

Findings Report

R.M.Corman Park Planning Fees + Development Charges Study

FINAL REPORT

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Prepared For:



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SUMMARY OF FINDINGS AND RECOMMENDATIONS

The following is a summary highlighting consultant recommendations and key findings from the Planning Application Fee and Development Charges Study.

Planning Application Fees

1. Current application fees cover between 12% and 100% of processing costs depending on the type of application.
2. Introducing a single fee for all Discretionary Use Applications is recommended for simplicity and competitiveness. Several fees are charged today.
3. Cost recovery of 40% is recommended for Official Community Plan (OCP) / Zoning Bylaw (ZB) Text Amendments as these usually have a municipal-wide benefit. The current practice of 100% cost recovery is not recommended.
4. The existing three-tier fee structure for (1) Single Parcel - "AG"; (2) Single Parcel - "non-AG"; and (3) Multiple Parcel applications concerning OCP / ZB Map amendments should remain in place as there are substantial differences between the processes for these reviews.
5. Most application fees can move towards 100% cost recovery without creating large increases. The three exceptions are: (1) OCP / ZB Text amendments (as noted in point 3 above); (2) Single Parcel - "non-AG" OCP / ZB amendments; and (3) Multiple Parcel OCP / ZB amendments.

Development Charges

1. Using budget documents provided by the R.M. of Corman Park, a total of \$57,152,000 of estimated off-site capital expenditures are planned to be undertaken during the next ten years to accommodate growth and development within the R.M.
2. It is recommended that these costs for growth continue to be applied to both Residential and Non-Residential land uses.
3. Adopting a land use plan for the balance of the municipality outside of the P4G area is recommended. This enables the R.M. to be more strategic about growth, reduce uncertainty, and allow for a more targeted approach to development charges.
4. In the absence of a land use plan, off-site development charges are applied using a projected number of developed hectares over the next 10 years, using the previous 10 years as a guideline.
5. Residential lots each have a similar impact on infrastructure. Maintaining a single per-lot Residential development charge for off-site services is there recommended.
6. Large Non-Residential lots have more impact on off-site services than smaller lots. It is therefore recommended that the Non-Residential development charge change from a per-lot charge to a variable charge based on area of land (hectares). This brings more fairness to the charges and also acknowledges that these are revenue-generating properties.
7. Development charges are currently expected to be paid in full at the time of subdivision approval. It is recommended this timing for payment remain in place, with the option of negotiating a flexible payment plan based on development phases.
8. If no subdivision is involved in a development, the R.M. currently does not require payment of development charges. There are instances where substantial development has occurred without the payment of any development charges to cover the costs for off-site infrastructure. To bring more fairness into land development within the R.M., it is recommended that the OCP be amended and a new Development Levy Bylaw adopted to enable the collection of off-site service charges for development which intensifies the use of land without subdivision.
9. It is recommended that the same development charges are used for both Service Agreement Fees and Development Levies.

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10. In accordance with The Planning and Development Act, it is recommended that all development charges collected be placed into reserves specific to the infrastructure for which the charges are collected.

Based on the above, the two tables below show the recommendations and rationale for both Planning Application Fees and Development Charges.

Planning Application Fees			
ITEM	CONSULTANT RECOMMENDATION	RATIONALE	ESTIMATED BUDGET IMPACT
Development Permit	\$ 215	Current fee of \$125 covers 58% of actual costs to process and issue Development Permits. An increase of \$90 will bring the fee to full cost recovery.	Average # of applications/yr: 231 x \$90 = \$20,790
Discretionary Use	\$ 775	Current fee of \$425 and \$775 covers 100% of actual costs for approximately half of all applications. A single fee for all Discretionary Uses (\$775) is recommended resulting in an increase of \$350 for the remaining half of all applications.	Average # of applications/yr: 38 with 50% at \$425 means 19 x \$350 = \$6,650
OCP / ZB Text Amendment	\$1,350	Current fee of \$400 covers 12% of costs for these applications (\$3,378). Current fee is the lowest of all the comparative municipalities. A fee of \$1,350 is being recommended and is 40% of the cost to process these types of amendments. Most of these amendments are initiated by the R.M. Approximately 30% of applications are privately initiated (estimate).	Average # of applications/yr: 2.4 x \$950 = \$2,280
OCP / ZB Map Amendment (Rezoning – AG)	\$625	Current fee of \$400 covers 63% of the actual cost to process these applications. A fee of \$625 would cover nearly 100% of the costs for this service. At \$625 this would still be among the most competitive fees for this service amongst the municipalities compared.	Average # of applications/yr: 16 x \$225 = \$3,600
OCP / ZB Map Amendment (Rezoning Single Parcel – Non AG)	\$2,500	Current fee of \$550 covers 22% of the actual cost to process these applications. A fee of \$2,500 would cover 100% of the costs for this service. At \$2,500 this would still be among the most competitive fees for this service amongst the municipalities compared.	Average # of applications/yr: 7 x \$1,950 = \$13,650
OCP / ZB Map Amendment (Rezoning Multiple Parcel)	\$4,500	Current Fee of \$1,525 covers 34% of the cost for this service. This review typically involves the review of comprehensive CDR reports which is more resource intensive. The option of phasing the increase of \$2,975 could be considered by the R.M.	Average # of applications/yr: 1.4 x \$2,975 = \$4,165

Planning Application Fees			
ITEM	CONSULTANT RECOMMENDATION	RATIONALE	ESTIMATED BUDGET IMPACT
Minor Variance	\$ 200	Current Fee of \$125 covers 62% of processing costs. A minor variance review benefits the owner of the property, not the R.M. broadly. An increase of \$75 per application is recommended.	Average # of applications/yr: 3.4 x \$75 = \$255
Zoning Compliance Certificate	\$ 75	Current Fee of \$75 covers nearly 100% of processing costs. Maintaining this service at 100% cost recovery is reasonable.	\$0
Total estimated budget impact:			\$51,390
Notes:	Average number of applications is derived from the 2014-2021 Annual Reports. The R.M. should continue to indicate to applicants that ISC, advertising and SAMA fees are not included in application fees listed above.		

Development Charges are implemented for cost recovery purposes only. There is no budget impact.

Development Charges		
ITEM	CONSULTANT RECOMMENDATION	RATIONALE
Capital Cost Figure for Development Charge Calculation (2018 – 2031)	\$57,152,000	Capital costs are established based on costs associated with growth and development and consistent with eligible categories prescribed in the <i>Planning and Development Act, 2007</i> . Capital improvements to infrastructure are identified in the R.M.'s 10-year Capital Plan documents and in records of actual infrastructure costs incurred. Capital cost calculation includes 2.5% annual increase for inflation in construction costs.
Total Absorbed (developed) Hectares 2012 - 2021	1,587 ha	A 10-year land absorption was calculated based on residential and non-residential growth in the R.M. from 2012 – 2021, using historic subdivision applications.
Projected 10-Year Land Absorption 2022 - 2031	1,842 ha	Projected land absorption was calculated using a 1.5% annual increase in residential and non-residential growth based on trends for overall development and population growth in the region.
Proposed Residential Development Charges Application (per lot)	Residential – per lot	Current Fee of \$6,560 / lot Proposed Fee of \$8,505 / lot A per-lot fee is proposed for residential subdivision because each residential lot has a similar impact on infrastructure.

Development Charges		
ITEM	CONSULTANT RECOMMENDATION	RATIONALE
Proposed Non-Residential Development Charges Application (per ha)	Non-Residential – per hectare	<p>Current Fee of \$10,650 / lot Proposed Fee of \$13,818 / ha</p> <p>A per-hectare method will have more fairness inherent in its application than a per-lot charge for commercial and industrial uses.</p> <p>By implementing this method, the R.M. would have a mechanism to address development that may have irregular lot shapes, lots sized significantly larger than residential ones, and higher land use intensity. Applying the development charges on a per-hectare basis provides a means of more accurately representing the costs of development by calculating the land area being developed rather than simply on a per-lot basis.</p>
Payment Options	Continue to implement payment schedule – status quo	Comments received from stakeholders reflects reasonable support for continuing a phased approach to payment of development charges.
New Development Levy	<p>(1) Amend the OCP.</p> <p>(2) Adopt a new Development Levy Bylaw to enable the collection of a development levy where no subdivision is involved.</p> <p>(3) Use the same rate as used for Service Agreement Fees.</p>	<p>The R.M. has many examples of significant developments which have taken place on lands where no subdivision is involved. In the interest of fairness and equity, it is recommended that these types of developments contribute to the overall capital costs to support growth.</p> <p>The same area and per lot rate is applied since the impacts from development are similar to a development where a subdivision is involved.</p>
Specific Reserves	Establish specific reserves for development charges	In order to comply with the legislation, it is recommended that the R.M. create reserve funds specific to the infrastructure for which development charges are being collected.

1 INTRODUCTION

On June 1, 2021, the Rural Municipality (R.M.) of Corman Park contracted Wallace Insights and Firebird Business Consulting to conduct a study into two business areas of the municipality. First, Corman Park wished to conduct a comprehensive review of the fees it charges for land use, planning and development applications. These fees are intended to cover the administrative costs of application, review, public notice, and issuance of various development applications. The development applications range from the more straight-forward process of issuing a Development Permit to more complex and resource-intensive applications to amend the Official Community Plan or Zoning Bylaw. A comprehensive review of these fees has not been undertaken since 2014. Amendments to both were approved in 2016 and 2019. Second, a comprehensive review of development charges associated with the subdivision and development of land was requested.

This review is intended to examine the costs to the municipality for providing off-site infrastructure, planning, and engineering services to accommodate growth and development. The review of development charges also includes an analysis of whether a development levy is warranted in cases where development of land did not include a subdivision.

We have divided this report into two main parts:

- **Part A** – Planning Application Fee Review.
- **Part B** – Development Charge Review.

The report contains associated appendices which includes a Development Levy Bylaw template, public engagement results, and a development charge summary.

Terminology

There are a few terms used throughout this review which are important to know.

1. **Service Agreement Fees** – development charges associated with the subdivision of land.
2. **Development Levy** – development charges levied when there is no subdivision of land, but the land is being intensified through development.
3. **Development Charges** – a general term to describe the rates used for both Service Agreement Fees and Development Levies.
4. **Planning Application Fees** – fees charged to cover the costs for review and processing of a variety of development applications, such as rezoning and discretionary uses.
5. **Off-site Infrastructure** – municipal infrastructure consisting of roadways, provision of water, treatment of sewage, drainage, parks and recreation, etc., which serve to accommodate growth and development within the municipality but are not directly associated with any one particular development.
6. **Direct Services** – infrastructure associated directly with a particular development and typically located on-site.

2 BACKGROUND

A simple but effective way to view the relationship between development and costs of growth is to consider relationships between municipal policy, land use, levels of servicing, and funding. This comprehensive review looked at all four of these factors and their relative balance towards achieving the principle of ‘growth paying for growth’.

In 2014, a comprehensive review of planning-related fees was undertaken to update the rates charged for various planning services (i.e. review, advertising, approvals, and issuance of various development applications) to comply with the provisions of The Planning and Development Act, 2007 (the Act).

Section 51 (1) of the Act states:

Fees

51(1) Subject to subsection (2), a council may, in the zoning bylaw or by a separate fee bylaw, prescribe a schedule of fees to be charged for the application, review, advertising and issuance, as the case may be, of:

- a) a development permit;*
- b) a discretionary use;*
- c) a minor variance; and*
- d) an amendment to an official community plan or zoning bylaw.*

(2) The fees pursuant to this section are not to exceed the cost to the municipality of processing and advertising the application, and of administering and regulating the development.

(3) Before passing a fee bylaw, the council shall comply with the public participation requirements of Part X.

(4) A council is exempt from obtaining the minister’s approval of the fee bylaw.

(5) The municipal administrator shall file with the minister a certified copy of the fee bylaw within 15 days after the date that the bylaw is passed.

The intent of **Part A** of this report is to provide Council with the results of the planning application fee review. It was noted during the review that the previous Council had expressed a desire for cost recovery for applications to be at or close to 100%. Corman Park is looking for data and evidence-based recommendations for updating Bylaw 45/19 which establishes the fees to be charged for planning applications.

This application fee review includes the necessary background information to enable formal adoption of a revised application fee schedule. With the fee schedule contained in a separate Fee Bylaw (rather than included within the Zoning Bylaw), the R.M. may approve changes to fees without Ministerial (Provincial) approval. As a bylaw, public advertisement of proposed changes is still required. As indicated in the statement from the Act (above), a Fee Bylaw, as prescribed by the Act, requires compliance with the public notification policies contained within the Act, including the need for advertisement, and hosting a public hearing, but does not require Ministerial approval. The Act enables Council to calculate planning-related fees on a cost recovery basis where the costs include those associated with processing, advertising, administering, and regulating development applications.

A two-pronged approach was taken to determine a recommended fee structure. Analysis included both review of actual costs for each review process and a survey of the fees charged by similar municipalities for the same services/processes.

Part B is a thorough review of the servicing agreement fees which are charged as a condition of approval for new subdivisions. These fees are authorized by Sections 169 and 172 of the Act and cover the costs of extending roads, sewer, water, and the provision of other specified infrastructure.

Section 169 in the Act states:

Development Levy Bylaw

169(1) If a council has adopted an official community plan that authorizes the use of development levies, the council may, by bylaw, establish development levies to recover the capital costs of services and facilities as prescribed in subsections (2) and (3).

(2) If a development does not involve the subdivision of land, a council may impose development levies for the purpose of recovering all or a part of the municipality's capital costs of providing, altering, expanding, or upgrading the following services and facilities associated, directly or indirectly, with a proposed development:

- (a) sewage, water or drainage works;*
- (b) roadways and related infrastructure;*
- (c) parks;*
- (d) recreational facilities.*

Section 172 states:

Servicing agreement

172(1) If there is a proposed subdivision of land, the municipality in which the subdivision is located may require a subdivision applicant to enter into a servicing agreement to provide services and facilities that directly or indirectly serve the subdivision.

(2) Subdivision applicants shall not receive a certificate of approval from the approving authority if a servicing agreement is required by the municipality and has not been signed by the parties to the agreement.

The analysis of development charges also includes the possibility of establishing a new Development Levy Bylaw for developments that do not require subdivision but increase the demand for municipal services.

There are several benefits which accrue from this review; among the most important are:

- evidence-based facts and data are provided as the foundation for justification of changes to fees;
- information about the levels of subsidy in the administration of development applications, and in the provision of new servicing and infrastructure to support new development will help to inform ratepayers and R.M. Councillors; and,
- integration of new information concerning servicing costs with on-going asset management and capital planning exercises.

Our team has provided material and analysis enabling the R.M. to inform ratepayers and developers about the costs of development in Corman Park and how those costs are recovered.

In consultation with the project manager, key stakeholders such as the homebuilder's association, major developers, realtors, etc. have been consulted at various stages of the review for their input and views on planning fees and development charges.

3 COMPARATIVE MUNICIPALITIES

The purpose of this section is to provide a comparison of select rural municipalities in Alberta, Saskatchewan, and Manitoba in the effort to gain insight on other comparable application fees and development charges. In this section, a list of rural municipalities adjacent to urban municipalities is provided, as well as information giving reasons why the municipality was chosen for comparative purposes.

By reviewing the existing application fees and development charges for other municipalities, the project team was able to explore different frameworks to help inform our review in line with a cost recovery model. This aided in understanding the different approaches to application fees and development charges and weigh the merits of other models, glean insight and lessons learned from similar jurisdictions.

3.1 How were the comparative municipalities chosen?

After a review of a variety of Rural Municipalities and Counties in Saskatchewan, Alberta and Manitoba, the following municipalities were chosen for comparative purposes. The information below provides insight into why the comparative municipalities were chosen for the planning fee and development charge comparison.

R.M. of Sherwood, Saskatchewan

- Similar to Corman Park; Sherwood is adjacent to a large urban centre (Regina).
- The R.M. is focused on development and has significant development pressures.
- The R.M. of Sherwood has a planning department, similar to Corman Park.
- The R.M. of Sherwood has both an industrial / commercial and residential base.
- The R.M. has well developed / updated planning documents, similar to Corman Park.
- Sherwood has extensive information and development resources on their website.
- Sherwood has detailed descriptions of processes and procedures online.
- Sherwood has recently updated fees (2020).

R.M. of Edenwold, Saskatchewan

- Similar to Corman Park, Edenwold has well-developed planning documents.
- Edenwold is close to a large city (Regina).
- The R.M. has many diverse land uses beyond Agriculture.
- Edenwold has a relatively new Official Community Plan and Zoning Bylaw.
- Edenwold's application forms include process charts for easy comparison.
- Edenwold has similar development pressures to Corman Park.

Parkland County, Alberta

- Parkland County is located immediately west of Edmonton, Alberta and borders the Towns of Spruce Grove and Stony Plain, Alberta.
- While not entirely engulfing the City of Edmonton, the geographic relationship is similar to that of Corman Park and Saskatoon.
- One of Corman Park's main industries (construction), aligns with Parkland County.
- While the revenue and expenditures of Parkland County are greater than that of Corman Park, the ratio between the two is comparable – the County has a 1.06:1 revenue to expenditures ratio, and the R.M. has a 1.08:1 revenue to expense ratio; mill rates for residential development are also very similar.
- Parkland County has a robust levy structure which is of particular interest in this review.

Rocky View County, Alberta

- Rocky View County directly abuts the City of Calgary, Alberta
- The County also surrounds several smaller urbans such as Airdrie, Cochrane, and Chestermere, of which some levy areas are directly adjacent to. The R.M. and Rocky View County share construction as one of their key industries.
- Rocky View County has four different levy bylaws:
 - Community Aggregate Payment Levy Bylaw (based on aggregate tonnage hauled)
 - Regional Stormwater Off-Site Levy Bylaw (select areas of the County)
 - Regional Transportation Off-Site Levy Bylaw (County-wide)
 - Regional Water and Wastewater Off-Site Levy Bylaw (County-wide)
- Each bylaw contains a rationale for the implementation of the levies, which provides greater insight to their use within the County.
- The County also has a robust “master rates” bylaw that outlines all the rates and fees charged by the County to provide various municipal goods and services for ease of comparison.

R.M. of Portage La Prairie, Manitoba

- R.M. of Portage La Prairie has taken a Regional approach to growth - similar to Corman Park, there is a regional perspective on development with several Rural Municipalities working together on a variety of economic development initiatives.
- Portage belongs to a Planning District – similar to Corman Park.
- Portage is located near a large urban centre – only 85 kilometres from Winnipeg, Manitoba.

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This list was reviewed with the Corman Park Administration and approval to move forward with these comparative municipalities was received. **Appendix E** contains detailed information about the costs and development charges derived from each.

A special cautionary note about comparing fees. Application processes and development costs can vary significantly between municipalities for a lot of reasons. We would advise to use caution when considering comparative statistics when setting fees. **They should be used as a guideline and for information purposes only.**

PART A – PLANNING APPLICATION FEES

4 PURPOSE OF APPLICATION FEES

Section 51 of the Act enables municipalities to charge fees for the review and processing of various development applications. Application fees are about cost recovery and the benefits from the review and processing of development applications is mainly accrued to the applicant.

51(1) Subject to subsection (2), a council may, in the zoning bylaw or by a separate fee bylaw, prescribe a schedule of fees to be charged for the application, review, advertising, approval, enforcement, regulation and issuance of:

- (a) a development permit;*
- (b) a discretionary use;*
- (c) a minor variance; and*
- (d) an amendment to an official community plan or zoning bylaw.*

5 ANALYSIS OF COSTS BY APPLICATION TYPE

The following development applications are currently received and processed by Corman Park on a routine basis:

- Permitted Use Development Permits
- Discretionary Use Type I Development Permits
- Discretionary Use Type II Development Permits
- Official Community Plan (OCP) / Zoning Bylaw (ZB) Text Amendment
- OCP / ZB Map Amendment – Single Parcel Rezoning
- OCP / ZB Map Amendment – Multi Parcel Rezoning
- Minor Variance
- Zoning Compliance Certificate

The consulting team, with the assistance of the R.M. staff, undertook a comprehensive review of the time and cost involved to process the development applications listed above. **The scope of this study did not include auditing the processes for efficiency.** The review consisted of taking the processes as defined in the 2021 Process Manual, the 2021 salary grid, adding an employee benefits factor of 18%, and the amount of time (to the nearest 15 minutes) to complete each step in the process. **It is important to note that the processes included the time and cost from all departments within the R.M. if they were involved in the review.**

A process cost worksheet was developed which tabulated the average cost for each step in the development review process. Corman Park staff provided the estimated time for each step using an average amount of time per step. The worksheet provided a total estimated cost for each application process.

