Item 5b



Regional Oversight Committee (ROC) April 24, 2020

# **Regional Plan Land Use Map Amendment**

REPORT TITLE:	West Sector Plan
	Increase Urban Residential Neighbourhood and decrease Urban
	Commercial/Industrial within West Sector Plan Area of Martensville
	and change the designation of SE¼ 31 and W½ of SW 32-38-5-W3
	from Urban Residential Neighbourhood to Agriculture
P4G MUNICIPALITY:	City of Martensville

# RECOMMENDATIONS

- 1. That the Regional Oversight Committee endorse in principle the Regional Land Use Map, appended to the Saskatoon North Partnership for Growth Regional Plan as Exhibit 2, by amending the land use designations as shown in the attached Report from the City of Martensville; and,
- 2. That a copy of this report be forwarded to the Rural Municipality of Corman Park, Cities of Martensville, Warman and Saskatoon and the Town of Osler for endorsement in principle by each partner Council.

# **REPORT HIGHLIGHTS**

- The purpose of this report is to recommend endorsement, in principle, of an amendment to the Regional Land Use Map that forms part of the Saskatoon North Partnership for Growth (P4G) Regional Plan;
- The P4G Regional Plan has received endorsement by the Regional Oversight Committee (ROC) and by its partner Councils but has not received final approval by the Ministry of Government Relations. As such, this request falls under the Interim Regional Plan Changes process, as outlined in the P4G Governance and Implementation Strategy; and
- The City of Martensville has been working with a developer on drafting a Sector Plan for the subject lands. Research and market studies for the Sector Plan has determined an oversupply of land designated Urban Commercial/Industrial in the plan area. The City is proposing to reduce the amount of Urban Commercial/Industrial and replace it with Urban Residential Neighbourhood. Further, to maintain the amount of land necessary for the 1 million regional population projection, an equivalent amount land in the RM of Corman Park would be redesignated from Urban Residential Neighbourhood to Agriculture to offset the increase in Urban Residential Neighbourhood in the plan area.

## DISCUSSION

Amendments are addressed in Section 29 – Governance of the Regional Plan. Accordingly, no amendments to the Regional Land Use Map shall be considered unless a concept plan or other detailed planning for the area has been completed by the municipal council. This requirement aligns with the Section 7.06 of the Regional Plan whereby "the general land uses for the District are identified on the District Land Use Map. These land uses are intended to guide refinement through more detailed planning."

The City of Martensville, working with a developer, has undertaken comprehensive detailed planning to support a Sector Plan for the recently annexed lands west of Highway 12, lands that continue within the purview of the Regional Plan. The annexation is intended to address the long term growth of Martensville and based on the assessment of community needs a reallocation of regional land use designations is necessary.

When considering an amendment to the Regional Plan, the impact of the proposed change on the rest of the Regional Plan and the future development of the Region should be examined. Martensville reviewed the impact of replacing a significant portion of the Urban Commercial/ Industrial area with Urban Residential Neighbourhood areas. A market study for the West Sector Plan Area concluded that the Urban Commercial/Industrial areas were over allocated for the City and that a reduction was warranted. Further, it was determined that the addition of Urban Residential Neighbourhood area would increase the amount of land beyond the 1 million population within the Future Urban Growth Areas. To compensate, Martensville is recommending the P4G redesignate an equivalent amount of land immediately outside the city and within the 1 million population Future Urban Growth Area from Urban Residential Neighbourhood to Agriculture. The City consulted with the RM of Corman Park in identifying the lands to be redesignated from Urban Residential Neighbourhood to Agriculture.

The application was circulated to PAC members for review and comment. Comments were received were from the City of Saskatoon and the RM of Corman Park. Saskatoon did not object to the amendments, however, noted that the development could have implications for regional infrastructure, including transportation, and suggested the P4G partners plan to discuss further how to address the impact of regionally significant developments through current Regional Retail conversations and the upcoming Regional Commercial and Industrial Market Study.

The RM of Corman Park indicated that the amendments had merit and agreed with the approach by the City. Both Saskatoon and the RM indicated that the future Regional Commercial and Industrial Market Study, planned for 2021, would bring further clarity to the allocation of Urban Commercial/Industrial lands in the region and may result in additional map amendments in the future.

