

Town of Creighton

Official Community Plan



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1. Introduction

This Official Community Plan is adopted by the Town of Creighton (the Town), in accordance with sections 29 and 35 of *The Planning and Development Act, 2007* (the PDA) to provide a framework of goals, objectives, and policies to guide the management and use of land, along with its future development, within the Town limits. This Plan is designed to assist decision makers in securing the goals of the community while evaluating the future effects of decisions regarding land use planning.

2. Planning Context

2.1 Municipal Vision

Creighton will manage growth in a way that maintains and enhances community livability. Council will ensure that the character of residential areas is protected and that commercial areas are attractive, viable and complementary to their neighbourhood. Council will protect natural areas, provide green space, and enhance recreational opportunities and facilities to meet the needs of residents. Creighton will function as the service and recreation hub for northeast Saskatchewan.

2.2 Municipal Goals

The following statements provide focus for the Official Community Plan and its policies as they relate to development within the Town. The goals are not ranked by priority but collectively represent the future aspirations of the Town of Creighton:

- 1) Creighton will be sustainable, healthy and safe, and a place in which today's quality of life will be enjoyed in the future.
- 2) Creighton will be a community in which people of all ages, family structures, backgrounds and interests can live, work, and play.

- 3) Creighton will provide a range of economic opportunities and sustain a healthy and diverse economy.
- 4) Creighton will work with the Churchill River Enterprise Region to identify opportunities and create action plans for economic and tourism development.
- 5) Creighton will balance competing interests and values, maintain fairness and equity, and involve residents and stakeholders in decision making processes.
- 6) Creighton will be a leader for intermunicipal cooperation to ensure that residents have access to resources and essential services at equitable prices.
- 7) Creighton will work with the Hudson Bay Mining and Smelting Company to ensure that mining activities are held to the highest environmental standards to ensure that the health and safety of residents is maintained.
- 8) Creighton will preserve and enhance recreation and park greenspace in the municipality to ensure residents continue to have opportunities to live an active and healthy lifestyle.

2.3 Authority and Mandate

Section 32(1) of the PDA states that *“An Official Community Plan must incorporate, insofar as practical, any applicable provincial land use policies and statements of provincial interest.”*

Section 32(2) states that an Official Community Plan must also contain statements of policy with respect to:

- a) *sustainable current and future land use and development in the municipality;*
- b) *current and future economic development;*
- c) *the general provision of public works;*
- d) *the management of lands that are subject to natural hazards, including flooding, slumping and slope instability;*
- e) *the management of environmentally sensitive lands;*
- f) *source water protection; and*
- g) *the means of implementing the Official Community Plan.*

Section 32(3) of the PDA states that an Official Community Plan may also:

- a) *address the co-ordination of municipal programs related to development;*
- b) *contain statements of policy regarding the use of dedicated lands;*
- c) *contain concept plans pursuant to section 44 (of the PDA);*
- d) *contain a map or series of maps that denote current or future land use or policy areas;*
- e) *contain any other statements of policy relating to the physical, environmental, economic, social or cultural development of the municipality that the Council considers advisable; and*
- f) *contain policies that address the co-ordination of land use and development, future growth patterns and public works with adjacent municipalities.*



3. Guiding Principles

Land use principles are a foundation to guide action. The application of sound land use principles will ensure that the needs and requirements of individual land uses are met while minimizing any adverse impacts upon other land uses, municipal services, and the natural environment. Planning is a shared responsibility among provincial and municipal governments and individuals. Strong communities embrace the principle of shared responsibility, where citizens and decision makers are responsible for stimulating and sustaining the environment and economy and where individuals and governments are accountable for decisions and actions, in the spirit of partnership and open cooperation. These guiding principles are broad statements intended to assist decision makers as they consider the impact of their choices both locally and regionally.

3.1 Balance of Interests and Flexibility

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

3.2 Sustainability

Planning decisions should be enduring. This means that decisions related to the management and development of our resources and economy will be made with consideration to the requirements of present and future generations ensuring healthy, prosperous, livable communities. Conservation, reclamation, rehabilitation, mitigation, and prevention are all tools that could be employed to ensure that growth and development are sustainable. The application of sustainable planning, development, and production practices benefits everyone and demonstrates Creighton's commitment to the global community.

3.3 Provincial-Aboriginal Involvement

The Town is committed to working with the Province and with Aboriginal peoples that are part of this northern community. It recognizes the provincial legal duty to consult on actions and developments which could adversely impact Aboriginal and Treaty Rights. It will take part in cooperation between governments, municipalities, and First Nations in land use planning and development to the mutual benefit of the parties. The Town recognizes and respects the rights and responsibilities of Aboriginal people as legally defined through Treaties and the *Constitution Act, 1982*.

3.4 Mutual Respect

Mutual respect between stakeholders is fundamental to good planning. Differences in status, cultures, traditions, social and economic views, and values must be respected as we plan together to create a community. The needs and views of all people must be mutually respected as Council works together with its public in the management of common resources, and the development of economic, social, and environmental opportunities.

3.5 Cooperation

Cooperative planning maximizes the use of people and resources. Planning in collaboration with multiple jurisdictions and sectors allows for greater access to resources, a larger resource base, shared responsibility and wealth, and increases opportunity for growth and success across regions.

3.6 Consultation

Consultation is integral to good development. The Town is committed to providing opportunities for active and meaningful consultation with all segments of the community. The Town will engage with the community in the preparation of plans to guide land use and development, and to communicate with the public as development opportunities are considered. The process, notification period and appeal mechanisms will be clearly outlined in

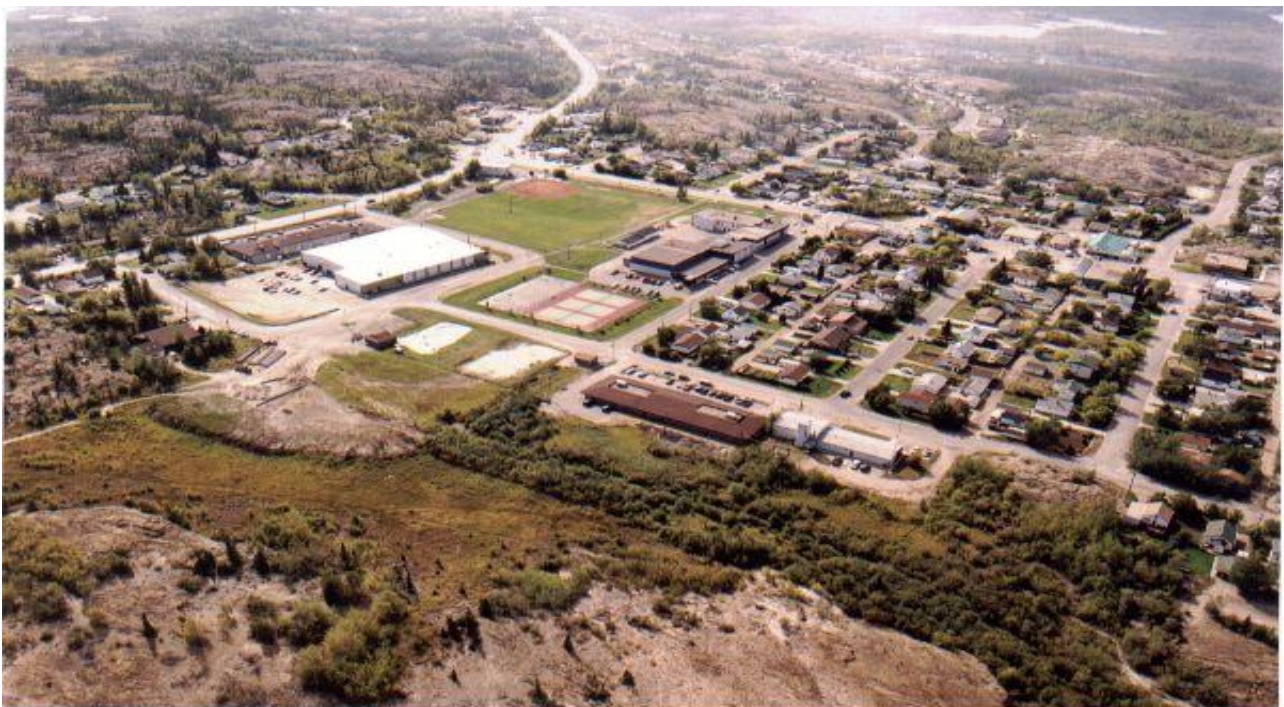
the planning documents. The Town will encourage developers to also engage the public in a discussion, work to avoid conflicts, and resolve issues as they arise. Consultation and cooperation in resolving land use issues between municipalities or other jurisdictions is essential to facilitate development.

