

LAND USE APPLICATION

Saskatoon North Partnership for Growth District OCP Land Use Map Amendment Application - Grasswood Ventures/Major Land Corp.- NE 35-35-5-W3, Ext. 1

APPLICATION SUMMARY

An application has been made by Grasswood Ventures/Major 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 Commercial/Industrial 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 from the Community Services Division be approved.

BACKGROUND

P4G Bylaws

The P4G DOCP is jointly adopted by the Rural Municipality of Corman Park (RM), the Town of Osler, the Cities of Warman, Martensville and Saskatoon, 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 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; and
- Schedule C – Future Urban Growth Areas Map, which identifies the expected urban footprint as the P4G municipalities grow to populations of 700,000 and 1,000,000.

Site Location and Context

The lands under consideration for this application include a portion of NE 35-35-5-W3, Ext. 1, immediately south of the City of Saskatoon's (City) boundary along Grasswood Road. The area is mainly characterized by a mix of country residential development to the west, Jemini Arena to the north, English River First Nation's reserve to the north, and Provincial Highway no. 11 and other commercial development to the east. The site is currently zoned D - Arterial Commercial District 2 (DC2-H) with a holding provision. The holding provision was applied to ensure required public engagement and technical analyses and studies, including plans for servicing and transportation, provision of fire

and protective services, environmental, natural areas, and heritage studies, and any other studies deemed as necessary, are in place before development occurs.

Concept Planning

The site is located within the Southeast Concept Plan (SECP) study area, where a Concept Plan is currently being developed by the RM. The RM has indicated they are considering identifying the area surrounding this site as a Rural Growth Node, a new concept not currently included in any P4G bylaws. The intent of a Rural Growth Node would be to facilitate development at densities higher than those typically seen in rural areas, but less than those found in urban areas. The SECP, which will include details on this concept, is anticipated to be completed the third quarter of 2025, with bylaw amendments considered by the Councils of all five P4G partnering municipalities in 2026.

The applicant has requested the proposed amendments being contemplated in this report be considered in advance of the SECP being adopted.

DISCUSSION

The proposed amendments include a request for change of land use from Urban Commercial/Industrial to Rural Commercial/Industrial and removal of the lands from the P4G Future Urban Growth Areas.

Proposed Amendments

On January 9, 2025, this application was presented to the P4G District Planning Commission (DPC) meeting. The report, drafted by RM Administration, is included as Appendix 1. The DPC recommended the following resolutions to the P4G municipalities:

- “3. That each P4G Member Municipality approve a bylaw to amend the P4G Official Community Plan (Bylaw 57/20) by amending Schedule B to change the land use on NE 35-35-05-W3, Ext. 1, from ‘Urban Commercial/Industrial’ to ‘Rural Commercial/Industrial’ for the purposes of creating the policy framework to support a rural commercial subdivision.
4. That each P4G Member Municipality approve a bylaw to amend the P4G Official Community Plan (Bylaw 57/20) by amending Schedule C by removing on NE 35-35-05-W3, Ext. 1, the Growth Area to 1,000,000 Future Urban Growth Area for the purposes of creating the policy framework to support a rural commercial subdivision.”

Policy Review

The DPC report provides a summary of the application and policy prepared by RM Administration (Appendix 1). 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 applicant has noted the types of uses being considered are small retail stores, health care service, personal service, vehicle sales and rentals, business support service, commercial storage, office and warehouse sales, and other uses permitted in the D – Arterial Commercial 2 District (DC2). These potential uses are generally compatible with the adjacent land uses in the surrounding area as it contains clusters of existing commercial land uses, particularly those on the English River First Nation reserve land. In addition to the existing commercial development, several existing and approved country residential developments are in the immediate vicinity of the proposed development.

The proximity of Highway 11 to the east and Jemini Arena to the north also lend well to this parcel being identified for future commercial development. The proposed land use of Rural Commercial/Industrial and removal of the parcel from Schedule C – Future Urban Growth Areas may be appropriate in the context of the RM's expected direction for the area via the SECP.

2. Intent of the Land Use Designations, Policy 10.3.4 (e) states:

“Urban Commercial/Industrial accommodates future general commercial and industrial uses including office, retail, and industrial areas that are connected to urban servicing.”

Due to the significant up-front capital investments, urban servicing provided by the City would not be expected to be provided to this area in advance of the City's long-term servicing plan; however, through discussions with the RM related to the SECP, the City's Administration stated support for the RM developing this area using a servicing strategy that does not rely on City infrastructure. As a result, the RM is proceeding to develop this area without the provision of urban servicing from the City, and it may be appropriate to re-designate the site as rural.

3. 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 City has been consistent that amendments to Schedules B and C of the DOCP must be considered through concept planning or detailed planning analysis to determine implications to the broader area. The SECP is underway with details around comprehensive land uses and services yet to be confirmed. Ideally, the proposed DOCP amendments would be considered through the context of the SECP, and not in isolation or ahead of its completion. However, as outlined in the City's formal comments on this application (included on page 28 of Appendix 1), City Administration is prepared to support approval of this application pending confirmation from the RM that this application sufficiently aligns with the expected long term plans for the area.

4. 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 to the total land allocation in the P4G DOCP has occurred as part of this application nor in the report provided to DPC. As previously recommended by DPC, P4G municipalities were instructed to develop a land bank list to re-allocate approved land use changes to other areas in the P4G region to meet policies in the P4G DOCP, including Section 31.3.3. Currently, there has been no discussion among P4G partnering municipalities to re-allocate this land area. As a result, it is currently unknown when, if or where equivalent Urban Commercial/Industrial land uses will be identified and relevant amendments to the DLUM will occur; however, it is anticipated comprehensive amendments will be required as a result of the SECP.

Risks/Implications

The total amount of land designated on Schedule B – District Land Use Map (DLUM) was comprehensively planned with the formation of P4G to consider the necessary ratio to support population and job growth of the Region to future total populations of 700,000 and 1,000,000, as identified on Schedule C of the DOCP. Any amendments to the DLUM should re-allocate the land to other areas in the P4G region to maintain the required land use balance need to support this long-term vision.

At this time, there is no proposal to re-allocate the future urban land from this proposal to elsewhere in the region; however, DPC has requested it to be added to a land bank list for the purpose of re-allocation in the future. City Administration expects to work with the RM and other P4G partners to identify opportunities for re-allocation of this land comprehensively through the completion of the SECP.

COMMUNICATIONS AND ENGAGEMENT

The proposed amendment(s) were advertised in both The StarPhoenix and the Clark's Crossing Gazette and were posted on the websites of the P4G partners.

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 February 15, 2025. The Public 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.

APPENDICES

1. P4G District Official Community Plan Land Use Map Amendment Application

REPORT APPROVAL

Written by: Jason Sick, Senior Planner
Reviewed by: Tyson McShane, Acting Director of Planning and Development
Approved by: Andrew Roberts, Acting General Manager, Community Services Division

SP/2025/PD/Council/Saskatoon North Partnership for Growth District OCP Land Use Map Amendment Application – Grasswood Ventures/Major Land Corp – NE 35-35-5 W3./gs