

LAND USE APPLICATION

Saskatoon North Partnership for Growth District Official Community Plan Land Use Map Amendment Application- Viking Land Corp.- Pt. NW 10-37-4-W3

APPLICATION SUMMARY

An application has been made by Viking Land Corp. to amend Schedule B – District Land Use Map and Schedule C – Future Urban Growth Areas Map of the Saskatoon North Partnership for Growth (P4G) [District Official Community Plan](#) (DOCP). The proposed amendments include a change of land use from Urban Residential Neighbourhood to Rural Commercial/Industrial and removal of the subject lands from the P4G Future Urban Growth Areas.

RECOMMENDATION

That at the time of the Public Hearing, City Council consider Administration's recommendation that the proposed amendments to Bylaw No. 9720, The Saskatoon North Partnership for Growth Planning District Official Community Plan Bylaw, 2020, as outlined in this report, be approved.

BACKGROUND

P4G Bylaws

The P4G DOCP is jointly adopted by the Rural Municipality of Corman Park (RM), the Cities of Warman, Martensville and Saskatoon, and the Town of Osler, to manage land use and development in the P4G Planning District. The DOCP came into effect on January 1, 2022.

The DOCP includes policies and direction for guiding growth and development in the P4G Planning District as the regional population grows toward one million people, including consideration for both future urban and future rural development.

The DOCP includes:

- Schedule B – District Land Use Map (DLUM), which identifies general land use designations for the Planning District intended to guide the refinement of land use planning through more detailed planning;
- Schedule C – Future Urban Growth Areas Map (FUGA), which identifies the expected urban footprint as the P4G municipalities grow to populations of 700,000 and one million; and

Site Location and Context

The lands under consideration for this application include a portion of NW 10-37-4-W3, north of Highway No. 41, adjacent to Saskatoon's eastern boundary. These sites were previously approved for the creation of six 5-acre parcels of land, which were rezoned by contract to Arterial Commercial 2 District (DC2). This application includes the existing six parcels of land, two small parcels in the NE corner, as well as the remnant of the quarter section.

The area that includes these sites is designated as Urban Residential Neighbourhood and the sites are included in the Future Urban Growth Area to one million. Adjacent sites in the

P4G District are either designated Urban Residential Neighbourhood or Agricultural Research. Adjacent sites within the City of Saskatoon (City) boundary are designated as Institutional. No further concept planning work has been done in this area.

The subject lands are in proximity to the approved Saskatoon Freeway alignment. The current freeway alignment is west of the site, within City boundaries. Functional planning to refine the alignment has occurred and the functional plan proposes a change to alignment which would bisect the sites. At the time of writing this report, the Phase 2 Functional Plan has not been endorsed by the R.M. of Corman Park or the City's Councils.

DISCUSSION

The proposed amendments include a request for change of land use from Urban Residential Neighbourhood to Rural Commercial/Industrial and removal of the lands from the P4G Future Urban Growth Areas. No further details related to subdivision or potential rezoning have been provided at this time.

Proposed Amendments

On January 9, 2024, this application was presented to the P4G District Planning Commission (DPC) meeting. The DPC report, drafted by RM Administration, is included as Appendix 1. DPC recommended the following resolutions to the P4G municipalities:

- “ 3. That each P4G Member Municipality approve a bylaw to amend their P4G Official Community Plans by amending Schedule B to change the land use on NW 10-37-4-W3 Ext 5, Blk/Par A, B, D, E, F, G, H, J, and Roads within Plan 102331639 from ‘Urban Residential Neighbourhood’ to ‘Rural Commercial/Industrial’.
4. That each P4G Member Municipality approve a bylaw to amend their P4G Official Community Plans by amending Schedule C by removing on NW 10-37-4-W3 Ext 5, Blk/Par A, B, D, E, F, G, H, J, and Roads within Plan 102331639, the Growth area to 1,000,000 Future Urban Growth Area.
5. That DPC recommends each P4G Member Municipal Council direct their respective administrations to work on the creation of a land bank list for District OCP land use amendments that are not part of a concept plan planning process on criteria, organization, process, and timeline for future housekeeping amendments to re-allocate the land use.”

Policy Analysis

The DPC report provides a summary of the application and policy prepared by RM Administration. It highlights three key reasons to support the land use change to Schedule B. An analysis of key policy considerations by City Administration is provided below.

1. Land Use Compatibility – Policy 10.3.1 of the DOCP states:

“Development shall be compatible with surrounding uses.”

The DPC report notes that adjacent land uses are designated as Agricultural Research, which is not fully accurate. It is important to note that in addition to lands designated Agricultural Research, there are lands designated as Urban Residential

Neighbourhood, as well as lands within Saskatoon's boundary designated as Institutional. Additionally, there is an existing institutional use which is currently used as a private school on the NW corner of the same quarter section, adjacent to the sites. No detailed planning or analysis has been provided in the application or in the DPC report outlining if or how a Rural Commercial/Industrial land use would be compatible with these Urban Residential Neighbourhood or Institutional land uses.

The recently proposed alignment of the Saskatoon Freeway in the Phase 2 Functional Plan would bisect the subject sites, as well as other nearby sites. The proposed Highway 41 re-alignment would have further impacts, if approved. As a result, it may be challenging for the subject lands, as well as nearby lands to be developed in alignment with the currently approved DLUM. Without the approval of the proposed new Saskatoon Freeway alignment, it is not clear if these sites would be compatible with surrounding land uses. Considering the land uses for the entire area once the freeway alignment is confirmed would have been the preferred approach by Administration.

