

Subject

South East Concept Plan (SECP) – Completion Options

Recommendations

1. THAT the Planning Committee recommends to Council that Option One, reduce South East Concept Plan study area to south of CN main line only, be selected as the preferred option for the purposes of completing the South East Concept Plan;
2. THAT Planning Committee recommend to Council that Administration be directed to report back with a revised project scope, staff resourcing, budget and timelines needed for completing the South East Concept Plan, based on the Committee's preferred option; and
3. THAT Planning Committee recommend to Council that Administration undertakes the remaining work to complete the South East Concept Plan by ending our co-funding partnership with the City of Saskatoon and completing the Plan independently.

Background

The South East Concept Plan (SECP) area, bounded by City of Saskatoon (Saskatoon) and Highways 11 and 16, has had a considerable amount of development interest, especially around intersection of the Grasswood Road / Highway No. 11 and along Glazier Road. In the previous Corman Park-Saskatoon Planning District an initial South East Concept Plan was completed in 2012 but was not adopted by both municipalities. Corman Park and Saskatoon also partnered to complete the Grasswood Mixed Node Market Impact Study in 2016 which reviewed market data to propose options for land uses and phasing to support development of commercial and employment uses within the node. Both studies noted that servicing limitations needed to be addressed for the area and that a more comprehensive approach to individual development proposals with rural on-site services was needed to support growth.

The SECP area is a priority area for Corman Park to accommodate growth and development. Throughout the development of the P4G Regional Plan, it was noted that land uses within the area may need to be amended in the future, pending the final alignment of the Saskatoon Freeway. Due to the proximity of the area to Saskatoon and the possibility of Saskatoon being a regional service provider for the area, Corman Park and Saskatoon partnered again to complete the SECP.

The SECP project was awarded to consultants Urban Systems Limited (Urban Systems) on January 18, 2021, and the project officially kicked off on January 25, 2021. To date, the R.M. of Corman Park (Corman Park) and City of Saskatoon (Saskatoon) have jointly funded and managed the project, with input from the other P4G member municipalities. The original budget for the SECP was \$300,000 which was jointly funded between Saskatoon and Corman Park. Along with municipal cash contributions, the project received funding from the Saskatoon Regional Economic Development Authority (SREDA) and the provincial Targeted Sector

Support Initiative (TSSI) program. The project website is:
<https://www.rmccormanpark.ca/318/South-East-Concept-Plan>.

As shown in Attachment 1, the SECP study area is in the P4G Planning District and is mostly designated as a Future Urban Growth Area (FUGA) on the P4G District Official Community Plan (DOCP) Schedule B: District Land Use map, where urban densities and urban servicing are expected in the future. The entire SECP area of approximately 2,800 hectares is identified as a growth area to 1 million on Schedule C: Future Growth Areas, meaning that the timing for urban development and servicing is very long-term, potentially many decades in the future.

When located in a FUGA, the policies in the DOCP require development applications to be designed to transition to future urban servicing, which is difficult given that servicing options, future infrastructure and other detailed planning for the SECP area have not yet been approved. Therefore, a concept plan was prioritized for the SECP area, to assess:

- the feasibility and timing for future urban servicing and development
- the future road network, including Phase II of the Saskatoon Freeway alignment
- interim (more immediate) and ultimate (long-term) servicing options.

The SECP is meant to re-assess the vision and land uses for the plan area and identify strategies for regional growth to accommodate residential, institutional, commercial and industrial development.

At the April 4th, 2022, Planning Committee meeting, an in-camera discussion occurred on the proposed land uses and servicing options for the SECP area for a rural growth node in the vicinity of Grasswood Road and Highway 11 rural growth node. The proposed Grasswood Rural Growth Node would also serve as a gateway into Saskatoon and is strategically located adjacent to the future Saskatoon Freeway.

Based on the direction from Council, Corman Park Administration, along with Saskatoon and Urban Systems, advanced work on servicing options for potable water (water), wastewater and stormwater management along with transportation analysis, financing and cost recovery options, and market analysis. A proposed land use concept for the entire SECP area is shown in Attachment 2. While this work focused on the proposed Grasswood Rural Growth Node (Attachment 3), it also examined servicing connections for the entire plan area, including the proposed future urban growth area located north of the CN main line and agricultural area located east of the Saskatoon Freeway alignment. Engagement with landowners, developers, other stakeholders and rights holders (First Nations) occurred throughout 2022 and concluded in early 2023.

During the fall of 2022 Saskatoon requested written confirmation of Corman Park's preferred servicing options for the proposed Grasswood Rural Growth Node and the specifics of the requests for the Saskatoon to service this area, including the method of cost recovery of any future infrastructure. In March 2023, the Corman Park Chief Administrative Officer sent a letter requesting endorsement for the proposed Grasswood Rural Growth Node as a long-term Corman Park growth area with "peri-urban" (like suburban) levels of service to the Saskatoon City Manager. The letter, included as Attachment 4, outlined Corman Park's servicing preferences at the time and specific requests for extension of services from Saskatoon to the

proposed Grasswood Rural Growth Node. Further, it requested that Saskatoon continue to work with Corman Park on a regional servicing partnership for the plan area.

In June 2023, a draft SECP report was received from Urban Systems and the consulting services contract between Corman Park and Urban Systems ended. Corman Park and Saskatoon administrations have continued to work to complete the draft concept plan since that time.

Discussion

In June 2024, an information report was presented to Corman Park Planning Committee on the status of the concept plan. The report contained a project update, an overview of the servicing options developed by Urban Systems for the proposed Grasswood Rural Growth Node, and a potential potable water servicing partnership with EPCOR for the SECP area. The timeline for completion of the plan was uncertain as Corman Park was still waiting for a response from Saskatoon related to Corman Park's letter of March 2023.

In August of 2024, Corman Park Administration received the formal reply from the Saskatoon City Manager (see Attachment 5). Saskatoon's response has significant implications for the intended servicing of the SECP area, as well as impacts on the project in terms of budget, scope and timelines.

Summary of the City of Saskatoon's Letter:

In July 2024 Corman Park Administration met with the Saskatoon General Managers of Community Services and Utilities and Environment. At the meeting, Saskatoon stated that they examined multiple options for servicing and are unable to expedite City services to the proposed Grasswood Rural Growth Node, as requested by Corman Park. Extending piped water, stormwater or wastewater infrastructure from Saskatoon to the SECP area isn't feasible for Saskatoon until many decades in the future, as the City's modelling shows that significant upgrades to Saskatoon infrastructure are needed first. Saskatoon noted that extending urban services ahead of this timeline would impact Saskatoon's current servicing plans for other areas and could place additional risk on the existing infrastructure.

The key messages of the letter include:

- Saskatoon is not willing to service the SECP using existing City infrastructure (i.e. sanitary lift stations in the southeast portion of Saskatoon), as this could overburden the infrastructure and presents too high of a risk for Saskatoon residents and properties that rely on this infrastructure.
- Saskatoon is not willing to build temporary or "throw away" infrastructure to service the SECP study area, ahead of planned urban expansion that is currently projected to be many decades away. Saskatoon states that urban services ahead of the planned long-term (region of 1 million in the DOCP) timeframe would require Saskatoon to build temporary or "throw away" infrastructure that will become redundant in the future, such as when alternative servicing options are available (i.e. a new Saskatoon water treatment plant) would require new, permanent infrastructure to be built.

- If Corman Park wants to develop the SECP area in the short and medium timeframe, the most appropriate path is to designate the entire study area as a “RM growth area” that does not rely on Saskatoon services for development. This may have implications on the regional jobs and population projections, depending on the density of development that can occur. A “replacement FUGA” may be required to ensure that the P4G region can still accommodate growth to a population of 1 million in the long-term.
- Saskatoon is not supportive of outlets for discharge of stormwater, wastewater or treated wastewater from the SECP area upstream of the Saskatoon’s primary water intake and back-up raw water intake. A minimum upstream distance was not provided in the letter, but a downstream distance of 200m was stated.
- Saskatoon Administration indicated that they would support Corman Park in gaining approval for the SECP from each of the partner municipal Councils, including Saskatoon’s, once alternative servicing options for water, wastewater and stormwater management for the SECP area have been developed.

In reviewing these key messages from Saskatoon, Administration has come to the following conclusions:

1. Saskatoon’s withdrawal from future servicing in the SECP area will require Corman Park to find new service providers.
2. The partnership between Corman Park and Saskatoon for preparation of the SECP was based on the need to revisit the land uses following the confirmation of the Saskatoon Freeway alignment and the potential for Saskatoon being a regional service provider for the area. Since Saskatoon is no longer willing to commit to providing services in the long-term, there is no longer a need for a financial partnership with Saskatoon to complete the SECP.
3. Corman Park’s partnership with Des Nedhe for wastewater treatment and EPCOR for potential potable water supply could provide the necessary long-term servicing strategies for the plan area. More analysis is required to determine the servicing strategy and timelines for the concept plan. Administration does not share the opinion of Saskatoon’s City Manager that this is “throw away” infrastructure.
4. There will be new budget and staff resourcing requirements to complete the concept plan related to infrastructure modeling and limited stakeholder engagement.

Options for Completion of the Concept Plan:

Direction from Council is being sought on of the preferred approach for completion of the concept plan. Once direction is determined, Administration will prepare a follow-up report on a revised project scope, budget, staff resourcing and timelines needed for completion of the SECP.

The following four options outline different approaches for completing the SECP, with implications for future development opportunities, budget, staff resourcing and timelines. All options assume that the SECP will be completed by Corman Park Administration, the concept plan area is severed from any future growth opportunity for Saskatoon east of Highway 11 or south of Highway 16 and Saskatoon is removed as a service provider in the area.

Option 1. Reduce SECP study area to south of CN main line only - Recommended

Scope:

- Reduce the scope of the SECP, to remove the entire area north of the CN main line. The SECP area would be reduced to only include Grasswood Rural Growth Node and agricultural area east of the confirmed Saskatoon Freeway alignment (see Attachment 6) and would primarily be focused on employment-based land uses. Therefore, the new SECP area would total approximately 1,100 ha, a reduction from the current SECP area of approximately 2,800 hectares.
- This option is being recommended, as the area north of the CN main line requires the most additional servicing and transportation modelling work. Alternative servicing strategies are required to demonstrate, conceptually, how the lands can be serviced. As in all four options presented, Saskatoon servicing options for water, wastewater and stormwater management will be removed from the SECP.
- An implication of Option 1 is that the area north of the CN main line (approximately 1,700 hectares) would remain a FUGA and the land uses for Greenbryre Estates, properties along Glazier Road and on the Cowessess First Nation lands would remain unchanged in the DOCP Schedule B: District Land Use map. Land use refinements, servicing information and transportation modelling for this area would still need to be completed later.

Project Resources:

- Option 1 requires the least amount of additional modelling, as Urban Systems focused their analysis on servicing and transportation planning on the Grasswood Rural Growth Node. However, a modest amount of additional modeling is required to confirm EPCOR and Des Nedhe servicing options for piped water and wastewater services to the entirety of the proposed Grasswood Rural Growth Node. This scope of work could be undertaken jointly with EPCOR and Des Nedhe and primarily with Administrative staff resources.
- Option 1 would be completed primarily with current R.M. staff resources.

Budget:

- Budget required to complete Option 1 are the least of the four proposed Options presented.

Engagement:

- Some notification to Corman Park residents, rights holders and landowners is required, due to the change (reduction) in the concept plan boundary and potential refinements to the land uses in plan area.

Timeline:

- Administration would present the final draft of the concept plan to Planning Committee in the first quarter (Q1) of 2025.

In terms of budget, staff resourcing and timelines, this option could be the relatively quickest and least costly way for Corman Park to complete the SECP which is why it's the recommended option from Administration.

Option 2. Reduce the SECP study area to include lands north of the CN main line and west of Range Road 3050, and south of the CN main line

Scope:

- Reduce the SECP study area but include some lands north of the CN main line within the plan's scope. The SECP plan area would include the Grasswood Rural Growth Node and agricultural area south of the CN main line but also include some lands north of the CN main line and west of Range Road 3050, including Greenbryre Estates, properties along Glazier Road and the lands owned by Cowessess First Nation adjacent to Highway 11 (Attachment 7). Therefore, the new SECP study area would total approximately 1,600 hectares.
- Strategically, the lands north of the CN main line and west of Range Road 3050 may be able to be serviced by EPCOR and the Des Nedhe WWTP after the Grasswood Rural Growth Node due to its location.
- Previous engagement activities as part of the SECP identified land use refinements that are needed for Greenbryre Golf and Country Club (northwest corner), the Cowessess First Nation lands and properties along Glazier Road. These land use refinements are needed to enable growth and development for Corman Park. These land use refinements would also assist in balancing the regional jobs and population numbers for the SECP study area and for the broader P4G region.

