MAY 2017

SASKATOON NORTH PARTNERSHIP FOR GROWTH REGIONAL PLAN

Regional Governance and Implementation Strategy

SASKATOON NORTH
PARTNERSHIP FOR GROWTH
REGIONAL PLAN

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Introduction

This document provides an outline for the next steps in governance and implementation for the Saskatoon North Partnership for Growth (P4G) Regional Plan. Although the Plan and associated materials provide a comprehensive description of policies and processes to be enacted regionally, P4G municipal partners will need to develop a complete system to guide development and cooperation.

In this document, the implementation process and relevant content areas are outlined, including:

- The **plans, bylaws, and other documents** necessary to implement P4G as a coordinating regional body;

- A **governance framework** to be used for the Region, including the major participants and processes used to manage the Region;

- **Future studies** necessary to implement specific elements of the Plan, based on more detailed information and analysis;
- **Reporting processes** to provide transparency about Plan progress and alignment between the Regional Plan and municipal planning;

- **Funding strategies** to explore for future initiatives; and

- A general **timeline and workplan** for developing supporting materials and implementing the Regional Plan.

Plans, Bylaws, and Documents

INTRODUCTION

Creating the framework for the P4G Region under the *Planning and Development Act*, 2007 (the Act) will require certain plans and documents to be completed and implemented, including:

- P4G Strategic Business Plan
- P4G Planning District Agreement
- P4G Regional Plan
- P4G Zoning Bylaw
- Concept Plans
- Regional Servicing Plans

P4G STRATEGIC BUSINESS PLAN

To ensure that short-term goals of P4G are prioritized during business cycles, a detailed workplan should be created for the Region over a two-year period as guidance to all P4G program areas. The P4G Strategic Business Plan should provide:

- An overview of regional activities coordinated by the P4G and its members
- Initiatives that are ongoing or are to be undertaken by P4G during the planning period
- Project tables that include an overview of the goals, deliverables, expected outcomes, and high-level timelines for work to be undertaken during the P4G Strategic Business Plan period
- Budget summaries for projects and programs coordinated and supported by P4G

P4G PLANNING DISTRICT AGREEMENT

Under the Act, a Planning District Agreement will need to be created by the P4G members and approved by the province so that P4G is instituted as a recognized entity. This should be based on the current planning district agreement created for the Corman Park–Saskatoon Planning District, as well as the requirements for a "district planning agreement" under the Act. Considering these elements, the following content should be included in the Agreement:

- The boundaries of the final Plan area;
- Details regarding the P4G Planning Commission, including composition of the Commission, tenure, remuneration, alternate members, powers, and responsibilities;
- Details regarding the formation, membership, roles, and responsibilities of the Regional Oversight Committee (ROC), Planning and Administrative Committee (PAC) and other Committees, as necessary;
- Requirements for a P4G Regional Plan and Zoning Bylaw;
- A description of the P4G dispute resolution process;
- Processes for amending the Plan and/or Agreement; and
- Processes for incorporating new members and termination of participation by a municipality.

For the Agreement to come into force, it must be approved by the Minister of Government Relations (Section 98), who may issue an order to establish the P4G Region as a planning district (Section 99). This Agreement would replace both the existing Corman Park-Saskatoon Planning District Agreement and the P4G Terms of Reference.

REGIONAL PLAN

The Regional Plan shall fulfill the role of a "district plan" required under the Act. After the Plan has been approved in principle by the ROC, additional tasks will need to be completed to bring it into force:

- Municipalities will need to provide for individual reviews of the Plan as a bylaw, which would include a legal review and any necessary public engagement.

- If changes are required after municipal reviews are conducted, ROC shall review and approve a reconciled list of changes to the Plan, and submit a revised version to all Councils for approval.

- The final Plan must be approved by the Councils of all P4G members and the Minister to be enacted.

P4G ZONING BYLAW

Under the Act, municipalities must pass a zoning bylaw consistent with the Plan for the portion of the municipality included in the Plan area. Currently, there is a District Zoning Bylaw specifically for the jointly managed area of the RM, within the existing Corman Park-Saskatoon Planning District. This Zoning Bylaw is maintained by the RM. The existing District Zoning Bylaw would be repealed and replaced by a new P4G Zoning Bylaw that would apply to the Plan area. This Zoning Bylaw also must reflect the intent and policies of the P4G Regional Plan, and should adapt and transition as many of the policies and districts as possible to maintain continuity in land use and development regulation. The RM will continue to maintain their separate RM Zoning Bylaw which would continue to apply to the balance of the RM outside the area of the Plan.

CONCEPT PLANS

Refinement of the land use areas as defined on the Regional Land Use Map will be expected to occur at a broader scale with the development of Concept Plans. These area-specific documents, as defined under the Act and policies of the Regional Plan, will be expected to provide:

- proposed land uses;
- servicing strategies and proposed alignment and locations for infrastructure and facilities;
- transportation systems;
- natural and heritage resources;
- development densities; and
- sequencing of development.

Other detailed planning, such as Comprehensive Development Reviews, may also be used to refine land use areas at a smaller scale.

REGIONAL SERVICING PLANS

Based on the guidance provided by the Regional Servicing Strategy, P4G regional servicing plans are recommended to be developed to coordinate regional actions for key infrastructure systems. These plans should be supported by ongoing studies to define the components of these systems, potential alternatives, and costing implications.

The initial set of infrastructure plans recommended to be developed by P4G include:

- Regional Transportation Plan
- Regional Wastewater Servicing Plan
- Regional Potable Water Servicing Plan

Additionally, planning for regional stormwater infrastructure should be developed in partnership with the Opimihaw Creek Watershed Association (OCWA). This may involve cooperation on funding applications and initiatives to support the development of regional stormwater infrastructure.

Future Studies, Plans and Policies

Additional studies, plans, and policies will be needed to review key regional issues and provide supporting information for future planning efforts. This includes studies identified as specific policy items within the Regional Plan, as well as additional studies to support other expected regional plans and initiatives.

From the work conducted to date, this will include the studies listed below. These studies are listed in general order of priority, with the specific timing for each study provided in the Timeline and Workplan section.

GREEN NETWORK REFINEMENT STUDY

As noted in the Regional Plan, the existing Green Network Study Area (GNSA) on the map is delineated based on existing data. Additional work is necessary to refine these areas and define precise boundaries using more complete and accurate information. This will involve the compilation of data regarding:

- Significant wetlands and riparian areas;
- Significant ecological areas and landscape connections;
- Important conveyance and storage areas for drainage; and
- The Wanuskewin Heritage Park viewshed.

It is preferred that a single regional Refinement Study address the entire GNSA. If multiple subregional studies are coordinated, a common methodology should be developed and used for all refinement studies.

