



Emerald Park

White City

◀ Municipal Boundary that Bisects a Single Urban Complex

Planning Rebuttal to the Associated Engineering Submission

Town of White City

Final Report

November 2022





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1.0 Introduction

The Town of White City (Town) has submitted a boundary alteration application (Application) to annex 3,989 acres (ac) or 1,614 hectares (ha) from the Rural Municipality of Edenwold No. 158 (RM). As the RM has contested the Application, the Saskatchewan Municipal Board (SMB) has scheduled a hearing on the matter to start on November 23, 2022. In preparation for the hearing, the Town submitted updated reports/documentation and opening legal arguments in support of its Application on June 17, 2022.

Between September 23, 2022 and October 14, 2022, four submissions were made by the RM to the SMB (hereafter referred to collectively as the “RM Reports”) that were in turn provided to the Town. The RM Reports consist of the following:

- *White City Boundary Alteration Request – Peer Review Discussion Paper* prepared by Associated Engineering [hereafter referred to as the “Associated Submission”];
- *Limited Critique Report of the Town of White City/RM of Edenwold Annexation Financial Impact Assessment Final Report* prepared by Virtus Group;
- *Response to Application for Alteration of Municipal Boundaries* prepared by the RM; and
- *Written Submissions on Behalf of the Respondent, RM of Edenwold No. 158* prepared by Olive Waller Zinkhan & Waller LLP.

Based on review of the submissions received, the RM is contesting all aspects of the Application, including its legislative compliance, the amount and nature of the land being sought in the Application, and the financial impact of the Application.

This rebuttal report, a shared effort by ISL Engineering and Land Services (ISL) and Metroeconomics with input from the Town of White City, was prepared in response to the Associated Submission. Resumes of the authors are included in **Appendix B**.

Chapter 2.0 of this report replies to the responses contained in Sections 2 through 4 of the Associated Submission. Each section contains one or more excerpts from the Associated Submission following by commentary in response.

Chapter 3.0 of this report replies to Associated Engineering’s conclusions contained in Section 5 of the Associated Submission.

2.0 Rebuttal to the Associated Submission

The RM Reports submitted to the SMB includes four core submissions as documented in **Chapter 1.0** that are presented to contest the Town’s Application. The consolidated rebuttals of ISL, Metroeconomics, and the Town to numerous elements of the Associated Submission are provided in this chapter.

2.1 RM of Edenwold Official Community Plan

The replies contained in this section respond to content contained within Section 2.1 of the Associated Submission.

2.1.1 Intermunicipal Collaboration

In regard to the first paragraph on page 2 of the Associated Submission, we reply with the following:

Despite the RM’s OCP having this collaborative emphasis, the Town has advised that a high level of collaboration was not exercised as part of the RM’s decision-making process through the preparation of the OCP. During the adoption of the RM’s OCP, the Town submitted comments and concerns to the RM on several occasions (see correspondence dated February 26, 2019; July 19, 2019; and November 19, 2019 in **Appendix C**), but the majority of those comments went unaddressed in the draft and final versions of the OCP. While intermunicipal collaboration policy is within the RM’s OCP, such policy is only effective if implemented as intended.

2.1.2 Supporting Urban Expansion

In regard to the second paragraph on page 2 of the Associated Submission, we reply with the following:

As shown in the Future Land Use Map of the RM's OCP (see **Figure 2.1** in **Appendix A**), most of the lands identified by the RM for future residential, commercial, industrial, and mixed use development are adjacent to the Town of White City and the Town of Pilot Butte. Additionally, most of the existing development within the RM is adjacent to the Town of White City. It is reasonable to expect that a significant portion of current and planned development within the RM is within the Development Overlay Area identified in the OCP, due to the spatial and economic forces of agglomeration present in the Pilot Butte-White City-Balgonie sub-region just shy of Regina's eastern gateway. What is evident is that the RM has developed and planned this area for itself, claiming most of the lands available to White City and Pilot Butte to accommodate inevitable future growth that would be attracted to these two communities. The distribution of future land uses in the Future Land Use Map is technically unmethodical, and appears to be driven by the marketability and development suitability of lands surrounding White City and Pilot Butte. This, in addition to the scale of the already developed lands adjacent to White City, has resulted in the containment of these two urban municipalities, who preceded the RM's development in the sub-region and have been the prime investors in the urban services and quality of development that have made these lands within the RM marketable and suitable for future development in the first place.

This makes the Town of White City's interest in these lands not only technically justified but also rightful. The RM's demonstrated inability to recognize this, and its resulting inclination to make planning decisions over these lands to contain both White City and Pilot Butte, goes against its own OCP policies to seek a collaborative approach to land use planning and development.

Additionally, the OCP states that the RM recognizes the need to support urban expansion in neighbouring communities, but the Future Land Use Map does not leave any room or provide flexibility for White City and Pilot Butte to grow. As stated in the 2022 Growth Study, 55% of White City's perimeter is contained by existing development in the RM, while another 30% will be contained by future RM development per the RM's OCP for a total 85% containment. Meanwhile, although only 0.8 km of Pilot Butte's 11.7-km perimeter are currently contained by existing development in the RM, another approximately 8.7 km of that perimeter will be contained by future RM development per the RM's OCP for a total 81% containment. The OCP's land use concept and its policies with respect to supporting growth and urban expansion in neighbouring communities (specifically in the cases of White City and Pilot Butte) are mutually exclusive. This inconsistency in the RM's OCP is not addressed in the Associated Submission.

With respect to the Town of Balgonie, the RM has approved minimal development on Balgonie's perimeter to date, while the RM's OCP designates minimal future RM development on that perimeter in its Future Land Use Map (see **Figure 2.1** in **Appendix A**). Instead, the Future Land Use Map focuses on planning for future RM development on the perimeters of White City and Pilot Butte. However, the Town of White City advises that the RM has entered into a boundary alteration framework agreement with the Town of Balgonie. The agreement ties Balgonie's potential for growth by way of annexation to the will of the RM, containing process and requirements that exceed those of the provincially legislated boundary alteration process and requirements.

2.1.3 Emerald Park Sector Plan

In regard to the fourth paragraph on page 2 of the Associated Submission, we reply with the following:

The preparation of the Emerald Park Sector Plan (EPSP) was undertaken by the RM after the Town originally submitted its Application. A review of the March 2022 draft of the EPSP (the RM has neither posted its completed EPSP to its website nor provided a copy to the Town) reveals that 56% of the 806-hectare plan area is already developed, subdivided, or planned (i.e., Great Plains and Emerald Park), while 44% is previously unplanned (refer to **Figure 2.2** in **Appendix A**). If the RM has had a long-term plan and vision for the subject lands all along, why was the EPSP not adopted proactively, before most of the plan area was already developed, subdivided, or planned?

Furthermore, the Town has advised that the EPSP was submitted for ministerial approval without engaging the Town. This would be, then, a situation where the RM's actions related to intermunicipal collaboration would be inconsistent with its stated policy. The Town has also advised that the EPSP was submitted without previously completing a cost-benefit analysis. In contrast, the Community Planning Branch requested a cost-benefit analysis from the Town to undertake a minor update of the Town Centre Neighbourhood Plan.

2.2 Town of White City Official Community Plan

The replies contained in this section respond to content contained within Section 2.2 of the Associated Submission.

2.2.1 Acknowledgement of Existing Developed Lands in the RM

In regard to the sixth paragraph on page 2 of the Associated Submission, we reply with the following:

The Town's OCP was originally adopted in 2014 in advance of its last boundary alteration application to facilitate the planning of a comprehensive town centre development. The Town has advised that this is mirrored in the 2015 boundary alteration agreement between the Town and the RM. The Future Land Use Map in the Town's OCP acknowledges existing developed lands in the RM to provide context for adjacent land uses and show areas where the Town had interest and jointly manage with the RM in recognition of the need to accommodate the Town's future long-term growth. This is not atypical as the City of Regina designates lands beyond its current limits to accommodate future growth. The Martensville and Warman OCPs also both designate lands beyond their boundaries for future growth.

The Town has advised that at the time of development of the 2014 OCP, the Town had a better working relationship with the RM. Staff from the Town and the RM worked cooperatively to develop a policy document that would minimize the historically strained intermunicipal relationship between the Town and the RM.

The Town has advised that the main focus of the 2014 OCP was to provide for the planning of a comprehensive town centre development, and to minimize tensions between the communities. In addition, it promoted the adoption of the first Joint Management Planning Area in the region, a planning framework that was not fully acknowledged or reflected in the RM's policy documents until the adoption of the RM's new OCP.

2.2.2 Ambiguity of Land Use Classifications

In regard to the second paragraph on page 3 of the Associated Submission, we reply with the following:

The Town has advised that the policies originally crafted for the 2014 OCP were intended to guide planning and development of the lands that were under the Town's jurisdiction at that time and those lands that were ultimately annexed in 2015 to facilitate the planning of a comprehensive town centre development. The Main Arterial Residential/Mixed Use designation applies to lands on either side of the Town's boundary. The OCP is silent on jurisdiction of the portion beyond the Town's boundary due to the contested nature of the previous boundary alteration application, which fortunately concluded in an agreement in 2015. Based on the historically strained relationship between the Town and the RM, questions exist whether the Town would have obtained the RM's support on the 2014 OCP if it explicitly stated the ultimate jurisdiction would fall to the Town, therefore the OCP does not speak to the timing. Since then, the RM has approved its portion of the Royal Park subdivision to the west of the Town's boundary within the Main Arterial Residential/Mixed Use designation.

An example of this is the boundary alteration agreement of 2015, in which the Town agreed to completely remove the area north of Highway #1 originally described as Commercial/Light Industrial Urban Development. This is an area that the RM opposed due to the use of the word "Urban" in the designation, which according to the RM implied an intention on the part of the Town to eventually annex those lands. The most recent version of the Town's OCP Future Land Use Map does not assign any land use designations to that area, as shown in **Figure 2.3** in **Appendix A**.

Furthermore, it appears that ambiguity is an issue the RM may struggle with as the RM's current OCP Future Land Use Map has several examples of ambiguity. The description of areas around the Town as "Residential" leaves room for interpretation, as it does not distinguish whether the lands surrounding the Town, developed or undeveloped, are meant to be residential within the RM or within the Town's jurisdiction. The RM's Future Land Use Map also does not acknowledge that these lands are within the designated Joint Management Planning Area and fails to acknowledge the designations that the Town has identified in its OCP Future Land Use Map, which was adopted well in advance of the RM's OCP. This creates larger disconnects and inconsistencies between the vision of future for land use that the Town has for these lands and the vision now presented by the RM. Areas that are identified as "Urban Residential" in the Town's Future Land Use Map and which were also described as "Urban Residential" in the previous RM Future Land Use Map are now simply described as "Residential" in the new RM Future Land Use Map. Areas initially described as "Future Study Areas" in the Town's OCP, intended to be further planned in conjunction with the RM, are now simply designated "Residential", "Commercial", or "Mixed Use". The RM's Future Land Use Map also omits the lagoon setbacks, several pipeline rights-of-way, wildlife conservation easements, and other

topographic features (see **Figure 2.1** in **Appendix A**). Without inclusion, the Future Land Use Map can portray a simplified picture that the Town has room to grow to the southeast, south of Highway 48 and east of Meadow Ridge Estates, when it does not.

2.3 Role of Growth Forecasting Relative to an Official Community Plan

The replies contained in this section respond to content contained within Section 2.3 of the Associated Submission.

2.3.1 Statements of Provincial Interest and Ministerial Approval

In regard to the fourth paragraph on page 3 of the Associated Submission, we reply with the following:

It is the Town's understanding that the Community Planning Branch (CPB) of the Ministry of Government Relations reviews OCPs to ensure that provincial land use policies and the Statements of Provincial Interest (SPI) are met, in accordance with *The Planning and Development Act, 2007*. Intermunicipal differences on land use matters are left to the municipalities to deal with, and the CPB assumes that those issues are resolved through the consultation stages by the time the OCPs are submitted to them for review and ministerial approval. Thus, the role of the CPB is to not be a referee between neighbouring municipalities on contentious items within OCPs.

Intermunicipal cooperation is one of the SPI. According to *The Statements of Provincial Interest Handbook* (SPI Handbook), dated August 2021:

The province has an interest in promoting inter-municipal cooperation that facilitates strong partnerships, joint infrastructure and coordinated local and regional development.

To assist in meeting the province's inter-municipal cooperation interests, planning documents and decisions shall, insofar as is practical:

- 1. Establish inter-municipal processes for managing land in areas of common interest;*
- 2. Identify opportunities for strategic, flexible and innovative partnerships; and*
- 3. Encourage regional opportunities to develop, upgrade or fund public works, public facilities, dedicated lands and recreational facilities, transportation infrastructure, service delivery and housing.*

The RM's current OCP and its previous OCP both included policies to establish intermunicipal processes for managing land in areas of common interest to the Town in the form of a Joint Management Policy Area (JMPA). Despite both municipalities including policy to enter into a memorandum of understanding on a JMPA, the Town has advised that its experience is that the RM has declined to come to the table to implement the policy undeterred by requests from the Town. While policy within the RM's current OCP meets the SPI on intermunicipal cooperation, the policy, after receiving ministerial approval, is only effective if implemented. The Ministry of Government Relations must ensure that the policy satisfies intermunicipal cooperation interests but does not monitor and enforce compliance and implementation of said policy. There is no mechanism for neighbouring municipalities to compel the Ministry to enforce such after issuing ministerial approval, and no recourse for neighbouring municipalities to appeal past ministerial approvals due to non-compliance.

Additionally, in reviewing the SPI Handbook, it is observed that there is no statement of interest at this time in the sustainability and viability of municipalities. The future land use map in the RM's current OCP would result in 85% containment of the Town's boundary by developments under the RM's municipal jurisdiction at full build-out. This containment is detrimental to the Town's future viability as a municipality. With a current municipal assessment split of 99% residential to 1% non-residential and no appropriate, marketable locations within its current municipal boundary for industrial development, the Town will trend toward becoming unviable. The tax burden would continue to fall heavily on the Town's residential ratepayers so that the Town can continue to deliver infrastructure and services to them. Further, the Town runs the risk of decreasing financial viability as residents in existing and future developments on adjacent lands in the RM have come to rely on the delivery of certain services from the Town.

2.3.2 Growth Forecasts and Land Requirements in OCPs

In regard to the fifth paragraph on page 3 of the Associated Submission, we reply with the following:

According to *The Planning and Development Act, 2007*, OCPs are required to identify policies that address:

- Sustainable current and future land use and development in the municipality,
- Current and future economic development,
- The general provision of public works,
- The management of lands that are subject to natural hazards including flooding, slope and instability,
- The management of environmentally sensitive lands,
- Source water protections,
- Implementation of the OCP, and
- Coordination of land use, future growth patterns and public works with adjacent municipalities.

Also according to *The Planning and Development Act, 2007*, OCPs may:

- Address the coordination of municipal programs relating to development,
- Contain statements of policy regarding the use of dedicated lands,
- Contain concept plans for future planning of development,
- Contain a map or series of maps that denote current or future land use or policy areas,
- If a council has declared an approving authority, contain policies respecting site plan control for specific commercial or industrial development, and
- Contain any other statements of policy relating to the physical, environmental, economic, social or cultural development of the municipality that the council considers advisable.

The Planning and Development Act, 2007 does not require municipalities to include growth forecasts and land requirements in an OCP. It is observed that the RM's OCP does not contain growth forecasts or land requirements to provide a rational basis for the extent of lands that have been designated for "Residential", "Commercial", "Industrial", and "Mixed Use" adjacent to White City, Pilot Butte and elsewhere within the sub-region as illustrated in **Figure 2.1** in **Appendix A**.

2.3.3 Role of Growth Studies

In regard to the six paragraph on page 3 of the Associated Submission, we reply with the following:

It is agreed that growth studies are not plans. It is further agreed that they are technical documents. Growth studies are not always or solely used to inform the creation or an update of an OCP. Growth studies are best practices to inform and rationalize boundary alterations and can be solely used for such. Martensville and Warman both commissioned growth studies to inform and rationalize boundary alterations. Martensville's was branded as *Future Growth Plan 2040*, which was completed in January 2016 by Associated Engineering. Warman's was branded as a *Future Growth Master Plan*, which was completed in 2014 by AECOM.

In Alberta, the Land and Property Rights Tribunal requires the submission of growth studies to rationalize annexation applications. In absence of such, its predecessor, the Municipal Government Board, recommended refusal of an annexation application of lands by the Town of Bow Island from the County of Forty Mile No. 8 in 2001 due to lack of a growth plan to rationalize growth needs. In Manitoba, the City of Steinbach and the Town of Niverville have commissioned growth studies to support annexations. Earlier this year, Niverville's Chief Administrative Officer indicated to ISL that a growth study was a requirement to support a forthcoming annexation application.

The 2022 Growth Study is solely a technical document to provide a rational basis for the Town's boundary alteration application. It, and previous growth study efforts, were never intended to replace or assume the role of OCP policy. However, this intention does not preclude use of the 2022 Growth Study as an input into the Town's next OCP update if the Town's municipal boundaries are altered. Ultimately, final policy and the final future land use designations associated with the Town's next OCP update will be informed by consultation with affected parties and further technical review. The note contained within Map 22 (Preliminary Land Uses Within Growth Areas) of the ISL 2022 Growth Study specifically states:

The land use designations shown here are preliminary only. Ultimately, future land use designations will be formally assigned to lands within the proposed expansion areas through an update to the Town of White City's Official Community Plan after the annexation is approved. Future designations of these lands will be informed by things such as: input from the public, affected landowners, and other stakeholders through a public consultation program; more detailed technical review of development potential; and land use and infrastructure planning principles and best practices.

2.3.4 Amendments to the OCP

In regard to the seventh paragraph on page 3 of the Associated Submission, we reply with the following:

In 2019, the Town allocated a monetary amount in its 2020 municipal budget to comprehensively update and adopt a new OCP. The Town has advised that this comprehensive OCP update, which would have been the appropriate opportunity to integrate new growth forecasting, was to commence after a decision was rendered on the Town's boundary alteration application to have certainty over the resulting extent of its municipal jurisdiction. The COVID-19 pandemic subsequently ensued. The pandemic delayed scheduling of a merit hearing by the SMB by over two years, thereby delaying a decision on the Application by at least 2.5 years. The pandemic and resulting delays in the SMB proceedings has delayed commencement of the previously scheduled comprehensive OCP update. All amendments to the OCP in the meantime have been minor in nature and were all development-driven. While a decision on the boundary alteration file has yet to be made, the Town has been preparing to carry out the work of updating and adopting a new OCP. At the November 29, 2021 Regular Council Meeting, White City Town Council passed Resolution No. 348/21 to formally start the OCP update process, and subsequently established an advisory group to guide the conversations. The Advisory Group has been working on the engagement strategy, specifically the associated objectives, risks and stakeholder engagement, along with an evaluation of the proposed engagement timeline. Given the hearing for the boundary alteration file is now confirmed for November, the Advisory Group believes that proceeding with the OCP/Zoning Bylaw engagement at this time may exclude or limit important stakeholders from providing meaningful feedback in the process, or would incur additional costs and resources resulting from having to repeat and/or do further engagement once the boundary alteration decision has been rendered.

It is important to note that the new OCP/Zoning Bylaw will set out the desired framework for development in all the lands within the corporate boundaries of the municipality. Therefore, all residents and other affected parties within those boundaries play an important role in decisions about how the community will develop and should be part of the process during all consultation stages.

2.3.5 Variety of Growth Projections in OCP

In regard to the second and third paragraphs on page 4 of the Associated Submission, we reply with the following:

Growth forecasts and resulting land requirements within OCPs, though not required in OCPs, can simply be technical inputs used to inform OCP policy and future land use designations. The forecasts and land requirements themselves are not policy. It is apparent that the perception of inconsistencies with respect to growth forecasting in its current OCP arises from the Town having and publishing different sets of sources of information available to it at the time. The Town also acknowledges these forecasts are dated. The forthcoming comprehensive OCP update, which is to commence upon resolution of its boundary alteration application, will afford the the Town the opportunity to introduce and apply a new growth forecast and associated set of land requirements to inform updated OCP policy and future land use designations. As mentioned previously, the growth forecasts and land requirements are voluntary as *The Planning and Development Act, 2007* does not require such in OCPs.

2.3.6 Emerald Park Lagoon System

In regard to the fifth paragraph on page 4 of the Associated Submission, we reply with the following:

It is the Town's understanding that approximately half of the capacity of the Emerald Park lagoon system has been decommissioned. The Town is unaware that the entire system has been decommissioned. Further, as stated on page 8 in the ISL 2022 Growth Study:

"To date, the Town has neither received confirmation from the Water Security Agency, the RM, nor the Ministry of Environment that the Emerald Park lagoon system's associated development buffer restriction has been reduced or eliminated."

