

COWESSESS -YORKTON MIXED-USE DEVELOPMENT CONCEPT PLAN

Prepared for Cowessess Flood Claim Holdings Inc.

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1.0 Site Context

1.1 Site Location

Cowessess First Nation owns approximately 19 acres of commercially zoned (C3) land in the City of Yorkton. The plan is to create a development concept which includes a combination of sites offering, retail, personal services, office, entertainment and residential uses. The addition of residential uses is a change from the 2011 general concept and will require rezoning, which will be addressed in this Concept Plan. The subject land is situated in the south-east quadrant of Yorkton, just east of Highway 9 between the extensions of Thompson and Lawrence Avenue. The legal description is Parcel G, Plan 99Y07086. The general location is illustrated below in Figure 1.

Figure 1: Site Context Plan

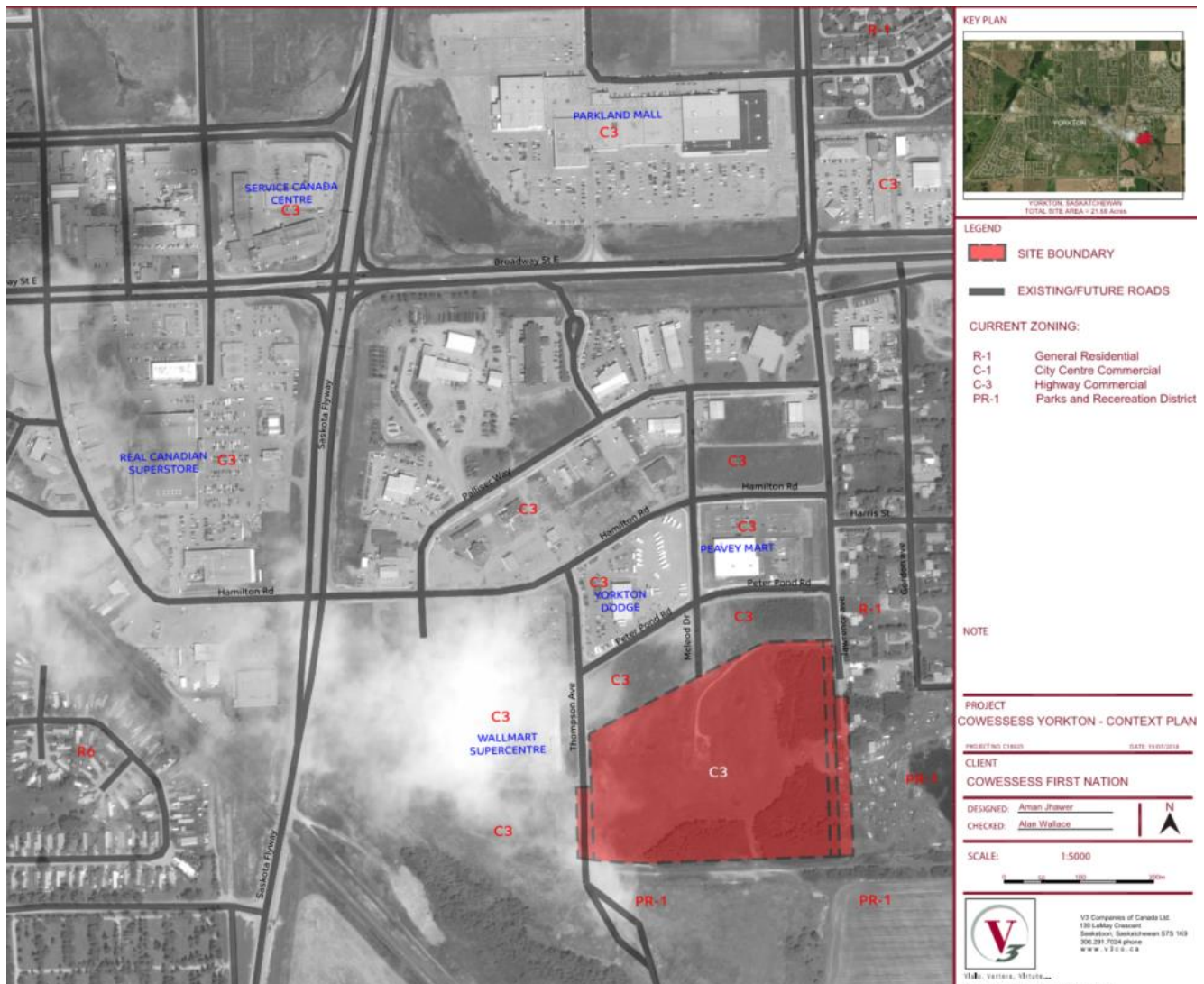


Figure 2 provides additional context and more detail on a larger scale map. The yellow dashed line represents the Cowessess site.

Figure 2: Site Plan (Area)



The Cowessess-Yorkton project commenced on May 15, 2018. On June 8, 2018, V3 and National Affordable Housing Corporation had a kick-off and planning meeting with Cowessess Representatives, Jessica Nixon, Chief Cadmus Delorme and Councilor Lionel Sparvier. The purpose of the meeting was to review the 2011 general concept plan and determine how to update the plan to reflect current development ambitions and economic conditions. More specifically, Cowessess wishes to introduce a residential development and integrate it within this retail/office/entertainment project, thereby making the site a more mixed-use development at full build-out. Cowessess provided information concerning the preferred configuration of uses which is being used now to produce a more detailed 'preferred' land development concept. The concept plan contained in this report reflects the preferred proposal, with detail provided for Phase 1 adjacent to Thompson Avenue.