After the Green Network Study Area is refined, the final delineated areas should be amended in the Regional Plan. Areas that are no longer included within the Green Network should be reclassified according to the surrounding land uses and their location within or outside of future urban areas.

INVENTORY OF CULVERTS AND DRAINAGE INFRASTRUCTURE

During the development of this Plan and the Regional Servicing Strategy, regional hydrological and flood modelling was limited by the lack of information on culverts and other drainage infrastructure that could impact stormwater flows and flooding. An inventory of these structures should be coordinated by P4G and performed by the municipalities to support long-term efforts in stormwater infrastructure planning.

Regional Potable Water Servicing Studies and Plan. In addition to the regional wastewater system, there is a need to provide information regarding the current potable water system and the feasibility of future regional coordination. Regional studies will need to be carried out to supplement the Regional Servicing Strategy with information on:

- The legal status and potential options for the City of Saskatoon and/or SaskWater to provide regional water delivery outside of City limits;
- Financial impacts for assuming control of the Saskatoon North Regional Water Pipeline;
- Design options and costing for a Martensville-Saskatoon connection;
- Design options and costing for redundancy in the regional potable water distribution system; and
- Design options and costing for a second regional water treatment plant.

This work should be coordinated with ongoing efforts by SaskWater and Saskatoon Water to plan for regional water supply and delivery. To facilitate this, P4G should work to coordinate a Regional Potable Water Servicing Plan which can clearly define the expected long-term roles of regional stakeholders in water treatment and delivery. In partnership with regional providers, this document should define how extensions of water servicing and allocations of capacity are managed, and outline how providers must consider the Plan in decision making.

P4G REGIONAL COMMERCIAL AND INDUSTRIAL MARKET STUDY

Future planning for retail commercial development, especially by the smaller urban municipalities and the RM along the Highways 11+ 12 corridors, must be informed by a detailed understanding about how much retail space the current and future market can support. This study will provide an understanding of how much new development can be supported, and how this development should be allocated across the Region.

REGIONAL POTABLE WATER SERVICING STUDIES AND PLAN

In addition to the regional wastewater system, there is a need to provide information regarding the current potable water system and the feasibility of future regional coordination. Regional studies will need to be carried out to supplement the Regional Servicing Strategy with information on:

- The legal status and potential options for the City of Saskatoon and/or SaskWater to provide regional water delivery outside of City limits;
- Financial impacts for assuming control of the Saskatoon North Regional Water Pipeline;
- Design options and costing for a Martensville-Saskatoon connection;
- Design options and costing for redundancy in the regional potable water distribution system; and
- Design options and costing for a second regional water treatment plant.

This work should be coordinated with ongoing efforts by SaskWater and Saskatoon Water to plan for regional water supply and delivery. To facilitate this, P4G should work to coordinate a Regional Potable Water Servicing Plan which can clearly define the expected long-term roles of regional stakeholders in water treatment and delivery. In partnership with regional providers, this document should define how extensions of water servicing and allocations of capacity are managed, and outline how providers must consider the Plan in decision making.

REGIONAL WASTEWATER SERVICING STUDIES AND PLAN

Providing ongoing support for the development of regional wastewater infrastructure will require additional information on the current system and the feasibility of potential regional extensions. Regional studies will need to be carried out to supplement the Regional Servicing Strategy with information on:

- The financial feasibility of options provided in the Regional Servicing Strategy;
- Design options and costing for a Martensville-Saskatoon connection;
- Design options and costing for an Osler-Warman-Saskatoon connection;
- Siting options for a second wastewater treatment plant; and
- Design options and costing for a second wastewater treatment plant and required regional pipeline connections.

This work should be coordinated with existing efforts conducted by the urban municipalities regarding shared servicing. To achieve greater regional alignment between these efforts, P4G should work to develop a Regional Wastewater Servicing Plan that provides clear guidance regarding intended regional actions in developing a regional wastewater system. This Plan should be developed after studies are conducted to provide a clearer understanding of the costs and benefits of regional options, and provide a strong policy direction for future work by P4G and the municipalities.

REGIONAL TRANSPORTATION MODELLING AND PLAN

In 2016, the Ministry of Highways and Infrastructure (MHI) and the City of Saskatoon worked with P4G to develop the Saskatoon Regional Travel Demand Model (TDM) to support long-range transportation planning in the Region. P4G should support the maintenance of this model and update future land-use projections with information from the Regional Plan.

Ongoing efforts by municipalities in long-term transportation investment should be coordinated through a Regional Transportation Plan developed by P4G. This Plan should be informed by the outputs from the TDM, and identify and prioritize joint projects between municipalities.

REGIONAL WETLANDS INVENTORY AND POLICY

Although the Green Network Refinement Study is intended to provide a comprehensive assessment of the Green Network to inform the future management of these areas for conservation and drainage functions, there is a lack of compiled information about the type, location, and importance of wetlands across the Region. Providing an inventory for the Region will support efforts by municipalities and P4G to conserve and protect important wetlands in the short-term.

In the longer term, a Regional Wetlands Policy may be developed to support wetlands protection, conservation, and enhancement across the Region. This Policy would complement the policies for the Green Network Study Area, and detail provisions for managing wetlands across the Region; coordinating conservation, mitigation, and enhancement projects; and linking wetlands protection with flood management and control.

REGIONAL NATURAL AND HERITAGE RESOURCE INVENTORY

Although provincial government ministries can provide guidance as to the presence of critical natural, ecological, archaeological, cultural, and heritage resources, this information may not be as complete as necessary to guide future development decisions. A detailed compilation and survey of available information about regional natural and heritage resources across the Region can provide strong guidance regarding the impacts of these resources and necessary mitigation to future planning, development, and preservation/conservation efforts.

REGIONAL NATURAL AREAS STRATEGY

Building upon the Inventory detailed above, a Natural Areas Strategy would work to maintain and enhance key natural features of the Region. This would involve coordination between P4G and the affiliated municipalities, and other public and private agencies regarding the identification, protection, and rehabilitation of important natural areas. Additionally, this Strategy would work to develop and maintain natural and naturalized corridors for species movement across the landscape to promote healthy wildlife populations.

Governance Framework

The initial structure of governance for P4G centres on a planning district under the Act, with committees that provide advice on common planning and development issues to the five affiliated municipalities. This structure is intended to allow the municipalities to collaborate and coordinate action, while retaining their autonomy over municipal initiatives, and is intended to be an expansion of the existing Corman Park-Saskatoon Planning District

STRUCTURE

The overall governance of P4G will be coordinated by the following:

- **Municipal Councils.** The affiliated municipal Councils are the basis for the authority of the Region. As P4G is not granted approval authority or other municipal or corporate powers under the Act, the primary responsibility for implementing and enforcing the Regional Plan is vested with these Councils. An All Councils Meeting for all affiliated municipalities should be coordinated on a regular basis to present annual reports, reinforce ongoing support and oversight of the P4G, and receive draft P4G Budgets and Strategic Business Plans.

