

# PART 2: CORRIDOR GROWTH





For the last 50 years, growth in Saskatoon has extended outside Circle Drive to the Suburban Development Areas. These communities have taken on various forms of auto-oriented, low-density residential, commercial, or industrial development which is typically focused around internal, curvilinear road networks. Large, arterial roads provide access, and they generally separate neighbourhoods from each other. Most arterial roads in Saskatoon either do not have fronting development, or fronting development is low-density and auto-oriented in nature, with large surface parking lots between the street and buildings. This urban structure is un conducive to attractive transit, walking, and cycling, and the private automobile is the primary mode of transportation for most people living, working, and shopping in these areas.

Over the next 30 years, Saskatoon will continue to grow ‘outward’ as part of growing to half a million people. New suburban neighbourhoods will be a significant part of the community choice for living, working, and shopping in the future. Community discussions during Saskatoon Speaks and the directions developed as part of the City’s Strategic Plan (2013 – 2023) have emphasized the need for more sustainable growth patterns as the city experiences unprecedented increases in population and employment. Thus, in recent years, the City has committed to reimagining new suburban neighbourhoods by placing more emphasis on a greater mixture of land use types and housing as well as transportation choices – particularly transit, walking, and cycling.

In recent years, the City’s commitment toward sustainable growth has extended to planning inside the Circle Drive area. Growing ‘upwards’ is essential to creating more vibrant areas in the city that will make Saskatoon attractive to existing and future residents. To this extent, the City has established plans to redevelop the core areas of the city with greater housing choices, employment hubs, and retail activities, as well as social and recreational space. Greater

infill and development within these areas will also support and promote needed investments in the transportation system, particularly the provision of attractive pedestrian and bicycle facilities as well as transit services. To plan for sustainable growth inside Circle Drive, key planned growth areas include:

- Strategic Infill Areas – These areas include the Downtown, North Downtown, and University of Saskatchewan lands, all of which will see larger scale development or redevelopment. This development will change the shape of these central areas and create opportunities for more vibrant communities.
- Neighbourhood Infill – This type of growth is intended to complement the existing character of core area neighbourhoods, providing additional housing or commercial options to current and future residents. Residential infill is to be primarily of a smaller scale, including secondary suites, duplexes, and townhouses.

Beyond these significant areas of growth planned for the city, the Growth Plan assessed redevelopment opportunities along major corridors in order to bolster the commitment toward a more compact urban area, and to provide the foundation for introducing attractive transit services as well as quality facilities for walking and cycling. Along select corridors in the urban areas of the city, a greater scale of development, density of development, and mixture of uses will enhance the potential to introduce rapid transit services and ultimately reduce the need for building larger streets. Similar principles can also be applied in new neighbourhoods to ensure transit-conductive forms of development.

## 2.1 Saskatoon Past, Present and Future

Land use patterns influence how much people travel, why they travel, where they travel, and when they travel. Land uses patterns can also influence the travel modes that people choose. Travel mode decisions are also influenced by street design and the availability of space for attractive are walking, cycling and transit facilities and services.

This section of the **Technical Report** highlights Saskatoon’s historic and current land use structure, which shapes current travel patterns as well as opportunities to significantly improve transit services. This section also explores the key land use features required to facilitate vibrant communities that may be supported by an attractive transit service.

### 2.1.1 Historical Context

In 1906, the communities of Riversdale, Nutana, and the Village of Saskatoon combined to form the City of Saskatoon. Known as the ‘City of Bridges’ for the six bridges that crisscross the South Saskatchewan River, the City of Saskatoon has seen a number of major periods of growth. These periods include: the Settlement Period (1901-1931); the Baby Boom (1946-1966); and, Rural-to-Urban Migration (1976-1986). The City is currently in a fourth period of sustained population expansion, which began in approximately 2006. During this period of sustained population expansion, it is anticipated that the population growth rate will average approximately 2.5 percent per year. A key driver behind the Growth Plan is the need to accommodate this sustained growth over the next thirty years.