The City of Yorkton requires a full concept plan report to be submitted for all major developments in Yorkton. The Concept Plan also provides rationale for approval in conjunction with an application for amendments to both the Official Community Plan and Zoning Bylaw for the Residential site (R-5 Mixed Density Residential, Phase 2). The entire site is zoned C-3 (Highway Commercial) and does not permit residential uses. The goal is to have the north-east corner of the site zoned for low-density multi-unit residential use along Lawrence Avenue.

1.2 Site Screening Overview

A standard step in the land development planning process is to conduct a series of site screening surveys and investigations. V3 coordinated the screening of the Cowessess land with the assistance of Trace Associates and Thurber Engineering out of Saskatoon. The high-level results from each screening and investigation are provided below. Full reports for each screening are included as attachments.

1.2.1 Ecological & Heritage Impact Assessment

Trace Associates Inc. conducted a Desktop Ecological Impact Assessment for the proposed Cowessess First Nation development within portions of NW ¼-36-25-04 W2M. The project area is 8.78 ha in size, is located on privately-owned land, and is currently zoned C-3 (Highway Commercial). There is diversity of vegetation communities, wildlife habitat, and one wetland within the project area. While the project area has previously been impacted by surrounding commercial and residential development, on-site industrial development, and agricultural practices, it still contains one Class II temporary wetland (field verification is required to confirm the classification) and small stands of intact deciduous forest. The wetland and deciduous stands represent potential high-quality breeding bird and mammal habitat and should be considered in long-term planning for the area as potential environmental or municipal reserve lands. Due to the shallow underlying aquifer, appropriate mitigations must be established to ensure adequate protection of groundwater resources during the construction and development of the area. Figure 3 below outlines the historical and current environmental land use.

Figure 3: Ecological Land Classification



As a result of the Trace report, V3 is attempting to incorporate the development of the residential area within the existing deciduous forest and use the existing wetland.

V3 conducted a Desktop Heritage Sensitivity Search using the Provincial Heritage Sensitivity online database. The results came back that the subject lands are not heritage sensitive. Therefore, there is no requirement to submit this project to the Heritage Conservation Branch for follow-up.

Inquiry was made on September 21, 2018 at 1:39 PM
You are inquiring about the heritage sensitivity of the following land location:

Quarter-section: NW
Section: 36
Township: 25
Range: 4
Meridian: 2

This quarter-section is NOT heritage sensitive.

It is not necessary to submit the project to the Heritage Conservation Branch for screening. These results can be printed for submission to other regulatory bodies (e.g. Saskatchewan Environment, Saskatchewan Industry and Resources). Please email arms@gov.sk.ca if you have any questions.

1.2.2 Geotechnical Investigation

Thurber Engineering drilled sixteen test holes between June 12 and 13, 2018. The test holes were drilled to depths ranging from 3 m to 12.6 m below ground surface.

Significant groundwater seepage and sloughing conditions were encountered within the sand and gravel deposits. The sand and gravel deposits are under slight artesian conditions. Groundwater levels generally varied between 2 m and 3 m in depth across the site. Softer, wet conditions were also observed in the clay layer in select test holes at depths between about 1.5 m and 1.8 m. Individual ***site development will require careful planning of site grades and take into consideration any environmental restrictions or other limitations on excavation and development due to the presence of the Logan Valley aquifer.*** If excavations extend below depths of about 2 m below the existing ground surface, basal heave of the excavations is possible. In addition, dewatering using well points or other similar methods will likely be required for any excavations extending into the aquifer. Preliminary foundation recommendations have been provided for footings, driven steel piles, continuous flight auger piles and helical piles. However, ***a site-specific geotechnical investigation should be conducted for individual structures as part of the detailed design.***

1.2.3 Hydrogeological Overview

Based on Thurber Engineering's hydrogeological report, the site lies over the Logan North and Logan Valley aquifers which have an aquifer vulnerability index (AVI) rating of extremely high to high. According to the Official Community Plan for Yorkton, applicants proposing development in areas with an AVI of high or extremely high are required to submit a report prepared by a qualified professional that assesses the risk associated with the proposed development and identify any necessary mitigation measures. ***The City of Yorkton was consulted on the matter and indicated that a mitigation plan is not required at the Concept Plan stage, however a mitigation plan may be required at the Development Permit stage depending on use.*** It should be noted that much of Yorkton rests on top of the Logan Aquifer. As such, some developments, such as service stations, may be required to submit an aquifer mitigation report as part of their application for a development permit.