In summary, the proposed amendments in support of the West Sector Plan are consistent with the principles and policies in the Regional Plan. In this regard, the P4G Director recommends approval of the Land Use Map amendments by the Regional Oversight Committee.

# ATTACHMENTS

1. West Sector Plan - Regional Land Use Map Amendment Report

# Map Amendment Request Submission to P4G ROC Submission Martensville West Sector Plan March 26<sup>th</sup>, 2020

### 1. Background

In 2017, the ROC (Regional Oversight Committee) and member partner Councils endorsed in principle the Draft Regional Plan, Regional Servicing Strategy and Regional Governance and Implementation Strategy. This package of documents included the Draft Regional Land Use Map (RLUM). As the RLUM is meant to be a living document, the plan specifically permits amendments:

"The general land uses for the District are identified on the District Land Use Map. These land uses are intended to guide refinement through more detailed planning."

Since that time, the map has been amended once. The map amendment was to accommodate the proposal for a nutrient recycling facility and this amendment followed the Interim Governance Change Process Flowchart contained within the Regional Governance and Implementation Strategy. The proposal provided the rational for refinement at that location and the Partners successfully endorsed their first map amendment.

In 2019, the Draft RLUM received updates to linework to reflect the Saskatoon Freeway alignment and the Martensville boundary alteration. This did not require the same level of endorsement as the map amendment as these changes were updates to add background information to the map and not changes to land uses.

The City of Martensville and project sponsor, North Prairie Developments has been developing a plan for new urban neighbourhoods called the West Sector Plan. This plan is entirely between Highway 12 and Range Road 3055 and proposes land for future urban neighbourhoods and future commercial lands from where services to the roughly 13,000 people living in the neighbourhoods can be provided. The entirety of the West Sector Plan is located within the Exhibit 3 of the Draft Regional Plan - 700,000 Future Urban Growth Areas and covers a development area of 271.7 hectares (671.4 acres). Of the 271.71 ha, 239.8ha are located within the City of Martensville corporate boundaries and 37.9ha includes four outlying acreages within the Rural Municipality of Corman Park corporate limits.

The plan was developed using the following principles: complete community, enhanced quality of life, diverse housing options, open space & recreation and connectivity. Proposed land uses include residential, recreational and commercial. The inclusion of the four acreages provides flexibility of timing to incorporate the development of these lands to when the landowners are in a position to develop at an urban density without landlocking or sterilizing their lands due to inaccessible infrastructure or connectivity at that time.

Through the development of the background reports and West Sector Plan, it has become apparent that the West Sector Plan will not align with the current P4G Draft RLUM. As such, the

City of Martensville is applying for a map amendment to the P4G Draft RLUM based on concept planning and refinement due to the new information brought forward.

## 2. Timing:

The City of Martensville has hired a consultant to update the Martensville Official Community Plan (OCP) and expects this process to be completed Fall of 2020. As part of the update of the OCP, the goal is to include the adoption of the West Sector Plan with that bylaw amendment. Prior to formal adoption of the West Sector Plan, the City of Martensville is requesting P4G consider a map amendment to the Draft RLUM so that both maps are in alignment prior to submission of City documents to Community Planning for approval.

As the Draft Regional Plan has received endorsement by the ROC and by its member Councils but has not received final approval by the Ministry, this request would fall under the Interim Regional Plan Changes process, as outlined in the P4G Governance and Implementation Strategy, Interim Regional Plan Change Process Flowchart.

PAC (Planning and Administration Committee) reviewed the proposal and provided comments to Martensville. The next step is to forward the report to ROC for consideration. The goal is to have ROC recommend referring the proposed amendment to partner Councils for endorsement and that endorsement process completed prior to finalizing the City of Martensville's OCP amendment. Alignment of the maps is a critical piece when applying for Ministerial Approval of the Official Community Plan amendment.