ISL understands that the Town continues to await confirmation from the CPB, the Water Security Agency, the Ministry of Environment, or any other party that the 457 m buffer has been relaxed or eliminated. Notwithstanding, Map 9 (Town of White City Land Supply) and Map 22 (Preliminary Land Uses Within Growth Areas) of the 2022 Growth Study both acknowledge ultimate development potential within the buffer being urban residential in the future (assuming the buffer will ultimately be eliminated in its entirety). The Town's forthcoming OCP update will acknowledge the ultimate development potential of the lands within the buffer assuming it will be eliminated in its entirety.

2.3.7 Capacity to Accommodate the OCP's Projected Residential Growth

In regard to the sixth paragraph on page 4 of the Associated Submission, we reply with the following:

It is unclear how Associated Engineering has estimated the undeveloped land within the Town as being 160 ha, which converts to 395 ac or 2.5 quarter sections. Table 4.3 (White City Unabsorbed Lands) in the 2022 Growth Study indicates the Town has a gross developable unabsorbed land supply of 809.5 ac, which converts to 327.6 ha or 5.1 quarter sections.

Despite previously conveyed concerns about ambiguity over municipal jurisdiction in the future land use map of the Town's current OCP, it appears Associated Engineering has drawn a conclusion that the undeveloped 64 ha of Future Mixed Use Urban Development to the northeast and the other undeveloped 100 ha of Future Urban Residential in the N $\frac{1}{2}$ -12-17-18 would become part of the Town in the near-term. The same map in the current OCP also illustrates undeveloped Future Urban Residential in southern Emerald Park (east of Emerald Park Road), undeveloped Long-Term Urban Residential on 3 quarter sections and a portion of another quarter to the south of the Town (west of the regional lagoon system), and undeveloped Main Arterial Residential/Mixed Use on 2 quarter sections and portions of at least 3 other quarters west of the Town (in proximity to the Emerald Park lagoon system). Therefore, a similar conclusion can be drawn that all these lands would also become part of the Town in the near to longer-term. Excluding NE $\frac{1}{4}$ -12-17-18 and the remnant of a quarter section south of Highway 1 to the northeast, the Town's boundary alteration application proposes to annex effectively all the lands subject to these four mentioned land use designations as well as additional lands to the west and south to accommodate the 25-year land requirements of a single, unified Urban Complex.

With respect to the OCP's Growth Management/Joint Management Planning Area figure, the Town advises that this was merely a depiction of the lands the Town was seeking immediate annexation in 2014/2015. Since most of those lands depicted in the figure were annexed in 2015, the depiction was no longer relevant. The Town should have amended the OCP to remove this figure shortly after approval of its last annexation back in 2015. The recent amendment to remove this figure was therefore an overdue housekeeping amendment. As for the JMPA aspect that was previously presented in this figure, the same JMPA remains depicted in the OCP's Future Land Use Map.

2.3.8 Public Availability of Recent OCP Amendments

In regard to the second paragraph on page 5 of the Associated Submission, we reply with the following:

ISL understands that the Town is preparing for the launch of its new official website, which is likely to go live in November. Over the course of its development, only certain aspects of the Town's current official website have been updated. The Town has been awaiting the launch of the new website to post the latest consolidated version of the OCP and other municipal documents.

2.4 Disconnection Between the Boundary Alteration Proposal and the Town's OCP

The replies contained in this section respond to content contained within Section 2.4 of the Associated Submission.

2.4.1 Translation of Updated Growth Forecasts and Primary Means of Defining Growth

Translation of Updated Growth Forecasts into the OCP

In regard to the third paragraph on page 5 of the Associated Submission, we reply with the following:

As mentioned previously, provincial legislation does not require growth forecasts and land requirements to be included in OCPs. Thus, when a municipality voluntarily chooses to include such additional information in an OCP, it is not required by provincial legislation to amend the OCP accordingly when updated information is acquired. The Town has advised it intends to include new growth forecasts and land requirements at the time of the forthcoming comprehensive OCP update that will follow after a decision is rendered on the Application. In ISL's opinion, it is more appropriate to comprehensively update an OCP after municipal boundaries are altered. It would be redundant and more costly to update an OCP twice – once before annexation is pursued to set the stage and once after the annexation is approved to reflect the change in boundaries.

Regardless, if this perceived disconnect is deemed valid, then the same disconnect exists between the vast volume of land in the RM's OCP that is designated for "Residential", "Commercial", "Industrial", and "Mixed Use" adjacent to White City,

Pilot Butte and elsewhere within the sub-region as illustrated in **Figure 2.1** in **Appendix A**. It is observed that the RM's OCP does not contain growth forecasts or land requirements to provide a rational basis for the extent of lands it identifies for non-agricultural growth. Without such, this mass designation of lands can appear speculative and aspirational in addition to being perceived as a means to contain White City and Pilot Butte.

Primary Means of Defining Growth in Support of Boundary Alteration Applications

Also in regard to the third paragraph on page 5 of the Associated Submission, we reply with the following:

The Associated Submission overstates the role of OCPs in boundary alteration applications. It is agreed that the OCP is the primary policy document that establishes the intentions and guides decisions with respect to growth under a municipality's current jurisdiction, a purpose that is fulfilled effectively by the Town's OCP, and sometimes beyond current boundaries. However, the planning framework in which decision makers rely is not entirely determined by the policies of the OCP. Other plans, studies, and information play a significant role in completing the macro and micro scale pictures of where the municipality is at present and where it wants to be in the future. All of these factors are considered by the SMB in making decisions associated with boundary alterations, as stated as the second principle in the *Principles for Financial Settlements between Municipalities for Boundary Alterations* published by the Government of Saskatchewan:

Municipal boundary alterations should be based on the substantiated need for land for growth and alignment with plans.

In the publication, the Government explains what the principle means and how it should be interpreted. Notably, it states "the demonstration of need must be evidence-based" and provides a non-exhaustive list of plans and inputs that can demonstrate the evidence-based needs. OCPs are specifically listed, as are demographics, infrastructure plans, land use plans, etc. Demographic projections and high-level land use and infrastructure concepts are embedded in the 2022 Growth Study, thereby making it a key input in demonstrating need.

2.5 Future Growth Study Report 2018 (Crosby Hanna & Associates)

The replies contained in this section respond to content contained within Section 3.1 of the Associated Submission.

As stated on page 2 of the 2022 Growth Study, the "2022 Growth Study consolidates, replaces, and updates the previously undertaken FGS and GSU reports prepared in support of the Town's Application. From a growth study perspective, the Town's boundary alteration application relies on the 2022 Growth Study. As such, this rebuttal will only reply to the Associated Submission's response to the 2018 FGS at a high-level to provide context when necessary.

2.4.2 Decreasing Rate of Population Growth

In regard to the fifth paragraph on page 6 of the Associated Submission, we reply with the following:

For a growth study that has a specific horizon, in this case 25 years, what is paramount is the reasonability of the population projection at the horizon year. The path of how growth is accomplished annually over a projection period is of lesser importance so long as the projected population at the horizon year is deemed reasonable.

As the Town journeys to its 25-year destination, reality will prove that its actual annual growth rates will fluctuate over time. Sometimes they will increase year over year. Sometimes they will decrease year over year. Sometimes they will be generally stable year over year.

This reality can be observed through backcasting of actual historical population growth Table 2.1 of the 2022 Growth Study presents the historical population growth of White City from 1961 to 2021. Although annual population counts are not available, they are available at five-year intervals and compound annual growth rates are provided in the fifth column. Over 40 years, the Town's compound annual growth rates increased from the previous interval on four occasions (in 1971, 1976, 2001, and 2011), while its rates decreased from the previous interval on seven occasions (in 1981, 1986, 1991, 1996, 2006, 2016, and 2021).

2.4.3 Difference in Spatial Context Between White City and Martensville

In regard to the seventh paragraph on page 6 of the Associated Submission, we reply with the following:

There is no disputing differences in spatial contexts when comparing White City and Martensville. Unlike White City, Martensville does not have significant development immediately on its boundaries. The differences in the spatial contexts of the two communities are attributed to the RM of Corman Park not approving significant developments on Martensville's boundaries since 1984 when the RM of Edenwold started developing Emerald Park on White City's boundaries.

Figure 2.4 in Appendix A presents the pre-2018 boundary of Martensville atop aerial imagery from July 2017 using Google Earth. An inspection of all lands in the RM adjacent to Martensville's pre-2018 boundary yields no evidence of built-up urban areas. The only true development barrier on Martensville's pre-2018 boundary is a lagoon complex within a quarter section to the south. Only two single-lot developments were found to be present along this former boundary in 2017. The lagoon complex and the two single-lot developments were subsequently annexed into Martensville in 2018 as part of a large-scale boundary alteration application to add long-term land supply to this high-growth community. In terms of actual built-up areas in the RM of Corman Park as of 2017, the nearest one appears to be a rural industrial subdivision that is 1.8 km to the southeast on the east side of Range Road 3052.

Figure 2.5 in Appendix A presents the current boundary of Martensville atop aerial imagery from April 2021, also using Google Earth. An inspection of all lands in the RM adjacent to Martensville's current boundary also yields no evidence of built-up urban areas. The only true development barrier on Martensville's current boundary is now a landfill development within the quarter section to the south of the lagoon complex that was annexed in 2018. Only a few single-lot developments are present along its current boundary. In terms of actual built-up areas in the RM of Corman Park as of 2021, the nearest one appears to be a new rural industrial subdivision that is 0.8 km to the southeast on the west side of Range Road 3052.

Martensville was not required to incorporate significant built-up areas in Corman Park when last annexing in 2018 because no such areas existed on its boundaries at that time.

2.4.4 Subsidizing Existing Development

In regard to the fourth paragraph on page 7 of the Associated Submission, we reply with the following:

The Town has advised that it delivers services and programs to residents of Emerald Park to fulfill the gap of the services and programs that are provided by a lesser standard. Regardless, from a municipal finance perspective, the cost to deliver services to residential areas is greater than the cost to delivery services to non-residential areas, which CORVUS Business Advisors can speak to in detail. In short, residential development rarely pays for itself. The costs associated with infrastructure and services to support the population living in residential developments exceed what residential ratepayers are willing to pay in taxes. The development and ongoing presence of a suitable amount of non-residential (commercial and industrial) development is required to offset the additional costs and taxes associated with the residential lands. This is because the taxes collected from non-residential development exceed the costs associated with servicing it as less infrastructure and services are required to support businesses.

With respect to existing non-residential development in Great Plains and Emerald Park, the surplus revenues generated are already subsidizing existing residential development in Emerald Park after first covering the costs to deliver infrastructure and services to these developments.

As mentioned previously, with a current municipal assessment split of 99% residential to 1% non-residential and no appropriate, marketable locations within its current municipal boundary for industrial development, the Town will trend toward becoming unviable. The tax burden would continue to fall heavily on the Town's residential ratepayers so that the Town can continue to deliver infrastructure and services to them.

Further, the Town runs the risk of decreasing financial viability as residents in existing and future developments on adjacent lands in the RM have come to rely on the delivery of certain services from the Town.

2.4.5 Deficient Long-Range Planning Argument

In regard to the sixth and seventh paragraph on page 7 of the Associated Submission, we reply with the following:

White City was effectively founded in the 1950s through the registration of a country residential subdivision within a quarter section on the south side of Highway 1, less than 0.8 km west of Highway 48. In 1959, the Town had 0.8 km of frontage along Highway 1, which was all subdivided for country residential development. In 1967, approximately 0.6 km of additional frontage

was annexed to the east to the intersection with Highway 48. Prior to development in Great Plains to the west, approximately 1.0 km or 70% of the Town's total 1.4 km Highway 1 frontage was already developed at the time the aerial photograph in **Figure 2.6** in **Appendix A** was shot in 1982.

By the time the lands on the southwest corner of the future Highway 1/Highway 48 interchange footprint were acquired by the Town in 1987, Great Plains, 1.6 km to the west and closer to Regina, was already in its fifth year of development. Three subdivision phases in Great Plains had been registered by 1987 (refer to page 7 and Maps A.3 through A.5 of Appendix A in the 2022 Growth Study).

Also by 1987, the first three phases of Emerald Park had been registered immediately west of White City and therefore also closer to Regina (also refer to page 7 and Maps A.3 through A.5 of Appendix A in the 2022 Growth Study). This was after the Emerald Park lands had first been annexed by the Town in 1983 and then re-annexed back to the RM in 1984.

Figure 2.7 in **Appendix A** is an excerpt of Map A.5 in Appendix A of the 2022 Growth Study. It shows that, by the time White City had acquired undeveloped Highway 1 frontage west of Highway 48, non-residential growth demands in the area were already occurring on lands within the RM slightly closer to Regina within Great Plains (industrial) and the Highway 1 frontage within Emerald Park (commercial). This is in addition to the residential growth in Emerald Park. With the continued success of Great Plains, Emerald Park, and additional subdivisions to the west on the north side of Highway 1 (Lovelace Subdivision, Carson Business Park, and Metz Subdivision) capturing growth associated with evident non-residential demands in the area since 1987, it has been difficult for the Town to attract additional non-residential development in the first place and amass marketable lands through annexation to participate in the accommodating the demand.

2.4.6 Examples of Contiguous/Continuous Patterns of Development

In regard to the first paragraph on page 8 of the Associated Submission, we reply with the following:

The Associated Submission states there are numerous examples of contiguous/continuous built-up development in metropolitan areas across North America that are governed by different municipal jurisdictions, yet it regrettably does not provide any examples by which we can examine the proposition and respond accordingly. Any examples would have to share contexts similar to those of the Urban Complex. In particular, examples would have to feature an urban municipality sharing a boundary with a rural municipality in which the latter has built-up development on the shared municipal boundary.

Examples from the United States would not be applicable as its county system differs from the urban and rural municipality system of Saskatchewan. Similarly, examples from Ontario and Quebec would not be applicable as they use two-tiered local and regional municipality systems. In British Columbia, there are no rural municipalities but rather a regional district system in place for unincorporated rural areas adjacent to urban municipalities.

Ultimately, it appears that examples only from the Prairie Provinces would be applicable. No examples have been advanced from elsewhere in Saskatchewan, Alberta, and Manitoba of contiguous/continuous built-up development along either side of a urban/rural municipal boundary that rivals the magnitude of what is occurring in the Urban Complex. If one does exist, it would be important to evaluate what percentage of the urban municipality's perimeter is subject to the contiguous/continuous built-up development on the rural municipality's side of the shared boundary. It would also be important to evaluate if the interface compares to what is observed specifically between White City and Emerald Park with urban residential lots that are side-by-side or back-to-back are in different municipal jurisdictions. **Figure 2.8** and **Figure 2.9**, both in **Appendix A**, show examples of side-by-side and back-to-back residential neighbours having their property lines double as a municipal boundary. There is currently 1.2 km of this occurring between the two communities and another 0.7 km that will occur upon full registration of future subdivision plans in Emerald Park between Fairways Crescent and the Emerald Park lagoon system.

2.4.7 Joint Management, Planning District, the Town's OCP, and a 25-Year Annexation

In regard to the fourth paragraph on page 8 of the Associated Submission, we reply with the following:

Arguments associated with joint management and establishment of a planning district are addressed in **Section 2.8** while arguments associated with the Town's OCP are addressed in **Section 2.3**.

As for the boundary alteration request, there is a clear and present need for the Town, as a high-growth community in a metropolitan context, to secure a long-term land supply so that it can complete the proper long-range planning necessary to accommodate its inevitable future growth. The very same recently occurred for Martensville. There is also a very clear and present need to secure lands for future growth and unify the Urban Complex so that the Town can reverse its current trend towards municipal unviability that started with the de-annexation of Emerald Park in 1984.

2.6 White City Growth Study Updates 2020 & 2022 (ISL)

The replies contained in this section respond to content contained within Section 3.2 of the Associated Submission.

As stated on page 2 of the 2022 Growth Study, the “2022 Growth Study consolidates, replaces, and updates the previously undertaken FGS and GSU reports prepared in support of the Town’s Application”. From a growth study perspective, the Town’s boundary alteration application relies entirely on the 2022 Growth Study. As such, this rebuttal will only reply to the Associated Submission’s response to the 2020 GSU at a high-level to provide context when necessary in favour of replying in greater detail to the response to the 2022 Growth Study.

2.6.1 2022 Growth Study Population Projections

In regard to the sixth paragraph on page 8 of the Associated Submission, we reply with the following:

The comparison of actual growth of select bedroom communities was carried forward from the ISL 2020 Growth Study Update as a continued reasonability check against the projections prepared by Metroeconomics. In response to the extent of decline in Regina’s portion of the CMA under the High Case population projection scenario, Metroeconomics offers the following with respect to the 2020 GSU projections (for context purposes) and the 2022 Growth Study projections.

2020 Growth Study Update Projections

Also in regard to the sixth paragraph on page 8 of the Associated Submission, we reply with the following:

In support of the 2020 Growth Study Update, Metroeconomics assessed the potential for population growth in White City considering historical suburban growth trends elsewhere in Western Canada and Ontario. Based on that assessment, Metroeconomics concluded the following:

- The population growth and commuter patterns clearly establish White City as the major bedroom community within the commuter shed of the Regina census metropolitan area (CMA); and
- White City’s population is most likely to be in the range of 20,000 to 30,000 people by 2071.

These conclusions translated into projections of the population for White City in 2048 of between 13,000 and 19,000 people.

2022 Growth Study Projections

Also in regard to the sixth paragraph on page 8 of the Associated Submission, we reply with the following:

In 2022, Metroeconomics provided additional analysis supporting the likely strong future growth of the population of White City to 2048. At the request of the Town, Metroeconomics added projections of the population of neighbouring Emerald Park.

Based on Metroeconomics’ May 2022 Base Case projection of the total population of the Regina CMA (increasing from 257,900 in 2021 to 311,000 in 2048), three projections of the population within the CMA over the 2021 to 2048 span were created. In developing the three projections, Metroeconomics noted the City of Regina accounted for 91 percent of the CMA’s total population and the suburbs collectively accounted for the other 9 percent in 2021. It was noted that the City’s share fell slightly (from 92 to 91 percent) over that 20-year span while the suburban share increased slightly (from 8 to 9 percent).

Key assumptions regarding the 2022 projections:

- It was assumed that the population of the Regina CMA would increase from 257,900 in 2021 to 311,000 in 2048 or by 53,100 for all three projections. We created three versions of the populations within the CMA to illustrate the robustness of the previous projections for White City in the 2020 Growth Study Update.
- For the Low Case, the City’s share was assumed to hold at 91 percent through to 2048. By implication, this meant both the City and the suburbs as a whole would grow at an average annual rate of 0.7 percent from 2021 to 2048.

- For the Base Case, the City's share was assumed to gradually fall to 85 percent by 2048. By implication, this meant the City's population would grow 0.4 percent per year and the suburbs 2.6 percent per year from 2021 to 2048.
- For the High Case, the City's share was assumed to gradually fall to 80 percent by 2048. By implication, this meant the City's population would grow 0.2 percent per year and the suburbs 3.8 percent per year from 2021 to 2048.
- By way of comparison, the City's population grew at an average pace of 1.3 percent from 2001 to 2021 and the suburbs' population at an average pace 1.5 times the City's pace at 2.0 percent.

In all three cases, Metroeconomics made identical assumptions about the future shares White City and Emerald Park will achieve within the total population of the CMA's suburbs:

- White City's population was assumed to increase from 17 percent of the suburban total in 2021 to 26 percent in 2048, a gain of 9 percent. Over the span from 2001 to 2021, White City's share of the suburban population increased from 7 percent to 17 percent. In other words, White City was assumed to gain share within the suburbs over the next 27 years by an amount equal to its gain in share over the last 20 years.
- Emerald Park's share was assumed to increase from 7 percent in 2021 to 11 percent in 2048 after increasing from 6 percent in 2001.
- The combined White City-Emerald Park population was assumed to grow from 24 percent of the suburban total in 2021 to 38 percent in 2048 (a gain of 14 percentage points). Over the 2001 to 2021 span, their combined share grew from 13 percent to 24 percent (a gain of 11 percentage points).
- In other words: (a) a growing share for the suburbs as a group within the Regina CMA was assumed from Low (9 percent) through Base (15 percent) to High (20 percent), but (b) within the projected suburban total, the same identical share increases were assumed for each of White City and Emerald Park (17 to 26 percent for White City and 7 to 11 percent for Emerald Park).

These assumptions resulted in Base Case and High Case projections for White City (12,200 to 16,600) and for Emerald Park (5,300 to 7,100) that are consistent with the annual gains achieved historically among suburban communities such as Chestermere and Airdrie in the Calgary CMA and Spruce Grove and St. Albert in the Edmonton CMA.