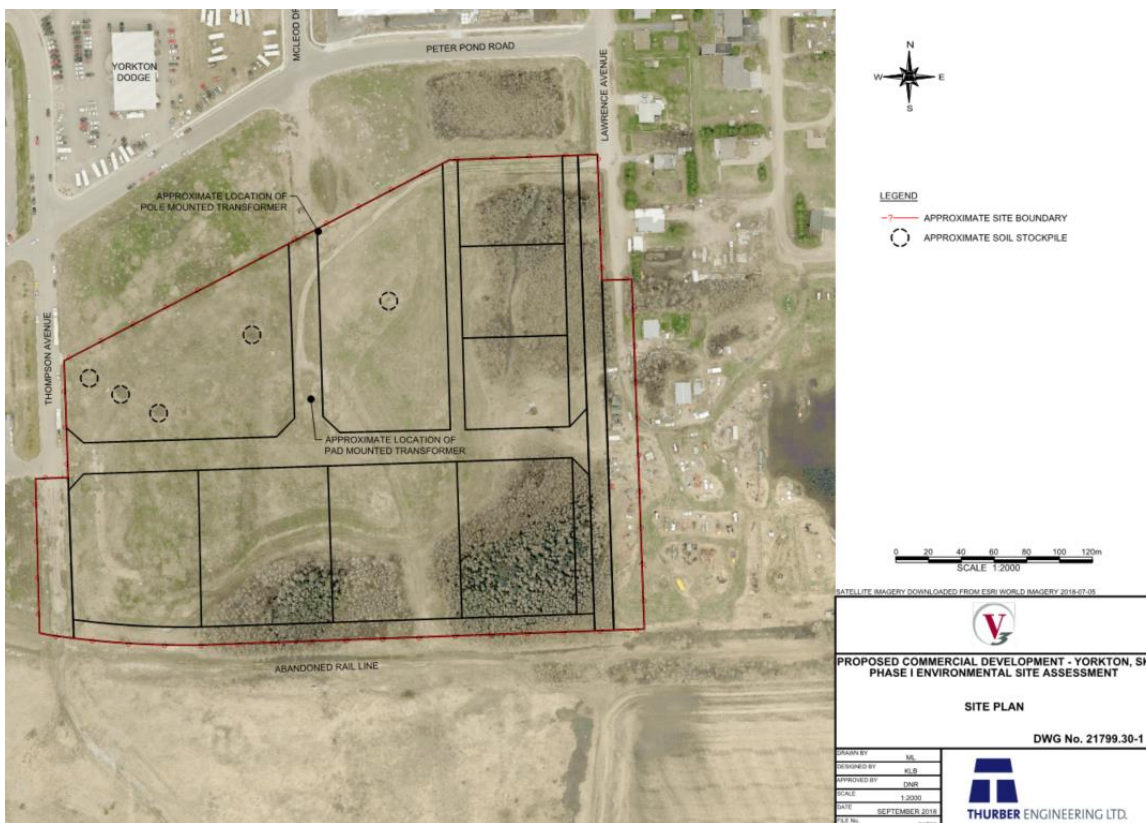
1.2.4 Phase 1 ESA

Thurber Engineering conducted the Phase 1 environmental site assessment. A phase one assessment is the first step in the ESA process and determines the former use of the site and if any former uses of the site may lead to contaminants being present.

Overall, the Phase 1 (Figure 4) has come back clean with only one area of concern. A few notes:

- i. The rail siding which is shown on the ERIS map (page 38) and cuts through the site, was likely never constructed. Aerial photos show no such side rail, so this is very likely just a historical record of the intent to build a side rail.
- ii. There are two transformers on site – one pole mounted; one pad mounted. Likely leftovers from the previous owner Image Wireless. These will need to be removed at some point later in the development. The Pad mounted transformer is within a future roadway, and the pole mounted one is located near a roadway in a future phase (likely phase 3). These do not appear to pose a risk.
- iii. The soil stockpiles are also a low risk and are all located outside of the proposed Residential area.
- iv. The area of concern is the abandoned railway. It is Thurber’s opinion that a Phase 2 soil test should be conducted at the appropriate time.

Figure 4: Phase 1 ESA Site Plan



It is Thurber’s experience that polycyclic aromatic hydrocarbons (PAHs) associated with railway ties have been found in surficial soil and groundwater adjacent to rail way tracks that do not meet federal guidelines. ***Cowessess will schedule this work at a later date, closer to when development is imminent. There is no requirement to conduct the testing now.***

2.0 Land Use Concept

2.1 Proposed Land Use

V3, in consultation with Cowessess First Nation, have designed a site concept which envisages retail, office and residential uses across the site. A larger sector plan does not exist for the area, however, the uses proposed are compatible with adjacent uses to the north which are predominantly retail and retail service uses. The addition of residential dwellings in the form of stacked townhouses, located adjacent to Lawrence Avenue, are compatible with adjacent residential development along the street.

The first phase of development is a high priority for Cowessess. Located on Thompson Avenue will be a mixed-use site containing a Gas Bar, Convenience Store with potential drive-thru tenant, an office building and future retail stores. The site has main access from Thompson Avenue and two new access points on the roadway dedications proposed within the Cowessess site.

Figure 5: Cowessess Land Use Concept Plan



It should be noted that this is a concept plan. The overall uses of land are not expected to change. However, the precise configuration of buildings and parking locations in Phase 1 are subject to change as tenants are secured for the site and their requirements are incorporated into the architectural building designs.

All parking is proposed to be surface parking and meets the C-3 Highway Commercial Zoning District parking requirements. Cowessess wants this development to be attractive. Landscaping will be provided in accordance with the minimum standards of the Zoning Bylaw. However, Cowessess also intends to add on-site landscaping to increase the attractiveness of the site. In this regard, a 10 metre landscaped buffer will be included between the proposed Residential site and the commercial site as per 6.5.3 of the Yorkton Zoning Bylaw. This will be provided assuming the OCP and Zoning Bylaw are amended at a later date.