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Discretionary Use - Type I*										
Step	Position	Time (hr)	Salary (\$/hr)	Benefit Factor (18%)	Total Staff Cost	Step Cost	Notes			
1	Application Received/Process Payment	Reception	0.25	\$ 23.43	\$ 1.18	\$ 27.65	\$ 6.91			

Text Amendments - OCP and Zoning Bylaw										
Step	Position	Time (hr)	Salary (\$/hr)	Benefit Factor (18%)	Total Staff Cost	Step Cost	Notes			
1	Application Received and Process Payment	Reception	0	\$ 23.43	\$ 1.18	\$ 27.65	\$	Assuming that there are text amendments required		

Multi Parcel OCP and Rezoning*										
Step	Position	Time (hr)	Salary (\$/hr)	Benefit Factor (18%)	Total Staff Cost	Step Cost	Notes			
1	Application Received	Planning Director	0.25	\$ 63.45	\$ 1.18	\$ 74.87	\$ 18.72			
2	File Assigned to File Manager	Planning Director	0.25	\$ 63.45	\$ 1.18	\$ 74.87	\$ 18.72			
3	Electronic & Hard Copy File Created, Application added to bylaw book	Planning Admin Assistant	0.25	\$ 28.95	\$ 1.18	\$ 34.16	\$ 8.54			
4	Reviewed for Completeness	Senior Planner	1.5	\$ 49.21	\$ 1.18	\$ 58.07	\$ 87.10	Senior Planner		
5	Bylaw review process	Senior Planner	4	\$ 49.21	\$ 1.18	\$ 58.07	\$ 232.27	Includes 2 hours file manager spends in meetings with developer+consultant for advice, follow up, etc.		
6	referral comments, received, track and follow up	Senior Planner	2	\$ 49.21	\$ 1.18	\$ 58.07	\$ 116.14			
7	Updates required/negotiations on application	Senior Planner	4	\$ 49.21	\$ 1.18	\$ 58.07	\$ 232.27			
8	Report and recommendation to Council	Senior Planner	16	\$ 49.21	\$ 1.18	\$ 58.07	\$ 929.08			
9	Director Review of report	Planning Director	1.5	\$ 63.45	\$ 1.18	\$ 74.87	\$ 112.31			
10	Presentation of Report and Recommendation to DPC	Senior Planner	1	\$ 49.21	\$ 1.18	\$ 58.07	\$ 58.07	If Required		
11	Notify applicant of outcome	Senior Planner	0.5	\$ 49.21	\$ 1.18	\$ 58.07	\$ 29.03			

It is worth noting that in some processes, discretionary uses for example, the amount of time to process this type of application can vary widely depending on the nature of the application. The R.M. has attempted to maintain a single application fee for this service in the interest of maintaining simplicity and competitiveness.

6 RECOMMENDED FEES BY APPLICATION TYPE

After careful review, and considering the feedback from stakeholder engagement, the consulting team is recommending the following application fees. The table below shows the type of service located across the top, the charges for the same service in the comparative municipalities, the current R.M. charge, actual cost, and proposed fee:

	Development Permit	Discretionary Use	OCP/ZB Text Amendment	OCP/ZB Map Amendment -Single (AG)	OCP/ZB Map Amendment -Single	OCP/ZB Map Amendment -Multi	Minor Variance	Zoning Compliance
RM Edenwold	\$ 125	\$ 125	\$ 500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 125	\$ 50
RM Sherwood	\$ 180	\$ 450	\$ 550	\$ 550	\$ 550	\$ 900	\$ 140	\$ 115
Parkland County (res)	\$ 211	\$ 317	\$ 3,172	\$ 5,287	\$ 5,287	\$ 5,287	\$ 106	\$ 106
Parkland County (other)	\$ 106	\$ 370	\$ 3,172	\$ 5,287	\$ 5,287	\$ 5,287	\$ 106	\$ 211
Rocky View County (res)	\$ 700	\$ 515	\$ 1,050	\$ 4,250	\$ 4,250	\$ 4,250	\$ 315	\$ 85
Rocky View County (other)	\$ 2,150	\$ 515	\$ 1,050	\$ 4,250	\$ 4,250	\$ 4,250	\$ 315	\$ 85
RM of Portage La Prairie	\$ 250	\$ 350	\$ 2,500	\$ 2,500	\$ 2,500	\$ 2,500	\$ 150	\$ 85
RM of Corman Park								
Current Charge	\$ 125	\$ 775	\$ 400	\$ 400	\$ 550	\$ 1,525	\$ 125	\$ 75
Current Charge Cost Recovery (%)	58%	99%	12%	63%	22%	34%	62%	95%
Actual Cost	\$ 214.56	\$ 780.93	\$ 3,378.45	\$ 632.94	\$ 2,500.00	\$ 4,508.73	\$200.41	\$ 78.66
Desired Cost Recovery (input)	100%	99%	40%	99%	100%	100%	100%	95%
Proposed Charge	\$ 215	\$ 775	\$ 1,351	\$ 625	\$ 2,500	\$ 4,500	\$ 200	\$ 75

NOTE: A pink cell colour means the proposed R.M. charge is higher than the comparative municipality. A green cell colour means the proposed R.M. charge is lower than the comparative municipality.

In all cases, except OCP / ZB Text Amendments, the level of cost recovery is at or close to 100%. OCP / ZB text amendments are not recommended to be 100% cost recovered since most of these types of amendments have municipal-wide benefits. Therefore, it is recommended that there be a 60% municipal subsidy provided for these application reviews. In all other cases, the applicant is the main beneficiary of the application review, and 100% cost recovery is recommended.

The following summarizes the proposed changes shown in the table above.

1. **Development Permits** – these fees are increasing from \$125 to \$215 to move the level of cost recovery from 58% to 100%. The proposed fees are only slightly higher than the comparative fees in Saskatchewan, but lower than municipalities in Alberta and Manitoba.
2. **Discretionary Uses** – these fees are recommended to move from a two-tier fee structure (basic and standard) to a single application fee. The process for the review of both a basic and standard discretionary use application is nearly identical. The two tiers are recommended to be collapsed into a single fee and that the existing fee for a standard application be maintained at \$775.
3. **OCP / ZB Text Amendments** – these application fees are recommended to increase from 12% cost recovery to 40% cost recovery. There is a 60% municipal subsidy recommended since most of these types of applications have a municipal-wide benefit. The proposed fee of \$1,350 for a text amendment is very competitive with other comparable municipalities.
4. **OCP / ZB Map Amendment (Rezoning-AG Parcel)** – the application fee for a rezoning of an AG Parcel is recommended to increase from 63% cost recovery to 100% cost recovery. This results in a modest increase in the fee from \$400 to \$625 and is very competitive with other comparable municipalities.
5. **OCP / ZB Map Amendment (Rezoning-Non-AG Single Parcels)** - the application fee for a rezoning of a Single Non-AG Parcel is recommended to increase from 22% cost recovery to 100% cost recovery. This results in an increase in the fee from \$500 to \$2,500. Even with this level of increase the proposed fee is very competitive with other comparable municipalities.
6. **OCP / ZB Map Amendment (Rezoning-Multiple Parcels)** - the application fee for a rezoning of land for multiple parcels is recommended to increase from 34% cost recovery to 100% cost recovery. This results in an increase in the fee from \$1,525 to \$4,500. These applications require the review of Comprehensive Development Reviews (CDRs) which involve multiple departments. The proposed fee is competitive with other comparable municipalities and reflects the complexity of these reviews.
7. **Minor Variances** – these fees are proposed to increase from \$125 to \$200 to move the level of cost recovery from 62% to 100%. The proposed fee places it in the mid-range of fees for similar applications between the comparable municipalities in Saskatchewan, Alberta, and Manitoba.
8. **Zoning Compliance** – these fees are not proposed to increase and remain at approximately 95% cost recovery. They remain very cost competitive compared to similar applications between the comparable municipalities in Saskatchewan, Alberta, and Manitoba.

PART B – DEVELOPMENT CHARGES

7 INTRODUCTION

One of the most misunderstood topics in municipal government is funding growth - who pays, how much, when and why. It is made more difficult to understand by the fact that each municipality in Saskatchewan chooses to fund growth slightly differently.

Funding growth is mainly about who pays for the capital costs of extending or expanding the municipal infrastructure which is brought about by new development and growth in rural and multi-parcel subdivisions, and in cases resulting from the intensification of land use.

The primary purpose of **Part B** is to conduct a thorough review of the 2014 servicing agreement fees which are charged and result from new subdivisions. These fees, also known as ‘development charges’, are authorized by Section 169 of the Act. Through this review we determined whether the subdivision fees identified in policy PD/002 are appropriate and how the charges should be updated based on the identification of actual costs of development. This review forms the basis for recommendations with the goal of ensuring that the R.M. is fully informed about costs of development and can assess various policy objectives related to costs of growth to provide a basis for fair and equitable cost recovery.

Service Agreement Fees and Development Levies

Service Agreement Fees are charges tied to subdivision approval and required as part of a servicing agreement. Development Levies are charges which are imposed on development where no subdivision is involved. Corman Park currently does not have a Development Levy Bylaw that would enable levies to be charged. However, this report assesses the need to establish a new development levy for development considering instances of development intensification on parcels where no subdivision is proposed. For example, the Crossmount development did not pay development charges because there was no subdivision proposed.

Regional Considerations

Although not specifically part of the scope of this project, this report will also provide an introductory discussion in response to the direction from the P4G member municipalities to consider moving towards a regional development levy structure within the P4G area.

Additional options for the R.M.’s consideration to be discussed in this report include:

- identifying potential opportunities and financial impacts of applying incentives to specific developments through subsidized development charges (applying the principle of ‘Allocation of Benefit’);
- identifying policy for accommodating and managing repayment of accelerated development to advance projects within the capital plan; and,
- providing recommendations for a phased implementation plan taking into consideration examples from Parkland and Rocky View County in Alberta (based on a semi-urban type of development found in the Edmonton and Calgary metropolitan areas respectively).

An objective of this review is to maintain a competitive development environment with other jurisdictions within Saskatchewan. This report contemplates not only peer municipalities within Saskatchewan but also municipalities in Alberta and Manitoba with similarities in development, growth, and proximity to major centres. This provides a more comprehensive analysis of development charges across the Prairies and market conditions.

The discussion in the report is guided by the review of comparable municipalities across the Prairies. Based on this review of existing development charges for other municipalities, the R.M. may explore different frameworks to help inform a new fee structure that is more in line with a cost recovery model. There is no 'best practice' when it comes to development charges. The level of cost recovery is a local policy decision based on local development costs, level of service, and desired level of competitiveness to maintain an attractive environment for development and future growth.

It is important to note that development charges applied through servicing agreement fees or development levies only applies to the capital costs born by the municipality for constructing, expanding or extending off-site infrastructure to support new development. The R.M. will need to consider and monitor the corresponding impact of operations and maintenance (O&M) costs through their approach to asset management. Operation, maintenance, and replacement of existing infrastructure is generally paid for by annual property taxes and grants from upper levels of government. **This report does not address those regular operating, maintenance, or replacement costs.**

8 DEVELOPMENT CHARGES DEFINED

Service Agreement Fees and Development Levies together are referred to as 'Development Charges'. Development charges referenced in this report are in relation to servicing fees and development levies as outlined in the Act. Development charges provide the framework for a municipality to establish how growth and development are funded.

A development charge can only be imposed if the municipality will incur capital costs to accommodate development as determined by a study or studies related to the capital infrastructure costs associated with growth. The study normally sets out the capital costs and considers the future land use patterns and phasing of the required public works. Based on this, a development charge may be imposed for recovering all, or a portion of, the municipality's capital cost for providing, altering, expanding or upgrading the services and facilities associated directly or indirectly, with a proposed subdivision or development of land, and may be varied as set out in a Development Levy Bylaw with regard to defined areas, land uses, and capital costs related to different classes of development or the size and number of lots in a development.

8.1 Service Agreement Fees (SAF)

At present, the R.M. Council may require anyone proposing the subdivision of land to enter into a Servicing Agreement to provide servicing and facilities that directly or indirectly serve the subdivision. The current Servicing Agreement Fees are \$6,560 per residential lot, and \$10,560 per non-residential lot. These fees have remained unchanged for eight years (since 2014).

The Corman Park Official Community Plan states:

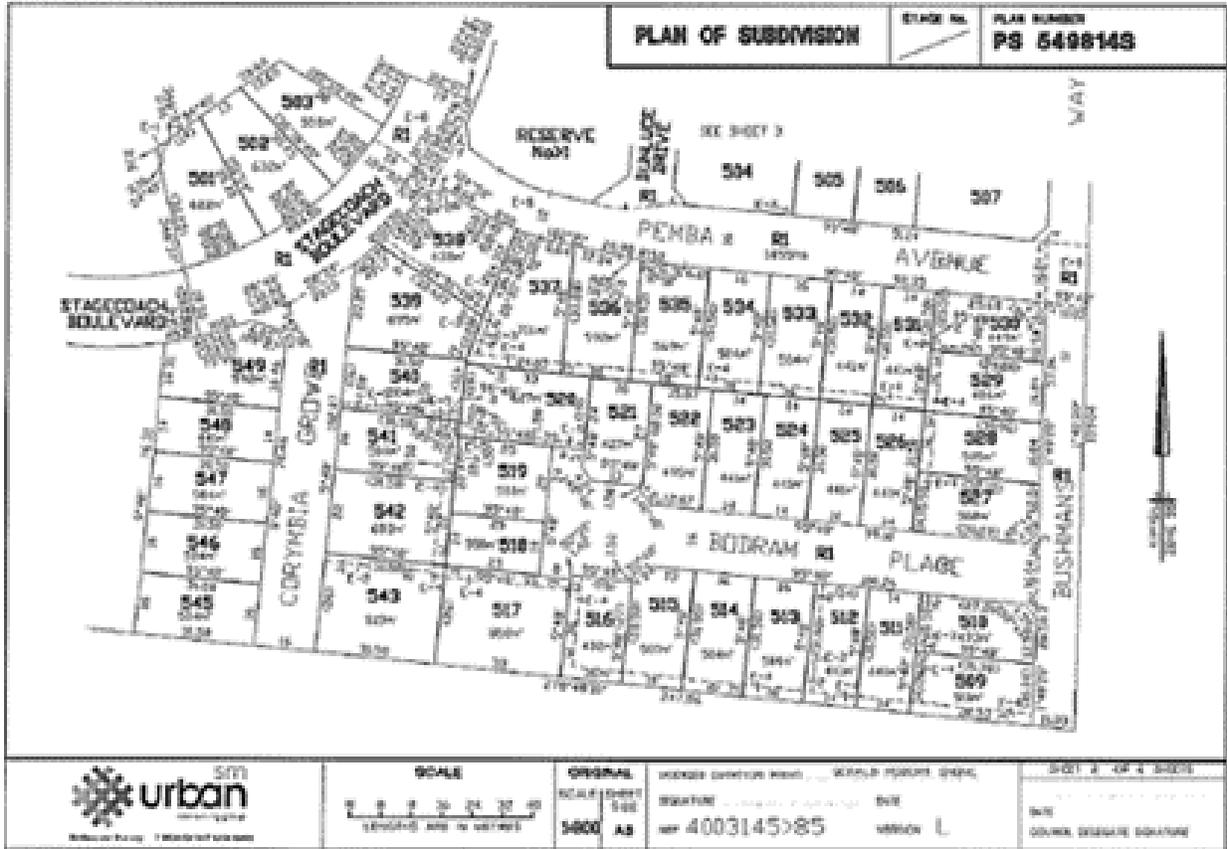
12.2.1.1. The proponent of any development involving a subdivision, shall, where required by Council, enter into a servicing agreement in accordance with Section 143 of the Planning and Development Act, 1983.

Servicing Agreements may provide for the installation or construction of specified works within the subdivision and the payment of fees established by Council to pay for services located within or outside the proposed subdivision area that directly or indirectly serve that proposed subdivision. Normally, **direct services which are on-site (directly serve the subdivision) are paid for by the developer.**

As mentioned above in Section 2, municipalities have the authority under Section 172 of the Act to require a developer to enter into a Servicing Agreement to cover the costs of off-site infrastructure which is needed for development.

Examples may include sewage infrastructure (lagoons, pipelines), water (treatment facilities, pipelines), roadway improvements or upgrades, or recreation facilities (public halls, library, rinks, etc.). **Service Agreement Fees cannot include operating costs.** An executed Servicing Agreement is required for a subdivision applicant to receive a Certificate of Approval from the approving authority for the subdivision. For the purposes of this report, fees assigned to a new development and subdivision are defined generally as development charges. Where there is a distinction between the application of the two forms of fees, specific reference will be made to the associated fee.

The figures below illustrate the differences between Service Agreement Fees and a Development Levy.



A **Servicing Agreement Fee** would be used to collect money to cover costs incurred by the municipality when a proposed subdivision required new, extended, enhanced, or expanded infrastructure located off-site.

8.2 Development Levy

A **Development Levy** would be used when intensification of land use occurred without a subdivision, and where the municipality incurred costs to expand, enhance, extend, or build new off-site infrastructure to accommodate that land use intensification. The example below shows a gas station site which is redeveloped into a larger building, intensifying the use of the site by drawing more capacity from roads, water, and sewer infrastructure.



To implement a Development Levy, Section 169 of the Act requires the municipality to have enabling policy contained in the OCP, and there must be cost studies completed which demonstrate that there are costs to the municipality incurred as a result of development intensification. The costs are identified through analysis of capital expenditures.

At present, the Corman Park OCP does not contain enabling policy for the use of a Development Levy. The OCP would need to be amended. An associated Development Levy Bylaw must also be adopted by Council in order to charge Development Levies. A sample OCP enabling policy and Development Levy Bylaw is included in **Appendix A** to this report.

Corman Park has approved recent developments in the R.M. which did not require a subdivision. This review indicates that there are several instances of significant developments completed within the R.M. which intensified the use of land, without a subdivision, where no development charges had been previously collected. In those cases, a Development Levy would have been applicable.

A Development Levy helps to establish a level playing field for all developments. It is not equitable for one large development to pay development charges when a subdivision is involved, and another large development to pay no charges, when both incur similar costs to the municipality.

In the interest of fairness, a review of the capital expenditures planned to accommodate growth has been undertaken and the costs have been allocated equally over all development including areas which have been intensified. This helps to spread the costs over a larger number of developments keeping development charges as low as possible.

It is important to note that development charges can only be charged once for an area of land. In other words, development charges cannot be charged in areas receiving benefit from municipal services where they were already collected.

A Development Levy Bylaw must be advertised by Public Notice prior to being adopted by Council. Payment of a Service Agreement Fee is normally a condition of approval of a subdivision and payment is required before new lots are registered. Development Levies, where no subdivision is involved, are normally paid as part of an application for a Development Permit.

9 LEGISLATIVE AUTHORITY

9.1 Comparison to Alberta

Alberta Legislation - Municipal Government Act, R.S.A. 2000, Chapter M-26

To enable comparison between peer municipalities from Alberta, a summary of the Alberta legislation associated with off-site levies is included in this section. It is important to note the difference in the legislation that set out the eligible capital costs to include infrastructure and assets not identified in the Act (Saskatchewan).

Infrastructure cost recovery through development charges (referred to as off-site levies) is enabled through the Municipal Government Act in the Province of Alberta. Differences in the legislation between Alberta and Saskatchewan allow municipalities in Alberta a broader range of infrastructure that they may recover through development charges.

Section 648 outlines the capital costs that are eligible for full or partial cost recovery through the implementation of an Off-Site Levy Bylaw. Specifically, these capital costs consist of:

- new or expanded facilities for the storage, transmission or supplying of water;
- new or expanded facilities for the movement or disposal of sanitary sewage;
- new or expanded facilities for the management of stormwater drainage;
- new or expanded roads required for or impacted by a subdivision or development;
- subject to regulations, new or expanded transportation infrastructure required to connect, or to improve the connection of, municipal roads to Provincial highways resulting from a subdivision or development; and,
- land required in connection with any facilities described above.

Furthermore, Alberta legislation allows for off-site levies to be imposed to pay for all or part of the capital cost for any of the following, including related appurtenances and any land required for or in connection with the purpose:

- new or expanded community recreation facilities;
- new or expanded fire hall facilities;
- new or expanded police station facilities; and,
- new or expanded libraries.

9.2 Eligible Charges by Province (Western Canada)

The servicing fee review in this report includes the Counties of Parkland and Rocky View in Alberta. By reviewing existing planning fees and levies for other municipalities in different jurisdictions, Corman Park will be able to explore different frameworks to enable establishing a new fee structure that is more in line with a cost recovery model. The legislation in Alberta is different and allows for a broader range of eligible off-site levies that may be applied by these Counties. For the purposes of comparing how different jurisdictions apply development charges based on differences in provincial legislation, the following table has been produced to illustrate the differences between provincial legislation. It is important to note that each of the eligible growth factors on the left side of the chart below is subject to some level of interpretation as to what can and cannot be included within that category. Based on the principle of accountability and transparency, a municipality is required to 'reasonably' demonstrate that the rates are based on actual costs and exercise transparency in how the costs are calculated.

Table 1: Eligible Off-site Levies for Western Canadian Provinces

ELIGIBLE OFF-SITE LEVIES FOR WESTERN CANADIAN PROVINCES				
OFF-SITE LEVIES	BRITISH COLUMBIA ¹	ALBERTA ²	SASKATCHEWAN	MANITOBA ³
Water	✓	✓	✓	✓
Wastewater	✓	✓	✓	✓
Stormwater System	✓	✓	✓	✓
Roads	✓	✓	✓	✓
Parks	✓		✓	
Recreation		✓	✓	
Transit				
Police & Fire		✓		
Library		✓		
Childcare	✓ *Vancouver only			
Housing	✓ *Vancouver and Whistler (for employee housing) only			
Other ⁴		✓ *Redevelopment levies imposed on land for park/ school buildings and/or new or expanded recreation facilities; Necessary land purchases.	✓ *Planning, Engineering, Legal Fees may be included.	✓ *Waste removal, drainage, public, street lighting, sidewalks, traffic control, access and connections to existing services.

¹ References: Local Government Act, Part 14, Division 19 – Development Costs Recovery, Vancouver Charter

² Reference: Municipal Government Act, RSA 2000, c M-26 Division 6 https://auma.ca/sites/default/files/off-site_levies_manual_final.pdf

³ References: C.C.S.M. c. P80, The Planning Act – Part 8, Part 9 Development Requirements [C.C.S.M. c. P80 \(gov.mb.ca\)](http://C.C.S.M.c.P80.gov.mb.ca)

⁴ Other – may include cost of land acquisition costs required for infrastructure if prescribed through provincial legislation

10 ELIGIBLE COSTS

In Saskatchewan, the capital costs for the major elements of growth may be recovered from development charges. Development charges may therefore include costs for the construction of the infrastructure listed below and the associated planning, engineering, and legal services related to that construction:

- water;
- wastewater;
- storm water;
- roadways and related infrastructure; and,
- parks and recreational facilities.