Therefore, the Base Case and High Case alternatives represent the most credible futures for the populations of White City and Emerald Park between now and 2048. While this conclusion implies the City's share of the CMA's total population will decline slightly (from 91 percent in 2021 to 85 or 80 percent 27 years from now), such an outcome for a core city is consistent with the patterns of core city vs. suburban population growth that have occurred historically across CMAs throughout Canada. Regardless, Metroeconomics' projected White City total population for 2048 of between 12,200 to 16,600 in the 2022 Growth Study closely matches its previous 2020 Growth Study Update projection for White City's population in 2048 of 13,000 to 19,000.

2.6.2 2022 Growth Study Land Requirements

Change in Residential Land Requirements Approach Change, 2018 to 2022

In regard to the second, third and fourth paragraphs on page 9 of the Associated Submission, we reply with the following:

While the 2022 Growth Study replaces the previous growth studies, for context, the ISL 2020 Growth Study Update carried forward the approach used in the 2018 Future Growth Study (FGS) prepared by Crosby Hanna & Associates (CHA). The 2018 FGS partitioned future residential land requirements into two types – low density residential and town centre residential. Most growth studies for annexation purposes are high level and simply calculate a single aggregated residential land requirement. While it is acknowledged that future densities are not uniform throughout all existing and planned portions of an urban community, using an aggregated residential land requirement smooths out the varying planned and expected future densities into a simple single density assumption for ease of future land requirements calculations.

When tasked with preparing the 2022 Growth Study, ISL was unable to replicate CHA's final residential land requirements. It was evident that there was an error introduced somewhere within the disaggregated modelling approach. This cascaded into an error in the final residential land requirements. Fortunately, the order of magnitude of this error was considered inconsequential when compared with the actual amount of residential land recommended for inclusion in the Town's boundary alteration application.

Notwithstanding, preparation of the 2022 Growth Study afforded the opportunity to simplify the approach to future residential land requirements modelling and concurrently eliminate the error.

2022 Residential Land Requirements Approach

Also in regard to the second, third and fourth paragraphs on page 9 of the Associated Submission, we reply with the following:

As stated in Section 5.2.2 of the 2022 Growth Study, the Town's current residential density was calculated to be 2.32 dwelling units per net residential acre (du/nrac). After removing the Town's lowest density lots – rural and estate residential (subject to the Town's R1 and R2 zoning) – ISL applied a weighted future density assumption of 4.50 du/nrac for future residential growth, which is a 94% increase over the Town's current density.

The 4.50 du/nrac future residential density assumption was weighted based on:

- 3.65 du/nrac as the average for low density residential under the Town's R3 through R6 zoning; and
- 25.9 du/nrac for higher density residential in the planned Town Centre.

Royal Park Concept Plan

Also in regard to the second, third and fourth paragraphs on page 9 of the Associated Submission, we reply with the following:

The Royal Park Concept Plan (RPCP) is nested within the Town Centre Neighbourhood Plan (TCNP), which is further nested within the Town's OCP. The OCP and the TCNP both received approval from the Ministry of Government Relations and were approved by Town Council by bylaw. In contrast, the RPCP was "approved in principle" by Town Council in 2018. It was not approved by bylaw and does not have the same statutory standing as the OCP and the TCNP. The Town indicates that once approved in principle, the RPCP can be subject to change throughout the ensuing subdivision application approval processes. Further, the Town reviews subsequent subdivision applications for compliance with the OCP and TCNP approved by bylaw and not the RPCP approved in principle. Thus, any residential density assumptions arising out of the TCNP prevail over the RPCP.

The August 2018 version of the RPCP conceptualizes the future subdivision of Stage I of Royal Park within the Town. An excerpt of the RPCP's land use map and associated residential land use statistics are presented in **Figure 2.10 in Appendix A**. Stage I has a gross area of 211.67 ac and a gross developable area of 204.70 ac. It is conceptually planned, in principle, for a maximum of 804 dwelling units (du) on 84.07 net residential acres (nrac) by assuming all single detached lots and townhome lots achieve minimum lot widths. This translates to a maximum planned density of 9.56 du/nrac. The maximum residential densities associated with the townhomes, multi-dwelling sites, and mixed-use sites – at 20.77 du/nrac, 15 du/nrac, and 18 du/nrac respectively – are less than the 25.9 du/nrac for higher density residential within the TCNP as used in the 2022 Growth Study.

The RPCP is silent on population capacity. In the absence of such, if the maximum dwelling units are developed and the average household size of 3.01 people per dwelling unit (ppl/du) from Section 5.2.1 of the 2022 Growth Study is achieved, Stage I of the RPCP will have a maximum population of 2,420. Based on its gross developable area of 204.70 ac, this maximum population yields a maximum population density of 11.8 people per gross developable acre (ppl/gdac). Again, this is all based on the assumption that all single detached lots and townhome lots achieve minimum lot widths.

Using minimum lot width assumptions to arrive at maximum dwelling unit, dwelling unit density, population capacity, and population density calculations results in overstatements of what will actually exist at full build-out. For instance, lots for townhome end-units will always exceed lot width minimums to accommodate side yard setbacks from neighbouring residential buildings. Townhome end-unit lots that double as corner lots adjacent to two public roadways can have lot widths that are even greater so that there are proper setbacks from traffic and sightlines for vehicles at intersections. Further, while minimum townhome lot widths may be available within a municipality's zoning bylaw, market forces may dictate larger lot widths for individual townhome units. The same market force and corner lot realities also exist for single detached residential lots.

Picasso Pathways

Also in regard to the second, third and fourth paragraphs on page 9 of the Associated Submission, we reply with the following:

The Associated Submission states that Picasso Pathways will have a projected population of 500 according to the Caverhill Developments Ltd. website at <https://www.caverhill.ca/>. Upon review of the website, ISL is unable to verify this claim. There is no information found that explicitly confirms a projected population of 500. All that could be confirmed is counts of 135 single

detached lots and 5 multi-dwelling sites over three phases.¹ Regardless, the Town has advised that the website for the future Picasso Pathways subdivision is a marketing tool for the developer. The only documents that the Town uses to guide its planning and development decisions in this area are the OCP and the TCNP.

2021 Royal Park Water Serviceability Report

Also in regard to the second, third and fourth paragraphs on page 9 of the Associated Submission, we reply with the following:

The Associated Submission refers to the 2021 Royal Park Water Serviceability Report (RPWSR) prepared by Stantec Consulting Ltd. on behalf of White City Investments. Figure 1-2 of the RPWSR illustrates a consolidated land use concept for multiple stages of Royal Park in both the Town and the RM as shown in **Figure 2.11 in Appendix A**. The consolidated land use concept is dated March 13, 2020, which is a version later than the one approved in principle by Town Council in 2018.

Section 2.1 of the RPWSR states that the Town has a design standard of 30 ppl/ha for single detached dwellings and 45 ppl/ha for multi-unit dwellings. It further states that Royal Park should have a design standard of 52 ppl/ha. Based on our interpretation of Table 2.3 in the RPWSR, these design population densities appear to be based on gross developable lands. That is, Royal Park should have a design standard of 52 ppl/gdha, which translates to 21 ppl/gdac.

As stated previously, the RPCP for Stage I that was “approved in principle” by Town Council in 2018 used minimum lot widths for single detached lots and townhome lots, which in turn resulted in an overstated/maximum population density of 11.8 ppl/gdac or 29.2 ppl/gdha. The design population density of 52 ppl/gdha in the RPWSR is therefore a 78% overstatement of the already overstated population density of 29.2 ppl/gdha associated with the Stage I RPCP. The compounding nature of these two overstatements likely places the design population density in the RPWSR in the vicinity of 100% overstatement. This means the actual population will be at full build-out may be half of the design population listed for the Town’s portion of Royal Park in Table 2.3 of the RPWSR.

Based on the above analyses throughout this section, ISL suggests that the claim in the Associated Submission that the Town could accommodate 100% of its 25-year projected growth within its current boundary is incorrect.

In ISL’s experience, it is good practice to include some conservatism in design population densities when doing infrastructure planning due to the uncertainty in future land use, density, water consumptions, etc. A standard practice is to apply the population or population density provided by the land use planners and then use somewhat conservative water consumption/wastewater generation rates in the analysis. The land use planners sometimes apply conservative population estimates for future areas and for infill of existing development areas. When municipalities receive infrastructure planning/servicing reports with conservative assumptions (e.g., population, water demands) that would result in more robust municipal servicing, they would not necessarily challenge the conservative assumptions. Notwithstanding, this does not necessarily represent an endorsement of those assumptions either.

With respect to the RPWSR, it is unclear what justification existed to support using a design population density assumption of 52 ppl/gdha. The RPWSR was submitted to the Town and the CPB as background information in support of the first phase subdivision of Royal Park Stage I. Neither the Town nor CPB, to the knowledge of the Town, provided any comment with respect to the RPWSR’s design population density assumption.

For the purpose of land requirements calculations in support of annexation applications, it is best practice to use land use planning statistical methodologies rather than rely on conservative assumptions within infrastructure plans.

2.6.3 City Status

In regard to the fifth paragraph on page 9 of the Associated Submission, we reply with the following:

The Associated Submission asserts that the growth studies use city status as a reason to annex developed lands. This is neither the case in the 2020 Growth Study Update nor the 2022 Growth Study. Section 2.4.1 of the 2022 Growth Study simply explains the benefits of city status. It is not an argument for annexation, but it does convey that city status can be considered sooner if the boundary alteration application is approved as proposed.

¹ Source: <https://www.caverhill.ca/gallery>

There is no dispute that the Town would meet and exceed the minimum threshold of 5,000 people to consider city status without unifying the Urban Complex by way of annexation. When the Town does, however, the residents, businesses, and ratepayers in the Emerald Park portion of the Urban Complex will not have an opportunity to realize the benefits that those in the White City portion of the Urban Complex will realize.

2.6.4 Role of Great Plains and Emerald Park in Growth of White City

In regard to the sixth paragraph on page 9 of the Associated Submission, we reply with the following:

The development of non-residential uses in Great Plains and Emerald Park has enabled in-migration to the Town, but that is generally where the benefit ends. As mentioned previously, from a municipal finance perspective, residential development is a loss-leader when it comes to tax revenue, which CORVUS Business Advisors can elaborate upon. In short, residential development rarely pays for itself. The costs associated with infrastructure and services to support the population living in residential developments exceed the costs to deliver services to non-residential lands. To neutralize the cost differential, a suitable amount of non-residential (commercial and industrial) development is required. The taxes collected from non-residential development well exceed the costs accumulated as less infrastructure and services are required to support businesses. As mentioned previously, with a current municipal assessment split of 99% residential to 1% non-residential and no appropriate, marketable locations within its current municipal boundary for industrial development, the Town will trend toward becoming unviable. If a combination of existing non-residential development and marketable non-residential growth areas are not added by way of annexation, the tax burden would continue to fall heavily on the Town's residential ratepayers so that the Town can continue to deliver infrastructure and services to them. Further, the Town runs the risk of decreasing financial viability as residents in existing and future developments on adjacent lands in the RM have come to rely on the delivery of certain services from the Town.

The negative contributions as described above is compounded by the RM's deficient or non-existent delivery of certain services to its ratepayers in Great Plains and Emerald Park. In turn, these ratepayers obtain these services from the Town without paying taxes to the Town.

2.6.5 Non-Residential Land Requirements

In regard to the seventh paragraph on page 9 of the Associated Submission, we reply with the following:

To reiterate, the "2022 Growth Study consolidates, replaces, and updates the previously undertaken FGS and GSU reports prepared in support of the Town's annexation application. The approach used by CHA in the 2018 FGS, as carried forward into the 2020 GSU, while deemed reasonable, is no longer applicable. Instead, the 2022 Growth Study adopts a different approach. It calculates the non-residential land requirements based on the current proportional relationship of non-residential to residential development within a unified Urban Complex. The geographic extent of the proportional relationship approach could have been expanded to include adjacent development across Highway 1 to the north. Such would have further increased the future non-residential land requirements of the Urban Complex. However, it is recognized that Highway 1 would serve as a logical, identifiable municipal boundary between the RM and the unified Urban Complex under the Town's jurisdiction. Further, both the RM and the Town should have opportunities to grow. It is reasonable for the RM's future growth to occur organically and contiguously from its existing developments on the north side of Highway 1, just as it would be reasonable for the Town's future growth to occur in the same manner from existing developments south of Highway 1.

In terms of industrial businesses, as stated previously in the 2022 Growth Study, the RM limited the Town's potential to attract industrial businesses by commencing development in Great Plains between the Town and Regina, 1.6 km (1 mi) west of the Town. It then limited the Town's potential to attract commercial businesses and residents by commencing development of Emerald Park in between the Town and Great Plains. Notably, the formative portions of Emerald Park were in fact annexed into the Town in 1983 only for them to be annexed back into the RM.

2.7 Time Horizons and Forecast Assumptions

The replies contained in this section respond to content contained within Section 3.3 of the Associated Submission.

2.7.1 2021 Population, CHA's Projections, and Projection Periods by ISL

2021 Population

In regard to the second paragraph on page 11 of the Associated Submission, we reply with the following:

With respect to the Town's population, Statistics Canada (StatCan) revised White City's 2021 population shortly after completion of the 2022 Growth Study. As shown within the letter in **Appendix D**, the Town's revised population is 3,821 as opposed to the originally published 3,702. This revision occurred as a result of comparing the Town's municipal boundary with the Town's census subdivision (CSD) boundary used by StatCan for census purposes.

The map in **Appendix D**, shows the proper municipal boundary for the Town as maintained by ISC.² It also displays the boundaries of the dissemination blocks (DBs) from the 2021 Census of Population as maintained by StatCan. Those DBs in blue are assigned to the Town by StatCan while those in orange are assigned to the RM.

As shown, there are significant boundary errors in the StatCan DB fabric, especially in the northwest from Kingsmere Avenue through to Emerald Park Drive. **Appendix D** specifically illustrates those portions of the errors within the built-up urban area.

Ultimately, these boundary errors by StatCan resulted in 119 residents of the Town being assigned to the RM thereby understating the Town's population in 2021. Similar errors were observed in DB fabric from the previous censuses back to 2006, which could mean that the Town's population in the 2006, 2011, and 2016 censuses may have also be understated by StatCan.

The municipal boundary errors by StatCan are understandable due to the counterintuitive nature of the municipal boundary bisecting a single, seamless built-up urban area.

CHA's Projections

Also in regard to the second paragraph on page 11 of the Associated Submission, we reply with the following:

The projections in the 2020 GSU, which were carried forward from the 2018 FGS by CHA, have been replaced entirely by those within the 2022 Growth Study. The Town is relying its boundary alteration application on those projections prepared by Metroeconomics in the 2022 Growth Study.

What is most important is the population at the horizon of the projection period. We asked ourselves if the population at the horizon of the 2018 FGS reasonable regardless of the journey to get there. As determined in the 2020 GSU, the independent set of projections prepared by Metroeconomics identified a probable range of population at the end of the horizon and CHA's horizon population was discovered to be within that range and therefore reasonable.

The Town's inability to match what CHA projected in 2021 or 2025 with declining annual growth rates is not indicative of a problem with the total population projected at the end of the horizon. Actual annual growth rates over 25-year periods are proven to fluctuate over time. Sometimes they will increase year over year. Sometimes they will decrease year over year. Sometimes they will be generally stable year over year.

Regardless, it is imperative to note that the Town's inability to maximize its population growth potential in recent years is significantly due to the RM's decision to close its Emerald Park lagoons and redirect all its sewage effluent to the WCRM158 Wastewater Management Authority (WWA) lagoons. This action resulted in a reduction in the WWA's storage capacity by half, and unexpectedly and detrimentally resulted in the province implementing a development moratorium that prevented any further subdivision approvals in the Town.

Furthermore, the COVID-19 pandemic stunted growth for municipalities throughout Canada due to slow economic growth and slow migration at the intraprovincial, interprovincial, and international levels.

Projection Periods by ISL

Also in regard to the second paragraph on page 11 of the Associated Submission, we reply with the following:

² ISC is the provider of registry and information management services for public data and records in Saskatchewan.

Associated Engineering states that ISL has grouped population projections into four-year periods. This is incorrect. The periods are year-inclusive. For example, in Map 30 of the 2022 Growth Study, the first period of 2022-2027 is six years inclusive (i.e., from January 1, 2022 to December 31, 2027) while the second period of 2028-2032 is five years inclusive (i.e., from January 1, 2028 to December 31, 2032). The remaining three periods are also five years inclusive. The first period is longer as an additional stub year is included to allow for the boundary alteration application proceedings (submission through decision by the SMB) to play out.

2.7.2 Settlement Patterns and 25-Year Horizons

Settlement Patterns

In regard to the first and second paragraph on page 12 of the Associated Submission, we reply with the following:

The Associated Submission states that current trends will result in per capita residential land requirements to continue to decrease, thereby increasing the probability that 25-year land requirements projections are overstated. As mentioned previously, the Town's current residential density is 2.32 du/nrac. The land requirements modelling in the 2022 Growth Study assumes the Town will achieve an increased residential density of 4.50 du/nrac across its 25-year growth areas. This is nearly double the current residential densities in the Town and therefore acknowledges the expected trend to develop more dwelling units on residential land in the future.

Regardless, even if the full development of the future residential growth areas within the Town's current boundaries exceed the weighted future residential density assumption of 4.50 du/nrac, the benefit for all parties would be that the 25-year growth horizon would be lengthened leading to extended municipal boundary stability between two municipalities with a historically strained intermunicipal relationship. That is, the Town and the RM will not be back at the table for a subsequent annexation once every 4 to 5 years, as has been the case since the Town's 1997 annexation.

25-Year Horizons

Also in regard to the first and second paragraph on page 12 of the Associated Submission, we reply with the following:

In Saskatchewan, 25-year horizons are appropriate timeframes to project future population growth and land requirements in support of annexations. **Appendix E** includes excerpts of the request for proposals (RFP) issued in 2015 for the City of Martensville Future Growth Plan (FGP). On page 11 of the RFP, components of the Martensville FGP will include demographic projections to 25-year and 50-year horizons, land requirements to the same two horizons based on the projections, and expansion options with recommendations regarding future annexation. The Martensville FGP project was awarded to Associated Engineering and completed in early 2016.

Figure 2.12 in Appendix A illustrates the preferred growth option in the Martensville FGP as recommended by Associated Engineering. As a portion of Martensville's 2016 municipal boundary was obscured by mapping features, ISL has digitized it onto **Figure 2.12 in Appendix A** to increase legibility. As shown, the preferred growth option identifies portions of 3 quarter sections beyond the municipal boundary to the north, 6 quarter sections beyond the municipal boundary to the east, and approximately 4.5 quarters beyond the municipal boundary to the west.

According to the news release in **Appendix F**, Martensville initiated an annexation process in 2017 arising from the recommendation in the FGP and input from landowners. On April 3, 2018, the annexation was approved by the provincial government. As illustrated in **Figure 2.13 in Appendix A**, the annexation included:

- all those lands that were identified to the north by the FGP;
- just over half of the 6 quarter sections that were identified to the east by the FGP;
- all but 3 of the parcels within the approximate 4.5 quarters that were identified to the west by the FGP; and
- the sewage lagoon complex to the south of Martensville and two other parcels not previously identified in the FGP.

At the time of the annexation, Martensville's previous OCP, originally adopted in 2008, was in effect. Martensville did not approve a comprehensive update to the OCP until 2021, three years after the annexation was approved. The 2021 OCP has a 30-year time horizon of 2020 to 2050. Policy 10.5.1 of the 2021 OCP states "Annexation of land should be preceded by a Future Growth Study which determines the need for more land to accommodate growth".

2.7.3 Increases in Density

In regard to the third paragraph on page 11 of the Associated Submission, we reply with the following:

As previously introduced in Section 2.6.2, and as stated in Section 5.2.2 of the 2022 Growth Study, the Town's current residential density was calculated to be 2.32 dwelling units per net residential acre (du/nrac). After removing the Town's lowest density lots – rural and estate residential (subject to the Town's R1 and R2 zoning) – ISL applied a weighted future density assumption of 4.50 du/nrac for future residential growth,³ which is a 94% increase over the Town's current density.

This increase in future density enables reflection of the impacts that an aging population (increased multi-unit housing), an influx of young people and families (starter homes on smaller lots), and the development of a town centre (introduction of higher than traditional residential densities) will have on the Town. If smaller single detached lots are realized in the likes of the low density portions of Royal Park, this will be offset by subdivisions elsewhere within the Town and the proposed annexation area that mirror the larger lot sizes found in older subdivisions within the Town.