Throughout its history, Saskatoon’s growth and urban form have been closely linked to transportation. At the turn of the century, proximity to the CN Rail yard and its economic activity was a key catalyst for the location of the Downtown. The establishment of the University of Saskatchewan across the river, just to the northeast of the rail yard and Downtown core, provided an anchor ‘node’ that would help to link both areas and support growth on the city’s east side. Subsequently, the construction of streetcar lines (post 1906) and numerous bridges helped drive commercial and residential growth along key corridors on both the east and west sides of the river during the first half of the twentieth century. Key lines of the Saskatoon Municipal Railway included the Mayfair/University and Princess Avenue/Pleasant Hill lines, which connected the east and west sides of the river, in addition to the west side Avenue H/Pleasant Hill line. Despite expanding the city’s growth outward, each of these lines passed through the Downtown core, helping to reinforce the central role of this key area moving forward.

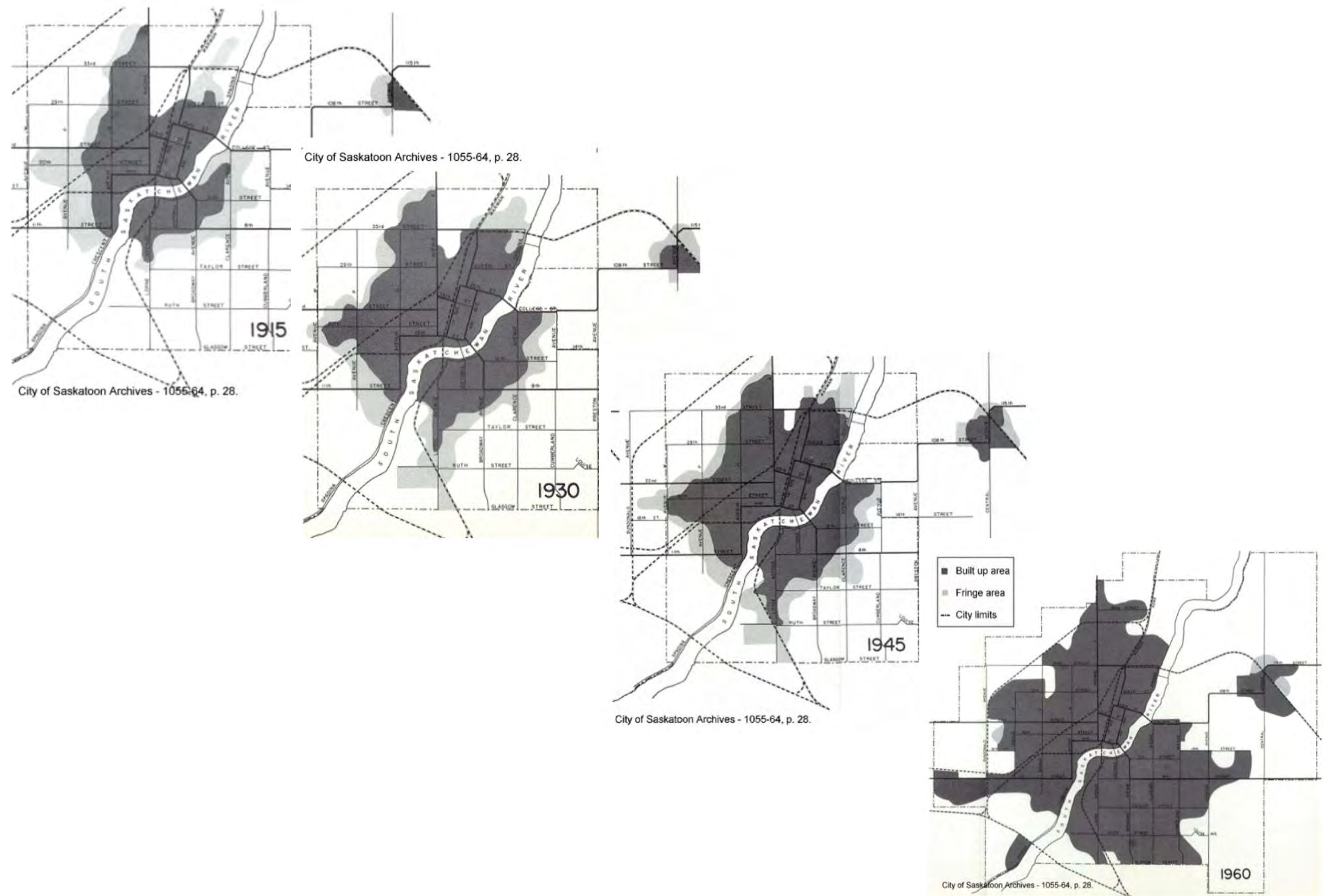


Figure 2.01 - City of Saskatoon Historic Growth Patterns (1915-1960)

- Early 1900s.** From the beginning, the City recognized the need for careful planning to accommodate growth. Its 1913 Plan of Greater Saskatoon (**Figure 2.02**) outlined major land uses, key amenities, neighbourhoods, institutions, and major transportation corridors. Of note, the Plan established the area north of the city's Downtown as the industrial hub. The 1929 Plan (**Figure 2.03**) illustrates the City's early focus on the relationship between transit corridors, walkability, and population distribution. Such analysis remains an integral component of today's **Growth Plan**.