If developers are paying up-front for the capital cost of infrastructure which directly serves a subdivision (direct costs), the risk and cost of growth for the municipality is generally lower. Development costs can be a barrier for some smaller and medium-size developers if only large developers can afford to pay the up-front costs. It can also be problematic if the lead developer must pay capital costs for upsizing infrastructure to serve an area larger than just their piece of land.

Service charges for direct costs are not being considered in this analysis since development normally pays for all direct services to serve their developments in Corman Park. Shallow utilities such as gas, electricity, and cable are not typically provided by municipalities, but are paid for by developers as direct costs for a local area. Other costs such as relocation of major utility infrastructure (e.g., natural gas stations, electrical sub-stations, transmission lines) are also typically paid for directly by developers.

The following section describes the methodology and basis for conducting the review of the 2014 Servicing Agreement Fees, assessing the suitability of a framework for both Subdivision Agreement Fees and Development Levy fees, and providing recommendations towards a phased implementation plan. The assessment of development charges was completed through a review of the legislation, a review of comparable municipalities, and through engaging stakeholders in the development community to gauge their understanding and experience with the current development charges.

11 EXISTING SERVICING AGREEMENT FEES

The R.M. has established Municipal Policy PD/002 for the purposes of recovering capital costs related to growth and development. This policy was most recently amended in 2014. The 2014 Servicing Agreement Fee developed by the R.M. and applied to Residential development is based on estimated costs and applies an estimated cost for inflation of 2.5% associated with the following:

Routine Capital Costs	Specific Capital Costs
<ul style="list-style-type: none"> ▪ Heavy equipment ▪ Road construction ▪ Paving/Surfacing ▪ Culverts ▪ Engineering contracts ▪ Capital expenditure (public infrastructure) 	<ul style="list-style-type: none"> ▪ Regional roadway links ▪ Fill stations (water) ▪ Shops and office ▪ Waste management

Planning Fee

- Calculated using a rate of 2% of the estimated costs for Routine Capital Costs and Specific Capital Costs

Applying these costs across the applicable land parcels resulted in the calculated Residential levy of \$6,560 / lot. Non-Residential uses were calculated using the same ratio as taxation representing an impact 61% higher. The resulting Commercial and Industrial development fee is \$10,560 / building site as indicated in Table 9.

Table 9: R.M. Corman Park Development Charge Fee Structure (2015)

DEVELOPMENT TYPE	2015 FEE SCHEDULE
Residential (Single lot)	\$ 6,560 / lot
Residential (Multi-parcel)	\$ 6,560 / lot
Commercial	\$10,560 / building site
Industrial	\$10,560 / building site

The eligibility of costs within the current development fee structure and opportunities to include additional costs within a revised development charge framework is discussed in Section 12.2.

12 DEVELOPMENT CHARGE CALCULATIONS

The following provides the information and assumptions used in the calculation and development of recommendations towards establishing a new development charge framework.

12.1 Calculation Assumptions

The following assumptions were made in the calculation of development charges and are discussed further in this section.

- Review of capital costs eligible under the legislation for both historical and future development charges.
- Capital costs based on available information from the R.M.'s capital planning documents, and studies associated with growth and development.
- Land absorption over a 10-year period to establish a reasonable land area for the basis of calculation has been applied assuming a growth factor of 1.25%.
- Separation of development charges into Residential and Non-Residential development. Non-Residential development calculations use a ratio of 1.8x over Residential based on differences in R.M. design standards.
- Annual indexing assumes 2.5% increase annually.
- 'Allocation of Benefit' set at 100% towards new development.

12.2 Development Charge Methodology and Calculation

This section summarizes the calculation of specific development-related costs within a total development charge by type of development. For all services, the calculation of the "unadjusted" per-lot (Residential) and per-hectare (Non-Residential) charges are reviewed.

Based on our review of the legislation within the Act and the eligible capital costs that may be included as development charges, we have previously noted that there are costs the R.M. currently charges that are not eligible under the legislation. Routine capital costs such as heavy equipment and specific capital costs related to buildings (shops and office) and waste management are not eligible costs according to the current legislation.

The non-eligible charges from the current Service Agreement Fees (SAF) total \$5,968,000 in costs that would need to be removed to align with the legislation. On a 'per lot' basis this would be an equivalent reduction of \$1,591.46 from the current SAFs. However, the review also identified actual costs incurred by the R.M. for eligible infrastructure based on historical data. These are consistent with the overall projected capital costs to support growth and development in the 2014 Development Levy calculations.

Capital Cost Forecast (2022 – 2030)

A development-related capital forecast has been prepared by the consulting team and R.M. staff as part of the study. The forecast identifies development-related projects contained with the R.M. long term capital plans and the required planning studies to support growth and development. These are indirect, or off-site, costs which benefit and enable growth in the R.M. Table 11 provides the breakdown of development charges which are detailed in **Appendix D – Development Charge Summary**.

Table 11: R.M. Long Term Capital Plans, Breakdown of Development Charges

DEVELOPMENT CHARGE SUMMARY	2018 – 2031
Road Construction	\$48,747,000
Recreational Facilities	\$3,421,000
Engineering, Planning, Legal Fees	\$1,601,000
Planning & Engineering Contracts	\$3,383,000
TOTAL	\$57,152,000
Estimated Inflation (2022 – 2031)	22%
Residential Charge / lot	\$ 8,505
Non-Residential Charge / ha	\$13,818

The next step in the determination of development charges is the allocation of the development-related capital costs between the Residential and the Non-Residential sectors using historical land absorption as the basis for projecting future development patterns.

10-year Land Absorption

Development charges are applied in consideration of such factors as projected changes in population and land absorption over a planning period, and the anticipated demand for services. In our opinion, applying the 10-year historical land absorption rate of 1,587 hectares (3921 acres) for Residential and Non-Residential is a reasonable method to project future development and land requirements in the absence of land use maps for areas outside of the P4G region.

Recognizing the overall growth trend for the R.M. in both Residential and Non-Residential development, and growth in the overall region, an annual growth factor of 1.5% was applied to the historical land absorption to estimate future development. Applying this growth factor results in a calculated land absorption area estimated to be 1,842 hectares (4,551 acres).

Annual Indexing of Development Charges

Based on the Building Construction Price Index sourced from Statistics Canada, the rate of inflation from Q1-2017 (99.5) to Q4-2021 (111.9) was 12.4% averaging 3.1% annually.

Prior to 2021, the rate of inflation was relatively constant from 2018 – 2020. Spikes in inflation in 2021 between Q1/Q2 and Q3/Q4 drove inflation to 7.1% for Non-Residential buildings.

Considering the average inflation from 2017 - 2021 of 3.1%, and recognizing that this average is heavily influenced by rapid inflation specific to 2021, development charges are recommended to increase at a rate of **2.5%** for the years 2022 – 2031.

This is considered reasonable given historic inflation has been in the range of 1.5 – 2.0%. It is also reasonable to expect we may continue to see higher rates of inflation in the short term. The annual index rate of inflation is intended to be updated in the development charge calculation on a yearly basis.

Establishing Capital Reserve Fund

Development charges that are collected need to be applied to specific projects identified within a capital plan. To comply with the legislation, it is recommended that the R.M. create reserve funds specific to the infrastructure for which development charges are being collected. This may be a general 'Restricted Reserve'. It is important that it can be demonstrated that development charges collected have been applied to the capital costs of infrastructure and not applied to the general revenue of the R.M.

12.3 Other Development Charge Adjustment Options

Development Charge Payment

It is recommended that the R.M. continue their practice of requiring 100% payment upon Servicing Agreement approval, with the option of entering into a flexible payment plan in the Servicing Agreement.

Allocation of Benefit

'Allocation of Benefit' is applied by some municipalities to recognize that there can be a benefit to all existing ratepayers when new infrastructure is built or upgraded resulting from growth. It could be a new roadway, improved or widened roadway, better drainage, more provision for water, etc.

The Allocation of Benefit is a principle that is applied to development charges without a standard formula. The most common practice is to apply a reduction (by %) based on an estimated value which can be reasonably justified as having benefit for current ratepayers (in the Municipality) and thus paid for through taxes. For example, if a new roadway was estimated to cost \$1million dollars, and it was estimated that 25% of the expected traffic was from existing ratepayers not travelling to or from the new development, then the estimated total development charge would be reduced by 25%. The reduced amount would be paid for from the mil rate (existing ratepayers).

The Allocation of Benefit principle is not applied everywhere. The principle of 'growth pays for growth' is widely accepted, especially in large cities. This means that 100% of the estimated costs for growth-related infrastructure are paid for from new growth.

The decision to apply an Allocation of Benefit rests with the R.M. of Corman Park. If this principle is applied, it would require a reasonable estimate to determine a percentage of ratepayers who benefit from new or upgraded infrastructure. This can be very difficult for a large rural municipality with a population which is dispersed geographically. This is further complicated by the fact the R.M has no land use plan. Without evidence or quantifiable statistics, it would be our recommendation not to apply the Allocation of Benefit principle.

Accelerated Development

In some cases, a developer may wish to carry out work to advance the construction of infrastructure services necessary for a development to proceed. Where this scenario arises is when a developer wishes to proceed with a development that requires new or expanded off-site infrastructure services before the construction is scheduled within the R.M.'s capital plan. The R.M. may agree to allow the developer to proceed by providing the upfront costs for the construction of the necessary infrastructure as a condition of approval and afterwards entering into an agreement that provides a corresponding credit to the developer's development charge. This approach shifts the responsibility for financing growth-related costs onto developers when a developer wishes to advance a development ahead of the R.M.'s plans to add off-site infrastructure to support the development.

In these cases, a Credit and/or Reimbursement Agreement is necessary in order to establish the mechanism for the developer to recover all or part of their costs (i.e. including land, design and contract administration costs) and to establish the developer's obligations for construction.

Within the agreement, the R.M. would define the timing for full reimbursement of the private investment in the municipal infrastructure less the allocation of charges that would have applied. The proponent would remain responsible for carrying any debt associated with the capital project up until the R.M.'s original scheduled date for initiation. The R.M. would not be responsible for any financing charges accrued by the proponent on the debt. Reimbursement would be based solely on the actual construction costs.

Council approval to the construction and the development charge credit and/or reimbursement must be obtained prior to the commencement of construction.

Successful Grant Applications

The R.M. may be successful in applying for grants that offset the cost of growth and development-related capital construction. Where this occurs, the servicing costs should be reduced by the value of grants and contributions based on the extent that they are used to fund growth-related costs.

Where conditional grants are secured by the R.M. for specific projects, the project cost should be reduced by the amount of the grant. Unconditional grants, even though they may have been utilized by the R.M. for financing a project, are not deducted from the final project costs, as it can be rationalized that such funding could have been used for other projects as they are not specific to a particular capital project.

Development Charge Exemptions

There are several situations defined within the Act where a development or subdivision is considered exempt from the assessment of a development charge or where it is appropriate to provide a development charge credit to a proponent.

The following situations describe these circumstances:

1. A site has been previously assessed a development charge and the proposed new development will not result in any substantial increase in the intensity of development (i.e. development charges can only be charged once on an existing site).
2. Where a building or structure is replaced by another building or structure on the same site prior to demolition of the former premises, the Owner of the building or structure who has previously

paid a development charge on the sites being redeveloped may be exempt from an additional levy as long as the replacement building, or structure, does not exceed the footprint of the existing building or structure.

3. Where land is intended to be developed for a not-for-profit or community service use including but not limited to churches or other places of worship (Council has authority to waive development charges by policy or by individual request).
4. The R.M. Council may wish to incentivize certain forms of development by exempting the applicable charges in part or in whole. Such exemptions would be established by Council policy and funded within the broader public tax structure.

13 ENGAGEMENT RESULTS

13.1 Survey #1- October 20 – November 19, 2021

The first of two online surveys were conducted to allow stakeholders an opportunity to provide opinions on the current planning application fees and development charges and the administration of those fees. Twenty-three (23) stakeholder groups were invited to participate in the survey. The stakeholder respondents fell into one of the following categories:

- Stakeholder Association (2)
- Land Developer (10)
- Major Landowner (3)
- Realtor (8)

Fifteen (15) responses (65%) were received which is a very good response rate. Survey No. 1 asked several closed-ended questions to gauge their experience with application fees and development charges and provided room for open-ended comments to be provided. Below is a summary of the responses.

- Most respondents had recent experience with application fees and/or development charges (within last 2 years).
- The majority are aware of how development charges are calculated.
- Customer service and value for money are two key concerns.
- Most respondents are aware of what the development charges are comprised of.
- Respondents feel that builders and developers cover almost all costs.
- Most respondents feel that the current approach and rationale for development charges is not reasonable. More transparency and conformance with the Act is necessary.
- Most respondents are not satisfied with the current process for administering the charges (more engagement may be necessary to dive deeper into this result).

- Most respondents were aware of the P4G direction to co-ordinate fees and service agreements and wish to be involved in future discussions.

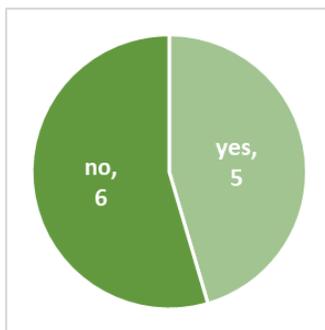
Full results from Survey 1 are contained in **Appendix B - What We Heard Report**, November 28, 2021

13.2 Survey #2 – March 17 – 31, 2022

The second survey engaged the same stakeholder group from November 2021. This survey focussed on responses to directions which were starting to emerge from the study. There were a total of 7 questions posed; 2 related to planning application fees and 5 related to development charges. A total of 11 responses were received (48%). This is considered a good response rate. Not all questions were answered, therefore, the responses do not add up to 11 in all cases.

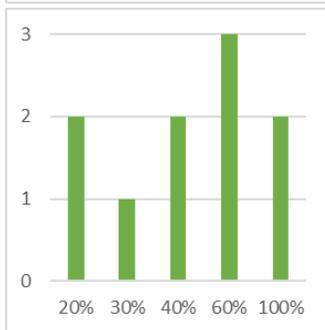
The results of the survey are indicated below.

Part 1: Planning Application Fees



Question 1 - User (development application) fees currently cover approximately 40% of the operational expenses of the Planning Department. The other 60% is covered mainly through property taxes. In your opinion, is this reasonable?

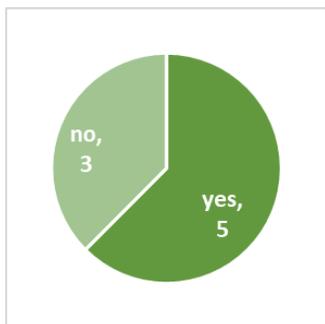
Summary: General comment about up-front fees seems to suggest keeping up-front costs (prior to development) as low as possible or spread them out over time. Two comments in favour of full cost recovery by applicant, no subsidy from R.M.



Question 2 - Application Fees can vary between municipalities. The R.M. wants to balance cost recovery with competitive fees. In your opinion, what level of cost recovery from user fees is reasonable?

Summary: There is considerable variance of opinion on the topic of cost recovery. There is no consensus; with 5 responses below 50% and 5 responses above 50%.

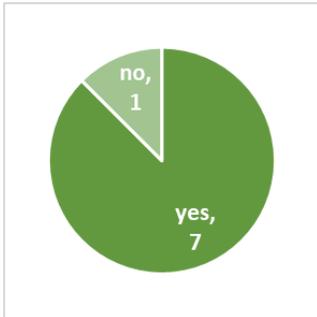
Part 2: Development Charges



Question 3 - There are many ways to calculate development charges. Some municipalities base it on population growth, some on area-specific costs, and others base it on projected growth area. One possibility is to update development charges based on the amount of land developed over the last 10-year period. In your opinion, is this a reasonable approach?

Summary: The response to this question reflects the complex nature of development charges. Without providing the details of the capital cost analysis contained in the report, it is difficult to obtain a consensus opinion regarding method of calculation. The desired approach is to provide a transparent process showing

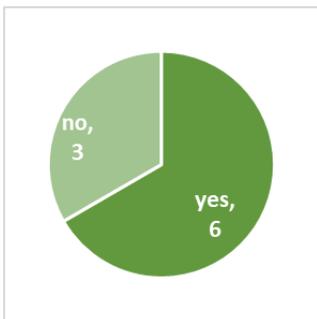
the off-site cost estimates and the various options to recover these costs from development charges. We have noted a slight preference for a development charge derived from the area of land expected to be developed over the next 10 years.



Question 4 - Currently, development charges are applied on a dollar per lot basis. An option for consideration is moving towards an area charge. This would be a dollar amount charged per hectare of land being developed. In your opinion, is this reasonable?

Summary:

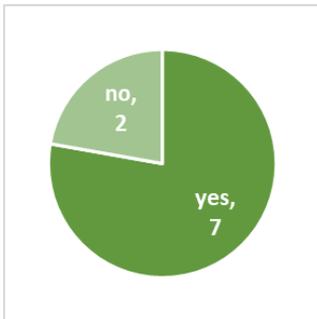
There was good level of consensus around moving towards a development charge based on area. There were very few comments added around this question.



Question 5 - 100% of development charges are normally required to be paid up-front as a condition of subdivision approval, with the option of entering into a servicing agreement which may allow for flexible payment options (e.g. payment schedule, payment based on phases, etc.). Do you agree with this approach?

Summary:

Comments received reflected a good level of support for a phased approach to paying development charges. This option is available to the R.M. The R.M. has the authority to add flexibility by structuring the payment of development charges based on time, phases, or some other development milestone.



Question 6 - Some municipalities allow for more flexible payments (e.g., payment plan, but not a reduction of charges) based on past performance of the developer (e.g., prompt payment, reputation, consistent performance, etc.). In your opinion, do you agree with this type of practice?

Summary:

There is general support for a tiered approach to development charges using a developer's track record. This approach may be adopted in the Development Levy Bylaw. It would become an incentive for developers to execute payments on time and fulfill obligations in a timely manner.



Question 7 - There are several instances of development in the R.M. where no development charges have been collected. These are instances where no subdivision was required, but the land use was intensified. In your opinion, should the R.M. require development charges on development which intensifies the use of land and has an impact on the costs to the municipality, regardless of whether there is a subdivision of land or not?

Summary:

There is general support for charging levies based on intensification, without a subdivision. The comments reflect the desire to ensure the R.M. is collecting levies only once, and charges reflect the eligible capital costs necessary to support growth as justified by appropriate engineering studies.

Full results from Survey 2, including all comments from stakeholders, are contained in **Appendix C**.

14 POLICY CONSIDERATIONS AND OPTIONS

The R.M. of Corman Park Official Community Plan policy related to development charges states:

11.1.2. To minimize the financial burden on the residents of the Municipality, resulting from developments in the Municipality.

Principles for Applying Development Charges

This policy is intended for the recovering of costs incurred by the municipality to support growth and development through development charges. In general, when a municipality creates a framework for development charges, they should be applied based on these five principles:

- **Benefit** – who mainly benefits from the cost?
- **Equity / Fairness** – are the rates applied fairly?
- **Accountability / Transparency** – are the rates based on actual cost and how are the costs calculated? Do the stakeholders understand how the levies are calculated?
- **Ease of Administration** – can the costs be administered easily and with minimal staff?
- **Revenue Reliability / Security** – does the rate cover the costs over the long run and are they stable?

Most municipalities recognize that there are some benefits which accrue to all ratepayers and stakeholders when a municipality grows. Municipal-wide benefits of growth can include:

- more jobs;
- broader tax base;
- more diversity;
- more residential choices;
- more leisure options; and,
- increased ability to attract more growth.

The application of the principles of benefit, equity and fairness are political and philosophical questions leading to decisions on how much subsidy to offer new development. Affordability and cost competitiveness come up as common reasons for not putting all costs for off-site development on new development. Some municipalities keep off-site charges low to encourage new growth and development - an economic development incentive. However, placing too much of the costs on the mill rate can erode overall affordability within a municipality by putting upward pressure on property taxes. The form of development also plays an important role in considering the overall benefit.

Sources of Funding Growth

There are essentially three sources of funding to fund the development of off-site infrastructure which supports growth and development:

1. Mill Rate (Property Taxes)
2. Government Grants
3. Development Charges (Service Agreement Fees or Development Levy)

Common questions about the funding of growth have usually been:

- How is growth paid for?
- Is the current funding model sustainable?
- What other funding options are available?

It is important for Council to note that there is no one methodology that is applied universally across the province to determine development charges and cost recovery. There is also no standard way to determine the 'Allocation of Benefit' to the larger community and how that impacts development charges. **Establishing development charges is a matter of policy choice for a municipality based on balancing cost recovery with encouraging growth and development as part of meeting strategic outcomes desired by the R.M.**

Development charges may be assessed and administered based on:

- Uniform charges applied to all land use classifications across the R.M.
- Land use specific charges applied uniformly across the R.M.
- Site specific charges applied uniformly across all land use classifications within the R.M.
- Site and land use specific charges.

When considering the method of assessment and administration for development charges it is important to consider the capacity within the Administration to oversee their implementation.

Development Levy

As noted previously in this report, a Development Levy may be applied where intensification of land use occurred without a subdivision, and where the R.M. incurred costs to expand, enhance, extend or build new off-site infrastructure to accommodate land use intensification. Based on consultation with the R.M. staff there are some occurrences of development related to intensification of the existing land use and where no subdivision is involved, such as in the East Floral and Grasswood areas. Using this information, Development Levies could apply to these specific developments; however, it is recommended that Corman Park apply a single levy across all R.M. lands for all developments which intensify use without a subdivision. The reason for this is that it is not possible to accurately forecast where large developments of land may occur without a subdivision.