Project Resources:

- A medium amount of additional modelling would be required to develop conceptual servicing plans for the area north of the CN main line and to confirm EPCOR and Des Nedhe servicing options to the proposed Grasswood Rural Growth Node. This scope of work could be undertaken jointly with EPCOR and Des Nedhe and could involve Administrative staff and/or additional consultants.
- Option 2 requires more project resources than Option 1 due to new servicing strategies and possibly transportation network analysis required for the area north of the CN main line.
- Option 2 may require additional staff resources to complete land use, servicing and transportation plans in-house or additional consultant resources.

Budget:

- Budget required to complete Option 2 is more than Option 1 but less than proposed Options 3 or 4.

Engagement:

- Additional engagement with Corman Park residents, rights holders and landowners will be required, due to the reduction in concept plan boundary and changes in servicing strategies, possibly in land uses and transportation network for the area north of the CN main line.

Timeline:

- Administration would present the final draft of the concept plan to Planning Committee in the third quarter (Q3) of 2025.

Overall Option 2 would require more budget, staff resources and longer timelines than Option 1.

Option 3. Retain full SECP study area and keep the area north of the CN main line at urban densities

Scope:

- Retain the current SECP area of approximately 2,800 hectares and the land uses shown on the draft SECP Future Land Use Map (Attachment 2). The SECP would clarify that that entirety of the concept plan area is to remain in Corman Park but divided into two principal phases (see Attachment 8).
- Section 15.3.18 of the DOCP requires that:
 - “Urban Residential Neighbourhoods must have a minimum density of:*
 - a) 17.3 housing units per gross developable hectare (7 units per gross developable acre); or*
 - b) 50 residents and jobs combined per gross developable hectare (20.2 residents and jobs combined per gross developable acre).”*

The implication is that Corman Park would need to prove out conceptual servicing to support the minimum urban residential density requirements for the area north of the CN main line. Therefore, Administration will need to confirm the potential for increase service capacity from current service providers or establish new arrangements.

- In the current draft SECP, the servicing for the area north of the CN main line relies on extensive upgrades to Saskatoon infrastructure, including new water and wastewater treatment plants, new water reservoirs for fire flows and connected engineered wetlands and piped stormwater discharge, prior to the study area being serviced to support urban densities.
- If Option 3 is preferred, Administration recommends that a robust phasing and cost recovery strategy be added to the scope for the SECP, to ensure that new development isn't approved until servicing strategies for the lands are confirmed and financed.

Project Resources:

- An intensive amount of additional modelling would be required to develop conceptual servicing plans for water, wastewater and stormwater servicing for Phase 2, the area north of the CN main line, to support full urban densities. In addition, tie-ins to servicing and the future transportation network for the Grasswood Rural Growth Node will need to be considered, to ensure the entire SECP area can be serviced and developed efficiently.
- Option 3 requires more project resources than Options 1 and 2 due to the new water, wastewater, stormwater and transportation analysis required for the entire study area of 2,800 hectares, particularly for Phase 2.
- Option 3 will require additional staff resources to complete the detailed planning and infrastructure plans in-house and likely additional consultant resources.

Budget:

- Budget required to complete Option 3 is more than proposed Options 1 and 2 but less than Option 4.

Engagement:

- Additional engagement with Corman Park residents, rights holders and landowners may be required, due to change in servicing and transportation strategies for Phase 2 and possibly for tie-ins to Phase 1, Grasswood Rural Growth Node as well.

Timeline:

- Administration would present the final draft of the concept plan to Planning Committee in December of 2025.

Option 4. Retain full SECP study area and examine new suburban densities for the area north of the CN main line

Scope:

- Retain the current SECP area of approximately 2,800 hectares but would require changes to the draft SECP Future Land Use Map (Attachment 2) for Phase 2, the area north of the CN main line, to support suburban densities, as shown on Attachment 9. Like Option 3, the entirety of the SECP area is to remain in Corman Park.
- Option 4 proposes a review of the urban densities outlined in the P4G OCP and the potential creation of new suburban residential land use designations.
- An implication of Option 4 is that new suburban land uses for the entire SECP study area will provide for fewer regional jobs and population than FUGAs. This means that a “replacement FUGA” may be required elsewhere in P4G region, to ensure that the region can still accommodate growth to a population of 1 million in the long-term.
- Option 4 requires extensive servicing strategies for Phase 2, the area north of the CN main line, be added to the SECP scope, to identify conceptual locations for infrastructure to support suburban densities. Additional transportation modelling for Phase 2 would be required, as the assumptions for trip generation for Phase 2 are based off urban densities in the draft SECP. As the entire SECP area needs to be serviced independently of Saskatoon, a greater commitment from EPCOR and Des Nedhe, or other servicing partner, is needed to “prove out” that a new suburban level of servicing is feasible.
- If Option 4 is preferred, then Administration recommends that a robust phasing and cost recovery strategy be added to the scope for the SECP, to ensure that new development isn’t approved until servicing strategies for the lands are confirmed and financed. This approach could potentially be addressed through a minimum ‘build-out’ completion for the Phase 1 area.

Project Resources:

- An intensive amount of additional modelling would be required to develop conceptual servicing plans for water, wastewater and stormwater as well as a future transportation network for Phase I, to support suburban densities. In addition, tie-ins to the servicing and the future transportation network for Phase 2 will need to be considered, to ensure the entire SECP plan area can be serviced and developed efficiently.
- Option 4 requires more project resources than Options 1 and 2 due to the new water, wastewater, stormwater and transportation analysis required for the entire study area of

2,800 hectares. Additional engagement and land use investigation require more project resources than Option 3.

- Option 4 will require additional staff resources to complete the detailed planning and infrastructure plans in-house and likely additional consultant resources.

Budget:

- Budget required to complete Option 4 would be more than proposed Options 1 – 3.

Engagement:

- Comprehensive engagement with Corman Park residents, rights holders and landowners will be required due to the potential new suburban land uses for Phase 2 and new revised servicing and transportation strategies for Phase 1

Timeline:

- Administration would present the final draft of the concept plan to Planning Committee in December in the first (1st) quarter of 2026.

Option 4 would require the highest budget, staff resources and longest completion timeline.

Table 1. Summary of the Options:

<u>Options</u>	<u>Project Resources</u>	<u>Budget (relative)</u>	<u>Stakeholder Engagement</u>	<u>Timeline</u>
Option #1	Light/Moderate	\$	Light/Moderate	Q1 2025
Option #2	Medium	\$\$	Medium	Q3 2025
Option #3	Intensive	\$\$\$	Medium	Q4 2025 (December)
Option #4	Intensive	\$\$\$\$	Full/Comprehensive	Q1 2026

Implications:

Strategic:

Historically there has been a considerable amount of development interest around the Grasswood Road / Highway No. 11 intersection. During the development of the P4G Regional Plan, a portion of the SECP area was flagged as requiring further investigation and analysis before land uses could be confirmed. The SECP project has provided wetlands and other data necessary to confirm Phase II of the Saskatoon Freeway alignment; therefore, it is necessary, through a concept plan, to confirm land uses and the timing and feasibility of servicing and infrastructure in the SECP area to support growth and development for Corman Park and the entire P4G region.

Financial:	As outlined above, Options 1- 4 have differing staff resourcing and budget implications relative to each other. Administration is recommending Option 1, because it requires the least budget and additional project resources to finish the SECP but will result in a concept plan focused primarily on employment-generating land uses. By comparison, Option 4 will be the most comprehensive in terms of scope but will require the most budget and staff resources.
Policy/Legal:	DOCP Section 31.3.14 Components of a Concept Plan requires that concept plans identify servicing strategies and proposed alignment and locations for infrastructure and facilities. Section 44 of <i>The Planning and Development Act, 2007</i> enables concept plans to be prepared by a municipality or planning district, to enable more detailed planning for a specific area. <i>The Act</i> does not require that concept plans to show alignment or locations for future servicing infrastructure.
Communications:	Extensive communication and engagement with developers, landowners, rights holders (First Nations) and other stakeholders has been completed for the SECP area to date. Depending on the preferred option(s) to complete the SECP additional communication and/or engagement may be required.
Other Implications / Options:	N/A

Next Steps - Schedule

Based on Council direction on the preferred Option for completing the SECP, Administration will bring forward a revised project scope, project resource needs, timeline and project budget within two months of Council's direction.

Approval of the SECP involves a referral of the final concept plan to the P4G partner municipalities, a report recommending approval of the SECP to the District Planning Commission and then approval of individual DOCP amending bylaws by each of the five member municipalities. Final approval of the SECP (as an amendment to the DOCP) comes from the Minister of Government Relations.

Attachments

1. *Approved Land Uses – SECP Study Area*
2. *SECP Future Land Use Map*
3. *Proposed Grasswood Rural Growth Node (detail)*
4. *Correspondence from Corman Park to Saskatoon dated March 3, 2023*
5. *Correspondence from Saskatoon to Corman Park dated August 8, 2024*
6. *Option 1 Map*
7. *Option 2 Map*

8. *Option 3 Map*
9. *Option 4 Map*

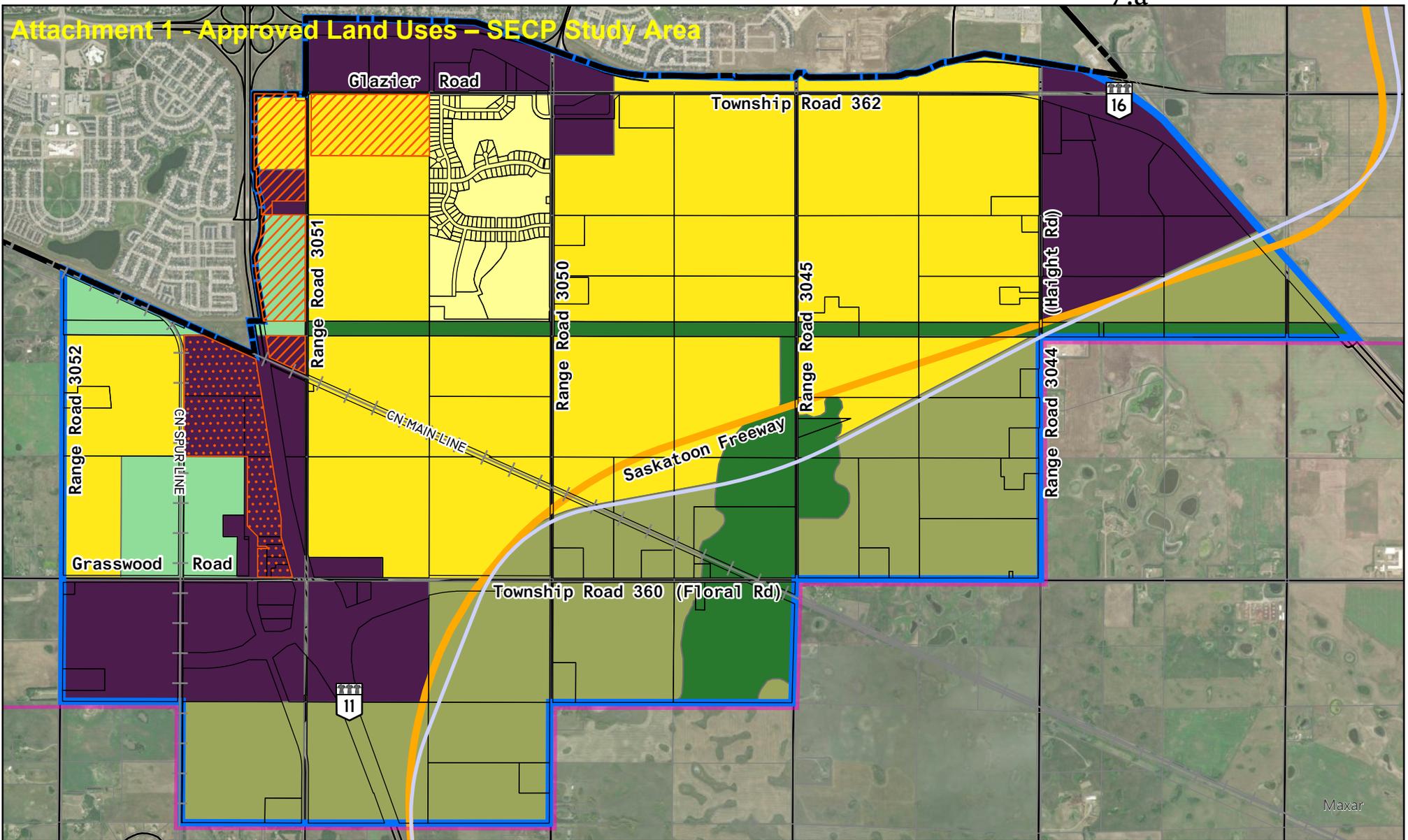
Prepared by: Vicky Reaney, RPP, MCIP, Senior Planner
Shayden Brandt, Planner 1