3.7 Initiative and Enterprise

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

3.8 Learning and Innovation

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

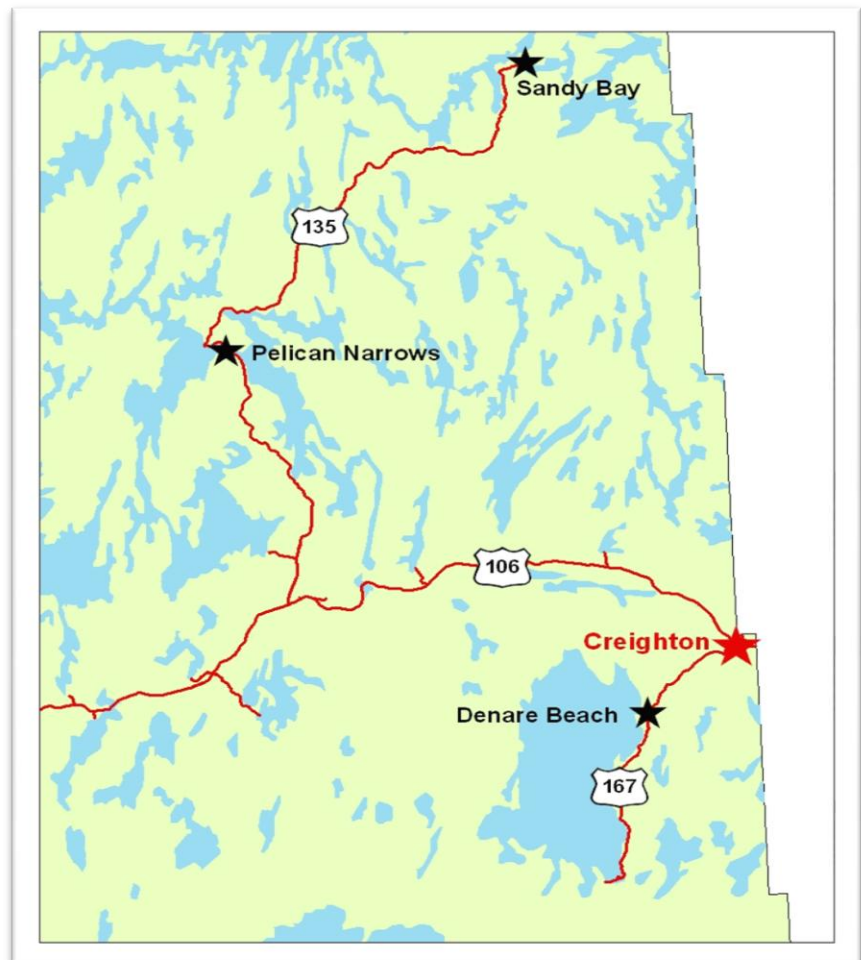


Aerial view of the Town of Creighton.

4. Background

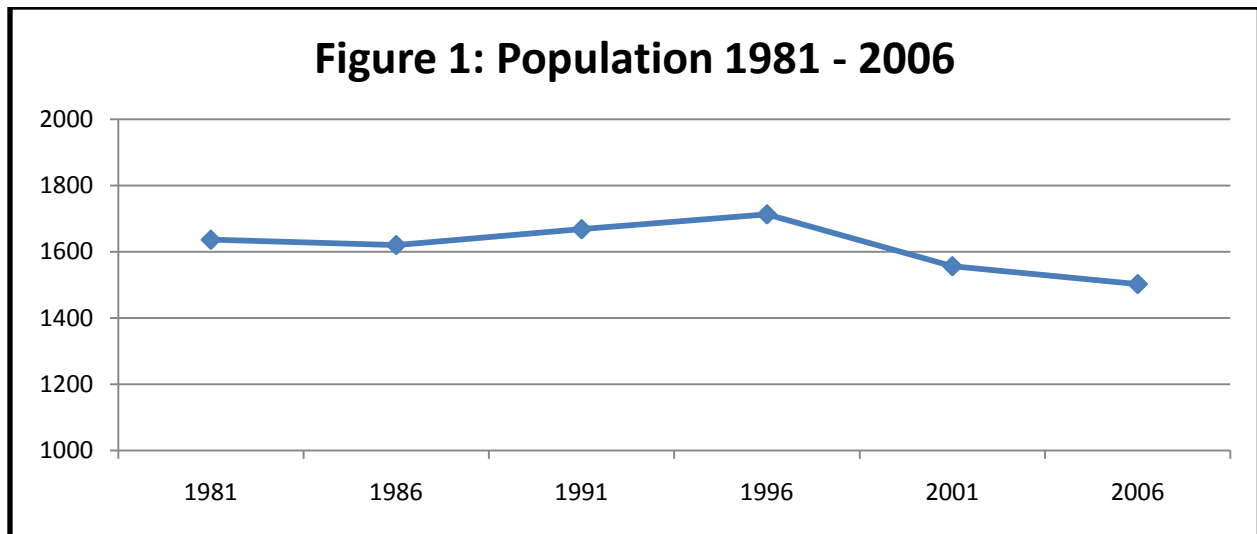
4.1 Site and Situation

The Town of Creighton is located on the eastern boundary of Saskatchewan adjacent to Flin Flon, Manitoba. Creighton is located on Sections 12, 27, 34, and 35, Township 66 and 67, Range 30, west of the Prime Meridian. Creighton is within the Precambrian Shield, an area that consists of rock outcrops, ravines, lakes, and muskeg. The physical layout of the community is determined by the availability of developable areas between



rock outcrops. The community has therefore grown in an irregular pattern and does not adhere to any conventional grid layout.

The Town of Creighton grew as a result of the mining activities of the Hudson Bay Mining and Smelting Company. The mine, located on the provincial boundary, began operating in 1928. The settlement of Creighton grew rapidly and it was incorporated as a Village in 1952 (with a population of 1200) and then incorporated as a Town in 1957, at which time the population exceeded 1660. Creighton's population remained constant around 1,700 people until its peak in 1971 of 1,857. Figure 1 shows the population trend of Creighton from 1981 to 2006. The population declined by 12% from 1996 to 2006 due to smelting operations being shut down at the Flin Flon mine. Currently, there are approximately 1,500 people living in Creighton.



Statistics Canada, 2006.

4.2 Municipal Resources

The Creighton/Flin Flon area has large deposits of minerals that are being extracted. These physical resources drive the local economy and mining provides the largest employment sector in Creighton. The Town leases approximately 300 acres of land to the Hudson Bay Mining and Smelting Company for mining activities which contributes to municipal revenue. With a potential labour market of over 10,000 people in the Creighton/Flin Flon area there are many skilled workers to draw on for economic growth and future development.

Creighton and the surrounding area have many natural and tourism resources. The Phantom Lake area has a 9 hole golf course with driving range, pro shop and lounge. Phantom Lake also has a sandy beach area accessible to the public with a playground and picnic area. There are hundreds of other lakes in the area that have great fishing and natural beauty. Moose and bear hunting also draw tourists to the region.

4.3 Municipal Constraints

The main constraint to development in Creighton is the physiography of the region. The physical lay of the land possess challenges to economically develop in an orderly pattern (See Map 1: Municipal Constraints). The availability of developable land is limited due to rock outcrops and muskeg areas. Finding developable areas adjacent to or in close proximity to the existing built up area, municipal facilities, and infrastructure is a challenge.

The Hudson Bay Mining and Smelting Company lease large amounts of land from the Town of Creighton for the dumping of mine tailings. The lease includes approximately 300 acres of land north of the developed area of Town. This mining activity is a constraint to expansion to the north. This type of mining activity requires setbacks from residential and commercial uses that will prohibit any further development to the north. Creighton is also located on the Saskatchewan/Manitoba border which inhibits development or expansion to the east.

Creighton's water source is Douglas Lake located south of Town. The lake is approximately one kilometre south of the light industrial area on King Crescent. Expansion to the south is constrained by setback requirements for municipal water sources.

4.4 Surrounding Land

The land surrounding the Town of Creighton includes Crown forests in northeast Saskatchewan and northwest Manitoba. The land and natural resources of this area are used for a variety of purposes including tourism, outdoor recreation, trapping, subsistence hunting and fishing, forestry, mining, and mineral exploration. The surrounding land in Saskatchewan is unpatented Crown land administered by the Ministry of Environment. Land outside municipal boundaries in this area is within the unorganized area of the Northern Saskatchewan Administration District. Northern Municipal Services in La Ronge, acting as the municipality, provides operational function and municipal management for this area.

The Amisk-Atik Integrated Forest Land Use Plan covers approximately 4.4 million hectares of land surrounding the Town of Creighton. The plan was prepared by the Ministry of Environment to provide direction and a framework for resource management and land use on Crown land in northeast Saskatchewan.

5. Future Land Use Concept

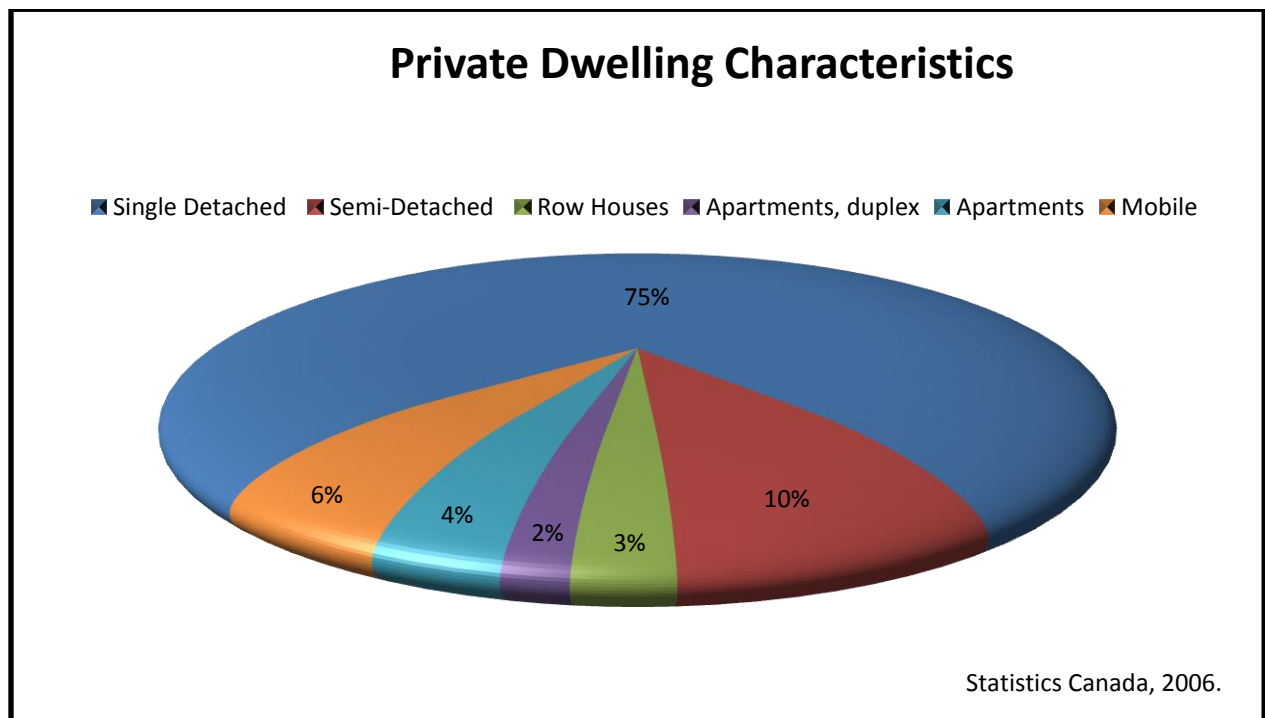
This Official Community Plan provides a general guideline for future land use in the Town of Creighton. The future land use section designates land use patterns for the Town and specific policy areas. The future land use maps (Map 2, 2A, 2B, & 2C) reflect the pattern of existing land use and designate future land use areas. The designation of land uses reflects the Town's perspective on community development and provides a framework for decision making. Any development within these areas will be subject to specific objectives, policies, and zoning controls. The designations and the objective of each are as follows:

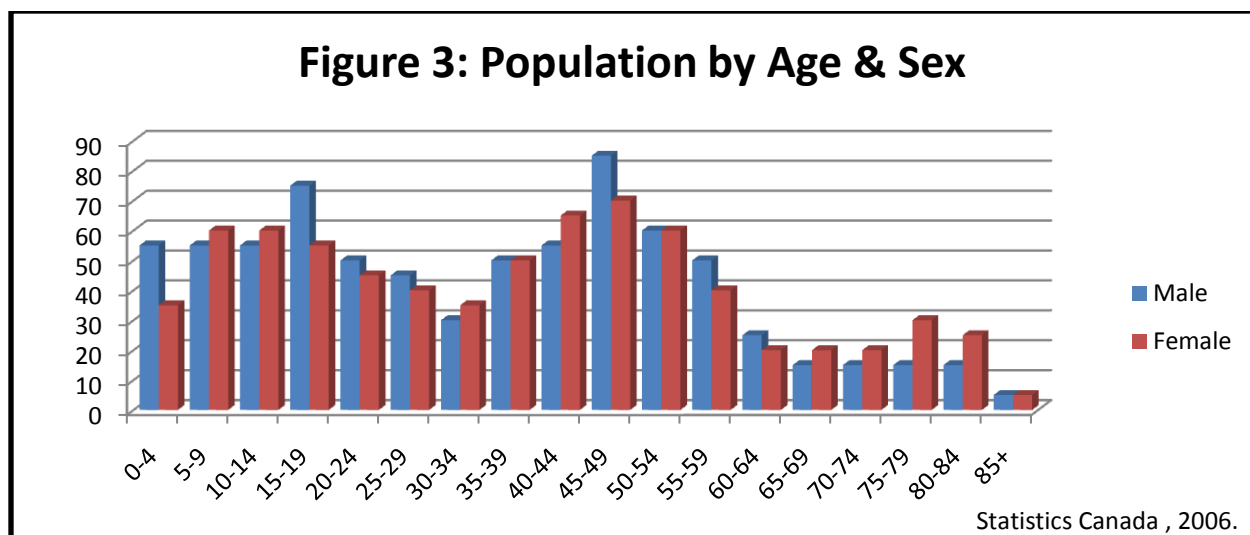
- **Residential** – reflects existing areas of residential development, land to be subdivided for residential development, and land intended for future residential growth.
- **Parks and Recreation** – reflects existing and future areas of municipal reserve, environmental reserve, and recreational areas.
- **Commercial** – reflects existing and future areas of commercial development.
- **Industrial** – reflects existing and future areas of industrial development.
- **Community Service** – reflects existing major institutional uses, public recreational uses, and public works.
- **Urban Holding** – applies to land that may not be feasibly developed without substantial infrastructure expansion or the prior development of other lands. Existing uses will be provided for; however, no additional development is permitted that may jeopardize the future development of the land for urban uses. Generally land will be rezoned to other land uses after the completion of appropriate infrastructure installation and approval of a development concept by Council.

6. Residential

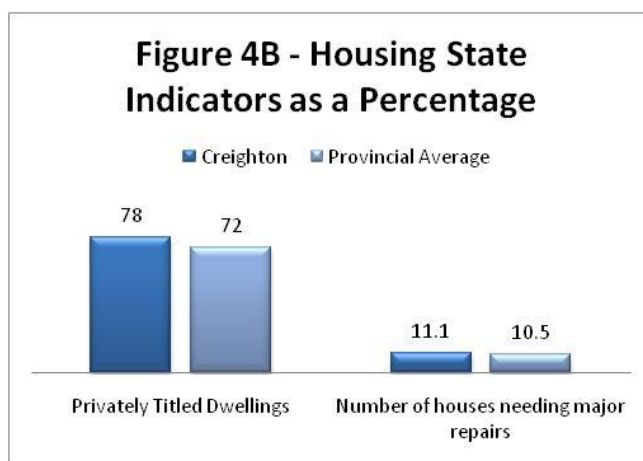
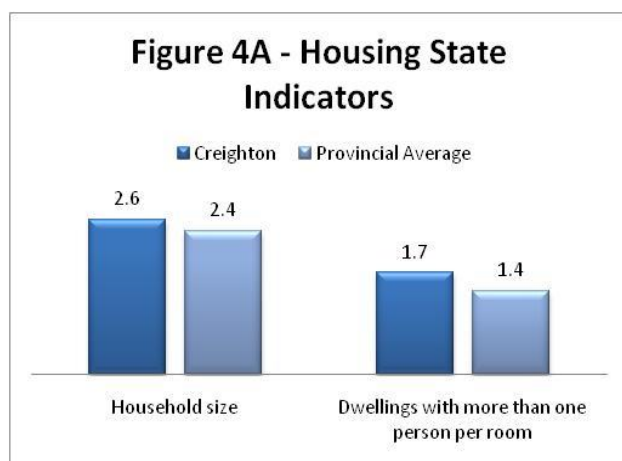
6.1 General Residential

The dominant housing style in Creighton is the single detached dwelling. It accounts for 75% of the total number of dwellings in the community. The second most common housing style is the semi-detached dwelling making up 10%. The remainder is made up by mobile and apartment style housing (Figure 2). The average household size in Creighton in 2006 was 2.4 persons, down from 2.6 persons in 2001. The median age in Creighton is 37.5 years old and 20% of the population is 55 years of age and older (Figure 3). Creighton's population is slightly younger than the provincial median age and the percentage of residents 55 years of age and older is 5% below the provincial average. Despite having a population younger than the provincial average Creighton will still face challenges to provide housing for an aging population in the decades to come.





Creighton partners with Canada Mortgage and Housing Corporation (CMHC), Saskatchewan Housing Corporation (SHC), and the private sector to meet the demand for senior and social housing in the community. These types of partnerships are essential to ensure that the demand for housing is being met in Creighton. SHC has 73 housing units in Creighton. There are 28 semi-detached dwellings, 8 single detached dwellings, and a 9 unit apartment building. The Town will continue to work with SHC to identify the need for low income housing in the community.



Statistics Canada, 2006.

The development pattern of Creighton's residential areas has been scattered because of the physical constraints in the community. Typically, wherever space has been available between rock outcrops, residential lots have been developed. Servicing new residential areas is costly and providing the most affordable lots has shaped Creighton's physical development. Servicing constraints still pose the greatest challenge to the residential development in the community.

There are small pockets of potential residential infill areas scattered throughout the community as shown on the Future Land Use Maps. These sites could accommodate approximately 9 single detached dwellings; however, grading, leveling, and extending water and sewer from the street to some of these sites may be cost prohibitive and therefore not feasible. Three other areas have been identified on the Future Land Use Maps for residential development (Area A, Area B, & Area C). Area A provides a possible location for a new residential subdivision in close proximity to existing residential neighbourhoods. Single detached dwellings would be the most appropriate housing style in this area to maintain the surrounding residential character. Areas B and C are larger in size and could provide land suitable for a variety of housing types. Subdivision in these areas should consider a variety of lot sizes to accommodate housing diversity and to achieve higher densities. Area B should be subdivided before Area C so that utility expansion is phased in an economical and logical fashion. Areas A, B and C, noted above, are currently owned by the Town of Creighton.

The recent demand for housing in Creighton has been for single detached dwellings and lots that can accommodate them. From 2006 to 2010 the Town of Creighton sold 25 newly subdivided vacant lots. Some purchasers required two lots together to accommodate their homes (as a result of the subdivision having narrow lots). 13 homes have been built on these lots within this time period. The newest subdivision on Collins Street has 30 surveyed unserviced lots that are owned by the Town. These lots currently need a road and water and sewer services extended to them. Some of these unserviced lots have frontages smaller than 15 metres and resubdivision to accommodate larger frontages may be necessary to make them more desirable for consumers. The Town of Creighton also owns and operates a trailer court that can accommodate 37 trailers. There are currently 30 leases and 7 vacancies. At the current growth rate it is anticipated that Creighton will need 5 lots per year to accommodate new housing developments in the community. Approximately 75 to 100 new residential lots will be needed in the next 15 to 20 years. With the current surplus of lots that the Town owns, the subdivision of land for residential development will not be necessary for the next 3 to 5 years, depending on actual growth.