	P4G	Gross Developable WSP	Difference
Area of Residential Lands	144.5 ha (357 ac)	231.6 ha (572.3 ac)	Increase 87.1ha
within WSP area			(215.3 acres)
Area of Industrial/Commercial	125.7 ha (310.6 ac)	33 ha (81.4 ac)	Decrease 92.7 ha
Lands within WSP area			(229.2 acres)
Arterial Roads	1.5 ha (3.6 ac)	7.1 ha (17.6 ac)	
Total Lands	271.6 ha (671.2 ac)	271.6 ha (671.3 ac)	

### 3. Differences between the Draft Regional Land Use Map & West Sector Plan Land Use Map

### 4. Amendment Options

The Draft Regional Land Use Plan requires future urban growth to be guided by concept plan or detailed planning. The concept plans will delineate the residential, commercial and industrial areas and provide details such as population and job numbers to show the plan meets the minimum thresholds outlined in the plan (17.3 units/hectare and 50 job/people/ha). If, through detailed planning/concept planning, it is found the Draft RLUM needs to be refined, an application to consider an amendment to the regional map is to be forwarded to P4G for partner consideration. As the Draft Regional Plan has not been formalized, the submission is to be presented to the P4G members in the spirit of cooperation and sensitivity to any of the other P4G member concerns. Options for an amendment include:

- a) Partners accept an increase in the population and/or job numbers to exceed the one million people goal as outlined within the plan;
- b) Partners accept a map amendment where the location of particular land uses are swapped to re-allocate specific land uses to more specific locations based on more detailed study AND the one million people and job estimates are maintained; or
- c) Partners accept the reduction of the amount of lands within a specific land use on the RLUM AND the number of people or jobs in the region does not exceed one million with the development of the proposal.

### 5. Amendment Request

With the development of the West Sector Plan, the background report studying market conditions and opportunities indicates that the allocation of Urban Commercial/Industrial lands within the West Sector Plan area on the Draft RLUM are over-allocated (92.77 ha/ 229.26 acres). In the absence of the Regional Market Study, the City of Martensville is requesting P4G Partners consider the reduction of required Urban Commercial/Industrial lands within the West Sector Plan.

Further to this, the City of Martensville requests that Urban Residential lands replace where the removed Urban Commercial/Industrial lands were. In order to ensure the population threshold of one million people not be exceeded, it is suggested that these additional Urban Residential lands be offset by returning Future Urban Residential lands back to Agricultural lands. The RM of Corman Park was consulted in determining the best locations to allocate these lands and feedback was provided. The lands suggested to revert from Future Urban Growth to Agricultural include SE ¼ 31-38-5 W3rd and the West half of the SW ¼ 32-38-5 W3rd. Attachment 5 Proposed Draft Land Use Map Amendment

### 5. Evaluation Criteria

As outlined in the P4G Governance and Implementation Strategy, amendments to the P4G Draft RLUM are subject to the following conditions:

a. Changes to the RLUM must be supported and submitted to P4G for consideration by an affiliated municipality.

- The City of Martensville is supportive of the proposed West Sector Plan and is submitting a request for a map amendment to the Draft Land Use Map for consideration by P4G.
- b. Changes to the RLUM should be supported either by new information not considered during the development of the P4G Regional Plan, or a change in the planning context that requires consideration in the RLUM;
  - The background documents for the sector plan development and the subsequent West Sector Plan have brought forward information that refinement of the Draft RLUM is necessary. It was found that the allocations necessary to support a neighbourhood the size of the West Sector Plan was significantly over allocated on the Draft RLUM.
- c. Changes to the RLUM must be supported with a rationale that is reviewed and confirmed by PAC;
  - PAC reviewed and confirmed the supporting documentation. City of Martensville provided clarification within this document where necessary and included PAC comments as Attachment 6.
- d. Changes to the RLUM should be supported by a Concept Plan or other study;
  - The West Sector Plan is nearing completion. Remaining pieces include amendment to the Draft RLUM to align both pieces, continued public consultation, the public hearing, OCP adoption by City Council and Ministerial approval of the OCP amendment. After adoption of the West Sector Plan, next steps will include concept plans for each development area identified within the Sector Plan.
- e. Changes to the RLUM should not adjust the total amount of land in each land use category or provide a rationale acceptable to PAC and ROC to justify the change;
  - The Draft RLUM amendment request by the City of Martensville is to reallocate Urban Residential and Urban Commercial/Industrial land uses on the Draft RLUM within the West Sector Plan boundaries. The intent of this amendment is to ensure a complete community will be developed in a thoughtful, phased and cohesive fashion. The amendment request can be summarized in two parts:
    - Based on the Market Study finding, Urban Commercial/Industrial lands are over allocated within the West Sector Plan area. The oversupply of Commercial/Industrial lands within Martensville corporate boundaries are requested to be removed from the Draft RLUM; and
    - Urban Residential lands will replace the oversupply areas of lands designated Urban Commercial/Industrial. In order to avoid creating an oversupply of Urban Residential lands on the map (exceed the one million people estimate), some lands will have to be returned to the Agricultural land designation.