Application of Development Charges

Section 169 of the Act states:

S. 169(4)(a)(b) The levies in the development levy bylaw must be based on: a study or studies that determine the capital costs for municipal servicing and recreational requirements that service the area for which the levy is being applied; and consideration by Council of future land use patterns and development and phasing of public works.

The scope of this study is aimed mainly at the development costs located within the R.M. and lying outside of the P4G area. There is currently no land use map or population projection guiding anticipated development to help determine the capital costs of servicing or any recreational requirements that may arise from future development. Developing a land use map for the balance of the R.M. is recommended to allow for a more strategic approach to planning and a more robust system of development charges to be implemented. In lieu of a land use map, the historic budget actuals and long-term capital plans provide the documentation that form the basis for the capital costs of servicing within the R.M.

Current Practice – Per Lot Basis

The R.M. currently administers development charges on a per-lot basis across the entire R.M. (i.e. the charges are not differentiated based on geographic area). The calculation of development charges considers the total capital costs associated with growth and development and is divided by the number of existing developed lots. A charge is then applied to all Residential lots, and a higher charge is applied to parcels (lots) containing Non-Residential land uses. This practice has the advantage of being simple and easy to administer. However, it has some drawbacks. For example, larger Non-Residential parcels would pay the same development charge as smaller parcels. It doesn't recognize the variation in the final subdivision (e.g., lot sizes or number of lots within the subdivision).

Uniform Development Charge – Per Hectare Basis

Similar to how the R.M. currently applies development charges (on a uniform basis across the R.M.) this method would calculate charges by dividing the total eligible capital costs by the developable land area (represented in hectares).

Many municipalities charge costs based on an area of land. This is normally done when there is a land use map or growth plan which identifies geographic areas for growth, and the charges are applied fairly within the growth areas. Again, in the absence of a land use plan, all land is essentially a potential growth area. This means that development charges should be applied uniformly across the entire land area. The method for applying a per-hectare rate appears to have more fairness inherent in its application than a per lot charge. But this is only true for Non-Residential parcels (commercial / industrial uses).

If a uniform charge is desired (for Non-Residential uses) it would need to recognize the fact that there are differences in the costs between lots of various sizes. In other words, it would be assumed that a larger Non-Residential lot within a commercial or industrial subdivision will likely have more cost impact than a small Non-Residential lot.

This same scenario doesn't seem to apply to Residential lots. In these cases there is little to no difference in cost whether a Residential lot is small or large.

By implementing the per-hectare method, the R.M. would have a mechanism to address commercial and industrial type development that may have irregular shaped lots, or lots sized significantly larger than Residential. Applying development charges on a per hectare basis provides a means for more accurately representing the costs of development by calculating the land area being developed rather than simply on a per-lot basis.

R.M. of Edenwold, as an example, applies charges to all subdivisions in the R.M. regardless of location. For residential lots a single fee is charged based on residential density for each lot. Where lots are designed for more than one principal building (such as multi-unit buildings, strip malls or multi-purpose commercial centres, or higher-intensity land uses), the R.M. refers the application to the municipal engineer to determine the appropriate fees.

In our opinion, if a uniform rate is desired, we would recommend two types of charges:

1. uniform per-lot charge for Residential uses; and,
2. uniform per-hectare charge for Non-Residential uses.

Area Specific Charges

In the interest of fairness, we have examined the option of administering development charge on an area basis. Area-specific charges for infrastructure may be applied to individual sectors that are geographically dispersed and represent differences in development demand, timing, and costs associated with financing growth.

The R.M. of Sherwood is an example of a rural municipality that has applied Development Levies through area or sector charges. The R.M. of Sherwood identified three areas forecasted for future development in the near term (referred to as the northwest, northeast and southwest zones of Sherwood Forest, Sherwood Industrial Park (SIP), and Highway Corridor area, respectively).

Each of the identified areas (sectors) are subject to the Development Levy fee established for that area and additional costs may be applied through Service Agreement Fees if site-specific costs or additional costs are identified. Conceptual costs were determined for each of the areas by extrapolating the conceptual capital costs associated with the construction for required infrastructure servicing throughout the forecasted development areas. The R.M. also maintains the right to impose a service connection fee on a developer for water and sewer infrastructure.

Based on conversations with the R.M. of Sherwood staff, it is understood there have been some concerns expressed about the shared costs between development in the north versus the south areas. It may be felt that the benefit of development is not being realized in some areas and that a uniform development charge may not apply over a wide geographic area with differences in both the type and intensity of infrastructure servicing required.

However, an area-specific charge is only possible for areas where growth has been identified either through a land use map, or a growth study, concept plan, etc.

15 REGIONAL CONSIDERATIONS

The R.M. is a member of the Saskatoon North Partnership for Growth (P4G). In January 2022 the P4G was established as a new Planning District. Within the P4G Planning District there is an established future land use map to guide growth to 1 million people, estimated to occur over the next 60 years.

Within the P4G District Official Community Plan (DOCP) there is direction for all partner municipalities to implement a standardized approach to calculating Development Levies and Servicing Agreement Fees to provide for consistent and predictable development charges across the region. The capital costs attributed to growth for these lands will be developed through several servicing and feasibility studies planned between 2022 and 2025 that consider regional levels of servicing. These servicing and feasibility studies are likely to be prompted by development proposals which require a new, regional level of service which in some cases will include infrastructure not currently offered by or available within Corman Park.

Furthermore, Section 30 of the DOCP states that the P4G municipalities, should *“work toward establishing regional development levies and servicing agreement fees for the purpose of recovering all or a part of the capital costs of providing, altering, expanding, or upgrading regional services and facilities associated with a proposed subdivision or development”*. In these cases, the R.M. will need to consider revenue reliability and how development charges cover the capital costs of a more diverse range of land use over the long term.

Outside of the P4G area, the R.M. does not have a future land use map to guide development. For these lands, the most appropriate approach for calculating the anticipated capital costs attributed to growth is to divide costs uniformly across all areas that would be expected to operate with a rural level of service.

The R.M. may need to consider a two-tier levy framework that applies development charges differently for development within the P4G growth areas based on a higher level-of-service associated with infrastructure to support semi-urban or ‘rurban’ development. Areas outside of the P4G area that represent rural development in this case would be costed differently recognizing a reduced level of service required that is typical of rural development. Separating the R.M. into two service areas, the charges associated with capital infrastructure costs are more reflective of the lands benefiting from development, which makes the charges applied to the service areas more defensible.

Regional Development Levies will need to assess the regional servicing plans required to provide the level of service to accommodate land development as indicated within the P4G DOCP land use map. This land use map includes the provision for urban infrastructure into future residential and commercial areas within the R.M. This represents a significant difference between the elements included in a rural-type development charge framework. For example, it is not uncommon for urban or semi-urban type developments to require sidewalks, curbs, and street lighting on all roadways, and even within industrial areas.

A typical list of elements incurring capital costs for an urban vs rural subdivision within a municipality which may be recovered by levies, may look like the following table on the next page.

Table 13: Urban versus Rural Development Level of Service Considerations

TYPICAL URBAN LEVEL OF SERVICE	TYPICAL RURAL LEVEL OF SERVICE
Roads	
Arterial Roads	Road Construction
Paving	Paving / Surfacing
Interchanges and Bridges	Regional Roadway Links
Sidewalks	Fencing
Lanes	
Street Lighting	
Signing and Signals	Signage
Fencing	
Buffers	
Waterworks	
Waterworks Expansion	Water Fill Station
Primary Watermain Levy	
Water Pumphouse and Reservoir	
Water Supply	
Wastewater	
Wastewater Treatment	Septic Tanks/Mounds
Sewage Lagoon Works	
Sanitary Mains	
Trunk Sewer Levy	
Sewage Pumping Station and Force main	
Lift Station	
Stormwater Systems	
Stormwater Management	Overland/Culverts
Culverts	
Storm Detention Facilities	
Parks and Recreation	
Parks	
District Parks	
Community Parks	
Recreation Facilities	

The list of elements can be shorter or longer depending on the standards a municipality adopts for development – rural, semi-urban, or urban. The standards of development are usually contained in a municipally-adopted, Official Community Plan or Engineering Standards manual, with related regulations and bylaws.

A third 'regional' servicing level may entail the provision of services drawn from both urban and rural standards. This would be dependent on the type of development being proposed. Higher residential densities usually require a higher level of service to meet demands and regulatory requirements. Although it is outside of the scope of this project to examine a 'regional servicing scheme', it is worth drawing attention to this topic during this update to the R.M.'s Development Levies.

Separately, the R.M. will also need to understand the cost impact of the operation and maintenance costs associated with maintaining an urban or semi-urban level of service that in many cases represents higher budget demands than typically associated with a rural level of service and would be addressed by through the R.M.'s approach to asset management.

15.1 Lessons Learned from Alberta

The consulting team understands that Corman Park has received proposals for development which contain higher residential densities of residential and commercial land uses. These proposals are very similar in size and density to developments typically found in urban centres to date. Through the adoption of the new P4G District Official Community Plan, it is apparent that new proposals for higher density regional development may be accommodated subject to inter-municipal agreements.

The consulting team solicited the advice of a senior planner (Mr. Peter Vana, RPP, MCIP) from the Edmonton area who has extensive background and knowledge of the transitions which took place in the Edmonton region over the last 30 years to accommodate more urban and regional development within the counties surrounding the city of Edmonton.

The following material is provided as value-added information recognizing that Corman Park is now at a stage where increased density within the R.M. (mainly within the P4G area) is being requested by private developers.

How did the counties deal with development pressure for more urban uses and densities?

Historically counties such as Rocky View and Parkland have supported low density developments in the form of 2-to-5-acre country residential developments, and minimally serviced industrial development. In the past twenty years the pressure to attract more urban forms of residential, commercial, and industrial development has come from county councils and developers who have witnessed the expanding urban development pressures at the county's boundaries.

This urban development pressure at the boundary of rural municipalities resulted in the cities of Edmonton and Calgary attempting to limit development at their fringes to allow them the opportunity plan for future annexations. The rural municipalities on the other hand saw this demand for more intense urban development as an opportunity for economic growth and to diversify their tax base. Developers on the fringe looked at the opportunity to develop on land that was less expensive than land in the urban centres.

In both Parkland and Rocky View, the largest hurdle has been the cost and the ability to extend infrastructure to the rural areas to accommodate more dense development. Up until recently, both counties have relied on residential and industrial / commercial developers to 'frontend' most of the infrastructure.

The pressure for more urban style developments in both Parkland and Rocky View has resulted in the counties evolving their infrastructure standards to match the growing demands of the businesses and workers. In Parkland for example, the road standards have increased, and the firefighting capacity has had to increase to

meet urban response times and fire flows. Transit for workers has also been introduced to support the demands to attract workers to the area. In response to the increase in services and development standards, the value of serviced lands has steadily increased. The impacts of this increased land value have created a transition of the type of industrial and commercial developments as well as the type of residential development in the counties. Business such as laydown yards and oil field service companies have started to be displaced by large logistical businesses like Amazon. Residential development that once accommodated modest rural housing is being replaced by large and expensive homes within estate subdivisions on 1/2 to 1/3 acre lots.

The tensions from the past twenty-five years have been replaced by a new sense of regionalization, largely forced onto the municipalities in the metropolitan areas of Edmonton and Calgary by the Province of Alberta.

This regional approach has resulted in increased pressure on the rural municipalities to increase their development standards and approach to development.

How did their development standards change as a result over time and what impact did that have on their development levies?

The past decade has seen both Parkland County and Rocky View County increase the level of development standards for industrial and commercial developments. The counties success has resulted in such factors as increased operating and maintenance costs due to increased intensity and the type of develop being attracted to the counties. In Parkland County the attraction of food processing plants and logistical industries has resulted in increased demands on existing roadway networks, and water, stormwater, and sanitary systems. Parkland has consequently had to retrofit and expands their infrastructure to accommodate this new and desirable development. Parkland is not alone when it comes to this transition and change; the other counties surrounding Edmonton and those surrounding Calgary have experienced similar transformations.

The financial impact to counties such as Parkland has been profound. While Parkland's Acheson industrial commercial business park now forms the County's largest tax assessment, it is also the focus of the major of capital budget projects. The upgrades and expansion requirements to the infrastructure has also resulted in increases to the off-sites levies charged to developers on a per hectares basis. Development Levies in Parkland County have increased to a level greater than the smaller urban towns and cities inside the County's boundaries but are still lower than the larger cities in the region. A contributing factor to the increase has been the scale of developments in Parkland. The scale of commercial and industrial development in Parkland County is measured in quarter sections (160ac) at a time, while in the neighbouring towns and small cities it occurs at a smaller scale.

The consequence to increasing Development Levy costs has limited the residential development in the Big Lake area and resulted in the County front ending infrastructure improvements and expansion to attract high value industrial and commercial developments.

How did the relationship change between the counties and the adjacent full-service urban centres like Edmonton?

The largest contributing factor to the relationship between the rural counties and urban centres such as Edmonton and Calgary are the Province's requirements for regional planning and the introduction of legislation allowing municipalities to adopt joint Development Levies. The establishment of defined growth areas in both the Edmonton and Calgary Regions has allowed the rural municipalities to have certainty and clarity to approve more urban-like format residential, commercial, and industrial development. The regional planning approach

has also changed the way rural counties plan, their development standards, their Development Levy models used to track development costs, and the aligning of regional infrastructure requirements.

What impacts did more regional developments have on their operating costs?

The aligning of regional infrastructure requirements continues to change and impact the operating and capital budgets for counties such as Parkland County. Several examples include the provision of both fire response and transit. In both these examples, Parkland County partners with surrounding urban centres to coordinate services and share in the capital costs of firefighting equipment and transit buses. Changes to Provincial legislation has also impacted major infrastructure improvements such as interchanges and grade-separated roadways. Rural counties are increasingly expected to reflect these major Provincial capital projects in their long-term planning and levy models.

Was the transition smooth, or were there lessons learned that the R.M. of Corman Park should be aware of?

In the last decade Parkland County has transformed how it has approached development and Development Levies. Initially, Parkland County was very reactive to its approach to development. The County monitored development pressures and only made changes to infrastructure when required. Often it relied on a few local developers to set the standards and respond to infrastructure failures or shortcomings as needed. Today Parkland is more engaged and proactive in its approach to development. It has taken a more strategic approach to update the infrastructure requirements needed to facilitate the full buildout of the Acheson and Big Lake areas. This has meant conducting the appropriate studies and engineering predesigns to accommodate development. The County ensures the off-site model is maintained with the most current construction costs and aligns with the long-term capital plan.

Parkland has also taken a more strategic approach to economic diversification by specifically targeting new development that will increase their tax assessment and diversify their local economic. Part of this strategy has been to work with more progressive industrial developers and strategically frontend new and expanded infrastructure within the levy model. This approach has allowed Parkland to attract processing and logistic firms to the County that otherwise would not have located in the area.

Key takeaways for the R.M. of Corman Park are:

1. Understand the infrastructure required to service the form of development being attracted. Conduct the necessary engineering studies to inform the R.M. as to service requirements and buildout impacts.
2. Place these infrastructure requirements in your off-site levy model and maintain current cost estimates in your model and use them in your 10-year capital plan.
3. Be strategic in your approach to attract the forms of development desired. This may mean the R.M. strategically invests or frontends in key infrastructure investments that are certain to facilitate and accelerate development in your growth areas.
4. Adopt a Land Use Plan. Although there is now a land use plan in the P4G area, the rest of the R.M. does not have a land use plan. Without a land use plan, there can be no strategic approach taken to development and infrastructure upgrades or extension.

5. Coordinate and cooperate with regional partners on infrastructure improvements that will benefit the R.M. to attract development.
6. Coordinate and cooperate with regional partners on regional services such as fire protection and other infrastructure services that will benefit the R.M. to attract development and share the cost for shared benefit.

16 ASSET MANAGEMENT PROGRAM CONSIDERATIONS

Development charges as discussed in this report provide a method of financing the capital costs associated with growth and development; however, the costs associated with maintaining and operating this infrastructure are not eligible to be funding through levies or servicing agreements. The underlying principle of development charges is 'growth pays for growth' to minimize or remove the financial burden by the existing ratepayers.

After a period, typically the length of the warranty period, new infrastructure is turned over to the responsibility of the municipality and represents an increase in costs that is funded through the existing tax base.

Asset management planning provides a framework to assess the lifecycle costs and operating cost impacts that is critical to understanding the financial sustainability of the budgeting process and allocation of funding towards infrastructure servicing.

Changes in development standards and level-of-service provided to urban-type development within the P4G lands, and urban development along the urban-rural fringe is anticipated to result in increases in costs both to finance the construction of infrastructure and the longer-term renewal and rehabilitation of this infrastructure through maintenance and operations budgets.

This is reflected in the lessons learned from Parkland County and Rocky View County where the pressure for more urban style development required these counties to evolve their development standards to match the growing demands. The increase in the level of development standards, particularly for industrial and commercial developments, resulted in increased operating and maintenance costs due to the increased intensity and type of development being attracted to these counties.

Where rural developments may focus on roads and drainage, development standards associated with more urban-type development may include curb and gutter, sidewalks, streetlights, etc.

As the R.M. addresses more urban-type development both in the P4G area and along the urban-rural fringe, the R.M. develop and understanding of the long-term lifecycle costs of maintaining this infrastructure through comprehensive asset management planning.

17 NEXT STEPS

The next steps in the process assume that the Corman Park Council adopts the recommendations from the Administration.

1. Adopt enabling policy within the Official Community Plan prior to the adoption of a new Development Levy Bylaw. This will require the preparation of the policy amendment, advertising the amendment, and adopting the amendment in a public hearing.
2. Adopt a new Development Levy Bylaw. In concert with the enabling policy described above, Corman Park will prepare the necessary bylaw, advertise the bylaw, and adopt the bylaw through at a public hearing.
3. Adopt new Planning Application Fees. This will entail the preparation of amendments to Bylaw 45/19 to include the proposed fees and revised fee structure. Once again, the bylaw will need to be advertised and adopted through a public hearing.

OCP and Development Levy Template

Suggested Enabling Policy within the RM OCP

Implementation of a new Development Levy Bylaw will require enabling policy within the RM's Official Community Plan. Below is some suggested wording. This wording could be included within Section 11 Servicing Objectives and Policies, or Section 12 Implementation of the OCP:

- New development shall pay all eligible costs (as defined in Section 169 of the Planning and Development Act, 2007) of development which directly or indirectly serve new development through servicing agreements and development levies.
 - The cost of extending major services which indirectly serve (off-site) new development will be recovered through an analysis of capital projects intended to accommodate growth and the long-term financial impact on the RM.
 - The Development Levy will be reviewed and approved by the RM Council on a regular basis or as required to ensure full capital costs of growth are covered.
-

Below is some suggested wording for a proposed new Development Levy Bylaw to enable the collection of development levies through the use of servicing agreement fees, where a subdivision is proposed, and a development levy where no subdivision is proposed but the use of land is intensified.

RM of Corman Park No. Development Levy Bylaw XX – 20XX

Being a Bylaw of the Rural Municipality of Corman Park, in the Province of Saskatchewan, for the purpose of establishing a Development Levy for Lands that are to be developed or redeveloped within the municipality.

Section 169 of *The Planning and Development Act, 2007*, Chapter P-13.2 (the Act”) provides that, the Council of a Municipality may pass a bylaw establishing a Development Levy;

Lands within the Municipality are expected to be developed and land use will be intensified. Development levies are comprised of either Service Agreement Fees where a subdivision is proposed, or Development Levy where no subdivision is proposed but land use is intensified through development or redevelopment.

Council for the RM of Corman Park is expected to give notice by advertising in a local weekly newspaper and conduct a Public Hearing with regards to the proposed Bylaw - in accordance with the public participation requirements contained in Section 207 of the Act;

Council for the RM of Corman Park deems it desirable to establish a Development Levy for the purposes of recovering all or a part of the capital costs of providing services and facilities

associated with a proposed development, directly or indirectly, with regards to: sewage, water, and drainage works; roadways and related infrastructure; parks; and recreational facilities;

the RM of Corman Park has considered the capital costs of planned public works to help determine a fair and equitable calculation of the development levy in accordance with the Act; and

the RM of Corman Park wishes to provide for the payment of development levies; to authorize agreements to be entered into in respect of payment of development levies; to set out the conditions upon which the levies will be applied to specify land uses, classes of development, or defined areas; and to indicate how the amount of the levy was determined.

SHORT TITLE

1. This bylaw may be cited as the “Development Levy Bylaw”.

PURPOSE AND INTENT

2. This bylaw is intended to:
 - (a) to impose and provide for the payment of development levy;
 - (b) to authorize agreements to be entered into in respect of payment of development levies;
 - (c) to set out the conditions upon which the levy will be applied to specific land uses, classes of development, or defined areas; and
 - (d) to indicate how the amount of the levy was determined.

DEFINITIONS

Add appropriate definitions here...from Zoning Bylaw, OCP or other appropriate source.

3. In this bylaw:

“Act” shall mean the Planning and Development Act, 2007, Chapter P-13.2;

“Capital Costs” means the RM’s estimated cost of providing, altering, expanding, or upgrading the following services and facilities associated, directly or indirectly, with a Proposed Development:

- i. sewage, water or drainage works;
- ii. roadways and related infrastructure;
- iii. parks; and/or
- iv. recreational facilities;

“RM” means the Rural Municipality of Corman Park;

“**Council**” means the Council of the RM;

“**Development**” means the carrying out of any building, engineering, mining, or other operations in, on or over land or the making of any material change in the use or intensity of the use of any building or land;

“**Development Lands**” means those lands (or any part thereof) within the RM, where no previous servicing agreement has been entered into for the specific proposed development and, in the opinion of Council, the City will incur additional capital costs as a result of the proposed development;

“**Development Levy**” means the levy imposed and created by this bylaw pursuant to the Act;

“**Development Levy Agreement**” has the meaning ascribed to this term by the Act within Section 171;

“**Development Officer**” shall mean the development officer appointed by the RM;

“**Development Permit**” means a development permit as defined in the Act;

“**Proposed Development**” means a permitted or discretionary use within the RM Zoning Bylaw, for which a person or corporation has made an application for a development permit;

“**Servicing Agreement**” has the meaning ascribed to this term by the Act within Section 172;

ADMINISTRATION AND ENFORCEMENT

4. (1) Council hereby delegates to the CAO or his/her designate the duty and authority to enforce and administer this bylaw, including administering the Development Levy, Development Levy Agreements and Servicing Agreements.