As stated above, even if the full development of the future residential growth areas within the Town's current boundaries (including Royal Park, Picasso Pathways, and other areas) exceed the weighted future residential density assumption of 4.50 du/nrac, the benefit for all parties would be that the 25-year growth horizon would be lengthened leading to extended municipal boundary stability between two municipalities with a historically strained intermunicipal relationship. That is, the Town and the RM will not be back at the table for a subsequent annexation once every 4 to 5 years, as has been the case since the Town's 1997 annexation.

2.8 Collaborative Growth

The replies contained in this section respond to content contained within Section 4 of the Associated Submission.

2.8.1 Joint Management Planning

In regard to the fifth, sixth and seventh paragraph's on page 12 of the Associated Submission, we reply with the following:

It is accurate that both OCPs identify a Joint Management Planning Area (JMPA) as an area of mutual interest on their respective future land use maps. Despite the RM having JMPA policy within its previous and current OCPs, the Town indicates that the RM has not responded to requests to enter into a memorandum of understanding to formally establish the JMPA, roles, and protocols. Further, the Town has advised that it has submitted comments and concerns with respect to proposed development in the RM's portion of the JMPA on a number of occasions, which have not been heeded.

So, while both OCPs speak to joint planning and collaboration, the reality is the actions of the RM, according to the Town, do not reflect the aspirations of the policy within the RM's OCP.

2.8.2 Intermunicipal Collaboration

In regard to the eighth paragraph on page 12 of the Associated Submission, we reply with the following:

The Associated Submission highlights the RM's collaboration with the Town through the establishment of the WCRM158 Wastewater Management Authority (WWA). However, there is silence on the RM's actions with respect to the WWA since its establishment. As mentioned in the 2022 Growth Study, in 2018 the Town has advised that the RM redirected all its sewage effluent to the lagoons south of the Town that are operated by the WWA and began decommissioning nearly half the capacity of the Emerald Park lagoon system. The Town has advised that this was done without consultation with the WWA or the Town as a member of the WWA; resulted in a reduction of the WWA's capacity by half; enabled future relaxation of development buffer restrictions to allow for approval of more residential development by the RM in proximity to the Emerald Park lagoon system; and eliminated half of the WWA's capacity for the greater area, thereby triggering a provincial moratorium on further subdivision approvals and stalling development in the Town for the foreseeable future. This uncollaborative action resulted in significant consequences to the Town.

³ The 4.50 du/nrac future residential density assumption was weighted based on: 3.65 du/nrac as the average for low density residential under the Town's R3 through R6 zoning; and 25.9 du/nrac for higher density residential in the planned Town Centre.

2.8.3 Annexation Motivations and Planning Cooperation

Annexation Motivations

In regard to the first paragraph on page 13 of the Associated Submission, we reply with the following:

The RM's OCP expresses opposition to annexation requests that it perceives as being 'motivated by competition rather than cooperation', yet the Town has advised that the RM: made a deal with the original developer of Emerald Park to facilitate re-annexation back to the RM and establishment of an urban community to compete with White City and intercept residential growth; approved the Prairie View Business Park on the western doorstep of White City's planned town centre development to compete with and intercept the Town's future commercial growth potential; reduced the WWA's capacity by half by redirecting all its sewage flows to the WWA lagoons without informing the WWA or the Town; repeatedly entertained and approved development proposals that have since hemmed in 55% of the Town's perimeter; and adopted an OCP that will increase containment of the Town's perimeter to 85% at full build-out. These actions are not fitting of a municipality motivated by cooperation.

The Town's annexation request is not motivated by competition. Rather, it is motivated by the need to evolve into a viable urban municipality for the reasons expressed previously. The 1984 re-annexation of the Emerald Park lands back into the RM was a grievous error that resulted in the establishment of an urban community on the Town's boundary. This boundary alteration application attempts to reset the table after the detrimental development approvals that have ensued since the 1984 re-annexation.

Planning Cooperation

Also in regard to the first paragraph on page 13 of the Associated Submission, we reply with the following:

Much like the JMPA discussion above, there are questions with respect to whether the RM's actions relating to establishment of a planning district align with the RM's supportive statement in its OCP to establish such. The RM withdrew from White Butte Planning Commission (WBPC) in 2018, leading to further withdrawals. Additionally, the RM has not come to the table to establish a planning district despite past requests by the Town. These actions have only benefitted the RM, often at the expense of the Town and the region as a whole, and prove that it has been the RM that has ignored the policies that have been established in both OCPs to work collaboratively in establishing a common understanding for the accommodation of urban growth in the JMPA.

3.0 Rebuttal to Associated Engineering's Conclusions

In regard to the last paragraph on page 13 of the Associated Submission, we reply with the following:

In response to the six conclusions in the Associated Submission, ISL offers the following.

- The Town has advised that the RM would have never supported an OCP amendment from the Town to explicitly identify lands in the RM to accommodate the Town's projected growth. It has also advised that the RM does not support the Town's attempts to acknowledge the RM OCP's land use designations as applying to lands in the RM adjacent to the Town (i.e., those lands north of the Town across Highway 1), and has ignored all of the concerns advanced by the Town during the adoption of the RM's new OCP.
- The RM similarly would have never supported an OCP amendment from the Town that identified annexation of developed land within Emerald Park and Great Plains. The Town needs existing non-residential development to remain a viable urban municipality and to properly fund services and programs it already delivers to current residents of both the Town and Emerald Park. Further, the unified Urban Complex will need future non-residential development growth areas in marketable locations to sustain its viability to properly fund services and programs that it will deliver to its as it inevitably expands.
- The choice to use a 25-year growth horizon is entirely appropriate as 25-year growth-based annexations are a precedent set in Saskatchewan. In other provinces, Manitoba also approves growth-based annexations to a 25-year horizon while Alberta extended its precedent around 15 years ago to 50-year horizons to reduce returns to the "annexation well" sooner than expected, acknowledge extraordinary growth pressures (*Beaumont v. Leduc*), and to provide extended municipal boundary and jurisdictional certainty for affected parties in cases where there is significant historical intermunicipal conflict (*Strathmore v. Wheatland* and *Beaumont v. Leduc*).
- The Town does not have a sufficient land base to accommodate all its future residential land requirements for the next 25 years. The use of minimum lot widths in the land use statistics of the Royal Park Concept Plan (Stage I) results in maximum

potential dwelling and population densities that overstate what will be developed in reality. This overstatement is compounded by another 78% overstatement of the design population density assumption potential within the 2021 Royal Park Water Serviceability Report that is used erroneously to assert Associated Engineering's claim.

- The land requirements modelling in the 2022 Growth Study uses a residential density assumption for the next 25 years that is 94% higher than the current residential density of the Town's existing subdivisions.
- As stated previously, the intermunicipal collaboration and cooperation policies in the RM's OCP are only effective if implemented by the RM as intended. The RM has not come to the table with the Town to implement a JMPA, establish a planning district, etc. The RM is free to include policies in its OCP to guide its responses to annexation proposals, but said policies apply to only the RM and not its neighbouring urban municipalities, and they do not prevail over the requirements of the provincially legislated boundary alteration application process.

APPENDIX
Supporting Figures

A



FIGURES

Figure 2.1: Future Land Use Map (RM of Edenwold OCP Map 7A) 1

Figure 2.2: Breakdown of Lands Subject to the Emerald Park Sector Plan (March 2022 Draft)..... 1

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Figure 2.11: Royal Park Consolidated Land Use Concept Plan (March 13, 2020)..... 7

Figure 2.12: Preferred Growth Option of Martensville Future Growth Plan 7

Figure 2.13: 2018 Approved Annexation Area and Sector Plan Boundaries 8

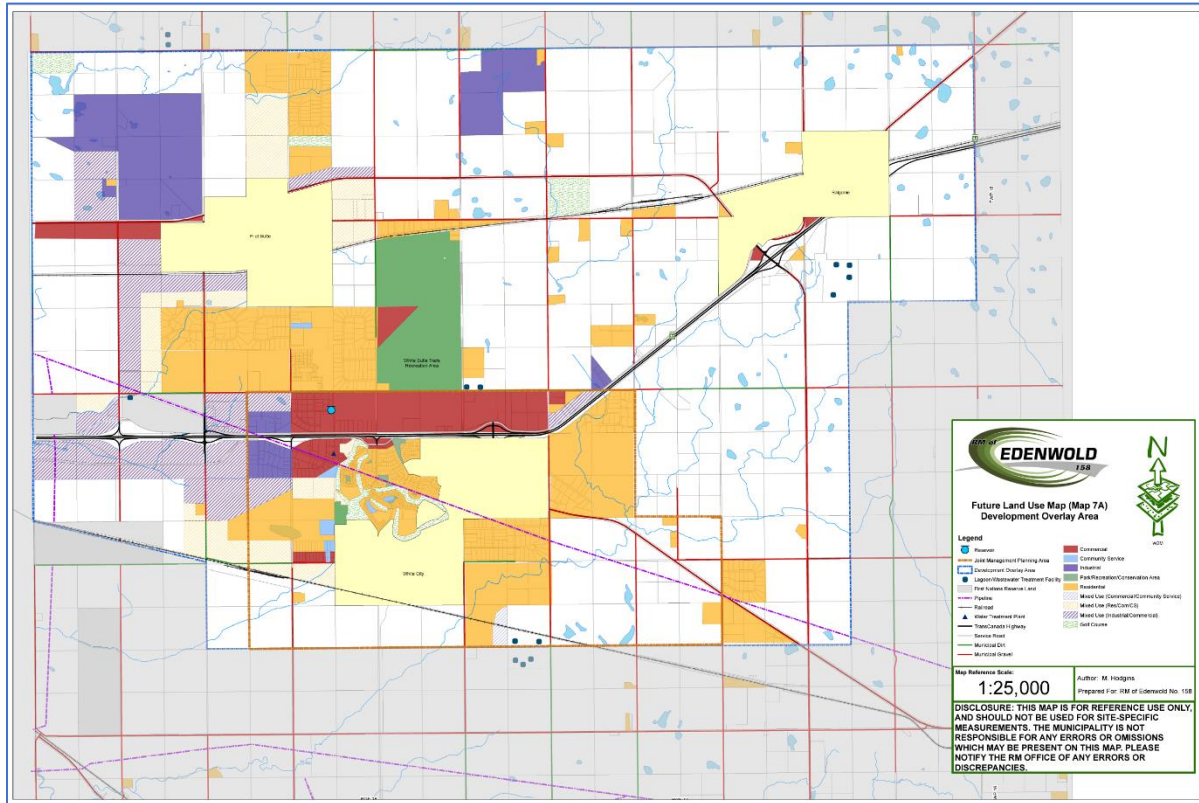


Figure 2.1: Future Land Use Map (RM of Edenvold OCP Map 7A)



Figure 2.2: Breakdown of Lands Subject to the Emerald Park Sector Plan (March 2022 Draft)

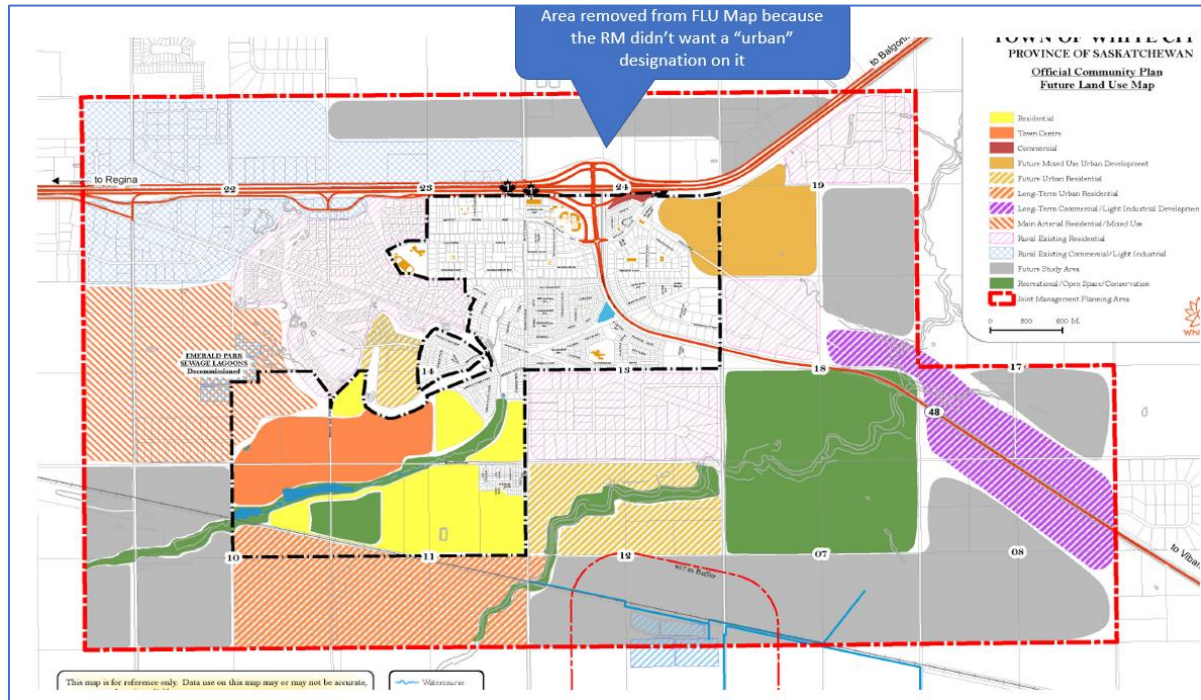


Figure 2.3: Future Land Use Map (Town of White City OCP)

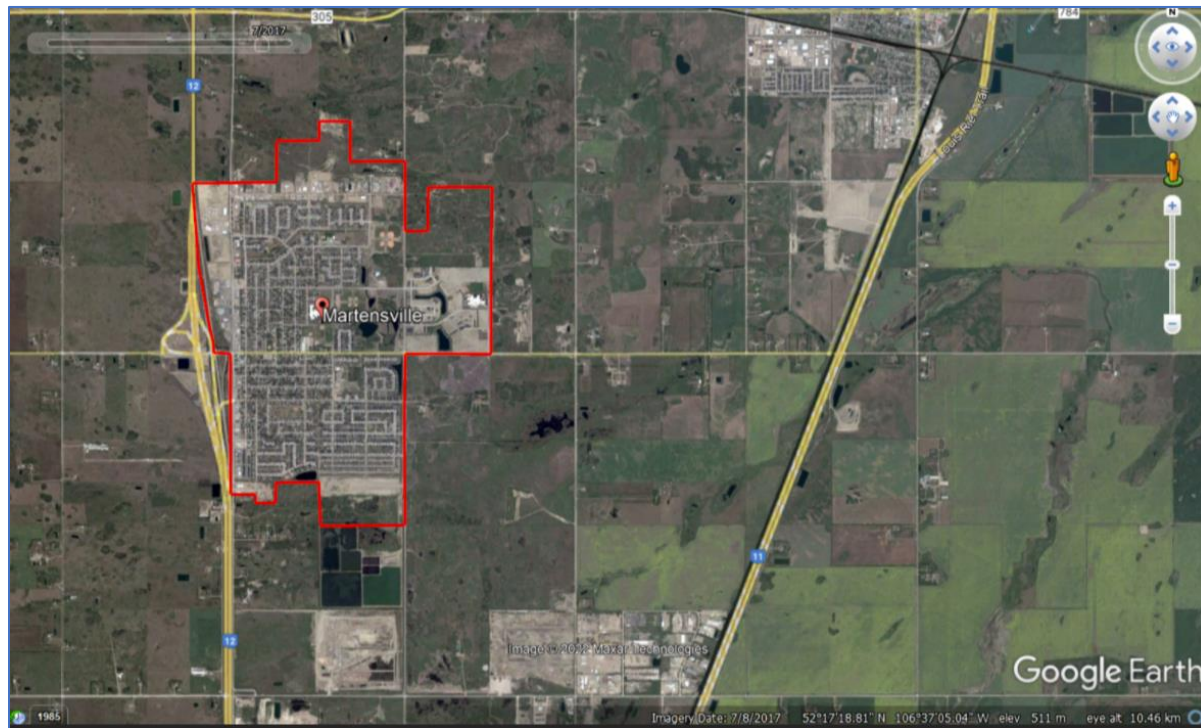


Figure 2.4: Google Earth Imagery and Municipal Boundary of Martensville in 2017

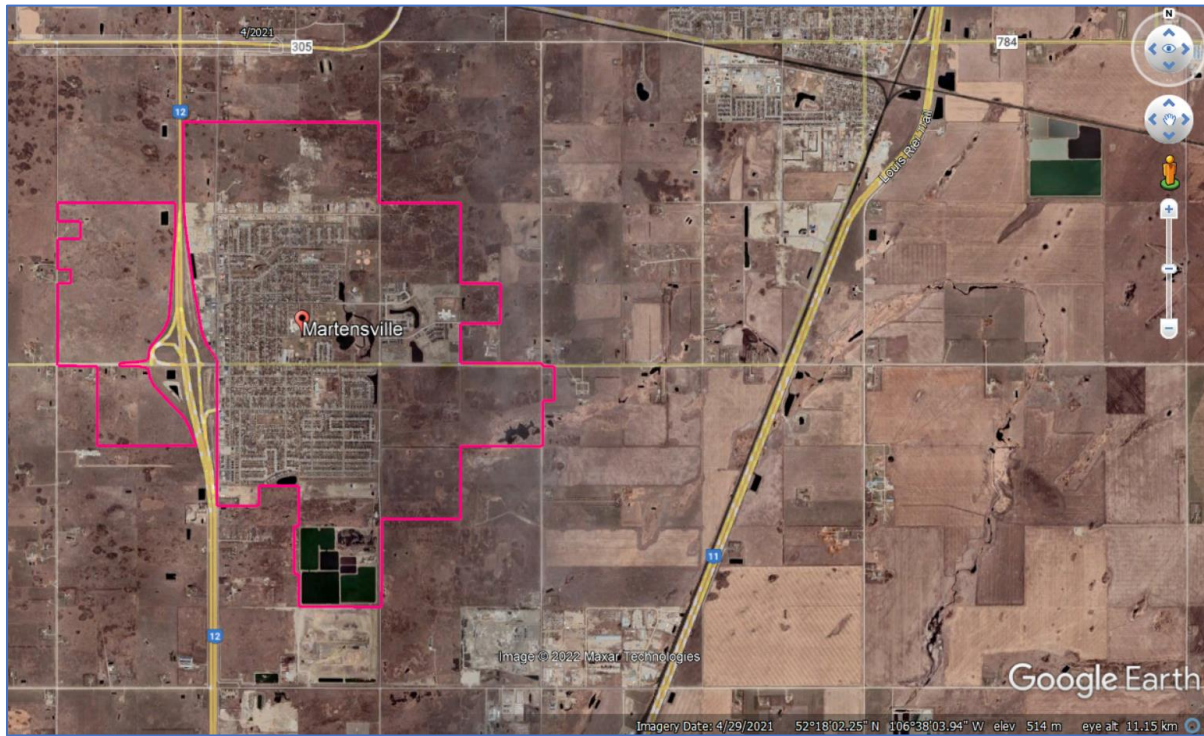


Figure 2.5: Google Earth Imagery and Municipal Boundary of Martensville in 2021



Figure 2.6: 1982 Aerial Photograph of White City and Future Emerald Park

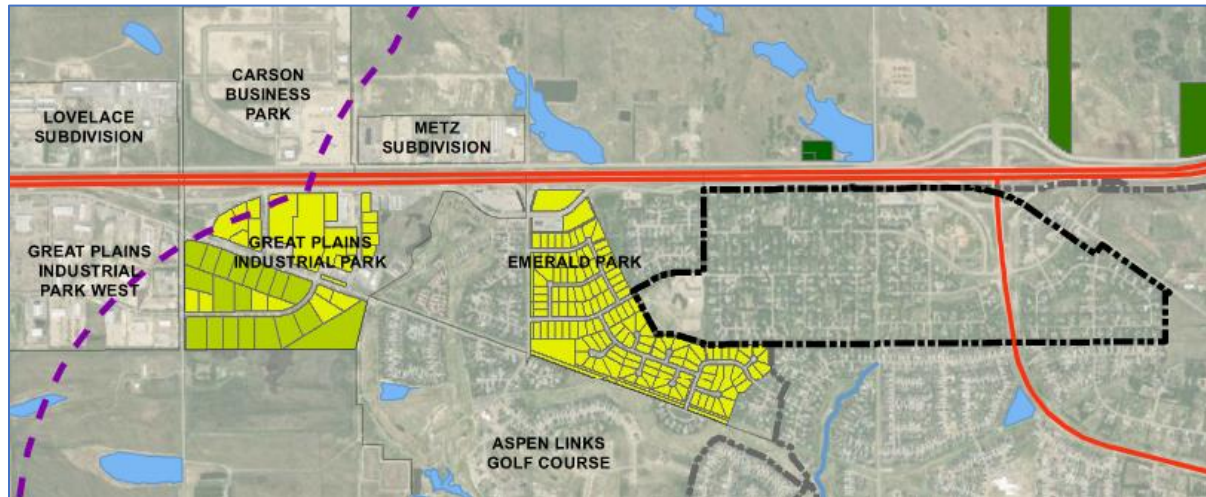


Figure 2.7: Excerpt of 2022 Growth Study Map A.5 (Development Barriers in 1987)



