by zoning district and lot regulations), form, intensity of use, and related development standards and conditions.

DEVELOPMENT PERMIT PROCESS

The Zoning Bylaw also describes the development permit process. In general, development means any new construction, additions to buildings, altering the land in anyway, or increasing the intensity of a use. There are certain types of development that are excluded from requiring a development permit in the Hamlet and they are listed in the Zoning Bylaw.

Development permit applications must be submitted to the Development Officer for approval before the start of construction. Except for discretionary use applications (see next section below), development permit applications are reviewed and approved by the Hamlet's Development Officer (usually the Hamlet's Administrator). Approval is not based on the Development Officer's opinion; approval is based on whether or not the application meets the Hamlet's zoning bylaw regulations and Official Community Plan policies.

DISCRETIONARY USE

A discretionary use is where a land use may only be allowed in a particular zoning district under certain conditions and at the discretion of council. For example, because of potential noise, a welding shop may be a discretionary use in a commercial district but a permitted use in an industrial district.

CONTRACT ZONING

Contract zoning is an agreement between a landowner and the Hamlet to rezone a specific site/lot, and under certain terms and conditions, to accommodate a unique use or project that can't be accommodated by rezoning the site to another existing zoning district. The contract agreement may also be for a specific period of time. The agreement may contain terms and conditions such as, allowable land uses, forms of development, timeframe for the use to operate, and any other specific regulations. When the agreement ends, the site reverts back to its original zoning designation and the use is discontinued.

15. PRACTICAL TOOLS

In addition to the Zoning Bylaw, a number of other practical tools exist to help council and administration operationalize the OCP's objectives and policies:

- Subdivision
- Servicing agreements
- Building bylaw
- Land acquisition
- Capital works and asset management planning

SUBDIVISION REVIEW

The Community Planning branch, Ministry of Government Relations, is the approving authority for all subdivision applications made outside of municipalities that are designated approving authorities. The Community Planning branch forwards Hamlet subdivision applications to Hamlet council for comment.

The policies of this OCP and the Hamlet's Zoning Bylaw guide Hamlet administration/council and the Community Planning branch in their review of subdivision applications (the Context sections of the OCP are not considered in subdivision review as context/background information can change).

SERVICING AGREEMENTS

A servicing agreement is a legal contract that may be required for a subdivision application. The agreement is between the applicant and the Hamlet. With this agreement, the Hamlet accepts responsibility for maintaining services in a new subdivision in exchange for the developer installing the services needed for the subdivision. Alternatively, the municipality may install the improvements and charge a fee to the developer.

A servicing agreement can address municipal specifications and standards and the capital costs of services and facilities that directly or indirectly serve a subdivision. A service agreement may address onsite services such as roads, water distribution lines, sewage collection, sidewalks, street lighting and other services.

A servicing agreement may also provide for:

- the payment of servicing or offsite fees needed for facilities such as water reservoirs, sewage lagoons and arterial roads which may be located within or outside the area being subdivided.
- o any land required for a municipal utility for the location of a public work.
- performance guarantees
- time limits
- liability insurance
- completion or termination provisions

SUBDIVISION APPLICATIONS & SERVICING AGREEMENTS

Where council requires a servicing agreement, the approving authority (Community Planning branch, Ministry of Government Relations) cannot approve the subdivision application if the servicing agreement is unresolved. This agreement will ensure that municipal standards are met for capital works and ensure that infrastructure development costs are borne, in part, by the developer.

BUILDING STANDARDS

The Construction Codes Act (formerly The Uniform Building and Accessibility Standards Act) provides the legislative framework for the application of building, accessibility and energy standards for all buildings in Saskatchewan.

The municipality has the authority to adopt a building bylaw which controls the minimum standard of construction through the issuance of permits. The Act also provides municipalities other responsibilities and authorities:

- o municipalities are required to administer and enforce the Act.
- the municipality has the authority to prescribe additional building standards if it feels additional standards are necessary for the health, safety or welfare of its residents.
- the municipality has the authority to prescribe building permit regulations.

Overall, application of building, accessibility and energy standards is a shared responsibility.