APPLICATION

5. (1) This Bylaw applies to Development Lands that benefit or will benefit from municipal services installed or to be installed by or on behalf of the RM.
- (2) The Development Levy imposed by this Bylaw is intended to recover all or a part of the Capital Costs incurred by the RM as a result of a Proposed Development, as set out in Schedule “A” attached to and forming part of this bylaw (*attach the new Development Levy as Schedule A*).
- (3) Pursuant to Section 169(3), the Development Levy will only be applied if:

the specific proposed development was not previously subject to payment of a development levy; and, in the opinion of Council, additional capital costs will be incurred by the RM.

IMPOSITION OF LEVY

6. (1) There is hereby imposed on the Development Lands a Development Levy in the amounts set out in Schedule “A” attached to and forming part of this bylaw. Schedule “A” shall be updated to reflect changes in infrastructure costs, as required. Any revisions to Schedule “A” shall apply only to development permit applications accepted by the City after the date the revision is adopted.
- (2) The amount of the development levy that is required to be paid is based on the levy in place at the time when the development permit application is submitted to the City and the application is deemed complete.

AUTHORITY TO ENTER INTO AGREEMENT

7. (1) Any Development Levy Agreement and the obligation to pay the applicable development levy shall be binding on successors on title to the original owner or owners, regardless of whether a caveat in respect of the Development Levy Agreement is registered by the RM against the Development Lands. The amount of the development levy payable shall be the amount under Schedule “A”, as amended from time to time.
- (2) Nothing in this bylaw prevents the RM from imposing additional or new development levy on any portion of the Development Lands where the RM has not previously collected the Development Levy or entered into a Development Levy Agreement or Servicing Agreement.
- (3) The RM may register an interest based on a development agreement in the land registry against the land that is the subject of the agreement.

PAYMENT

8. (1) The Development Levy provided in this bylaw shall be paid, either:
 - a) 100% prior to issuance of a Development Permit; OR
 - b) In a fashion and timeline deemed appropriate by the RM within a Development Levy Agreement, pursuant to Section 171 of the Act.
- (2) In the event that any Development Levy payment imposed by this Bylaw payable under a Development Levy Agreement is not paid at the time or times specified within the Agreement and without limiting the remedies of the RM, the RM may issue a stop work order prohibiting further development on the Development Lands.

PURPOSE AND USE OF THE LEVY

9. (1) The development levy is intended to reimburse the RM for the capital costs associated with the construction, altering, expanding, or upgrading of the following:

- i. sewage, water, or drainage works;
- ii. roadways and related infrastructure;
- iii. parks; and/or
- iv. recreational facilities

associated directly or indirectly with the proposed development.

(2) The development levy may be utilized to pay a debt incurred by the RM as a result of expenditure listed above or to reimburse an owner described in clause 173(d) of *The Act*.

CALCULATION OF LEVY

10. The Development Levy adopted in this Bylaw was determined on the basis set out in Schedule "B" annexed hereto and forming part of this Bylaw.

(include the levy calculations as Schedule B).

SEVERABILITY

11. In the event that any provision of this Bylaw is found to be null or void or contrary to law by any court of competent jurisdiction, then such provision shall be severed from this Bylaw and the remainder of this Bylaw shall continue to be of full force and effect.

ENACTMENT

12. This Bylaw shall take effect and come into force upon the date of approval by the Minister of Government Relations.

Read a first time this ___ day of ___, A.D. 20___

Read a second time this ___ day of ___, A.D. 20__

Read a third time and adopted this ___ day of ___, A.D. 20___

REEVE

Chief Administrative Officer

Schedule "A"

Place the new development levy rates here:....

(add table...)

Schedule “B”

(add charts and tables showing summary calculations here...)

What We Heard Report

R.M.Corman Park Application Fee + Development Charges Study

Survey No. 1

October 20 - November 19, 2021

November 28th, 2021

Prepared For:



Prepared By:



1 INTRODUCTION

1.1 Background

The R.M. of Corman Park, in partnership with Wallace Insights, Firebird Consulting and V3 Companies of Canada, are conducting a thorough review of the R.M.'s existing planning application fees and levy fee/ development charge structure. The intended outcome of this review is to determine whether the current fees/ charges are appropriate and provide guidance on how the R.M. may be able to update the fees/ charges in the future.

1.2 Purpose

Part of the of this study included engaging with project stakeholders to hear about their experience with the R.M., and to better understand what their appetite for the R.M. to restructure the application fees and development charges. Identified stakeholders included the following:

- 8 Developers
- 8 Real Estate Firms
- 7 Major Stakeholders (property owners, homebuilders, etc.)

In total, 23 stakeholders were provided the opportunity between October 20th and November 19th, 2021, to respond to a virtual survey using the Survey Monkey platform. A total of fifteen (15) stakeholders provided their input, garnering a **65% response rate**. Their verbatim responses are outlined in this report.

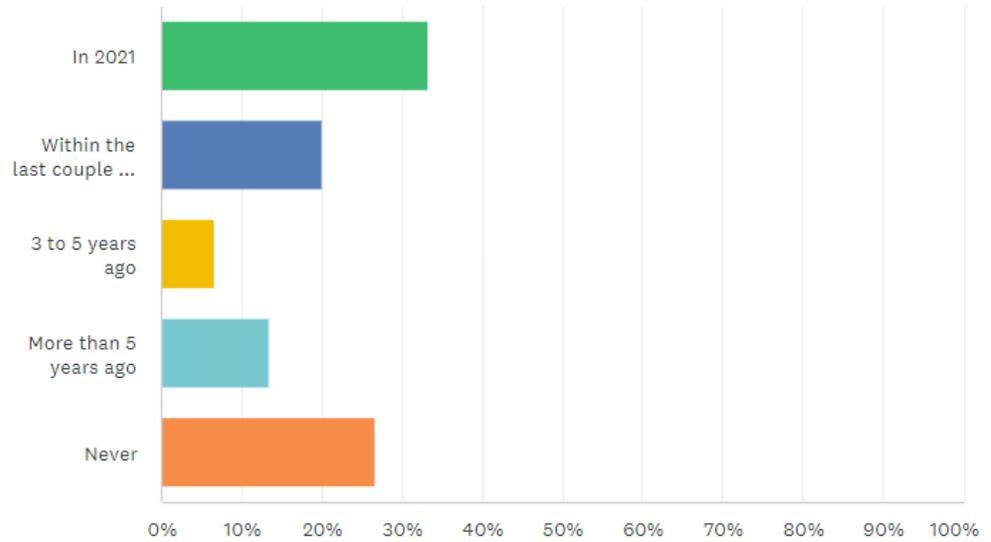
1.3 Survey Outcomes

The following are the verbatim responses provided by the survey respondents. While respondents are numbered 1 through 15 to track the trends in responses, all respondents are anonymous. The 'takeaways' column provides our summary of the responses and how the responses will inform the final recommendations moving forward.

Question 1:

When did you last make a planning application?

Answered: 15 Skipped: 0

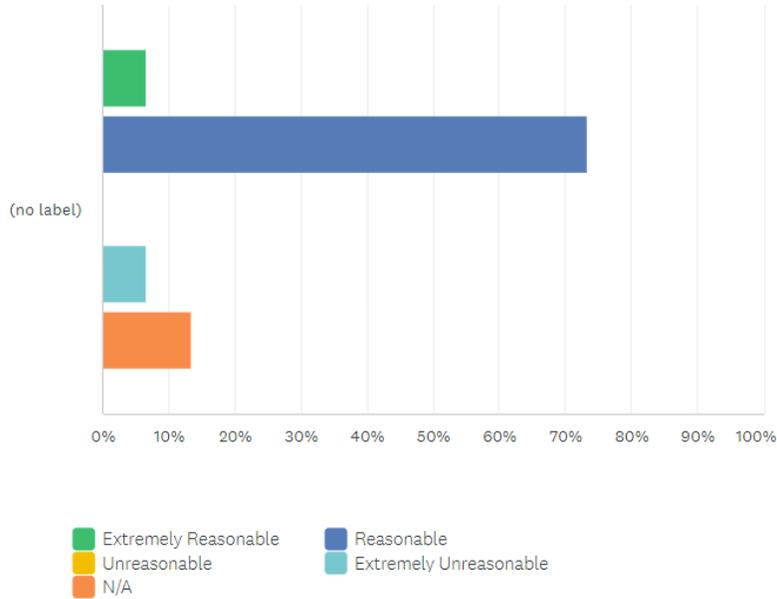


RESPONSE	TAKEAWAYS
1. More than 5 years ago	<ul style="list-style-type: none"> • Most respondents have made an application during the last 5 years, with majority in last 2 years. • Most respondents have current knowledge of application fees and process.
2. In 2021	
3. Within the last couple of years	
4. In 2021	
5. Never	
6. More than 5 years ago	
7. Within the last couple of years	
8. Never	
9. Never	
10. In 2021	
11. Never	
12. In 2021	
13. In 2021	
14. 3 to 5 years ago	
15. Within the last couple of years	

Question 2:

In your opinion, how reasonable is the amount charged by the RM for a **Zoning Compliance Certificate** (\$75)? (select 'N/A' if you have not applied for a Certificate)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> Vast majority believe the fee for a Zoning Compliance Certificate is reasonable.
2. Reasonable	
3. Reasonable	
4. Reasonable	
5. Extremely Unreasonable	
6. N/A	
7. Reasonable	
8. Extremely Reasonable	
9. Reasonable	
10. Reasonable	
11. Reasonable	
12. Reasonable	
13. Reasonable	
14. Reasonable	
15. Reasonable	

Question 2a:

Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Timely reviews and responses are important to respondents.
2. <i>No response provided.</i>	
3. Provided the turnaround for information and results is in a timely fashion.	
4. The time it takes for the RM to get back to the applicant is too long. 3 to 5 "business days" would be an appropriate time frame.	

Question 2a:

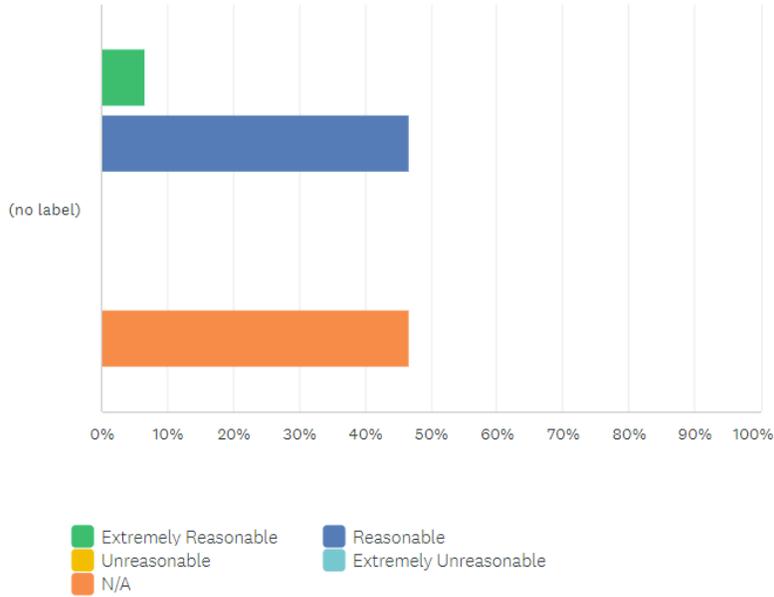
Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
5. I am a realtor with Royal LePage Saskatoon Real Estate and recently sold an acreage in Corman Park. It was a condition on the offer to obtain and review permits (if any) applied for and approved. I went to the RM office to obtain a PID which we do from the City of Saskatoon to see if permits were obtained for basement development, bathrooms, additions, decks, etc. We pay \$20 for each PID with the City of Saskatoon. To my surprise, both the 10-acre parcel and the parcel the house and shop are on cost \$75 each to provide this information. The price is outrageous. I also purchased an RM of Corman Park map for \$12.50. Total \$162.50. The permit information took nearly a week to come to my email address. The City of Saskatoon is much more efficient with their new upgraded service.	
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. The balance between long term jobs and future taxation are always factors that the Rm or any jurisdiction should consider.	
15. <i>No response provided.</i>	

Question 3:

In your opinion, how reasonable is the amount charged by the RM for a **Minor Variance** (\$125)? (select 'N/A' if you have not applied for a Variance)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> • Respondents feel fee for a Minor Variance is reasonable.
2. Reasonable	
3. N/A	
4. N/A	
5. N/A	
6. N/A	
7. Reasonable	
8. Extremely Reasonable	
9. Reasonable	
10. N/A	
11. Reasonable	
12. Reasonable	
13. Reasonable	
14. Reasonable	
15. N/A	

Question 3a:

Do you have any comments you'd wish to share?

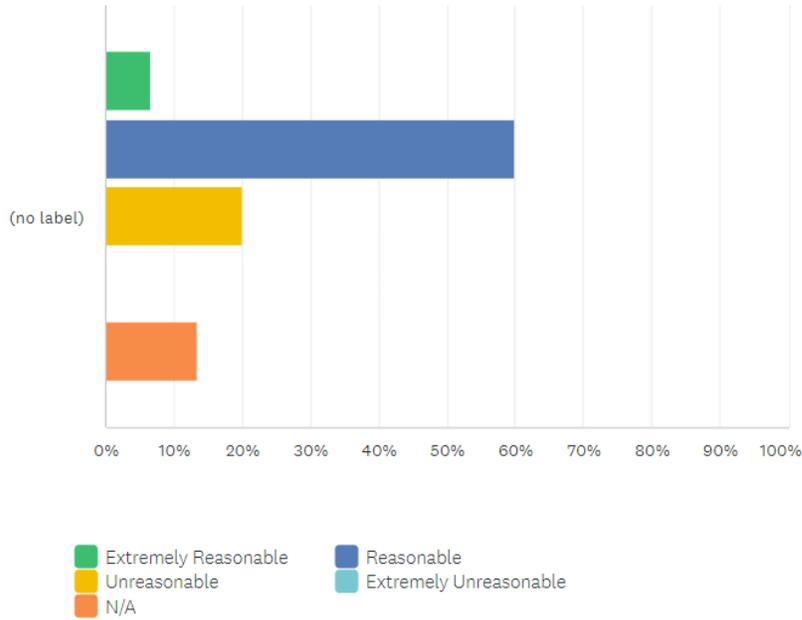
RESPONSE	TAKEAWAYS
1. No response provided.	<ul style="list-style-type: none"> • No takeaways from comment provided.
2. No response provided.	
3. No response provided.	
4. No response provided.	
5. No response provided.	
6. No response provided.	
7. No response provided.	

Question 3a: Do you have any comments you'd wish to share?	
RESPONSE	TAKEAWAYS
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. Same comments as No 2. <i>"The balance between long term jobs and future taxation are always factors that the Rm or any jurisdiction should consider."</i>	
15. <i>No response provided.</i>	

Question 4:

In your opinion, how reasonable is the amount charged by the RM for a **Development Permit** (\$125) for a permitted use? (select 'N/A' if you have not applied for a Permit)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> Respondents feel fee for a Development Permit is reasonable.
2. Unreasonable	
3. Reasonable	
4. Unreasonable	
5. N/A	
6. Reasonable	
7. Reasonable	
8. Extremely Reasonable	
9. Reasonable	
10. Reasonable	
11. Reasonable	
12. Reasonable	
13. Reasonable	
14. Reasonable	
15. Unreasonable	

Question 4a:

Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Not apparent which RMs are being compared, but there are only a few that have development activity similar to the RM of Corman Park. Time is always important to developers.
2. Compared to other RMs this price seems higher, when with all the other upfront fees it adds up very quick	
3. Provided the turnaround for information and results is in a timely fashion.	

Question 4a:

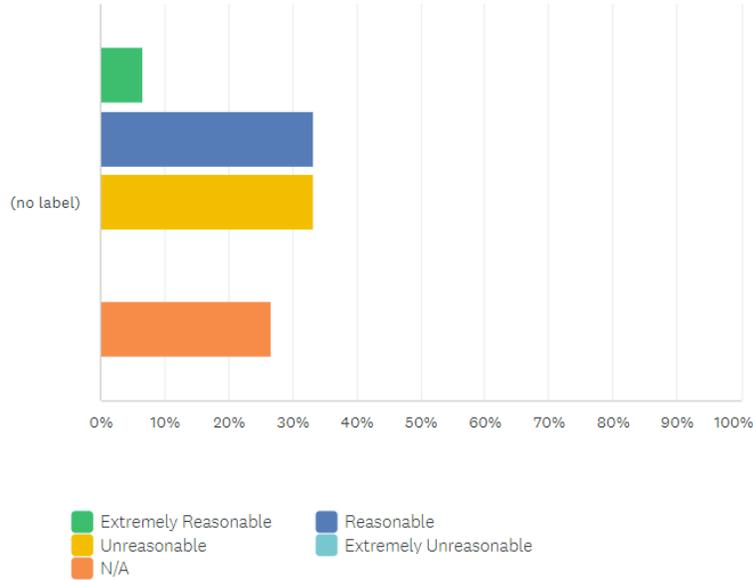
Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
4. \$75, like the first fee, would be more reasonable & consistent. After all, we are trying to attract legitimate business, not put up "roadblocks."	
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. Same comments as No 2.	
15. <i>No response provided.</i>	

Question 5:

In your opinion, how reasonable is the amount charged by the RM for a **Discretionary Use** (\$425 - \$775 depending on level of complexity)? (select 'N/A' if you have not applied for a Discretionary Use)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> Respondents are split on their opinion of the Discretionary use fee, with most indicating it is reasonable.
2. Unreasonable	
3. Reasonable	
4. Unreasonable	
5. N/A	
6. N/A	
7. Reasonable	
8. Extremely Reasonable	
9. Unreasonable	
10. Reasonable	
11. Reasonable	
12. N/A	
13. Unreasonable	
14. Reasonable	
15. Unreasonable	

Question 5A:

Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Less support for more expensive processes. Again, timing was mentioned as important.
2. <i>No response provided.</i>	
3. Provided the turnaround for information and results is in a timely fashion.	
4. Make it a standard fee of \$300.00. It's enough to make sure the applicant is serious but doesn't deter new businesses.	
5. <i>No response provided.</i>	

Question 5A:

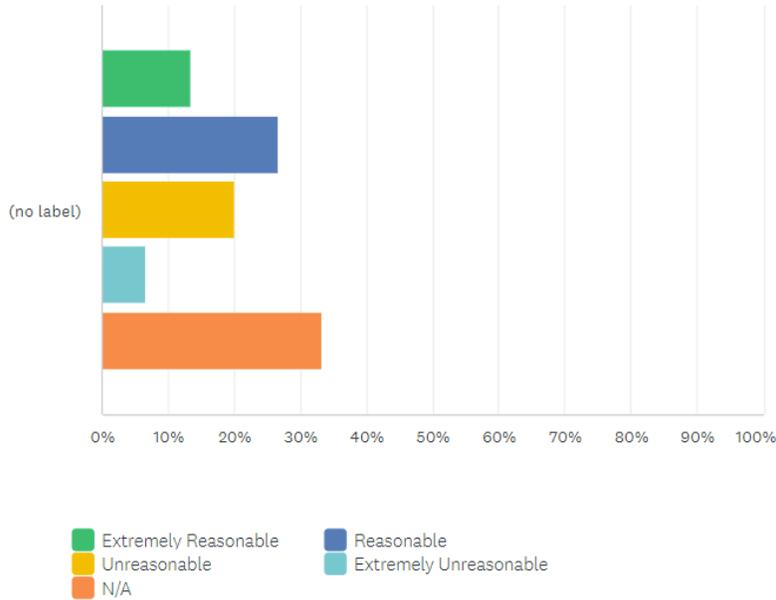
Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. We have never used.	
15. <i>No response provided.</i>	

Question 6:

In your opinion, how reasonable is the amount charged by the RM for a **Zoning Bylaw Map Amendment** (\$400 - \$550 for single parcel; \$1500 - \$20/lot for multi-parcel)? (select 'N/A' if you have not applied for an Amendment)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> • Respondents split on the fee for Zoning Amendment.
2. Reasonable	
3. N/A	
4. Unreasonable	
5. Extremely Reasonable	
6. N/A	
7. Reasonable	
8. Extremely Reasonable	
9. Unreasonable	
10. Reasonable	
11. N/A	
12. N/A	
13. Unreasonable	
14. Reasonable	
15. Extremely Unreasonable	

Question 6A:

Do you have any comments you wish to share?