Figure 2.8: Example of Municipal Boundary Following Side Property Line Between Urban Residential Lots



Figure 2.9: Example of Municipal Boundary Following Rear Property Line Between Urban Residential Lots

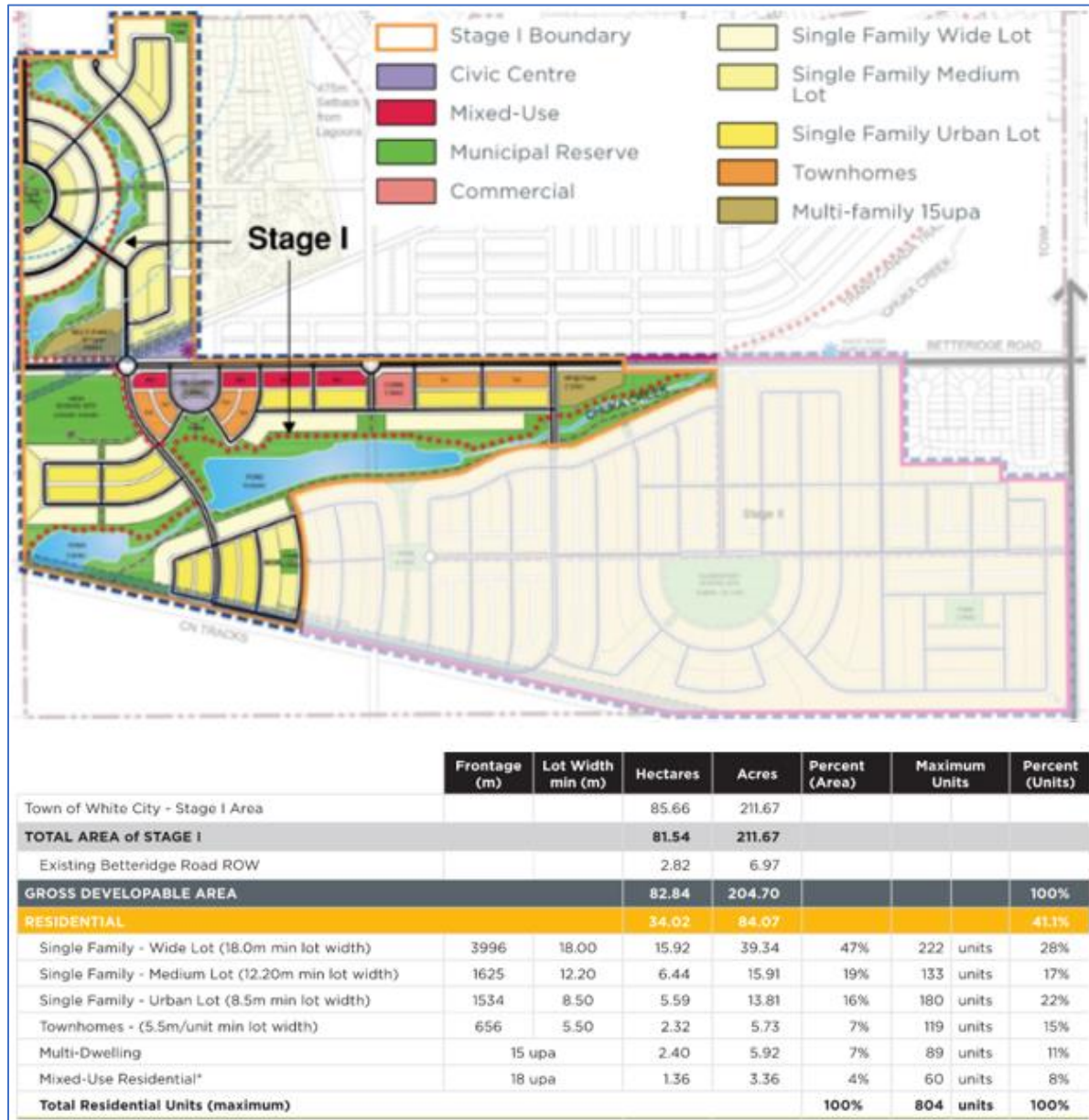


Figure 2.10: Royal Park Concept Plan Land Use Map and Statistics (August 2018)

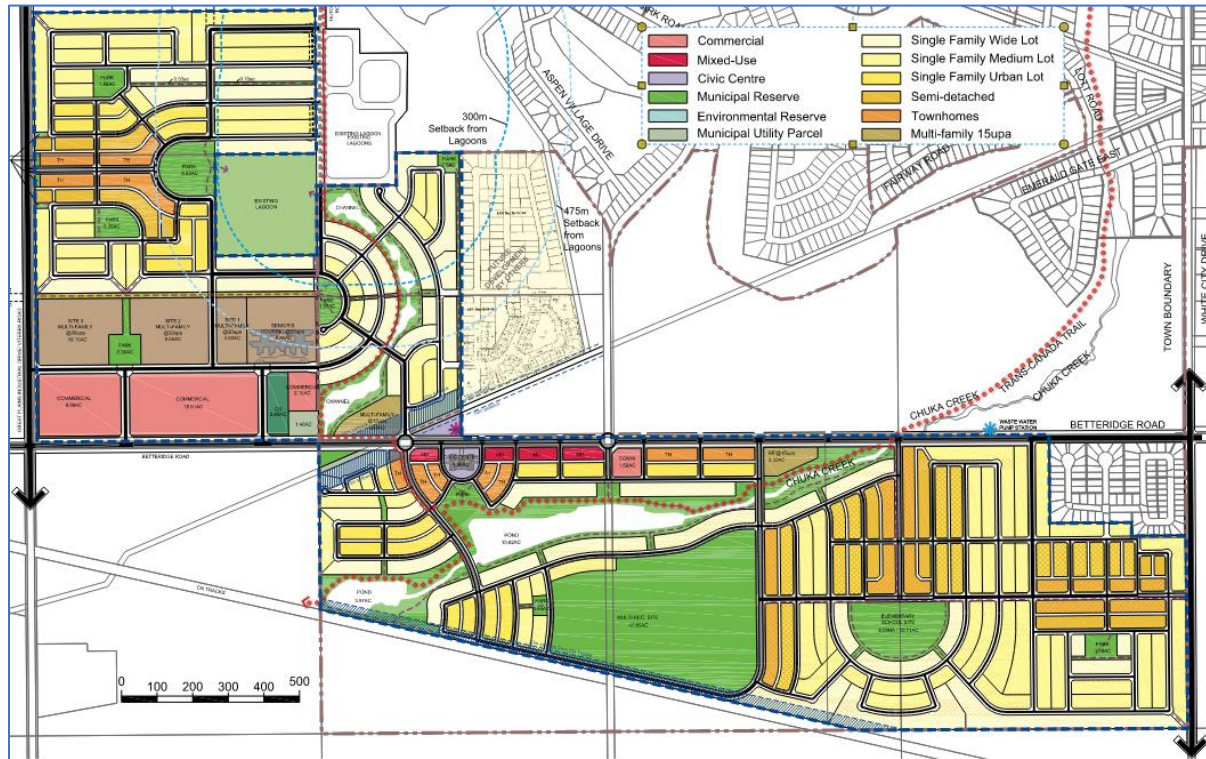


Figure 2.11: Royal Park Consolidated Land Use Concept Plan (March 13, 2020)

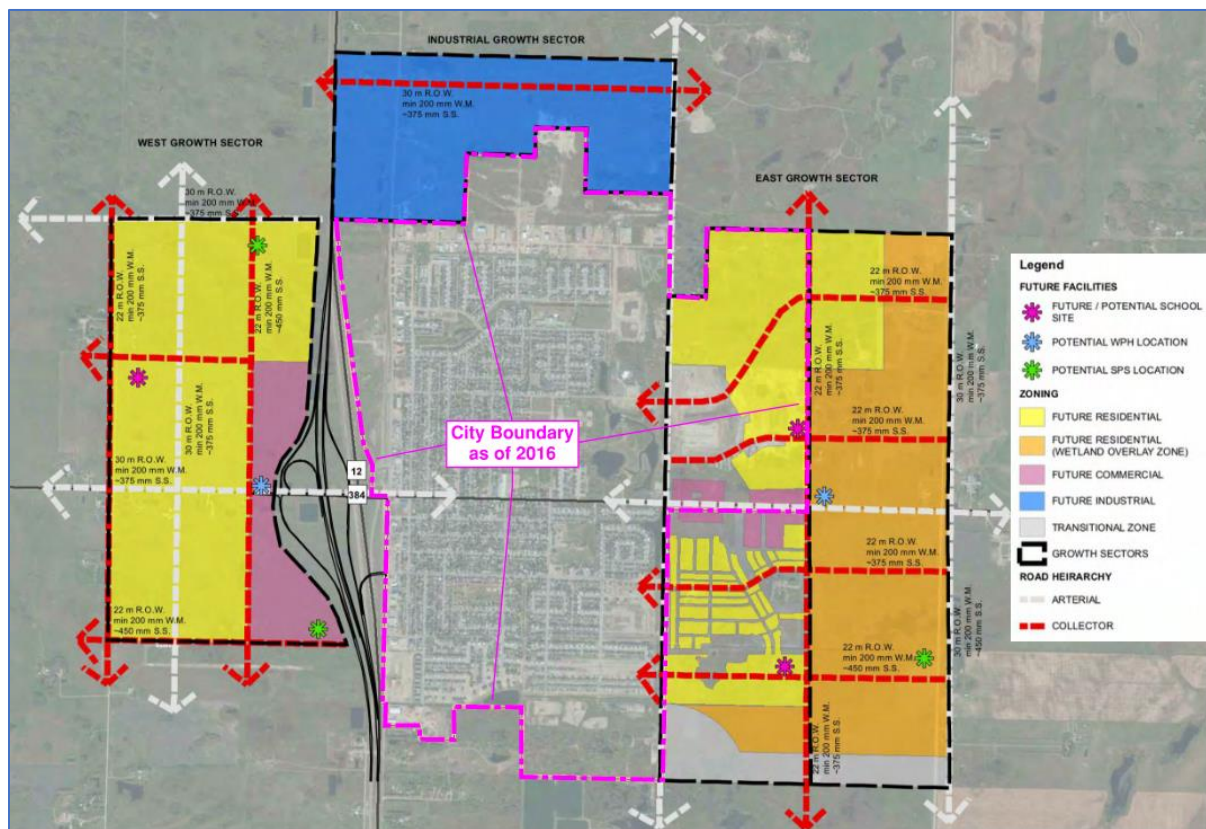


Figure 2.12: Preferred Growth Option of Martensville Future Growth Plan

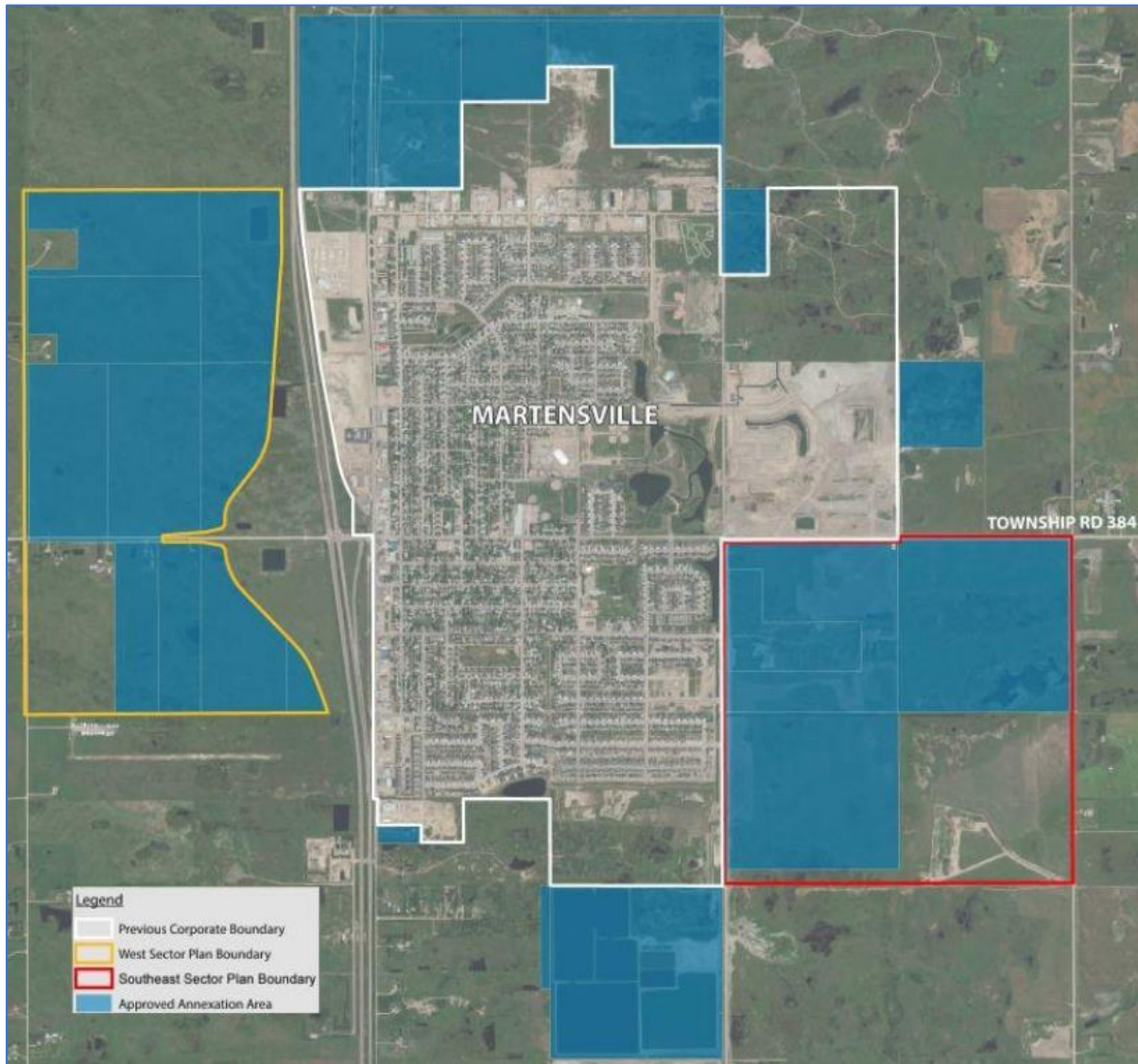


Figure 2.13: 2018 Approved Annexation Area and Sector Plan Boundaries

APPENDIX
Report Author Resumes

B



Darren Young, RPP, MCIP, GISP

Community Planning Manager

Career Highlights

Darren is a Community Planning Manager at ISL based out of Edmonton. With diverse public and private sector experience spanning over two decades, he leads ISL's delivery of growth analysis and management projects and services at the municipal through regional levels. He implements evidence-based approaches and leverages robust GIS analyses that result in defensible growth strategies, intermunicipal development plans, and metropolitan regional plans. Through these projects, Darren has established respected land supply analysis, historical land absorption analysis, and future land requirement modelling methodologies. Further to his specialties, Darren also leads the preparation of statutory land use plans, land development applications, and annexation applications, as well as provides regional and municipal planning advisory services.

Relevant Experience

Growth Analysis and Management

- Leduc Growth Study (City of Leduc) – 2018 to date
- Annexation Applications (Lloydminster and St. Albert) – 2021
- Revenue Sharing Agreement Impacts Analysis (City of Leduc) – 2020
- Growth Study Update (Town of White City) – 2020
- St. Albert Growth Management Study (City of St. Albert) – 2020
- Electoral Boundary and Governance Review (Rocky View County) – 2020
- Regional Growth Study (City of Lloydminster/County of Vermilion River) – 2019
- Calgary Metropolitan Region Land Supply Analysis (CMRB) – 2019
- Municipal Census: Management and Reporting (Town of Stony Plain) – 2019
- Beaver County Intermunicipal Development Plans (Beaver County) – 2019
- Municipal Census: Demographic Report (City of Spruce Grove) – 2018
- Growth Study (City of Spruce Grove) – 2016
- Bremner Growth Management Strategy (Strathcona County) – 2014
- Comprehensive Growth Strategy (City of Lloydminster) – 2013
- Growth Study and Annexation Application (City of Cold Lake) – 2012 to 2018
- Growth Study and MGB Expert Testimony (Town of Beaumont) – 2012 to 2015

Regional Planning and Transportation Planning

- Regional Evaluation Framework Review Services (EMRB) – 2008 to date
- Calgary Metropolitan Region Interim Growth Plan (CMRB) – 2018
- Transportation Master Plan (City of Fort Saskatchewan) – 2017
- Edmonton Metropolitan Region Growth Plan (EMRB) – 2016
- Capital Region Integrated Regional Transportation Master Plan (EMRB) – 2011
- Edmonton International Airport Civic Addressing (Edmonton Airports) – 2011
- Southeast LRT Study (City of Edmonton) – 2009
- Capital Region Land Use Plan Addenda (EMRB) – 2009

Municipal Planning and Land Development

- Municipal Planning Advisory Services (Town of Wembley) – 2010 to date
- Municipal Planning Advisory Services (County of Northern Lights) – 2008 to date
- The City Plan: Design and Communication (City of Edmonton) – 2020
- Municipal Development Plan (Town of Devon) – 2017
- North Wembley Area Structure Plan (Akin Developments) – 2015
- Voyageur Land Use Strategy (Suncor Energy Services) – 2014
- Sturgeon County Planning Approvals (On-Track Railway) – 2013 to 2018
- Big Lake ASP and NSP Amendments (City of Edmonton) – 2012

EDUCATION

Sir Sandford Fleming College, 2003

GIS – Cartographic Specialist Post-Graduate Certificate

Ryerson University, 2001

Bachelor of Applied Arts in Urban and Regional Planning

Northern Alberta Institute of Technology, 1999

Diploma in Urban and Regional Planning Technology

EMPLOYMENT HISTORY

ISL Engineering and Land Services

2021 to date

Community Planning Manager

ISL Engineering and Land Services

2007 to 2021

Senior Planner/GIS Specialist

City of Edmonton, Corporate Services

2006 to 2007

GIS Business Process Analyst

City of Edmonton, Planning and Development

2001 to 2006

Planner

AFFILIATIONS AND ACTIVITIES

Canadian Institute of Planners

Alberta Professional Planners Institute

GIS Certification Institute

AWARDS AND ACHIEVEMENTS

Award of Merit, City and Regional Planning (Canadian Institute of Planners), Canadian Institute of Planners, 2017

Award of Planning Merit, Comprehensive and Policy Plan (Alberta Professional Planners Institute), Alberta Professional Planners Institute, 2017

PUBLICATIONS/PRESENTATIONS

City Status in Alberta. Plan North West, Spring 2017, Issue 2

Can Annexations Help Communities Effectively Manage Growth. Saskatchewan Professional Planners Institute Conference, 2013





Dave McRae, RPP, MCIP

Community Planning Manager

Career Highlights

As Community Planning Manager for the ISL Grande Prairie Office, Dave is responsible for all municipal planning projects undertaken by ISL in northwestern Alberta; and he is involved in planning projects throughout ISL's operating territory. Dave's areas of specialization include statutory plan preparation, community planning, land development planning, and subdivision design. He brings a depth of local municipal planning experience to ISL, including Municipal Development Plans, Intermunicipal Development Plans, Area Structure/Outline Plans, land development, land use strategies, zoning, growth management and annexation, subdivision design, and transportation and recreation planning. His prior experience includes seven years with the South Peace Regional Planning Commission (Grande Prairie) where he was responsible for the provision of municipal planning advisory and project services to the City of Grande Prairie, Town of Valleyview and Municipal District of Greenview No. 16. He served as Acting Director of the Commission as required.