- **P4G Regional Oversight Committee.** A P4G Regional Oversight Committee (ROC) consisting of representatives from all Councils will serve as an ongoing steering committee for the P4G. This organization will provide advice to Councils, give direction and oversight for the implementation of the Plan, and coordinate the creation of plans, studies, and policies necessary to carry out the Plan.

- **P4G Planning Commission.** A 13-member P4G Planning Commission (P4GPC) will be formed as the primary review body for regional planning. Consisting of 2 representatives (one an elected representative) from each of the municipalities as well as three joint members, the P4GPC is tasked primarily with reviewing referred reports on development applications, plans, and other items to ensure conformity to the Regional Plan, and providing recommendations to Councils about their compliance with the Plan.

- **P4G Planning and Administration Committee.** The P4G Planning and Administration Committee (PAC) will serve as a technical committee to provide ongoing support for the implementation of the Regional Plan and other elements of the planning framework for P4G. The PAC will consist of administrative representatives from all municipalities, and will work with consultants, subcommittees, and municipal employees in preparing plans, policies, and reports. Additionally, PAC will provide administrative support in developing P4G Budgets, Strategic Business Plans, and regular reporting on the progress towards implementing the Regional Plan.

- **Other advisory committees.** Other committees may be formed on an as-needed basis by ROC and/or the P4GPC to conduct and support ongoing planning efforts under the Regional Plan.

- **P4G Coordinator.** A P4G Coordinator may be retained to coordinate the overall implementation and management of the Regional Plan, and provide ongoing support for the activities of ROC and P4GPC. The P4G Coordinator would also chair the PAC, and provide day-to-day management of ongoing P4G initiatives.

- **Staff support.** Additional staff resources to support ongoing activities of P4G will be seconded from municipalities or hired as necessary. This may include technical staff to support Commission reviews and planning staff to assist ROC with oversight and implementation of the Plan.

As the roles and responsibilities of P4G change to meet ongoing regional needs, this structure may change and expand to accommodate additional committees, staff, and affiliated organizations.

P4G REFERRAL PROCESS

Under the Regional Plan, specific plans and applications shall be referred to the P4GPC for a recommendation. Although the Plan recognizes the approval authority of individual municipalities in the development process, this recommendation shall be considered in the final decision by Council. Three different processes are envisioned for referral, based on the type of application and potential impacts:

Permitted uses have minimal regional and cross-boundary implications, if any, and can be approved directly by the local municipality using internal processes without the need for a referral. The provisions of the Regional Plan will still apply to the internal review of these applications.

Referrals to adjacent municipalities are required for:

- Sector Plans, Concept Plans and associated amendments for locations that are adjacent to a municipal boundary, on aspects that relate to the Regional Plan;

- applications to rezone, subdivide, or establish discretionary uses that:

    - pose a significant impact on adjacent lands or growth areas,
    - encourage discontinuous growth,
    - place pressure on the adjacent municipality to expand or upgrade services and/or infrastructure, or
    - have significant local service and/or infrastructure demands; and

- other plans and policies as determined by the originating municipality.

Referrals to all P4G municipalities are required for applications to rezone, subdivide, or establish discretionary uses on lands if proposed uses would have significant regional implications for services and infrastructure, or other region-wide impacts that would affect all municipalities.

The flowchart on the following page provides the individual steps in each of these three referral processes.

P4G REGIONAL REFERRAL PROCESS FLOWCHART

Permitted Uses

Municipality manages application.
No notification required.

Referral to Adjacent P4G Municipality or Municipalities Only

Application made to municipal staff

↓

Municipal staff refers application to adjacent P4G municipality and other relevant stakeholders/rightsholders

↓

Comments provided to municipal staff

↓

Municipal staff works with applicant to resolve concerns from feedback received

↓

Municipal staff prepare and present the report to the Commission

↓

Commission provides a recommendation to Council

↓

Council makes decision

Referral to All P4G Municipalities

Application made to municipal staff

↓

Municipal staff refers application to all P4G municipalities and other relevant stakeholders/rightsholders

↓

Comments provided to municipal staff

↓

Municipal staff works with applicant to resolve concerns from feedback received

↓

Municipal staff prepare and present the report to the Commission

↓

Commission provides a recommendation to Council

↓

Council makes decision

P4G REGIONAL PLAN AMENDMENT PROCESSES

Amendments to maps and text of the Regional Plan will be required for the following reasons:

- A periodic review of the Regional Plan will be necessary, which may require amendments to the Plan to ensure that it conforms to the Statements of Provincial Interest and other statutes, continues to reflect the principles and needs of the Region, and reflects growth planning by municipalities.

- Major amendments may be required from time to time to address changes in the circumstances of planning in the Region, including changes in the role of P4G in coordinating regional growth.

- Minor amendments may be put forward to adjust the map or text that is consistent with the principles of the Regional Plan.

Standard Amendment Process

The process for a Regional Plan amendment is provided in the flowchart on the following page. Note that for the purpose of this process, a recommendation by the Commission is contested if none of the representatives from a municipality are in favour of the recommendation.

Expedited Regional Plan Amendment Process

For Agriculture areas in the Region that are not within intended future urban growth areas, there is the need for the RM to have greater flexibility for land use changes. In these situations, an expedited amendment process may be allowed, which can ensure the Principles and Strategic Directions of the Plan are being followed while reducing the time and steps necessary for changes in the Plan. Such an expedited process, permitted under section 102(16) of the Act, would allow one municipality to amend the Regional Plan without the need to receive approval from the Councils of all affiliated municipalities.

- This process will be incorporated into the P4G District Planning Agreement, and will include the following requirements:

- The use is amended from the Agriculture category to the Country Residential or Rural Commercial/Industrial category;

- The development is not within a quarter section that is adjacent to an urban municipality or a future urban growth area, unless the adjacent urban municipality confirms the proposal is compatible with the location and timing of urban development;

- The amended use can be supported by available infrastructure and services, and shall not place pressure on urban municipalities to expand infrastructure or services to support the development;

- The amendment otherwise complies with the Principles, Strategic Directions, and policies of the Regional Plan, and any Concept Plans or other detailed planning applicable for the area; and

- The affiliated municipalities have no objections to an expedited amendment process during the referral process, based on the requirements of this section.