Figure 2.02 - 1913 Plan for Greater Saskatoon

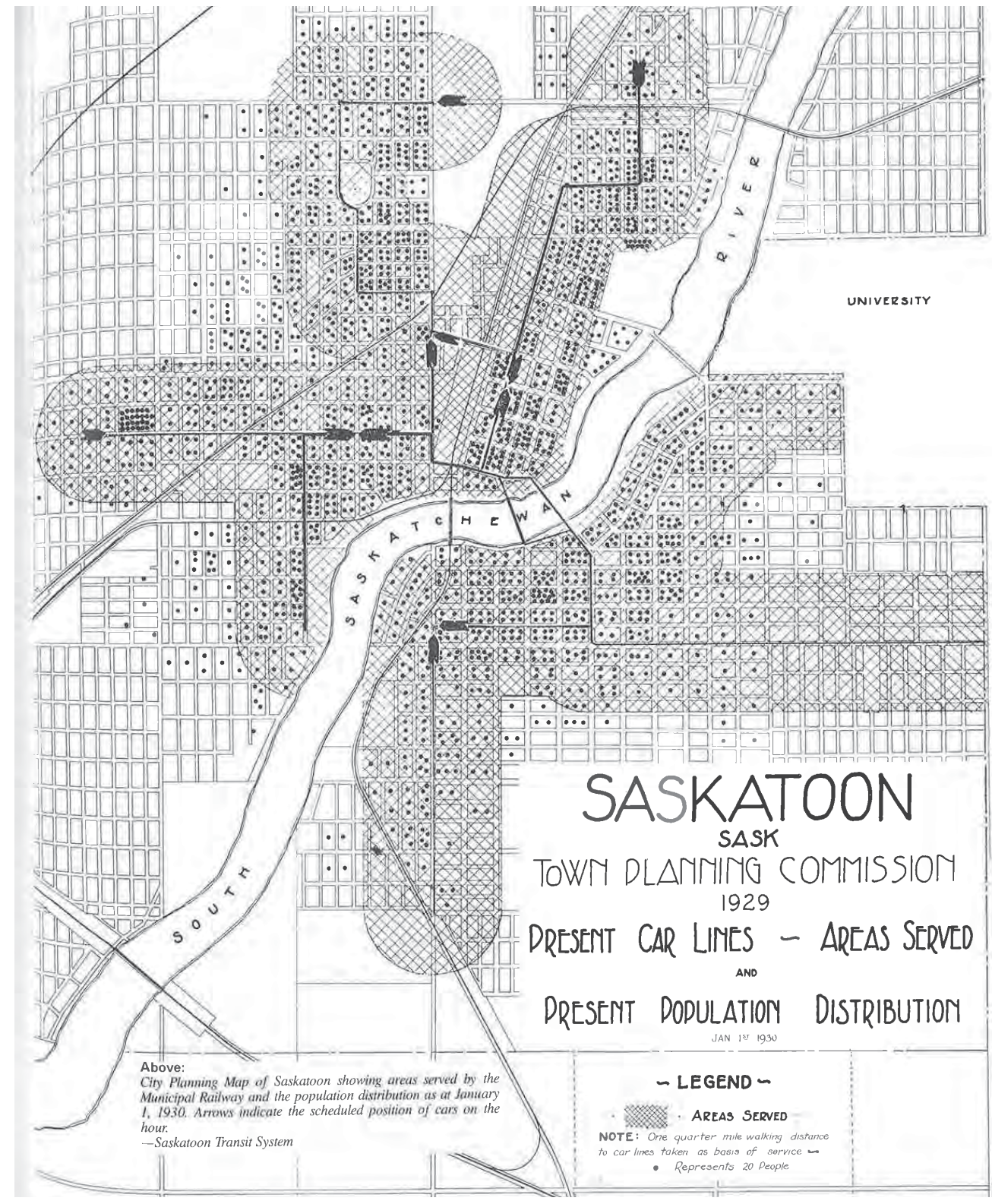


Figure 2.03 - Streetcar Lines & Population Distribution (1929)

- **Pre-war era.** The City of Saskatoon has historically played a key role in the physical development of the city, acting as one of the largest developers. This role traces its roots to the more austere periods in the city's history – prior to World War I and during the Great Depression of the 1930's – during which the City amassed significant landholdings from delinquent property owners, which were subsequently sold, land banked, or developed. In addition to shaping the form of Saskatoon, development by the City has been a significant source of revenue.
- **Post-war era.** The combination of the 'Baby Boom' and rise of the automobile led to the rapid expansion of the city's built up area, typically in the form of single family, car-oriented, 'suburban-style' development. The 'suburbanization' of the city would be the dominant form of growth for much of the second half of the twentieth century. Saskatoon's First comprehensive 'Community Planning Scheme' was adopted by City Council in 1966. It prepared the city for growth of suburban development areas, auto-oriented corridor growth, separation of land uses, and a strong downtown core. Many of these principles are still in effect today. In addition to residential growth, during this period, much of the city's employment growth occurred in peripheral areas located to the north of the Downtown. Similar to the suburban areas, this typically light industrial growth was often in the form of lower density, car oriented development.
- **Recent evolution of suburban areas.** The City is shifting away from the 'business as usual' suburban growth model in its newest, peripheral areas such as Blairmore, Holmwood, and University Heights. This new approach focuses on intensifying these developing areas to accommodate an increased mix of uses and density of development, and a greater number of residents and jobs. In particular, intensification will be directed in-and-around Suburban Centres, with