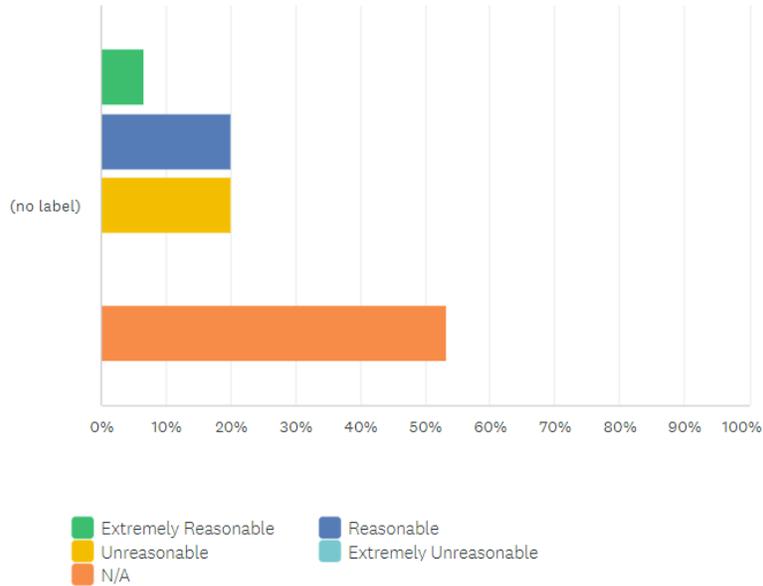
RESPONSE	TAKEAWAYS
1. No response provided.	<ul style="list-style-type: none"> • Complex fee structures are not desired. • Processing time seems important to address. • Most feel fee is reasonable. • Not sure what impact more lots has on processing/administrative cost. It is our suggestion to have a single fee without adding
2. No response provided.	
3. No response provided.	
4. \$500 for a single parcel fee.....\$1000 plus \$100 per lot for multi parcel.....Keep it simple	

Question 6A: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
5. Their new map dated August of 2021 was very reasonable priced at \$12.50	an additional charge for additional lots unless it can be demonstrated that there is additional cost involved.
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. I would caveat my support for the value of this fee on the need for the administrative staff to be responsive to these applications. The RM staff should acknowledge that this is a fee for service and conduct their affairs accordingly. To collect fees and continually require prodding to see applications processed in a timely manner does not support the expected level of service that a person would expect for this value of fee.	
11. how is larger parcel rezoning to be later subdivided charged?	
12. <i>No response provided.</i>	
13. \$1,500 does seem a little steep	
14. We have never used.	
15.	

Question 7:

In your opinion, how reasonable is the amount charged by the RM for an **Official Community Plan (OCP) Map Amendment** (\$400 - \$550 for single parcel; \$1500 + \$20/lot for multi-parcel)? (select 'N/A' if you have not applied for an Amendment)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> Respondents are split on the fee for OCP Amendment with most feeling fee is reasonable.
2. Reasonable	
3. N/A	
4. Unreasonable	
5. N/A	
6. N/A	
7. N/A	
8. Extremely Reasonable	
9. N/A	
10. Reasonable	
11. N/A	
12. N/A	
13. Unreasonable	
14. Reasonable	
15. Unreasonable	

Question 7A:

Do you have any comments you wish to share?

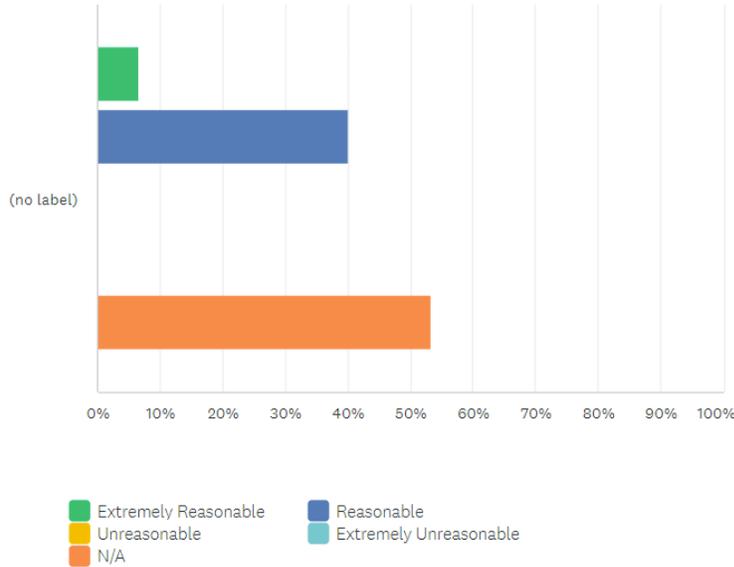
RESPONSE	TAKEAWAYS
1. No response provided.	<ul style="list-style-type: none"> Similar responses to No. 6 Processing time and complexity have been identified as points to address.
2. No response provided.	
3. No response provided.	
4. see #6	

Question 7A: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
"\$500 for a single parcel fee.....\$1000 plus \$100 per lot for multi parcel.....Keep it simple"	<ul style="list-style-type: none"> Not sure what impact more lots has on processing/administrative cost. It is our suggestion to have a single fee without adding an additional charge for additional lots unless it can be demonstrated that there is additional cost involved.
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. See previous response for #6 "I would caveat my support for the value of this fee on the need for the administrative staff to be responsive to these applications. The RM staff should acknowledge that this is a fee for service and conduct their affairs accordingly. To collect fees and continually require prodding to see applications processed in a timely manner does not support the expected level of service that a person would expect for this value of fee."	
11. same question as above	
12. <i>No response provided.</i>	
13. \$1,500 feels a bit like a cash grab	
14. <i>No response provided.</i>	
15. <i>No response provided.</i>	

Question 8:

A Development Appeals Board set **Development Appeals Charges** that apply across five (5) municipalities. In your opinion, how reasonable is the amount charged for a Development Appeal (\$300)? (select 'N/A' if you have not applied for an Appeal)

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. N/A	<ul style="list-style-type: none"> Fee is reasonable.
2. Reasonable	
3. N/A	
4. Reasonable	
5. N/A	
6. N/A	
7. Reasonable	
8. Extremely Reasonable	
9. N/A	
10. N/A	
11. N/A	
12. Reasonable	
13. Reasonable	
14. Reasonable	
15. N/A	

Question 8A:

Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
1. No response provided.	<ul style="list-style-type: none"> No immediate takeaways.
2. No response provided.	
3. No response provided.	
4. No response provided.	
5. No response provided.	
6. No response provided.	
7. No response provided.	

Question 8A:

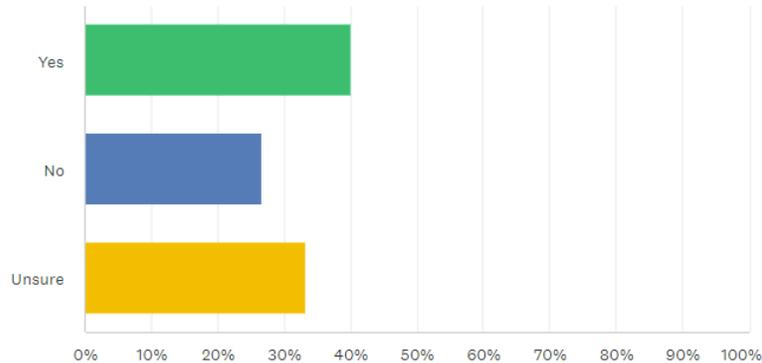
Do you have any comments you wish to share?

RESPONSE	TAKEAWAYS
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. <i>No response provided.</i>	
15. <i>No response provided.</i>	

Question 9:

Our review will determine whether current fees need to be adjusted to cover the current level of service. There may also be an **opportunity to increase the level of service**. Would you be in favour of higher application fees if the RM provided more services during the development application review (i.e. legal or engineering services)?

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. Unsure	
2. Unsure	
3. Yes	
4. Yes	
5. No	
6. Unsure	
7. Yes	
8. Yes	
9. No	
10. Yes	
11. Unsure	
12. No	
13. No	
14. Unsure	
15. Yes	

Question 9A:

Comments?

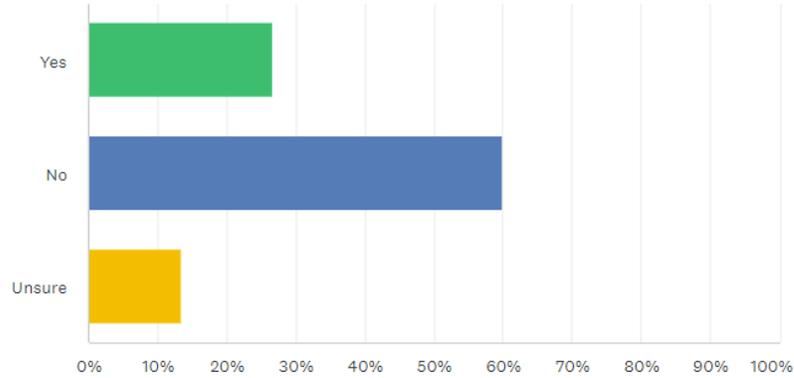
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> • There is some support for a higher fee if service is increased. It was not specified what services would be desirable. • Support for higher fee is dependent on what type of services are added. • People will pay for good service. • Transparency is important when setting fees.
2. If the Pros of the new services outweigh the Cons of the Price increase this could be supported pending what the new services are.	
3. Depending of course on what service and what timeliness of the responses there was.	
4. the current service is unacceptably slow. No one minds paying a little more for good service.	
5. <i>No response provided.</i>	

Question 9A: Comments?	
RESPONSE	TAKEAWAYS
6. It would depend on the level and quality of the services provided. This has been an issue in the past.	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. This aligns with my previous remarks. More often than not, the RM staff at present have the perspective that nothing is ever urgent and applications will be processed as it suits individual schedules. With the establishment of fees there should be some representation of the time required to process them so that applicants know what to expect for their money. Greater transparency and accountability regarding the time required to process an application relative to the submission date is needed to justify the value of the permit.	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. I am not sure how they would help, and I would rather see the fees as low as possible	
14. There may be times warranted but its all in the course of business	
15. <i>No response provided.</i>	

Question 10:

Lastly, do you agree with the policy of **full cost recovery for development applications**? In other words, should applicants cover the full cost of processing various development applications?

Answered: 15 Skipped: 0



RESPONSE	TAKEAWAYS
1. No	
2. No	
3. Yes	
4. No	
5. No	
6. No	
7. No	
8. Yes	
9. No	
10. Yes	
11. No	
12. Yes	
13. Unsure	
14. Unsure	
15. No	

Question 10a:

Comments?

RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Many believe that RM should subsidize the actual cost of development applications. Many believe there is a net benefit to the RM when development happens. Full cost recovery when setting fees is not desired. Using fees as a deterrent to dissuade frivolous applications seems acceptable.
2. I believe the RM might be able to help out its residents, there are long term benefits for tax reasons having people build or renovate in the RM so for the upfront costs to be lowered and encourage more construction and look at the long term tax benefits.	
3. <i>No response provided.</i>	
4. The applicant should absorb 75% of the fee. The RM could cover the balance. After all, they should be trying to attract business !!	
5. <i>No response provided.</i>	

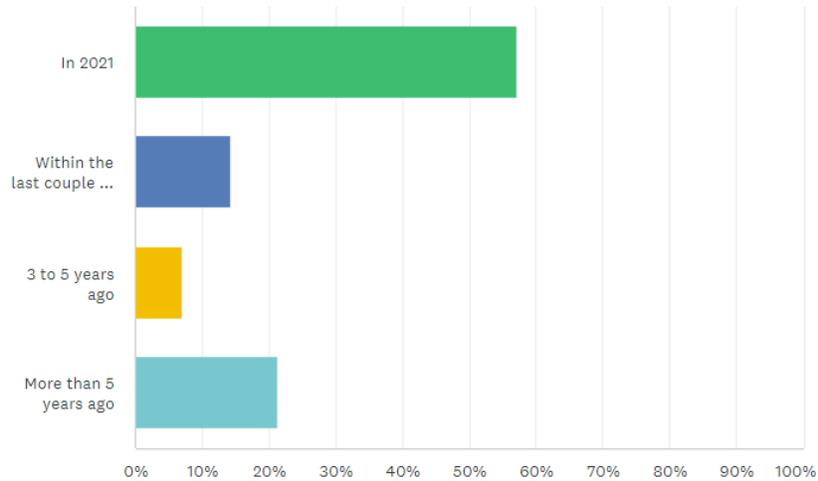
Question 10a: Comments?	
RESPONSE	TAKEAWAYS
6. I believe that the RM should bear some of the costs required to improve the tax base.	
7. In the event the RM benefits from the development; this should be considered in the process	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. There is typically a value add for the RM in these applications so a portion should be covered by the tax base	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. You could argue that the future benefits in terms of taxation and area job growth far outweigh any considerations for future tax recovery. Many jurisdictions including provinces next to us would contribute directly to the project to ensure it lands in their area.	
15. <i>No response provided.</i>	

Development Charge Responses

Question 11:

How recent is your experience with **Development Levies** (Service Agreement Fees)?

Answered: 14 Skipped: 1

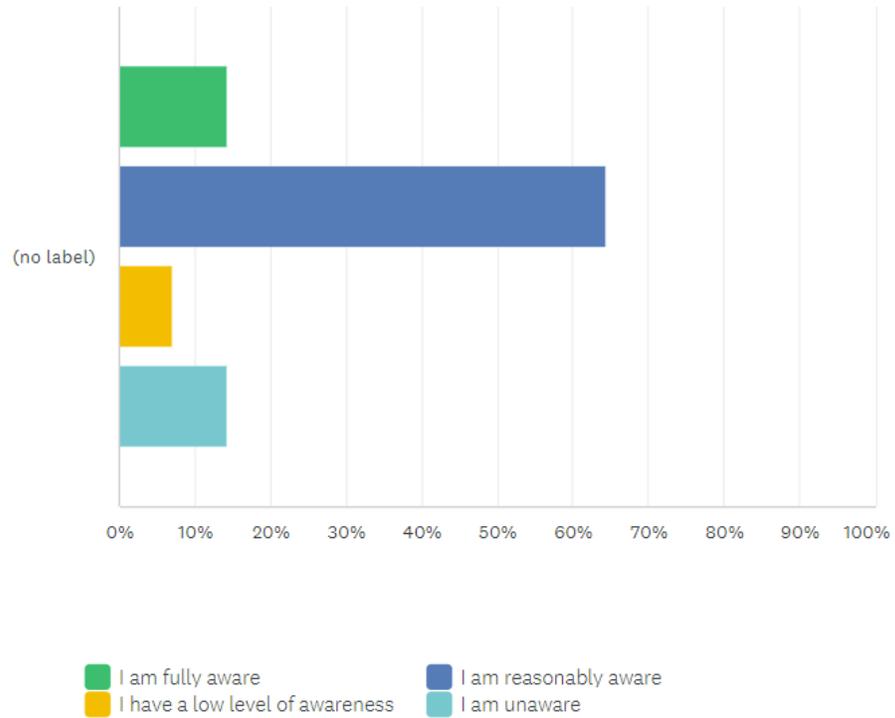


RESPONSE	TAKEAWAYS
1. More than 5 years ago	<ul style="list-style-type: none"> Majority have experience with levies and their application within the last 2 years.
2. In 2021	
3. 3 to 5 years ago	
4. In 2021	
5. In 2021	
6. More than 5 years ago	
7. In 2021	
8. Within the last couple of years	
9. <i>No response provided.</i>	
10. In 2021	
11. More than 5 years ago	
12. In 2021	
13. In 2021	
14. In 2021	
15. Within the last couple of years	

Question 12:

Do you have an **understanding of how the RM calculates** current Development Levies?

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. I am reasonably aware	<ul style="list-style-type: none"> Majority have awareness of how current levies are calculated.
2. I am reasonably aware	
3. I have a low level of awareness	
4. I am reasonably aware	
5. I am unaware	
6. I am reasonably aware	
7. I am reasonably aware	
8. I am reasonably aware	
9. <i>No response provided.</i>	
10. I am fully aware	
11. I am reasonably aware	
12. I am fully aware	
13. I am reasonably aware	
14. I am reasonably aware	
15. I am unaware	

Question 12A:

Do you have any comments you wish to share?

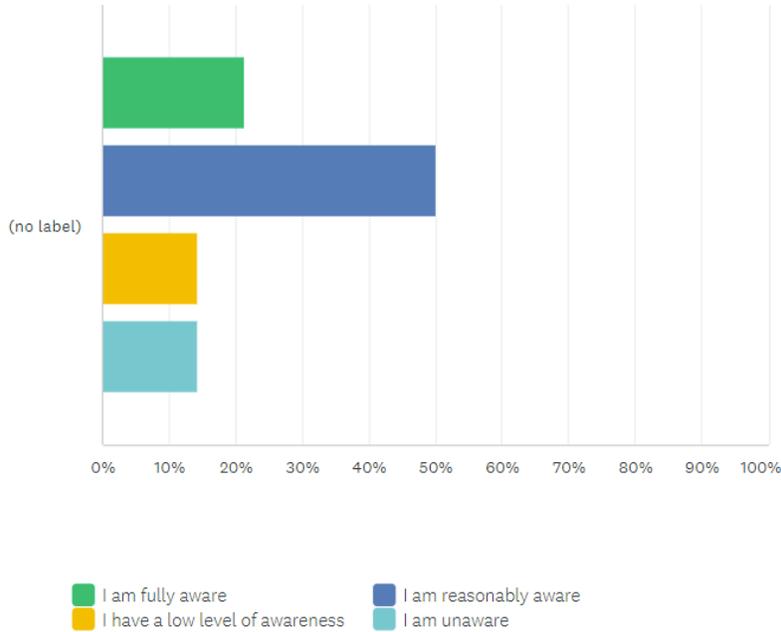
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Service and value for money are concerns. Transparency is a concern.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	

Question 12A: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
4. Once again, I would like the service to be faster. The fees are not as big a factor to the serious developer.	
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. Cost recovery should take precedent over competitive of the fees	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. The current fee structure was established nearly 15 years ago with very little additional analysis or justification added to support the values over this time period. The current values were essentially pulled out of a hat by a previous planning director based upon little or no examination of capital project planning. The commercial industrial rate of 10K was derived through a series of conversations between the RM and the COS during the establishment of the east Cory Light Industrial Park subdivision and were not based on any tangible capital projects. The values of these fees need to correspond with a list of tangible capital projects that the RM Council has committed to in their 5-year capital plan. Maximum transparency is needed with the principles and mechanics for calculating and applying the levies provided to the development community to substantiate the rates.	
11. <i>No response provided.</i>	
12. We have a development that is a condo association that owns all the utilities, road ways, parks, Etc. The Rm has no financial part of these ongoing developments in the future. there is no current formula that works with this format.	
13. <i>No response provided.</i>	
14. Probably a lack of trust with most jurisdictions on what account the monies go into, maybe General revenues ?	
15. <i>No response provided.</i>	

Question 13:

Are you aware of what **Development Levies** are comprised of (i.e. what public infrastructure costs are covered by the fees)?

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. I am reasonably aware	<ul style="list-style-type: none"> Vast majority are aware of what the Development Charges are comprised of.
2. I am reasonably aware	
3. I have a low level of awareness	
4. I am reasonably aware	
5. I am unaware	
6. I am reasonably aware	
7. I am fully aware	
8. I am reasonably aware	
9.	
10. I am fully aware	
11. I am reasonably aware	
12. I am fully aware	
13. I have a low level of awareness	
14. I am reasonably aware	
15. I am unaware	

Question 13a:

Do you have any comments you wish to share?

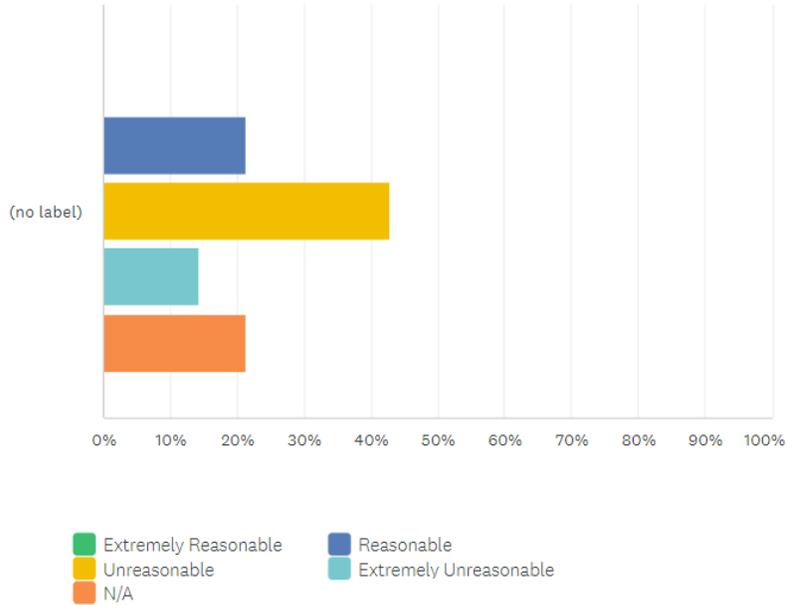
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Respondents are not sure what services the RM provides. Plenty of skepticism around development charges and what they cover.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	
4. In my experience of industrial / commercial development in the RM, 95% (or more) of the risk & 95% (or more) of the cost of	

Question 13a: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
development are born by the developer. I would like to have the RM prove to me that this is not a legitimate %.	<ul style="list-style-type: none"> • Justification of any new or adjusted levies and evidence of the costs to the RM caused by growth will be important. • Respondents feel that builders and developers cover almost all costs. • Cost analysis of this study will be included with final report.
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. <i>No response provided.</i>	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. Again, I would be shocked if the current rates could be substantiated by a list of committed capital projects. This is especially difficult in the absence of a future land use map for the RM. In the absence of a future land use map to confirm the form and intensity of projected development how can you possibly proactively plan for the additional infrastructure needs without having this direction or the direction from an infrastructure master plan. This project appears to be premature relative to the completion of these other studies/tasks.	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. Growth paying for growth is often not the best alternative. IE latest is intensification levies by the City of Regina has essentially closed down any infill development. The latest report was it was going to take them another 594 years to meet their previous I believe 5 year target.	
15. bullshit. I don't believe this.	