For expedited amendments from the Agriculture category to the Rural Commercial/Industrial category, the following additional requirements apply:

- Changes to Rural Commercial/Industrial land uses may only be expedited for areas of one quarter section (32.8 hectares, or 160 acres) or less;

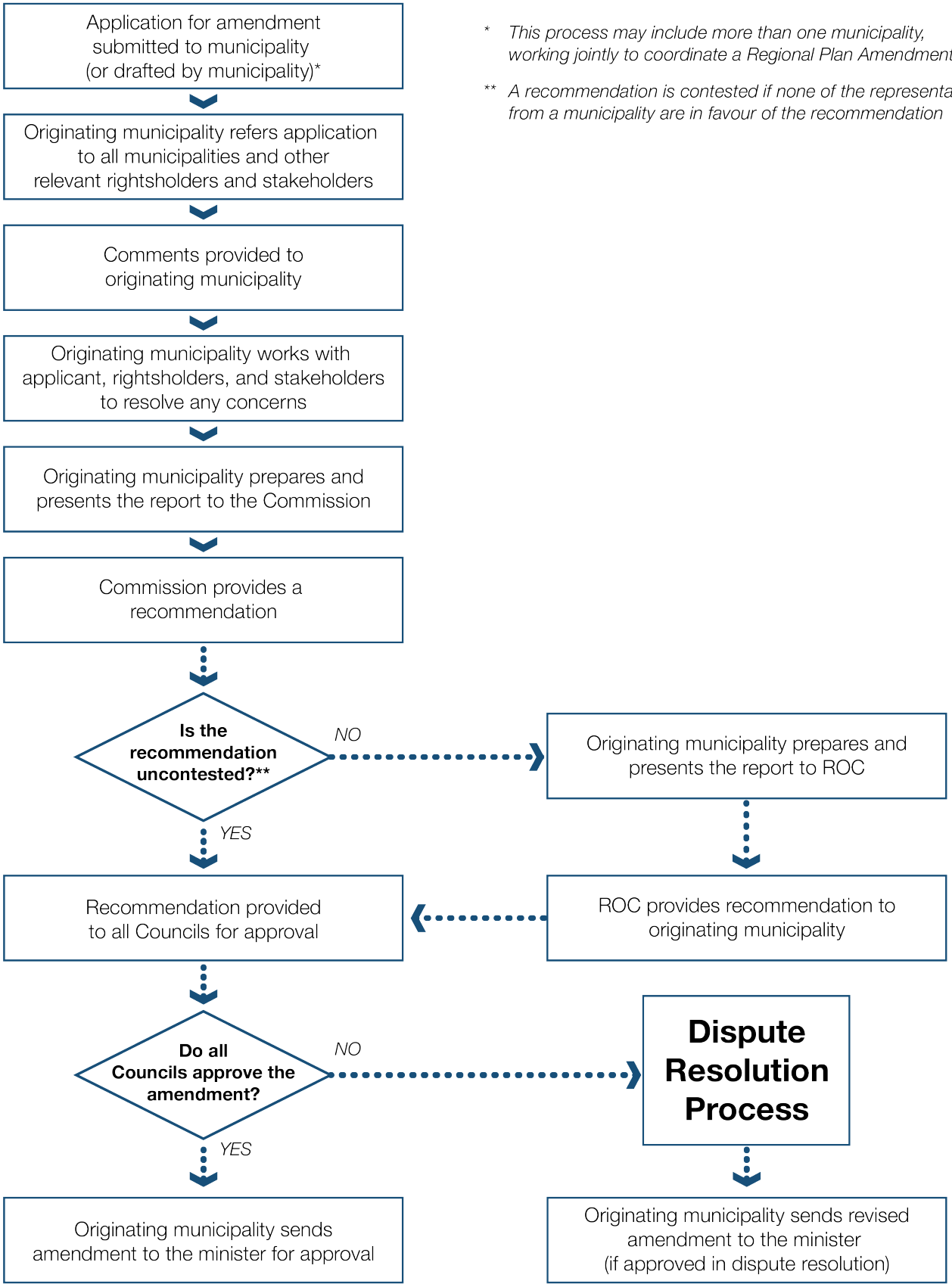
- Proposed development of new rural commercial/industrial uses allowed by an expedited amendment process shall consider the regional impacts to the market;

- Lands identified for a change to Rural Commercial/Industrial should be clustered close to existing Rural Commercial/Industrial areas and intersections of major transportation routes to support nodal development; and

- Dispersed patterns of rural commercial and industrial development shall be discouraged.

The process for an expedited Regional Plan amendment process is provided in the flowchart on the following page. Note that an