- The overview of the request is included in Attachment 1 and a map of the West Sector Plan land uses in Attachment 2. The Current RLUM and proposed RLUM are also attached as Attachments 3-5.
- *f.* The proposed change otherwise complies with the principles and strategic directions of the Regional Plan.
  - The proposed change complies with the principles and strategic directions of the Draft Regional Plan. The plan also complies with the policies of the Draft Regional Plan. Examples include:

### **Regional Plan Policy**

12.15 Urban Residential Neighbourhood Area Density Targets New Concept Plans and other development plans for Urban Residential Neighbourhood areas shall achieve a minimum of:

a. 17.3 housing units per gross developable hectare (7 units per gross developable acre), or

*b.* 50 residents and jobs combined per gross developable hectare (20.2 residents and jobs combined per gross developable acre).

### West Sector Plan Policy

3.4.1 (a) The Martensville West Sector Plan area shall achieve a minimum density of 17.3 units per gross developable residential hectare (7 units per gross developable residential acre) or 50 residents and jobs per gross developable hectare.

#### Attachment 1 Land Allocation Differences Between RLUM and West Sector Plan

Land Anocation Differences between Neon and West beetor Fran					
	P4G	Gross Developable WSP	Difference		
Area of Residential Lands	144.5 ha (357 ac)	231.6 ha (572.3 ac)	Increase 87.1ha		
within WSP area			(215.3 acres)		
Area of Industrial/Commercial	125.7 ha (310.6 ac)	33 ha (81.4 ac)	Decrease 92.7 ha		
Lands within WSP area			(229.2 acres)		
Arterial Roads	1.5 ha (3.6 ac)	7.1 ha (17.6 ac)			
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# P4G January 2016 Land Use Memo Excerpt

LAND USE TYPOLOGY + ASSUMPTIONS

LAND USE	People / Hectare	Jobs / Hectare	SOURCE
Residential			
Country Residential	2.11	0	Based on the RM of Corman Park's existing zoning bylaw (2.5 acre lots).
Urban Residential Neighbourhood	50	5	Based on an assupption of 7 units per acre (gross), which is broadly reflective of many newer existing and planned residential neighbourhoods in the region; jobs account for small-scale, local neighbourhood commercial and institutional that is not detailed at this scale, and is based on modelling completed for Saskatoon's <i>Growing Forward</i> project.
Urban Mixed-Use Commercial / Residential Node	50	21	Consistent with Urban Neighbourhood density, but with a higher employment rate that is in line with employment densities used in modelling completed for Saskatoon's <i>Growing Forward</i> project.
Mixed Employment			
Rural Mixed Employment	0	13	Based on a combination of precedents regarding rural industrial and commercial development, this represents lower density commercial and industrial development with minimal, and on-site servicing.
Urban Mixed Employment	0	38	Using the City of Saskatoon's ratio of employment space stated in the 2011 City of Saskatoon Commercial and Industrial Development Study: retail - 31.4%, office - 16.1%, and industrial - 52.5%, this jobs per hectare assumption reflects a blend of the assumptions being used in current City of Saskatoon growth planning to accommodate a general mix of employment-focused land uses.
Open Space			
Agricultural Research	0	3	Based on information received from the City of Saskatoon's staff on draft work on the Growing Forward project.
Agriculture	0	0.02	A general assumption to reflect the low job density ratio of this land use.
Conservation + Drainage	0	0.02	A general assumption to reflect the low job density ratio of this land use.