transit playing a key role. In addition to its newer, peripheral areas, the City is also re-examining older, established neighbourhoods located in the city's core. Growth in these areas will be in the form of infill redevelopment, taking advantage of these areas' close proximity to major city amenities and key transit corridors.

### 2.1.2 Existing Urban Structure

Urban structure refers to the general arrangement of open space, streets, blocks, and buildings that make up an urban area. Every community has a unique structure with a unique set of elements that, when combined, make a place. Saskatoon is no different. A few highlights that define Saskatoon's urban structure are briefly described below and illustrated in **Figure 2.04**.

- **The South Saskatchewan River.** The meandering South Saskatchewan River has, and continues to be, a defining structural element in the city of Saskatoon. Not only is it a dramatic linear blue and green corridor that attracts residents and tourists alike, but its visual and physical quality adds amenity value to adjacent neighbourhoods and, as a result, functions as a catalyst for reinvestment and intensification.
- **The grid road pattern.** Downtown is characterized by its "tilted" grid street pattern that provides visual and physical access to the river valley. Downtown Saskatoon, another structural element within the city, is centrally located on the scenic west bank of the South Saskatchewan River and functions as the social, cultural, economic and physical heart of the city. The grid pattern road network extends beyond the downtown to adjacent pre-war neighbourhoods including Riversdale, City Park, Nutana, Mayfair, Pleasant Hill, and Varsity View. The grid pattern road network also facilitates relatively consistent development blocks with strong active edges, rear lane access in residential areas, and route choice, which in turn supports walkability and pedestrian comfort. In many of these neighbourhoods, the grid pattern road network ensures connectivity to main streets that function as the commercial and social centre for the neighbourhood.

