



**ONE COMMUNITY.  
STRONGER TOGETHER.**

## **RESTRUCTURING PROPOSAL FOR THE CREATION OF AN INTEGRATED FULL-SERVICE GROWTH COMMUNITY**

PRESENTED BY THE TOWN OF WHITE CITY  
JUNE 2022

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This 2022 Restructuring Proposal for the creation of an Integrated Full-Service Growth Community supersedes and updates the previously presented Restructuring Proposal for the creation of an Integrated Full-Service Growth Community prepared in support of the Town's annexation application and submitted as a formal request for a complementary boundary alteration resolution from the RM of Edenwold No. 158.

# 1 Background

## 1.1 Introduction

**The Town of White City, located 8 km east of Regina, is one of Canada's fastest growing communities. During the past 10 years, the population of White City has grown an average of 8.3% per year.**

Today, approximately 3,700 people live in White City, and another 1,800 people live in the Adjacent White City Area within the Rural Municipality of Edenwold No. 158 (RM). The Adjacent White City Area specifically includes the subdivisions of Emerald Park, Escott, Deneve, Meadow Ridge Estates, Park Meadow Estates, and Great Plains Industrial Park. When combined this Urban Complex, as shown in Figure 1, is home to more than 5,500 people.

By the end of 2048 the population of this Urban Complex is expected to grow to more than 24,000 people. This represents an additional 18,900 new residents in the coming years. A carefully thought-out long-term plan is vital to ensuring this growth can be well-managed and sustainable.

Despite having annexed land from the RM for the Town Centre Development in 2015, White City's residential land supply will be absorbed in 10 years, and the Town currently does not have land immediately available for commercial and industrial development. Thus, given the Town's historical and projected future growth, the need for additional developable lands is at a critical stage.

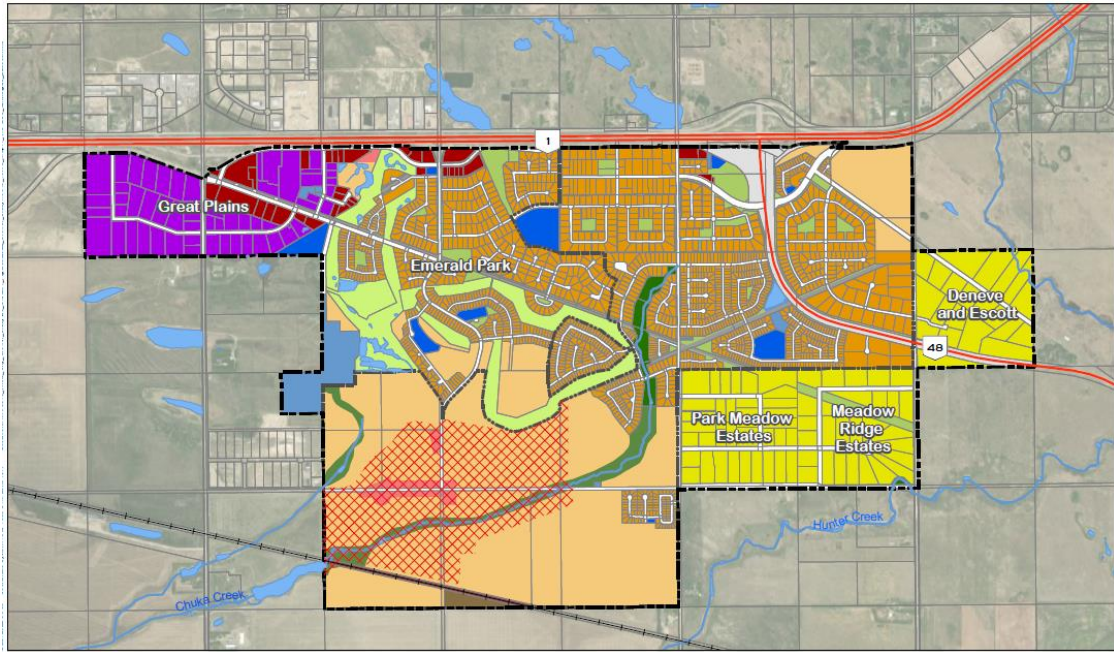
Using a conservative growth forecast, well below historical averages, this Urban Complex will require approximately 974 hectares (ha) or 2,407 acres (ac) of gross developable land by the end of 2048 in order to meet the community's land development and supply needs.

While the Town's land needs are critical, the current governance model that applies to this Urban Complex is confusing to most citizens and is deficient in meeting the public's interest concerning equitable taxation, land development and the provision of school, recreation and other municipal services.

This deficiency is challenging the financial and economic sustainability of this community and defies many of the province's principles and interests for orderly and consistent development as provided in *The Statements of Provincial Interest Regulations (SPI)*.

Existing development in this Urban Complex is completely seamless in terms of physical boundaries, emphasizing the absence of a rationale for remaining divided between two local governments, each with fundamentally different mandates and governing characteristics.

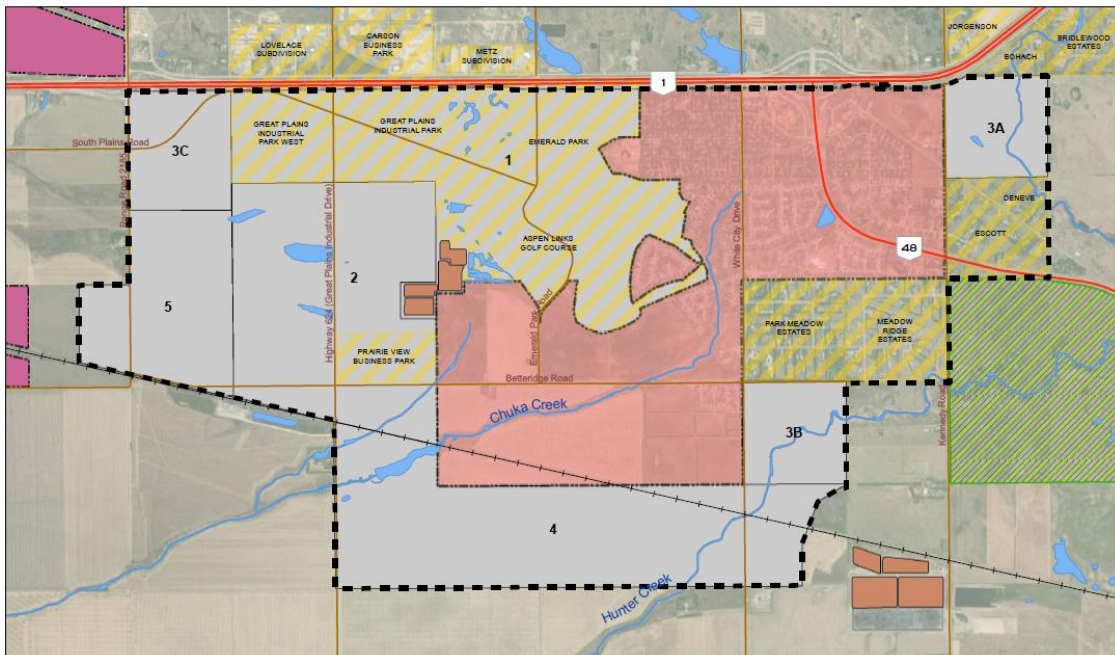
Figure 1 – White City/Emerald Park Urban Complex<sup>1</sup>



Creating one urban municipality from this Urban Complex will provide the necessary governance structure to facilitate the range of services that should be available in a rapidly growing urban community to better serve residents and the broader region.

As shown in Figure 2, the area being proposed for inclusion in this new community is the contiguous urban area located south of Highway #1, and includes the existing Town of White City, the Adjacent White City Area, Prairieview Business Park, and sufficient undeveloped land to meet the growth requirements of the community for approximately 25 years.

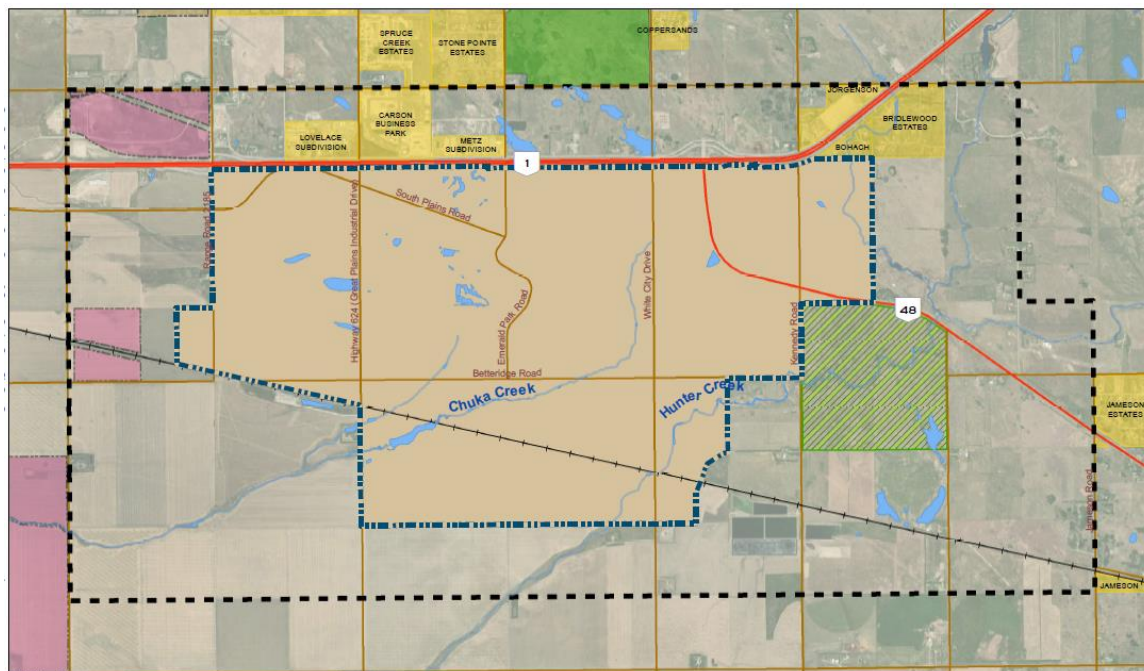
Figure 2 – Proposed Restructured Urban Municipality – White City<sup>2</sup>



<sup>1,2</sup> 2022 Growth Study

In addition, to avoid continued land fragmentation adjacent to the new community this proposal includes the formalization of a new Joint Management Planning Area for the lands in the RM surrounding White City. The formalized Joint Management Planning Area, as shown in Figure 3, will provide an inter-municipal forum for preparing a comprehensive long-term land use plan for the region and would establish managed protocols to jointly consider development and growth within the area.

Figure 3 – Proposed New Joint Management Planning Area<sup>3</sup>



As described in the 2022 Growth Study, this restructuring proposal represents a transfer of 1.1383% of land from the RM's total land base of 88,050 ha (217,580 ac)<sup>4</sup>. After restructuring the RM will continue to have significant residential, commercial and industrial development lands available to the north of Highway #1, opposite the new urban community.

Throughout 2018, the Town conducted a comprehensive public consultation process to share its restructuring proposal with local residents and stakeholders. The Town of White City - Future Growth Study, a Current Property Tax Comparison Analysis, a Financial Impact Analysis and other information were shared<sup>5</sup>. Through several public open houses and individual meetings, the Town has heard from area residents and has worked to address any questions or concerns. As a result, the Town has implemented new zoning and regulatory policies, made a public commitment to residents regarding water wells and existing land uses, and a provided a long-term commitment to agricultural property owners concerning property taxes.

