



MEMORANDUM

FROM: Administration
TO: Chair Pruim, Reeve Harwood, All Councillors
SUBJECT: Planning Committee Meeting

A meeting of the Planning Committee will be held on:

Monday, April 3, 2023 Meeting
Immediately following the Administration Committee Meeting

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AGENDA

1. Call to Order
2. Adopt Agenda
3. Planning Carryforward Action List
4. Delegation – 9:15 am
City of Saskatoon/Green Prairie Environmental/Ministry of Environment re: Proposed Composting Facility - Corman Park
5. R.M. OCP/ZB update
 - Discretionary use referral distance and home-based business development standards
6. P4G Update
7. Developer Servicing Agreement Deficiencies – In Camera
closed per clause 120(2)(a) of *The Municipalities Act* in reference to clause 13(1)(b) of *The Local Authority Freedom of Information and Protection of Privacy Act* to discuss Developer Servicing Agreement Deficiencies.
8. Adjourn

PLANNING Carryforward Action List-CURRENT

Yellow highlighted text indicates latest status update

	Date/Source	Action Item/Request	Status
1.	October 2020	<p>Septic Approvals</p> <p>Issue: Administration to bring more information to a future Committee meeting regarding septic approvals</p>	<ul style="list-style-type: none"> Feb 8, 2021 – A report on unapproved septic system installations was on the planning committee agenda for discussion; R.M. Administration to follow up at a future meeting with more information once discussions with SHA could be had – in progress
2.	July 5, 2021	<p>Septic Monitoring</p> <p>Issue: Administration to bring more information to a future Committee meeting regarding subdivisions where septic monitoring procedures have been established</p>	<ul style="list-style-type: none"> In progress – expected at future planning committee meeting; information is being tabulated as part of background into South R.M. Area Development Plan request for proposals
3.	June 28, 2022	<p>Saskatoon Freeway Functional Planning Study – Phase 3</p> <p>Issue: Corman Park and Saskatoon to draft follow up letter from Minister of Highways meeting regarding Phase 3 postponement</p>	<ul style="list-style-type: none"> Reeve Harwood, Mayor Clark, and P4G Executive Director met with Minister Cockrill on March 9, 2023 Phase 3 is restarting in next budget cycle as per 2023-2024 budget announcement Thank you letter and media release is being drafted through P4G

Planning Committee Presentation Item 5

April 3, 2023

Reeve and Councillors

Re: R.M. Zoning Bylaw Review

Recommendation:

That Council review and provide feedback on the direction proposed for discretionary uses and home based businesses in the new Corman Park Zoning Bylaw.

Background:

A report was presented to December 12, 2022, Planning Committee which provided an overview of the structure and content of the draft Corman Park Official Community Plan (OCP) and asking Council to endorse the Official Community Plan Goals and Principles, and the Country Residential Exclusion Area.

This report focuses on the Zoning Bylaw portion of the project. Committee members may recall that in 2018, Council directed Administration to update the Corman Park Zoning Bylaw to align, where appropriate, with the P4G Planning District's Zoning Bylaw. In most cases, consistent zoning regulations within and outside of P4G is logical and desirable, however some policies may need to be different to better meet the R.M.'s needs.

The purpose of this report is to identify and discuss two significant policy departures from the P4G Zoning Bylaw that are being considered for the Corman Park Zoning Bylaw. The rationale for these changes is to respond to feedback received from the P4G partners, members of the public, Corman Park Development Review staff and other stakeholders over the past year of implementing the P4G Zoning Bylaw.

In addition to the topics discussed in this report, Administration continues to conduct research and review policy options for the following issues, which may be brought forward in future reports if the recommended approach deviates from current R.M. or P4G Zoning Bylaws:

- Multi-unit farmhand residences;
- Allowing multiple principal uses on one site for the purpose of accommodating communal settlements, such as Hutterite colonies; and
- Signage regulations.

Other, less substantive changes will be required to remove references or policies that are specific to the P4G Planning District (for example, Green Network Study Area or Future Urban Growth Areas). Administration will provide a comprehensive report identifying all differences between the P4G Zoning Bylaw and the Corman Park Zoning Bylaw prior to bringing the new Zoning Bylaw forward for adoption.

Discussion:

1. Discretionary Use Referral Distance

The Planning and Development Act, 2007, requires all landowners within 75 m of the subject property to be notified in writing of a discretionary use application, however municipalities may choose to implement a higher standard. For example, the current Corman Park Zoning Bylaw requires all property owners within 1600 m (1 mile) of the subject property to be sent a notice, which is a standard common among many rural municipalities.