- The building owner is responsible to comply with building, safety, accessibility, and energy standards.
- The municipality is responsible for administration and enforcement of the standards.
- The Government of Saskatchewan is responsible for the legislative, regulatory and policy framework.
- Licensed building officials provide services to the municipality.
- Architects, engineers and contractors provide services to building owners.

LAND ACQUISITION

For the purposes of carrying out the Hamlet's plans, and plans within this OCP, council may purchase or acquire land inside or outside the municipality in accordance with section 41 of *The Planning and Development Act, 2007*. Depending on the size of the parcel, council may want to have a concept plan developed for the area.

Council may consider purchasing land to:

- accommodate future development and subdivision.
- plan for public facilities.
- provide affordable housing.
- facilitate the relocation of non-conforming uses.

CAPITAL WORKS & ASSET MANAGEMENT

CAPITAL WORKS

The capital works budget is the financial plan to acquire or construct new capital assets. Capital assets include:

- facilities, such as a public works shop, administration office, library.
- equipment, such as graders, pay loaders, computers.
- engineering structures, such as roads, bridges, water distribution systems.

The Northern Municipalities Act, 2010 requires the preparation and adoption of an annual operating and capital budget and a five-year capital works plan. Developing a five-year capital works plan is beneficial because it identifies projects that benefits the community, costs over time, and potential sources of funding available to the municipality (i.e. internal saving levels, grants, and partnering with other municipalities).

THE OCP & ASSET MANAGEMENT

An OCP provides a road map linking development with infrastructure and is essential to effectively manage these systems over the short and long term.

ASSET MANAGEMENT

All municipalities own, operate, and maintain various infrastructure assets which have a limited service life. These assets can include road networks, water distribution and sewage collection systems, vehicles and equipment, parks, or municipal buildings and services. An OCP provides a road map linking development with infrastructure and is essential to effectively manage these systems over the short and long term.

Municipalities manage these assets through a process called asset management (AM). A key component in AM is to inventory a municipality's assets. This information allows a municipality to effectively manage existing and new infrastructure in order to:

- o establish what additional assets are needed to support new development.
- determine the most cost-effective locations to extend infrastructure to.

- direct and control development so that it is consistent with existing and future infrastructure plans
- ensure assets reach their full service life.
- set appropriate levels of community service.
- o plan for asset replacement.

Canada Community-Building Fund

A catalyst for the development of asset management plans (AM) in Saskatchewan is the Canada Community Building-Fund (formerly the Gas Tax Fund (GTF)). First established n 2005, the Canada Community-Building Fund provides all municipalities across the country with a permanent, stable and indexed source of infrastructure funding which can be strategically invested across a number of project categories to address local priorities, such as local roads and bridges, drinking water, community energy systems, culture and recreation.

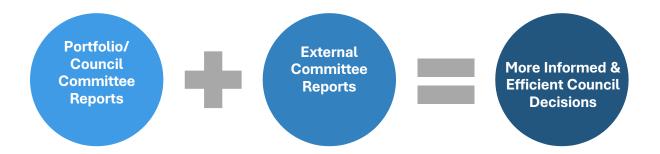
Municipalities that sign an agreement under this Fund commit to making progress in developing and implementing an AM plan for their community. Resources to support communities in meeting their agreement targets are available from Municipal Infrastructure and Finance, Ministry of Government Relations and through the formal working group, Asset Management Saskatchewan (AM-SK).

16. COOPERATION & COMMITTEE WORK

Achieving the goals of the OCP is a shared responsibility. Cooperation and commitment from other partners, stakeholders and community members is critical in achieving the goals and policies of the Hamlet's OCP.

In addition to cooperation and partnerships, committees play an important role in implementing an OCP. *The Northern Municipalities Act, 2010* allows councils to establish committees, boards or associations. Implementing the objectives and policies of this OCP will rely on the effective administration of committee work, including establishing meeting protocols and reporting procedures.

The Hamlet currently does not assign portfolios to councillors.