<sup>3</sup> 2022 Growth Study

<sup>4</sup> Excluding First Nation Lands

<sup>5</sup> The population projections forming the basis of the Town's annexation were revisited in early 2022. This revisitation also afforded the Town an opportunity to adjust other land requirements assumptions, allowing it to be more efficient with its use of future growth areas and generate an even more sustainable future assessment base moving forward. The 2022 Growth Study consolidates, replaces, and updates the previously undertaken Future Growth Study and Growth Study Update reports prepared in support of the Town's annexation application. The 2022 Annexation Financial Impact Assessment consolidates, replaces, and updates the previously undertaken Annexation Financial Impact Assessment and Addendum reports prepared in support of the Town's annexation application.

In addition, outreach was made to the RM on several occasions in writing and in meetings. The Town is cognizant that the annexation of lands from one municipality to another must be negotiated between the municipalities involved. Accordingly, the Town proposed a principle based, and mediated negotiation process with the RM to work out a mutually agreeable outcome.

In 2019, negotiation sessions were held with the RM, mediated by representatives from Saskatchewan Justice. The Town attended these sessions with the intent of discussing and negotiating the Town's proposal within the creation and alteration or restructuring of municipalities provisions established by *The Municipalities Act*. At the conclusion of these mediated sessions, it was determined that the Town and the RM could not agree or negotiate any of the outstanding issues as put forth in the Town's proposal, nor was a substantial proposal received from the RM. In accordance with Subsection 60(2) of *The Municipalities Act*, the Town submitted its formal application to the Saskatchewan Municipal Board in November 2019 as a disputed boundary alteration in the absence of a complementary resolution.

## 1.2 White City Previous Boundary Alterations

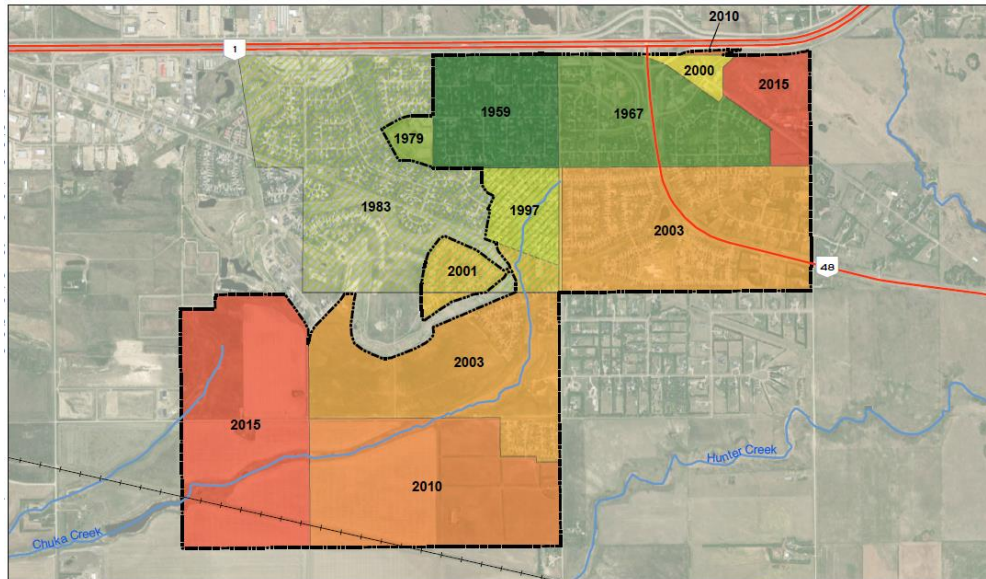
The development history and description of previous boundary alterations is well described in the Town's 2022 Growth Study. When White City was established as an organized hamlet in 1959, the community was only 58 ha (144 ac) in size. Since then, White City altered its boundaries on several occasions to either accommodate proposed subdivisions or provide a sufficient land base for the community as it grew (Figure 4). Beginning in 1976, the Village of White City (the Village) started working towards the annexation of lands that would become Great Plains Industrial Park and the Emerald Park subdivision.

In 1983, the Village annexed the proposed Emerald Park subdivision and began negotiating the development agreement with its developer. However, in 1984 the provincial government intervened by ordering the land be annexed back to the RM without the agreement of the Village. Prior to the annexation order returning the lands to the RM, the developer and the RM executed their own development agreement, and a subdivision application was submitted to the RM and Community Planning. Within two weeks of being annexed back to the RM, the Village was circulated an application from Community Planning for the first phase of the proposed Emerald Park subdivision. The reverse-annexation of lands from an urban municipality to a rural municipality to accommodate urban development as opposed to rural development in unprecedented.

The 1984 annexation of lands back to the RM was a significant turning point in the growth of White City and area. It prevented a logical westward extension of the Village that would have introduced critical commercial growth along Highway 1 to improve its residential to non-residential assessment base and would have accommodated additional residential growth. Instead, this unprecedented action enabled a rural municipality to develop its own urban community, featuring residential and commercial development, on an urban municipality's immediate boundary. The provincial government's decision to annex the lands back to the RM established an unhealthy competitive environment between an urban municipality and a rural municipality, which has led to the issues that White City faces today.



Figure 4 – Town of White City Annexation History<sup>6</sup>



### 1.3 Moving Forward – One Community, Stronger Together

The Town of White City is at the center of a much larger Urban Complex. The RM's portion of the Urban Complex is slowly surrounding the corporate boundaries of White City. The result is increased pressure on the Town's infrastructure, planning and use of recreational facilities and programs. Further, an imbalance in property tax support for these services has arisen.

Even a general examination of land use patterns and the governance model for the community surrounding, and including, the Town of White City, identifies the fundamental dysfunction of the present land-use arrangements.

A large unincorporated urban area, indistinguishable on the ground, sitting adjacent to an incorporated urban municipality, surrounded by random commercial and industrial businesses and isolated subdivisions, makes little sense and challenges the intent of provincial legislation governing urban and rural municipalities.

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<sup>6</sup> 2022 Growth Study

Figure 5 – Town of White City and Emerald Park Area 2018



The pace of population growth, the absence of a single governance system and the lack of comprehensive land use and economic development plan is creating the real prospect of unresolvable issues that will impact how this community will look and feel for generations to come. A long-term strategy and appropriate governance model are required to manage the growth of this area.

The creation of a governance model capable of driving the comprehensive planning and management structures will ensure the community grows in a well-planned and cost-effective manner. This new governance model will ensure direct democratic representation for all the affected citizens, so they can have an equal voice in shaping the infrastructure, facilities, programs, services and taxes of the new community.

Urban municipalities are regularly reminded by provincial officials that lands proposed for annexation into urban municipalities should be engaged in or have formal plans for all required urban land uses. It follows that urban land uses, especially those adjacent to a well-established urban community, should be considered for annexation into the urban municipality which is best suited to manage an urban environment. Having extensive urban development in a rural municipality immediately adjacent to but not part of an existing urban municipality is clearly not anticipated or intended in the provincial system of municipal governance.

Governance question aside, it is evident that the Town of White City and the Adjacent White City Area in the RM would benefit from being unified into a single urban municipality before larger and more significant irreversible land use commitments are made without context or an overall vision.

Using the 2022 Growth Study's findings, it is apparent that given White City's land needs for the long-term, the present quarter section by quarter section (smaller tract, incremental) annexation process does not provide for an appropriate level for sustainable growth planning required in a high growth area. A comprehensive land use plan that incorporates all the land uses and community services needed to support an integrated, full-service growth center should be the top priority for directing the future of this region.

With the association of the Town and its neighbours, the Urban Complex has become the service center for a much larger population in a surrounding region that also includes the balance of the RM and the towns of Pilot Butte and Balgonie. In addition to inequities related to revenues and overuse, the Town is unable to plan and manage public facilities and other infrastructure requirements to support the Urban Complex in a predictable manner.

Planning for commercial and industrial activity is complicated by the competing environment immediately adjacent to the community and an overall economic development policy to support and retain businesses is frustrated by the competition between the RM and the Town for development. All the economic, financial and other data analyses undertaken by the Town during the past several years, support the case for combining the existing developed areas into a single jurisdiction and provides supporting evidence to establish the land base and planning controls to meet the future growth requirements of this Urban Complex.

*“...growth within a municipality’s vicinity may lead to regional economic benefits and may enhance opportunities for upgrading recreation and cultural activities. Identifying what will best foster regional growth should be an important factor when considering whether a boundary alteration is appropriate.*”

*For example, providing the infrastructure necessary to support growth may only be possible if land and associated property tax revenues are within an urban center. The logical sequence of developing land can also affect the costs of servicing and benefits from growth.”*

The Guide for Municipal Boundary Alterations  
(Annexation)

November 2015 Government of Saskatchewan

# 2 Solving Present Challenges by Establishing One Urban Community

## 2.1 Statements Of Provincial Interest

*The Statements of Provincial Interest Regulations (SPI)*<sup>7</sup> link provincial and municipal objectives for land use planning and, thus, directly affect the use of land and impact community development, economic growth and environmental stewardship.

These interests recognize the diverse issues affecting Saskatchewan's communities and regions, and that wise management of development involves facilitating, promoting and sustaining growth, based on planning principles.

Municipalities are authorized under *The Planning and Development Act, 2007* to set policies governing the development of their communities by preparing and adopting:

**- official community plans and district plans containing policies to guide land use and community development;**

**- zoning bylaws establishing permitted, prohibited or discretionary land uses, development standards and permit requirements; and**

**- subdivision bylaws.**

These planning documents express community priorities and goals and allow developers, business owners and homeowners to make informed decisions about purchasing and developing property in the community. The SPI provides guidance to municipalities on a complex series of land use and development issues for municipalities, enabling them to facilitate the development of vibrant, safe, self-reliant and sustainable municipalities.

Provincial oversight to ensure consistency with the SPI occurs through the approval of new official community plans, district plans, zoning bylaws and subdivision bylaws. Subdivision approving authorities, including the province, are responsible for ensuring consistency with the SPI during the subdivision approval process.

*"The province's goal is to foster and encourage economic growth and to reduce barriers that may delay or prevent growth of urban and rural communities.*

*While both municipalities may want its development interests protected to serve the interests of their individual municipality it is important to consider what is best for a community, the region and the province as a whole."*

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<sup>7</sup> The Statement of Provincial Interest Regulations - <http://www.publications.gov.sk.ca/freelaw/documents/English/Regulations/Regulations/P13-2R3.pdf>

There are several SPI aspects that are not being met given the governance situation that currently exists in the area, including, but not limited to inter-municipal cooperation, public safety, public works, recreation and tourism, transportation, residential development, community health and well-being and economic growth.

The way communities are designed and developed has a direct impact on the health and well-being of those who live, work, visit, learn, connect and play within them. A healthy community is one in which multiple sectors and partners, including First Nation and Métis partners, cooperate to improve the conditions that support equitable opportunities for health and well-being for all. A well designed, unified community such as the one proposed here, will ensure that our community can meaningfully contribute to meet Saskatchewan's interests in creating a strong provincial economy and the development of a community that enhances the physical and mental health and well-being of its people.

## **2.2 Intelligent Land Use Planning and the Effects of Fragmentation**

### **2.2.1 Intelligent Planning**

Exceptional growth is driving the need to develop longer range plans for residential growth, businesses, community services and efficient and effective core infrastructure development.

While a long-range planning horizon of 10 to 15 years may be appropriate for communities experiencing gradual incremental growth, the need to create a community structure in a well-planned and cost-effective manner for a fast-growing community dictates a need for a much longer planning horizon. Critical decisions on developing transportation and utility infrastructure require clear understanding of the future land use patterns envisioned for the community and the will to ensure that development is compatible with existing and planned infrastructure. Of special consideration is the need to safeguard the safe and efficient movement of people and goods by outlining long-term transportation expansion plans and consider how new developments align with the transportation goals of the region.