The extension of existing municipal buffer MB4 is shown as a Utility Parcel along the flankage of Lawrence Avenue. This land will be dedicated to the City upon future subdivisions for Phase 2 and 5. The utility parcel will allow future vehicular access points to be created to serve Phases 2 and 5.

The developer will be providing a 10 metre-wide landscaped buffer between the sites identified as Phase 2 and 3. This is a requirement of Section 6.5.3 of the Yorkton Zoning Bylaw 14/2003. Five metres (5m) will be provided on each site and extend the entire length of the property line between these two sites. The buffer will be comprised of trees and shrubs in accordance with the Yorkton Zoning Bylaw. The buffer space will be non-dedicated, meaning the responsibility for this strip of land will be planted and maintained by the private owners.

2.1.1 Reserve Creation

The entire land parcel is owned by Cowessess Flood Claim Holdings Inc. Cowessess Flood Claim Holdings Inc. has filed application to Canada's Addition to Reserve (ATR) for Phase 1 lands. Reserve conversion for Phases 2 -5 will be contemplated at a later date, these remaining parcels will remain fee simple land. Leaving the land fee simple provides opportunity for Cowessess Flood Claim Holdings Inc to either sell the land or convert to reserve status in the future. Converting the land to reserve status in phases allows for future flexibility.

It is not recommended to start construction on lands that are in the ATR process until reserve creation is fully obtained. The rationale is to limit third party interests in the land while it is in the ATR process. Typically, the ATR process through the Department of Indigenous Services Canada (DISC) can take from 8- 10 months. The process was initiated November 29, 2018, based on the average timelines Cowessess anticipates reserve creation between July and September 2019. The objective for Cowessess is to complete servicing and earthworks in fall 2019, pending the successful creation of reserve.

A requirement of the ATR process is the negotiation and completion of a Municipal Servicing Agreement with the City of Yorkton. Cowessess legal council anticipates working with City's officials following the submission of this Concept Plan. Cowessess remains committed to ensuring that the development will be developed and operated in a similar manner to all other commercial and residential developments within Yorkton.

It is intended at this time that Phase 1 of the development will be transferred to reserve status in 2019, with more sites transferred to reserve status over time as build-out occurs.

2.1.2 Development Phasing

Due to the size of this overall development, it is proposed to be developed in a number of phases. At the time of this report, five phases are envisaged for the site (Figure 5). All phases are currently designated as 'Commercial' within the Yorkton Official Community Plan (OCP). **Note:** all underground improvements for each phase will be further described in the Detailed Engineering Phase upon adoption of the development concept.

Phase 1 – C-3 Zoning – Gas Bar and Convenience Store; two-storey office building; future retail building.

Anticipated Extent of Construction – improvement to intersection of Thompson Avenue and Little Child Way including crosswalk, sidewalks, curbs and gutters along north and south sides of Little Child Way. Eastern extent of improvements

will be to the intersection of Little Child Way and future extension of McLeod Avenue. Private development to include the Gas Bar and Convenience Store and Building 1 including all site landscaping and other improvements. Building 2 and associated parking are anticipated to be constructed at a later date and remain as an undeveloped site.

Phase 2 – C-3 Zoning (R-5 Zoning – ‘Residential’ - Proposed) – Approximately seventy-eight (78) stacked townhouses on a single site. Internal roadway system, with dedicated areas for visitor parking. This site is expected to be served by at least two access points. A more detailed site concept and applications for OCP and Zoning Bylaw amendment will be submitted at a later date, closer to actual development.

Anticipated Extent of Construction – Extension of Lawrence Avenue. Roadway improvements to Little Child Way including north and south side sidewalks, curb and gutters. Western extent of improvements will be to the projection of the western property line between Phase 2 and 3.

Phase 3 – C-3 Zoning – Future Retail/Commercial development.

Anticipated Extent of Construction – Completion of Little Child Way with sidewalks, curb and gutter, all necessary crosswalks, completion of McLeod Avenue extension to Little Child Way including site access/curb crossings, sidewalks, curbs and gutters along both sides of McLeod Avenue.

Phase 4 – C-3 Zoning – Future Entertainment/Retail/Commercial development.

Anticipated Extent of Construction – Phase 4 will require the extension of McLeod Avenue with associated sidewalks, curbs and gutters, access point on the westerly boundary and likely the access point on the north boundary. No plans are yet in place for the area south of this parcel.

Phase 5 – C-3 Zoning – Future Retail/Commercial development.

Anticipated Extent of Construction – Phase 5 is the final phase and will require the extension of Lawrence Avenue with associated sidewalk, curb and gutter along the easterly site boundary. A curb crossing will be necessary for site access along Lawrence Avenue.

It should be noted that water service is provided from the west and storm/sanitary services are provided from the east. There are no issues related to phasing development other than there may be higher front-end servicing costs to extend services across future phases to service the early phases (phases 1 and 2).

2.1.3 Municipal Reserve Dedication

It is noted that municipal reserve dedication (land) is not generally required for commercial sites. However, the proposed residential site in Phase 2 is very likely to require land dedication. The requirement for residential uses is for 10% land dedication within the subdivision. At this time, there is no detailed site plan available for this future phase. However, MR dedication will be included within the site plan at the request of the City of Yorkton at the time of site design. It has been noted by the applicant that the lands adjacent to this residential development are a former rural subdivision. As such, there are existing connectivity issues between the proposed residential site and any existing park space. Therefore, it is encouraged that the developer include MR on the residential parcel which contains park and playground equipment. Ultimately, the City plans to connect a pathway to the north along Lawrence Avenue to access existing park space.