17. **COUNCIL TASKS & TRACKING PROGRESS**

After approving the OCP, there are many tasks for council to move forward with. Some of these tasks are carried out through policy and can be undertaken by council, committees or through partnership, and play an important role in:

- ▼ Tracking progress: ensuring that the Hamlet's vision is realized and that the OCP objectives and policies are on track to being fulfilled.
- Evaluation and strategic planning: reviewing the OCP action policies for council (Table 3, p.18) on an annual basis, and the OCP every five years, is an important council task to make sure that the OCP objectives are on track and that the Hamlet's strategic planning activities align with the OCP goals.

SUMMARY OF OCP ACTION ITEMS FOR COUNCIL

Flip to Table 3 on page 18 for a summary of OCP Action Policies for council.



PART F: GOOD GOVERNANCE

This part talks about:

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- $\hfill \square$ How to review this OCP and Zoning Bylaw
- $\hfill \square$ Community engagement and transparency
- ☐ The roles and responsibilities of the Hamlet, mayor, council, administrator, and residents

18. DECISION MAKING CONTEXT & ENGAGEMENT

CONTEXT

Making decisions is a team effort and includes listening to other councillors, the public and subject matter experts. Decisions directly affect residents, so council should be able to explain their decisions.

In making decisions, council should ask:

- Are we hearing all sides of a question?
- Is there someone who we are not hearing from who will be affected by the decision?
- Was the public consulted or should it be?
- O Does council have all the relevant facts?
- Are we basing our decision on fact and law or on feelings and opinions?
- Can you explain your decision to the people affected by it?
- o Is the decision consistent with other decisions made in similar circumstances?
- Should a policy be established?

BYLAWS & RESOLUTIONS

Decisions of council are made by either bylaw or resolution. A **resolution** is a formal expression of council's decisions. Resolutions usually deal with routine or administrative matters, such as approving monthly financial statements or accounts for payment or buying or selling real estate.

Bylaws govern the actions of all people in a municipality and are a form of legislation established by local government to resolve issues and address the needs of citizens. Council can pass a bylaw to govern issues such as, council and Hamlet procedures, land use, vehicle parking, animal control, licensing, noise, or business regulation. Enforcement action can be taken as a consequence of non-compliance.

COMMUNITY ENGAGEMENT & TRANSPARENCY

CONTEXT

Council business is and should be the concern of every citizen. Council decisions impact the citizens of a municipality directly, so it is important for council to get feedback from the public,

communicate council decisions with the public and communicate why council made the decision it did.

In order to be informed, citizens need access to information to:

- Know about the decisions of council.
- Be aware of the services and programs available and how they are delivered.
- Understand how they can get answers to their questions.

LISTENTING & RESPECT

People who are heard and treated with respect are more likely to accept a resolution that may not have been what they initially wanted.

RESIDENTS' CONCERNS AT THE LOCAL LEVEL

Council is elected and accountable to its residents and should make every effort to work with residents to address their concerns. Policies about how complaints will be handled and who responds to the matter may help council efficiently manage the issue. A good communication strategy when changing policies or enacting bylaws may reduce the number of complaints received.

Further information on options available to citizens in dealing with council are found in the *Citizens Guide to Shaping Council Decisions* on the Saskatchewan.ca website.

RESIDENTS' CONCERNS AT THE PROVINCIAL LEVEL

Citizens can take their complaints further if they do not believe that the municipality has satisfactorily resolved them. Citizens may file a complaint with Ombudsman Saskatchewan, who has authority to investigate complaints relating to administrative actions of the municipality or a municipal employee.

The Ombudsman is neutral, impartial and independent. Unlike a judge, the Ombudsman does not take a position on matters of public policy. After an investigation, the Ombudsman can make recommendations to a municipality if the Ombudsman finds that a municipality:

- Has made a decision or acted in a way that is contrary to law, unreasonable, unjust, oppressive, improperly discriminatory or based on a mistake of law or fact.
- Has exercised a statutory power, duty or function for an improper purpose, on irrelevant grounds, or by taking into account irrelevant considerations.
- Should have given reasons for a decision or action.

All citizens have a fundamental right to challenge a decision made by council to the Court of Queen's Bench if they believe that a municipality is acting outside or contrary to the law.