### **2.2.2 Fragmentation**

Significant urban development has taken place adjacent to and around White City, all within the RM. One example is the subdivision of Emerald Park which has grown into a significant unincorporated urban area abutting White City without a coordinated plan. There are numerous examples of cities and other municipalities that have grown without a plan. Such growth often leads to chaotic development that ultimately impedes further growth. Municipal leaders must be forward-thinking to plan for growing and changing populations and their impacts on infrastructure and other aspects of urban life.

This Proposal for an Integrated Full-service Growth Community establishes a new future, through a common governance model, that will guide growth for the new community, with direct input from all affected citizens. This vision for the future moves beyond the current short-term, competitive and confrontational environment and establishes for the long-term a clear path forward.

The community's current growth pattern reflects a smaller tract, incremental developer-initiated process that has occurred in the absence of fully integrated, long-term plans. With several large-lot residential subdivisions and commercial and industrial developments now surrounding White City, a growing Urban Complex has developed.

Development in the RM nearby White City has unsurprisingly resulted in existing development that poses significant barriers to White City's expansion. The Town's current boundary has been immediately boxed in by existing growth barriers on four fronts – by Emerald Park and its Aspen Links Golf Course to the west, by Prairie View Business Park to the southwest, by Park Meadow Estates and Meadow Ridge Estates to the southeast, and by Deneve and Escott to the east. **This represents 55% of the 18.8 km (11.7 mi) perimeter of the Town's current boundary. Further planned and proposed development surrounding the Town as supported by the RM's current development policies will ultimately see White City, one of the fastest growing municipalities in Saskatchewan and Canada, immediately adjacent to 85% of its perimeter<sup>8</sup>.**

Continuation of this practice will have significant long-term implications for the community, the management of infrastructure and the delivery of community services.

As well, future preferred land uses, and associated infrastructure development may be increasingly difficult as a result of having to reflect a random pattern of pre-existing development. Service delivery will become increasingly more complicated, challenging to implement, duplicative and cost ineffective. The land fragmentation and division of responsibility between two municipalities is a difficult political situation that increases costs for developers and operational and service costs for residents and businesses.

Other fast-growing communities in Saskatchewan have recognized the need for well-coordinated and long-term planning processes. Communities like Martensville and Warman have invested in community development strategies that reflect rapid growth and have created long-term (approximately 25-year) land use plans that ensure well thought out and integrated growth and development. These communities have detailed plans for ongoing development of efficient and cost-effective infrastructure and community services.

The greater White City region represents a strategic growth area for the province. Restructuring the 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.

## 2.3 Provision of Adequate Land Supply for Orderly Long-Term Growth

### 2.3.1 Current Population

The 2022 Growth Study provides a detailed description of the exceptional growth of White City. Over the course of its history, White City has grown from a population of 91 in 1961 to 3,702 in 2021. At its 2021 population of 3,702, the Town has more than tripled its population over 15 years since recording a population of 1,113 in 2006 – an increase of 2,589; and nearly quintupled its population over 35 years since recording a population of 783 in 1986 – an increase of 2,916.

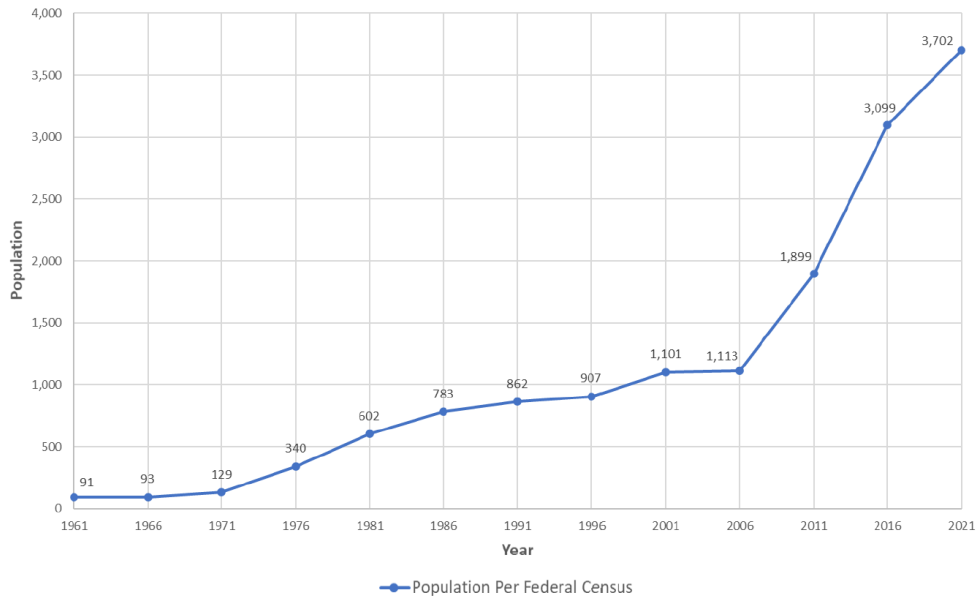
Among the various censuses conducted between 1986 and 2021, White City's compound annual growth rate has varied between 0.2% and 11.2%. Between 2006 and 2016, the Town's population grew at an average annual rate of 10.24%, well above other municipalities in Saskatchewan and even across Canada.

In addition to these observations, White City was crowned as the fastest growing among all towns in Canada for two census periods in a row. It also outpaced growth of all cities in Canada over the same periods. The momentum of this growth enabled the Town to emerge as the second-largest urban municipality in the Regina CMA. Between 2006 and 2011, it grew by 70.2%, ahead of 739 other towns and cities across Canada with over 1,000 people. Second-fastest was the Town of Milton in Ontario at 56.5% and third-fastest was the City of Martensville at 55.0%. Between 2011 and 2016, White City grew by 63.2%, ahead of 748 other towns and cities with over 1,000 people across the country. Second-fastest was the City of Warman at 55.1% and third-fastest was the Town of Blackfalds in Alberta at 48.1%.

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<sup>8</sup> 2022 Growth Study

Figure 6 - Town of White City Historical Population Growth (1961–2021)<sup>9</sup>



As is illustrated in Figure 6 above, despite a development moratorium associated with wastewater lagoon capacity, White City’s growth between 2016 and 2021 remained high enough at 19.0% to place thirtieth among 746 other cities and towns with over 1,000 people throughout Canada. With the Town recently submitting a request to Statistics Canada to formally review the 2021 census results for White City based on a suspected error of 44 missed private dwellings or approximately 150 people, it is anticipated the Town’s rank would rise to at least fifteenth between 2016 and 2021 and potentially even ahead of nearby Pilot Butte that ranked fourteenth.

With over 5,500 residents today, the urban complex, which includes the Town of White City, Emerald Park, Great Plains, and four immediately adjacent country residential subdivisions, already surpasses the population threshold for a city designation in the province of Saskatchewan.

Figure 7 presents the combined historical growth of White City and Emerald Park.

<sup>9</sup> 2022 Growth Study

Figure 7 – Combined White City/Emerald Park Community Historical Population (1981–2021) <sup>10</sup>

Year	Original Population	Adjusted Population <sup>9</sup>	Percent Change	Avg. Annual Growth Rate	Absolute Change
1981	602	—	77.1%	12.1%	262
1986	942	—	56.5%	9.4%	340
1991	1,386	—	47.1%	8.0%	444
1996	1,594	1,596	15.0%	2.8%	208
2001	1,920	2,008	20.3%	3.8%	324
2006	2,539	—	26.4%	4.8%	531
2011	3,751	3,756	47.7%	8.1%	1,212
2016	4,795	—	27.7%	5.0%	1,039
2021	5,255	—	9.6%	1.8%	460

With the establishment of Emerald Park adjacent to White City, the combined White City/Emerald Park community has grown from a population of 602 in 1981 to 5,255 in 2021. Another 259 people were estimated to live in the four immediately adjacent country residential subdivisions of Escott, Deneve, Meadow Ridge Estates and Park Meadow Estates.

Based on the analysis in the 2022 Growth Study (Appendix “A”), by the end of 2048, the population of this Urban Complex is expected to grow to more than 24,000 people. This represents an additional 18,900 new residents in the coming years. A carefully thought-out long-term plan is vital to ensuring this growth can be well-managed and sustainable. This growing population will require the full range of services expected in a large urban area of this size, and the commensurate lands to establish an integrated full-service community.



<sup>10</sup> Emerald Park’s estimated “post-censal” population increased from 916 in 2001 to 1,754 in 2016 – or at an average annual rate of 4.4 percent – but according to the 2021 census its estimated “post-censal” population fell to 1,611 in 2021. The estimated decline between 2016 and 2021 is under investigation. 2022 Future Growth Study.



Figure 8 – Projected Population of White City (2021–2048)<sup>11</sup>

Year End	Recommended High Case Population Projections				
	White City	Emerald Park	Sub-Total	Four Subdivisions <sup>12</sup>	Total Urban Complex
2021	4,008	1,721	5,729	259	5,988
2022	4,068	1,747	5,815	259	6,074
2023	4,389	1,885	6,274	259	6,533
2024	4,972	2,136	7,108	259	7,367
2025	5,556	2,386	7,942	259	8,201
2026	6,055	2,601	8,656	259	8,915
2027	6,477	2,782	9,258	259	9,517
2028	6,911	2,968	9,879	259	10,138
2029	7,359	3,161	10,520	259	10,779
2030	7,824	3,361	11,184	259	11,443
2031	8,300	3,565	11,865	259	12,124
2032	8,787	3,774	12,561	259	12,820
2033	9,282	3,987	13,270	259	13,529
2034	9,780	4,201	13,981	259	14,240
2035	10,274	4,413	14,686	259	14,945
2036	10,762	4,623	15,385	259	15,644
2037	11,254	4,834	16,089	259	16,348
2038	11,757	5,050	16,808	259	17,067
2039	12,266	5,269	17,534	259	17,793
2040	12,775	5,487	18,262	259	18,521
2041	13,283	5,706	18,989	259	19,248
2042	13,789	5,923	19,712	259	19,971
2043	14,295	6,140	20,436	259	20,695
2044	14,807	6,360	21,167	259	21,426
2045	15,325	6,582	21,907	259	22,166
2046	15,846	6,807	22,653	259	22,912
2047	16,374	7,033	23,407	259	23,666
2048	16,912	7,264	24,176	259	24,435

Source: *metroeconomics and ISL*

### 2.3.2 Land Requirements to Accommodate Growth to 2048

Future land requirements for a consolidated community build on the array of current and planned land uses and provide a long-term framework for cost effective, intelligent and compatible growth. In other words, a responsive community that represents all its residents will be able to grow and develop with the forethought that comes from identifying areas that fit into an overall strategic vision. In the case of the Urban Complex, it means:

- Ensuring there is sufficient lands that can support intelligent growth of all desirable land uses;
- Establishing growth areas with a longer view to cost effective service provision and logical extension of civic infrastructure;
- Supporting and maximizing regional economic development opportunities; and,
- Delivering a vision that proactively protects sensitive areas.

<sup>11</sup> 2022 Future Growth Study.

Once the population projection was completed, a land requirement estimate was developed based on the Urban Complex becoming a single, integrated full-service community. The 2022 Growth Study identifies future land needs for residential, commercial, industrial and institutional development. The analytics are based on an interlinked series of factors, beginning with existing economic trends, population projections, current lands available for development and long-term growth plans.

The 2022 Growth Study concluded that currently White City does not have a sufficient supply of land to support expected growth for the years to come.

Infrastructure is well invested to meet short term demands, but land availability is a critical factor that will limit long term development. **Without a sufficient supply of land, White City will not be able to meet the demands created by in-migration. A base for future growth is required.**

### 2.3.3 Residential Land Requirements

Based on the 2022 Growth Study by 2048 it is expected that the Town will require approximately 643 ha (1,589 ac) of additional lands to accommodate projected residential growth. This land requirement reflects the continued growth of the low-density residential lifestyle of the community, which is a clear commitment to maintain the interests that established White City, while also introducing opportunities for increased density across a variety of housing types.