In the P4G Zoning Bylaw, the discretionary use referral distance is reduced to 500 m (approximately 1/3 of a mile). This distance was reduced as a result of direction from Council on the basis that a 1600 m (1 mile) referral radius was excessive and in higher density areas, necessitated a large number of mailouts to landowners that in many cases, are unaffected by the proposal.

When asked about this distance in the July 2021 ratepayer survey, many residents responded that they are concerned 500 m is not far enough when considering that some uses typically found in rural areas (gravel pits and intensive livestock operations being the most illustrative examples) can have off-site impacts extending beyond 500 m.

Taking into consideration the previous direction from Council and results from the ratepayer survey, Administration is recommending a tiered approach where some uses with a higher likelihood of off-site impacts are referred to all properties within 1600 m (1 mile), while all other uses are referred to properties within 500 m, to be consistent with the P4G standard.

Part of the rationale for proposing a different approach than P4G is the difference in land use patterns in areas outside of the P4G Planning District. Some land uses with a higher likelihood of off-site impacts may be more likely to locate outside of the Planning District, partially because of P4G policies which limit uses like ILOs in Future Urban Growth Areas. Further, population densities are typically lower outside of P4G which means the same referral distance will require notification to fewer landowners.

The uses listed below are proposed to have a larger, 1.6 km (1 mile) referral radius. These uses are being recommended by Administration to have a larger notification area based on the potential for off-site impacts resulting from normal operations, including noise, dust, vibration, odour, or traffic. The definitions for each use are appended to this report (Appendix A). Any use not listed below, including some of the most common applications such as home based businesses and secondary suites, are recommended to be subject to the 500 m standard.

List of proposed uses with a 1.6 km (1 mile) referral radius:

Aerodrome	Mechanical Sewage Treatment Facility
Aggregate Resource Extraction Operation	Mineral Resource Extraction
Aggregate Resource Storage and Processing Operation	Mineral Resource Storage and Processing Operation
Asphalt or Concrete Facility	Sewage Lagoon
Chemical Plant	Snow Management Facility
Filling, Levelling and Grading Type II	Waste Transfer Station
Intensive Livestock Operation	Work Camp
Landfill	

For reference, the R.M. of Blucher takes a similar approach, where ILOs, abattoirs, airports and waste disposal facilities are referred to properties within 6.4 kms (4 miles) of the subject property, while all other discretionary use applications are only referred within a distance of 0.8 kms.

It should be noted that regardless of the circulation distance, the zoning bylaw will still require the Development Officer to send notices to properties along identified transportation routes where a use may have a significant impact on landowners adjacent to the route, such as aggregate extraction. Further, Administration recommends leaving the referral radius for notifying other municipalities unchanged at 1.6 km (1 mile).

Summary of Proposed Changes

Current R.M. Zoning Bylaw	Current P4G Zoning Bylaw	Proposed for new R.M. Zoning Bylaw	Rationale
All discretionary uses sent to properties within 1.6 kms (1 mile).	All discretionary uses sent to properties within 500 m.	Most discretionary uses sent to properties within 500 m, with the exception of listed uses that are sent to properties within 1.6 kms (1 mile).	Responds to ratepayer concerns about insufficient notification, while acknowledging that many discretionary uses are not likely to have impacts beyond 500 m.

Alternative approaches to this issue include:

- A. Keep referral radius at 500 m for all uses, which would make the Corman Park Zoning Bylaw consistent with P4G. This is not being recommended based on the reasons discussed above.
- B. Keep referral radius at 1.6 km (1 mile) for all uses to be consistent with current Corman Park Zoning Bylaw. This is not being recommended as many land uses have little potential to impact properties beyond 500 m.

Discussion questions:

- *Is Council supportive of a tiered approach, where some uses have a larger referral radius based on the potential for off-site impacts?*
- *If so, should any uses be added to or removed from the list of uses referred to all properties within 1.6 kms (1 mile)?*

2. Home Based Businesses

The P4G Zoning Bylaw implemented a framework that differentiated between three types of home-based businesses based on the intensity and amount of activity generated by the business. To create consistency throughout the R.M., these standards were added to the Corman Park Zoning Bylaw as part of a package of priority amendments approved by Council in November 2021. Type III home based business is the least restrictive category, permitting up to 4 employees, 14 daily business-related visits, and outdoor storage encompassing up to 2% of the site area. Type III home based businesses are currently a discretionary use in the AG – Agriculture, AR1 – Agricultural Residential 1, AR2 – Agricultural Residential 2, and AR3 – Agricultural Residential 3

zoning districts. Type III home based businesses are not currently allowed in country residential zoning districts.