19. REVIEWING THE OCP & ZONING BYLAW

REVIEW SCHEDULE

Critical to implementing an OCP and Zoning Bylaw is conducting a review on a regular schedule to ensure it remains relevant to the community. Dore Lake will always be growing and changing, so council needs to make sure that the OCP is growing and changing with community priorities and the Hamlet's vision.

OCP REVIEW POLICY

The OCP review policy is set out in section 8.GENERAL DEVELOPMENT policy 8.2.1.

The lifespan of an OCP is around 20 years and a comprehensive review should be conducted every 5 years,

with minor changes or amendments made in between as necessary. These reviews allow council to see if OCP goals are being met, and if not, updates to the OCP should be considered.

QUESTIONS TO ASK

In addition to reviewing the OCP for relevance, the OCP is also an important tool to monitor short and longer term goals set out in the OCP. Council and mayor can ask some of the following questions to make sure that the OCP and Zoning Bylaw are still relevant and to keep track of goals achieved:

- Are the general policies within each section of the OCP still relevant to the community?
- Have the recommended projects been completed and achieved their objective?
- Did the projects adapt or alter the original objective?
- What areas of the OCP need updating, and what are the next steps to updating the plan to meet the community's needs into the future?
- What policy changes need to occur?
- Do any bylaws need to be updated to enforce these policy changes (especially the zoning bylaw)?
- O How will the projects or plans be evaluated?

COMMUNITY ENGAGEMENT & TRANSPARENCY

Council should be prepared to share with residents the successes and shortfalls of the OCP implementation to date and consider or incorporate community feedback they receive. Working with this level of transparency improves Council's connection with residents and ensures

resident buy-in in plan implementation. Feedback that is documented, reviewed, and considered shapes this OCP into a plan that truly represents the needs and wishes of all residents.

20. ROLES & RESPONSIBILITIES

Content for the following sections was borrowed and adapted in part from the work already done by the Ministry of Government Relations *Municipal Administrator's Handbook*, *Council Member's Handbook* and the *Municipal Association of Victoria consortium's Good Governance Guide*.

ROLE OF THE MUNICIPALITY

WHAT IS THE ROLE OF A MUNICIPALITY?

The role of a municipality is more than just providing the nuts and bolts of infrastructure. Under *The Northern Municipalities Act, 2010*, the purpose of a municipality is:

- To provide good government.
- To provide services, facilities and other things that, in the opinion of council, are necessary and desirable for all or a part of the municipality.
- To develop and maintain a safe and viable community.
- To foster economic, social and environmental well-being.
- To provide wise stewardship of public assets.

MUNICIPAL RESPONSIBILITIES

- Managing the economic, social, cultural and environmental development of their community, ensuring the health, safety and general wellbeing of its residents.
- Development and adoption of regional plans, Official Community Plans and zoning bylaws to create certainty for developers, investors and residents. (e.g. these plans cover the type and density of growth, enforcing development standards, minimizing potential land conflicts, etc...)
- Managing municipal infrastructure and servicing assets.
- Encouraging and enabling public participation and transparency by informing residents of council's intentions.

MUNICIPAL LIMITS

While municipalities are granted broad powers, there are limits and procedural requirements in legislation. Administration works with council to keep decisions within its legislated authority. To

act outside of a municipality's scope of jurisdiction is illegal and opens up the possibility of legal challenges, financial damages and loss of confidence by the public.

MUNICIPAL REVENUE SHARING ELIGIBILITY REQUIREMENTS

In order to encourage effective local governance in Saskatchewan, all municipalities must meet six eligibility requirements in order to receive their unconditional revenue sharing grant. The Hamlet's <u>budgeted grant</u> was \$250,895 in 2022/23. This is an increase of \$135,174 from 2007/2008.

- 1. Submission of the Audited Annual Financial Statement to the Ministry.
- 2. Submission of the Public Reporting on Municipal Waterworks to the Ministry (if applicable).
- 3. Ensure Education Property Taxes (EPT) are in good standing, with respect to EPT reporting and remittance.
- 4. Adoption of a Council Procedures Bylaw.
- 5. Adoption of an Employee Code of Conduct.
- 6. Filing and annually updating Public Disclosure Statements from all members of council.

WHAT IS A MUNICIPALITY?