Question 14:

In your opinion, does the RM use a **reasonable approach and rationale** in the calculation of **Development Levies**? (select 'N/A' if you are not aware of how Levies are calculated today)

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. Reasonable	<ul style="list-style-type: none"> Most believe the current approach is not reasonable.
2. Reasonable	
3. N/A	
4. Unreasonable	
5. N/A	
6. Unreasonable	
7. Reasonable	
8. Unreasonable	
9. <i>No response provided.</i>	
10. Unreasonable	
11. Unreasonable	
12. Extremely Unreasonable	
13. Unreasonable	
14. N/A	
15. Extremely Unreasonable	

Question 14a:

Do you have any comments you wish to share?

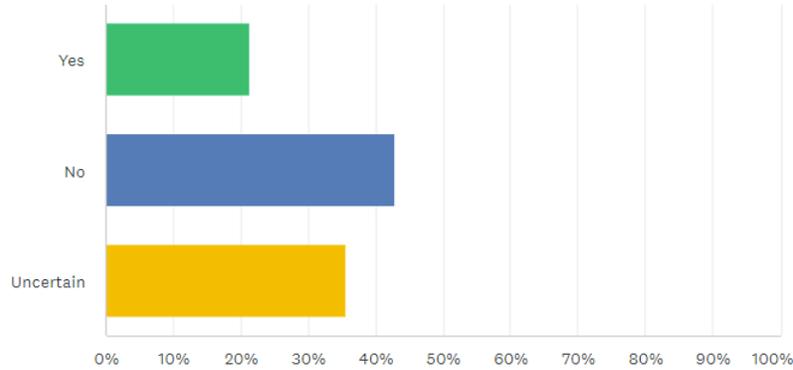
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> More work is required to increase transparency. Lack of understanding about current charges has led to skepticism. Current charges are not justified and are not allowed under the Act.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	
4. If a developer is spending millions of dollars on a development & ultimately raising the tax revenues of the RM, shouldn't the RM	

Question 14a: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
have an "incentive program " for a successful development. The RM gives new businesses "tax incentives," why not expand it to the successful developers?	<ul style="list-style-type: none"> Final report will address the transparency issue.
5. <i>No response provided.</i>	
6. I do not believe that they hold all companies and individuals to the standard. There are exceptions made based that cloud the fairness of the approach.	
7. <i>No response provided.</i>	
8. The calculation approach appears to be "catch all" instead of considering the actual cost of any particular development.	
9. <i>No response provided.</i>	
10. No substantiation of how the values have been calculated or the list of capital projects that the fees are intended to fund.	
11. Some the levy charges do not appear to be supported by the act and/or appropriateness as an offsite levy charge	
12. <i>No response provided.</i>	
13. The amount of bonds seems unreasonably high. I understand the rationale.	
14. I am relatively unsure how those calculations are done in the RM.	
15. RM publicly states they are pro development, but the administration acts counterproductive	

Question 15:

In your opinion, has the **process for administering** Development Levies been transparent and satisfactory?
PLEASE EXPLAIN

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. Yes	<ul style="list-style-type: none"> Most are not pleased with current process for administering levies.
2. Yes	
3. Uncertain	
4. Uncertain	
5. Uncertain	
6. No	
7. No	
8. No	
9. <i>No response provided.</i>	
10. No	
11. Uncertain	
12. No	
13. Yes	
14. Uncertain	
15. No	

Question 15a:

Comments (PLEASE EXPLAIN)

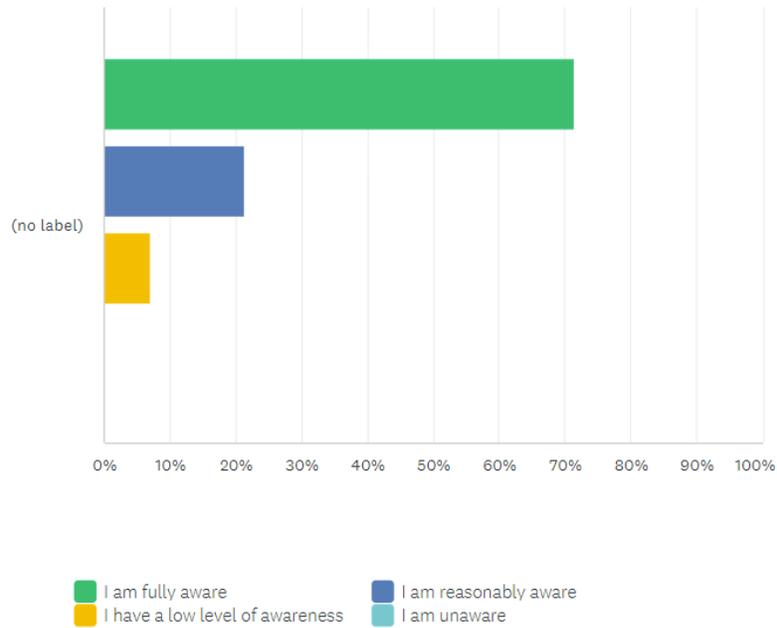
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Transparency, again is identified. More explanation of how charges are calculated and what costs are being covered. A 'developer manual' was suggested as a solution which is an idea worth exploring.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	
4. the more transparency, the better !!	
5. <i>No response provided.</i>	
6. I have seen inconsistencies based on who is developing a project.	
7. A complete manual for development should be available with levies calculation included	
8. The calculation of the Servicing Fees doesn't appear to follow any particular logic (or that logic has not been explained to the public). Also, there doesn't appear to be any transparency as to where the Servicing	

Question 15a: Comments (PLEASE EXPLAIN)	
RESPONSE	TAKEAWAYS
Fees actually go (to the general fund or for particular costs related to the development).	
9. <i>No response provided.</i>	
10. See my response to Question	
11. <i>No response provided.</i>	
12. The Rm cannot justify their Levies for our development as they do not pertain. We are a very unique structure for the Rm	
13.	
14. Actually unsure if it is like the City of Saskatoon....the answer would be no	
15. no explanation ever provided to me for the \$1M in development fees.	

Question 16:

Are you aware of the Saskatoon North Partnership For Growth (P4G) Regional Plan?

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. I am reasonably aware	<ul style="list-style-type: none"> High awareness of the P4G Plan.
2. I am fully aware	
3. I am fully aware	
4. I am fully aware	
5. I have a low level of awareness	
6. I am reasonably aware	
7. I am fully aware	
8. I am fully aware	
9. <i>No response provided.</i>	
10. I am fully aware	
11. I am fully aware	
12. I am fully aware	
13. I am reasonably aware	
14. I am fully aware	
15. I am fully aware	

Question 16a:

Do you have any comments you wish to share?

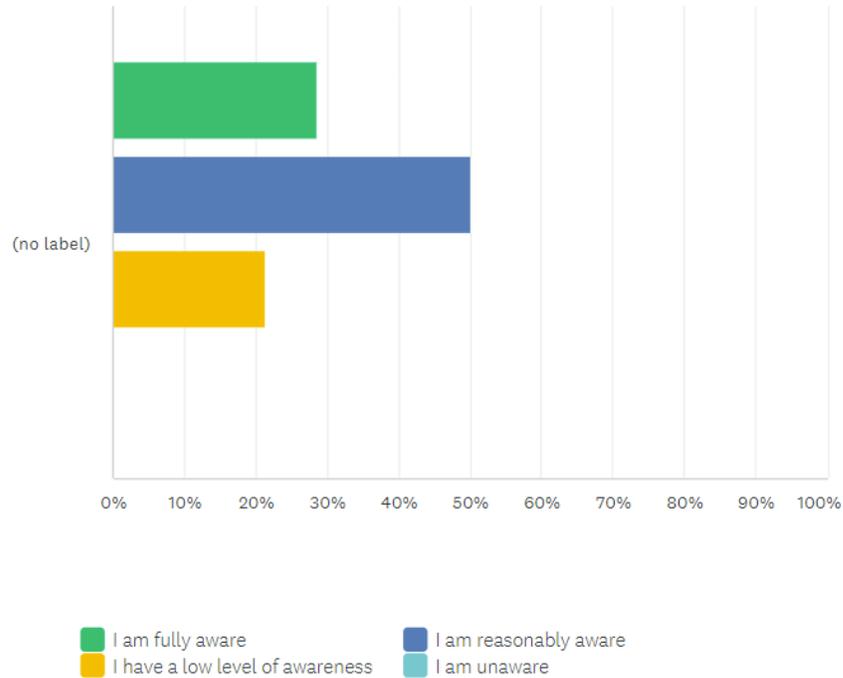
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> Desire expressed to be involved in the process if/when the P4G begins to move towards a regional levy model.
2. <i>No response provided.</i>	
3. The theory is correct, but the path to transparency and expedient information provision is still quite muddy and slow.	
4. Their idea of charging me for "future infrastructure levies" will halt comm. /	

Question 16a: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
industrial development in the RM VERY QUICKLY. I will move my money to an adjoining RM. Who on council would agree to pay now for infrastructure now that they may not see for decades?	
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. This partnership, to date has not met its expectations to land owners;and has basically caused a freeze on most development in the RM of Corman Park.	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. Does the scope of your study include the preparation of a strategy and process for calculating and applying levies for developments designed to transition from rural to urban? If so then, we would like to be directly involved in contributing to the structure and mechanics for this process. At this point, none of the member municipalities have offered any indication of how this is to be managed in a manner which is fair to all of the parties involved within the context of current rezoning and subdivision applications we have represented.	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. The process has worked well but very time consuming and will likely impede growth in all of the P4G partners jurisdictions if it isn't streamlined.	
15. <i>No response provided.</i>	

Question 17:

Are you aware that the P4G (Regional Plan) policy encourages member municipalities (RM of Corman Park, Martensville, Osler, Saskatoon and Warman) to **coordinate fees, levies and servicing agreements to ensure regional extension of services are properly funded**, and work towards consistency in calculation and application of Development Levies?

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. I am reasonably aware	<ul style="list-style-type: none"> High awareness of the direction for P4G to take regarding levies.
2. I am reasonably aware	
3. I am reasonably aware	
4. I am reasonably aware	
5. I have a low level of awareness	
6. I am reasonably aware	
7. I am fully aware	
8. I am reasonably aware	
9. <i>No response provided.</i>	
10. I am fully aware	
11. I am fully aware	
12. I am fully aware	
13. I have a low level of awareness	
14. I have a low level of awareness	
15. I am reasonably aware	

Question 17a:

Do you have any comments you wish to share?

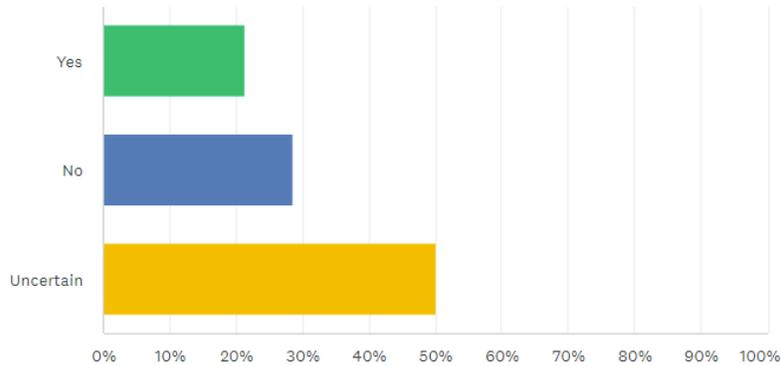
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	
2. <i>No response provided.</i>	

Question 17a: Do you have any comments you wish to share?	
RESPONSE	TAKEAWAYS
3. <i>No response provided.</i>	<ul style="list-style-type: none"> No immediate takeaways from comments provided.
4. sounds reasonable..	
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	
7. That is not a reasonable goal given the vast differences in cost,etc for each of those jurisdictions.	
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. The issue is that that it moves things very slowly through this process and some of the issues that come up are the city of Saskatoon not agreeing with the other communities for their future development. The P4G seems to be only beneficial for the city of Saskatoon and not the outlying communities	
13. Our development does not cross over into other regions	
14. That is something that I have not heard as Martensville is currently setting their own levies. I know there is talk of agreements that you speak of but not all the same players always participate.	
15. <i>No response provided.</i>	

Question 18:

Given the direction adopted within the P4G Regional Plan with regards to a consistent approach to servicing and levies within the region, **do you feel the level of services provided and the development standards for public infrastructure are sufficient to accommodate growth in the RM, now and into the future?**

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. Yes	<ul style="list-style-type: none"> General lack of certainty around this question.
2. Yes	
3. Uncertain	
4. Uncertain	
5. Uncertain	
6. Uncertain	
7. Uncertain	
8. No	
9. <i>No response provided.</i>	
10. Uncertain	
11. No	
12. No	
13. Yes	
14. Uncertain	
15. No	

Question 18a:

Comments

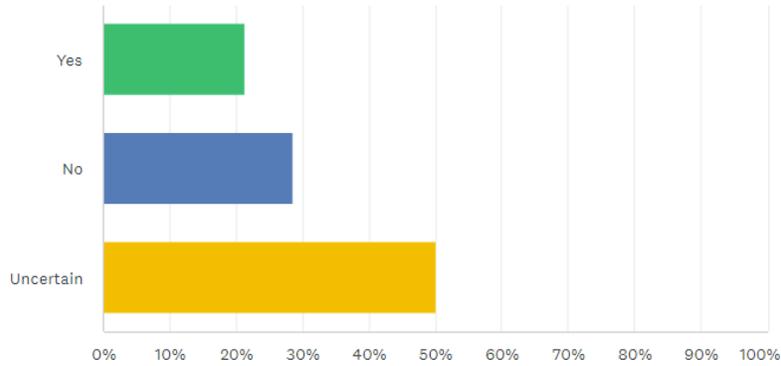
RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> If and when the P4G address the issue of regional servicing, involvement of the development community would be recommended.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	
4. The idea of district planning is good. Collecting future levies on RM land by the adjoining cities is ridiculous. It will do nothing but strangle the growth of the RM's tax revenues. As a ratepayer since 1977 & a developer since 2001 in this RM, I believe in maintaining the RM & GROWING IT.	
5. <i>No response provided.</i>	
6. <i>No response provided.</i>	

Question 18a: Comments	
RESPONSE	TAKEAWAYS
7. We need to see the P4G partners performance over time; certainly not a good indication so far	
8. Clearly more resources are required to ensure the RM staff can accommodate development demands; otherwise, the RM cannot reach its full potential in a sustainable and efficient manner.	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. The current P4G long term servicing strategy is insufficient to support growth outside of Saskatoon. A more robust and flexible servicing strategy is required.	
12. <i>No response provided.</i>	
13. <i>No response provided.</i>	
14. Depends what you are talking about. if its for industrial and processing the answer is no. If its for residential, that may be different depending on the area.	
15. until Changes are made within the planning department and public works department there will continue to be significant issues to drive investment to another jurisdiction.	

Question 19:

Would you be in favour of the RM increasing its level of service and development standards for public infrastructure?

Answered: 14 Skipped: 1



RESPONSE	TAKEAWAYS
1. No	<ul style="list-style-type: none"> • Not much support, but a high degree of respondents are not certain. • More discussion on this topic is required.
2. Uncertain	
3. Uncertain	
4. Yes	
5. Yes	
6. Uncertain	
7. Yes	
8. Yes	
9. <i>No response provided.</i>	
10. Uncertain	
11. Yes	
12. Yes	
13. Uncertain	
14. Uncertain	
15. Yes	

Question 19a:

Comments?

RESPONSE	TAKEAWAYS
1. <i>No response provided.</i>	<ul style="list-style-type: none"> • Respondents remain open to discussing this further. • Concerns about rising costs and lengthier reviews. • Regional Growth issues are relatively new in Sask. How costs are covered, by who and how will be important questions to address in the future.
2. <i>No response provided.</i>	
3. <i>No response provided.</i>	
4. <i>No response provided.</i>	
5. <i>No response provided.</i>	
6. This would depend on the level and quality of the services provided. Development standards should be at a level that ensures safe and efficient growth.	
7. Planners that work with the standards, etc. need to be experienced with what is possible and practical for developments taking place in the RM. We are not seeing that at this time.	

Question 19a: Comments?	
RESPONSE	TAKEAWAYS
8. <i>No response provided.</i>	
9. <i>No response provided.</i>	
10. <i>No response provided.</i>	
11. <i>No response provided.</i>	
12. <i>No response provided.</i>	
13. Not if it increases cost significantly and certainly not if it extends timelines to completion	
14. Uncertain this would happen with an increase in taxes. The RM has never been proactive in promoting business. Residentially possibly.	
15. <i>No response provided.</i>	

Stakeholder Survey 2 Results

APPENDIX C

QUESTION 1		QUESTION 2	
User (development application) fees currently cover approximately 40% of the operational expenses of the Planning Department. The other 60% is covered mainly through property taxes. In your opinion, is this reasonable?		Application Fees can vary between municipalities. The RM wants to balance cost recovery with competitive fees. In your opinion, what level of cost recovery from user fees is reasonable?	
Response	Comment:	Response	Comment:
Yes		40%	
No	This is hard to say because each situation is a bit unique. However up front fees are quite challenging and different methods to spread them over the life of the development are quite helpful	20%	
Yes		Other?	it depends on the application as I do not think one size fits all
No	I believe that the cost recovery should be heavier on the Property tax side as they are getting future revenue when a new development is successful.	20%	
No	The cost of reviewing an application should be borne by the applicant and not subsidized by the taxpayers. The outcome is not a given that it will benefit the community and their level of support for completing these applications differs based upon the level of experience of the applicant.	100%	
Yes	I guess I would have to see an analysis of time allocation of staff to determine if this is fair or not. Failing that, I believe the majority of planning functions should be tax supported.	100%	
No	Our competition is obviously the City of Saskatoon (of lesser importance is Warman & Martinsville). My selling points for my clients buying "industrial land" in Corman Park is simple....Our land is typically half the price of Saskatoon land and our taxes are one half OR LESS and we have potential tax incentives.As long as Corman Parks development fees are LESS then Saskatoon's (Preferably 40 to 50% less).	Other?	30%
No	Maybe more should be covered on fees	60%	
Yes		60%	
No		60%	

Yes		40%	
	Yes 5.00 No 6.00		20% 2 30% 1 40% 2 60% 3 100% 2

QUESTION 3		QUESTION 4	
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There are many ways to calculate development charges. Some municipalities base it on population growth, some on area-specific costs, and others base it on projected growth area. One possibility is to update development charges based on the amount of land developed over the last 10 year period. In your opinion, is this a reasonable approach?		Currently, development charges are applied on a \$/lot basis. An option for consideration is moving towards an area charge. This would be a dollar amount charged per hectare of land being developed. In your opinion, is this reasonable?	
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Response	Comment:	Response	Comment:
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Yes		No	Is this then including the municipal reserve charge? If not then it's a duplicate charge is it not?
No	looking at the past is not always the best way to predict the future. it is but one criteria to use.	Yes	
	This is a difficult question to respond to without understanding the mechanics. RMs do not have growth areas like an urban municipality where you can easily estimate the benefitting area. Also, as I understand it, the RM does not currently have a future land use map outside of the P4G, making it difficult to assess and plan for the expansion of existing or construction of new offsite infrastructure. Seems to me that this is going to be challenging to justify a rate outside of the P4G.		Depends upon what forms of infrastructure are being used to establish the rate. Linear infrastructure works best if calculated on a frontage basis which is neither a unit or area measurement.
No	Looking to the past is not a best practise on how to set development charges, as they should be focused on the future and what is required to support growth. I also think that the way the RM grew over the last 10 years will not be reflective, or properly represent, what growth might look like going forward. I would use Solair as an example that the form of development could change.	Yes	Again, a charge per lot would not fairly or adequately represent future development that could be more dense and vary from today's rather low density country residential pattern. Area based charges are simple to understand and can easily capture any development charge the municipality is interested in pursuing. It can also be readily calculated by any development entity interested in investing in the RM
No	Base it on the specific area of the specific development OR similar developments in the area	Yes	dollar per acre / hectare is fair
Yes	The ten year option would be best	Yes	Provided zoning is taken into consideration
Yes		Yes	
Yes	I don't fully understand this. Costs incurred based on the development of the last 10 years then pro-rated per acre and projected to future development areas?	Yes	This should be charged on net developable land and not purely on gross land. (excluding storm infrastructure, ER, park, utility parcels etc)
Yes		Yes	

	Yes 5 No 3		Yes 7 No 1
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QUESTION 5		QUESTION 6	
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100% of development charges are normally required to be paid up front as a condition of subdivision approval, with the option of entering into a servicing agreement which may allow for flexible payment options (e.g. payment schedule, payment based on phases, etc). Do you agree with this approach?		Some municipalities allow for more flexible payments (e.g. payment plan, but not a reduction of charges) based on past performance of the developer (prompt payment, reputation, consistent performance, etc.). In your opinion, do you agree with this type of practice?	
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Response	Comment:	Response	Comment:
No	Work with the development to collect fees on a timeline that are more closely aligned with income.	Yes	
Yes	Corman Park has demonstrated time and time over not to be receptive to working with developers to structure payments to make is easier for development. I have suggested more suitable methods to structure payments and it has always been rejected outright.	Yes	experience helps and not all developments should be treated the same.
Yes		No	This seems like a similar question to #5. I agree that the RM and the developer should be able to negotiate a staged payment of these fees but I am not certain there should be different rules for different developers based upon familiarity. Subdivision in the RM is initiated by people from a very broad and diverse background unlike urban centres where the number of developers is limited and more familiar.
Yes	Flexibility here is key in my mind and demonstrates a business friendly approach by the RM that recognizes the significant cash flow constraints and financial planning that is required to undertake land development. a payment scheduel better 'mimics' how development occurs. That is, 100% of the development does not materialize overnight, so a phased payment better aligns to development plans.	Yes	Past performance is important and should be recognized in both payment terms and security requirements. This is a practise many municipalities follow.
No	The developer pays for 100% of all the development.....the only thing the RM brings to the table is the efforts of their Planning Department. The RM gets all the taxes. The developer gets all the risks. Developers not completing their development OR going broke is many times the result. The RM should be more accommodating to the developers who are "paying probably 90% of the freight."	Yes	Completion of a successful development should account for something. The developer makes money AND the RM raises their tax base. A win / win for both stakeholders.
Yes	Servicing Agreements with payments over time is best option	Yes	
Yes	Interest should be charged for any payment plans.	Yes	
Yes	Yes costs should always be phased with development to avoid large upfront costs that can prevent development (and tax assessment growth) from happening in the first place.	No	Perhaps the reverse, in the sense that payment plans are allowable with existing and new developers, but if there are some with poor track records they are not offered the same flexibility.
No		Yes	
	Yes 6 No 3		Yes 7 No 2

QUESTION 7

There are several instances of development in the RM where no development charges have been collected. These are instances where no subdivision was required, but the land use was intensified. In your opinion, should the RM require development charges on development which intensifies the use of land and has an impact on the costs to the municipality, regardless of whether there is a subdivision of land or not?