2. Detailed Planning Required – Part 5 – Implementation, Policy 31.3.2 of the DOCP states:

“No amendments to Schedule B – District Land Use Map shall be considered unless a Concept Plan or other detailed planning for the area has been completed, unless otherwise provided for in the P4G District Planning Agreement or the policies of this Plan.”

The information provided by the applicant is limited to the subject sites and existing uses and does not consider currently approved land uses in the broader area, nor the implications on adjacent approved land uses. If the application proceeds, it would make it difficult for Urban Residential Neighbourhood development to occur on the parcels to the north and northwest of this site in alignment with the approved DLUM. This would be due to the resulting size and layout of the remaining Urban Residential Neighbourhood designated parcels making it challenging to service the area and develop it in a way that meets the typical expectation for residential neighbourhood development.

3. Consideration of Impacts. Part 5 – Implementation, Policy 31.3.3 of the DOCP states:

“When considering an amendment to this Plan, the impact of the proposed change on the rest of the Plan, the total amount of land in each land use designation on Schedule B – District Land Use Map, and the future development of the District should be examined.”

No analysis of impacts has occurred as part of this application nor in the report provided to DPC. As outlined in the DPC report, the RM states that recommendation 5 – P4G municipalities develop a land bank list – satisfies policies in the P4G Official Community Plan, including Section 31.3.3 which requires that impacts of the proposed change to the rest of the plan including total amount of each land use on Schedule B should be examined when considering an amendment to the OCP.

As a result, it is currently unknown when, if or where equivalent Urban Residential Neighbourhood land uses will be identified and relevant amendments to the DLUM will occur.

The DPC report outlines the following reason to support the change to Schedule C:

1. Rural Commercial – Part 3 – Land Use, Section 13.1 of the DOCP states:
“Rural Commercial Lands have rural servicing and are not expected to be required for urban growth as the P4G municipalities grow to 1 million residents.”

This section of the DOCP is for Rural Commercial land use, which is a different land use than is being applied for with this application, which is for Rural Commercial/Industrial. As per section 13.3.1 of the DOCP, Rural Commercial is a refinement to the designation only when Concept Planning or other detailed planning is completed for an area. This process would include identifying specific type(s) of Rural Commercial land use(s) being proposed, which has not occurred for this area. City Administration’s understanding of this intent is to ensure appropriate consideration of surrounding land uses occurs as part of an application, which did not occur as part of this application. Additionally, no analysis was provided to confirm if the subject sites are expected to be required for urban growth as the P4G municipalities grow to one million residents.

Risks/Implications

Due to the analysis provided above, City Administration did not initially support this application as submitted. Following several rounds of discussion, Administration recommended supporting the DLUM amendments but deferring changes to Schedule C until appropriate planning had occurred to address policies 10.3.1, 31.3.2 and 31.3.3. This was included in Saskatoon’s formal comments in the DPC package. RM Administration did not support this approach but provided recommendation five as a suggested means to address 31.3.3. City Administration has taken the position that one section of the DOCP should not be read in isolation of the entire document in order to meet with the spirit and intent of the partnership.

The above information is provided to describe the differences in approach and policy interpretation regarding the proposed land use amendments. Should the amendments go forward as presented, there will be some challenges for future planning in the area surrounding this parcel, as it has not yet received concept planning. It will affect the ability for the surrounding area to develop as shown in the District Land Use Map and, without replacement Urban Residential Neighbourhood lands being identified and approved by partner Councils, it may ultimately affect the ability to accommodate future urban development in accordance with the vision for P4G.

However, we also know it is most likely there will be future impacts to development resulting from the proposed freeway re-alignment, the total area available as Urban Residential Neighbourhood, and the presence of the existing Agricultural Research. It is important to note the subject lands also have existing Arterial Commercial contract zoning in place. For these reasons, it is reasonable to reconsider the land use vision for this area. It is

Administration's opinion that this proposal can proceed with the understanding there is a risk that land uses in adjacent sites may not be compatible, and it is uncertain if, when or where additional lands suitable for designation as Urban Residential Neighbourhood will be identified as replacement.

In addition, while not specific to this application, Administration will continue to advocate for a comprehensive approach to development in areas adjacent to the city's boundary, in line with the language included in the approved DOCP.

COMMUNICATIONS AND ENGAGEMENT

The proposed amendment(s) were advertised in both The Star Phoenix and the Clark's Crossing Gazette and were posted on the P4G partners' websites. Due to the area being considered under the application, RM Administration did not deem it necessary for the applicant to engage in public consultation at this time.

PUBLIC NOTICE

A Public Hearing is required before the DOCP Bylaw amendments can be adopted, pursuant to section 11(a) of Council Policy No. C01-021, Public Notice and Part X of *The Planning and Development Act, 2007*. The Public Hearing was advertised in The Star Phoenix on March 9, 2024, and again on March 16, 2024. The Hearing has also been advertised in The Clark's Crossing Gazette. Copies of the notice have been posted on the P4G partners' websites and on the P4G website.

APPENDIX

1. 2024-01-09 DPC Agenda - Item 14 - Land Use Map Amendment(s) a) Viking Land Corp - Pt. NW 10-37-4-W3

REPORT APPROVAL

Written by: Vanessa Wellsch, Senior Planner
Tyson McShane, Long Range Planning Manager
Reviewed by: Lesley Anderson, Director of Planning and Development
Approved by: Lynne Lacroix, General Manager, Community Services Division