Land Dedication is not required for the C-3 Commercial developments. Instead, money-in-lieu, is required to be paid to the City of Yorkton which will be deposited into a dedicated lands account and used for various parks enhancements and upgrades throughout Yorkton.

2.1.4 Roadway Dedication

New public roadways are required to serve this development. There are two roadways proposed – the extension of McLeod Drive south which will intersect with a new main east-west roadway which joins Thompson and Lawrence Avenues. It is assumed by V3 that the land area necessary to extend Lawrence Avenue south can be obtained either through purchase by the City of Yorkton, or through expropriation to further development in this area. However, if land purchase is not feasible or possible, the only alternative would be to redesign the concept to include a new roadway on Cowessess property. This would affect the overall development area and configuration of sites. The need for this measure will be determined at a later date.

2.1.5 Development Levies

Off-site development levies are applicable to all development in Yorkton. The levy rates vary depending on the use. The current levy rates are:

- Commercial = \$171,474 per ha (\$69,393.07 per ac)
- Residential = \$88,390 per ha (\$35,770.16 per ac)

For phase 1, the commercial rate applies to the entire site.

The payment of levies is required prior to obtaining a Development/Building permit. Payment may be required at either the subdivision stage, or development permit stage. Off-site development levies are owing for phase 1 based on the creation of a 3.7 acre commercial site. These are estimated to be \$256,754.35.

2.1.6 Setbacks

According to the City of Yorkton’s Zoning Bylaw, the following setbacks are required for the C-3 Highway Commercial and proposed R-5 Residential Zones, and have been incorporated into the site plan:

Zone	Minimum Setback Requirements		
	Front	Side	Rear
C-3 Highway Commercial	9.0 m	4.5 m	6.0 m
(Proposed) R-5 Mixed Density Residential	6.0 m	1.8 m	6.0 m

Note: Residential setbacks provided for the townhouse/rowhouse use.

2.1.7 OCP Land Use Amendment

This entire site is designated as ‘Commercial’ within the Yorkton Official Community Plan. Cowessess has submitted an application for amendment to the OCP to designate the North-East portion of this land from ‘Commercial’ to ‘Residential’ (Phase 2).

Rationale for redesignation includes the review of the 2017 Brunsdon Lawrek Market Analysis which indicates that the Yorkton market for commercial/retail uses is currently sufficient. However, the same analysis indicated that there is demand for residential development in the low to moderate price ranges. Furthermore, it is V3’s recommendation that future retail/commercial uses will benefit from more residential growth in proximity to this site. Therefore, approximately 4.7 acres of land located adjacent to Lawrence Avenue in the North-East portion of this site is identified for future residential low-density, multi-family dwellings. Using an estimate of 25 units per acre, approximately 78 dwellings may be constructed on this site at a later date. At an estimated 2.8 persons per dwelling, approximately 218 people may reside at this location.

2.1.8 Rezoning Request

In concert with the land use change, a rezoning of the site is also being requested. The current zoning of the entire site is C-3 Highway Commercial. Cowessess is proposing that the North-East portion (4.7 acres) of the site be rezoned from C-3 Highway Commercial to R-5 Mixed Density Residential. The two zoning districts on the entire Cowessess site, assuming rezoning of Phase 2 has been approved, are C-3 Highway Commercial and R-5 Mixed Density Residential.

Zone	Purpose	Comment
C-3	The purpose is to provide for commercial development along major access routes and entry points to the City.	The detailed concept plan for Phase 1 would host a gas bar and convenience store, a two-storey office building, and future retail building. Each use helps to achieve the purpose of the C-3 zoning district, and will contribute to the economy in Yorkton once completed.
R-5	The district is intended to establish neighbourhoods of primarily multi-unit and mixed density dwellings, while allowing for a mix of accessory and compatible uses.	Potentially seventy-eight (78) stacked townhouses on a single site. Internal roadway system, with dedicated areas for visitor parking. This site is expected to be served by three access points. Residents will enjoy immediate access to the surrounding commercial areas.

In order for the development of Phase 2 to occur, a rezoning request will be submitted to the City of Yorkton at a later date and closer to when actual development is imminent. The lands marked Phase 2 on Figure 5 are proposed to be rezoned from the C-3 Highway Commercial to the R-5 Mixed Density Residential Zoning District. The figures below show the dimensions of the site, and a conceptual plan for Phase 2. This site concept represents a potential residential development that could be developed on Phase 2 lands and is provided for illustrative purposes only. (Figure 6).



Figure 6: Conceptual Residential Development (Phase 2)

2.2 Summary Of Traffic Impact Analysis

McElhanney conducted a detailed Traffic Impact Assessment (TIA) as part of the requirements for a complete Concept Plan. A traffic analysis was conducted for ten (10) study intersections (Figure 7).

Figure 7: TIA Study Intersections



Traffic analysis was conducted for the ten (10) study intersections above during both the AM and PM peak hour periods. Analysis was also conducted for four scenarios:

- Existing Conditions (2018)
- Phase 1 Opening Day (2019)
- Full Build-Out (2029)
- Future Year (2039)

All study intersections operate at an acceptable Level of Service (LOS) during both AM and PM peak hours for each scenario of the first three scenarios, with no movements lower than a LOS D.