Owned by: Planning and Development

Approved by: Jim Charlebois, RPP, MCIP, Director of Planning and Development

Approved for Agenda: Kerry Hilts, Chief Administrative Officer

Attachment 1 - Approved Land Uses - SECP Study Area



South East Concept Plan: Approved P4G Land Use

- Study Area
- P4G Planning District
- Saskatoon Boundary
- + CN Rail Line
- Preferred Freeway Alignment - February 2022
- Previous Freeway Alignment
- Cowessess First Nation Land Holdings
- English River First Nation Reserve Lands

- Land Use*
- Agriculture
 - Country Residential
 - Green Network Study Area
 - Recreation, Parks, and Culture
 - Urban Commercial/Industrial
 - Urban Residential Neighbourhood



SCALE
1:35 000

CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset

*Land Uses Approved as of February 15, 2023



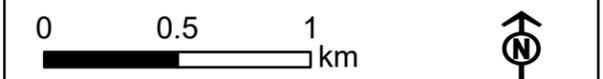
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Attachment 2 - SECP Future Land Use Map

South East Concept Plan Future Land Use

- Urban Mixed Use Node
 - Proposed Interchange
 - Potential Interchange
 - Proposed Rural Main Road
 - Proposed Arterial Network
 - CN Rail Line
 - Watercourse
 - Waterbodies
 - SE Concept Plan Boundary
 - Cowessess First Nation Land Holdings
 - English River First Nation Reserve Lands
 - Saskatoon
- Land Use**
- Agriculture
 - Country Residential
 - Green Network Study Area
 - Recreation
 - Rural Arterial Commercial
 - Rural Business Commercial
 - Rural Light Industrial
 - Urban Commercial
 - Urban Light Industrial
 - Urban Residential Neighbourhood

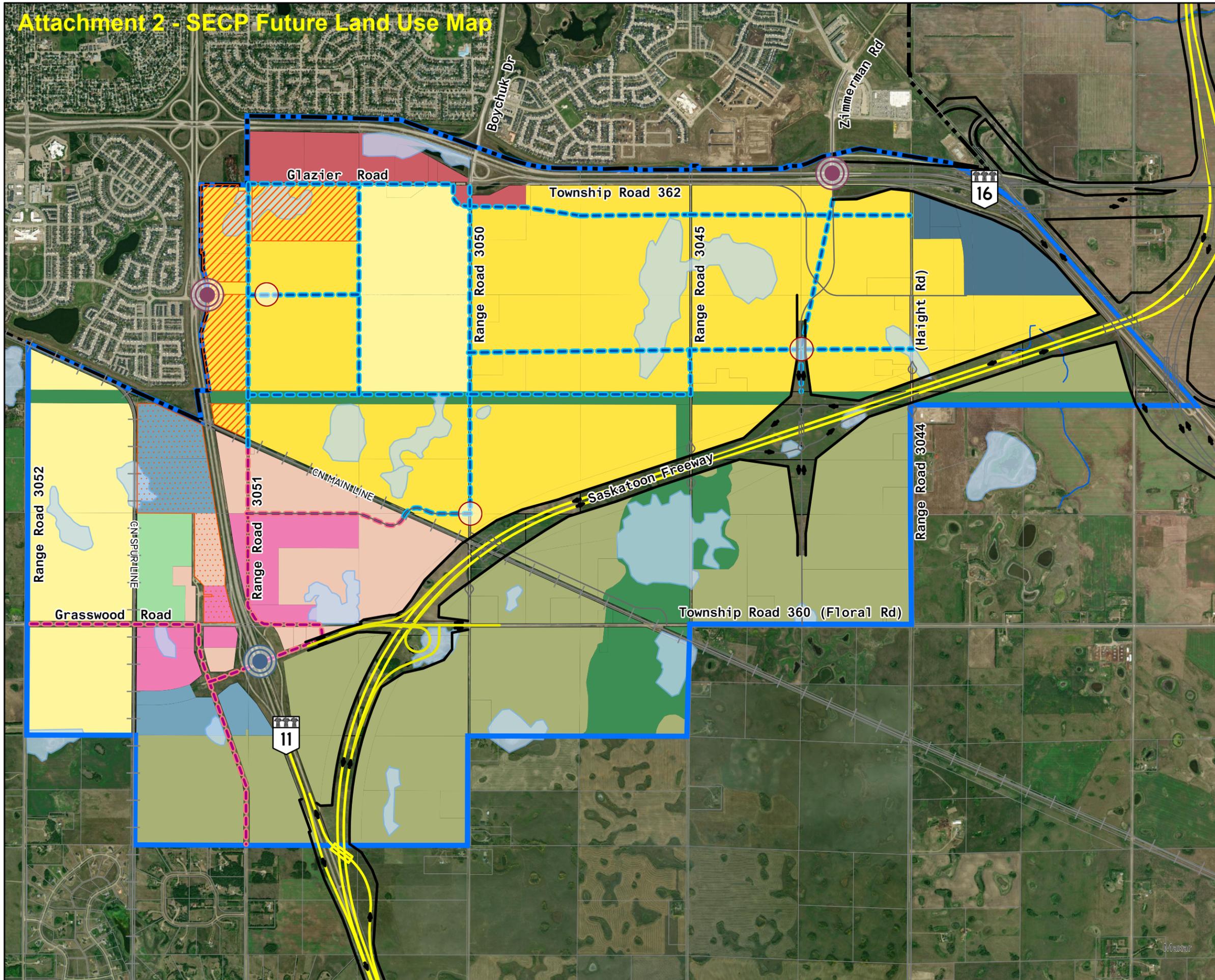
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NAD 1983 CSRS UTM Zone 13N

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DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset



Attachment 3 - Proposed Grasswood Rural Growth Node

South East Concept Plan

Land Use Within Rural Growth Node

- Urban Mixed Use Node
 - Proposed Interchange
 - Potential Interchange
 - Proposed Rural Main Road
 - Proposed Arterial Network
 - CN Rail Line
 - Watercourse
 - Waterbodies
 - SE Concept Plan Boundary
 - Cowessess First Nation Land Holdings
 - English River First Nation Reserve Lands
 - Saskatoon
- Land Use
- Agriculture
 - Country Residential
 - Green Network Study Area
 - Recreation
 - Rural Arterial Commercial
 - Rural Business Commercial
 - Rural Light Industrial

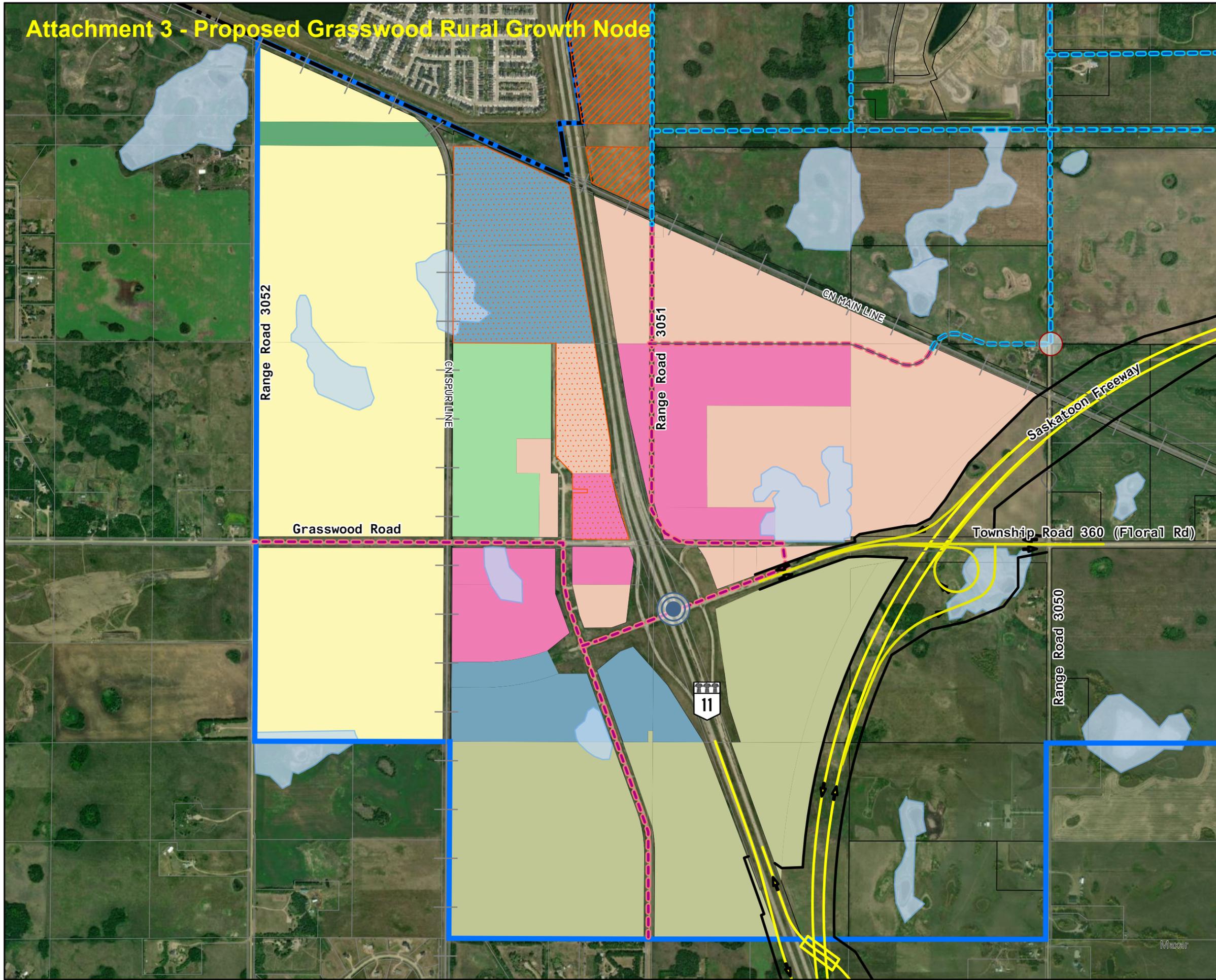
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CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

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DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset





March 3rd, 2023

Jeff Jorgenson, City Manager
Saskatoon City Hall – City Manager’s Office
222 Third Avenue North
Saskatoon SK S7K 0J5


Dear Mr. Jorgenson,

Re: Request for Regional Servicing Partnership – South East Concept Plan - Proposed
Grasswood Rural Growth Area

As you are aware the City of Saskatoon (City) and RM of Corman Park (RM) have been working together on the South East Concept Plan (SECP). As part of the project a new long-term Corman Park growth area is being considered around Highway 11 and Township Road 360 (Grasswood/Floral Roads) that is proposed to have “peri-urban” levels of servicing and infrastructure (including piped sanitary, stormwater and potable water). This represents a higher level of service than other rural growth areas in the P4G region. We appreciate the ongoing inter-municipal discussions on this topic since that time.

The RM’s vision for the proposed rural growth node includes the following key points:

- It will serve as a commercial and employment node for current and future residents of the RM and City;
- It will serve as an attractive gateway into the City via Highway No. 11 and the future Saskatoon Freeway;
- It will be a pilot project for a regional servicing partnership between Corman Park, Saskatoon and First Nations in the Study Area; and
- The lands will stay in the RM in the long-term.

The RM’s Servicing Principles for the Proposed Rural Growth Node include:

- To maximize servicing capacities available to the node;
- To treat servicing the node as a pilot project for inter-governmental servicing in the region; and
- To use servicing the node to inform future P4G initiatives including the P4G Regional Levy Study, P4G Potable Water Servicing Plan and Regional Wastewater Servicing Plan.



The City requested a letter that formalizes the RM's asks of the City around servicing for the proposed rural growth node. Our specific servicing requests are:

- The RM's preferred option for potable water is to establish pressurized flows which ensure that fire flow requirements can be met for future development in the proposed rural growth node. Our understanding is that more water allocation is needed from SaskWater to achieve this, in addition to construction of possible reservoir(s) and booster station(s) for the area. RM would like to partner with the City and SaskWater to undertake a water demand study for the proposed rural growth node, based upon expected land uses and development type that is targeted for the area.
- The RM's preferred sanitary servicing option includes off-peak pumping to the City of Saskatoon for a portion of the proposed rural growth node. The area the RM wants the City to service is approx. 51 ha (126 ac) of mixed commercial uses in the proposed rural growth node.
- The RM's preferred option for stormwater management is piped stormwater discharge through the City's infrastructure. As part of SECP implementation the RM proposes that Saskatoon Water undertakes more detailed storm water management work under a fee-for-service agreement, such as for the P4G drainage studies.

Next Steps:

At this time the RM would like to request that the City endorses the proposed rural growth node by endorsing the South East Concept Plan report that has been prepared by Urban Systems. We acknowledge that further studies are needed before the land use concept for the proposed rural growth node can be realized. We propose that these next steps be done as part of the implementation of an approved SECP.