#### West Sector Land Allocations

## SECTION 03 - VISION & GUIDING PRINCIPLES



#### Table 4: Population & Job Projections

	Hectares	Acres	
Total Plan Area (TPA)	271.71	671.39	
Less Community Commercial	32.95	81.41	
Less Highway 12 Municipal Buffer (MB)	5.22	12.90	
Less Stormwater Retention/Detention Facilities (MUP)	7.10	17.54	
Less Existing Mierau Road ROW	1.47	3.63	
Less Road Widening, Range Road 2055 & Mierau Road	3.34	8.26	
Less Arterial Roads	2.33	5.76	
ບັນ Less Joint Use School Site (MR)	4.88	12.06	
Gross Developable Residential Area (GDRA)	214.42	529.83	
P4G Density Target	7 upa/17.3 uph	3,709 units	
Estimated Population	3 people/unit	11,126 people	
Estimated Commercial Jobs*	1 job/50m2 of 96,156 m2 of retail buildable area	1,923 jobs	
Estimated Residential / Home Based Jobs	2.4 % of estimated population of 11,126 people.	267 jobs	
Estimated Total Jobs		2,190 jobs	
Total People and Jobs	13,316		
People and Jobs/gross developable hectare**	50.3		

#### \*Assumptions used in determining retail buildable area:

- Total Estimated Commercial Area in Sector Plan is approximately 88 acres (81.41 Community Commercial and 6.5 acres of commercial in Neighbourhood Hubs).
- Assuming the commercial sites are built at a FAR of 0.27, this equals 23.76 acres (96,156 m2) of building area

#### \*\*Gross Developable Hectare calculation:

 Total Plan Area of 271.71 hectares minus undevelopable area of 7.14 hectares (Exising Mierau Road ROW, Road Widening for Range Road 2055 & Mierau Road, and Arterial Roads) equals 264.57 hectares of gross developable area.

Martensville West Sector Plan December 2019 35



SECTION 03 · VISION & GUIDING PRINCIPLES

### Attachment 3a Current Endorsed Draft Regional Land Use Map



ENDORSED SEPTEMBER 25, 2017

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Attachment 3b Current Endorsed Draft Regional Land Use Map



Attachment 4 Previous Draft Regional Land Use Map & New City Boundary

# Attachment 5 Proposed Draft Land Use Map Amendment



# Attachment #6 Comments from Partners regarding Proposed RLUM Amendment (discussion in Blue from Martensville)

### Saskatoon:

As discussed at various P4G meetings, thank you for circulating the proposal to amend the Regional Land Use Map (RLUM) from Urban Commercial/Industrial to Urban Residential Neighbourhood to enable the development of Martensville's West Sector, as proposed in the West Sector Plan.

We can advise that we do not object to the proposed amendment. We appreciate that the amendment report sets out the evaluation criteria for RLUM amendments from the P4G Regional Governance and Implementation Strategy and responds to all of them.

The amendment report contains a number of references to the regional market, in addition to the local or neighbourhood market, for the retail component of the proposed development. It has also been indicated that as a result of the proposed retail development, highway interchanges outside the West Sector would need to be constructed earlier than projected. This indicates the proposed retail development could have regional implications, including implications for intermunicipal and/or regional infrastructure. We would like to discuss this further with Martensville and the other P4G partners, consistent with recent discussions about regional retail development in the P4G region. Regional policies for future regional commercial are ongoing at both the PAC and ROC levels and the Regional Market Study will provide some clarity on how much Regional Retail can be sustained within the region. The Traffic Impact Assessment (TIA) did indicate that timing of improvements to the interchange (not an additional interchange) will be impacted by the rate of development of all growth areas around Martensville and not just solely due to the West Sector development area. As such, additional TIA's for development within the West Sector Plan area will be required as additional phases of development (both Commercial and Residential) occur and will form a background report for each Concept Plan necessary as per the West Sector Plan.

Our additional comments on the report itself are:

- For clarity for ROC, there has only been one other RLUM amendment Loraas. That is the parallel to this amendment request. The other changes to the RLUM were updates to linework to reflect decisions of other orders of government (i.e. Saskatoon Freeway alignment and Martensville boundary alteration). Corrected terminology within ROC package.
- The maps should clearly identify:
  - which lands in Corman Park are part of the West Sector Plan, including the locations of the 4 rural acreages; and Description of West Sector Plan updated and West Sector and P4G maps included for ROC.
  - which lands are proposed to be redesignated from Urban Residential Neighbourhood to Agriculture. Proposed P4G map included for ROC. Compare Attachments 4 & 5.
- We understand that engagement with the owners of the 4 rural acreages included in the West Sector, and with the owners whose land use designations are proposed to change from Urban Residential Neighbourhood to Agriculture, is to occur as soon as possible, and

before the RLUM amendment proposal is submitted to the P4G partners' Councils for endorsement. We understand that Martensville and Corman Park will reach consensus on the proposed exchange beforehand. Stakeholder meetings with affected landowner has been scheduled and met with Corman Park prior to presenting to PAC. Comments from Corman Park below.