- **Growth beyond Circle Drive.** New neighbourhoods were developed, largely beyond Circle Drive, based on a hierarchical road pattern that tended to prioritize the movement of automobiles and, unintentionally, reduced the walkability and accessibility for pedestrians. Following the Second World War, there was a move away from the grid street network. This trend, which was common in cities across North America, has resulted in a fundamental shift in the urban structure of the city of Saskatoon. Within Circle Drive, there are compact, walkable, transit-supportive, rectilinear development blocks that are intuitive to navigate and offer redevelopment flexibility. However, outside Circle Drive, this structure has been replaced with dispersed, curvilinear and organic development blocks that promote automobile use and are difficult to service with transit.
- **An east-west orientation.** The city of Saskatoon's residential population growth has largely taken place east and west of the downtown. New Suburban Development Areas including Blairmore and Holmwood are examples of this east-west orientation, with University Heights pushing neighbourhood development into the city's north-east sector. The five bridge crossings of the South Saskatchewan River help facilitate this east-west movement of people across the city.
- **Concentrated employment areas.** Current employment is largely located within the Downtown, the University of Saskatchewan, and the industrial areas within the city. With the exception of smaller industrial areas (eg. Sutherland Industrial and South West Industrial), the predominant industrial employment base is in the north end of the city. With the residential population largely east and west of the river and employment Downtown and in the north end, traffic congestion has been a growing concern in Saskatoon. This congestion is particularly evident during the PM peak as north industrial area workers are required to travel south to access one of the bridge crossings in order to travel east towards home.