The Future Year (2039) scenario saw one of the intersections having a failing movement with a LOS E (intersection of Highway 9 & Hamilton Road eastbound movement), while the remaining nine intersections operate at a LOS of D or better. The Vehicle/Capacity ratio (v/c ratio) for the following intersection are approaching 1.0 for the Future Year scenario, indicating that movement failures may be in store should traffic continue to increase:

- Highway 9 & Broadway Street
- Highway 9 & Hamilton Road
- Palliser Way & Hamilton Road

McElhanney recommends that Phase 1 and Full Build-Out time horizons do not require improvements to the intersections and road network, as all intersection will operate at an acceptable LOS. The intersection of Highway 9 & Hamilton roads will need some upgrades in the future year time horizon (2039), McElhanney recommends that signal timings be analyzed at that time to determine adequate cycle lengths and phase timings for each movement.

McElhanney also recommends that further traffic counts and analysis be conducted by the developer upon the full build-out of the development.

2.3 Preliminary Engineering

2.3.1 Earthworks and Grading

Prior to commencement of the onsite grading operations, it is necessary to field verify the extents and classification of the one existing wetland identified onsite, as conveyed in the Ecological Impact Assessment completed by Trace Associates. Once the wetland classification is verified, compensation or other measures for its removal can be determined.

Tree removal operations ideally are to take place during the winter months, so as to not negatively impact the migratory path or nesting period of the local or seasonal fowl. The nesting period is typically from mid-April to late August, although this may vary between species. Approximately 2.9 hectares of woodlands is to be removed during the development grading activities.

In order to achieve minimum depth of cover over the sanitary infrastructure while simultaneously considering service depth requirements for future developments, the site will need to be raised. Preliminary earthwork volumes indicate that the development will require approximately 22,500 cubic meters of clean material to be imported to site in order to balance the earthworks program. This estimate takes into consideration a fill factor of 15% and the lots being graded to 0.30 meters below the finished design surface, to allow for pavement structures.

2.3.2 Deep Service Utilities

As a result of the high ground water table in the area, there is a significant possibility that de-watering equipment and specialized construction practices will be required during the installation of the deep utilities. In addition, during the development of these parcels of land, groundwater monitoring programs and spill procedures need to be established, as the Logan Aquifer has been established as high vulnerability and susceptible to contamination from the surface.

2.3.3 Water Service

The development will be serviced by internally looping 200 mm diameter water mains connected to the City's existing infrastructure. The proposed configuration is shown in Appendix 6 - Preliminary Water Servicing Figure No. 2.

To effectively achieve adequate water main looping throughout the development, three connection points are recommended. Connections will be located at the existing stubs located within Lawrence and Thompson Avenue, and at the intersection of Peter Pond Road and McLeod Avenue. Special considerations will be necessary when connecting to the existing water main infrastructure along Peter Pond Road to ensure existing developments are not significantly impacted during the installation.

2.3.4 Sanitary Service

No downstream capacity restrictions have been identified, and the internal network will be designed referencing the City of Yorkton's Engineering Design Standards.

Appendix 6 - Figure No. 3 (Preliminary Sanitary Servicing Plan) outlines the alignment of the proposed and existing infrastructure within the road rights-of-way. Construction of the internal sewer mains are to consist of 200 mm and 250 mm diameter PVC DR-35 pipe (or approved equivalent) which will connect to the existing manhole within Lawrence Avenue. This connection point is the deepest of the three available options and utilizing it will reduce the amount of fill required onsite, as well as provide alternative servicing connection options for the proposed phases of development.

Due to the proposed depth of lot in Phase 2, there may be cover limitations when servicing this parcel from the proposed sewer within the east/west roadway, and it is recommended that a service be provided directly to this phase from the existing manhole in Lawrence Avenue.

The proposed sanitary sewer mains collectively discharge into an existing 250 mm diameter PVC sewer main within Lawrence Avenue which continues north towards the downtown core. Preliminary analysis of this utility suggests there will be no concern with respect to depth of cover, however, as indicated in the Earthworks and Grading sections above, fill will be required to be placed onsite in order to adhere to minimum utility depth requirements.

2.3.5 Storm Service

Upon review of the topography of the greenfield site, it was determined that surface flows generated by the proposed development are to emulate that of the existing surface flows, which shed from west to east. The minor storm system will be designed to provide capacity for a conventional 1:5-year storm event, while protection from major storm events will be designed using a 1:25-year storm. The Storm Servicing Plan (Appendix 6 - Figure No. 4) included in this report has been preliminarily designed to accommodate the proposed commercial and residential developments, while adhering to the City of Yorkton's Engineering Design Standards.

Implementing the City of Yorkton's Engineering design criteria for major storms and applying industry standard runoff coefficients, preliminary design of the area indicates that approximately 82.0 cubic meters of storage will be required for this development. Based on this analysis, it is recommended that onsite storage be provided for the 1:25-year storm event for each proposed phase of development, while restricting its discharge to the 1:5-year flow rate. Downstream capacity restrictions within the existing watercourse south of the proposed development are currently unknown and will be further assessed during the detailed design phase.