Relevant Experience

Growth and Annexation

- Town of White City Annexation Application Planning Support – 2019 to date
- City of Lloydminster Joint Growth Study and Annexation Support – 2015 to 2019
- City of Cold Lake GSA Consultation/Negotiation Support – 2012 to 2018
- Town of Beaumont GSA Consultation / Negotiation Support – 2012 to 2015

Intermunicipal Development Plans

- Town of Athabasca, Athabasca County – 2021
- County of Grande Prairie, Sexsmith – 2021
- M.D. of Spirit River, Rycroft, Spirit River – 2020

Land Use Bylaws

- Cold Lake Land Use Bylaw Review – 2021 to date
- Central Peace (M.D. of Spirit River, Rycroft, Spirit River) – 2020
- Saddle Hills County MDP/LUB Review – 2018

Municipal Development Plans

- City of Cold Lake – 2021
- Central Peace (M.D. of Spirit River, Rycroft, Spirit River) – 2020
- M.D. of Greenview No. 16 MDP Update – 2016

Municipal Planning Advisory Services

- Town of Valleyview – 2021 to date
- Saddle Hills County – 2021 to date
- Mackenzie County – 2019 to date
- Town of Sexsmith – 2018 to date

Major Area Structure Plans

- Northeast Clairmont ASP (County of Grande Prairie No. 1) – 2022
- Sturgeon Lake ASP Review (M.D. of Greenview No. 16) – 2021
- Bear Creek North ASP (City of Grande Prairie) – 2019

Master Planning

- North Lethbridge Regional Park (City of Lethbridge) – 2012
- Telford Lake Master Plan (City of Leduc) – 2009 to 2010
- Slave Lake Waterfront (Lovatt Planning Consultants) – 2005 to 2006

EDUCATION

University of Calgary, 1987

Master of Environmental Design (Urban and Regional Planning)

University of Alberta, 1982

Bachelor of Arts

The Natural Step, 2010

Integrated Community Sustainability Planning Course

EMPLOYMENT HISTORY

ISL Engineering and Land Services

2021 to date

Community Planning Manager

ISL Engineering and Land Services

2008 to 2021

Community Planning Manager, Grande Prairie

Prudential Lands, Grande Prairie

2008

General Manager

ISL Engineering and Land Services

1994 to 2007

Land Use Planning Manager, Grande Prairie

South Peace Regional Planning Commission, Grande Prairie

1987 to 1994

Area Planner and Senior Planner

Mackenzie Regional Planning Commission

1986 to 1987

Contract Planner

AFFILIATIONS AND ACTIVITIES

Canadian Institute of Planners - Full Member

Alberta Professional Planners Institute - Registered Professional Planner

Planning Institute of British Columbia - Registered Professional Planner

Saskatchewan Professional Planners Institute - Non-Resident Member

Art Gallery of Grande Prairie - Vice Chair

Grande Prairie Public School Division Education Foundation - Vice Chair

Grande Prairie Rotary Club - President (2017 to 2018)

Youth Exchange Committee, Rotary District 5370 - Past Chair

AWARDS AND ACHIEVEMENTS

Outstanding Contribution to the Profession, Alberta Professional Planners Institute, 2019





Resume

Tom McCormack, MA

Professional Career

Metro Economics (formerly Strategic Projections Inc.)

President, 1989 to Present

Centre for Spatial Economics (C4SE)

Corporate Partner, 2000 to Present

Compusearch (now MapInfo)

Vice President, Research, 1987 to 1989

Coopers & Lybrand Management Consultants (now PricewaterhouseCoopers)

Principal, Economics Practice, 1986 to 1987

Data Resources Inc. (now IHS Global Insight)

Chief Canadian Economist, 1982 to 1986

Woods, Gordon Management Consultants (now Ernst & Young)

Senior Consultant, Economics Practice, 1974 to 1976

Government of Canada

Various Federal Government Economic Policy Roles

Department of Industry, Trade and Commerce, 1979 to 1982

Anti-Inflation Board, 1976 to 1979

Department of Finance, 1970 to 1974

Advisory Panels

"Long Term Care Innovation" Expert Panel (OLTCA, Ontario), 2011

Ontario's *Smart Growth Sub-Panel on Strategy* (Burlington Mayor Rob Maclsaac, Chair), 2003

Ontario's *Jobs and Investment Board* (Ontario Premier Mike Harris, Chair), 1999

Ontario's *Who Does What Panel* (David Crombie, Chair), 1996-1997

Ontario Premier's *Task Force on the Future of the GTA* (Ann Golden, Chair), 1995-1996

Recent Projects

Sub-Region Projections: *Edmonton (24 cities), British Columbia (19 regions)*

Economic Potential Reports: *Greater Victoria, Greater Peterborough, Elgin County*

Workforce Development Strategies: *Grand Erie, Sarnia, Hamilton, Chatham-Kent*

City of Toronto: *Future Employment Land Needs by Industry*

Ontario Ministry of Transportation, *Projections for 3,000+ Golden Horseshoe Traffic Zones*

Urban Development Institute (Ontario), *Ensuring Ontario's Economic Potential*

Ontario Ministry of Finance, *Key Forces Shaping Ontario's Economic Geography to 2025*

Toronto Board of Trade, *Toronto's Net Fiscal Position vs. Canada and Ontario*

Official Population Projections: *GTA, Ottawa, Hamilton, Barrie, Timmins, West Nipissing*

Professional Associations / Boards

Lambda Alpha International, Simcoe Chapter, Member Since 2010

Pragma Council of the Waterloo School of Planning, Chairman, 2003 to 2007, Member Since 1996

Greater Toronto Airports Authority, Member of the Board of Directors, 2001 to 2005

Canadian Association for Business Economics, President, 2000 to 2002, Member Since 1976

Oakville Economic Development Alliance, Chairman, 1997 to 2000

Halton Industry Education Council, Chairman, 1993 to 1995

Education

Master of Arts (Economics), University of Western Ontario, 1970

Bachelor of Arts (Economics), University of Western Ontario, 1968

APPENDIX
Town Correspondence

C



Town of White City

Box 220 Station Main, White City, SK S4L 5B1
Ph: 306.781.2355 • Fax: 306.781.2194 • www.whitecity.ca

February 21, 2017

Mr. Kim McIvor, CAO
RM of Edenwold No. 158
Box 220
Balgonie, SK S0G 0E0

Dear Mr. McIvor

RE: 2015 Boundary Alteration Agreement

It is just over 16 months since the Boundary Alteration Agreement was signed between the Town and the RM, this letter is to outline the progress taken on the terms of the agreement to date and request clarification with respect to item 5 of the agreement.

Since the passing of complimentary resolutions and execution of the agreement, the Town and the RM have completed or made progress on the following terms:

- 1. The following lands are to be excluded from this boundary alteration agreement;**
Parcel M, Plan No. 101411583, Surface Parcel No. 150318312
Portion of the NW 14-17-18 W2M, Surface Parcel No. 153940383
Portion of NW 14-17-18 W2M, Surface Parcel No. 150318301

The Town considers this item to be completed.

- 2. The Town agrees to remove that portion currently identified in the Future Land Use Map as Commercial/Light Industrial Urban Development north of Highway No. 1.**

The Town recently amended its Official Community Plan maps to address recommendations coming out of a 2015 Traffic Study. The changes reflected the addition of a new Road Network Classification Map and to adopt additional recommendations from the Traffic Study regarding the provision of pathways/sidewalks for new development and to adopt a policy respecting the requirement for Traffic Impact Assessments.

We are aware that the RM objected to the amendments on the basis that the Town failed to remove the designation of Commercial/Light Industrial Urban Development North of Highway No. 1.

The most recent amendments to the Town's land use maps were intended to address the recommendations coming out of the 2015 Traffic Study only.

The Town remains committed to fulfilling its obligation to remove the Commercial/Light Industrial Urban Development designation on its land use map and will do so by December 31, 2017.

- 3. The Town agrees to construct and pave the portion of Emerald Park Road that is within the Town's jurisdiction, and is not currently under contract with a developer to pave, at the same time that Betteridge Road is paved.**

The RM agrees to pay for 42% of the costs to construct and pave that portion of Emerald Park Road.

The Town agrees to repay that 42% to the RM as the lands adjacent to Emerald Park Road are developed and fees are collected.

Construction of Emerald Park Road is to be jointly tendered by the Town and the RM and to commence in 2017.

The Town is proceeding to the design phase of this project and has awarded the design work to Walker Projects.

Walker Projects estimates it will take approximately 6-8 weeks to complete the design.

Once design is completed, the Town will determine if base work for the construction of Betteridge and Emerald Park roads will begin in 2017. Construction will be dependent upon the completion of the Lake Design and approval processes, negotiations with the Regina Bypass Partners concerning the province's requirement for wetland compensation and securing the developer's commitment to begin the Town Centre development.

- 4. That portion of Betteridge Road from White City Drive west to Viterra Road is to be jointly tendered and construct by the Town and RM and to commence in 2017. The Town will pay for the 1.5 mile portion in the Town's jurisdiction and 25% of the costs to construct the ½ mile in the RM's jurisdiction. The RM agrees to repay that 25% to the Town as the lands south of that ½ mile get developed and fees are collected. It is understood that paving these roads is beneficial for both jurisdictions and that there are no plans or current interest to develop the south side of the last ½ mile in the foreseeable future.**

In June, 2016 you and I met with Lee Heebner from Walker Projects to discuss the joint construction of Betteridge Road and Emerald Park Road. At this meeting, the design of the both roads were discussed and it was agreed that Walker's would begin design work and that Betteridge Road would be developed as a four lane street from White City Drive to Viterra Road.

At this meeting, there was a high level of cooperation between the two municipalities to continue with the joint tendering and construction of the both roads.

In late January, the Town was verbally informed that the RM is proceeding to design, tender and construct its portion of Betteridge and Emerald Park Roads independent of the Town. The Town was also verbally informed that the RM would be constructing a two-lane road from the West boundary of the Town east to Viterra Road as it was felt a four-lane roadway wouldn't be required.

The Town requires notification of this decision to be in writing to determine the effect this will have on the overall Boundary Alteration Agreement and the requirement for the Town to pay 25% of the costs of constructing the RM portion of Betteridge and Emerald Park Roads.

- 5. The Town agrees to work jointly with the RM on mutual concerns regarding drainage and drainage management. The RM has paid \$48,000 for a Drainage Study for those lands affected in the surrounds of Emerald Park Road. The map attached hereto in Schedule "B" provides percentages of the improvements and drainage benefits to the RM and to the Town in a rate of 65%/35% respectively. Based on that percentage the Town agrees to pay 35% of the total cost of the Drainage Works. The total cost to include cost of the study, cost of the development of the drainage and maintenance.**

To date, the Town has paid 35% of the costs of the study work and the design of drainage works across the Tarowski lands as this was the initial plan to control drainage from Aspen Village Estates.

I wrote to you on September 14, 2016, outlining the Town's concerns with respect to using the Tarowski lands to provide drainage to Aspen Village Estates. In this email, I provided comments to you from the Water Security Agency, directing the RM use the existing drainage swale as had been approved by the RM in the Aspen Village Estates Subdivision design.

At the October 14, 2016 meeting at Walker Projects in Regina, the RM and the Town discussed the plans to drain Aspen Village Estates using the existing drainage swale between the Tarowski lands and Aspen Village.

At this meeting, there was agreement on the following points:

1. That the project to drain Aspen Village Estates and other RM lands across the Tarowski lands be abandoned;
2. The RM agreed to enhance the existing drainage swale along the back of the properties in Aspen Village Estates, and the cost of this would be borne by the RM;
3. The RM agreed to start the process to expropriate required land from Aspen Links Golf Course to build or enhance the existing drainage ditch, at RM cost;
4. The RM and the Town agreed that a control outlet structure will be constructed between Aspen Village Golf Course and an existing drainage channel south of the golf course property;
5. Total cost of the control structure project is to be presented to property owners or developers to establish their contribution prior to the municipalities up-fronting the costs of the project; and
6. It was agreed that the control structure project was to include a drainage ditch enhancement from the control outlet to Betteridge Road.

After a December 8, 2016 email forwarded to yourself regarding these points, the Town received notification from you on December 16, 2016 that the RM did not agree to the above points and instead indicated that both Council's agreed to the provisions of item #5 in the Boundary Alteration Agreement.

Throughout this process, the Town has been committed to working jointly with the RM on mutual concerns regarding drainage and drainage management in the White City/Emerald Park Subdivision areas. The Town committed to exploring the drainage options across the Tarowski lands and worked with the RM to select a proper design for this purpose. However, upon further investigation

the Town discovered that the existing drainage swale was part of the Aspen Village Estates development plans, that the RM failed to register easements across the abutting lots and failed to execute the terms of its own development agreement with the developer of that subdivision. It appears this information was not known to Council nor the former Town Manager during the negotiation of the Boundary Alteration Agreement.

As I provided previously, the Water Security Agency, in a July 18, 2014 letter to the RM indicated it would not recommend closure of the Aspen Village Estates drainage ditch and directed the RM to work with Aspen Village Properties Ltd. and Clear Vistas Properties Ltd. to construct an outlet ditch on the west side of the Tarowski lands to control the water levels in the golf course ponds and eliminate flooding on the Tarowski lands. The Town agrees with the position of the Water Security Agency.

From the Town's perspective, the terms of the Boundary Alteration Agreement with respect to working jointly with the RM on matters of drainage in the White City/Emerald Park Subdivision areas will continue to require collaboration and cooperation to ensure residents and current landowners are not adversely affected by additional drainage because of new development.

- 6. The Town agrees to pay the RM tax loss compensation in the amount of 15 times the 2015 municipal taxes levied to a total of \$63,867.00 within 30 days of Ministerial approval.**

Payment of \$64,867.00 to the RM was made in November, 2015.

- 7. Any tax arrears owing to the RM of Edenwold No. 158 at the end of December, 2015 with respect to the lands, be paid by the Town of White City to the RM of Edenwold No. 158; and further any and all arrears and penalties be transferred to and become payable to the Town of White City.**

Completed.

- 8. The Town of White City and the RM of Edenwold No. 158 agree the effective date of the boundary alteration is the date the boundary alteration is approved by the Ministry of Government Relations, and the effective date for taxation for the Town of White City is to be January 1, 2016.**

Completed.

- 9. The Town and the RM agree to proceed with developing an inter-municipal agreement to form the basis of any future boundary alterations within the Joint Management Growth Planning Area as identified in the Town's Future Land Use Map attached hereto in Schedule "C".**

The Town's Official Community Plan adopted a policy of promoting inter-municipal cooperation to facilitate strong partnerships, joint infrastructure planning and coordination of local development.

In doing so, the Town will work with members of the White Butte Regional Planning Committee and specifically the RM regarding land use, land use planning and development matters.

To date, I am aware of two or three meetings held between the Town and RM concerning the Joint Management Growth Planning Area. Some attempt has been made to provide notification to each municipality on development proposals in the area and discussions have taken place with respect to potential development conflicts. Additionally, the Town has been invited to respond to development proposals within the RM and we have provided comments.

We have become aware that the RM is conducting an early stakeholder review of its existing Official Community Plan for updating the plan. As you can appreciate, the Town has an interest in the direction of an updated Official Community Plan and would want to ensure the Town and the RM's Official Community Plan's remain compatible with respect to development in the White City/Emerald Park Subdivision area.

The Town's policy also includes a statement of cooperation to work with the RM to develop a Boundary Alteration Memorandum of Understanding that will guide annexation of lands within the White City/Emerald Park Subdivision area.

It is clear the Boundary Alteration Agreement contemplated the development of an agreement between the Town and RM with respect to boundary alterations within the Joint Management Growth Planning Area. In view of this, I would invite the RM to begin talks on executing this part of the Boundary Alteration Agreement with a goal of having this completed by December 31, 2017.

10. The Town agrees to not pursue the incorporation of the W1/2 15-17-18 W2 into White City in the future.

At this time, the Town does not have plans to request the addition of the W1/2 15-17-18 W2 into the Town.

The annexation or alteration of boundaries between the Town and the RM should be part of the negotiation framework contemplated in article 9 above.

As indicated, the Town remains committed to jointly addressing the terms of the Boundary Alteration Agreement. In doing so, I would suggest a regular monthly meeting date be established to address the terms of this agreement and other areas of mutual concern.

Sincerely,



Ken Kolb
Town Manager



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White City, SK. S4L 5B1

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February 26, 2019

SENT VIA ELECTRONIC MAIL
AND CANADA POST

Mr. Kim McIvor, CAO
RM of Edenwold No. 158
100 Hutchence Road
Emerald Park SK S4L 1C6

Dear Mr. McIvor;

RE: RM of Edenwold No. 158 – New Official Community Plan

We are aware the RM recently released its Municipal Action Plan – February 2019, which highlighted several new policies to be written in the RM's new Official Community Plan (OCP).

We are aware that the RM has been undertaking consultations regarding its new OCP with residents, ratepayers, businesses and major stakeholders. Consultations are an important part of the development of significant long-term policies for any municipality.

In February 2017, the Town requested advance consultation with the RM concerning its new OCP to ensure compatibility with the Town's land use planning policies and future growth in the White City area and the joint management planning area.

With the imminent release of the RM's OCP, the Town is again requesting consultation with the RM regarding its new OCP prior to the adoption by Council.

Sincerely,

Ken Kolb
Town Manager

From: [Jana](#)
To: [Jana](#)
Subject: Draft Official Community Plan and Zoning Bylaw
Date: June 6, 2019 3:50:03 PM
Attachments: [image001.png](#)

Good afternoon,

The RM of Edenwold is currently in the process of developing a new Official Community Plan (OCP) and Zoning Bylaw. The purpose of an Official Community Plan is to guide future growth throughout the municipality, enhancing predictability and compatibility of new development. The OCP articulates the RM's growth strategy and presents the municipality's policies regarding land use, comprehensive project planning, land development, infrastructure development and more. The Zoning Bylaw details development procedures, land use regulations and development standards, which are tools to be used to implement the vision, objectives and policies of the OCP.

Drafts of both documents can be viewed on our website: www.rmedenwold.ca/planning/ocp. A hard copy is also being submitted to your office.

As a neighbouring jurisdiction, we welcome your questions and comments about our Draft OCP and Zoning Bylaw. If you would like us to present to your staff and/or council, we would be happy to arrange a meeting any time in the next few weeks.

Comments can be submitted by:

1. Contacting the RM's Planning Department.

Jana Jedlic:	306-347-2967	planning.rm158@sasktel.net
Jessica Mitchell:	306-347-2963	jm.planning.rm158@sasktel.net
Marcina Hodgins:	306-347-2965	mh.planning.rm158@sasktel.net

2. Attending an Open House. We will be hosting two Open Houses to discuss the new Zoning Bylaw and Official Community Plan. The Open Houses will be located at the RM office in Emerald Park on June 26th from 2 p.m. to 8 p.m. and on June 27th from 2 p.m. to 8 p.m.

Please note that the Official Community Plan and Zoning Bylaw are drafts at this time and have not been officially adopted. We are open to all feedback and have the ability to make amendments as required. A timeline showing the anticipated adoption process of the new Official Community Plan and Zoning Bylaw is available on our website: www.rmedenwold.ca/planning/ocp.

Thank you and we look forward to receiving your comments.

Sincerely,

Jana Jedlic



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July 19, 2019

SENT VIA CANADA POST AND ELECTRONIC MAIL

Jana Jedlic, Manager of Planning and Development
Rural Municipality of Edenwold No. 158
100 Hutchence Road
Emerald Park, SK S4L 1C6

Dear Ms. Jedlic:

RE: RM of Edenwold No. 158 Draft Official Community Plan and Zoning Bylaw Review

Thank you for this opportunity to provide comments on your municipality's Draft Official Community Plan (OCP) and Zoning Bylaw (ZB). We view this exercise as an opportunity to learn about the RM of Edenwold No. 158 (RM) plans and objectives and as an opportunity to identify areas where we can work together as regional partners. I am sure you can appreciate the significant impact of these important documents on the continued growth of the Town of White City, the neighbouring municipalities and First Nations, and the well-being of the region.

Consultation is an important part of the development of significant long-term policies for any municipality. On multiple occasions, the Town requested advance consultation with the RM concerning its new OCP to ensure compatibility with the Town's land use planning policies and future growth in the White City area and the Joint Management Planning Area. Unfortunately, this window was missed, and the OCP and ZB are perceived as written with the intention of approaching the Town after its adoption to impose inter-municipal cooperation, communication and annexation frameworks not mutually agreed or developed in a "mutually-respectful and collaborative manner".

Please see the following comments with respect to each of the documents;

Official Community Plan – Bylaw No. 2019-19

Section 2.4. Growth Management Strategy

**NOT CONSIDERED
BY RM ON BYLAWS**

The OCP describes the factors that played a role when identifying the RM's Development Overlay Area. Among others, the development plans for neighbouring municipalities was considered. However, the currently adopted and approved development plans and future growth areas identified in the neighbouring municipalities are not included or represented in any of the reference maps of the OCP, including the Future Land Use Map (Map 7A) Development Overlay Area.