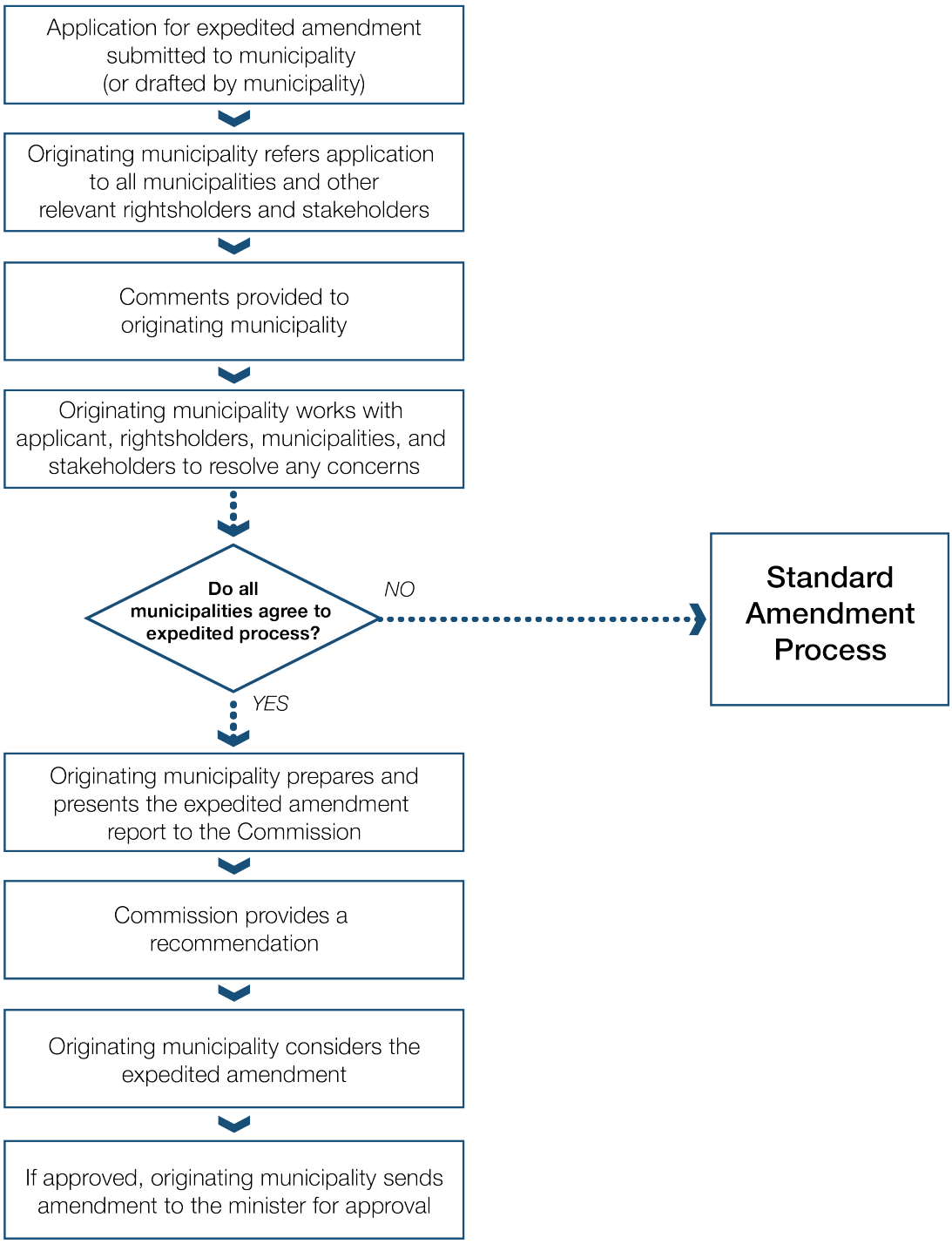
REGIONAL PLAN AMENDMENT PROCESS FLOWCHART



* *This process may include more than one municipality, working jointly to coordinate a Regional Plan Amendment.*

** *A recommendation is contested if none of the representatives from a municipality are in favour of the recommendation*

EXPEDITED REGIONAL PLAN AMENDMENT PROCESS FLOWCHART



expedited amendment process may be shifted to a standard amendment process if a municipality presents objections to the application as part of the referral process.

Interim Regional Plan Changes

Between the endorsement of the Regional Plan by Regional Oversight Committee, and the final approval of the Plan by the Minister, there may be requirements to adjust the Plan to consider short-term needs. As this Plan should be flexible in responding to these issues, an interim process will be used to manage changes that comply with the established principles and strategic directions of the Plan. These changes will not affect the endorsement of the Plan by ROC.

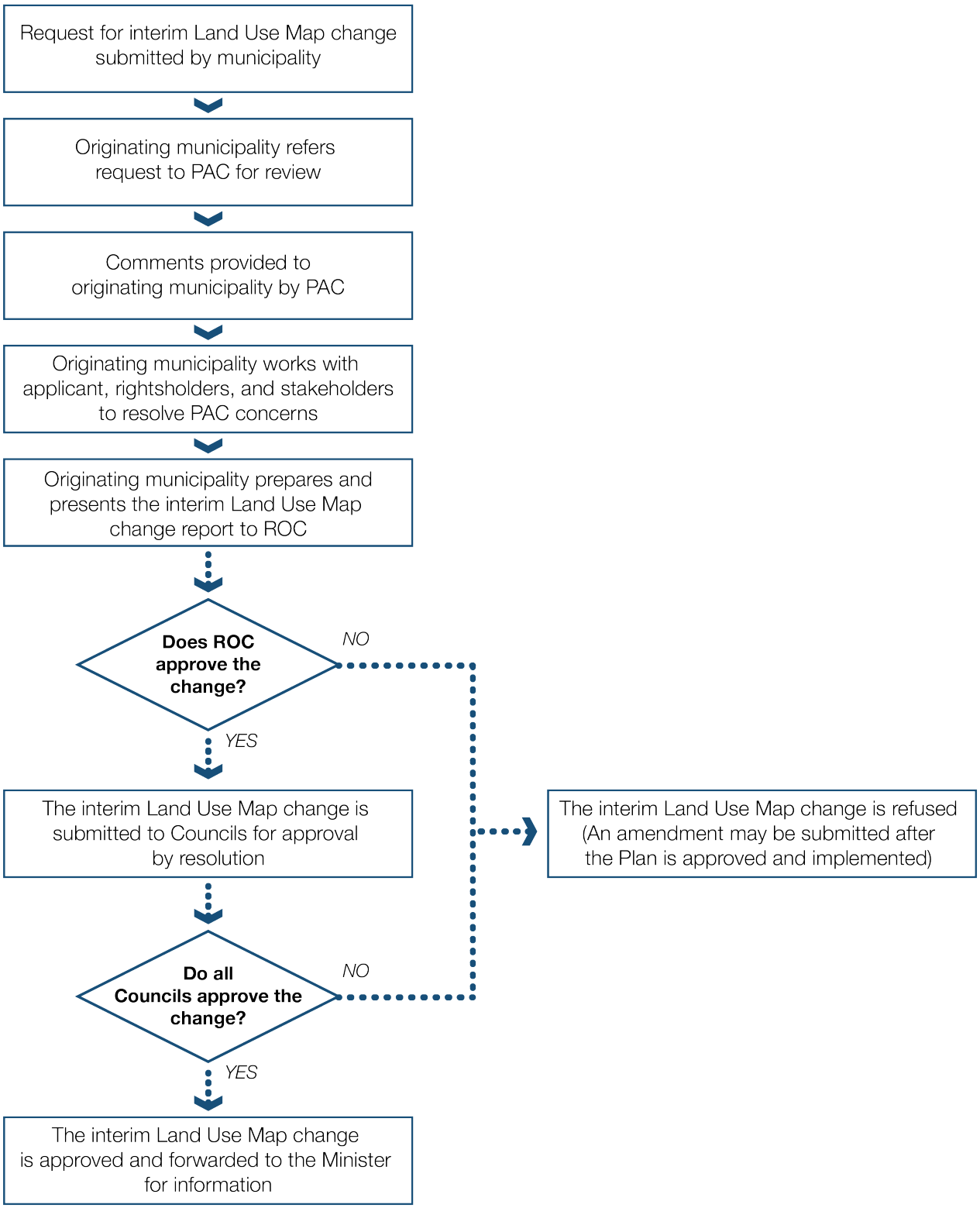
The municipal Councils will approve the Regional Land Use Map as endorsed by ROC prior to the approval of the Regional Plan. A copy of the Regional Land Use Map will be filed with the Minister for information pending the finalization of the Regional Plan. Any change to the Regional Land Use Map prior to final approval of the Plan by the Minister will require approval by all P4G partner municipal Councils, and will be forwarded to the Minister for information.