Traffic generation is one of Administration’s main concerns with home based businesses, which was also reflected in the public feedback received from the 2021 ratepayer survey. However, the parameter that has proven the most challenging to implement is the maximum number of daily business-related visits. Administration has received several inquiries for home based business proposals that would exceed 14 daily trips, but would otherwise meet the standards and intent of a type III home-based business, and may be reasonable to consider in particular locations. For example, a home-based dog agility training business was approved by Council in February 2022 that anticipated having 28 vehicles trips per day on weekdays.

Administration is recommending that the parameters for type III home based businesses are slightly revised to have no maximum daily trips. This is not to suggest that any number of trips would be acceptable; Administration would typically still recommend a maximum number of daily trips as a condition of an approval, with the maximum being dependant on criteria such as:

- a) the length and condition of municipal roads impacted;
- b) the number of residential properties potentially impacted; and
- c) the number of daily trips required for the business to be viable.

Other conditions of approval, such as the application of dust control, could also be added at Council’s discretion.

Having no maximum daily trips would allow the type III home based business category to function as a more flexible “catch all” use that would permit Administration to consider applications proposing more than 14 trips per day and bring them to Council for consideration. It is proposed that all other parameters for home based businesses (employees, outdoor storage, etc.) remain unchanged.

Summary of Proposed Changes

Current R.M. Zoning Bylaw	Current P4G Zoning Bylaw	Proposed for new R.M. Zoning Bylaw	Rationale
Type III Maximum number of business related visits per 24 hours – AG and AR districts: 14 Maximum number of business related visits per 24 hours – All other districts: 6	Same as R.M. Zoning Bylaw	Type III Maximum number of business related visits per 24 hours – AG and AR districts: no maximum Maximum number of business related visits per 24 hours – All other districts: no maximum	Allows Type III category to capture home based business proposals that exceed the maximum number of daily business related trips, but otherwise meet the requirements for home based businesses.

Alternative approaches to this issue include:

- A. Keep status quo, leaving type III home based businesses eligible for a maximum of 14 business related visits per day in AG and AR zones, acknowledging that applicants have a right to appeal the conditions of a discretionary use approval, including the maximum number of business-related visits per day. If a development standard results in frequent appeals, however, it may be an indication that the standard is overly restrictive or otherwise inadequate. Further, this option is not being recommended because it may create a situation where applicants are untruthful about the actual number of trips that will be generated to create the impression of bylaw compliance.
- B. Increase the maximum number of business-related visits per day to a number determined by Council, but still state a maximum number in the Zoning Bylaw. This was not recommended as any other number chosen as a maximum number of daily business related visits may still result in the same issue that is currently being experienced.

Discussion questions:

- *Is Council supportive of removing the maximum number of daily trips for type III home based businesses?*

Implications:

Strategic	The OCP and Zoning Bylaw review will modernize the R.M.'s existing bylaws. The proposed changes will clarify development standards, streamline review processes, and bring R.M. bylaws into alignment with P4G where appropriate.
Financial	None.
Policy/Legal	Municipalities are empowered to adopt and amend zoning bylaws by section 46 of <i>The Planning and Development Act, 2007</i> . With respect to discretionary uses specifically, section 55(2) of <i>The Planning and Development Act, 2007</i> requires written notice to be provided to assessed owners of property within 75 m of the applicant's land, and any other owners requiring notification pursuant to the municipality's zoning bylaw.
Communication	Stakeholder, rightsholder, and landowner engagement will take place prior to bringing the final OCP and Zoning Bylaw to Council for approval.
Other Implications/Options	Alternative options for each issue are noted in the report.