Response	Comment:
Yes	
Yes	

Yes	Where it can be demonstrated that the intensification will result in the need for capital improvements to infrastructure and not simply to reflect increased maintenance. There must be a written commitment by the RM to complete these capital improvements in a certain timeframe as well to be transparent and justify the charge. Cannot be deferred perpetually.
Yes	I would caveat the yes answer with a requirement that any charges need to be quantified and justified thru engineering studies. I think there has to be a process where appropriate levies are only collected when the development actually has an impact on the said service or infrastructure. that applies in teh case of subdivision as well
Yes	Everything depends on the amount of taxes being collected for the landowner utilizing the services of the RM. The RM must have all their costs covered plus at least 20% for administration.
No	If the land has been previously subdivided any additional development costs should be based only on the hard cost,no offsite levies should apply
Yes	Development charges should be levied to reimburse the RM for the actual costs incurred as a result of the development (excluding costs that would be paid for by property taxes levied against the development).
Yes	Yes there should be a mechanism to ensure it is fair for all whom are "developing" in the RM with respect to service fees regardless of subdivision.
No	

Yes 7
No 2

APPENDIX D

Development Charge Summary

Capital Project Cost Summary		Expenditure Needs 2031 Projected Capital Cost
1	Road Construction	\$ 48,747,000
	Sewage Works	\$ -
	Water Works	\$ -
	Drainage Works	\$ -
SUBTOTAL		\$ 48,747,000
2	Recreational Facilities	
	SUBTOTAL	\$ 3,421,000
3	Parks	
	SUBTOTAL	\$ -
4	Engineering, Planning, Legal Fees	
	SUBTOTAL	\$ 1,601,000
5	Contracted Planning & Engineering Services	
	SUBTOTAL	\$ 3,383,000
TOTAL		\$ 57,152,000

Development Charge Calculation

2031 Project Capital Cost \$ 57,152,000

10-Year Land Absorption (ha)	% increase	1842		
Residential (per lot)	30%	\$ 8,505		\$31,699,479
Non-Residential (per ha)	Variable	\$ 13,818		\$25,452,756
			Total Projected Capital Cost Recovery	\$57,152,235
			Cost Recovery	100%

The values outlined in grey represent an estimated projection of the development charges that may be recovered for both residential and non-residential land uses. This ratio presents a scenario where 55% of development charges are recovered for residential development and 45% for non-residential development. While historical development patterns suggest a ratio of 80/20 of residential to non-residential development based on land area, applying a 55/45 ratio for the purposes of establishing an initial development charge is considered reasonable on the basis of applying a balanced and equitable increase across both land uses.

Applying a 80/20 ratio to the calculations resulted in an inequitable and significant increase in the development charge for residential development than non-residential. The 55/45 ratio balances the development charge increase for both land uses and is considered more equitable in the application of charges given that residential uses are not revenue-generating uses.

Administration and Council are encouraged to review this projection against actual development on a regular basis and adjust the rates as required to ensure that growth costs are covered and charges applied that are reflective of future development patterns.

APPENDIX E – MUNICIPAL COMPARISONS

Assessment of Comparable Municipalities

The intended outcome of comparing the development charge and fee structure of peer municipalities is to provide Corman Park with an understanding of the development environment in the surrounding area as well as to provide insight as to how R.M.'s in other jurisdictions approach development levies and charges.

A list of comparable and competitive rural municipalities is provided for analysis. Based on the comparative analysis, Corman Park is unique in several factors, including geographic area and development pressures, that result in challenges when comparing municipalities. The rural municipalities in Saskatchewan that are presented in this report represent alternative rural municipalities for developers to consider doing business in. One of the considerations for Corman Park is to consider structuring their development levy framework to remain competitive within the province.

In addition to the rural municipalities in Saskatchewan, Parkland and Rocky View Counties in Alberta are discussed for consideration. These municipalities represent development levy frameworks that address a more semi-urban to urban form of development based on the development in the surrounding Edmonton and Calgary areas respectively. They may be good examples which represent the form of future development for Corman Park. By reviewing the levy structure in these areas, it provides a more comprehensive understanding of how development/capital levies are applied across different forms of development.

The development fee and off-site levy comparative analysis will examine:

- Review legislation & cost recovery models in the Provinces of Saskatchewan and Alberta
- Eligibility of capital costs in development charges and off-site levies
- How levies/payments are collected
- Rates associated with land use versus flat rate
- Rates applied per hectare / per lot, etc.

The following municipalities are discussed further in this section:

Alberta:

- Parkland County, AB
- Rocky View County, AB

Saskatchewan:

- R.M. of Edenwold
- R.M. of Sherwood
- R.M. of Moose Jaw
- R.M. of Prince Albert and R.M. of Buckland

It is important to note that a direct development charge comparison between municipalities and between jurisdictions is very problematic for a number of reasons. As highlighted in Section 9.2 of the main report, each Province provides a different range of infrastructure which can be applied to development charges. There can be different costs for the same infrastructure depending on the region and regional variances in cost for labour and material, the serviceability of an area, and the cost to extend services to an area.

How the charges are paid can also vary between municipalities. For example, some cities will pay the costs of extending major services up front (Saskatoon) and collect those costs upon subdivision of land. Others choose to require the lead developer to pay up front (Regina, Edmonton) and collect the money back from other landowners in the development catchment area. Paying up front requires the municipality to take a greater share in the risk but is generally more 'development friendly'. The risk is somewhat mitigated when there is strong local public policy regulating how development is phased.

There can be different rates charged for land uses. For example, Saskatoon has different rates for Residential, Industrial and Commercial lands.

Each municipality may apply development charges differently. Some apply the capital costs through a frontage calculation, but most apply the cost through an area calculation. For example, in Saskatoon, a frontage calculation is used for all residential sites less than 40 metres in depth and less than 1,000m² in site area. In Regina, an area calculation is used for all off-site levy calculations.

It is also important to note, that there is no right or wrong way to administer development charges. Each municipality does it differently based on local conditions, financial pressures, and circumstances. However, there are pros and cons associated with each method.

a. Parkland County, Alberta

Parkland County has a robust levy structure which is of particular interest in this study. Currently, Parkland County has three off site levy programs:

- Acheson Business Park area (which directly abuts the City of Edmonton)
- Fifth Meridian Business Park area (business industrial/ commercial abutting Spruce Grove/ Stoney Plain)
- Big Lake residential area north of Highway 16 (Country residential area just off the Yellowhead Highway).

In addition to these three existing levies, the County's Off-Site Levies Bylaw requires the County's administration to submit to Council an annual off-site levy report enabling on-going monitoring of the levies program, and updates to it as needed (usually occurring on an annual basis). Parkland County, along with many other municipalities in Alberta, uses the CORVUS offsite levy model to manage levy charges related to water, sanitary, transportation and stormwater infrastructure. The model uses a "full cost" methodology assessing infrastructure, costs, inflation, construction staging, development staging, financial costs and reserve interest earning and charging impacts to determine rates (insert citation). Once rates are determined, all costs are borne by developers on an equitable and transparent basis, based on degree of benefit. To determine rates used in the model, the County forecast 25 years in the future to determine the share of costs which benefits future land development anticipated to occur during that timeframe. This involves administration forecasting development trends and demands, absorption rates, and reviewing statutory and non-statutory planning documents to identify what is a reasonable assumption for development within the 25-year timeframe. Anything beyond this timeframe is not considered part of the levy share for the current year and is termed as "financial oversizing". In their 2021 annual report, Parkland County forecasted 1,926 ha to be developed over the 25-year timeframe. Only those lands remaining to be developed, that that haven't previously paid offsite levy charges, are considered.

Below is a table from the Parkland County Offsite Levy Annual Report (2021) that summarizes the infrastructure costs and allocations currently within the County.

Parkland County Offsite Levy Annual Report (2021)

INFRASTRUCTURE	SPECIAL GRANTS & CONTRIBUTIONS	MUNI SHARE OF COSTS	OTHER STAKEHOLDERS' SHARE OF COSTS	DEVELOPER COST BEYOND 25 YEARS (FINANCIAL OVERSIZING)	DEVELOPER COSTS (IN RATES)	TOTAL COSTS
Transportation	\$ 7,953,986	-	\$ -	\$ 60,924,715	\$128,174,641	\$ 197,053,342
Water	\$ 2,893,178	\$ 21,527	\$ -	\$ 66,422,879	\$ 70,491,850	\$ 139,829,434
Sanitary	\$ 2,952,690	\$ 68,822	\$ -	\$ 29,473,580	\$ 32,994,377	\$ 65,489,468
Stormwater	\$ 1,280,311	-	\$ -	\$ 5,207,805	\$ 39,444,554	\$ 45,932,671
Total	\$ 15,080,165	\$ 90,349	\$ -	\$ 162,028,978	\$ 271,105,423	\$ 448,304,915

Within the Offsite Levy Bylaw, 123 offsite levy areas are identified, which are all considered to be benefiting areas of some form of the chargeable infrastructure (transportation, water, sanitary, stormwater infrastructure). The benefiting areas are each, individually assigned offsite levy charges based on previous contribution and development forecast. The following table outlines Parkland County’s offsite levy rates (2021), identifying the high, low and weighted average:

	TRANSPORTATION CHARGES	WATER CHARGES	SANITARY CHARGES	STORM CHARGES	TOTAL
High	\$ 159,865	\$ 68,757	\$ 57,140	\$ 102,553	\$ 221,433
Low	\$ 2,920	\$ 13,113	\$ -	\$ -	\$ 19,044
Weighted Average	\$ 48,610	\$ 31,078	\$ 15,319	\$ 14,548	\$ 109,555

**Highs, Lows, and Averages are shown for information purposes only. Developers pay the actual rate applicable to their specific development area and development type.*

Beyond the Offsite Levy Bylaw, Parkland County has also used other methods of cost recovery, such as road use agreements, development agreements, and local improvement programs.

b. Rocky View County, Alberta

Rocky View County has four different levy bylaws:

- Community Aggregate Payment Levy Bylaw (based on aggregate tonnage hauled)
- Regional Stormwater Off-Site Levy Bylaw (select areas of the County)
- Regional Transportation Off-Site Levy Bylaw (County-wide)
- Regional Water and Wastewater Off-Site Levy Bylaw (County-wide)

Each bylaw contains a rationale for the implementation of the levies, which provides greater insight to their use within the County. The County also has a robust “master rates” bylaw that outlines all of the rates and fees charged by the County to provide various municipal goods and services, which is updated yearly. Other ways the County seeks to recover costs includes road use agreements, development agreements, and local improvement programs.

For both of the Alberta rural municipality examples it is important to note that the differences in legislation between Alberta and Saskatchewan provides the Alberta municipalities with expanded opportunities for cost recovery for capital projects (police, fire, library) that are not included within the Saskatchewan legislation.

c. R.M. of Edenwold

The R.M. of Edenwold is located to the east of the City of Regina and encompasses the towns of Balgonie, Pilot Butte, White City, and the Village of Edenwold. The R.M. applies development charges on water, sanitary sewer, roads, storm drainage, culverts, bridges, and miscellaneous costs including a 20% contingency on capital projects including R.M. shop expansion, Fire Hall & Equipment, and Recreation Centre and Pathways. The R.M. does not include a levy for parks and recreation facilities.

The development charges are based on the capital costs for infrastructure and services for one detached dwelling per residential lot assessed on three different development areas within the R.M. – fringe, south side within WCRM158 Waste Water Authority (WWA) area, and north side within (WWA) area.

Cost recovery varies based on residential and non-residential use. Residential uses incur a differential cost-recovery basis ranging from 100% of a detached dwelling (including RTM’s and mobile homes) to 65% of fees for an apartment building and 50% of fees per room for a carehome.

Unique to the R.M. is the application of a developer classification rating system based on the developer’s past performance. Past performance is evaluated on a review of development and payments carried out in accordance with servicing agreements and on-time payment of taxes on all properties owned by the developer.

The developer classification rating applies to the fee payment schedule and required performance security applied at trigger points of development.

The development charges in the R.M. of Edenwold, based on their 2018 development levy rates, are as follows:

R.M. of Edenwold Development Charge Summary (2018)

DEVELOPMENT TYPE	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
Fringe	\$ 6,410 / single permit	\$ 6,410 / single permit	\$ 6,410 / single permit
South	\$16,470 / single permit	\$16,470 / single permit	\$16,470 / single permit
North	\$17,145 / single permit	\$17,145 / single permit	\$17,145 / single permit

d. R.M. of Sherwood

Surrounding the City of Regina, the R.M. of Sherwood is experiencing development pressure for residential, commercial, and industrial land uses. The R.M. utilizes a development levy for the purpose of recovering capital costs incurred by the R.M. associated with providing, altering, expanding, or improving infrastructure to promote planned and proposed development. The development charges applied are based on feasibility studies including the R.M.'s Infrastructure Servicing Strategy to determine the estimated capital costs of servicing proposed growth areas in the R.M. and the projected 25-year capital requirements and apply a rate of inflation factor based on the Saskatchewan Consumer Price Index (CPI). Additional costs included in the development charges include professional engineering and legal fees (10 – 15%) and a contingency factor of 15 – 30%.

Also, the R.M. recovers administrative costs associated with processing development permits, applications, and related work through the development levy. The R.M. has estimated 15% of an administrative employee's annual time is put towards facilitating development and growth in the R.M. These costs are distributed evenly across the development area sectors.

The RM applies an area specific rate segmenting the geographical area into four sectors: Northwest (Sherwood Forest), Northeast (Sherwood Industrial Park), Southwest (Highway Corridor area), and Rural residential.

- Growth in the Northwest Sector focuses on the Grand Coulee/Sherwood Forest corridor and peri-urban residential development areas.
- Growth in the Northeast Growth Sector driven primarily by the Sherwood Industrial Park (SIP) which accounts for 75% of the R.M.'s taxable revenue.
- In the Southwest, the R.M. has been experiencing development interest in the area of the TransCanada Highway Corridor west of Regina and south of the Global Transportation Hub. This area has been identified as an immediate growth potential and anticipates the need for several major capital projects to facilitate the development in the Southwest area sector.

Each of the four identified areas/sectors are subject to the development levy fee imposed on that zone and additional costs may be applied through service agreement fees if site-specific costs or additional costs are identified. The R.M. also maintains the right to impose a service connection fee to a developer for water and sewer infrastructure.

The cost recovery model for the R.M. examines situations where an infrastructure project is a benefit to existing properties in the R.M. where the infrastructure results in:

- An increase in overall average service level or existing operational efficiency.
- Elimination of a chronic servicing problem not primarily created by growth.
- Alterations to service requirements primarily due to the change in needs of the existing population base.
- Alterations to service standards primarily due to changes in regulatory requirements

The 'allocation of benefit' ratio applied to forecasted capital projects is balanced between existing and future development recognizing that identified infrastructure projects are required to both maintain the current level-of-service to existing developments and increase the infrastructure capacity to support future development in each of the development area sectors.

This ratio further considers that the infrastructure improvement will also increase the servicing capacity thereby enabling additional subdivision and development to be supported in the respective development area.

In a case where a developer requires new infrastructure to support a subdivision or development outside of a designated growth area and not defined within the RM's capital plan, the expectation is that the developer is exclusively responsible to fund and construct the infrastructure as a condition of a development agreement or servicing agreement.

Development levies are applied to:

- Arterial Roads, and intersections connecting arterial to arterial roads.
- Stormwater infrastructure – shared conveyance (culverts), detention ponds, and ditches.
- Culverts across arterial roads outside the plan of subdivision.
- Trunk water mains external to a plan of subdivision. Trunk water mains are defined as a pipe of any size that delivers potable water within the primary distribution system network not allowing service connections to the main.
- Incremental cost of sanitary sewer mains within a plan of subdivision greater than 300mm diameter.
- Sanitary sewer force mains, lift stations, and lagoons located outside a subdivision.
- Miscellaneous costs associated with Administration fees, and planning and engineering studies.
- Does not include cost recovery for parks and recreational facilities.

For each development area sector, costs are reduced based on information informing the proportion of capital costs in relation to the development area. As an example, for the Northwest Sector costs were reduced by 50% based on accounting for a reduction in the area and assuming that the capital costs were not directly proportional to the service area, and the R.M. will provide 25% of the costs for sanitary collection and treatment in this area to be covered through taxation of existing developments in the sector.

Additionally for the Rural Residential Sector, in areas that are developed, the R.M. will be required to upgrade roadways and drainage to support increased development. The R.M. has identified a cost of \$98,000/km to construct these upgrades and the cost will be recovered based on a per meter of lot frontage for residential properties within the rural residential area sector.

The development charges in the R.M. of Sherwood based on their 2019 development levy rates are as follows:

DEVELOPMENT TYPE	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
Northwest Sector	\$147,000 / ha	\$147,000 / ha	\$147,000 / ha
Northeast Sector	\$64,200 / ha	\$64,200 / ha	\$64,200 / ha
Southwest Sector	\$106,100 / ha	\$106,100 / ha	\$106,100 / ha
Rural Residential	\$98,000 / km		

e. R.M. of Moose Jaw

The R.M. of Moose Jaw applies a servicing agreement fee structure in lieu of a development levy. The servicing agreement fee is applied for each new lot within a subdivision where new development will occur that directly or indirectly impacts the provision of municipal services and infrastructure.

The R.M. separates the servicing agreement fees into single parcel subdivision, and multi-parcel subdivisions regardless of whether the land use is residential, commercial, or industrial in nature as noted in the following table.

R.M. of Moose Jaw Development Charge Summary

DEVELOPMENT TYPE	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
Single Parcel Subdivision	\$5,000 / lot	\$5,000 / lot	\$5,000 / lot
Multi-Parcel Subdivision	\$8,000 / lot	\$8,000 / lot	\$8,000 / lot

f. R.M. of Prince Albert and R.M. of Buckland

Currently, neither the R.M. of Prince Albert or the R.M. of Buckland have a development levy bylaw. Development charges are included as part of the servicing agreements on new multiple lot residential developments. The R.M. does not charge on single parcel residential or commercial developments.

The current development charge in the R.M. of Prince Albert is \$6,800 per residential lot. This is based on \$6,200 allocated towards roads and \$500 towards offsite drainage.

R.M. of Prince Albert Development Charge Summary

DEVELOPMENT TYPE	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
Single Parcel Subdivision			
Multi-Parcel Subdivision	\$6,800		

The development charges in the R.M. of Buckland are \$7,500 per residential lot and solely based on offsite road upgrades.

R.M. of Buckland Development Charge Summary

DEVELOPMENT TYPE	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
Single Parcel Subdivision			
Multi-Parcel Subdivision	\$7,500		

Summary of Comparable Municipalities

The following table provides a summary of the development charges for the municipalities discussed in the previous sections.

Summary of Development Charges from Comparable Municipalities

MUNICIPALITY	DEVELOPMENT AREA	RESIDENTIAL	COMMERCIAL	INDUSTRIAL
R.M. of Corman Park (2014)		\$6,560 / lot	\$10,560 / building site	\$10,560 / building site
R.M. of Corman Park (proposed)		\$8,505 / lot	\$13,818 / ha	\$13,818 / ha
R.M. of Edenhwold	Fringe	\$6,410 / single permit	\$6,410 / single permit	\$6,410 / single permit
	South	\$16,470 / single permit	\$16,470 / single permit	\$16,470 / single permit
	North	\$17,145 / single permit	\$17,145 / single permit	\$17,145 / single permit
R.M. of Sherwood	Northwest Sector	\$147,000 / ha	\$147,000 / ha	\$147,000 / ha
	Northeast Sector	\$64,200 / ha	\$64,200 / ha	\$64,200 / ha
	Southwest Sector	\$106,100 / ha	\$106,100 / ha	\$106,000 / ha
	Rural Residential	\$98,000 / km		
R.M. of Moose Jaw	Single Parcel Subdivision	\$5,000 / lot	\$5,000 / lot	\$5,000 / lot
	Multi-Parcel Subdivision	\$8,000 / lot	\$8,000 / lot	\$8,000 / lot
R.M. of Prince Albert		\$6,800 / lot (multiple lot subdivision)	\$0	\$0

A note about comparisons. Comparisons between municipalities is not recommended for setting development charges. Each municipality sets rates slightly differently, using different methodologies, and each have different conditions which may affect charges. The legislation allows municipalities to charge all, none, or only some of the costs associated with infrastructure to accommodate growth. Each municipality must decide how much development should contribute to development costs based on their own local considerations.

As an example, when comparing the charges in the Table, it should be noted that the R.M. of Sherwood is investing \$130,174,000 into roads, waterworks, and wastewater works infrastructure to support development which results in a higher development charge on a per hectare basis; therefore, the difference in development charges per hectare should be expected as the level-of-service the R.M. of Sherwood is targeting provides additional infrastructure and level-of-service beyond what the R.M. of Corman Park is considering at this point.