- It is a corporation created by the provincial government by legislation and must follow federal and provincial rules. *The Northern Municipalities Act, 2010* provides rules about how municipalities work in northern Saskatchewan.
- It has "government" powers (e.g. collecting taxes, enforcing bylaws) and "natural persons" powers (things that an ordinary person can do, e.g. entering into contracts, owning property).

ROLE OF THE MAYOR

LEGISLATED RESPONSIBILITIES

The mayor has a number of roles which are both legislative and functional. While the mayor has the same duties and responsibilities as all other councillors, legislation sets out the following duties and responsibilities for mayor:

- Presides at a council meeting when in attendance, unless council has passed a bylaw for someone else to preside at the meeting.
- Is a member of all council committees and all bodies established by Council unless Council provides otherwise.

- Makes all decisions and takes all actions about releasing information as the "head" under The Local Authority Freedom of Information and Protection of Privacy Act, unless the mayor delegates the authority as "head" to an employee of the municipality.
- Performs other duties that legislation or a municipal bylaw requires.

OTHER RESPONSIBILITIES

- Well-run meetings: the way in which the mayor chairs council meetings makes a significant contribution to good governance. A well-run meeting that is inclusive and has high standards of governance relies on the mayor's approach to being chair. Mayors should have a good knowledge of meeting procedures and the council procedure bylaw. Effective chairing also ensures that all councillors have the opportunity to be heard. The mayor should ensure that all councillors have had the opportunity to express their views, even if their proposals are defeated.
- Encouraging participation: the mayor requires great skill and expertise to encourage all the councillors to work together in the interests of the municipality as a whole, to provide guidance and support to individual councillors. The mayor must encourage all the councillors to work together as a cohesive governing body. The mayor's success in leading council depends, in part, on being empowered by council.
- O Day-to-day: On a day-to-day basis, the mayor's role extends well beyond officiating at council meetings or other municipal proceedings and includes providing leadership, promoting positive relationships, and modelling good governance. The mayor is usually the council spokesperson on key issues and the mayor plays an important ceremonial role at community events. The mayor is also an important community leader and is often the spokesperson for the community on economic issues (eg. employment) or when the community is put under stress (e.g. disaster management).

ROLE OF COUNCIL

COUNCIL RESPONSIBILITIES

- Represent the members of the community and consider the wellbeing and interests of the community in all aspects of their duties.
- Develop and evaluate policies, bylaws and programs involving a variety of topics such as land use planning, economic development, financial planning, as well as staff, public relations and communications.
- Make decisions and vote on matters that affect the municipality, which are enacted through resolutions of council.
- Participate in council committees and outside committees to help direct the future of the community.
- Represent the Hamlet at negotiations, meetings and conferences.

- Conflict of interest: Remove themselves from discussion and decision making when there is a conflict of interest.
- **Financial planning:** Create a plan and budget for the community, monitoring the finances throughout the year.
- Legislation: Make sure that the municipality acts within the law.
- Become very familiar with the Council Procedures Bylaw: this bylaw establishes
 written rules for conducting business at meetings for council members, administrators
 and the public to follow

IMPACT

Council is elected to make decisions for the municipality about services, policies, and programs – a council decision is a decision of the municipality. Decisions made by council will contribute to the wellbeing and health of the community and will impact the lives of every resident. Every decision has a benefit and a cost, and councillors have a duty to ensure they make informed decisions that maximize the benefit and minimize the cost.

STRATEGY

Council's focus should also be high level – strategic and policy oriented, rather than operational. For example, council should set the policies and priorities for road maintenance rather than spend time on discussing what materials should be used on a specific road.

OPENNESS

An effective council member is objective, open minded and willing to listen. You must look at each issue in light of what is the best course of action for the municipality, regardless of what you personally feel. Everyone's input is important and must be respected for council to reach the right decision.

REPRESENTATION

One of the complexities of the role of councillors is to legitimately represent the interests of the people who elected them as well as operate in the interests of the whole community. Good governance processes allow councillors to put forward their residents' issues for formal consideration by council. They also ensure that councillors represent the interests of the whole municipality.