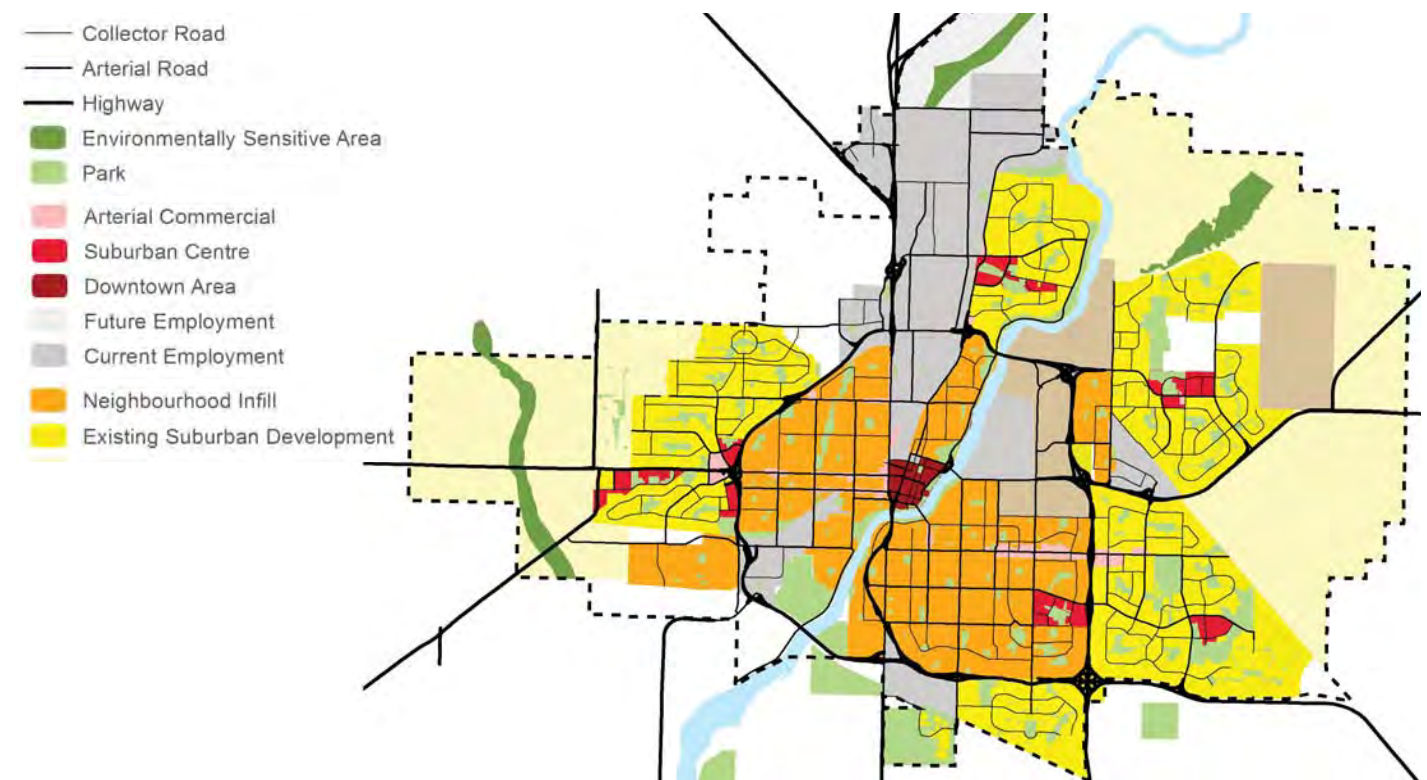


Figure 2.04 - Saskatoon's Urban Character

### 2.1.3 Existing Population and Employment

This section describes some of the foundational population and employment patterns that shape urban form and influence travel patterns throughout the city.

- Population Distribution.** According to the 2011 Census, the City of Saskatoon had a population of 222,190 in 2011. As illustrated in **Figure 2.05**, the city's population is relatively balanced east-west with approximately 52% of people living on the east side of the river and 48% living on the west side of the river. In addition, approximately 58% of the city's population lives outside Circle Drive in the newly developing areas in the far west, north-east and south-east, leaving the balance of the population (42%) living in the established neighbourhoods inside Circle Drive, predominantly within the Core Neighbourhood Area, Nutana and parts of Confederation Suburban Development Areas (SDA).