Together, the continued growth of lower density residential areas and introduction of different housing options at varying densities are supported in White City's long-term development plans. Coordinated development of each will help ensure cost effective infrastructure development and will help create a long-term employment and reciprocal population base to capitalize on these new jobs.

### 2.3.4 Commercial and Industrial Land Requirements

Like the residential process, an initial examination of available commercial and industrial lands was conducted, and commercial and industrial land requirement projections were calculated and outlined in the 2022 Growth Study.

Today, growth areas within White City include 8.3 ha (20 ac) of land identified in the Town Centre for commercial development. White City has no additional commercial land supply available along the Highway #1 corridor.

Further, White City has no industrial development at present, and no appropriate locations exist within Town boundaries to establish this land use. That said, both commercial and industrial developments exist directly adjacent to White City within Emerald Park and Great Plains in the RM.

Industrial development is generally best located adjacent to roadways built to withstand heavy truck traffic, such as service roads and other municipal roads that have been engineered to specific standards, and in proximity to major highways with ease of access, such as Highway #1 and its interchanges. This would suggest that the only suitable areas for future industrial development in proximity to the Town of White City would be within the Great Plains Industrial Park area at the west end of the Urban Complex.

Using a ratio of 5.5 ha (13.6 ac) of commercial land per 1,000 people, it is projected that 103.4 ha (255.6 ac) of commercial land will be required to 2048.

Using a ratio of 8.5 ha (21.0 ac) of industrial land per 1,000 people, it is estimated that 172.4 ha (426.1 ac) are required to meet industrial growth demands.

Today, commercial and industrial properties are intermixed along the Highway #1 corridor, primarily in the RM. Large land areas have been developed to accommodate major businesses that require space and ease of highway access. The completion of the Regina Bypass Project supports continued and expanded growth of these commercial and industrial areas. White City requires additional intensive and cohesively planned commercial and industrial development, for which major highway access and servicing is necessary.

### 2.3.5 Institutional Land Requirements – Educational, Community and Civic Services

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. This creates multiple opportunities to coordinate development and to proactively plan this growth to serve the needs of all residents. Without question, the approach being used in progressive cities and strongly supported by provincial funding programs is the development of comprehensive, integrated joint-use facilities.

Recreational services are a prime concern as the area currently suffers from a facility deficit. Facilities need to grow in line with population. A full range of recreation and community service facilities is needed and must keep pace with the increasing expectations of a growing population. The present population of the area already justifies significant investment in new facilities such as an aquatics center, ice arenas, gymnasiums and sports fields.

Based on the 2022 Growth Study new education facilities are already needed. A new high school is required as students are currently bussed or attend out of the community; an expanded primary and secondary capacity is required. Based on updated Census demographics, 27.6% of White City's population is under 15 years of age, demonstrated in the immediate and real need for a high school in the community to meet the current and upcoming demands of the population. 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.

Using a ratio of 3.0 ha (7.4 ac) of institutional land per 1,000 people, it is projected that 55.4 ha (136.8 ac) of institutional land will be required to 2048.

### 2.3.6 Environmental Reserves and Outdoor Recreation

A clear benefit of living in the greater White City region is the ready access to wide open spaces and plenty of outdoor recreational opportunities. Walking and biking trails, golf courses, green space and conservation areas all contribute to the area's overall appeal.

The area hosts two significant natural areas. The White Butte Trails Recreation Site area, to the north of Highway #1, occupies approximately 518 ha (1,280 ac) of land. It is a multi-use recreation site that provides year-round opportunities to enjoy the outdoors.

Directly southeast of White City is a wildlife conservation easement of approximately 253 ha (625 ac) known as Sattler's Lands. This area is currently used for a White Butte Eco Museum Ecology Heritage Project developed by the White City Museum board in conjunction with the University of Regina. This project provides elementary school students an opportunity to explore and discover natural features and wildlife on the prairie landscape. Experiential lessons include material on birds, pollinators, water quality, glacial rocks, mindfulness, and pasture management.

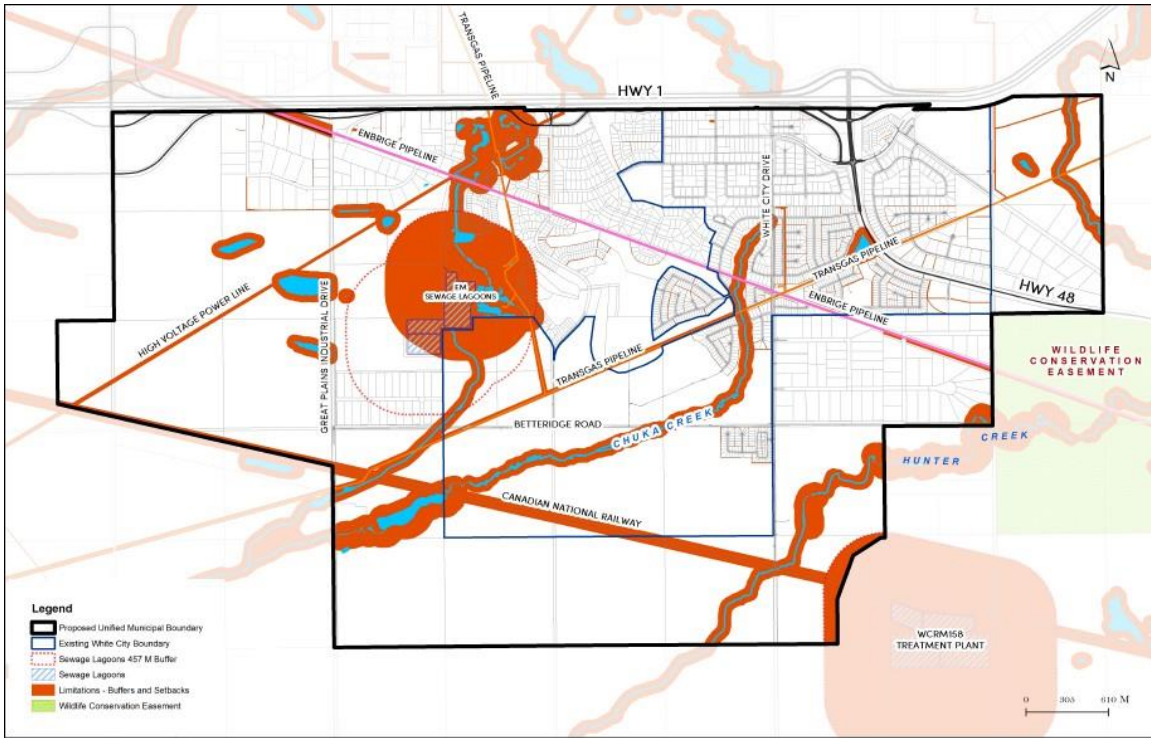
Environmental and outdoor recreation land use forecasts recognize the special nature of both these areas and maintain the current land use across all forecast scenarios.

### 2.3.7 Undevelopable Lands

Figure 9 provides an overview of the restrictions on development in the proposed restructuring area. Land development in the area is affected by oil and gas pipeline easements, natural water runways and ponds, high voltage power lines, legislated setbacks from wastewater treatment facilities (lagoons) and environmentally sensitive lands.

Over 170 ha (420 ac) in the boundary alteration area were identified as undevelopable or unavailable for future development purposes by the 2022 Growth Study. Additional 72 ha (179 ac) in the Town are classified as undevelopable or unavailable. These areas are in addition to the total land identified to accommodate future land needs outlined in Figure 10.

Figure 9 – Net Developable Land Map



### 2.3.8 Summary Land Requirements

Significant and rapid growth is expected for the greater White City region over the review period. This will require a significant land base to accommodate the residential, commercial, industrial and institutional lands needed to ensure intelligent community growth.

In addition, as growth occurs there will be areas that are undevelopable or unavailable to accommodate growth as described above. As previously applied for annexation area amounts to 1,614.2 ha (3,988.8 ac) and there are over 170 ha (420 ac) of undevelopable or unavailable lands within it, there is an insufficient supply of developable land to accommodate a full 25 years of growth to 2048. There is however, enough developable land to accommodate 24 years of growth to 2047. The identified annexation area can therefore accommodate 921.6 ha (2,277.3 ac), or 14.2 quarters of gross developable land as provided in Figure 10.

Figure 10 – Total Gross Developable Future Land Requirements to 2047<sup>12</sup>

Land Use	Land Required (acres)	Market Allowance (acres)	Total Land Required (acres)	In-Boundary Land Supply (acres)	Total Land Needed (acres)	Total Land Needed (quarters)	Total Land Identified (acres)	Total Land Identified (quarters)
Residential	2,071.7	207.2	2,278.9	789.1	1,489.8	9.3	1,618.3	10.1
Commercial	240.4	24.0	264.5	20.4	244.1	1.5	248.9	1.6
Industrial	371.3	37.1	408.4	0.0	408.4	2.6	410.4	2.6
Institutional	131.1	0.0	131.1	0.0	131.1	0.8	*	—
<b>Total</b>	<b>2,814.5</b>	<b>268.3</b>	<b>3,082.8</b>	<b>809.5</b>	<b>2,273.4</b>	<b>14.2</b>	<b>2,277.3</b>	<b>14.2</b>
<b>Growth Study Reference</b>	<b>Tables G.1 through G.4 (Appendix G)</b>			<b>Table 4.3</b>	<b>n/a**</b>	<b>n/a**</b>	<b>Table 7.1</b>	

\* Future institutional land needs redistributed and embedded within total land identified for residential and commercial.

\*\* Growth Study Table 5.1 calculated a land need of 2,407.3 acres (15 quarters) by 2048. Land need to 2047 is 2,273.4 acres (14.2 quarters).

<sup>12</sup> 2022 Future Growth Study.

## 2.4 Strategic and Policy Based Needs and Interests

### 2.4.1 Governance

The existing governance structure within the White City area has an urban and rural municipality responsible for one urban community of interest.

Putting this into perspective, White City is bordered on the west by the substantial unincorporated urban settlement of Emerald Park and the commercial area of Great Plains Industrial Park, to the east by a series of four country residential subdivisions, with further urban residential development proposed to the southeast and southwest, all in the RM. In total approximately 1,800 people live in these areas.

This situation is the product of numerous land development decisions over several decades, using a smaller tract, incremental approach to growth and in the absence of an overall community growth vision.

Provincial legislation governing municipalities clearly distinguishes urban and rural municipalities, recognizing the significantly different purposes, mandates and challenges faced by each. The legislation operates on the assumption that municipalities understand their mandates and that cooperative relationships ensure appropriate land use and municipal governance decisions lead to outcomes that reflect the intent of the legislation.

The current situation is the product of the RM's development policies which are designed to create multiple urban land uses in the fringe area immediately adjacent to White City as a means of creating additional property tax and development income. Decades of this approach has led to the situation the Town finds itself in, surrounded by a series of land uses that do not reflect a comprehensive growth strategy tailored to efficient and well-planned provision of urban infrastructure and services and an inequitable distribution of community services and costs.

Over time the elements of inefficiency and unfairness have become more significant. Should the Town of White City be expected to provide community and recreation services to the population of Emerald Park and the scattered residential subdivisions in the areas around the town? On what basis are new infrastructure development decisions to be made? If access to community services is to be provided through cost sharing agreements, how will the citizenry outside of the town influence the policies and programs related to these services?

In 2015, the White City Official Community Plan (OCP) was developed and approved by the province. At that time, the RM generally supported the OCP, however a commitment for inter-municipal cooperation within the Joint Management Planning Area has not been established. Over the years since, the RM has failed to provide White City notice of several developments in the Joint Management Planning Area.