It would be of great benefit for coordinated development of the region to include the future growth areas of the Town of White City, the Town of Pilot Butte and the Village of Edenwold to show where these communities can grow in the future.

It is important for the future sustainability of these communities and the ability to grow in areas that are compatible with existing development to have a consistent long-term land use strategy and to efficiently manage infrastructure and delivery of community services.

Section 2.5.4. Development Overlay Area

**NOT CONSIDERED
BY RM ON BYLAWS**

Clarification should be provided as to the legal status of the Emerald Park Area pursuant to provincial legislation.

Saskatchewan currently has 774 urban, rural and northern municipalities. In southern Saskatchewan there are 749 incorporated municipalities. Of these 749 municipalities 453 are urban municipalities which includes; 16 cities, 147 towns, 250 villages, and 40 resort villages.

While there is no doubt the Emerald Park Area is of an urban “nature”, Emerald Park is not an incorporated municipality. Given the juxtaposition of the two urban communities, the view of Emerald Park as an incorporated municipality makes no sense and fosters the prospect of inefficiency, duplication of services and sub-optimal management of infrastructure and the delivery of community services. The proposed policies in the OCP seek to continue to divide the community and promote inconsistent development. The White City area represents a strategic growth area for the province. Recognizing the need to unify the existing urban complex into one urban municipality will provide the foundation for consistent long-term land use planning and development within one of the fastest growing areas in Saskatchewan and ensure consistent policies, costs and governance.

Section 3.1.2. General Land Use and Development Policies, 1. Conformance with OCP, Sector Plans and Concept Plans

**CONSIDERED BY RM
ON BYLAWS BY
REVIEWING
SUBSECTION B. AND
GIVEN COUNCIL THE
RIGHT TO DECIDE**

Changes to municipal policies should not be a guarantee to those development proposals that don't fit within the policy adopted by Council, especially when these changes may have significant ramifications in the wellbeing of its residents and the adjacent communities. White City recommends the review of subsection b. to change the statement of this paragraph from its current affirmative nature to clearly specify that Council has a right to decide whether to amend municipal policies to accommodate a development and it is not an obligation of Council.



Section 3.1.2. General Land Use and Development Policies, 3. Complementary and Compatible Development

NOT CONSIDERED BY RM ON BYLAWS

In order to avoid future potential land use conflicts, consultation with the adjacent municipalities shall not be limited to those proposed developments deemed to have an impact on the adjacent municipality by the RM. White City considers that all proposed developments within the Joint Management Planning Area should as a matter of practice be referred to White City for review, regardless of whether or not development is related to a specific subdivision request. This will ensure the proper consultation and help to achieve compatible development and land use within the White City area.

CONSIDERED BY RM ON BYLAWS BY ADDING REFERENCE TO OTHER MUNICIPALITIES

Section 3.1.2. General Land Use and Development Policies, 6. Consultation

Although a separate section nevertheless in-line with the comments above, section 6. Consultation should as a matter of practice include the Towns of Balgonie, Pilot Butte, White City and the Village of Edenwold as the existing adjacent incorporated urban municipalities.

CONSIDERED BY RM ON BYLAWS BY ADDING THE SUGESTED POLICY

Section 3.2. Transportation Networks, 3.2.2 Objectives

As effective and efficient transportation networks are a key factor in the sustainability of a community or region, White City believes that transportation planning and transportation network coordination and consultation between municipalities should be an important objective included in this section. The area between the overpasses is a natural planning area that will enhance opportunities for businesses and residents and improve the access and egress to and from the community. Establishing an intelligent and well-connected transportation network is a significant long-term planning requirement. A quick look at a civic map confirms that today's White City is land-locked.

To develop in a responsible and cost-effective manner the community is in need of an efficient transportation network that links it to the regional transportation system, capitalizes upon economic development opportunities and provides efficient and safe traffic management. These services simply cannot be efficiently, and cost effectively provided with a transportation system developed on an ad-hoc basis and policies that promote the perpetuation of disconnected and inefficient transportation networks.

Section 3.2.2. General Transportation Policies, 3. Complementary and Compatible Development

NOT CONSIDERED BY RM ON BYLAWS

In order to avoid future potential transportation connectivity conflicts or deficiencies, consultation with the adjacent municipalities should be considered. To this respect White City recommends that all proposed developments within the Joint Management Planning Area be referred to White City for review regardless of whether or not they are related to a subdivision. This will ensure the proper consultation and consistent application of transportation policies



within the White City area. We acknowledge this matter has been addressed somewhat in Section 3.2.3. Road Policies, 7. Regional Planning and Projects, nevertheless, it is important to emphasize these consultation requirements in the general transportation policy section.

Section 3.3.2. General Utilities, Services and Infrastructure Policies

**NOT CONSIDERED
BY RM ON BYLAWS**

As stated previously, emphasis should be given to consultation with the Towns of Balgonie, Pilot Butte, White City and the Village of Edenwold as the existing adjacent urban municipalities. As growth continues, the provision of expanded community services and infrastructure becomes a critical priority. Uncoordinated service delivery will become increasingly overlapped and inefficient.

Without tangible municipal policies and commitments to coordinated service delivery, the need for a consolidated community, guided by a comprehensive planning framework which identifies well in advance the community needs and provides a well-organized land base to support the timely development of these facilities and services becomes more evident.

3.10.3 Country Residential Lands Subdivision Policies

**NOT CONSIDERED
BY RM ON BYLAWS**

White City is encouraged to see the inclusion of municipal consultation requirements for new country residential proposals adjacent to an urban municipality or within a Joint Management Planning Area. There are numerous circumstances where the lack of such policies has exacerbated municipal differences, increasing the gap between municipalities and negatively impacting the growth of the community. A clear example of this is the Hunter Creek Estates development. This development has a clear and evident direct impact on the services and transportation networks and traffic flow within White City and no ability for joint management or contribution towards capital. The inclusion of policies that promote cost sharing arrangements between municipalities and developers to support the region as a whole is a clear need.

3.10.6 Multi-Parcel Mobile Home Parks Policies

**NOT CONSIDERED
BY RM ON BYLAWS**

Emphasis should be given to consultation pertaining to new multi-parcel mobile home park proposals adjacent to an urban municipality or within a Joint Management Planning Area.

3.11. Urban Residential Lands (Emerald Park)

**NOT CONSIDERED
BY RM ON BYLAWS**

As noted above, while there is no doubt the Emerald Park Area is of an urban “nature”, Emerald Park is not an incorporated municipality. The view of Emerald Park as an incorporated municipality and the evident intent to ignore the existence of White City and important development initiatives such as the Town Centre, will continue to divide the community and promote inconsistent development.



The Town of White City Town Centre initiative has been developed with the intention of providing a much-needed community downtown or heart of the community, not just for White City but for Emerald Park and the community as a whole. This initiative has not been acknowledged or mentioned anywhere in the OCP. Instead the OCP, and in particular the policies surrounding Emerald Park and urban residential development, seek to isolate the communities, continue to duplicate services and divide and control rather than cooperate and manage growth jointly.

Nevertheless, White City is encouraged to at the very least see municipal consultation requirements within this section as an objective to ensure compatibility with existing and planned developments in the Town of White City. This statement however, should be included as a policy in subsequent sections 3.11.2. and 3.11.3, and the Municipal Action Plan, respectively.

3.12. Community Service and Institutional Lands

**NOT CONSIDERED
BY RM ON BYLAWS**

Community and institutional services, facilities and amenities are fundamental to the well-being of our community. White City commends you for the inclusion of objectives and policies that encourage the development of joint-use facilities in the region. To help achieve this objective and better coordinate the development of these facilities, White City recommends this section be revised to add municipal consultation with nearby/adjacent municipalities as a way to appropriately ensure that community service and institutional activities are carried out in such a way as to minimize disruption of nearby/adjacent communities (3.12.2.(3.) & 3.12.3.(2.)).

3.12.4 School Site Policies

**NOT CONSIDERED
BY RM ON BYLAWS**

As the region grows there are increasing pressures to expand education, recreation and community services and provide them in a logical and cost-effective manner to all residents. Without question, the approach being used in all progressive cities and strongly supported by provincial funding programs is the development of comprehensive, integrated joint use facilities, properly planned and coordinated for the benefit of the community or region. Complementary placement of a new high school in proximity to recreational complexes and green space will help harmonize service delivery and reduce overall cost for infrastructure that will not need to be duplicated.

With this in mind, it is imperative that policies within municipal planning documents clearly identify the need for coordination with adjacent municipalities that are without a doubt, part of the catchment area and have a significant percentage of the population requiring the facilities. The general location of the potential sites shall be evaluated not only in consultation with the Prairie Valley School Division, and the Ministry of Education, as stated in the OCP, but in consultation and coordination with those adjacent urban municipalities that are going to directly contribute to the need of the facility.



Section 3.12.4. of the OCP does not consider the Town of White City as a significant area of influence and an important key component for the need of new educational facilities and services. This is counterproductive to the approval processes, has delayed the location of a high school in White City area or south of Highway No. 1, and puts the Ministry and others at odds with local politics when they have to make a decision one way or the other.

4.1. Inter-municipal Cooperation

**NOT CONSIDERED
BY RM ON BYLAWS**

Inter-municipal cooperation, collaborative planning and development goes beyond development notifications between municipalities. The broad generalization about cooperation with neighbouring municipalities in Section 4.1 of the OCP ignores the geographic arrangement of the Town of White City, the Town of Pilot Butte, the Town of Balgonie and the Village of Edenwold and the intricate influence of these municipalities on the development of the RM and vice versa.

White City is pleased to see the current Joint Management Planning Area included in the proposed Future Land Use Map, however, the OCP fails to recognize that urban municipalities have a right to grow by not including urban growth areas around each urban municipality. The Future Land Use Map fails to consider the future growth plans of all the adjacent urban municipalities within the area, regardless of whether these growth plans have been approved or are in the process of being approved.

The Town of White City has a Future Land Use Map that was initially developed in consultation with the RM planners and subsequently endorsed and approved by the Ministry of Government Relations. The Town of Pilot Butte has a Future Land Use Map which includes a Regional Area of Planning Interest (joint planning management area) endorsed and approved by the Ministry of Government Relations. The Town of Balgonie has a Future Land Use Map endorsed and approved by the Ministry of Government Relations which only notes growth areas within the current boundary but may benefit from a mutually agreed joint management planning area. The Village of Edenwold Official Community Plan and Future Land Use Map which includes a Joint Management Planning Area is currently under review by the Ministry of Government Relations and has been reviewed by the RM.

Furthermore, while the Joint Management Planning Area with the Town of White City is acknowledged and discussed in the OCP, the Municipal Action Plan does not acknowledge or provide actions related to municipal cooperation and coordination with the Town of White City.

As an example; the promotion and addition of recreational amenities in Country Residential Area surrounding White City represents a great opportunity to collaborate and work together for a better pedestrian network. The same could be included for those areas within the Emerald Park Residential Community



along with intermunicipal coordination of development to ensure compatibility and the mutual benefit of the community.

Public transit services for the area is a mutual interest not only for the RM and White City but most likely for the Towns of Balgonie and Pilot Butte, including specific coordination with the said municipalities in the Municipal Action Plan will greatly contribute to acknowledging the existence of these municipalities and clearly demonstrate an interest to work together.

4.2. Annexation

**NOT CONSIDERED
BY RM ON BYLAWS**

White City agrees with the following statement of the OCP; “The annexation process is necessary for the continued economic development of all communities located within or adjacent to the RM’s jurisdiction”. However, “in order to ensure a responsible, fair, collaborative and transparent process”, an annexation framework can not be developed and imposed by one municipality as suggested in the OCP. The 2015 Boundary Alteration Agreement included an item intended to initiate the conversation towards a municipal cooperation, communication and annexation frameworks mutually agreed and developed in a mutually respectful and collaborative manner. Unfortunately, this item was ignored and never pursued as an option for truthful municipal coordination and cooperation, regardless of White City’s numerous intents to start the conversation.

Urban municipalities have the right to grow, this growth will always benefit the economic growth of the region, including the RM. Given the sensitive nature of this topic, White City would like to see the Annexation Framework proposed by the RM, please forward it to our attention at your earliest convenience.

Zoning Bylaw – Bylaw No. 2019-20

Zoning Districts

There is a narrow list of permitted uses in the Zoning Bylaw for each land use. Development is best served by having a wide range of permitted uses rather than needing to direct most new development into a review/approval process dictated by the discretionary use process.

The agricultural lands in the RM are all within close proximity to multiple thriving urban municipalities. Such closeness should support a wide range of local agricultural product development and service into urban areas, many of which are very high value that can exist profitably on small land parcels. Yet the draft bylaws are clearly directing the consolidation of agricultural lands into larger and larger land blocks. A reduced agricultural site area for an agricultural commercial activity is only permitted at Council’s discretion and for the purpose of farmland consolidation, estate planning settlement, farm debt restructuring or as a result of a permitted or discretionary subdivision or due to topographical or physical limitations or where legitimate discretionary agricultural activities



require a lesser amount. Perhaps reduced agricultural site area for an agricultural commercial activity should be permitted uses to support high value crops on small land parcels. This will give existing landowners the opportunity to sell to different agricultural interests rather than solely to larger agricultural operators, while increasing tax revenues and taking advantage of the RMs proximity to multiple thriving urban municipalities.

Zoning District Maps

Zoning District Map # 10 is missing.

Thank you for the opportunity to review and provide comments on these important documents. As the bylaw adoption process moves forward, the Town will make sure to provide further comments before the required public hearing takes place and the bylaws are adopted by Council or prior to ministerial approval. Should you have any questions please do not hesitate to contact me at your convenience.

Sincerely,



Mauricio Jiménez
Town Planner



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Your way of life

November 19, ~~2018~~ 2019

Reeve Mitchell Huber
RM of Edenwold No. 158
Box 10
BALGONIE SK S0G 0E0

Dear Mr. Huber and Council,

Re: Public Hearing - Bylaw 2019-19: Official Community Plan & Bylaw 2019-20:
Zoning Bylaw

On behalf of the Town of White City (Town), I want to thank you for the opportunity to review the Draft Official Community Plan (OCP) and Zoning Bylaw (ZB) for the RM of Edenwold No. 158 (RM).

To be effective and proactive, every municipality requires a long-term outlook to map out a plan for its future. Without it, there is no plan, and there is no ability to understand what the future state could be. By adopting a 20-year vision and planning strategy, the RM clearly understands the importance of long-term planning and recognizes the need for a long-term comprehensive policy framework for our communities. The short-term ad-hoc development model is no longer the best option.

In reviewing the policies within the Draft OCP there is an important distinction to be made between interpreting these policies as they apply to the entirety of the RM and the implications these policies have on cooperative inter-municipal development between the RM and the adjacent urban municipalities within the Development Overlay Area (DOA).

It is clear from the policies contained in this draft OCP that the RM is actively pursuing intensive urban development within the DOA and around the communities of White City, Pilot Butte and to a lesser extent Balgonie. While the Town does not wish to inhibit growth within the RM and the RM's ability to diversify its assessment base, pursuing policies of intensive urbanization will create tension and unproductive, inefficient competitive behaviour between the RM and its urban neighbours.

While the overriding development goal of the RM is to "form a number of communities that fall along the rural-urban spectrum," pursuing this vision will continue to create:

- confusion for citizens about representation and service provision,



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Your way of life

- conflict and non-cooperative relations between rural and urban municipalities as competition for land development and economic growth increases,
- an inequitable distribution of property taxes to fund urban services; and
- non-strategic development.

The DOA is a primary focus in this OCP and is where the RM wants to direct the majority of clustered residential, commercial, recreational, community service, institutional and light industrial developments. These types of developments normally require a full spectrum of urban municipal services and they benefit from the proximity to existing services, residents and the convenient access to the local network of major highways. Without a clear and transparent set of rules for the management of urban development within the urban fringe, the underlying policies for urban containment imbedded in the OCP, will continue to inhibit the growth of the municipalities in the DOA and exacerbate the issues noted above.

The OCP also makes note of the existing Joint Management Planning Area (JMPA), considered to be an area of mutual interest by the RM and the Town. While the OCP states “the RM will continue to collaborate with the Town on development within the JMPA”, it directly contradicts itself in Section 3.12.4 (1) with the adoption of exclusionary policies regarding location considerations of potential school sites.

Section 3.12.4(1) (a) uses language that advocates for the location of school sites within Emerald Park “only”, but excludes mention of other towns in the DOA, namely the directly adjacent Town of White City. This is a non-cooperative policy being codified within a bylaw that actively promotes the exclusion of the urban communities within the DOA from urban service provision and locational decisions which has a dramatic impact on the growth and development of those communities.

The statement of cooperation within the JMPA is further contradicted in the Future Land Use Map included in this OCP. The Future Land Use Map fails to consider the future growth plans of all the adjacent urban municipalities within the area, regardless of whether these growth plans have been approved or are in the process of being approved.

The “intent of the JMPA is to ensure complementary development in both jurisdictions”, however, little progress has been made on developing a memorandum of understanding or mutually agreed annexation processes to properly manage the JMPA.

This is an opportunity to negotiate a memorandum of understanding or an inter-municipal development agreement for the JMPA prior to the adoption of the OCP. Developing a mutually agreed set of rules, within the purview of *The Planning and Development Act, 2007*, would provide assurances to both the RM and the Town of White City that the agreement effectively addresses both municipalities planning and development interests. Similarly, the Towns of Pilot

NOT CONSIDERED
BY RM ON BYLAWS

NOT CONSIDERED
BY RM ON BYLAWS



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Your way of life

**NOT CONSIDERED
BY RM ON BYLAWS**

Butte and Balgonie would benefit from the establishment of a JMPA and associated inter-municipal agreements between themselves and the RM to mitigate potentially conflicting development on their boundaries and prioritize joint land use planning and development matters.

Given the underdeveloped state of the JMPA, Draft OCP policies promoting development within it are premature as both municipalities have not yet agreed on defining the roles of each municipality nor how each municipality is to be consulted on different types of planning and development proposals or projects. This includes not only the policy language surrounding the intensification of development within Emerald Park but includes development within the Emerald Park and Butte Business Districts within the JMPA, and how institutional uses are sited, such as the identified school sites referred to in Section 3.12.4(1) (a).

In addition, the OCP's language around annexation (Section 4.2) appears to be a lightly veiled reference to the intermunicipal relationship with the Town of White City. In the absence of a mutually agreed annexation processes, every annexation attempt by an urban municipality within the DOA will continue to be interpreted as hostile and a process that creates winners and losers. A clear example is the 2015 Boundary Alteration Agreement and the unwillingness to participate in discussions regarding a mutually agreed upon annexation framework agreement. Without a clear framework and dispute resolution mechanism to manage a JMPA and future annexations any policies within the OCP are simply words without substance.

The 20-year long-term vision of the OCP is evidence that our communities are growing and with this growth it is time to shift the planning model. In-line with provincial interest and the long-term planning vision now proposed by the RM OCP, the Town of White City recognizes the importance of managing growth in a well-planned and cost-effective manner and has adopted a 25-year long-term planning horizon going forward. This planning horizon is directly linked to the annexation formally presented to the RM, and which has yet to be resolved.

For the Town of White City, development within the JMPA or the DOA is further complicated by the current annexation application for lands within the RM. This annexation is understandably a sensitive topic for both municipalities as it involves annexing Emerald Park along with substantive development that has occurred on the periphery of White City. The potential impacts that this annexation application have on a future JMPA and in fact many of the urbanization and intensification policies within the Draft OCP furthers the argument that the RM should postpone the Draft OCPs completion until a decision is made on the annexation application.

**NOT CONSIDERED
BY RM ON BYLAWS**

In conclusion, without a clear and transparent set of rules, the active promotion of the urban-scale development directly adjacent to the adjacent urban municipalities, intensifies competition for development and will lead to future servicing inefficiencies and unnecessary duplication.



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BY RM ON BYLAWS**

Considering the potential impacts that the annexation request have on a future JMPA or an intermunicipal development agreement (both spatially and in content), it is our recommendation that the RM postpone the Draft OCP completion and adoption until a decision is made on the annexation application and a new JMPA is established and formally adopted by both Councils through a memorandum of understanding or an inter-municipal development agreement.

Sincerely,

Bruce Evans
Mayor
Town of White City

From: [Jana](#)
Cc: ["Jessica Mitchell"](#); ["Susan Stevenson"](#)
Subject: RM of Edenwold - OCP and Zoning Bylaw Update
Date: December 20, 2019 11:56:28 AM
Attachments: [image001.png](#)

Good afternoon,

The RM of Edenwold is now in the final phase of completing our new **Official Community Plan** and **Zoning Bylaw**.