2.3.6 Roads and Walks

The proposed development is currently bound by three roadways, Thompson Avenue, Peter Pond Road, and Lawrence Avenue. With the development of the proposed parcel of land, it is suggested in Figure No. 5 that Lawrence Avenue be extended south where it will connect to the proposed Industrial Collector (Proposed Road), and continue westward to Thompson Avenue. A heavy-duty road structure, presented by Thurber Engineering, will be utilized for the road construction.

The proposed carriageways will provide connectivity to the surrounding developments and will contain the deep and shallow utility infrastructure. Both Thompson and Lawrence Avenue roadways are to be extended south from the Proposed Road to provide additional site accesses for the Phase 4 and 5 developments. Alternatively, Lawrence Avenue can be constructed to the Proposed Road intersection, and Phases 4 and 5 can be accessed from the Proposed Road directly.

In conjunction with the preliminary roadway design, sidewalks have been provided to promote walkability from the proposed development to existing developments. These sidewalks have been designed to comply with City of Yorkton's Engineering Design Standards for industrial collector roads, where sidewalk on one side is required. Sidewalk placement may vary depending on the type of roadway classification and use, and will be further evaluated during the detailed design phase.

2.3.7 Opinion of Probable Cost

An Opinion of Probable Cost (OPC) has been provided for information only. Please note that the associated cost identified in the OPC is a preliminary assessment of earthworks, underground infrastructure and surface work required to affectively service all five parcels of land, and that these costs will fluctuate depending on contractor’s availability, market conditions, and prioritization of phases of development. Shallow utility costs provided in the OPC is a preliminary estimate and will be refined during the detailed design.

Infrastructure Costs	\$ 2,972,000.00
Materials Testing (2.5%)	\$ 74,300.00
Engineering (10%):	\$ 297,200.00
Subtotal:	\$ 3,343,500.00
Contingency Allowance (20%):	\$ 668,700.00
Total:	\$ 4,012,200.00

2.3.8 Summary

Although special construction provisions are required in the long term to ensure the existing underlaid aquifer is not adversely affected during construction activities, the development of this parcel of land does not appear to be limited by servicing options or downstream capacity restrictions. From V3’s analysis, this parcel of land is considered to be a suitable candidate for development.

The complete preliminary engineering report, including notes regarding Shallow Utilities is included as **Appendix 6**.

3.0 Market Forecast & Analysis

In 2017, Brunsdon-Lawrek and Associates conducted a Current Market Analysis for lands owned by Cowessess First Nation, which included the subject site in Yorkton. Below is a summary of that report as it pertains to Yorkton.

Yorkton experienced significant population growth of nearly 5% between 2012 and 2016. This put the Yorkton Census Agglomeration area at just under 20,000 residents. Yorkton serves the third largest trading region in the province behind Saskatoon and Regina. The City of Yorkton is the main service centre and is the first choice for housing and employment in the region.

Multi-family Condominium Market Analysis Summary in Yorkton	
Current Demand for Properties	< \$200,000
Absorption	Over 12 months
Target Market with most demand	Entry Level

Commercial Market Analysis Summary in Yorkton	
Net Rental Rate Ranges (Gas Station - existing space)	\$25.00 - \$30.00 psf
Net Rental Rate Ranges (Gas Station - new space)	> \$40.00 psf
Net Rental Rate Ranges Retail (Existing Buildings)	\$7.50 - \$12.00 psf
Net Rental Rate Ranges Retail (10-15 year old Buildings)	\$15.00 - \$20.00 psf
Net Rental Rate Ranges Retail (Restaurants)	\$25.00 - \$30.00 psf
Net Rental Rate Ranges Office	\$9.00 - \$14.75 psf
Occupancy Costs	\$4.00 - \$10.00 psf
Vacancy (strip malls, big box, enclosed mall)	8%

However, since 2016, construction and demand has slowed to the lowest levels in a decade. New commercial developments constructed in 2015 have created a very competitive marketplace for retail and service uses. Estimated vacancy of retail space was stated at 8%, but absorption was occurring. Estimated rental rates for gas stations was listed at \$25-\$30 per square foot. Retail spaces for existing buildings was listed at \$7.50 - \$20.00 per square foot.

The demand for new residential housing has also slowed since 2016. Average selling price of a home in Yorkton was \$232,864 in 2017. There are approximately 846 apartment suites in the Yorkton market, with vacancy listed at 7.4% in 2017. Rent for a typical two-bedroom apartment was \$918 per month in 2017.

It was noted that the market segment which is experiencing the most demand is in the lower price ranges of \$200,000 or less. Absorption of residential units is in the 12 month or higher range. The most viable market segment was stated to be in the entry level segment.

The seniors’ market was stated to be saturated. Demand for higher-priced apartment style condominiums is down. However, the market for lower-priced entry level buyers is quite strong as multi-units priced between \$135,000 to \$144,000 sold out quickly. Higher priced multi townhouse style units priced between \$227,000 and \$310,000 are not selling quickly.

To conclude, there are limited choices of multi-family residential developments in Yorkton. However, with softened demand, the Yorkton market has become price sensitive. The units with the most demand and sell within a reasonable time frame are units priced in the \$200,000 range or less.

4.0 Policy Alignment

Yorkton Official Community Plan

Yorkton’s OCP was adopted in 2014. The OCP contains a commitment to smart growth principles, energy sustainability and climate change. The plan is based on a twenty-five (25) year horizon to a population of 36,000 people. The Plan estimated in 2014 that 911 hectares (2,250 acres) of land would be required for development to achieve future growth requirements.