In 2017, the RM began the process of updating its 2011 OCP. The Town issued requests to the RM to be consulted on the RM's OCP update, however the RM did not respond to those requests. In late 2019, the Town issued its formal response to the RM's draft updated OCP, which the RM circulated as a statutory requirement. In January 2020, the RM approved the updated 2020 OCP (Bylaw 2019-19-OCP) with revisions arising from public feedback and circulation to other agencies but did not make revisions that addressed any of the concerns within the Town's formal response. The updated OCP was finally adopted in May 2020, and therefore the detrimental effects of the 2011 OCP to Town's future growth aspirations have been exacerbated.

In addition, the RM's departures from the White Butte Regional Planning Committee, the White Butte Fire Commission, the White City Recreation Board, and the Regional Museum Committee are cause for concern and are representative of the continuing governance difficulties in the area.

The RM's current Community Safety Officer and Municipal Court program has been offered and extended to urban municipalities within the RM and adjacent rural municipalities. These services were neither offered nor extended to White City at the time of formation. Since submission of the Town's application in 2019, the Town has coordinated with the Ministry of Justice to allow for access to the municipal court and have held preliminary discussions with the RM of the possibility of contracting Community Safety Officer services.

The continuation of a competitive policy and development environment will impede the Town's growth plans to the west, south and east, negatively affect White City's long-term financial sustainability, and create uneven services and unequitable service costs between the fringe areas around White City and within White City.

With over 5,500 people living within one community of interest, the creation of a single consolidated urban municipality, incorporating adjacent development into White City will address the long-term financial sustainability of the community, ensure an equitable distribution of costs and services and provide the land base for the community to plan, develop and grow efficiently and effectively.

## **2.4.2 Democratic Representation**

Every resident is entitled to a voice in the municipal decisions that affect his or her lifestyle, taxation and community services. While different circumstances can be expected when it comes to municipal services and the apportionment of tax revenue, it stretches the concept of fair governance to suggest that an on-farm residence in the RM and a home in an urban community or large subdivision have the same or even similar priorities. Municipal representation is most fair and effective when it is exercised in a municipality of similar interests.

Fair representation is framed around the concept of equal weight for all citizens in the electoral processes that choose their representatives. While this concept clearly requires a measure of flexibility, particularly in the more isolated areas of the province, no such case can be made for the underrepresentation of the citizens of Emerald Park and surrounding subdivisions in the municipal decisions having a major impact on their quality of life. In a consolidated urban municipality, all citizens would have equal voice and the same opportunity to determine the leadership and mandate of the municipality.

## **2.4.3 Cost Effective, Efficient and Modern Community Services**

As growth continues, the provision of expanded community services and infrastructure becomes a critical priority. Expectations today are much higher and more complex.

Community services should keep pace with growth and must reflect today's expectations of integration and joint use. The range of emergency response, transportation, education and recreation services needs to reflect the cross-section of the population attracted to the community. Again, well thought out advanced planning is needed to ensure these services keep pace with the dynamic nature of the growing community.

A modern growth community challenges the municipal government to ensure that infrastructure like water, sewer, waste disposal and community services are available and delivered in a cost effective and efficient manner.

Communities like Regina, Saskatoon, Warman and Martensville are using a 21st century approach to providing education and community facilities. Centralized, integrated service facilities require a level of planning and intergovernmental cooperation readily available in municipalities with longer term vision and the land base to support the creation of the necessary community service nodes.

This approach is strongly reinforced by the programs of the provincial government to provide priority funding to the construction of community-based joint-use education and community facilities. Clearly, the identification of the land base required to support the new education and community complexes requires comprehensive long-range community planning and the fiscal wherewithal to ensure the community's funding contributions are in place.

A consolidated urban community would be well positioned to take advantage of the funding opportunities available and initiate the land use planning and financial negotiations to deliver integrated education and community services. As the greater White City region's population continues to grow, decisions will be needed in the near term on the location of new schools and the addition of new community facilities to support the complete range of sports and recreation activities expected in a modern growth community. Duplicated and therefore underutilized recreation, education and emergency response facilities operated by two municipalities for one urban community are in no one's best interests.

## 2.4.4 Transportation Infrastructure

The community today is situated between two major interchanges, which provides safe access to a major highway system. 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 without sufficient access to major transportation routes.

To develop in a responsible and cost-effective manner the community needs 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 in the presence of competing priorities between the Town and the RM.

The development of comprehensive transportation long-range plans will be one of the highest priorities for the new urban community and aimed to take full advantage of the opportunities the greater White City region has to offer in terms of connectivity.

The Town recognizes the current transportation limitations and its economic ramifications. Not having adequate connectivity and efficient routes to major provincial highways can result in limitations to grow the community, provide important connectivity that brings together urban, rural, and provincial transportation interests in a way that will deliver long-term value for residents, property owners and the province overall.

## 2.4.5 Business and Economic Development

### **RETAIL AND PERSONAL SERVICES**

The existing population of the White City area can support significant growth in the retail and personal services sector, but the lack of a singular, well planned business development strategy makes it difficult for prospective businesses to access the information needed to make timely investment decisions.

Intelligent growth-oriented cities have comprehensive land use planning and proactive investment attraction programs, deciding to locate in the community as comfortable and business friendly as possible.

Retail complex developers, larger retail businesses and food-related franchises use sophisticated planning processes to determine locations with highest potential for new development. These processes presuppose an interface with the municipality to address the broad range of matters needed to not only determine suitable locations and development conditions but to co-plan the complex relationships such as the implications for transportation infrastructure.

Consolidation of the Urban Complex into a single entity will provide the governance framework to make the appropriate land use decisions and facilitate investment attraction.

### **COMMERCIAL AND LIGHT INDUSTRIAL DEVELOPMENT**

The economy of southeastern Saskatchewan has expanded and is significantly diversified.

Notwithstanding the impact of the downturn in the oil and gas industry, numerous new commercial and light industrial industries have chosen the White City area as a preferred business hub. The combination of proximity to Regina, the provincial highway network, recently completed interchanges and the availability of larger affordable development sites make this area ideal for supporting industrial activity in southeastern Saskatchewan. Additionally, the proximity of the urban population of White City contributing to the available customer base has been a significant factor in the attraction of current commercial development to Emerald Park and Great Plains.

A consolidated White City can provide the full range of retail and personal services reflective of its size and growth aspirations. White City's Town Centre development will create an integrated residential/commercial hub and service center for the Urban Complex. The design reflects the needs of the community and will ensure that

internal synergies exist related to transportation infrastructure, residential neighbourhoods and community amenities.

Considerable opportunity exists for White City to expand its economic base through the addition of new commercial and light industrial enterprises. A consolidated White City will provide sound planning to properly locate these developments in industrial parks that optimize transportation routes, ensure cost effective utility services and reflect progressive environmental practices. It is reasonable to expect significant growth in the availability of local employment opportunities as an additional growth generator for the community.

## **2.5 Regional Planning and Growth Coordination**

The creation of a formal Joint Management Planning Area between the new urban community and the RM would provide the forum for preparing a comprehensive long-term land use plan in the growth area beyond the planning horizon of this restructuring proposal. Such an agreement also would establish managed protocols to jointly consider development proposals, growth management, the future annexation of land, and the most efficient approach to providing infrastructure services.

The City of Regina and the RM of Sherwood have established such an agreement which, by all accounts, is working to the satisfaction of both parties. The Saskatoon North Partnership for Growth (P4G), approved as a planning district on January 1, 2022, is also a successful example of regional cooperation to plan for the growth of Saskatoon, Martensville, Warman, Osler and the RM of Corman Park to manage growth to a population of 500,000 in the next 20 years.

It is proposed that a formal agreement be developed, modeled on these arrangements. This goal would be to provide a framework to enhance proactive long-range planning, issue management and problem resolution processes related to individual development proposals for White City and the RM.



# 3 Restructuring Proposal Strategy

**The following was part of the proposal presented to the RM of Edenwold No. 158 as a starting point for initial negotiations. It was, and always has been, the Town’s desire to work towards an agreement with the RM for reasonable, successful transition of annexed lands and amenities to the incorporated urban community.**

## 3.1 Principles

The present smaller tract, incremental annexation process is not a realistic method to plan for and manage growth for one of the highest growth areas in the province.

Intelligent long-term planning and balanced growth requires a comprehensive land use plan that incorporates all the land uses and community services required to support an integrated, full-service growth center. Conscious steps are required to establish a solid foundation to direct future growth of this region.

All the economic, financial and other data analyses as described in the 2022 Growth Study and Annexation Financial Impact Assessment (FIA) support the case for consolidating the existing developed areas into a single jurisdiction and provides supporting evidence to establish the land base and planning controls to meet future growth requirements.

Good governance, good planning and good sense will be well served by creating this growth center in a timely manner. The principles of the 2022 Growth Study followed growth planning principles and a combination of strategies, goals, and objectives already established within applicable White City planning documents.

White City’s future growth vision will employ sustainable planning practices to optimize appropriate and efficient land use patterns and to minimize land use conflicts while diversifying its economic base to remedy the current imbalance of residential land use to commercial and business land use. In addition, future residential, commercial, institutional, and recreational opportunities will enhance the viability, safety, enjoyment, and character of the Town. Moreover, White City will strive to work with other communities, local governments, and local agencies for the mutual improvement of service capacity, governance, and quality of life for the regional community.

As part of the future growth vision, the Town of White City has adopted various principles to ensure efficient and sustainable development. These principles provide a basis for future growth of the Town, and options on how this growth may be best accommodated.

The principles for the Restructuring Proposal align with principles established through the full community consultation process and the principles endorsed by White City Town Council in the Proposal for an Integrated Full-Service Growth Community.

Figure 11 – Restructuring Principles

<b>RESTRUCTURING PRINCIPLES</b>	
<b><i>A Community that is Representative</i></b>	
All citizens have equal representation and input. The new community provides active and effective means for all voices to be heard. The new governance structure is democratic and transparent.	
<b><i>Intelligent Planning and Development</i></b>	
Growth and development take place through balanced, and planned decision making. White City will take conscious steps to position for growth and to prosper into the future.	
<b><i>A Community that is Distinctive and Unique</i></b>	
The community of the future retains all the distinctive features that led to its initial development. Large lot residential development will continue. This distinctive approach to urban development necessarily requires more land to develop.	
<b>Principles Guiding Restructuring</b>	
Identify a suitable long-term land supply of residential and non-residential lands to accommodate future population and economic development	Maximize existing infrastructure, eliminate leap-frog development, and provide more certainty and equality for taxpayers and developers through the establishment of effective long-term planning
Provide a range of realistic growth rates to determine the Town's future land requirements based on solid planning principles	Ensure future growth will accommodate compact forms of development primarily focused in the future Town Centre. This will encourage higher densities in specifically planned areas of White City while still maintaining the existing lower density residential character in suburban areas
Create a full-service community that provides a wide range of housing options, commercial services, and amenities to support its growing population	Deliver future growth decisions based on a long-term outlook to mitigate potential future conflicts and to strike the right balance among economic growth, resident's needs, and environmental stewardship
Develop the Town Centre as a place of diverse business activity, a place for recreational and cultural activities, and a place for a diversity of higher density housing types	Deliver future growth that will create a mix of business, employment, and educational opportunities that creates a strong and diverse base for long-term economic sustainability
Ensure future growth preserves, protects, and enhances quality of land, air, and water	Ensure future growth promotes physical connections between the future Town Centre, regional commercial areas, adjacent municipalities, as well as existing and potential green spaces
Work to strengthen the Joint Management Planning Area to properly manage land-use, development and subdivision so as to minimize land-use conflicts; facilitate growth and boundary alterations; and, to consult with the adjacent municipality on land use matters and development proposals in a relationship based on mutual respect	
Regional growth and strong sustainable communities will be achieved through long term engagement with First Nations	

## 3.2 Name & Location of the Restructured Municipality

### 3.2.1 Town of White City

The Town of White City's story began in the early 1950's with the subdivision of a 32.37 ha (80 ac) site into large holdings for residential purposes.