The interim process for changes to the Regional Land Use Map will be endorsed by ROC as part of the endorsement of the Plan. Changes to the Plan as part of this interim process will be subject to the following requirements:

- Changes to the Land Use Map must be supported and submitted to P4G for consideration by an affiliated municipality;
- Changes to the Land Use Map should be supported either by new information not considered during the development of the Plan, or a change in the planning context that requires consideration in the Land Use Map;
- Changes to the Land Use Map must be supported with a rationale that is reviewed and confirmed by PAC;
- Changes to the Regional Land Use Map should be supported by a Concept Plan or other study;
- Changes to the Regional Land Use Map should not adjust the total amount of land in each land use category or provide a rationale acceptable to PAC and ROC to justify the change; and
- The proposed change otherwise complies with the principles and strategic directions of the Regional Plan.

The process for an interim Regional Plan amendment process is provided in the flowchart on the following page.

INTERIM REGIONAL PLAN CHANGE PROCESS FLOWCHART



Dispute Resolution Process

A strong dispute resolution process is necessary to fulfill requirements under the Act, and provide options for resolving differences over the administration and interpretation of the Regional Plan. A clear mechanism with a step-by-step process ensures that major and minor issues can be resolved with mutually acceptable outcomes.

This dispute resolution mechanism would allow for the voluntary management of disputes in ways that would allow for constructive dialogue. This would be a process followed by municipalities before an issue would be taken to the Saskatchewan Municipal Board.

ADJUSTMENT OF MEMBERSHIP

The role of P4G is expected to evolve into the future, with changing roles and responsibilities expected as organizational capacity grows and regional needs are identified. One major change to the Region may come from the addition of new members to the P4G, or the withdrawal of existing members from the organization.

Addition of New Members

Through a written request submitted to ROC, a new municipality or First Nation may express their intent to join the P4G Planning District. The application for a jurisdiction to join P4G shall be accompanied by an outline of the rationale for requesting membership, including a description of areas of regional interest to the jurisdiction, current alignment with P4G plans and policies, and potential contributions to ongoing initiatives.

The steps to this process are as follows, which must be consistent with the requirements of the Act:

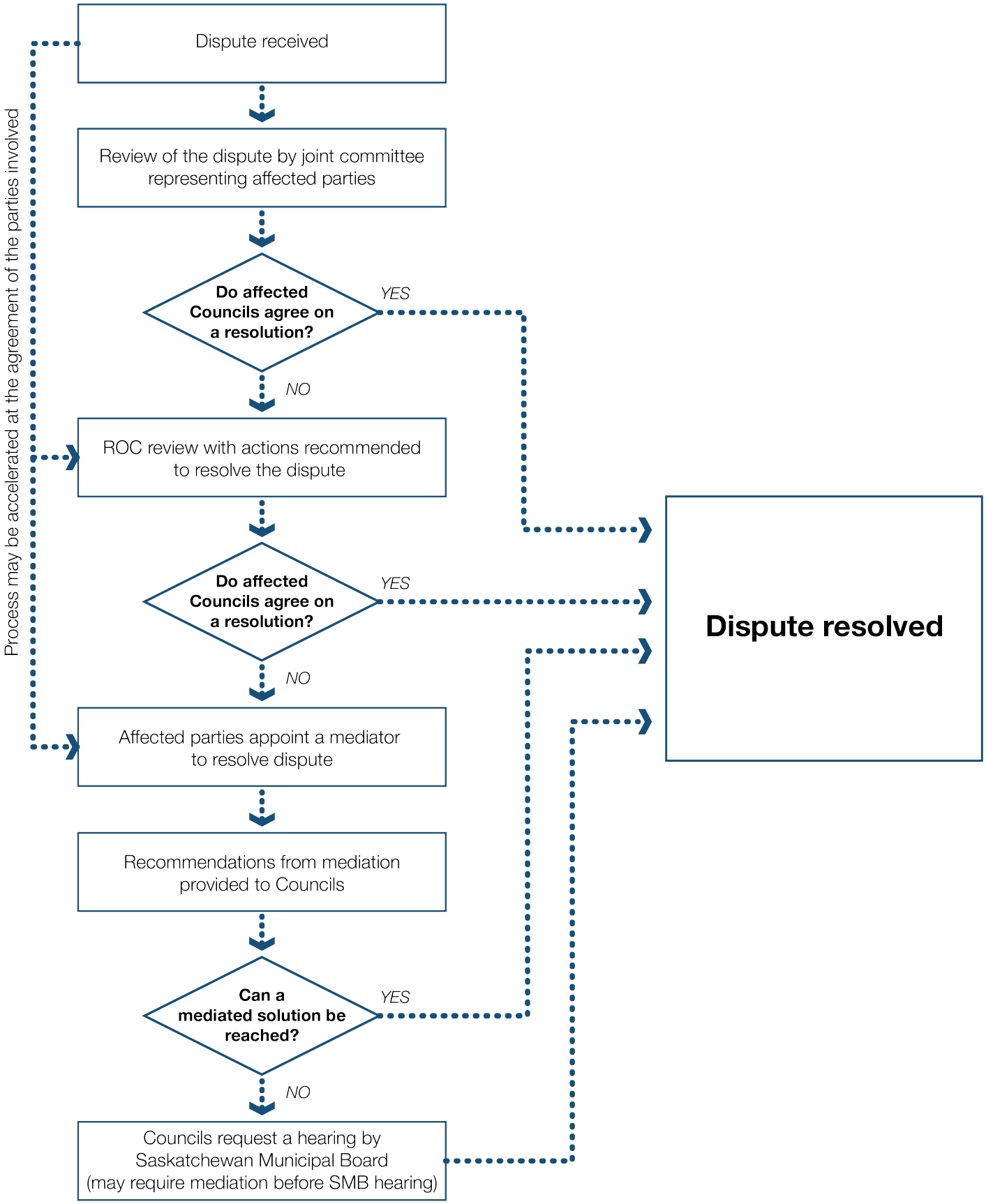
- **Staff review.** PAC shall review the application and provide a report outlining the impacts of incorporating a new member into the P4G. This report will be submitted to ROC and the Commission for review.
- **Application review and recommendation.** The ROC shall review the application and PAC report, and provide a recommendation to municipal Councils regarding whether the new member should be admitted.
- **Approval by all Councils.** The Councils of all affiliated municipalities must unanimously approve the application and submit their approvals to ROC. If any municipality does not provide approval, the application is denied. This decision may be appealed using the dispute resolution process, if necessary.
- **Prepare changes to P4G plans and agreements.** ROC shall review and prepare any needed changes to the P4G District Planning Agreement, Regional Plan, and any other documents to accommodate the new member.
- **Approve changes to P4G plans and agreements.** Needed amendments to the Regional Plan, P4G District Planning Agreement, and other documents must be approved by all municipal Councils as per the regular amendment process.
- **Submit application and amendments to the Minister.** The proposed changes to the Regional Plan and P4G District Planning Agreement shall be submitted to the Minister for approval and amendment of the order creating the P4G.