OCP Goal	How Cowessess Development Addresses OCP Goal
A Sustainable Urban Form	Cowessess Development accommodates growth by locating compatible land uses in close proximity, and by incorporating Smart Growth concepts such as: <ul style="list-style-type: none"> • Mixed Land Use • Housing Diversity • Walkability • Compact Building Design • Environmental Stewardship
An Expandable Economy	Developing a gas bar and convenience store, an office building, and a proposed retail building will give businesses owners in the community an opportunity to contribute to the economic prosperity of Yorkton.
Balance Strategies for a Complete, Healthy & Liveable Community	The Cowessess development will locate residents near commercial, office and other complimentary uses that promotes walkability and community building interactions.
A Connected Community	A Traffic Impact Assessment (TIA) was executed as part of this concept plan to ensure the proposed development will integrate with current land uses and transportation systems.
Effective Management of Land & Resources	Cowessess is preparing this concept plan that includes provisions for future phasing, ensuring timely and well serviced development.
Environmental Stewardship	Thorough background environmental and natural screening was undertaken to ensure the proposed development does not negatively impact the environment.
Support to the Region	This is a First Nations economic development effort, collaborating with First Nations is a goal of the OCP.

Accommodating housing needs that have resulted from significant economic growth and increased housing demand has been identified in the OCP as a high priority. The City of Yorkton’s Housing Plan was completed in 2012, and includes policies for:

- Increase the affordable housing stock
- Provide a variety of housing types that are appropriate for entre level housing
- Increasing the overall density of the city

The residential development in Phase 2 of Cowessess’ development concept plan will see approximately seventy-eight (78) stacked townhouse units built with an internal road and pathway system. These residences will contribute to the density of Yorkton, will help the housing stock by offering stacked townhouses for future homebuyers.

Source groundwater is virtually the main source of water in the community, therefore particular attention has been paid in policy towards the protection of this resource. The Cowessess development has undergone a rigorous site screening process which included both a GeoTechnical and Hydrogeological survey to ensure the Logan Aquifer is identified and a mitigation strategy is identified (see Section 2.1 above).

Zoning Bylaw

Each phase of development will conform to the regulations and requirements of the applicable zoning district (C-3 Highway Commercial, R-5 Mixed Density Residential). The detailed concept plan (Figure 5) has been prepared using the district requirements for each land use category. When the City reviews the detailed plans, a dialogue is anticipated to be established if any development standard concerns are raised.

Yorkton Greenfield Development Requirements

A document outlining the process and regulations involved in greenfield developed was prepared by the City of Yorkton’s Planning & Engineering Department in 2014. The Greenfield Development Requirements outline the process of developing on greenfield land within the City of Yorkton.

Step	Cowessess Action
Communication	<p>Cowessess hired V3 to prepare the concept plan to develop their Yorkton site. The initial phase of the project involved reaching out to the City of Yorkton representatives in the Planning & Engineering Department.</p> <p>A communication line was extended, and V3 has proceeded to prepare this concept plan based on information that presented itself through communication, background research, and screening tests.</p>
Concept Plan Approval	<p>This concept plan has been prepared that includes the components required in the Greenfield Development Requirements.</p>
Amendments to Statutory Plans	<p>The City of Yorkton’s MDP and Zoning Bylaw are required to be amended as part of the Greenfield Development approval process.</p> <p>Cowessess will be submitting a rezoning request, and statutory plan amendment submissions, along with submission of the Concept Plan.</p>
Subdivision Application	<p>Once the Concept Plan, rezoning request and plan amendments have been approved V3 will submit a subdivision application to the City of Yorkton on behalf of Cowessess.</p>
Development Agreement	<p>A development agreement will be signed between the municipality and the developer, the agreement is registered on title by the municipality.</p>
Offsite Development Levies	<p>Cowessess, and V3, will comply with the requirements in these steps for development to begin.</p>
Servicing	
Roads & Lanes	
Warranty Period	
Letter of Credit	

5.0 Public Consultation

Public Consultation regarding this Concept Plan and Land Use change will be further discussed with the City of Yorkton. This will determine if public consultation beyond the legal requirements under the Planning and Development Act will be required.

6.0 Summary and Timeline

In closing, this concept plan and land use change is a significant step towards meeting the development goals of the Yorkton Official Community Plan. This development will not only serve the needs of a growing Yorkton community, but also meet the commercial needs within the region as well. The Yorkton region is the 3rd largest market trading area within Saskatchewan and is destined to grow over time. The addition of low to moderate cost housing, in a form which is attractive and affordable was identified as an area of need in the Brunsdon-Lawrek Market Forecast. V3 has compiled a concept plan which addresses the requirements of the City of Yorkton Greenfield Development Requirements. Much more needs to be done, but the information contained herein is a significant step towards the long-awaited development of these lands.

6.1 Proposed Timeline to Construction

The following is an expected timeline for completion of key milestones to construction.

Task	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Concept Plan/Land Use Approval												
Subdivision Approval												
Detailed Engineering, Contract, Tender Docs.												
Tender Period and Selection												
Estimates Reserve Creation Achieved												
Site Construction Commences												
Available for Tenant												

Appendices

1. Natural and Heritage Resource Report
2. GeoTechnical Report
3. Hydrogeological Report
4. Phase One Environmental Assessment Report
5. Traffic Impact Assessment Report
6. Preliminary Engineering Design Report