It was designed for people who did not want to live in a congested area and who wanted space and the benefits of a community close to the City of Regina but far enough away from some of the issues that accompany city life.

In April 26, 1959, White City became an Organized Hamlet under section 19 of *The Rural Municipalities Act, 1935*.

On November 1, 2000, White City was incorporated as "The Town of White City". The Town has changed significantly since its first days. But the initial vision of large holdings for residential purposes has been maintained.

The Town has doubled its population over the past decade, showing a significantly higher growth in population than those surrounding municipalities over the same period.

As White City is the incorporated municipality, it is proposed that the community, including the existing Town and annexation lands, will continue to be known as White City until such time as a new council representing the broader community is elected and public consultations are held.

#### Legal Name:

Town of White City

#### Location of Municipal Office:

14 Ramm Avenue EAST,  
WHITE CITY, SK, S4L 5B1

### 3.2.2 RM of Edenwold No. 158

The RM of Edenwold No. 158 is the rural municipality that surrounds the Town of White City. It is adjacent to the eastern boundary of the RM of Sherwood No. 159 which encompasses the City of Regina. The RM of Edenwold No. 158 also surrounds the towns of Balgonie, Pilot Butte and the village of Edenwold.

The RM office is located at 100 Hutchence Road in Emerald Park.

Statistics Canada confirmed the 2021 population of the RM of Edenwold as 4,466. According to the RMs Municipal Profile, country residential acreages have become a popular form of housing, with nearly 20 multi-parcel subdivisions being developed in the RM in recent years, ranging in size from 10 lots to 200 lots.

### 3.3 Disposition and Allocation of Grants & Assets

White City commissioned CORVUS Business Advisors to provide a financial assessment of the annexation proposal – ***Town of White City Annexation Financial Impact Assessment<sup>13</sup> (Appendix “B”)***. Multiple perspectives were considered including impact on existing RM residents in the annexation area, the RM itself and the Town of White City.

The work was specific, detailed and tailored to this region. It was developed using highly conservative estimates to ensure that future costs and development plans would be realistic and fully achievable. It also described how assets and liabilities would be identified, allocated and addressed between the Town and the RM.

The FIA analysis includes the costs, debt, recoveries, assessment, and tax impacts associated with the combined area of the current Town and the proposed annexation area.

CORVUS confirmed that the proposed restructuring is financially sustainable. Moreover, tax increases post-annexation stay below a 3% threshold of sustainability. Key findings that support this restructuring proposal include:

- **The capital investment required to support growth over the review period is \$161.7 million in current dollars or \$245.6 million in year of construction dollars.**
- **Total tax requirements are forecast to increase from \$5.8 million in 2024 to \$37.1 million in 2047.**
- **Taxable assessment for the Town and proposed annexation area is forecast to increase from \$1.25 billion in 2024 to \$5.37 billion in 2047.**

These considerations are central to the design and delivery of services during the review period and need to be managed in a coordinated and logical manner to ensure growth is both timely and cost effective. Other fundamental considerations were identified:

- **Landowners in the boundary alteration area will not be impacted by the annexation as they will be taxed at either the Town's or the RM's effective mill rate, whichever is lower, for a 10-year period. This tax protection will continue in the absence of a “triggering event” such as subdivision, development, etc. which are also defined in Financial Impact Assessment.**
- **Transferring commercial and industrial lands from the proposed annexation area to the Town is pivotal to the financial viability of the new community. It is important to note that developed residential lands in the annexation area are financially dependent on developed non-residential lands in the annexation area and, therefore, it is important that transfer of developed residential lands be undertaken together with transfer of developed non-residential lands.**

*The Municipalities Act* requests definition on how assets will be disposed of, including how grants, financial surpluses or reserve funds will be used, and how liabilities will be addressed.

The following section describes how White City proposes to achieve this requirement. Additional information is required from the RM to fully understand the financial impact upon their municipal operations.

<sup>13</sup> The 2022 Annexation Financial Impact Assessment supersedes and replaces the previously undertaken Annexation Financial Impact Assessment and Addendum reports prepared in support of the Town's annexation application.

### 3.4 Capital Planning Requirements of the New Community

The Town completed a review of the infrastructure required to support future growth of the community, including proposed annexation lands. As highlighted in Section 6 of the FIA, anticipated capital infrastructure investment for the expanded urban community over the review period is \$161.7 million in current dollars or \$245.6 million in the year of construction. A \$38.3 million contingency has been included in the financial impact analysis to fund any capital (or operating) requirements that were unforeseen or arise because of changing circumstances.

As highlighted in Section 7 of the FIA, financing is grouped into six broad categories: (1) tax levy (pay-as-you-go), (2) debt, (3) reserves, (4) offsite levies, (5) third party contributions, and (6) grants. In some cases, financing options are limited (e.g., offsite levies), in other cases the financing methods can be used interchangeably (e.g., general grant programs).

Capital financing requirements coincide with the timing of infrastructure construction, and the timing of infrastructure construction is predicated upon the financial capacity of the municipality.

### 3.5 Operating Expenditures of the New Community

As with capital requirements, White City examined the operating requirements for the expanded community. The operating plan outlines program services that will be provided to residents, operating and maintenance costs associated with supporting community infrastructure, and debt repayment and other financial charges applicable to capital and other investments.

As highlighted in Section 8 of the FIA, the total operating expenditures increase from \$11.1 million in 2024 to \$76.4 million in 2047.

### 3.6 Operating Revenues and Recoveries for the New Community

Program revenues and recoveries for the new community have been projected for all areas of municipal operations: administration, bylaw, recreation and culture, council and legislative services, economic development, engineering and public works, fire services, planning and development, RCMP, transit, solid waste management, water, and sewer.

#### 3.6.1 Assessment

The work to date confirmed that the Town's total taxable assessment in 2021 was \$561.5 million and using the Saskatchewan Assessment Management Agency (SAMA) database (2021) total taxable assessment in the proposed annexation area is estimated to be \$469.7 million. As highlighted in Section 10 of the FIA, taxable assessment is anticipated to grow from \$1.25 billion in 2024 to \$5.37 billion in 2047.

#### 3.6.2 Tax Levy Impacts

The tax levy impact as a result of the capital investment required to support growth over the forecast period was reviewed against a sustainability threshold of 3%. Though municipalities frequently implement tax increases greater than 3% for a single year or short periods of time, increases greater than 3% for long periods are generally not common. Accordingly, for the FIA a "sustainability threshold" of 3% was established for each 3-year period.

As highlighted in Section 11 of the FIA, forecasted municipal property tax changes are as follows:

Figure 12 – Tax Levy Impacts<sup>14</sup>

Period	Forecast Tax Changes
2024 to 2026	1.00% per year
2027 to 2029	1.90% per year
2030 to 2032	2.95% per year
2033 to 2035	2.95% per year
2036 to 2038	2.95% per year
2039 to 2041	1.00% per year
2042 to 2044	1.00% per year
2045 to 2047	0.25% per year

### 3.6.3 Borrowing Capacity to Support the New Community

Section 161 of *The Municipalities Act* and related Regulation No. M-36.1 set out the debt limits of a municipality. As highlighted in Section 12 of the FIA, the debt limit is anticipated to peak at approximately 89% in 2028 and decrease to approximately 24% by the end of the review period. The debt remains within acceptable levels during the review period.

### 3.6.4 Anticipated Impact upon the RM

As highlighted in Section 13 of the FIA, this annexation results in an annual financial gain to the RM estimated at \$1.5million and the one-time financial gain to the RM is estimated at \$5.9million.

### 3.6.5 Anticipated Impact on Current RM Residents and Property Owners

The Town is requesting that annexation area landowners be provided tax protection thereby eliminating tax impacts. Specifically, the Town is requesting that, for a period of 10 years post-annexation, annexation area landowners will benefit by: (1) retaining their tax classification as they exist today (e.g., exempt will remain exempt), and (2) being taxed at the Town’s effective mill rate or RM’s effective mill rate, whichever is lower in a given tax year. Comparison of effective mill rates will utilize the rules summarized in *Appendix H* of the FIA. This guarantee will continue in the absence of a “triggering event” such as subdivision, development, etc. which are also defined in *Appendix H* of the FIA.

*The Municipalities Act* requires definition on how services will be integrated and how any resulting duplicate administration will be aligned and integrated in the new area.

This is particularly important, as this proposal covers significant built-up residential and commercial lands. Maintenance and improvement of services across the entire new municipal entity is a core interest. As such, significant care has been taken to ensure that existing service levels are not reduced for current residents, and services can be aligned and improved for over time for all residents and property owners.

<sup>14</sup> 2022 Financial Impact Assessment.

### 3.6.6 Water and Sewer Rates

Meeting the expectations for infrastructure such as a water, sewer, waste disposal and community services in a modern growth community challenges the municipal government to ensure that these features are available and delivered in a cost effective and efficient manner. This is possible in 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.

As part of the long-term planning strategy, the Town engaged several civil engineering firms to identify the infrastructure required to service the lands contained in an expanded municipality. The Future Growth Study also outlines in more detail the servicing requirements for water, wastewater, storm water management, and transportation.

There are two water treatment systems providing treated potable water to White City and surrounding areas. One plant is owned by the RM, and White City receives its water from a plant owned by SaskWater.

To date, there is a moderate difference in the cost of water for RM residents and White City residents. The respective rates and estimated monthly costs are provided in Figure 13. This table estimates the cost of a typical household and provides for a comparison between the two municipalities.

Figure 13 – Comparison of Water and Sewer Utility Rates

Municipality	Monthly Consumption	Base Monthly Water Rate	Per Cubic Meter Rate	Base Monthly Sewer Rate	Per Cubic Meter Rate	Total Monthly Cost
RM of Edenwold	10m <sup>3</sup>	\$2.40	0-70m <sup>3</sup> - \$1.65/m <sup>3</sup> 71-300m <sup>3</sup> - \$2.07/m <sup>3</sup> 300+ m <sup>3</sup> - \$3.68/m <sup>3</sup>	\$45.90 \$24.00 Infrastructure Charge		\$88.80
Town of White City	10m <sup>3</sup>	\$22.00	0-35m <sup>3</sup> - \$3.40/m <sup>3</sup> 35+ m <sup>3</sup> - \$4.42/m <sup>3</sup>	\$41.00	0-35 m <sup>3</sup> - \$1.35/m <sup>3</sup>	\$98.35

As highlighted in Section 14 of the FIA, regardless of whether annexation proceeds or not, it appears that residents receiving water and sewer service from the RM will face higher utility rates in the future. This is articulated in the RM's 2018 Water and Sewer Works Rate Policy and Capital Investment Strategy, which states "It is Council's intention to increase the water and sewer rates sufficiently to reverse the trend where reserve funds have supplemented yearly operating costs rather than future capital and infrastructure costs".

The need for rate increases in the RM is further validated by the RM's 2021 budget which indicates that water and sewer utility revenues were \$1.2 million while expenditures were \$2.5 million, as shown in the table below. The net loss of \$1.2 million was financed via other municipal sources such as taxes or reserves (reserves are also created from taxes).

Figure 14 – RM's 2021 Budget – Water and Sewer Utility

RM Water and Sewer Utility	2021
Revenues	\$1,248,480
Expenditures	\$2,478,300
Net Gain (Loss)	(\$1,229,820)

As highlighted in Section 13.3 of the FIA, the transfer of utility infrastructure and operations is a complex undertaking that requires cooperation and commitment from both the initiating and responding municipalities. The RM is contesting this annexation and, as such, has not met with the Town to discuss, negotiate, or plan any aspect of the annexation. Accordingly, there has been no opportunity to discuss or plan the transfer of utility infrastructure and operations. For example, the RM serves lands within the annexation (e.g., Emerald Park) as well as lands beyond the annexation area. For this reason, the Town's annexation application assumes the RM will maintain utility infrastructure and operations and, moving forward, the RM will act as a third-party utility provider within certain annexation areas. Examples of this approach can be found in many municipal jurisdictions across Canada. If it is the RM's preference to transfer the water and sewer utilities to the Town, the RM and Town can enter into transfer discussions post-annexation.