In closing, we believe that a servicing partnership between the RM and City will fulfill the P4G vision for a vibrant, prosperous and internationally competitive region. We are requesting an in-person follow up meeting with yourselves and staff from the Utilities and Environment and Planning and Development to discuss the vision and regional servicing for the proposed rural growth node.

We look forward to working together with the yourself and others at the City of Saskatoon to advance this regional development area.



Yours truly,

A handwritten signature in blue ink, appearing to read "Ken Kolb".

Ken Kolb
Chief Administrative Officer
R.M. of Corman Park (306-975-1651)

Cc: Angela Gardiner, General Manager, Utilities and Environment
Lesley Anderson, Director, Planning and Development
Tyson McShane, Manager, Long Range Planning
Glen Heinrichs, Water & Sewer Engineering Manager, Saskatoon Water

Attachment: SECP Technical Memo



South East Concept Plan (SECP) - Technical Memo

Background

The idea of a commercial and employment node around Highway No. 11 and Grasswood/Floral Rds. is not new. During the development of the Saskatoon North Partnership for Growth (P4G) Regional Plan, a portion of the South East Concept Plan (SECP) Study Area (Figure 1) was identified as requiring further investigation and analysis. On the 2017 P4G Regional Land Use Map, this area was labelled as the “Grasswood Mixed Use Node” and an “area subject to ongoing study”. Ongoing study was needed to confirm the preferred Saskatoon Freeway alignment in the Study Area and to confirm the options, timing and feasibility of servicing and infrastructure for the Study Area. Confirming the servicing options was a key consideration in confirming land uses and growth opportunities for the regional partners.

At the time of creating the P4G District Official Community Plan (DOCP), the municipalities agreed to remove the references to the “Grasswood Mixed Use Node” area on the P4G District Land Use Map (DLUM), along with other Regional Land Use Map features that were deemed to not be appropriate for an Official Community Plan bylaw land use map. The SECP Study Area is currently a ‘Future Urban Growth’ area for the 1 million regional population, on the approved P4G District Land Use Map (2022). From the Rural Municipality of Corman Park’s (RM) perspective, this was done recognizing that there is potential for more urban levels of servicing and density in the SECP Study Area, subject to further study by the municipalities.

The SECP Study Area is an area of significance for the RM due to continued development interest with pressures for more residential, commercial and industrial development. The current SECP project provided an opportunity to re-assess the vision and land uses for this area and look at new strategies to facilitate regional growth.

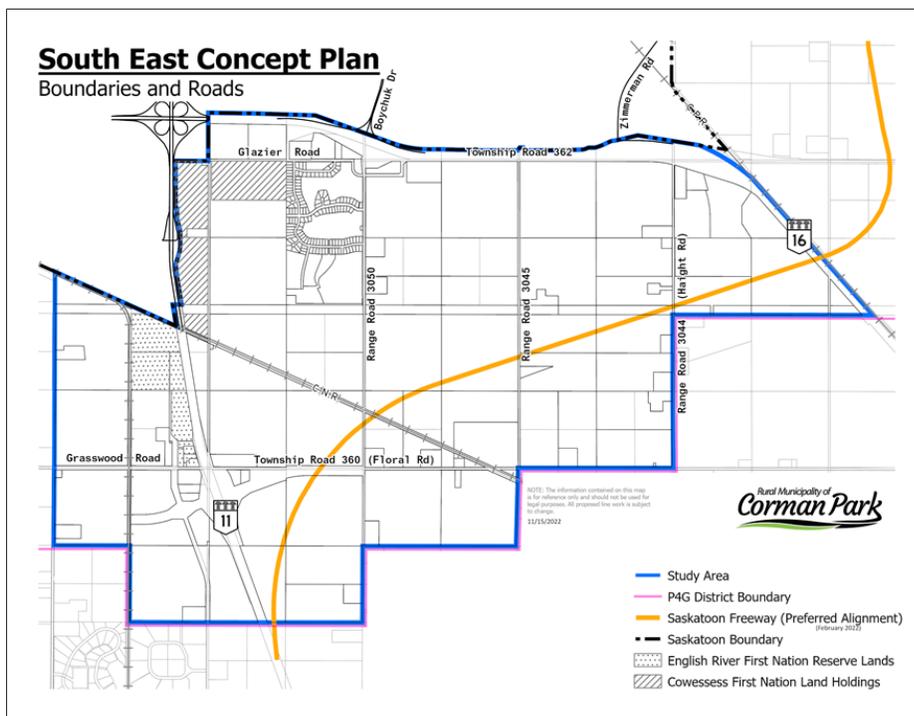


Figure 1 SECP Study Area

The SECP project consultant Urban Systems Ltd. (Urban Systems) has been providing contracted consultant services to the RM and City of Saskatoon (City) since January 2021. The goals of the SECP are to:

- Determine a land use strategy for rural and urban growth areas in a key area of the P4G Planning District;
- Create a servicing strategy for long term rural growth areas and an interim strategy for future urban growth areas;
- Identify capacity and conceptual design of transportation systems and wastewater, drainage and utility servicing; and
- Recommend development phasing, proposed financing and cost recovery strategies.

The following sections describe the proposed land use concept for SECP Study Area, with more details provided about the proposed rural growth node. Following, there is a discussion of the RM's preferred servicing options, to pursue are part of concept plan implementation. The RM has specific requests for the City related to servicing for the SECP Study Area and next steps.

The proposed land use concept for the SECP is based on:

- updated market analysis;
- natural areas screening;
- consultation on the Phase II Saskatoon Freeway Functional Planning;
- engagement with area landowners, rights holders, interested developers and other stakeholder groups; and
- identification of potential servicing options, availability and timing.

The SECP also goes a step further than the approved P4G bylaws in defining areas for growth and future jurisdiction for the RM and the City.

Vision for the Proposed Urban Growth Node (“North of Tracks” area)

Lands that are located north of the CN mainline in the SECP Study Area (Figure 3) are proposed as a future City growth area, where urban development and the City's infrastructure servicing plans are longer-term and part of the 700k - 1 million regional population thresholds. It is likely that these lands will become part of Saskatoon many decades in the future, subject to separate and negotiated boundary alteration process(es).

Vision for the Proposed Rural Growth Node (“South of Tracks” area)

The proposed rural growth node (Figure 2) is envisioned as a “gateway” into Saskatoon and adjacent to the future Saskatoon Freeway, where a variety of high-quality and visually appealing development is enabled. It will be an employment area with a mix of commercial, industrial and commercial recreation land uses and “peri-urban” level of servicing and development densities. The RM seeks to maintain jurisdiction over the lands in the long-term and have them serviced regionally.

In terms of timing, the RM wants the proposed rural growth node to be developed prior to a 700k-1M regional population threshold. This would be ahead of the timing for fully urban serviced growth to occur in the rest of the Study Area.

The proposed rural growth node contains approximately 485 ha (1,200 acres) of titled lands excluding all right-of-way and agricultural lands. West of Highway No. 11, there is approx. 800 acres and east of Highway No. 11 is approx. 400 acres. The proposed land uses for the rural growth node are intended to maximize available regional servicing capacity and be generally congruent with long-term market projections.

The land uses being proposed for the rural growth node area are substantially different from the approved P4G DLUM. **The RM is proposing to retain jurisdiction of these lands in the long-term, i.e., no annexation and pursue regional servicing solutions for the RM growth area.** Therefore, the proposed node would not be interim development in a future urban growth area, which the P4G bylaws currently enable, but permanent development with “peri-urban services” that would remain in the RM.

Strategically, the proposed rural growth node complements the RM’s vision for a country residential growth area south of Saskatoon and east of the river (located adjacent to the SECP Study Area). Together, the country residential and rural growth employment node can potentially achieve economies of scale for regional servicing and provide more revenue, for the RM and the region.

New Policy Framework Required

New land use categories in the DOCP are needed to implement the vision for the proposed rural growth node. The concept of a rural growth area with “peri-urban” or otherwise higher-than-typical rural levels of servicing has not been contemplated to date in the P4G region and will require amendments to the approved P4G District OCP. Work is on-going between the City and RM to determine if the P4G DOCP amendments can be written in such a way to be flexible enough to apply to the entire P4G region, or if the details are specific enough to apply only to the SECP Study Area.

The new land uses that are being proposed for the rural growth node include:

- Rural Business Commercial designation (TEAL) that would be used primarily as a “warehousing” district with limited other uses such as retail, restaurants, gas stations, etc. 128 ha (316 acres) of land within the node are proposed as Rural Business Commercial.
- Rural Arterial Commercial designation (RED) that would enable clustered or strip style commercial and employment uses that are permitted under the current DC2 zoning in the District Zoning Bylaw. 69 ha (171 acres) of land are proposed as Rural Arterial Commercial within the node.
- “Regional retail” as defined in the District Zoning Bylaw could be enabled within the Rural Arterial Commercial areas, subject to more detailed planning as required in the DOCP.

Other land uses proposed for the rural growth node include Recreation (72 acres), Country Residential (approx. 500 acres) and Rural Light Industrial (168 acres). The remainder of land located in the “South of the Tracks” area is Agriculture (approx. 900 acres). These land uses would all have typical rural, on-site servicing.

The proposed Rural Arterial Commercial and Rural Business Commercial lands require sanitary sewer connections and stormwater discharge to meet the desired development densities. The RM is seeking a servicing partnership with the City to achieve this vision.