6.1.1 Objectives

- 1) To maintain an inventory of available lots for residential use.
- 2) To encourage the development of various types of residential development that will meet the needs of residents of various social and economic backgrounds.
- 3) To minimize conflicting land uses within residential areas in order to provide a safe environment.
- 4) To provide residential lots at the lowest possible price.
- 5) To minimize the cost of servicing residential development to the municipality by expanding residential areas in a contiguous and logical pattern as much as possible.
- 6) To ensure that citizens have access to affordable housing options.

6.1.2 Policies

- 1) Council will encourage residential infill development where servicing is economically feasible to maximize the use of existing infrastructure and services.
- 2) Council will encourage housing proposals that are innovative, enhance sustainability, protect green space, and maximize the developable areas in the municipality.
- 3) Council will monitor the availability of residential lots to ensure that there is an adequate supply. At the current growth rates this is approximately 5 lots per year.
- 4) Council will continue to work with CMHC, SHC, and the private sector to secure funding for senior housing and low income developments.
- 5) The Future Land Use Maps (Map 2, Map 2A, Map 2B, and Map 2C) direct the development of residential land use to accommodate a variety of housing forms provided for within the Zoning Bylaw. In planning new residential areas or rezoning portions of land for residential use, Council will have regard to:
 - a) compatibility of adjacent land uses;
 - b) avoidance of environmentally sensitive and/or hazardous area;

- c) the ability of the municipality to provide cost effective services;
 - d) the impact on financial and capital planning of the municipality;
 - e) zoning, subdivision design, street layout, and site planning;
 - f) the use of natural topography and drainage patterns to minimize the cost and risks associated with storm drainage;
 - g) surface drainage; and
 - h) the provision of dedicated lands pursuant to the PDA.
- 6) Council may allow bed and breakfasts and home based businesses in residential areas, and they will be regulated in the Zoning Bylaw.
- 7) Council will support affordable housing by:
- a) identifying appropriate locations for its development;
 - b) assisting in the development review process; and
 - c) participating in affordable housing projects where appropriate and within the municipality's financial capabilities.
- 8) Single detached residential development will be allowed in all residential areas, excluding the mobile home area identified in the Future Land Use Maps.
- 9) Multi-unit residential development will be allowed in the medium density and general residential areas identified in the Future Land Use Maps.
- 10) Mobile home residential development will be allowed in areas shown as mobile home area identified in the Future Land Use Maps.
- 11) The General Residential areas on the Future Land Use Maps designate areas for future residential expansion and subdivision. As residential expansion becomes necessary these areas will be appropriately zoned so that they meet the housing needs of the community.

7. Economic Development

7.1 General Commercial Development

The Town of Creighton values business development, expansion, and diversification. Sustainable communities have vibrant economies that provide a full range of goods, services, and jobs. The development and diversification of Creighton's economy is essential to the long-term viability of the Town as a desirable and attractive place to live and work. Council is committed to providing opportunities for a range of commercial activities and directing them to the most suitable locations.

The current range of commercial activity in Creighton is limited because of the close proximity to the larger centre of Flin Flon, which is the commercial hub of the region. Despite this competitive challenge Council is committed to providing an environment that encourages new business.

7.1.1 Objectives

- 1) To ensure there is sufficient and suitable land available for general commercial development.
- 2) To encourage infill development in the existing General Commercial areas.
- 3) To ensure that commercial uses in the General Commercial areas are compatible with neighbouring uses, especially residential uses.

7.1.2 Policies

- 1) The Future Land Use Maps identify areas suitable for future general commercial developments.
- 2) Council will encourage the infilling of the General Commercial areas.
- 3) The Zoning Bylaw will regulate the types of commercial uses in the General Commercial District to ensure compatibility with surrounding uses.

7.2 Main Street Commercial Development

Commercial development in Creighton is primarily concentrated on Main Street (between 1st and 4th Avenues) and along Creighton Avenue (Highway 167). These areas are well suited for commercial activity because of their accessibility and location in the community. Council would like to rejuvenate the Main Street Commercial area to create an attractive community centre that is well designed and pedestrian friendly. The intent is to encourage investment into the community and to provide residents with services within walking distance. The Main Street Commercial area will encourage retail, financial, government, professional, entertainment, restaurant, and personal service commercial development. There are currently no vacant lots in the Main Street Commercial area for development but there is potential for some infill and densification of existing lots. Council will continue to encourage reinvestment and physical improvements of buildings and private property on Main Street to restore the character of the neighbourhood.

7.2.1 Objectives

- 1) To encourage renewal of Main Street into an attractive, well designed commercial centre for residents and visitors.
- 2) To encourage a range of retail, office, cultural, and service uses which are vibrant and pedestrian friendly.
- 3) Buildings that cover the entire street frontage facing Main Street are strongly encouraged to maximize pedestrian interest and continuity.
- 4) To encourage infill development.
- 5) To encourage buildings as close as possible to the front property line.
- 6) To encourage increased density of development that enhances the character and sustainability of the neighbourhood.

7.2.2 Policies

- 1) Council will work with property and business owners to carry out streetscape improvements along Main Street that will address signage, landscaping, screening and various aesthetic improvements.
- 2) All commercial developments will require a landscaping plan and surface drainage plan as part of the application for a development permit in accordance with the Zoning Bylaw requirements.
- 3) Council is committed to strengthening the vitality of the Main Street Commercial area by:
 - a) enhancing the aesthetic appearance of Main Street and providing public amenities;
 - b) facilitating development in the Main Street Commercial area through the purchase or exchange of land, on a case by case basis, within the Town's financial capabilities;
 - c) ensuring that the scale of commercial developments are consistent with the Main Street character; and
 - d) partnering with the Churchill River Enterprise Region to explore future commercial opportunities.



Creighton's historical Main Street.

7.3 Highway Commercial Development

The majority of lots in the Highway Commercial area are located on Creighton Avenue (Highway 167) between Coronation Drive and Knight Street. There are also two other Highway Commercial areas located on either end of Creighton Avenue. There is currently a surplus of vacant parcels and lots in the Highway Commercial areas, although grading, leveling, and servicing may pose development challenges.

7.3.1 Objectives

- 1) To ensure there is sufficient and suitable land available for highway commercial development.
- 2) To encourage landscaping and other visual improvements to the highway commercial area.
- 3) To support business development that maximizes the use of existing infrastructure and reduces the need for infrastructure development and upgrades.

7.3.2 Policies

- 1) Highway commercial will generally include uses serving the travelling public, require good vehicular access, highway exposure, or larger site size. Service and retail commercial uses may be accommodated to provide a degree of flexibility and will be regulated in the Zoning Bylaw.
- 2) Council will evaluate new highway commercial development proposals based on the following factors:
 - a) consistency with the Future Land Use Map and any concept plans;
 - b) site planning and land use compatibility with existing surrounding developments;
 - c) the capacity of the Town to provide efficient and economical municipal services; and
 - d) provision for safe movement and integration of vehicular traffic into and out of the commercial sites.

- 3) Council will promote an aesthetically pleasing Highway Commercial area by the landscaping and fencing regulations outlined in the Zoning Bylaw.
- 4) All commercial developments will require a landscaping plan as part of the application for a development permit in accordance with the Zoning Bylaw requirements.

7.4 Home Based Business

Home based business benefit the community by creating employment opportunities, enhancing services, and stimulating the local economy. Council believes home based businesses are valuable components of the local economy and feels confident accommodating for their use. Council is committed to ensuring that any issues related to competition or nuisance will be addressed through the appropriate regulations in the Zoning Bylaw regarding the scale and location of home based business.

7.4.1 Objectives

- 1) To consider home based businesses that are compatible with the residential area through provisions and regulations in the Zoning Bylaw.
- 2) To mitigate any negative impacts that home based businesses have on residential areas.

7.4.2 Policies

- 1) Home based business may be accommodated at Council's discretion in the R1 – Residential, R2 – Residential, RMH – Mobile Home Zoning Districts.
- 2) The Zoning Bylaw will contain development and operational standards for home based businesses including number of employees, maximum building floor area, parking, signs, outside storage, etc.

7.5 Heavy Industrial Development

The Town of Creighton recognizes that industrial development is vital to strengthening and growing the local economy. Providing land for industrial development helps diversify the Town's tax base and creates opportunities for local employment.

Industrial land uses in Creighton are located at the north and south ends of the community. The Hudson Bay Mining and Smelting Company is the largest consumer of industrial land within the Town's boundary. Over two sections of land are utilized by the mill for dumping of spoil material. This land is north of the developed area of Town and east of highway 106 (Heavy Industrial area on Map 2). Much of the land used by the Hudson Bay Mining and Smelting Company is owned by the Town of Creighton and leased on a long term basis. The current lease of lands within the Heavy Industrial area expires in 2026.



Hudson Bay Mining and Smelting operations in the Creighton/Flin Flon area.

7.5.1 Objectives

- 1) To ensure that there is an adequate supply of suitable land for heavy industrial development to meet future requirements.
- 2) To ensure that industrial activities are compatible with nearby uses and developments.
- 3) To minimize negative environmental impacts of industrial land use.
- 4) To accommodate appropriate mineral exploration, development and extraction within the municipality.