White City proposes that each municipality continue to operate their respective water utilities and water utility infrastructure such as water treatment facilities, water transmission facilities, reservoirs, water distribution facilities, and water administration and billing infrastructure. In so doing, the RM will continue to provide water services to existing customers (and new customers) within existing serviced areas in Emerald Park, Great Plains Industrial Park (East), Great Plains Industrial Park (West), and Prairie View Business Park, as shown in Figure 15 below, in addition to existing and new customers outside of the proposed annexation area.

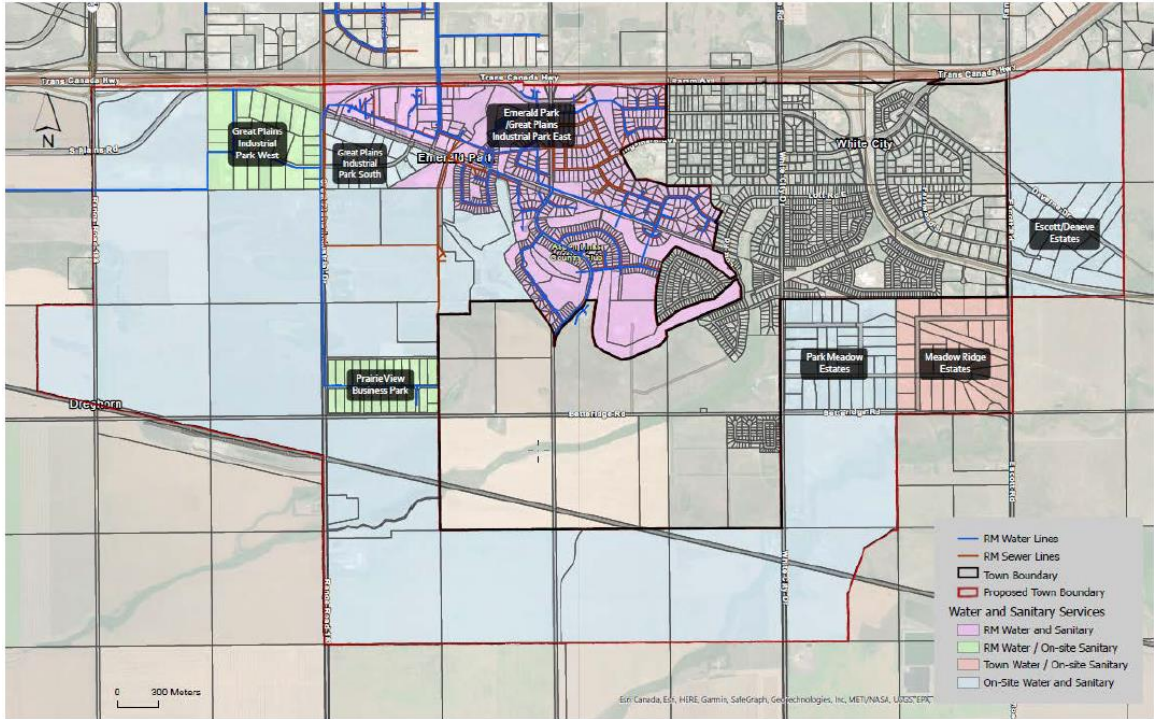
Water services for newly developed areas/customers in the remainder of annexation area will be provided by the Town unless the Town and RM agree that service delivery via the RM's existing water system makes more sense. Note: the Town currently provides, and will continue to provide, water to Jameson Estates (in the RM but outside the annexation area) and Meadow Ridge Estates (inside the annexation area); and the developer of Meadow Ridge Estates is in the process of transferring the water line it constructed to the Town.

Additionally, White City proposes that each municipality continue to operate their respective sewer utilities and sewer utility infrastructure, outside the WCRM158 Wastewater Management Authority, such as sewer utility infrastructure such as sewer collection facilities, sewer transmission facilities (to the Emerald Park lagoons), lift stations, and sewer administration and billing infrastructure. In so doing, the RM will continue to provide sewer services to existing customers (and new customers) within existing serviced areas in Emerald Park, and Great Plains Industrial Park (East), as shown on Figure 15 below, in addition to existing and new customers outside of the proposed annexation area.

Sewer services for newly developed areas/customers in the annexation area will be provided by the Town unless the Town and RM agree that service delivery via the RM's existing sewer system makes more sense. Note: sewage transmission (from the Emerald Park sewage lagoons) and sewage treatment facilities will continue to be owned and operated by WCRM158. Also, the RM will continue to be responsible for the ongoing liability and costs associated with decommissioning and reclamation of the Emerald Park sewage lagoons, and transition to a stormwater drainage facility.



Figure 15 – Current Water and Sewer Service Delivery in the Annexation Area



Following annexation, there are options that may be considered for the provision of treated water for the integrated full-service community. These are:

- **The creation of a water works utility similar to the WCRM158 Wastewater Authority, in which the systems to treat and supply water to residents is owned and operated by the Water Works Utility. The Utility would determine water rates, establish quality standards, ensure there is sufficient supply of treated water to the growing community and operation and maintain the systems on a daily basis;**
- **If it is the RM's preference to transfer the water and sewer utilities to the Town, the RM and Town can enter into transfer discussions post-annexation and full cost utility rates for the newly acquired service area will be determined by way of a comprehensive utility rate review; and**
- **The RM maintains utility infrastructure and operations and, moving forward, the RM will act as a third-party utility provider within certain annexation areas. Examples of this approach can be found in many municipal jurisdictions across Canada.**

### 3.6.7 Education

With continued rapid regional growth, decisions will be needed on the location of new schools and new community facilities to support the complete range of education, sports and recreation activities expected in a modern growth community.

### 3.6.8 Administration

As White City has grown, the Town administration has expanded to meet customer needs and ensure responsiveness, communication and accountability to all citizens. The Town employs approximately 23 full time equivalency positions. White City's municipal staff strive every day to provide residents with excellent service. Operational Excellence is an important part of the Strategic Plan adopted by council in 2022 and set out the following goals:

- **Develop a positive environment that encourages learning opportunities for council and administration related to the governance and operation of the town.**
- **Ensure excellent management of the municipality by ensuring council and administration’s actions, policies and decisions implement good governance principles.**
- **Be an effective and responsive administration that can meet the demands of a fast-growing community.**

White City administration has taken the time to consult with experienced third-party professionals to undertake research, conduct comparative analysis and review financial and legal precedence in order to advise council on options that will help the community prepare and plan for the future growth of the Town and the impact of this restructuring proposal. Municipal staff are taking steps now to meet the demands for infrastructure and service levels required of a growing community in the future. This includes an organizational and human resource policy review.

As part of the transition White City expects that resources now held by the RM may be well suited to future work as part of the new community. Further work with the RM will define:

- **Future disposition of mobile assets used for ongoing snow clearing, maintenance, and construction.**
- **Interest of current human resources (direct, contract, etc.) to continue service delivery on behalf of the new community rather than the RM.**

### 3.6.9 Contaminated Sites and Other Liabilities

The Emerald Park Sewage Lagoons currently are being decommissioned by the RM. In addition, the stormwater drainage system in Emerald Park is inadequate and this results in regular downstream flooding issues. At the time of this submission White City is not aware of any contaminated sites within the proposed area.

As part of the restructuring and boundary adjustment process White City will request that the RM confirm the presence of any other contaminated sites and the status of remediation.

### 3.7 Interim Proposed Governance & Electoral Matters

Depending on when the annexation proposal is approved by the provincial government, an election for a new municipal council could be called immediately by order of the Minister of Government Relations, or, if the timing falls in close proximity to the scheduled general municipal election in the fall of 2024, the election for the new community’s council could occur at that time. The current Town Council will remain in place until an election is ordered or until the general election. The Town Council may be supplemented with the addition of the two sitting RM councillors of Divisions 3 and 7 that currently preside over Emerald Park.

All citizens will have equal representation and input.

A fundamental principle underlying White City’s boundary adjustment process and this restructuring proposal is to provide new resident’s fair and effective democratic representation.

This principle was identified at the outset. This Proposal delivers upon the commitment to equal and representative voice in the new community. The following defines how the expanded community will deliver equal voice to all and eliminate the unequal representation now entrenched through the rural electoral process.

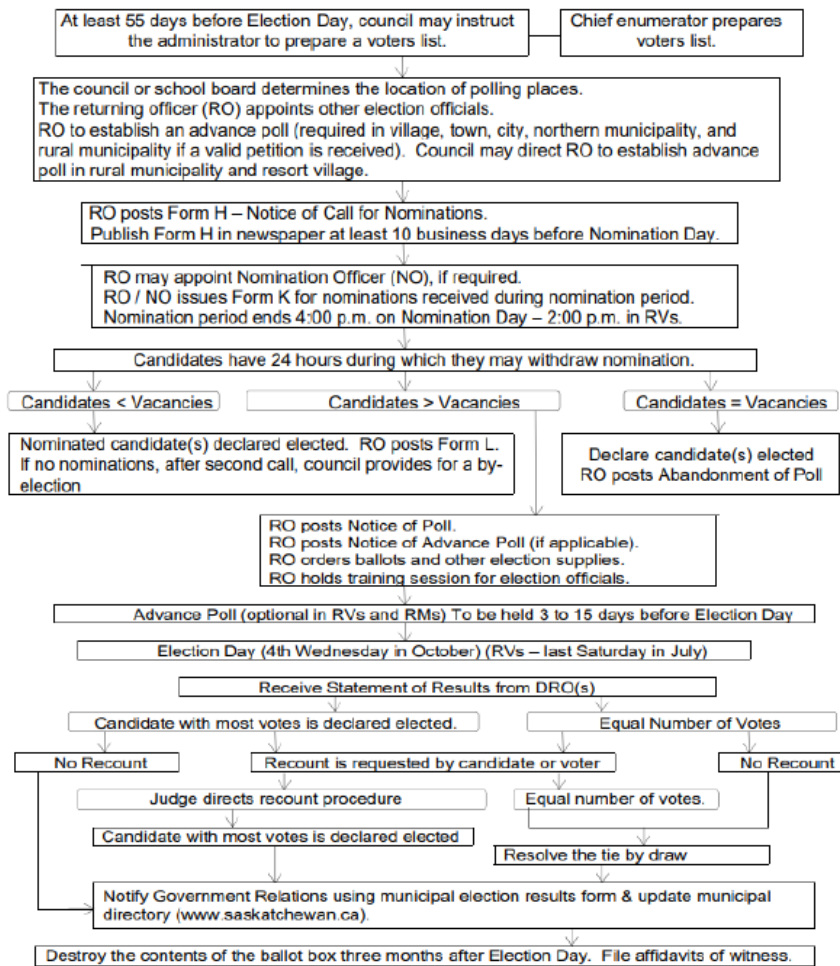
All eligible residents within the boundaries of the new community would be able to seek a seat on the new council and be able to vote to select their new council representatives.

With an application for a boundary alteration that has been negotiated and mutually agreed between the two municipalities, the timing for the new election may be included as part of the Voluntary Restructuring Agreement entered to by both parties. However, in this case an alteration of municipal boundaries to the Saskatchewan Municipal Board under subsection 18(1) of *The Municipal Board Act*, the minister shall make an order under subclause 61(2)(c)(i) that implements the Saskatchewan Municipal Board's decision.