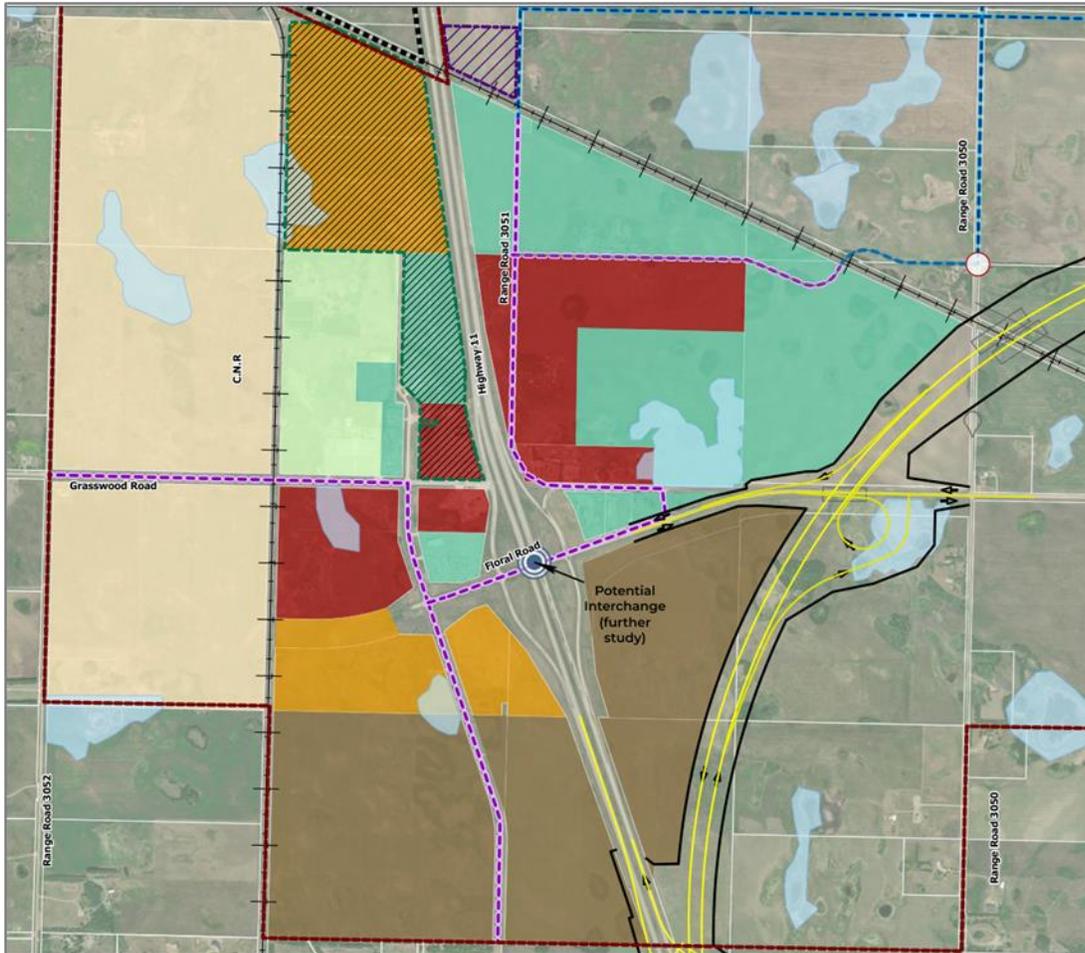


Figure 2 Detail of land uses for the Proposed Rural Growth Node

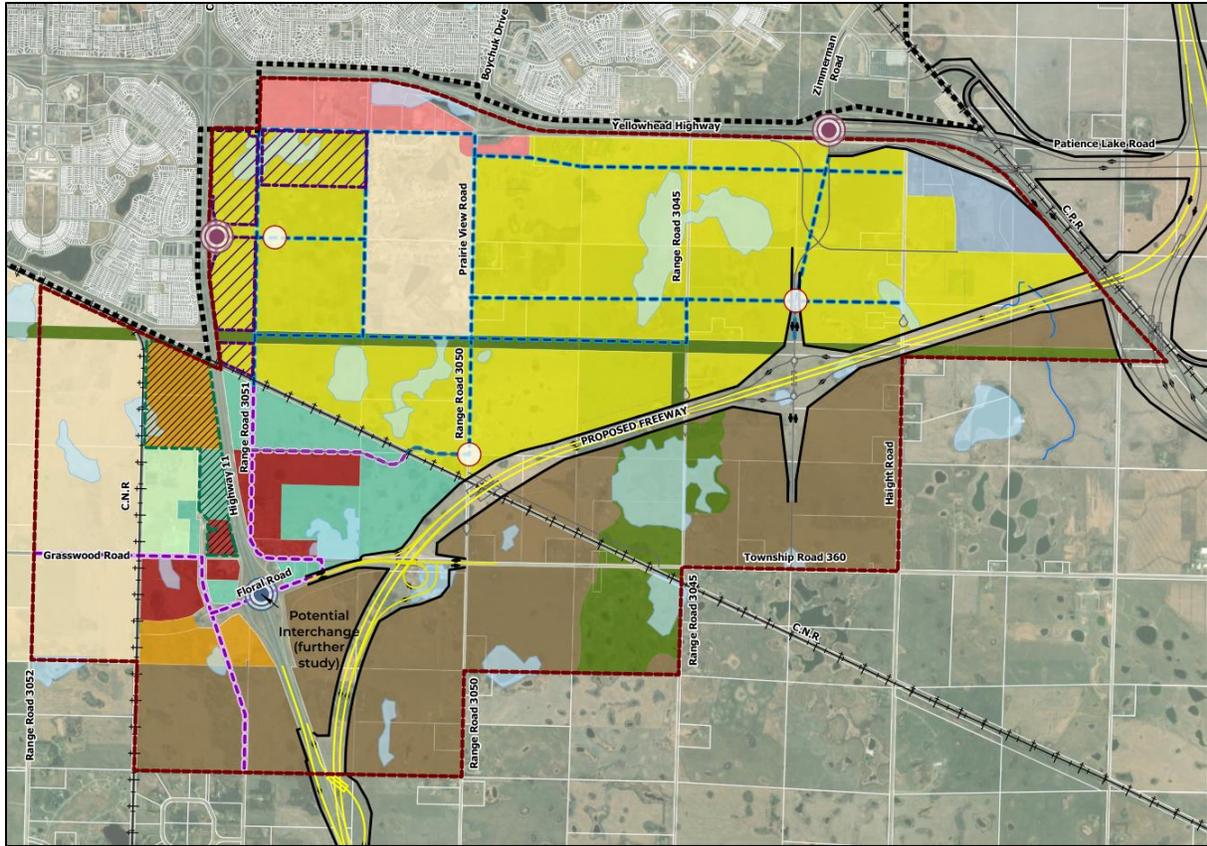


Figure 3 Proposed Land Use Concept for the SECP Study Area. Lands north of the preferred Saskatoon Freeway Alignment and the CN mainline is a proposed as a future Saskatoon growth area. The area that is south of the CN mainline is the proposed rural growth node.

Servicing Principles

The RM's servicing objectives for the proposed rural growth node include:

- To maximize servicing capacities available to the node;
- To treat the SECP proposed rural growth node as a pilot project for inter-governmental servicing in the region; and
- To use servicing in the proposed rural growth node to inform future P4G initiatives including the P4G Regional Levy Study, P4G Potable Water Servicing Plan and Regional Wastewater Servicing Plan.

Servicing Request – Sanitary Sewer

The RM's preferred sanitary servicing option includes off-peak pumping to the City of Saskatoon for a portion of the proposed rural growth node. The area the RM wants the City to service is approx. 51 ha (126 ac) of mixed commercial uses in the proposed rural growth node.

Rationale: Currently, sanitary sewer servicing in the SECP Study Area is limited to private sewage works in the form of septic holding tanks, isolated and historic sewage lagoons and other types of private, on-site systems (pump-outs, septic fields and septic soil mounds). The variation and concentration of private treatment systems is not desirable by the RM or other regulatory agencies, especially in a growing area, as there is not adequate assurance that wastewater generated by both existing and future development is being disposed of appropriately and within current environmental guidelines.

To resolve this, Urban Systems examined two options¹ for sanitary sewer servicing for the proposed rural growth node. The first option involved utilizing off-peak pumping of untreated sanitary effluent into the City's existing sewer network for treatment at the City's wastewater treatment plant (WWTP). The second sanitary servicing option involved utilizing the Des Nedhe membrane bioreactor (MBR) plant and holding pond which have been constructed on English River First Nation's Reserve lands within the proposed rural growth node.

Even without accounting for any contingencies such as peaking factors and possible infiltration, neither option had the treatment capacity sufficient to service the node as a sole service provider. Therefore, the RM is exploring two service areas for the proposed rural growth node, one which would be served by the City and the other by Des Nedhe.

Regarding the off-peak pumping option, the following capacity, caveats and opinion of cost was provided by Urban Systems:

- Potential available capacity from the City via off-peak pumping is estimated at 1,500 m³/day plus additional contingency storage.
- This capacity would need to be confirmed through further study including additional modelling of contributing populations and possible in-situ monitoring to accurately

¹ SECP Off-Peak Sanitary Servicing Memo - December 23, 2021

determine acceptable off-peak hours for discharge into the City and the permissible flow rates.

- Flow generation are dry weather estimates, contingency is needed for possible infiltration and other factors. Furthermore, Urban Systems recommends an additional contingency factor be applied for unknown future land uses but they did not recommend one. Therefore, the calculations presented below do not have an additional contingency factor applied.
- Preliminary Cost Estimate (Class D) = \$11,468,250 (lift station, storage, force main, roadway work) + \$36,000/ha for gravity sewer (assume 70 lin. M per ha)

Urban Systems provided some flow generation rates taken from the City of Saskatoon’s Design Standard Manual and a customized ‘warehouse retail’ calculation:

Sanitary Flow Generation Approach	Flow Generation	Gross Serviceable Area ¹
FAR Method – Warehouse Retail	2.25 m ³ /day/gross hectare	667 gross ha
City of Saskatoon Standards – Dry Industrial	2.97 m ³ /day/gross hectare	505 gross ha
City of Saskatoon Standards – Mixed Industrial	24.1 m ³ /day/gross hectare	62 gross ha
City of Saskatoon Standards – Local Commercial	29.7 m ³ /day/gross hectare	51 gross ha

In accordance with Table 2, it is assumed that (Net Developable Area) = 0.64 x (Gross Developable Area). This is based on Urban Systems’ own analysis of existing City of Saskatoon neighborhoods as described in detail in Table 2 and includes considerations of road areas, green spaces, and stormwater management areas.

Using the above information, the RM made some assumptions and calculations in estimating the serviceable area of land using the off-peak pumping option:

- The proposed land use of ‘rural business commercial’ (TEAL) corresponds to a flow generation rate of 2.25 m³/day/gross ha
- The proposed land use of ‘rural arterial commercial’ (RED) corresponds to a flow generation rate of 29.7 m³/day/gross ha
- If 100% of the potential available capacity (1,500 m³/day) is allocated to rural arterial commercial lands then this option could service approx. 51 ha (126 acres) of land for mixed commercial uses. **This is approx. 10% of the lands in the proposed rural growth area (approx. 1,200 acres).**
- If 90% of the available capacity (1,500 m³/day) is allocated to rural arterial commercial lands then this option **can service approx. 45 ha (112 ac) of mixed commercial uses and 67 ha (165 ac) of warehouse retail. This is approx. 23% of the lands in the proposed rural growth area (approx. 1,200 acres) or 57% of the lands that are proposed to have piped sewer.**
- Only the proposed rural arterial commercial and potentially the rural business commercial lands (487 acres total) would be connected to piped sewer servicing from

the City. The lands designated as rural light industrial, recreation, agricultural or country residential within the proposed rural growth node would have conventional rural servicing (on-site systems). These lands are included in the proposed rural growth node as they represent complimentary uses that can provide a buffer to adjacent Country Residential areas in the RM.

The RM also examined the Des Nedhe option, based on the analysis supplied by the Urban Systems. The RM had another consulting firm conduct additional due diligence on the MBR treatment capacity as part of the Memorandum of Understanding (MOU) that was executed between the RM and English River First Nation. The findings from both consultants include:

- Preliminary Cost Estimate (Class D) = \$4,441,500 (lift station, future storage, force main) + \$36,000/ha for gravity sewer (assumed 70 lin. M per ha) (Provided by Urban Systems). However, it is noted by the RM that this opinion of cost does not include any additional costs for effluent management. Additionally the cost for treatment and running the utility for the Des Nedhe option were not in the scope of review by either consultant.
- Through the RM's additional due diligence it was determined that the MBR system is designed to handle up to 500 m³/day and likely has a maximum treatment capacity of up to 1,000 m³/day subject to expansion of the MBR system.
- However, due to the limitations of effluent management, the initial capacity is limited to 217 m³/day. The MBR system is able to manage up to 217 m³/day through onsite irrigation and a holding pond. Anything beyond this capacity will require an additional effluent management strategy, likely involving additional off-site discharge. It is intended for developments utilizing the MBR system to attenuate their peak flows onsite and then release their sewage at an average rate so as not to exceed capacity.
- These findings are consistent with what the City noted that the capacities cited for the Des Nedhe MBR are maximum treatment capacities per day and that these capacities can differ by a factor of 3 to 4 times from the capacity available through normal wastewater collection.
- In addition, it is noted that the level of treatment provided by the MBR in comparison to the City's WWTP is unknown. New developments with unique types of sanitary flow generation would need to consult with the MBR operator to confirm that the treatment provided is suitable.

Operations, Financing and Cost Recovery

Overall developers will be required to pay for the full cost of directly servicing the lands in the proposed rural growth node, including off-site and on-site requirements for roads, surface drainage and piped stormwater, water and wastewater systems. Payment of off-site levies and/or construction contributions of sufficient value to fund the construction of these systems and deferred service agreements are tools that can be used to ensure that the City gets 100% cost recovery for any direct infrastructure investments to the proposed rural growth node. In the case where a developer has to bring in water, stormwater and/or wastewater trunk mains or is required to oversize the trunk mains to service a larger area, the RM could facilitate cost recovery for the initial developer through latecomer agreements over a reasonable period of time.

The RM proposes that any land or buildings that are serviced by the City via off-peak pumping would become utility customers of the City and would pay connections fees and utility rates as per City customers, or through specialized rates agreed to between the City and the RM. Utility customers in the proposed rural growth node would be subject to City Bylaw No. 9466 *The Sewer Use Bylaw, 2017* and the RM could adopt complimentary bylaw(s) to ensure the City's Sewer Use Bylaw would be enforceable for lands in the RM. The City and RM would enter into an inter-municipal agreement to deal with issues such as: financing and cost-recovery of initial infrastructure costs, ownership of the infrastructure, on-going operations and maintenance costs for infrastructure located in the RM, and compliance and enforcement procedures (i.e., non-payment of utility bills, recovering costs from damage/remedial action).

Next Steps

As part of SECP implementation, The RM would like to partner with the City to undertake additional downstream and in-situ modelling to confirm off-peak pumping capacities and a more detailed cost analysis. The City noted that gravity pipes from proposed rural growth node to an off-peak lift station may be more cost-effective considering capital and long-term operation costs. A cost analysis to compare the pump versus gravity options would be helpful. At the same time, the RM would be refining the land uses and serviceable areas using the results of capacity study to fine-tune the proposed land uses and zoning for the rural growth node. The RM is currently in discussions with a landowner in the proposed rural growth node about 'front-ending' the servicing costs if the City agrees to be a service provider. In the interim, development can be controlled on the lands using zoning holding provisions and deferred servicing agreements.

Servicing Request - Stormwater Management

The RM's preferred option is piped stormwater discharge through the City's stormwater infrastructure. As part of SECP implementation the RM proposes that Saskatoon Water undertakes more detailed storm water management work under a fee-for-service agreement, such as for the P4G drainage studies.

Rationale: The rolling topography in the SECP Study Area is a challenge to service with a typical gravity storm sewer system. There is no outlet for stormwater that exists for the Study Area which is considered the largest servicing constraint for the proposed rural growth node.