7.5.2 Policies

- 1) Heavy industrial activities will only be permitted in areas designated as Heavy Industrial on the Future Land Use Maps.
- 2) Council will support mineral exploration, development and extraction in the Heavy Industrial Area in the Future Land Use Map.
- 3) A lease agreement will be required for use of Town land that is in the Heavy Industrial area.
- 4) All leases will address the appropriate laws and regulations in *The Environmental Management and Protection Act* (particularly *The Mineral Industry Environmental Protection Regulations*), *The Clean Air Act*, and any other legislation that is applicable to the proposed use.
- 5) Council will require lessee's to comply with the Government of Saskatchewan's approved plans for decommissioning, reclamation, abandonment, and post-decommission monitoring of the leased lands, buildings, structures, and facilities at the sole expense of the lessee.
- 6) Council may require performance bonds where there is storage of hazardous materials or other uses that could lead to contamination of a site to ensure that remediation and cleanup comply with provincial standards.
- 7) All heavy industrial developments will require a landscaping plan and surface drainage as part of the application for a development permit in accordance with the Zoning Bylaw requirements.

7.6 Light Industrial Development

Light industrial activities are primarily located in the south end of the community along King Street, King Crescent, and Bereskin Avenue (Light Industrial area on Map 2). This industrial area accommodates the Ministry of Highways and Infrastructure works yard, the Town of Creighton's garage, and various private storage and manufacturing facilities. Many of these lots remain undeveloped and Council will continue to encourage light industrial development in this area.

7.6.1 Objectives

- 1) To ensure that there is an adequate and suitable supply of land for light industrial development to meet future requirements.
- 2) To ensure that industrial activities are compatible with nearby uses and developments.
- 3) To minimize negative environmental impacts of light industrial land use.
- 4) To attract new industrial and manufacturing operations in support of diversifying the local economy.

7.6.2 Policies

- 1) Future light industrial subdivision and development proposals will be considered based on:
 - a) land use compatibility with existing developments;
 - b) the ability of the Town to provide efficient and economical municipal services;
 - c) the impact on financial and capital planning by the Town;
 - d) site suitability and planning aspects including screening, vehicular access, and traffic safety; and
 - e) development standards set out in the Zoning Bylaw.

- 2) Council will encourage infilling of vacant light industrial land before expanding services into new areas.
- 3) Council may allow certain types of commercial developments within the Light Industrial area which are more compatible with industrial uses to avoid conflicts.
- 4) All light industrial developments will require a landscaping plan as part of the application for a development permit in accordance with the Zoning Bylaw requirements.



Town of Creighton's garage located in the light industrial area on Bereskin Avenue.

8. Community Services

8.1 Medical Services

Health care in Creighton is provided by the Mamawetan Churchill River Health Region. Creighton's health centre is located in the Provincial building on 1st Avenue East. The building was constructed in 1985 and houses Public Health Nursing, Community Health, Mental Health, Home Care, and a children's dental program. The health facility does not have enough space to adequately house all of these services. The Mamawetan Churchill River Health Region released an infrastructure requirement strategy report in 2010. The report gave Creighton's health centre a negative rating (based on multiple criteria outlined in the methodology section of the report). At its current state the facility lacks the required space which results in overcrowding and overutilization. There is inadequate storage and office space as well as minimal waiting areas in the facility. The report further describes inadequacies of the facility but the overarching theme is that a new facility is needed. The report suggests that consideration should be given to the possibility of accessing additional space in the existing facility or constructing (or leasing) a new building.

The Nor-Man Health Authority in Manitoba operates the Flin Flon Hospital which is located 4 kilometres east of Creighton. This hospital is the regional hospital for communities in northeastern Saskatchewan and northwestern Manitoba. It is a 42 bed facility that provides a variety of acute care services such as emergency, pediatrics, surgery, obstetrics, psychiatry, dialysis, chemotherapy, and palliative care. Saskatchewan and Manitoba have an interprovincial agreement that allows residents of northeast Saskatchewan to utilize the health care facilities of Flin Flon. The Mamawetan Churchill River Health Region has an agreement with the Province of Manitoba to provide ambulance service to the residents of Creighton.

8.1.1 Objectives

- 1) To ensure that residents have access to quality health care facilities in Creighton.
- 2) To encourage the Mamawetan Churchill River Health Region to upgrade the existing health centre or build a new facility.

8.1.2 Policies

- 1) Council will work with the Mamawetan Churchill River Health Region to identify possible locations for a new health clinic in Creighton.
- 2) Council will accommodate medical facilities by permitting them in the CS - Community Service, C1 - General Commercial, and C3 - Main Street Commercial Districts.

8.2 Schools and Educational Facilities



Education in Creighton is provided through the Creighton School Division No. 111. The School Division serves approximately 1600km² in northeast Saskatchewan and includes the communities of Creighton, Denare Beach,

and the Amiskosakahikan Indian Reserve of the Peter Ballantyne Cree Nation. Creighton Community School is pre-kindergarten to Grade 12 with a steady student population around 500. Approximately 40% of students are bused to school daily. The school has many extracurricular activities including volleyball, basketball, golfing, wrestling, cross country running, track and field, as well as visual and performing arts. The school is located on Municipal Reserve 5 on the corner of 1st Avenue and Main Street. The school is centrally located in the community and is adjacent to sports fields and the community sports complex.

Northlands College has its eastern region campus located in Creighton. The college provides a range of programs including adult basic education, trades, business, forestry, health and community services, mine training, and technology enhanced learning. The college provides a student residence for up to 15 occupants who live outside the Creighton and Denare Beach area.

8.2.1 Objectives

- 1) To ensure the availability and access to educational programs and facilities for the residents of Creighton.
- 2) To accommodate educational facilities in the Zoning Bylaw.

8.2.2 Policies

- 1) Council will accommodate educational facilities by permitting them to locate in the RP - Recreation and Park, CS - Community Service, and C1 - General Commercial Districts.
- 2) Council will accommodate schools by permitting them to locate in the CS - Community Service and RP - Recreation and Park Districts.
- 3) Council will work with the Creighton School Division and Northlands College to ensure that they have adequate and suitable land for future growth opportunities.

8.3 Protective Services

The Town of Creighton and surrounding area is policed by the Royal Canadian Mounted Police with the detachment consisting of 5 members. The detachment is located centrally in the community on Creighton Avenue. The Fire Department consists of a volunteer fire brigade of 20 members. The fire hall is located on First Street East next to the Town Hall.



Creighton's Fire Hall located on First Street East next to the Provincial Building.

Creighton has been assessed by the Ministry of Environment as a high risk area for potential wildfires. This is due to the potential wildfire behavior in the region and as well as other man made factors. The *Community Wildfire Risk Assessment Project Report* for Creighton revealed that less than 25% of households use *FireSmart* principles for protecting their homes from wildfires. This relates to the types of materials used in home construction to yard tidiness and availability of fuel for fires (i.e. location of woodpiles, combustibles, and vegetation). With distances between houses in the community less than 10 metres in some areas, following *FireSmart* principles to protect properties is essential to preventing the spread of fires in the community.

Creighton has an emergency response plan and regulations regarding open burning although the Town lacks a community fuel management plan which is regarded as one of the best preventative measures of wildfires.

Creighton's municipal water system has enough capacity to store twice the daily water demand which is the required amount for firefighting capabilities. The water system also exceeds the Ministry of Environment's minimum fire suppression requirements for pumping capacity and there are a sufficient number of hydrants spaced throughout the community to provide fire suppression for individual buildings.

8.3.1 Objectives

- 1) To provide a safe and secure community for residents and visitors.
- 2) To ensure that the Town provides the means to adequately equip and train emergency response personnel.
- 3) To ensure that protective and emergency services are provided at an appropriate level.
- 4) To develop and maintain a community fuel management plan.

8.3.2 Policies

- 1) Council will ensure that there is sufficient funding allocated towards the purchase and maintenance of emergency equipment and the training of emergency responders.

- 2) Council will ensure the municipal water system is capable of suppressing individual building fires as determined by the provincial guidelines.
- 3) Council will educate and encourage residents to follow *FireSmart* principles on their properties to reduce the spread of fires in the community. Council will also work to incorporate *Community FireSmart* principles into new and existing neighbourhoods.
- 4) Council will continue to have a good working relationship with the Province and the City of Flin Flon in dealing with emergency planning and response efforts.
- 5) Council will work with the Ministry of Environment to create a community fuel management plan.

8.4 Recreation and Park



Residents of Creighton have access to a wide range of recreational activities within the Town. Most of the recreational facilities are centrally located and surround the Sportex Ice arena. The school yard adjacent to the Sportex contains a baseball diamond, tennis courts, and basketball courts. Lions Park is also next to the Sportex arena and contains a Spray Park, Skateboard Park, and soccer field. Creighton also has many municipal reserves in the community; however, many of them are unusable for both recreation and development because they are rock outcrops. The Future Land Use Maps show the location of recreation and park space in Creighton.

8.4.1 Objectives

- 1) To provide a broad range of recreational opportunities for residents and visitors.
- 2) To maximize the use of recreational and park facilities in the community.
- 3) To enhance the outdoor recreational experience for residents and visitors.

8.4.2 Policies

- 1) New residential subdivisions will provide appropriate sites and areas for park and recreation space through the dedication of land as municipal reserve. In areas where park is not suitable, Council will arrange for cash in lieu of dedicated lands to be provided for the development of other recreation areas.
- 2) In commercial and industrial subdivisions, Council may request dedication of land where the site is adjacent to a waterbody, otherwise cash in lieu will be the preferred option.
- 3) Areas that have significant development constraints such as muskeg and bedrock will be left in a natural state and used as open space. Passive activities such as hiking and trail development will be encouraged.
- 4) Council will continue to maintain and improve park, playground, and open space development.