- Clarification should be provided on when the West Sector lands that are still in Corman Park may be annexed, and when that may occur relative to urban development. Neither the Regional Plan nor the West Sector Plan provide timelines, but rather proposed phases based on milestones such as population growth. The City of Martensville does not own the acreages so do not have control over when a property owner might decide to request annexation. The Plan was developed to cohesively plan for future neighbourhoods (servicing, transportation, park spaces, drainage, etc.) and this can not be completed by isolating or landlocking any particular parcels of land. In order to do this, the Plan must include the acreages in the event that they someday are developed in an urban context.
- The rationale for including referral response timelines in the report isn't clear. Referral processes and timelines are to be discussed and confirmed as part of the new District Planning Agreement and/or associated process guides. Removed or reworded as necessary.
- Clarity is needed on the differences between amendment options (b) and (c) in Section 4, along with which of those options is being requested. Both would appear to change land use designations from Urban Residential Neighbourhood to Agriculture to retain the 1 million population threshold. Reworded to provide clarity.
- The lands proposed for urban development are in the Growth to 700,000 area; the lands proposed for exchange are in the Growth to 1 Million area. We assume that land exchanges must be acceptable to the affected municipalities, not that exchanges of land with different development horizons will always be acceptable. Discussion between the RM and the City found this to be the best option at this point in time.
- The market analysis focuses on the demand for retail space, and uses that as the rationale for reducing the amount of Urban Commercial/Industrial land. This is focusing on demand for space, and on one sector. A more holistic analysis, potentially as part of the Regional Commercial and Industrial Market Study planned for 2021, would be prudent. We do acknowledge that the amount of Commercial/Industrial land allocated around Martensville for future employment appears to be high. It does not reflect the employment patterns evident in current census data, and we acknowledge those patterns are unlikely to change significantly during the buildout of the West Sector. Agreed. The Regional Market Study will permit all partners to adequately plan for future demands for Commercial/Industrial lands.
- The report cites acres or hectares of land and floor area of buildings, for existing and proposed developments. The figures and their conversions should be consistent throughout the report, so that the amount of developed/zoned but vacant/proposed commercial space (for example) is clear. The variation arises from the quotes provided from the various studies and reports provided to PAC. These have been removed from the report to ROC so this be taken care of.

#### Corman Park:

Overall we think the proposal has merit but a few comments:

- We agree with the approach to trade areas and reduce the urban growth areas over exceeding 1 million population in growth areas.
- The SW 32 is currently a ¼ section in size. Removing the urban designation would leave ½ the lands as urban and ½ as rural densities. If the landowner wants to come forward in the future with a subdivision proposal for rural densities (i.e. 5 per ¼) how would we handle that on this ¼ section? For example, would this parcel be zoned AG District or Future Urban District as zoning is likely to relate to land use designations in this regard. If this is going to cause difficulties in implementation, we would recommend treating the whole ¼ a certain way. We are open to discussions on this but should be prepared when we need to inform the landowner of the amendment. Agreed that this is less than ideal to have a property that is shown this way. As map amendment is based on odd land use sizes, it will be difficult to find a perfect match to swap. Further, property owner, in the future, may want the entire property to be rural commercial/industrial or Ag or combination. It is best to deal with that once they have determined what they need.
- Does Martensville have a new job density number they are accepting in the municipality for future growth? We are assuming it is less than initial P4G density targets however the submission did not outline this. If there is a target for the West Sector Plan, is this similar or different to the existing growth areas in Martensville and P4G? There is not a specific job density defined. The City is asking for specific targets to be set by the Regional Market Study work. The West Sector projections are below the targets within the Regional Plan.
- We do recognize the upcoming regional market study may have further impacts on the land use map and further amendments by all partners may be necessary. Agreed.
- The RM has no issue with Martensville continuing internal Council discussions and/or public and stakeholder engagement on their Sector Plan without the P4G map changes being in place first.