Urban Systems initially advised the City and the RM of six options² for storm water servicing for the proposed rural growth node. Two of the options, discharge to the existing raw water line and deep well injection, were highly conceptual and not explored in detail by the consultant. The remaining four options (downstream construction of the City's ultimate design, evaporation ponds, off-peaking pumping into City storm sewer and irrigation) were evaluated by the RM and City. The City advised that the off-peak pumping for stormwater is not a favourable option since the City's existing system is already over capacity and will not be able to take on additional flows at the intersection of Preston Avenue and Wilson Crescent³. Urban Systems advised that on-site storage facilities are likely still be needed for the irrigation and that irrigation, when

² SECP – Interim Stormwater Servicing Options Memo – March 17, 2022

³ Email correspondence - April 26, 2022

combined with evaporation, is a potential method to reduce the sizing requirements of evaporation ponds.

As advised by Urban Systems, the downstream construction of the ultimate design option involves construction of a gravity trunk between the Study Area and the Cartwright pond as well construction of as upstream and downstream ponds to service the proposed rural growth node. This option provides an outlet to the entire SECP Study Area for both the interim (rural growth node) and long-term (City growth) growth scenarios. However, the City advised that the tie-in location may need to be further downstream of the Cartwright Pond which would increase cost. Also, the City developed their ultimate servicing plans based on approved P4G District Land Use Map which doesn't contemplate a rural growth node being in the Study Area. The City's ultimate plans involves servicing the Study Area as one system, running east to west and discharging to the Cartwright Pond. There are inter-jurisdictional challenges to this option since storm water for a future Saskatoon growth area ("north of the tracks") would flow through the proposed growth node which then is discharged back into the City's storm sewer.

However, the RM favours an option for storm water discharge into the City because it would eliminate the need for the construction of large evaporation ponds in the proposed rural growth node and would establish a permanent outlet for the Study Area. This option would result in more developable area within the proposed rural growth node. Given that the City may need to re-model their storm servicing plan for the reduced Saskatoon growth area ("north of tracks") the RM would like to propose that detailed storm servicing plans for the rural growth node be undertaken by the City under a fee-for-services agreement. **The RM would like to examine if it's feasible for the proposed rural growth node to be an independent servicing area for stormwater management and that the future Saskatoon growth area is another independent servicing area, as this would limit the times that flow would be combining across future jurisdictional lines.** However, if this is found to be unfeasible, then RM is willing to oversize holding ponds in the proposed rural growth node to accept flows from the future Saskatoon ("North of Tracks") growth area.

Operations, Financing and Cost Recovery

The RM would like to investigate if a combination of off-site levies, construction contributions and/or connection fees can be used to recover the direct costs of the infrastructure for the proposed rural growth node. The RM proposes that the future users in proposed rural growth area become Saskatoon Water utility customers and are billed similar to commercial and industrial customers in the City (charges based on Equivalent Runoff Unit).

Next Steps

A more detailed storm water management plan is required for the entire Study Area which the SECP deliverables do not require. Tie-in location(s) to the City's stormwater infrastructure, confirmation of capacity and determination if the proposed Saskatoon growth area ("north of the tracks") will flow through the proposed rural growth area are key considerations for a more detailed plan. The RM proposes that Saskatoon Water undertakes this scope of work under a fee-for-service agreement, such as for the P4G drainage studies.

Servicing Request – Potable Water

The RM's preferred option is to establish pressurized flows which ensure that fire flow requirements can be met for the proposed rural growth node. Our understanding is that more water allocation is needed from SaskWater to achieve this, in addition to construction of reservoirs and booster stations for the area. RM would like to partner with the City and SaskWater to undertake a detailed water demand study for the proposed rural growth node, based upon expected land uses and development type that is targeted for the area.

Rationale:

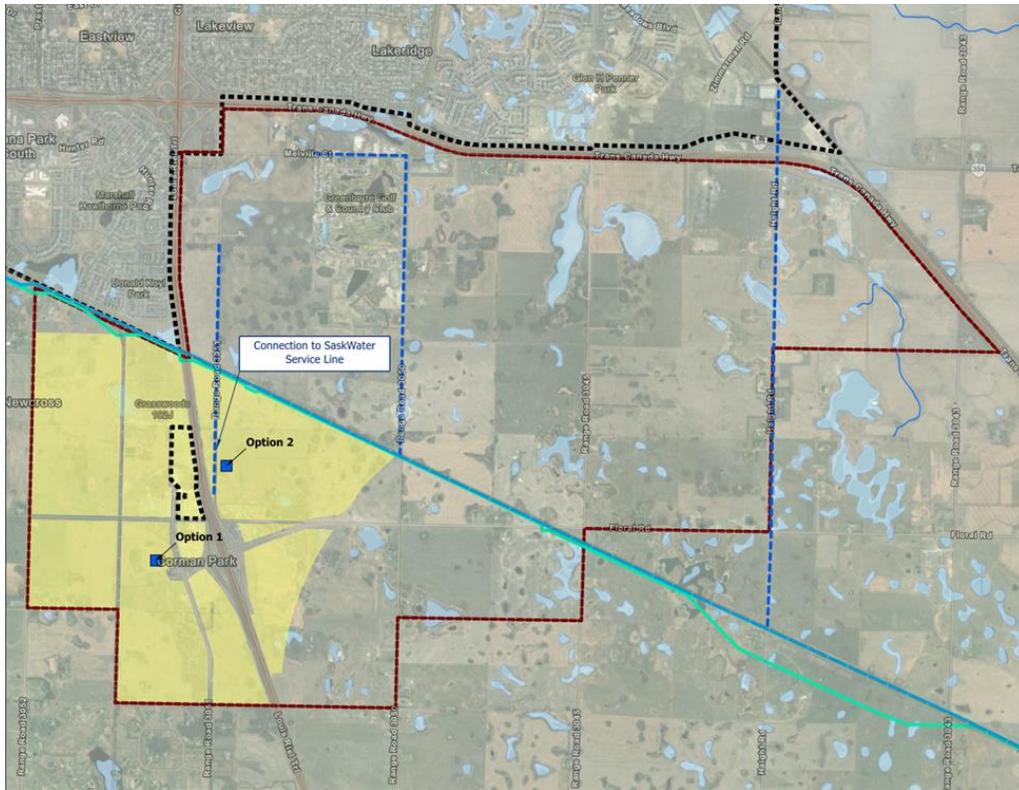
The potable pipeline owned by SaskWater is unable to provide the required pressure and flow volumes to achieve adequate fire flow protection for the proposed rural growth node.

The RM understand SaskWater to be the provider for the SECP Study Area, due to an existing agreement between the City and SaskWater. Preliminary analysis⁴ completed by Urban Systems suggests that SaskWater could continue to be utilized as service provider for the proposed rural growth node but it would require adding a reservoir (or reservoirs) to ensure fire flow requirements are met. If a larger centralized reservoir is constructed, then additional detailed design would be required to ensure that the inflows available from SaskWater can meet the needs of the targeted development area.

Next Steps

As recommended by Urban Systems for implementation, the RM would like to partner with the City and SaskWater to evaluate existing allocations and to undertake a detailed water demand study for the proposed rural growth node, based upon expected land uses and development type that is targeted for the area. This study will further define the water demands for the area and allow a further study of available capacity and appropriate reservoir sizing to provide adequate flow.

⁴ Interim Water Servicing Memo – March 17, 2022



Legend

- Proposed Reservoir
- SaskWater - Water Line (East Treated)
- SaskWater - Water Line (Raw)
- - - Water Line (Minor)
- Watercourse
- Waterbody
- Rural Growth Node
- - - SE Concept Plan Boundary
- R.M. of Corman Park

Figure 4 Conceptual SaskWater servicing option for the proposed rural growth node. =

Why should the City of Saskatoon Provide Servicing?

Regional servicing from the City for the proposed rural growth node supports the objective and policies in the City’s Official Community Plan, 2020 in Section G5 - Regional Growth:

The City affirms a vision for a vibrant, prosperous, and internationally competitive region. The City works with regional partners on comprehensive approaches to planning and servicing to sustain economic prosperity, support a high quality of life, and protect the region’s natural beauty, ecology, and heritage.

As mentioned previously the RM is proposing that servicing for the proposed rural growth node be treated as a pilot project for servicing in the region where intermunicipal agreements and payment off-site levies and/or construction contributions to fund the direct costs of regional servicing can be tested while the master strategies can be developed for P4G.

The RM believes that servicing for the rural growth node is in congruence with several of the City's OCP policies including:

5.3 (2) (a) (i) that development should take place in a contiguous manner. Infrastructure or servicing for non-contiguous development may be enabled where it can be demonstrated that there are no or limited impediments to infrastructure or servicing and there is a clear public interest;

Given that the current state of servicing in the SECP Study Area is not sustainable to support intensification, there is public interest in providing higher levels of service to ensure that development and land use intensification occurs in an environmental responsible manner.

5.3 (2) (a) (iii) the full capital and operating costs of the infrastructure and services being provided are recovered;

(iv) the nature or volume of the infrastructure or service being provided does not place limitations on the provision of infrastructure or services as established within the City's servicing strategy; and

5.3 (2) (b) Where infrastructure and/or services are extended beyond the boundary of the city, agreement(s) between the City and the municipality or other jurisdiction in which the benefiting development is located may be required.

The RM is proposing the direct capital costs for services are recovered through a combination of off-site levies, construction contributions and other means. On-going operating costs would be covered through connection and utility fees and other means as outlined in an inter-municipal agreement.

The means of servicing the proposed rural growth node does not interfere with the City's servicing strategy as full urban services and annexation for the proposed "North of Tracks" area is likely many decades away and is proposed to be serviced via extension of infrastructure from Saskatoon's Holmwood Sector.

August 8, 2024

Mr. Kerry Hilts, Chief Administrative Officer, Rural Municipality of Corman Park
111 Pinehouse Drive
Saskatoon, SK S7K 5W1 (via e-mail: khilts@rmcormanpark.ca)

Dear Kerry:

**Re: Request for Regional Servicing Partnership
South East Concept Plan Proposed – Grasswood Rural Growth Area
(File No. PL 4250-3-1/CC 4060-2)**

This letter is a follow up to a formal request from the Rural Municipality of Corman Park (the RM) received March 3, 2023, and based on the discussions from the recent meeting with City of Saskatoon (the City) Administration, yourself, and your staff, on July 18, 2024. The meeting was a formal discussion about the South East Concept Plan (SECP) and the City's position in relation to development in the SECP area, and the RM's request of the City for servicing considerations.

From the onset of work on the SECP, the City has stated that growth in this area, for the City, would be at least twenty to twenty-five years away as our current growth path along the eastside of Saskatoon will move from north to south. The attached document (Attachment 1) further details known servicing-related challenges in the area. We also recognize that the landowners in the SECP area wish to proceed with development as soon as possible. The City jointly agreed to proceed with co-developing the SECP to help formalize the expectations for development in the area.

RM's Request for Regional Servicing Partnership

In March 2023, the RM formally requested support from the City for the concept of a rural growth node, and that the City consider providing services to the node in advance of the City's long-term servicing strategy. Specifically, in the March 3, 2023, letter, the RM requested feedback on the following servicing strategy:

1. The RM's preferred option for potable water is to establish pressurized flows which will ensure that the fire flow requirements can be met for future development in the proposed rural growth node. Our understanding is that more water allocation is needed from SaskWater to achieve this, in addition to construction of possible water reservoir(s) and booster station(s) for the area. The RM would like to partner with the City and SaskWater to undertake a water demand study for the rural growth node, based upon expected land uses and development type that is targeted for the area.
2. The RM's preferred sanitary servicing option includes off-peak pumping to the City of Saskatoon for a portion of the proposed rural growth node. The area the RM wants the City to service is approximately 51 hectare (126 acres) of mixed commercial uses in the proposed rural growth node.
3. The RM's preferred option for stormwater management is piped stormwater discharge through the City's infrastructure. As part of the SECP implementation, the RM proposes that Saskatoon Water undertakes more detailed stormwater management work under a fee-for-service agreement, such as for the P4G drainage studies.

City's Response

With the RM proposing the new concept of a rural growth node, and the idea of half the SECP area remaining in the RM jurisdiction in perpetuity, internal reviews centered around servicing options for

this area, and how, or if, the City might be in a position to consider providing services to the node in advance of the planned timeline for servicing to reach this area. As the City reviewed the entire area, several options were considered for servicing and development of the lands in the SECP areas, including:

1. Divide the area - this option uses the rail line to divide the SE Development Area into two, with the North being developed by the City as Future Urban Growth Areas (FUGA) in the long-term horizon following the expected timeline for City servicing to reach the area, and the South being developed by the RM, to permanently remain in the RM jurisdiction, with development to occur in the near term. This option has both the RM and City completing their own development to their own standards. It was determined that logistically this option would require that the two areas have separate and independent servicing and there could be no future plans for interconnecting services.
2. Collaborative approach – this option has the entire SECP considered a FUGA that would accommodate urban-density growth in the long-term horizon and in the interim enable the development of the southern half of the SECP by the RM with servicing by the City. This would require significant upfront capital investment to fund an interim (throw-away) servicing strategy, and a formal agreement on revenue sharing and transition timing.
3. RM Development - have the entire SECP be considered an area that will remain in the RM's jurisdiction, for RM development.