Termination by a Member

If a member of P4G decides to end its participation in the P4G Planning District, it may do this according to the process established in section 106 of the Act. This requires a request submitted to the Minister, which may result in an amendment to terminate the affiliation of the municipality, or a referral of the request to the Saskatchewan Municipal Board for decision.

If a municipality decides to end its affiliation with P4G, all assets and liabilities of the P4G shall be distributed in proportion with the cost-sharing formulas in use at the time by the P4G. The Regional Plan, P4G Zoning Bylaw, and other plans and policies should be amended as necessary to consider the revised membership.

DISPUTE RESOLUTION PROCESS FLOWCHART



Future Transition to an Authority

It is recommended that the P4G initially be established as a Planning District. However, while this would build upon the existing Corman Park-Saskatoon Planning District, future implementation may require a greater role for the P4G.

A transition may be made over time to an incorporated District Planning Authority or Regional Planning Authority under the Act, and such an Authority would have the following abilities beyond a Planning District headed by a Commission, including:

- direct approval authority for development under the Regional Plan;
- corporate status to allow the district to own or lease assets, and enter contracts; and
- the ability to provide public services to members and/or partners within the P4G District.

As the District expands and P4G becomes a key regional coordinating body, a transition to an Authority may be necessary to meet an expanded role in land use and infrastructure planning, service delivery, and financing and cost recovery.

The transition process to a P4G Authority may occur in the following cases:

- **Regular review of the Regional Plan.** During regular reviews of the Regional Plan, ROC shall review the need for a P4G Authority under the proposed amendments, and provide a recommendation to all Councils as to whether an Authority should be created.

- **Review of the Planning and Development Act, 2007.** When the Province conducts regular reviews of the Act, ROC shall evaluate relevant sections and provide a recommendation to Councils regarding whether an Authority should be created.

- **Needs for service delivery.** Management of regional infrastructure and services may require P4G to take ownership of regional facilities, and coordinate the provision of services and funding for those services. P4G may also be required to enter into contracts to provide for service delivery. When ROC has received a report indicating a need for regional servicing suited to management by P4G, it may provide a recommendation to Councils that P4G should own and/or manage these facilities through the creation of an Authority.

- **Request from a Council.** A Council or Councils may, at any time, request that P4G governance transition to an Authority model. This request and its rationale shall be reviewed by ROC, and a recommendation from ROC shall be provided to all Councils.

After receiving the recommendation of ROC, a Council may submit a proposed Regional Plan amendment to shift the governance of the P4G to an Authority model. This would follow the Plan amendment process as defined under the Governance Framework.

Reporting Processes

Ensuring that the implementation steps of the Plan are transparent and open to all members and the wider public is essential for long-term success of the Region. Integral to this process is maintaining a systematic approach to reporting key elements of implementation to the P4G, key rightsholders and stakeholders, and the public.

The P4G should coordinate regular engagement and public relations activities, both to provide regular updates on the implementation of the Regional Plan, and to manage outreach for individual projects and initiatives. These outreach efforts should be coordinated using methods appropriate to the nature of the engagement.

Regular reporting on the progress of implementing the Regional Plan should be provided through two main avenues: **Regional Alignment Statements** by municipalities, and **Annual Reports** to municipal Councils.

REGIONAL ALIGNMENT STATEMENTS

Regional Alignment Statements, included in the Regional Plan under Policy 30.31, are intended to demonstrate how the plans and policies of individual municipalities align, link, and complement the objectives and policies in the Regional Plan. Overall, these Statements are not intended to provide an exhaustive analysis of municipal planning, but instead to demonstrate that the Regional Plan is being considered and supported on an ongoing basis by each member.

To support the Regional Plan, full Regional Alignment Statements should be included as a supplement to new and existing municipal Official Community Plans. These short, concise Statements should outline that the policies included in the municipal OCPs do not conflict with the Regional Plan. If a conflict is identified in the process of developing a Statement, the municipality shall work with P4G to determine the extent of the conflict and necessary actions to address the issue.

In addition to the full Statements, other plans and policy documents that would be impacted by the policies of the Regional Plan should provide brief Alignment Statements as part of their text. These short statements should indicate that that the plan or policies have been reviewed to confirm that they align with the policies of the Regional Plan.

ANNUAL REPORTS TO COUNCILS

To ensure there is regular reporting to the municipalities regarding the progress and achievements of P4G, an annual report should be provided to all Councils. This Report should include summary information from the Regional Alignment Statements, additional details about coordinating mid and long-term implementation of the Plan, and further information about ongoing projects and initiatives, as required. The focus of these reports should be the implications of Regional activities for the municipalities, and outcomes from Regional efforts that can be highlighted as benefits for each community. The reports should be accompanied by the Annual P4G Budgets, with supporting information as necessary to link relevant sections of the Budget to specific Regional initiatives and programs.

Funding Strategies

Cost sharing between the P4G municipalities will be an important consideration moving forward with implementation of the Regional Plan. As providing for equity and fairness between the communities is an important principle identified in the Plan, P4G has recognized that there is a need for municipalities and areas to "pay their own way" and manage a share of the costs of regional actions that is proportionate to the benefits they receive. Current cost-sharing formulas should be assessed and reviewed regularly to ensure that these principles are considered.

FUTURE BUDGET ITEMS

Budget items that P4G will likely need to consider in the future will include the following:

- **General overhead and program costs.** Overall yearly costs will be required for expected regular expenditures, including administrative functions, meeting coordination, communications, and outreach, as well as ongoing costs for staff and any continuing programs and initiatives.

- **Project costs.** Individual projects managed by P4G will require funding for staff resources, outside consultant fees, and associated costs. These expenses will be coordinated and managed to a fixed budget and expected timeline.

- **Costs for providing services.** If P4G transitions to become a service provider as a Planning Authority, the costs of providing specific services must be managed.

COST SHARING

Even in cases where services, facilities, and resources are contributed on an in-kind basis, these contributions must still be assessed to ensure that municipalities are supporting their fair share of the costs of P4G.

Although it is possible to develop a single cost-sharing formula or set of cost-sharing formulas to apportion these costs, it is likely that different situations will require different approaches to funding and support. Recognizing these complexities, P4G should maintain some level of flexibility with determining cost-sharing mechanisms for future use.