Process to Date

The planning documents were released in draft form back in June of this year. Over the summer months, consultation was carried out regarding the drafts and a number of changes were made in response to feedback. The revised versions of the documents and a proposed new commercial contract zone for the Aspen Links Golf Course were then presented to Council on October 8th, 2019 at which time Council gave first reading to each of the following three bylaws:

- Bylaw 2019-19: Official Community Plan
- Bylaw 2019-20: Zoning Bylaw
- Bylaw 2019-48: Aspen Links Commercial Contract Zone

A public hearing was held on November 19th, 2019 to receive comments on the bylaws. The hearing was well-attended and most of the feedback was positive and supportive. A number of suggestions were received to make further improvements to the bylaws especially with respect to matters related to development near railways and pipelines. Council appreciates the time and effort contributed by residents and other stakeholders to participate in this process.

Next Steps

Based primarily on the comments received at the November 19th public hearing, final alterations are proposed to each of the three bylaws. The alterations are detailed in a "Proposed bylaw alterations" chart that can be downloaded at the following link: <https://rmedenwold.ca/planning/ocp>.

The Council of the RM of Edenwold will hold a public hearing to receive feedback specifically on the proposed final alterations. **The public hearing will be held on January 14th, 2020 at 7:00 pm in Council Chambers at 100 Hutchence Road in Emerald Park.** The discussion at the public hearing will be limited in scope to the proposed alterations to the bylaws only.

We invite everyone to attend the hearing. If it is not possible for you to attend, but you wish to provide a written submission, please feel free to send an email or letter with your comments with attention to the planning department. In your submission, please include a reference to the specific item from the "Proposed bylaw alterations" chart to which your comments pertain. Written comments will be accepted until 6:30pm on January 14th, 2020.

Thank you to everyone who has provided feedback and participated in the creation of these important strategic planning documents for the RM of Edenwold!

Happy Holidays!

Jana

Jana Jedlic, M.U.P., B.A., MCIP, RPP
Manager of Planning and Development
RM of Edenwold No. 158
306-347-2967
planning.rm158@sasktel.net
Community Proud

My office hours are 9am to 5pm, Tuesday through Thursday.



APPENDIX
Amended 2021 Census Count Materials

D



15 June 2022

Mauricio Jiménez
Town Planner, Town of White City
mjimenez@whitecity.ca
Town of White City, Saskatchewan

**Subject: 2021 Census Population and Dwelling Counts – White City, SK
(Census subdivision #4706030)**

Dear Mr. Jiménez,

In response to your request, a detailed review of the 2021 Census population and dwelling counts for the Town of White City has been undertaken. The investigation involved a review of maps, enumeration records and census data in order to verify boundaries and ensure that all population and dwellings were correctly allocated within those boundaries. The maps and audit information provided by the town were examined in this process.

The results of the review confirm the existence of a boundary error between the Census Subdivisions of White City and Edenwold No. 158, in the area known as Emerald Park. The boundaries have now been corrected for the 2026 Census, and the population and dwellings listed in the affected areas of Edenwold No. 158 have now been added to the counts for White City.

The review of the 2021 Census data identified 37 dwellings occupied by 129 usual residents that had been counted in Edenwold No. 158 but are located within the corrected boundaries of the town of White City. Another two dwellings occupied by 10 usual residents had been counted in White City but are located within the corrected boundaries of the RM of Edenwold No. 158. The net total of 35 dwellings and 119 persons will be added to the dwelling and population counts for White City.

The investigation also determined that another 34 dwellings located within the corrected boundaries for White City (on Fairway Crescent and Fairway Road) had been allocated there already. Those 34 dwellings and 107 persons are included in the original published data for the town.

The 2021 Census counts for the Census Subdivision (CSD) of White City have been recompiled and the published and revised counts are shown in the table below:



CENSUS • RECENSEMENT

Published and Revised Counts for 2021

2021 Census	Population		Private Dwellings occupied by Usual Residents		Private Dwellings Other (unoccupied + occupied by Foreign or Temporary Residents)		Total Private Dwellings	
	Published counts	Revised counts	Published counts	Revised counts	Published counts	Revised counts	Published counts	Revised counts
White City (T) #4706030	3702	3821	1176	1211	24	24	1200	1235

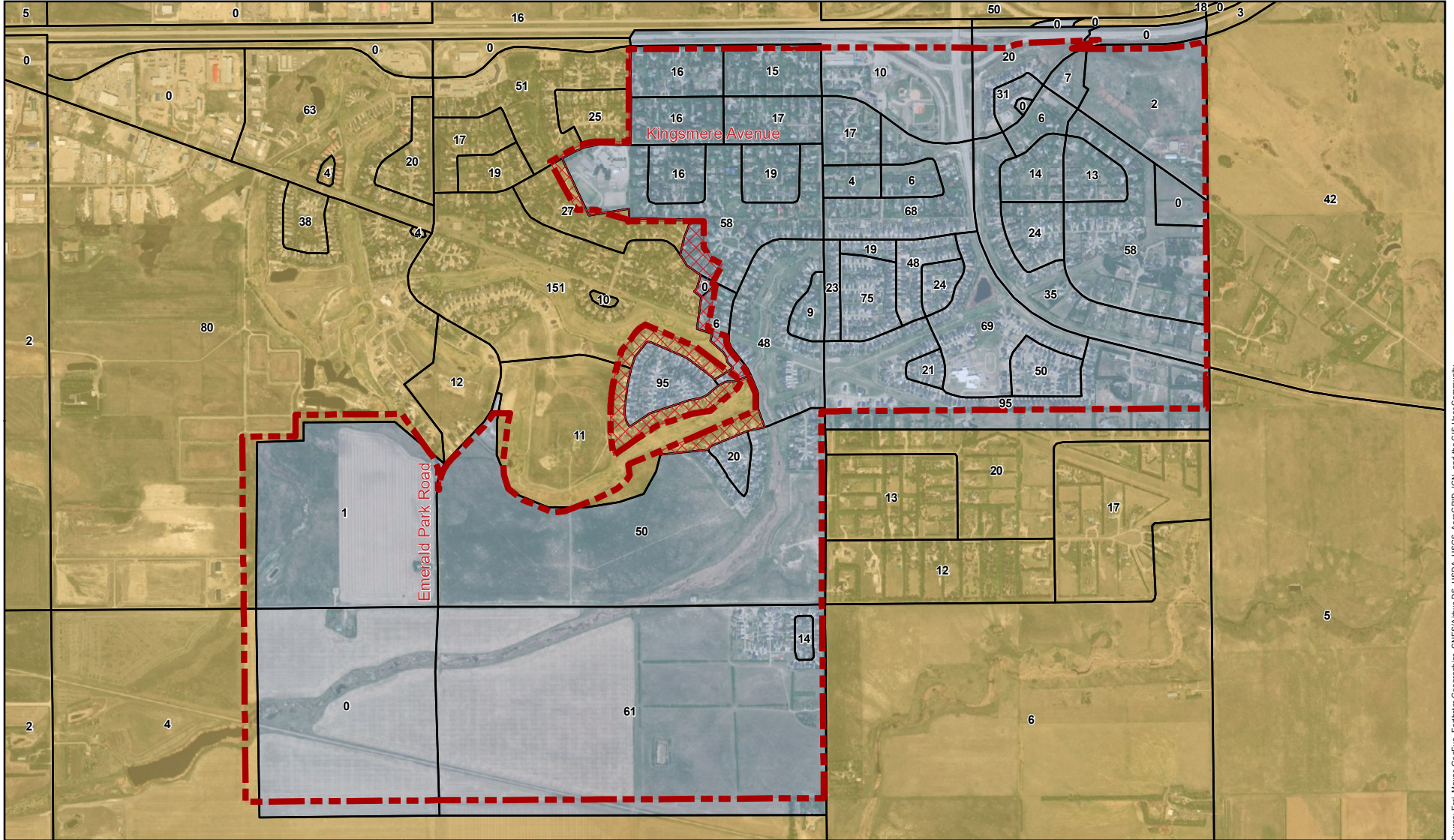
In accordance with Statistics Canada's *Policy on response to formal review requests of 2021 Census population and dwelling counts*, a notification showing the 2021 revised population counts for the Census Subdivision of White City will be published on the Statistics Canada website. The amended counts will be posted within the coming weeks on the page [Reference materials, 2021 Census \(statcan.gc.ca\)](#), where you will find the link to 'Population and dwelling count amendments, 2021 Census' under 'Supporting documentation'.






If you require further assistance, please do not hesitate to contact Darrick Cheuk, Intercensal Manager, Western Region and Northern Territories at 780-224-5904 or by email at: darrick.cheuk@statcan.gc.ca.

Regards,

Lise Rivais
Director, Western Region & Northern Territories
Suite 600 – 300 West Georgia St.
Library Square Tower
Vancouver, BC V6B 6C7

Tolu Oyebode, Director Bureau of Statistics, Government of Saskatchewan
Raymond Afful, Sr. Economic Statistician, Bureau of Statistics, Government of Saskatchewan



-  Town Boundary (According to ISC)
-  2021 Census Dissemination Block
-  Rural Municipality of Edenwold No. 158 (According to StatCan)
-  Town of White City (According to StatCan)
-  Built-Up Urban Area Subject to Boundary Error by StatCan

* Labels present the total private dwelling count for each block as counted by Statistics Canada in its 2021 Census of Population.



1:23,868

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2021 CENSUS TOTAL PRIVATE DWELLING COUNTS BY DISSEMINATION BLOCK

APPENDIX
Excerpts of Martensville 2015 RFP
for Future Growth Plan

E



INFRASTRUCTURE & PLANNING DEPARTMENT

REQUEST FOR PROPOSAL (RFP)

For Future Growth Plan

Issue Date: May 25nd, 2015

Closing Date: June 12th, 2015

Closing Time: 11:00 a.m. Saskatchewan Time (CST)

Delivery Address:

Attention: Bonnie Gorelitza
Planning Manager
City of Martensville
P.O. Box 970
37 Centennial Drive South
Martensville, Saskatchewan
S0K 2T0

1.0 INTRODUCTION

1.1 OVERVIEW

The City of Martensville is seeking competitive proposals for the delivery of an analysis and report to the City's projected future growth and a concept plan for a small portion of land within the future growth area. The recommendations in the report will point the City to the best options for accommodation of future growth based on that analysis.

The City of Martensville is a rapidly growing City in Central Saskatchewan. The City is situated approximately eight kilometers north of Saskatoon and has grown from a small town with a rural feel (population under 5,000) in 2006 to a sub-urban city with nearly double the population (at 9044) in 2014. This rapid influx has brought with it several unique challenges and benefits.

As the City's population increases, new residential, commercial, industrial, as well as recreational and community service expansions will be required. This study aims to identify the most logical servicing plan to develop these lands at the most cost effective means for both the installation and long term life of the infrastructure.

1.2 OBJECTIVES

The Future Growth Plan shall address meeting municipal infrastructure needs for a growing population over the next 25 years, provide a long range land use map, and provide long range capital investment estimates to provide the needed infrastructure dictated by specific population loads.

The report will be divided into two sections. The objective of Part A of this project is to examine the topographical, environmental, and infrastructure limitations within and outside of the City. The purpose in doing so is to facilitate a strategic long term direction and plan for 25 years of growth and determine the most cost effective, environmentally responsible strategy. The outcome of this project will be a critical guiding document to future amendments or development of the Official Community Plan and P4G Regional Plan.

Part B objectives include designing a Concept Plan for the land south of Main Street and adjacent to 10th Avenue South (22-38-5 W3rd). This concept plan shall be based on the findings of Part A of this report.

All recommendations within the report will align with the City's overall approach to growth management set out in the Official Community Plan, the values and goals outlined in the Strategic Plan, with any additional consideration to other local and regional studies that have been completed. Detailed objective are set out in Sections 6.0 and 7.0 of this RFP.

By responding to this RFP, a consultant thereby acknowledges that it has reviewed the process, terms, conditions and reserved rights contained in this RFP, and has voluntarily chosen to participate in this RFP subject to those procedures, terms, conditions and reserved rights.

5.0 **PROJECT TIMELINES**

The City's estimated timeline for this project is

RFP Issue Date: Thursday, May 21st, 2015

RFP Closing Date: Thursday, June 12th, 2015, 11:00 a.m. Saskatchewan Time (CST)

Consultant Selection Deadline: Friday, July 22nd, 2015

The estimated timeline for this project is subject to change at the sole discretion of the City of Martensville.

The successful proponent will include a schedule based upon appropriate milestones.

6.0 **SCOPE OF WORK**

PART A: FUTURE GROWTH STUDY

Examine the topographical, environmental, and infrastructure limitations within and outside of the City to prepare a report. The purpose in doing so is to facilitate a strategic long term direction and plan for 25 years of growth and determine the most cost effective, environmentally responsible strategy. The outcome of this project will be a critical guiding document to future amendments or development of the Official Community Plan.

Key components of the Study will include, but not necessarily be limited to addressing:

- Topography: sewer, drainage
- Transportation connectivity
- Social impacts as it relates to compatible land use distribution
- Water distribution including any major infrastructure upgrades to meet fire flow requirements
- Environmentally sensitive areas that should be excluded from development.

This project is to identify key land use areas, trunk main locations, major drainage outfalls transportation networks including arterials and collectors, as well, as the engineer's estimate of probable costs.

The finished study is to include a high level concept plan showing the most feasible locations for development over the next 25 years. Detailed layouts of local streets and servicing are not necessary for this study. However, arterial streets, force mains, as well as trunk sewer and water mains are required to address connectivity and serviceability of potential subdivisions. The City is encouraging the incorporation of Smart Growth Principles in the development of this concept plan.

PART B: CONCEPT PLAN

In 2009, the East Sector Concept Plan was prepared. Since that time, engineering studies and additional land use constraints and demands have rendered the plan obsolete. The Growth Study as outlined in Part A will replace this plan.

The current Official Community Plan Future Land Use Map identifies Growth Area 1 as the next priority area for development after the area known as Lake Vista has been built out. The remainder of Growth Area I lies south of Main Street and Lake Vista and is known legally as 22-38-5 W3rd. The water reservoir and sewer pumping station located on MU6 were sized to accommodate growth to this entire quarter section of land. Therefore, it is most logically and timely to begin the process of developing a concept plan for this area.

7.0 PROJECT COMPONENTS

Part A

7.1 DEMOGRAPHIC ANALYSIS

A detailed analysis of population statistics will be completed to create a range of demographic projections for the 25 and 50 year time frames.

7.2 FUTURE LAND REQUIREMENTS

The report shall detail what the City's requirements are in the 25 and 50 year term for land. This will be broken down by residential, commercial, industrial, institutional and recreational land uses. This shall be based on the demographic analysis.

The objective of the study is to identify potential land for development in order to support Martinsville's growing population. The final report must contemplate and provide proposed locations for expansion that would be compatible with other proposed land use projections as well as utility and transportation serviceability. This would include feasible locations for commercial and industrial expansion, general areas suitable for active (e.g. programmable park space) and passive (e.g. natural areas) recreation development in relation to the overall layout and land use mix and areas intended for storm water detention / retention must be identified separately from recreation areas. However, the final study should also identify lands which should not be developed not only due to infeasible serviceability, but also for the protection of natural wetlands, woodlands, or other natural features deemed environmentally significant. In addition to proposing environmental reserves on such lands, information should be included on minimizing environmental degradation due to future development.

In addition to the future land needs, the consultant shall provide a detailed constraint analysis to outline the challenges for the future developable land areas currently within the City's boundaries.

7.3 EXPANSION OPTIONS

The report will include a detailed constraint analysis of lands surrounding the City to outline the challenges underlying potential future development areas outside the City boundary. This discussion will inform any recommendations made by the consultant regarding the potential for future annexation applications or other inter-jurisdictional agreements.

A phasing plan intended to inform the City of the most orderly and efficient expansion of the City's Urban Growth Boundary must be included.

7.4 FUTURE INFRASTRUCTURE REQUIREMENTS

The growth analysis shall include specific requirements for infrastructure needs. This will include water and sewer capacity and the estimated timeline and cost for upgrades to existing line, including the requirements for future water reservoirs and pumping stations. The infrastructure section shall also contemplate storm water management with consideration of the potential for more stringent retention requirements in the future under changing climate conditions. The existing and future road networks shall also be evaluated. Lastly, there will be a discussion of any constraints for existing and future service linkages.

Although the report should not include local streets, or sewer and water infrastructure for individual neighbourhoods; locations and specifications should be made for major infrastructure pertaining to:

- **Transportation networks:** Connectivity of future subdivisions must be articulated within the study. Expansion of existing collector & arterial roadways must also be shown in the final report. Multi-use trail systems and future needs for public transportation options, if applicable, may also be included.
- **Trunk Water Mains:** Serviceability of proposed subdivisions must be demonstrated by including preliminary locations and sizing of trunk water mains. Any additional facilities required to attain adequate flows, such as booster stations must also be shown. Any upgrades to existing water infrastructure to accommodate infill and new subdivisions must also be indicated.
- **Trunk Sewer Mains:** Serviceability of proposed subdivisions must be demonstrated by including preliminary locations and sizing of truck sewer mains. Any additional facilities required to connect to existing infrastructure, such as lift stations and force mains must also be shown. Any upgrades to existing sanitary infrastructure to accommodate infill and new subdivisions must also be indicated.
- **Major Storm Drainage:** Serviceability of proposed subdivisions must be demonstrated by including preliminary locations and sizing of truck storm sewers. Any additional facilities required connecting to existing infrastructure and downstream capacities must also be included. Any upgrades to existing storm infrastructure to accommodate infill and new subdivisions such as super pipes or retention ponds must also be indicated. Potential or proposed outfall locations, high risk areas and any watershed delineation proposed or existing must be included in final study.
- Land for potential utility infrastructure (eg. booster stations).

APPENDIX
Martensville 2018 Annexation Approval
News Release

F



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PROVINCE APPROVES ANNEXATION OF LANDS FOR MARTENSVILLE'S FUTURE GROWTH

The City of Martensville has reached a significant point in its growth and on April 3rd, 2018, finalized the annexation of approximately 1550 acres when the municipality received the Order from the Ministry of Government Relations approving the incorporation of additional lands into Martensville's boundaries.

The background and rationale for the annexation was provided in the Future Growth Plan 2040 which outlined that to accommodate anticipated growth until the year 2040 an additional 1,156 to 2,207 acres would be required to support residential, commercial and institutional uses and a population in the range of 16,000 to 25,000 people.

The City formally commenced the annexation process in the Summer of 2017 at the recommendation of the Future Growth Plan and at the request of landowners. The process included consultation and cooperation with land owners, the Rural Municipality of Corman Park, School Districts and the Province.

Lands that were annexed included City owned lands in the south that contain municipal infrastructure as well as city owned lands in the south east. Lands adjacent to the north industrial area were also included as part of the annexation. Also included in the annexation was over 675 acres west of Highway 12.

With the annexation completed, residents in the annexed areas should not expect any changes in lifestyle. With this annexation the City becomes responsible for providing services such as fire protection, garbage removal and road maintenance. Additional services are to be added as areas become built out and infrastructure is put in place as part of the developments. Owners can continue to use their land as they had previously but with the knowledge that future changes in use or new construction will follow City Bylaws and policies.

Mayor Kent Muench noted, "We are proud of how our community has quickly grown and evolved to this point, but we feel with this annexation complete we can shape our own future in one of the country's major growth regions and provide new and better opportunities and quality of life for residents and future residents."

Following the annexation, the City is continuing work on Sector Plans to assist how land will be developed, with two concurrent projects underway; the Martensville West Sector Plan and the Martensville South East Sector Plan.

For more information, contact:
Bonnie Gorelitz
Planning Manager
(306) 931-2166
Martensville.ca

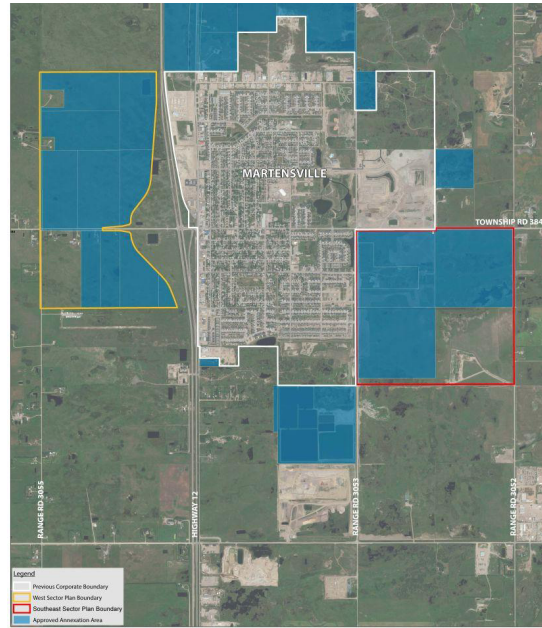


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