Creighton's Sportex Ice Centre on White Street.

8.5 Heritage, Cultural, and Institutional Facilities

8.5.1 Objectives

- 1) To ensure that residents and visitors have access and opportunities for cultural enjoyment.
- 2) To promote local culture and history by supporting and accommodating cultural institutions in the community.
- 3) To support and encourage the growth and appreciation of arts and culture.
- 4) To ensure heritage resources are identified and protected where development occurs.

8.5.2 Policies

- 1) Council will support initiatives to provide and improve local arts and culture opportunities.
- 2) Places of worship, community centres, multiplex facilities, halls, and other places of assembly will be permitted and encouraged in the community.
- 3) Council will work towards making the best use existing facilities to maximize their use and provide affordable and assessable community facilities.
- 4) Council will ensure community facilities are well managed and well maintained.
- 5) Council will ensure development or any other activities likely to affect heritage resources will be subject to review and, if necessary, a heritage resource impact assessment.



9. Natural Environment

9.1 Ecological Integrity

Ecological integrity is the ability of an ecological system to support and maintain a community of organisms that has species composition, diversity, and functional organization comparable to those of natural habitats within a region. The Town of Creighton is committed to respecting natural processes occurring within the municipality and preserving and enhancing them.

9.1.1 Objectives

- 1) To ensure the ecological functions in Creighton are preserved and enhanced.
- 2) To ensure development respects natural drainage and wetland processes.
- 3) To support land use and development that preserves environmentally sensitive areas.
- 4) To identify and protect important ecosystems and other natural features.

9.1.2 Policies

- 1) All solid, liquid, and hazardous waste disposal will comply with provincial regulations and will not adversely affect ecological processes.
- 2) Council will support the creation of an integrated plan for the surface water and ground water management and drainage.
- 3) Wherever possible, important natural areas, features, and systems shall be integrated into development areas and form part of a park as municipal reserve of dedicated lands.
- 4) Council will ensure that new development will not result in unnecessary or adverse alteration of surface or subsurface drainage by the developer. Where necessary, the developer may be required to provide additional information in regard to existing and proposed drainage patterns.
- 5) Council will ensure land use and development preserves environmentally sensitive areas.

9.2 Land

Creighton is located in the Precambrian Shield and boasts beautiful landscapes and environmental resources. Creighton is surrounded by northern boreal forest and lakes, thus Council wants to ensure that quality of the natural environment is preserved. Tourism is a large industry in Creighton, and maintaining and enhancing the natural setting is instrumental in attracting visitors. Council is committed to ensuring that future land use and development does not adversely impact the environment. Where environmental damage occurs Council is committed to mitigating the problem and encourages innovative solutions to restore damaged areas.

The Hudson Bay Mining and Smelting Company have been operating a fully functional mine and base metal smelting complex in Flin Flon since the 1930's. This mining activity has increased the content of smelter related metals in the environment. Studies have been undertaken to assess the exposure and human health risks in the Flin Flon and Creighton area. The overall conclusion of these documents is that the likelihood of adverse health effects to area residents from exposure to the metals evaluated is negligible to low. Studies investigating the effects of local mining on humans and the environment are important and valued by the community.

9.2.1 Objectives

- 1) To provide an environmentally safe, sustainable, and visually pleasing community for residents and visitors.
- 2) To ensure sound management of land in the community.
- 3) To protect and restore wildlife habitat, trees, and natural vegetation in the community.
- 4) To minimize future environmental problems caused by unregulated development or disregard for site conditions.
- 5) To ensure future development is suited to the site, and that the land can support the proposed development.

9.2.2 Policies

- 1) Council will assist the appropriate agencies to identify contaminated sites that may exist in the community and cooperate on the development of appropriate mitigation plans for those sites.
- 2) In the event that a site is slump prone or otherwise hazardous for the proposed use; or if a proposed development may injuriously affect the safety or suitability of nearby lots, Council may require a geotechnical report as prescribed in the Zoning Bylaw.
- 3) Council will support local and regional projects that restore natural areas in the community and increase environmental quality.
- 4) Proper management and safe disposal of sewage, solid, industrial, and hazardous waste will comply with the applicable legislation.
- 5) Where a development involves the onsite storage or handling of hazardous substances, it shall comply with the applicable legislation.
- 6) Where a development involving the storage of hazardous substances ceases, the Town shall be notified and the site will be decommissioned in compliance with applicable legislation.

9.3 Forest

In the 1920's and 1930's the Hudson Bay Mining and Smelting Company cut much of the forest in Creighton and Flin Flon for fuel and lumber. Forest fires have also damaged vegetation in the Town and surrounding area. Mining has increased the acidity and metal content in the soil, consequently reducing the ability for vegetation to recover. Much of the exposed topsoil has been washed away exposing bedrock that cannot support vegetation. "The Green Project" is an initiative to restore Creighton's natural vegetation. The reforestation project treats soils with crushed limestone to counteract the negative effects of metal concentration and acidity. The project has been operating for over ten years and positive results have been made. Council will support projects like these to restore natural areas to their original conditions.

9.3.1 Objectives

- 1) To effectively manage and protect the integrity of the urban forest in the Town of Creighton.
- 2) To maintain a healthy, safe, and attractive public street and park tree population in Creighton.

9.3.2 Policies

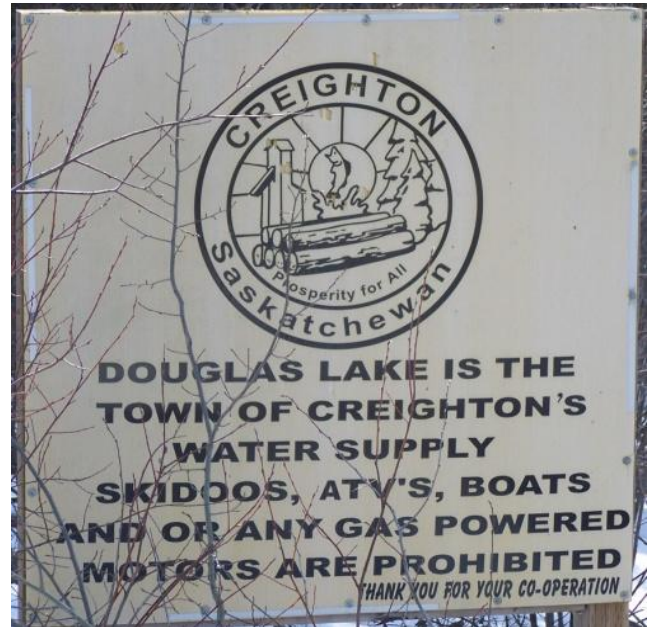
- 1) Retain safe and healthy trees and plant new trees on municipal properties.
- 2) Promote and encourage the protection of safe and healthy trees in the municipality.
- 3) Remove hazardous trees on public right of ways and trim trees to ensure a clear visual path to traffic signals, signs, and street lights.



Before and after picture of an area in Creighton targeted by “The Green Project.”

9.4 Shoreline, Water Bodies, and Source Water Protection

Douglas and Bootleg Lakes are the water sources for Creighton's municipal waterworks system. These sources of water are located just outside the southern boundary of the Town in the Northern Saskatchewan Administration District. Land use and development around these lakes within the municipality will be restricted to ensure this source water is protected from pollution and contamination. *The Subdivision Regulations* require a 1,500 metre setback from the intake pipes of water treatment plants which includes the southernmost area of Creighton (see Map 1: Municipal Constraints). No subdivision or development will take place within this area identified on Map 1: Municipal Constraints. Creighton contains other lakes including Hilary, Bomber, Myo, and Key Lake (See Map 3: Town of Creighton Surrounding Waterbodies). All provincial and municipal setbacks for development will be respected around these waterbodies.



9.4.1 Objectives

- 1) To ensure sound management of water resources.
- 2) To protect and restore wildlife habitat, wetlands, and natural shoreline vegetation.
- 3) To protect development from flooding and hazards to persons and property.
- 4) To protect municipal drinking water.
- 5) To enhance and maintain the visual appearance and public access of lakefront areas for recreational and aesthetic purposes.

9.4.2 Policies

- 1) New subdivisions and infill development within the 1:500 flood event level will comply with the safe building elevation set out in the Zoning Bylaw.
- 2) Council will ensure that all development and land use near waterbodies within the Municipality will comply with applicable provincial and federal water and fisheries regulations.
- 3) Council will prohibit future subdivision within the water intake setback (See Map 1: Municipal Constraints) around Douglas Lake to protect the municipal water source from contamination.
- 4) Council will work with Northern Municipal Services, the Ministry of Environment, and the Saskatchewan Watershed Authority to protect Douglas Lake outside of the municipal boundary.
- 5) Council will not sell or exchange shoreline environmental or municipal reserves.
- 6) Where there is a subdivision of land along the shoreline that cannot be defined as environmental reserve, development proposals will provide a municipal reserve along the shoreline that buffers the lake from development with a minimum 30 metre setback.
- 7) Where subdivision is proposed adjacent to a water body, Council will ensure that land is dedicated as municipal or environmental reserve as appropriate to protect sensitive areas and to ensure continued public access to the waterbodies.

9.5 Bedrock

Located in the Precambrian Shield the Town of Creighton has significant amounts of bedrock in the community. Bedrock poses development challenges for road construction as well as utility expansion. Developing bedrock areas is expensive and should be avoided if possible.

9.5.1 Objectives

- 1) To reduce development costs by avoiding land with severe development constraints.
- 2) To use available building methods in developable bedrock areas to make the most of existing municipal services.