Discussions of cost-sharing strategies can be divided between two distinct types of calculations:

- **Regional calculations**, where overall costs and benefits are to be shared between some or all municipalities

- **Sub-regional calculations**, where the benefits of a project, initiative, or other action are enjoyed disproportionately throughout part of the Region

For each calculation, different components can be used to inform the final cost-sharing formula. Cost recovery would typically be managed through transfers directly from municipalities, although in certain cases regional development levies and/or subdivision agreement fees could be coordinated between municipalities to provide consistent payments from the recipients of sub-regional benefits from infrastructure specified in sections 169 and 172 of the Act.

EXTERNAL FUNDING

In addition to contributions from the affiliated municipalities, P4G should also work to pursue additional funding from other sources to support ongoing projects. This will include:

- Provincial government funding;
- Federal government funding;
- Funding from non-profits and other organizations, such as the Federation of Canadian Municipalities (FCM); and
- Cost-sharing opportunities from other organizations, including Crown corporations.

The biennial P4G Strategic Business Plan should include a list of budget priorities for soliciting external funding, which would include:

- The total project budget required;
- The amount and timing of expected contributions from affiliated municipalities;
- Potential sources of funding, including details on supporting agencies and funding programs;
- Application processes for pursuing funding, as applicable; and
- Responsibilities for coordinating efforts to solicit funding.

These efforts shall be coordinated by P4G, and collective efforts shall be made to pursue these funding sources. All Councils shall indicate that they are supportive of these efforts for joint applications for funding in their approval of the P4G Strategic Business Plans.

Timeline and Workplan

The following section provides an overview of the major tasks required to implement the Regional Plan, including the development of deliverables outlined in this document.

REGULAR TASKS

DELIVERABLE	TASKS
P4G Strategic Business Plan and Budget	• Develop biennial P4G Strategic Business Plan (PAC) • Develop annual P4G Budget (PAC) • Review and approve biennial P4G Strategic Business Plan (ROC, P4GPC, Councils) • Review and approve annual P4G Budget (ROC, P4GPC, Councils)
Reporting	• Provide annual reports to municipal Councils, including the Budget and Strategic Business Plan (ROC)
P4G Regional Plan Review	• Coordinate review of Regional Plan approximately every 5–8 years (PAC, ROC, P4GPC, Municipalities) • Develop required amendments to the Regional Plan (PAC, ROC, P4GPC, Municipalities) • Submit required amendments as per amendment process and receive approval (ROC, P4GPC, Municipalities)

IMMEDIATE TASKS (1–2 YEARS)

DELIVERABLE	TASKS
P4G District Planning Agreement	• Develop and review P4G District Planning Agreement (PAC) • Approve Agreement and submit to Councils for approval (ROC) • Submit approved Agreement to Minister for approval and Order (ROC) • Create P4G Planning Commission under the provisions of the Agreement (Councils)

DELIVERABLE	TASKS
P4G Regional Plan	• Conduct a municipal review of the Regional Plan (Municipalities) • Reconcile requested changes by Councils, if necessary (ROC) • Submit the Plan and receive approval from municipal Councils (Councils) • Submit the Plan to the Minister for approval (P4G)
P4G Zoning Bylaw	• Development of P4G Zoning Bylaw (P4G) • Review of P4G Zoning Bylaw (ROC) • Approval of P4G Zoning Bylaw (RM Council)
Concept Plans	• Review and update draft Concept Plans (Municipalities, PAC, ROC, P4GPC) • Develop schedule for municipality-led Concept Plans (PAC, ROC) • Coordinate ongoing efforts to develop Concept Plans (Municipalities, ROC)
Inventory of Culverts and Drainage Infrastructure	• Coordinate inventory with regulators to compile required data on culverts and drainage infrastructure (PAC, ROC) • Receive final inventory and distribute as required to support drainage infrastructure planning (ROC)
Green Network Refinement Study	• Coordinate data requirements for the Refinement Study: digital elevation, survey of drainage infrastructure, etc. (PAC, ROC, municipalities) • Coordinate Refinement Study to compile required data, conduct analyses, and provide recommendations for Green Network refinement (PAC, ROC) • Receive final report and distribute as required (ROC) • Develop required amendments to the Regional Plan (PAC, ROC) • Submit required amendments as per amendment process and receive approval (ROC)

SHORT-TERM TASKS (2–4 YEARS)

DELIVERABLE	TASKS
Regional Alignment Statements	• Develop and submit Regional Alignment Statements (municipalities)
Concept Plans	• Continue efforts to develop Concept Plans (Municipalities, PAC, ROC, P4GPC)
Regional Commercial and Industrial Market Study	• Coordinate development of the Regional Commercial and Industrial Market Study (PAC, ROC) • Receive final report and distribute as required (PAC, ROC) • Develop required amendments to the Regional Plan (PAC, ROC) • Submit required amendments as per amendment process and receive approval (ROC)
Regional Potable Water Servicing Study	• Coordinate study to provide detailed options (if required) for regional delivery of potable water (PAC, ROC, Municipalities)
Regional Potable Water Servicing Plan	• Develop Regional Potable Water Servicing Plan (if required) and submit to Councils for approval (PAC, ROC, P4GPC, Municipalities)
Regional Wastewater Servicing Study	• Coordinate study to provide detailed options for regional wastewater facilities and infrastructure as a foundation for the Regional Wastewater Servicing Plan. (PAC, ROC, Municipalities)

MID-TERM TASKS (4–8 YEARS)

DELIVERABLE	TASKS
Concept Plans	• Continue efforts to develop Concept Plans (Municipalities, PAC, ROC, P4GPC)
Regional Wastewater Servicing Plan	• Develop Regional Wastewater Servicing Plan and submit to Councils for approval (PAC, ROC, P4GPC, Municipalities) • Coordinate required regional wastewater infrastructure investment (PAC, ROC)
Regional Transportation Demand Model + Plan	• Provide updates to the Saskatoon Regional Transportation Demand Model to permit use by P4G (PAC, ROC, Municipalities)

LONG-TERM TASKS (9+ YEARS)

DELIVERABLE	TASKS
Regional Wetlands Inventory	• Coordinate study to develop Regional Wetlands Inventory (PAC, ROC) • Receive final report and distribute as required (PAC, ROC, Municipalities)
Regional Natural and Heritage Resources Inventory	• Coordinate study to develop Regional Natural and Heritage Resources Inventory (PAC, ROC, Municipalities) • Receive final report and distribute as required (ROC
Regional Wastewater Servicing Study	• Coordinate feasibility study of options for second regional wastewater treatment plant (PAC, ROC, Municipalities)
Regional Transportation Demand Model + Plan	• Develop Regional Transportation Plan and submit to Councils for approval (PAC, ROC, P4GPC, Councils) • Maintain Saskatoon Regional Transportation Demand Model (PAC, Municipalities)

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