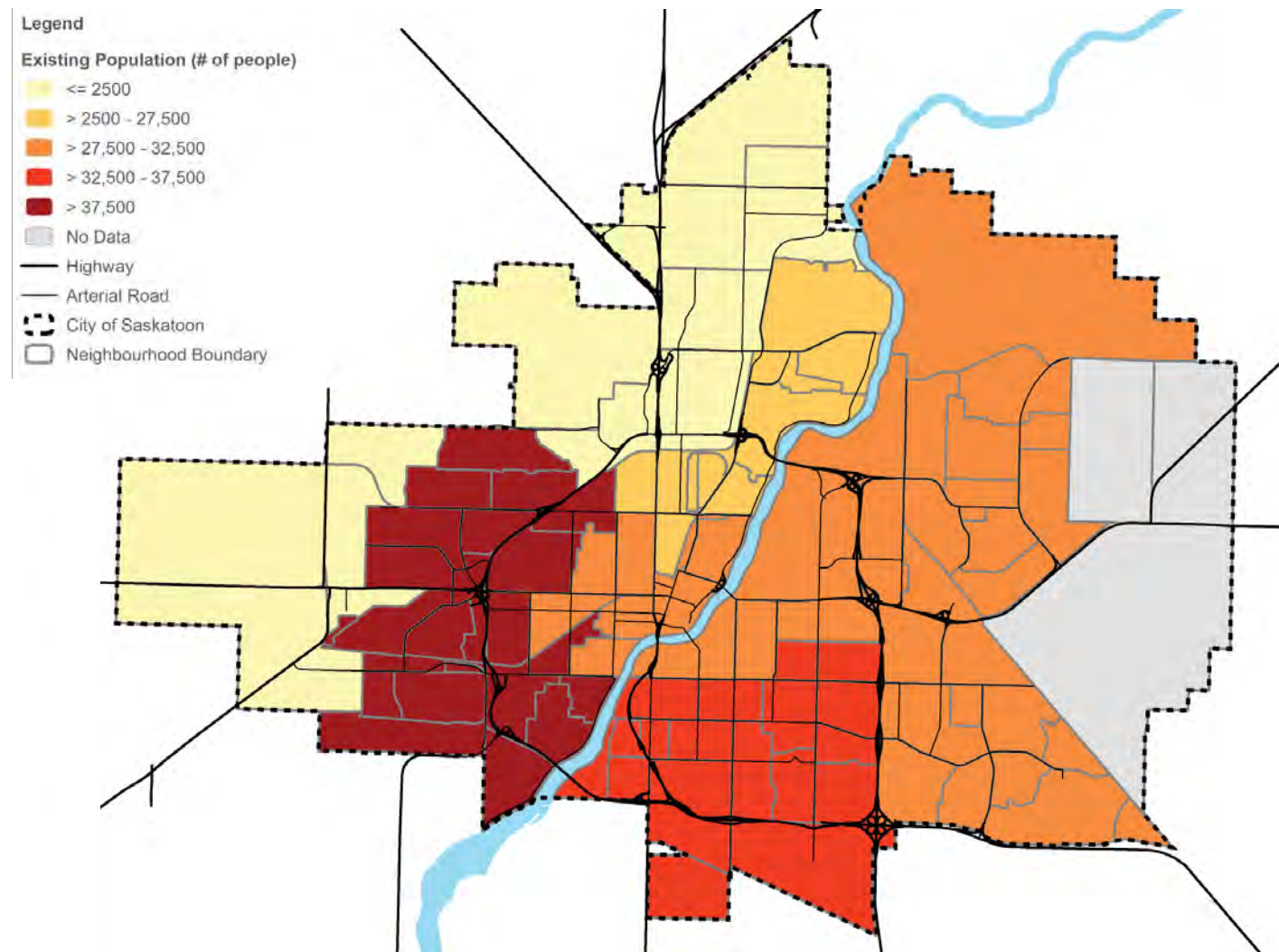


Figure 2.05 - Existing Population Distribution by Suburban Development Area

- Residential Density.** As illustrated in **Figure 2.06**, the highest residential densities are predominantly located in Downtown and adjacent older neighbourhoods including City Park, Pleasant Hill, and Nutana, reaching neighbourhood-wide densities of over 18 units per hectare. Nutana Suburban Centre is the only other neighbourhood with equivalent densities. It is located outside the core area, but still within Circle Drive. While the built form and scale of these areas vary, each neighbourhood contains common features – a more compact, walkable urban form; a concentration of higher density housing types along major corridors within each neighbourhood; and, for the most part, a core 'main street' style commercial corridor(s) that contains a diverse mix of uses, destinations, and users. In Nutana, the Broadway Avenue corridor serves this 'main street' function, while in Pleasant Hill, 20<sup>th</sup> Street acts as a 'main street' style corridor. These areas contain not only a broad range of residential opportunities but they also contain commercial, institutional, and recreational uses, allowing residents the opportunity to 'live, work, and play' in the same area and to move between activities conveniently on-foot, bicycle, or transit.

Slightly lower densities can be found in more recently developed areas including Dundonald and Hampton Village in the west, Lakeview and Wildwood in the south-east, Lawson Heights Suburban Centre in the north, and Willowgrove and Forest Grove in the east. These areas also accommodate a range of residential choices with higher density uses adjacent to major corridors, central commercial nodes, as well as various informal and formal recreational areas.