9.5.2 Policies

- 1) Subdivision of land with severe bedrock areas will dedicate those areas as municipal or environmental reserve.
- 2) Areas with moderate constraints will be reviewed to determine if methods can be implemented to reduce or mitigate the constraint.

9.6 Sand and Gravel Quarries

9.6.1 Objectives

- 1) To accommodate appropriate sand and gravel extraction within the municipality.
- 2) To ensure that sand and gravel quarrying is developed and operated with minimal disturbance to the environment, including underlying aquifers.

9.6.2 Policies

- 1) Council will support sand and gravel quarrying provided the use is compatible with surrounding land uses and adjacent developments.
- 2) Applications for sand and gravel quarries must be accompanied by a reclamation plan.
- 3) Council may require a performance bond for sand and gravel quarries to ensure remediation.

10. Public Utilities

10.1 Water System

The Town of Creighton's water supply comes from Douglas Lake which is located 2 kilometres southwest of the community. A screened intake pipe extends 200 metres into the lake and draws water to the pump station, wet well, and ultimately the Water Treatment Plant (WTP). There is also an intake pump and pipeline that runs from Douglas Lake to Bootleg Lake. This pipeline was built to transfer water from Bootleg Lake to Douglas Lake in response to low water levels in Douglas Lake. This ensures that there is an adequate supply of water for the Town although recently levels in Douglas Lake have been adequate.



Creighton's Water Treatment Plant located on King Crescent.

Creighton's WTP was constructed in 1993 and is located at the corner of King Crescent and Creighton Avenue. It is expected that the current capacity will be able to handle the treatment demand for the next ten years (approximate population threshold of 2000). The WTP has enough space to add a second treatment unit inside the current building when demand increases. The central command system is housed at the WTP and controls the pumps at the Douglas Lake intake pump station.

Creighton has two potable water storage reservoirs. The main reservoir is located at the WTP and has a total capacity of 1,965,000 litres. The second reservoir is located at the Booster Station at the corner of Creighton Avenue and Main Street and has a capacity of 278,000 litres. This storage capacity is sufficient to provide twice the average daily demand which is a system

requirement for firefighting capabilities. The pumping capacity of the water system also exceeds provincial standards for firefighting guidelines.

SaskWater provides a waterworks system assessment every five years for the Town of Creighton. The 2010 report identifies decommissioning the old Booster Station as the most immediate issue that needs to be addressed.

10.1.1 Objectives

- 1) To ensure that residents have access to clean drinking water that meets the provincial quality guidelines.
- 2) To minimize the cost of expanding the water system into areas that provides extreme servicing problems.
- 3) To ensure that storage and flows meet the requirements for firefighting capabilities.
- 4) To ensure provincial standards compliance for water system design, expansion, and maintenance in new and existing developments.
- 5) To maintain an appropriate level of water service in the community to ensure that the potential for growth is not adversely affected.

10.1.2 Policies

- 1) The planning and development of water services will be based on:
 - a) conformance with environmental regulations;
 - b) the demand for services and the need for upgrading;
 - c) the financial resources of the Town;
 - d) the logical extension of existing services; and
 - e) growth trends.
- 2) Usage fees for water will be used to assist in recovery of operating and maintenance costs of the system.

- 3) Council will ensure that municipal water quality is maintained at a safe level.
- 4) Council will ensure development effectively utilizes existing water infrastructure and does not place an excessive burden on the municipal utility services.
- 5) Developments that require new or upgraded water services must be responsible for the provision and payment of these services. The developer will be required to enter into a serving agreement to cover costs of the installation or improvements.
- 6) Council will aim to carry out the recommended improvements (as prescribed by the Waterworks System Assessment Reports) in a timely manner.

10.2 Sewage System

Creighton has a domestic gravity sewer that serves all residential buildings in the community. Sewage is directed to four pump stations then carried to the Sewage Treatment Plant (STP) via sewage force mains. Most of the existing gravity sewer system is approaching 40 years old.

Sewage pumping station no. 1 is located at the intersection of First Street East and First Avenue. It was commissioned in 1964 and underwent upgrades in 1998. This pumping station collects sewage from the northeast side of Town and handles approximately 62% of the Town's total volume of sewage. Sewage pumping station no. 2 is located on the corner of Broderick Avenue and Park Street. It was commissioned in 1964 and underwent upgrades in 1989. This station moves approximately 25% of the Town's wastewater production. Sewage pumping station no. 3 is located at the end of Creighton Avenue on the northeast side of Town. This station was also commissioned in 1964 and was upgraded in 1989. This pumping station only serves a small part of the community handling about 2% of the total volume of wastewater. Sewage pumping station no. 4 is located on King Crescent near the sewage lagoon and was constructed in 1980. This station serves a very small portion of the community and is primarily used to lift backwash and sewage from the water treatment plant to the sewage treatment plant. The station handles approximately 13% of the total volume of the community's wastewater.

The sewage treatment plant was constructed in 1993/1994. It consists of four underground concrete tanks and a control building. Treated effluent is discharged into the old lagoon, where

it is retained for additional processing. Discharges from the lagoon flow into Myo Lake, a shallow wetland that drains east into Phantom Lake several kilometres to the southeast.

SaskWater provides a waterworks system assessment every five years for the Town of Creighton including sewage works assessment. The 2010 report identifies installing a backflow preventer on the transfer tank in the STP as the most immediate issue that needs to be addressed.

10.2.1 Objectives

- 1) To maintain existing municipal sewage service and monitor the performance of this service.
- 2) To ensure the provision of efficient sewage service necessary for the health and safety of the community.
- 3) To maintain an appropriate service level of sewage treatment to ensure the potential for growth is not adversely affected.
- 4) To ensure that sewer effluent is disposed of in an environmentally acceptable manner.
- 5) To minimize utility and infrastructure costs to the Town by avoiding expansion to areas which present extreme servicing constraints.
- 6) Developments that require new or upgraded sewer services must be responsible for the provision and payment of these services. The developer will be required to enter into a serving agreement to cover costs of the installation or improvements.

10.2.2 Policies

- 1) The sewage treatment plant will be operated and maintained in compliance with provincial standards.
- 2) The planning and development of sewer service will be based on:
 - a) conformance with environmental regulations;
 - b) the demand for services and the need for upgrading;

- c) the financial resources of the Town;
 - d) the logical extension of existing services; and
 - e) growth trends.
- 3) Areas not connected to municipal sewage system will be required to have pump out style holding tanks on site that are approved by Public Health, and be disposed of in the municipal sewage system.
 - 4) New sewage infrastructure will be planned, designed, and constructed with regard to future land use development plans in a manner that minimizes disturbance to the natural environment.
 - 5) Council will ensure that development effectively utilizes utility infrastructure and does not place excessive burden on municipal utility services.
 - 6) Council will aim to carry out the recommended improvements (as prescribed by the Waterworks System Assessment Reports) in a timely manner.

10.3 Landfill

Creighton's landfill is located inside the municipal boundary in the Heavy Industrial area on land owned by the Town. The 2009 volume of solid waste in the landfill was approximately 42,000 m³ with an estimate volume remaining for 80,000 m³. The volume may be increased assuming the final elevation of the site is increased. The total area of the landfill is approximately 46,000 m². The Town of Creighton has explored using the current landfill site with neighbouring municipalities as a regional landfill. This is due to the City of Flin Flon and the Pelican Narrows Reserve approaching the end of the useful lifespan of their landfills. This will reduce the number of years remaining in the life of Creighton's the landfill but will increase municipal revenues. The 2009 anticipated life remaining of the landfill with only the Town of Creighton using it was 24 to 33 years. The lifespan can be increased to 31 to 42 years if the landfill is compacted.

The Town provides garbage pickup twice a week as well as curb side recycling. Green for Life (GLF) Environmental Corporation in the City of Flin Flon provides recycling

services for the Town of Creighton. The recycling facility handles common recyclables as well as liquid commercial and industrial wastes, solvents, and oil related plastics.

10.3.1 Objectives

- 1) To reduce the amount of garbage going into the landfill to lower operational costs and extend its lifespan.
- 2) To investigate the possibility of developing a regional landfill.
- 3) To encourage recycling and the responsible disposal of hazardous and potentially hazardous materials.

10.3.2 Policies

- 1) Council will encourage partnerships with the private sector to ensure recycling and hazardous waste disposal programs are available to residents.
- 2) Council will promote recycling and waste reduction programs in the community.
- 3) Council will explore methods of public education to encourage recycling and reduction of garbage.
- 4) Council will ensure operation and maintenance of the landfill complies with provincial regulations.

11. Transportation

11.1 Highways, Streets, and Roads

Creighton is located on the border of Saskatchewan and Manitoba and is accessible by road from both provinces. Creighton is accessible from Highway 106 (Hansen Lake Highway) in Saskatchewan, and Highway 10 in Manitoba. Highway 106 turns into Main Street when it enters the Town of Creighton. Highway 167 to Denare Beach begins in Creighton and is a major commuting route between the communities of Flin Flon, Denare Beach and Creighton. Creighton is approximately 800 kilometres from Winnipeg, 400 kilometres from Prince Albert, and 525 kilometres from Saskatoon. All of the streets and roads in Creighton are paved with the exception of King Street and King Crescent in the Light Industrial area.

Creighton is within the North North East Transportation Planning Committee Area. Area Transportation Planning Committee's are an approach to involve local people and all levels of government in the planning of the provincial transportation system. The Transportation Planning Committee's include representation from rural and urban municipalities, Regional Economic Development Authorities, Saskatchewan Urban Municipalities Association, the Ministry of Highways and Infrastructure, and other stakeholders in the area.



Official opening of Highway 106 to Creighton in 1965.