ROLE OF THE ADMINISTRATOR

The administrator is an important member of the municipal management team. Councillors rely on administration for support, advice and assistance with the day-to-day activities of council. The relationship between the administrator and councillors includes formal roles and day-to-day working interactions.

Competent management of municipal finances is one of the most important aspects of the administrator's role. Individuals and agencies are allowed to see financial information about any

municipality, so the Hamlet's financial systems must be sound. Interested parties can include council, auditors, financial institutions, residents, and provincial and federal government officials.

ADMINISTRATOR RESPONSIBILITIES

This section is not a substitute for reading relevant Acts; it is the administrator's responsibility to be aware of these legislated requirements.

Below are a few examples of administrator duties:

- Scope: Operate the Hamlet in accordance with council decisions and policies.
- Provide information to council in a timely way: Prepare and distribute council meeting
 agendas and supporting documents in a timely way, so Council members can participate in
 the debate and make informed decisions.
- **Good research:** Ensure reports to council are well researched, contain options for council direction, and provide a recommendation for council's consideration.
- Record minutes: Ensure that minutes of each council meeting are prepared and distributed.
- Manage the finances of the Hamlet and prepare easy to understand monthly financial statements that provide a snapshot of the financial position of the municipality
- Prepare the assessment and taxation rolls and related documents.
- Administrator's report: Advise and inform council on the operation and affairs of the municipality.
- Follow legislation: Ensure that the decisions and direction of council follow legislative regulations.
- Human resources: Manage the staff and day to day operations of the Hamlet Office.
- Document maintenance: Preservation of municipal documents.
- Returning Officer role: Acts as the returning officer for municipal elections.
- OCP and Zoning Bylaw administration: administers this OCP and the Zoning Bylaw as the Development Officer for the Hamlet.

ROLE OF RESIDENTS

Not only does the mayor, council and administration play an important role in the vitality, growth and wellbeing of the Hamlet, residents and property owners do as well. The City of Vaughn, Ontario adopted the <u>Declaration of Citizens' Rights & Responsibilities below</u> and many of the rights and responsibilities in their declaration can apply in some form to any municipality.

Every Citizen has a Right to	Every Citizen has a Responsibility to
Live, work, and play in a municipality that promotes community safety, health, and wellness, while safeguarding the natural environment.	Avoid behaviour that threatens the safety, health and wellness of fellow citizens or the integrity of the natural environment.
Live in a municipality in which all mandated services are delivered effectively and efficiently.	Acknowledge that municipal services are finite, to be shared fairly with fellow citizens.
Live in a municipality in which citizens receive value for their property tax dollar.	Acknowledge that our security and well-being is built on the willingness of each of us to seek the common good.
Live in a municipality that plans and manages growth responsibly, including the building, maintenance, and renewal of appropriate infrastructure.	Acknowledge that the orderly growth of our city depends on proper planning, which requires citizen participation.
Live in a municipality that attracts, retains and promotes productive and effective employees committed to their own on-going professional training and growth.	Acknowledge that the financial stability of our city and the services we expect it to provide depend in part on the taxes we pay, and that as a consequence new services and new infrastructure must be affordable.
Live in a municipality that enhances the quality of life of its citizens by providing services beyond those mandated by law.	Acknowledge that staff are professionals, and citizens as well; that they deserve to be treated as such; and that as skilled workers they are best retained by competitive salaries.
Live in a municipality whose government communicates effectively with its citizens.	Remember that communication is a mutual affair, and that voting is the most basic form of communication between citizens and their elected representatives.

RESPECTING ROLES

A number of factors contribute to a good relationship between council, administration, residents and property owners. These include respect, goodwill, understanding of roles, transparency, and communication, and protocols.

Understanding roles is critical for good governance. There can be a tendency for both the council and administration to fill any gaps which the other side leaves and can lead to confusion. For example, if council believes that administration does not have a good system in place for recording and addressing residents' complaints, they will raise residents' complaints at council meetings rather than focusing on more strategic matters. If administration believes there is an inadequate policy framework to deal with an issue, administration will try to create one by delivering services and addressing issues in a particular way. Neither approach is ideal; it is only possible to become a high-achieving municipality with a 'good council' and a 'good administration'.