Regarding the RM's request to utilize existing City services to service the area, this approach is not viable because it puts existing Saskatoon residents and properties at risk due to the plan's reliance on existing infrastructure that was never designed to, or intended to, service this area.

Constructing comprehensive infrastructure to service the area without relying on existing City services and in advance of when City services will reach the area is possible, but our collective work to date has proven that this approach would require significant capital investment up-front. A decision would need to be made regarding whether or not to use temporary servicing or permanent alternate servicing – temporary servicing would require investment into “throw away” infrastructure that would become redundant in the future, and permanent alternate servicing would require new infrastructure to be constructed which would permanently service the area, and not rely on Saskatoon's existing infrastructure.

Both scenarios have been evaluated, and the City cannot justify the significant additional capital investment that would be required to develop this area in advance of Saskatoon's services reaching the area.

However, if it is important to the RM to develop this area, the City's Administration believes that the most appropriate path forward would be for the RM to proceed with development of the entire area, using a servicing strategy that does not rely on City services.

Dividing the area, whether with collaborative or separate servicing strategies, significantly increases the cost per hectare and creates challenges with the overall stormwater management and drainage planning for this entire area, that is known to be prone to significant flooding and stormwater drainage issues.

Given the above, if the RM wishes to proceed with the rural growth node concept or development of the entire SECP with independent servicing, a change in consideration of this area as a FUGA identified on the current District Land Use map would be required, in order for it to be identified as future RM rural

growth areas. Because the density of RM development could be much lower than typical urban density, we would expect that the P4G partners would work together to identify a replacement FUGA in the Planning District to accommodate expected urban growth.

We further understand the time pressure for the completion of the SECP, and at the July 18, meeting, there was agreement to continue the work together to complete the draft of the SECP. This will include work required to redraft the current Chapter 6 on servicing to represent the current request of the RM, and the opportunities for servicing that do not rely on utilizing existing City infrastructure. A servicing strategy would need to be developed that is independent of City services. The areas of this chapter, which the City will work with the RM and provide comment on, are related to potable water, the potential need for fire flow rates, stormwater management, a wastewater effluent disposal plan, and include a conceptual level engineering analysis of the area for stormwater management.

As the City has expressed on many occasions, any effluent outlet for either stormwater, wastewater, or treated effluent water cannot occur upstream of the City's primary raw water intake, or within 200 meters downstream of this primary inlet, regardless of effluent quality. Further, to protect the City's back-up raw water intake, any discharge outlet must have the ability to be completely shut off in an emergency.

Once water, wastewater, and stormwater servicing strategies have been developed, and the RM has confirmed its interest in pursuing the development, the City Administration would work in support of the RM's interests with our P4G partners, to obtain formal approval of the alternate approach from P4G as an entity, and from each of the individual Councils, including Saskatoon's. I commit to briefing our Council on this matter in the interim.

We believe this approach is the best approach considering all factors. It does not place an undue financial burden on the City and does not put the residents of Saskatoon at risk yet would enable the RM to develop an area that it wishes to develop. The area can reasonably be severed from the City's growth plans, as it would be the final area in the sector to be developed and is bounded by two highways.

We look forward to working with the RM to further develop the concept plan for this area, as well as our ongoing collaboration on the implementation of the regional growth plan.

Sincerely,



Jeff Jorgenson
City Manager

Attachment – Servicing Considerations for the Southeast Sector (August 1, 2024)

copy: Angela Gardiner, General Manager, Utilities and Environment

Celene Anger, General Manager, Community Services

Lesley Anderson, Director, Planning and Development

Tyson McShane, Long Range Planning Manager, Planning and Development

Galen Heinrichs, Regional Servicing Manager, Saskatoon Water

Jim Charlebois, Director of Planning, RM of Corman Park

ATTACHMENT 1 – SERVICING CONSIDERATIONS FOR THE SOUTHEAST SECTOR

As early as the 1960's, the area currently defined as the Southeast Sector (SE Sector) was recognized to have very significant challenges that affected the possibility of urban-style development. As a result, Saskatoon's growth naturally stopped on the northern edge of this area and all three infrastructure systems (water, wastewater, and stormwater) were not constructed with capacity to extend into the SE Sector because of these acknowledged difficulties.

Over the past sixty years, the sector has been involved in many iterations of engineering analysis regarding proposed servicing solutions. However, the same problems persist because of the natural topography, and constraints caused by infrastructure that serves the entire Saskatoon region – notably the water treatment plant intake constructed on the east side of the river in 2010. From the City's perspective full servicing for the SE Sector may begin in an estimated 20 to 25 years with the construction of very large trunks extending all the way from the north end of Saskatoon along the east boundary of the city. Infrastructure solutions to service the sector in isolation have been proposed in several configurations; however, most have not been viable for full urban development due to the cost and risk mitigation of flooding, cross contamination, and infrastructure constraints.

Typical low-density rural industrial development would encounter some restrictions in the SE Sector (particularly with stormwater) but could likely be accommodated using low-capacity water and septic tanks. Urban-style development, however, has much larger challenges. Listed below is a summary of the servicing challenges identified by the City for the SE Sector for urban-style development:

1 – Limited effective stormwater solutions capable of supporting urban-style development - the area is a localized low spot with no natural outlet. All additional stormwater generated from impervious surfaces (such as rooftops and asphalt) must be stored and evaporated, as there is simply no exit. Any solution using irrigation or evapotranspiration would involve greatly oversized storm ponds that would consume significant developable area and provide an inferior level of service during prolonged wet conditions, such as those experienced from 2005 to 2013. From the City's perspective, the only viable engineering solution is a connection into the South Saskatchewan River – and this must be made downstream of the inlets for the Saskatoon Water Treatment Plant to avoid cross contamination.

2 – Known groundwater influences cause flooding in this area – this is an expected complication given that the entire area is a localized low spot. Groundwater is known to be a significant problem learned from the events of 2005 to 2013, where parts of this area were underwater. Further development will add many hard surfaces, such as rooftops and asphalt. Hard surfaces will significantly exacerbate the existing flooding issue, resulting in some areas becoming undevelopable, and threatening existing structures and properties. From the City's perspective, to develop the sector with any significant density, a comprehensive engineering geotechnical analysis of the whole area, and a complete

urban-style stormwater solution, would be required to control the already existing flooding situation. Furthermore, to mitigate risk and perform due diligence, a geotechnical analysis is highly recommended to identify any constraints on new building foundations and underground infrastructure.

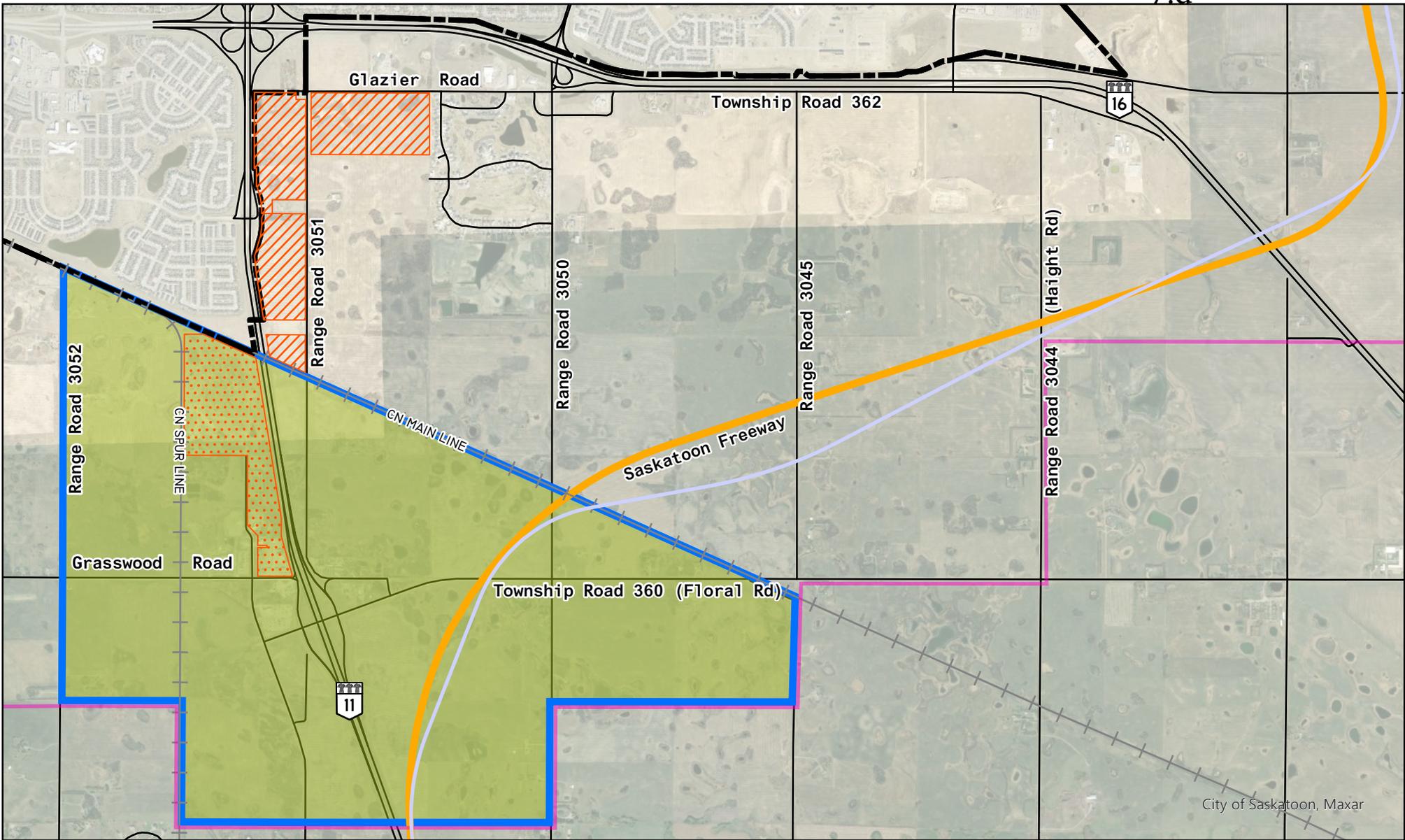
3 – Potable water capacity is constrained for the next decade - the construction of the new water treatment plant and its accompanying infrastructure (as early as 2033), will amply provide all the potable water necessary for the entire southwest region. Until then, water supply is available to support some level of development but remains constrained.

4 – Connecting a small-scale water treatment facility to SaskWater system will not be considered – current properties in the SE Sector use water from Saskatoon that is distributed through the SaskWater network. Interconnected water treatment facilities represent a significant water safety risk for both the customers attached to the small-scale system and to the Saskatoon and SaskWater distribution systems. Therefore, any properties serviced by a new small-scale water treatment facility would need to be isolated from the SaskWater system.

5 – Limited fire flow provisions - in addition to potable water for consumption, higher density development of all types requires the provision of fire flow. Although altered building standards can reduce the need for high fire flows, standard fire flows are frequently required for insurance purposes. SaskWater cannot supply fire flows and small-scale water treatment facilities are generally unable to meet high fire flow demands. Further, large reservoirs are also required to meet fire flows consuming developable space and increasing development costs.

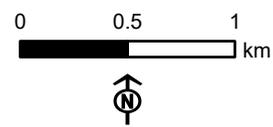
6 – Restricted capacity for wastewater effluent management – there is some capacity for managing wastewater effluent at the existing Des Nedhe wastewater treatment facility but is limited by the size of the existing effluent lagoon. Any significant capacity increase would require an all-weather outlet to the South Saskatchewan River located downstream of the inlets for the Saskatoon Water Treatment Plant.

7 – Cost-prohibited servicing – urban-style servicing for the SE Sector has numerous constraints and significant risks that makes this type of dense development cost prohibitive. Proposed solutions are often theoretically possible but prove to be extremely difficult and costly to implement when done on a small scale. For example, Saskatoon wastewater services are provided for \$3000 per residential lot, \$70-85,000 per hectare of commercial/industrial land (at 35-45 cubic metres of capacity per hectare), and a wastewater treatment cost of \$0.85-\$1.20 per cubic metre. Small-scale purpose-built facilities and systems typically charge more as they cannot benefit from the advantages of large volumes.