The closest airport to Creighton is the Flin Flon airport located approximately 25 kilometres away on Highway 10 in Manitoba. The airport is owned and operated by the City of Flin Flon and has regular service operated by Calm Air and Bearskin Airlines. Scheduled service is available to The Pas and Winnipeg daily. The airport occupies over 500 acres and is operational 24 hours a day, 7 days a week.

11.1.1 Objectives

- 1) To provide a safe and efficient means of vehicular and pedestrian transportation throughout the community.
- 2) To develop and maintain appropriate transportation links in order to provide efficient movement of people and emergency services.
- 3) To protect the Town's capital investment in roads and public right-of-ways through continuing maintenance and improvement programs, and carry out road improvements in accordance with identified needs.
- 4) To ensure that roads are safe and their location and design do not encourage excessive vehicular speed.
- 5) To designate truck routes in the community for the movement of hazardous goods.
- 6) To participate in activities that improve the quality of the local and regional transportation system.

11.1.2 Policies

- 1) Council will develop maintenance and upgrading plans for new and existing roads in the municipality.
- 2) New roads will be planned and constructed with regard to land use and provision of suitable access. The Town will acquire property for road right-of-ways through dedication or agreement for purchase at the time of development or redevelopment of property.
- 3) New subdivisions will be required to enter into a servicing agreement and all road and sidewalk construction must meet Town requirements.
- 4) Sight triangles will be regulated in the Zoning Bylaw to ensure there is clear visibility at intersections of streets, alleys, and driveways.
- 5) Council will ensure that Creighton's interests are represented within the regional and provincial transportation strategies by participation in the North North East Area Transportation Planning Committee.

12. Site Specific Discussion

12.1 Phantom Lake Area



Phantom Lake beach area in the winter.

The Phantom Lake area is a recreational area southeast of the Town of Creighton. Two surveyed parcels (Parcel A – BQ53 and Parcel C – BQ5718, see Phantom Lake Annexation area on Map 2: Town of Creighton Future Land Use Key) that cover over 400 acres of land are owned by the Hudson Bay Mining and Smelting Company. The Hudson Bay Mining and Smelting Company originally developed the area in the 1920's and 1930's for mine workers and their families. The area includes a 9 hole golf course, clubhouse, driving range, soccer fields, picnic and beach area, campground and cottage development. Phantom Lake is an area of possible annexation and future development. Discussions between the Town of Creighton and the Hudson Bay Mining and Smelting Company regarding annexation have been ongoing for many years. This area provides an opportunity for further lakefront residential development. This is a desirable area located near the Phantom Lake golf course with lake views in close proximity to the Town. However, as it is not contiguous with existing developments, it will be cost prohibitive to service with sewer and water lines. Currently the cabins in this area use onsite water and sewer systems.

12.1.1 Objectives

- 1) To alter the Town boundaries to annex the Phantom Lake area.
- 2) To provide alternative options for residential development within the Town.
- 3) To increase the recreational opportunities and park space for Creighton residents.

12.1.2 Policies

- 1) Prior to the annexation of Parcel A Plan BQ53 and Parcel C Plan BQ5718, Council will ensure that private dwellings on these parcels are on registered surveyed lots.
- 2) Future development in the Phantom Lake area will respect the natural environment and comply with environmental regulations.
- 3) Municipal water and sewer will not be extended to the Phantom Lake area due to extreme physical constraints. Property owners will be responsible for onsite water and sewer systems that comply with provincial standards.
- 4) Once the annexation of Phantom Lake occurs Council will amend the Official Community Plan and Zoning Bylaw to include growth objectives and policies and to regulate development in the Phantom Lake area.



Phantom Lake public boat dock and golf course.

12.2 Treaty Land Entitlement (TLE)

The Peter Ballantyne Cree Nation (PBCN) people have occupied lands in northeast Saskatchewan for over a thousand years. The traditional land occupied by the Cree Nation encompasses over 50,000 square kilometres from the Saskatchewan/Manitoba border west to Trade Lake, north to Reindeer Lake, and south to Sturgeon Landing. This was the traditional hunting and gathering area of the Cree Nation and includes the area surrounding the Town of Creighton. Article 9.01 (a) of the *Saskatchewan Treaty Land Entitlement Framework Agreement* states that an agreement is required between the community and the First Nations before designating any land in the community as reserve. The agreement will cover tax loss compensation, compatible bylaws, and a method of resolving disputes.

12.2.1 Objectives

- 1) To develop a partnership with the PBCN, built upon respect for each other's jurisdiction and a common understanding of mutual interests.
- 2) To ensure compatibility of development between the Town and new reserve lands that may be established in and near the Town.

12.2.2 Policies

- 1) The Town of Creighton will require an agreement with any First Nation seeking to establish a reserve in or near the Town to cover matter such as:
 - a) compatibility of land use;
 - b) compatibility of bylaws;
 - c) compensation for tax loss;
 - d) payment of services provided; and
 - e) method for resolving disputes.
- 2) Council will collaborate and consult with PBCN with respect to any other area of mutual interest.

13. Plan Implementation, Tools, and Policies

This Official Community Plan will provide guidance for Council in making decisions regarding land use, zoning, subdivision, and development in general. These decisions must be made in conformity with the stated policies and objectives to ensure that the goals for the future development of Creighton will be achieved.

The following instruments and initiatives will be utilized in implementing this Official Community Plan:

13.1 Zoning Bylaw

In conjunction with this Official Community Plan, the Zoning Bylaw will control the use of land. The Zoning Bylaw establishes and prescribes uses and regulations for zoning districts. Regulations will vary in each zoning district but the policies and provisions will be consistent with this Official Community Plan.

13.2 Minor Variances to the Zoning Bylaw

Council will allow for minor variances to the Zoning Bylaw as a means of providing flexibility in the administration of the bylaw and as a way of providing timely development decisions. Council may approve the variance if the general intent of this Official Community Plan and Zoning Bylaw are maintained. The Zoning Bylaw will identify how the site standards may be varied. The Zoning Bylaw will also establish a procedure for processing and recording of minor variance applications.

13.3 Subdivision and Concept Plans

Council directs the subdivision of land through the Official Community Plan and Zoning Bylaw. Subdivision will be supported where it meets the requirements of this Official Community Plan and Zoning Bylaw. Council will apply these tools to guide subdivision and lot design, street

layout, location of municipal reserve and other dedicated lands, as well as exercise control over utility easements and leases.

Concept plans will be used to:

- provide preliminary plans for proposed development;
- guide the phasing of development;
- identify street and lot layouts, land use, and density of development; and
- determine the location of any school site, park, or pathway.

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

- occurs in an efficient and cost effective manner taking into consideration the Town's capital works program and financial capability;
- is orderly and geographically contiguous (insofar as practical); and
- provides sufficient land so that market demands for land are met.

13.4 Rezoning of Land

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

- conformity to this Official Community Plan;
- suitability of the site for the proposed development;
- compatibility of existing adjacent land use;
- provision of dedicated lands as may be required for subdivision;
- the Town's financial capability to support the development;
- the adequate provision and timing of development of municipal services; and
- the completion of a servicing agreement for onsite and offsite services.

13.5 Servicing Agreement

Where Council requires a servicing agreement, the agreement becomes a condition of approval of a subdivision by the approving authority. The agreement will ensure that municipal

standards are met for capital works and ensure that such infrastructure development costs are borne by the developer and their customers. A servicing agreement will be required unless there are no services or offsite levies required for a subdivision. Council may consider a general municipal share in the cost of offsite infrastructure where the improvement is designed to serve more than the subject subdivision.

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

Developers will be required to provide a grading and leveling site plan for new subdivisions. The plan will show the future drainage patterns of the proposed subdivision to ensure that the amount of serviceable and developable land is maximized.

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

13.6 Building Bylaw

In accordance with section 7(1) of *The Uniform Building and Accessibility Standards Act*, the Town will ensure that building construction is regulated so that new construction is physically acceptable to the community. The building bylaw will control the minimum standard of construction through the issuance permits.

13.7 Land Acquisition

In accordance with *The Northern Municipalities Act, 2010* Council may purchase land for urban development. In this regard Council may consider the purchase of land for subdivision or development to:

- facilitate urban development including public facilities;

- provide affordable housing;
- facilitate the relocation of non-conforming uses; and
- establish lot prices based on the recovery of development costs.

13.8 Intermunicipal and Interjurisdictional Cooperation

Council is interested in promoting Intermunicipal and Interjurisdictional initiatives that focus on a cooperative approach to providing cost efficient services (fire protection, recreation, health care, emergency services, and economic development). The Town will continue to work in partnership with the Province, the City of Flin Flon, the Northern Village of Denare Beach, Peter Ballantyne Cree Nation, and other agencies as a means of providing and sharing services effectively and efficiently.

13.9 Capital Works Program

In accordance with *The Northern Municipalities Act, 2010* Council will prepare a capital works plan that will be coordinated with policies of this Official Community Plan to ensure the effective and efficient control of development and public spending.

14. Monitoring and Amendment

This Official Community Plan establishes policies that are expected to meet anticipated residential, commercial, and industrial needs within the financial and servicing capabilities of the community. These policies will serve as a basis for detailed planning and servicing. To ensure the effectiveness of this Official Community Plan in meeting the overall community objectives, Council will monitor the local situation and evaluate the appropriateness of this document and its policies.

Council will require an administrative review of this Official Community Plan exploring the need for revisions or for legal consolidation of adopted amendments at least once every five years. An office consolidation shall be maintained to keep the working copies current.

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

- appropriate community development and public interest; and
- overall community objectives as established by this Official Community Plan.