Appendix A

Use	Definition
Aerodrome	means an area of land, water, or other supporting surface used or intended to be used either in whole or in part for the storage, arrival or departure, movement, maintenance or servicing of aircraft and includes any buildings, installations and equipment situated thereon or associated therewith. Aerodrome includes airstrips on private property, that are neither registered nor certified, and registered aerodromes. For the purposes of this definition, aerodrome does not include certified aerodromes, referred to as airports.
Aggregate Resource Extraction Operation	means the on-site removal, extraction, primary processing, storage and hauling of an aggregate resource found on or under the site or accessible from the site. Typical facilities or uses would include gravel pits (and associated crushing operations), sand pits, clay or marl pits, peat extraction, and stripping of topsoil.
Aggregate Resource Storage and Processing Operation	means the storage, processing, sale, and transportation of aggregate resources sourced from off-site sources.
Asphalt or Concrete Facility	means an industrial facility used for the production of asphalt or concrete, or asphalt or concrete products, and may include administration offices, stockpiling of bulk materials, display of finished products manufactured on the premises and the storage and maintenance of required vehicles and equipment.
Chemical Plant	means an industrial facility used primarily to manufacture chemical compounds regulated and defined by <i>The Hazardous Substances and Waste Dangerous Goods Regulations</i> . A chemical plant may include an anhydrous ammonia facility.
Filling, Leveling and Grading Type II	means the placement of clean fill for the purpose of re-grading or levelling a property to reclaim previously excavated properties, correct drainage on a site or make a site more suitable for construction. Filling, levelling and grading shall be classified as type I or type II. Type II: sites located on lands considered environmentally sensitive or bringing more than 1000 tonnes or 600 m ³ of clean fill on to a site within a 12 month period.
Intensive Livestock Operation	means the confining of any of the animals listed in the animal units definition in this bylaw, where the space per animal unit is less than 370 m ² (3983 ft ²).
Landfill	means an engineered site for permanently disposing of solid waste by placing it onto or below land, constructed so that it will reduce hazard to public health and safety. Includes dry-waste, industrial, sanitary, and modified sanitary classifications of landfill operations.
Mechanical Sewage Treatment Facility	means a sewage treatment facility where the process is controlled primarily by mechanical means, but does not include facilities employing only non-aerated lagoons, a manure storage area for an intensive livestock operation or a private sewage disposal system.

Mineral Resource Extraction	means development for the on-site removal, extraction, and primary processing of a mineral resource found on or under the site or accessible from the site for sale, or transfer off the site. Typical facilities or uses would include potash mines.
Mineral Resource Storage and Processing Operation	means development for the storage, processing, sale and transportation of mineral resources sourced from off-site sources.
Sewage Lagoon	means a sewage treatment facility where the process is controlled primarily by a waste stabilization pond providing primary and/or secondary treatment of sewage effluent, but not including a manure storage area for an intensive livestock operation or a private sewage disposal system.
Snow Management Facility	means a facility that is used for the storage and disposal of snow and incidental materials collected in the process of removing snow from offsite sources.
Waste Transfer Station	means a facility where inert or organic waste material is sorted and temporarily stored prior to being transported to a recycling, treatment, recovery or disposal facility or a landfill. A waste transfer station may be used to burn clean, non- painted and non-treated wood.
Work Camp	means a temporary or seasonal residential accommodation of construction personnel or employees in the form of recreational vehicles, trailers, tents or modular dwellings providing sleeping, cooking and eating, sanitary and living facilities. Accessory uses must also be temporary and may include an amenity building, administration office, and/or storage or parking of equipment and vehicles.



Planning Committee Presentation Item 6

April 3, 2023

Reeve and Councillors

Re: Saskatoon North Partnership for Growth (P4G) Update

Recommendation:

“That the Saskatoon North Partnership for Growth (P4G) update be received as information.”

Background:

The Regional Oversight Committee meeting was held March 23, 2023. Items discussed included endorsing the Green Network Study Area – Phase 3 drainage study Project Charter, with the study beginning May 2023. Discussions around the P4G Strategic Plan as well as the Regional Servicing Hub are ongoing. The TSSI funding applications were released at the beginning of March and Corman Park agreed to be the lead funding applicant for the P4G Two-phase Regional Fees and Levies Study. Other studies that will be applying for funding include the P4G Strategic Plan, led by Saskatoon, and the Servicing Hub, led by Osler. The P4G Executive Director will continue planning the *All-Councils Reunion*, scheduled for Thursday, October 26, 2023, at Wanuskewin Heritage Park. Further details will be outlined at a later committee meeting.



Planning Committee Presentation Item 7

April 3, 2023

Reeve and Councillors

Re: Developer Servicing Agreement Deficiencies – In Camera

Recommendation:

“That due to the nature of Planning Committee agenda items 3. and 4. containing sensitive information not ready for public viewing, it is recommending these items occur in-camera as per Section 16(1) of the Local Authority Freedom of Information and Protection of Privacy Act.”