South East Concept Plan: Options for Completion

- Concept Plan Boundary
- P4G Planning District
- Saskatoon Boundary
- CN Rail Line
- Cowessess First Nation Land Holdings
- English River First Nation Reserve Lands
- Preferred Freeway Alignment - February 2022
- Previous Freeway Alignment



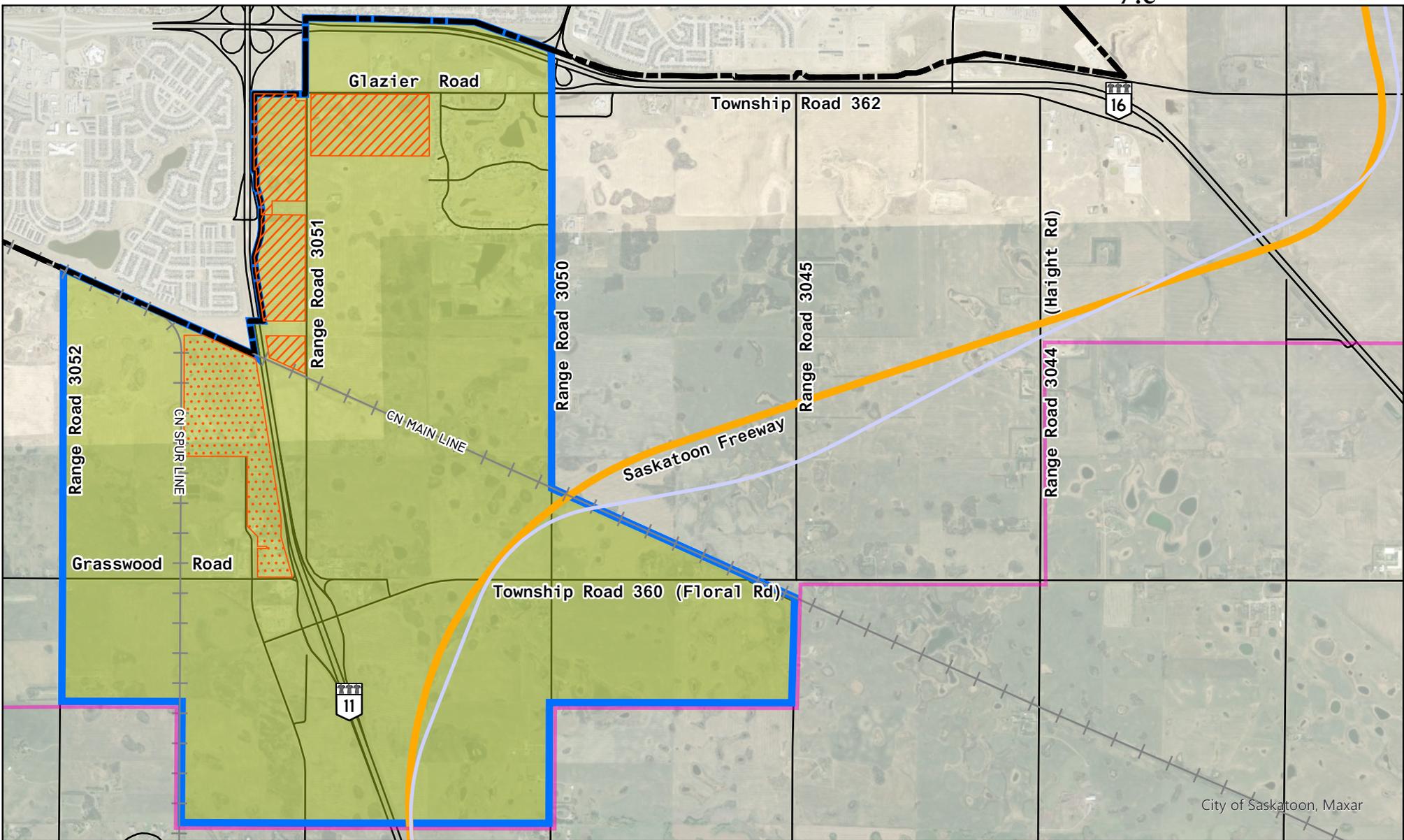
CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset



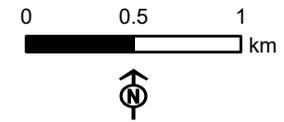
OPTION 1

This map is conceptual only. The R.M. of Corman Park administers this data in good faith, but does not accept any liability that may arise from incorrect, incomplete or misleading information illustrated on this map, or improper use of the information provided.



South East Concept Plan: Options for Completion

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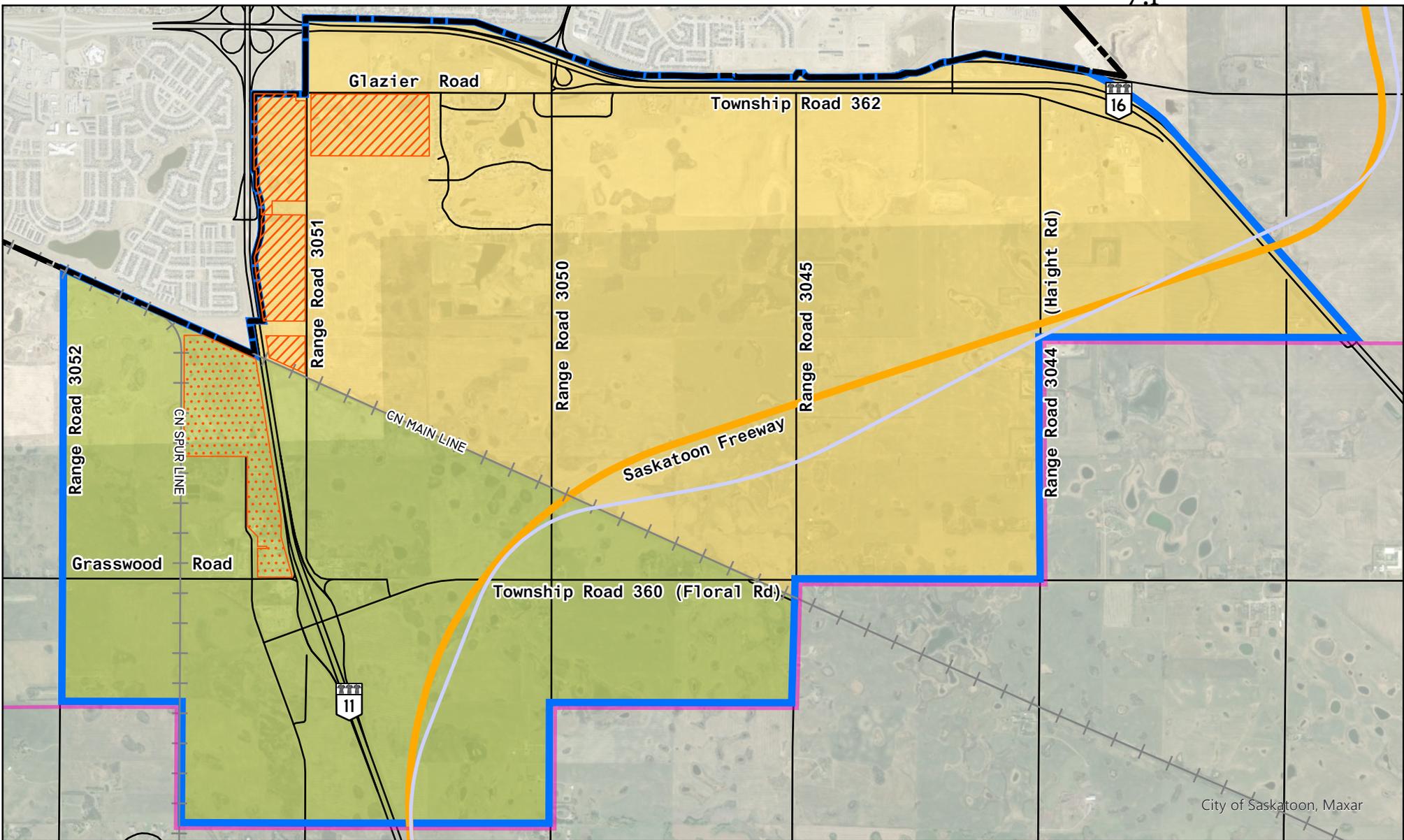
CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset



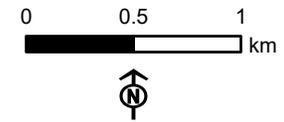
OPTION 2

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South East Concept Plan: Options for Completion

- Concept Plan Boundary
- Phase 1 - Rural Growth Node
- Phase 2 - Urban Densities
- P4G Planning District
- Saskatoon Boundary
- CN Rail Line
- Preferred Freeway Alignment - February 2022
- Previous Freeway Alignment
- Cowessess First Nation Land Holdings
- English River First Nation Reserve Lands

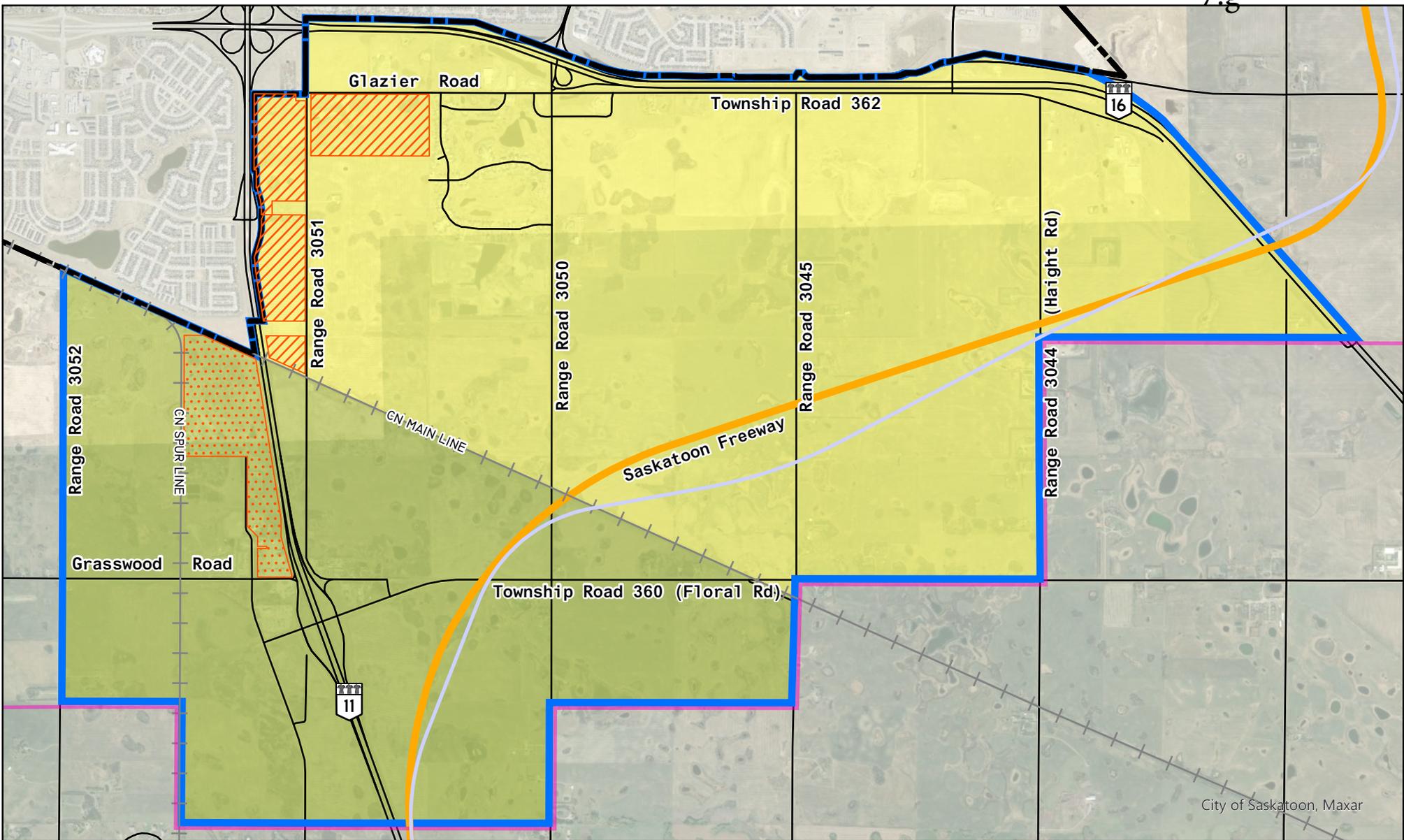


CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset

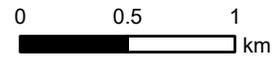


OPTION 3



South East Concept Plan: Options for Completion

- Concept Plan Boundary
- Phase 1 - Rural Growth Node
- Phase 2 - Suburban Densities
- P4G Planning District
- Saskatoon Boundary
- CN Rail Line
- Preferred Freeway Alignment - February 2022
- Previous Freeway Alignment
- Cowessess First Nation Land Holdings
- English River First Nation Reserve Lands



CO-ORDINATE SYSTEM
NAD 1983 CSRS UTM Zone 13N

DATA SOURCES
Information Services Corporation, Sask
Sask Surface Cadastral Dataset



OPTION 4

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