Such decision may include the terms and conditions that are contained in any voluntary restructuring agreement or proposal, including any terms and conditions on which the agreement or proposal may be altered or amended; may appoint the persons to comprise the interim council until an election can be held; may provide for adjusting and settling the assets and liabilities of each municipality and other municipality affected by the restructuring; and any other matter that the minister considers appropriate.

The new urban municipality electoral process will be governed by *The Municipalities Act*, as outlined below:

Figure 16 – Municipal Election Process



### 3.8 Period of Enforcement & Dispute Resolution

It is expected that the full transition process will take approximately one year. The commitments identified in this Restructuring Proposal and the legislative requirements of *The Municipalities Act* shall be in effect for this time period. Further consideration of details arising shall be placed before the new Council for direction and decision.

If a dispute arises between the new community and the RM, it is proposed that the dispute resolution mechanisms as defined in *The Municipalities Act* be utilized.

### 3.9 Taxation, Special Levies and Service Levels

While the critical issues of governance, comprehensive land planning and effective and efficient provision of infrastructure and community services are the key elements of the proposal for a consolidated, full-service growth community, attention must also be paid to the implications of this proposal for the individual property owner.

For community services, the annexation has very little short-term impact but delivers tremendous benefits in the medium and long term. Routine services in the annexation areas, such as waste management and road maintenance, will be easily integrated into the Town model. The major implications relate to the ability of a new community to address the unfulfilled expectations for new schools, community and recreation facilities and retail and personal services.

One need only look to the tremendous progress made by the new cities of Warman and Martensville in attracting major provincial funding for joint education and community facilities and new businesses to gauge the impact the consolidation will have.

*The Municipalities Act* requests that the Restructuring Proposal clarify if any areas will be specifically selected for the purpose of assigning different service levels and different tax rates. Fair taxation and superior service delivery will result.

White City intends to request that, for a period of 10 years post-annexation, annexation area landowners will benefit by: (1) retaining their tax classification as they exist today (e.g., exempt will remain exempt), and (2) being taxed at the Town's effective mill rate or RM's effective mill rate, whichever is lower in a given tax year .

White City is committed to long term alignment of tax rates across properties and areas. It also recognizes that different processes in place between White City and the RM has led to different service levels with different fee structures and financing approaches. The following section outlines how inequities will be identified and, over time, addressed.

### 3.9.1 Continuing Tax Incentives

Except for the tax grandfathering proposed, no special levies, rates or incentives are envisaged. As described above, the Town is requesting that annexation area landowners be provided tax protection thereby eliminating tax impacts. Specifically, the Town is requesting that, for a period of 10 years post-annexation, annexation area landowners will benefit by: (1) retaining their tax classification as they exist today (e.g., exempt will remain exempt), and (2) being taxed at the Town's effective mill rate or RM's effective mill rate, whichever is lower in a given tax year. Comparison of effective mill rates will utilize the rules summarized *Appendix in H* of the FIA. This guarantee will continue in the absence of a "triggering event" such as subdivision, development, etc. which are also defined in *Appendix H* of the FIA.

### 3.9.2 Land Use

After annexation, landowners will continue to enjoy the current use of their land, either as of right or as grandfathered. Existing development rights will continue without exception. White City's Zoning Bylaw No. 581-14 regulations for development permits, enforcement, subdivision, and development appeals will apply to the annexation area, although landowners can expand the current use of their land, subject to the Town's policies at the time of application.

Rezoning to accommodate a new use will require transition to an adequate or new zoning district within the Town's Zoning Bylaw, and the size and number of subdivisions allowed on a parcel of land will depend on the zoning. All these processes will remain as they are under the RM jurisdiction. High-level land use plans consistent with regional and municipal policies will continue to be a requirement. Existing land use plans will remain in effect and may be reviewed to ensure that policies are appropriate for lands within the town. Changes to existing plans and new plans to accommodate urban development will continue to require public consultation under provincial and municipal regulations.

The Town will review and update all other applicable municipal policies and regulations to ensure the least impact on residents within the annexation area and to ensure the current lifestyles continue into the future.

## 3.10 Compensation

As noted in the FIA, financial compensation from the initiating municipality to the responding municipality should only occur in circumstances where the responding municipality suffers financial impact, and then only for a period of time necessary to mitigate the impact.

To ensure compensation frameworks are appropriate, fair, and equitable, in 2015 the Province of Saskatchewan created principles for guiding the determination of annexation financial compensation settlements. , The concept of "net" financial impact underpins several of the Saskatchewan principles. In other words, financial compensation can flow to either municipality, depending on the circumstances and the net impact suffered or enjoyed by the responding municipality. And in situations where there is no financial impact on either municipality, no financial compensation is required.

The net financial impact on the responding municipality is determined by summing: (1) Annual Financial Impacts, and (2) One-time Financial Impacts, with each determined as follows:

**(1) Annual Financial Impacts = (Taxes lost + Other Revenues Lost – Operating Expenses Saved – Capital Expenses Saved) X Compensation Period**

**(2) One-time Financial Impacts = Net Assets Transferred + Assets with Stranded Debt – Stranded Liabilities – Levies and Service Agreement Charges Collected – Cash-in-lieu Collected +/- Other Considerations**

This annexation results in an annual financial gain to the RM estimated at \$1.5million and the one-time financial gain to the RM is estimated at \$5.9million. See the Attached Financial Impact Analysis - Appendix "B" for more details.

# 4 Transition Plan

The Town will review and update all municipal policies and regulations to ensure the least impact on residents within the annexation area and to ensure the current lifestyles continue into the future.

A well thought out transition plan is key to ensuring a smooth transition from the current state to a single, cohesive urban municipality. The plan must be guided by a vision of the desired future state, as outlined in this document. The plan should identify deliverables, timelines, costs and team structure that will deliver the vision in a predictable and controlled way. The plan must also consider regulatory requirements such as the Saskatchewan Municipal Board (SMB) process for annexation and the municipal election cycle. During the transition, the plan provides the road map to the team to effectively manage risk, keep the project in control and allow for effective project governance and decision making.

## 4.1 Restructuring Implementation (Transition)

Upon a successful decision by the SMB to alter the municipal boundaries, the transition process will begin. This process will consist of an assessment phase (first step) followed by an implementation phase (second step). The work will be delivered using industry best practices in project and change management and will be supported by consultants with the appropriate skillset.

The assessment phase is intended to be a current state analysis phase and provide opportunity to appoint a transition steering committee and a transition project committee. The steering committee will oversee the transition and provide direction and advice to the project committee on completing the transition. It is anticipated the steering committee would consist of council members, community members from White City and Emerald Park and key stakeholders, such as the business community. This phase will also include an analysis of any direction received from the SMB and Ministry of Government Relations, and to revisit and finalize the strategy for transition. The steering committee will be responsible to approve the transition plan that has been developed to support this restructuring proposal.

The project steering committee will primarily consist of members of the Town's administration, with assistance from expert consultants and will include representatives from the RM administration and other individuals as necessary.

### Transition Plan

How will this restructuring and transition be accomplished?

How will impacted land owners be assured that their interests are protected and improved?

This proposal includes significant residential and commercial property. Significant care has been taken to ensure that the rights now enjoyed are maintained.

The following section suggests how the process may unfold, what the expected timelines for implementation are, and the proposed term of the agreement through which no changes to the conditions detailed in this proposal can be altered.

The following work packages and associated milestones are suggested:

Figure 18 – Phase 1 Transition Milestones

Phase 1 Transition Milestones	
Transition Start	Quarter 1, 2023
Transition Plan Complete	Quarter 1, 2023
Finalize Governance	Quarter 2, 2023
Update Financial Models	Quarter 2, 2023
Damages Assessment & Negotiations	Quarter 3, 2023
Human Resource Transition	Quarter 3, 2023
Information Technology Transition	Quarter 3, 2023
Bylaw Updates	Quarter 4, 2023
Policy Updates	Quarter 4, 2023
Official Community Plan Update	Quarter 4, 2023
Election of New Municipal Council (1- or 5-year term)	November 2023
Transition Complete	Quarter 1, 2024

The implementation of restructuring, conceptually, is being delivered in a project management framework. It will transition the new community in order to best serve residents and businesses. It is expected that significant engagement and cooperation will be required between the Town and the RM to achieve this efficiently. Generally, the RM would be expected to:

- **Provide input and advice into the process;**
- **Provide information for the annexed areas related to taxes, assets, infrastructure, GIS, services provided, employees and compensation, bylaws, policies, past engineering studies/ designs, etc.;**
- **Work with the Town to identify and confirm damages incurred through restructuring;**
- **Development plans and development work currently underway in the annexed area; and**
- **Provide contact information for relevant stakeholders.**

A cooperative working relationship between the Town and RM will be key to implementing the transition smoothly.

During this phase of work a plan of engagement with local First Nations will be developed. It will define an appropriate consultation process with First Nations to inform them of the activities underway and to begin any required dialogue on specific lands and interests that may be impacted through the boundary adjustment process.

Once implementation of the work is completed, the Town will track several important milestones that are anticipated as a successful outcome of the transition. These include:

- **The new Council being elected and beginning governance;**
- **Achievement of the financial models built during project implementation**

It is important for the administration of the new community to monitor the achievement of these milestones. They will provide the basis for a well-managed community that is able to maximize the value of rapid growth and development for decades to come.

# 5 Summation

The case for consolidation of the Town of White City, the adjoining unincorporated residential areas and the non-residential developments along the south side of Highway #1 is self-evident. Existing development is completely seamless in terms of physical boundaries, emphasizing the complete lack of rationale for having a contiguous community subdivided into two separate municipal jurisdictions.

The mandates and characteristics of governance are fundamentally different for urban and rural municipalities. This is reflected in the provincial legislation which presumes that municipalities understand this difference and focus on those matters anticipated in the legislation.

The general urban area of White City is on the threshold of rapid growth and development. The completion of major highway improvements and the expansion of commercial and community services makes the community even more attractive. With a fast-growing population the need to develop longer range plans for residential growth, consumer businesses, community services and especially core infrastructure becomes much more acute.

It is clear that this area needs to be incorporated into a single urban municipality, before further irreversible land use commitments are made out of context and without a unifying vision of an effective community.

A quarter section by quarter section annexation process does not provide an appropriate level of long-term planning required by a high-growth community. A comprehensive land use plan that incorporates all the land uses and community services needed to support an integrated, full-service growth community should be the top priority for directing the future of this region.

Every element of sound governance points to the creation of a single consolidated community:

- **The need for a land-base that will allow comprehensive community planning to ensure residential and commercial developments take place in an intelligent manner, reflective of current and future expectations for a rapidly growing urban center;**
- **The need to have a single plan for community and education services that meet the needs of and are supported by the entire community;**
- **The need for an appropriate urban municipal governance model to ensure infrastructure and community services are delivered in the most efficient and cost-effective manner;**
- **The need to provide appropriate democratic representation to the citizens and businesses in a rapidly growing urban community.**

The Town of White City is a progressive, well-managed community that is developing and implementing a strategic, longer-term plan capable of guiding community development for decades to come. The geographic and governance context for this strategic planning effort is currently complicated, a reflection of the unusual and confining governance model in place and the lack of integration of taxation, comprehensive planning and development control and the provision of school, recreation and other municipal services.



All the economic, financial and other data analyses support the case for consolidating existing developed areas into a single jurisdiction and provide supporting evidence for the need to establish the land base and planning controls to meet future growth requirements. The case for consolidation of existing urban areas and sufficient land to support the growth of an integrated, full-service community into a single urban municipality is compelling.

Good governance, good planning and good sense will be well served by creating this new growth center in a timely manner.

**One Community. Stronger Together. One bright future for all.**

**Appendix "A" – 2022 Growth Study**

**Appendix "B" – 2022 Annexation Financial Impact Assessment**

**Appendix "C" – Description of Lands to Be Annexed**