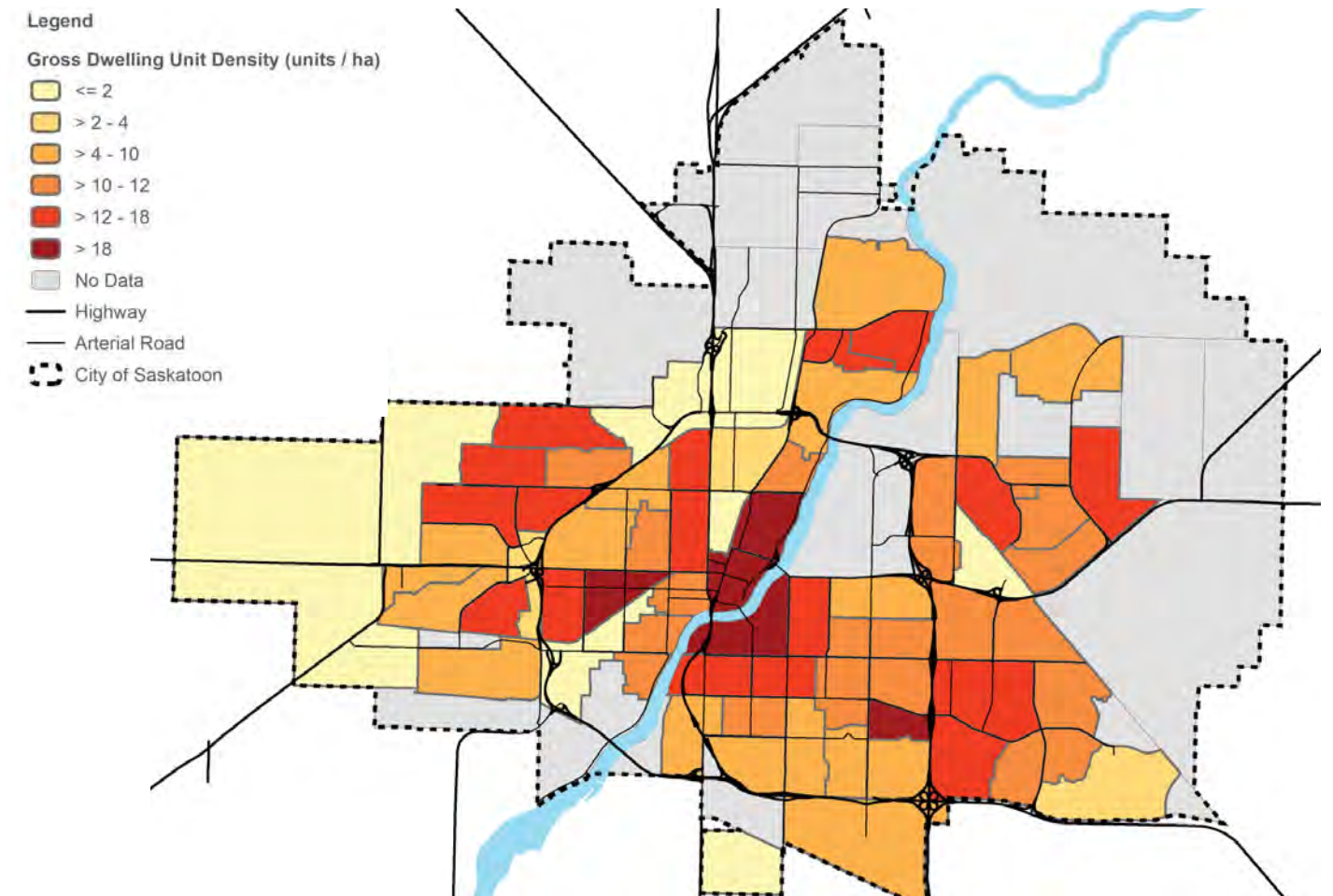


Figure 2.06 - Existing Dwelling Unit Density

■ **Current Employment.** As illustrated in **Figures 2.07** and **2.08**, Saskatoon's strongest employment areas are located in the Core Neighbourhood Area, the University of Saskatchewan, and the North Industrial Area, which accommodates approximately 65% of the jobs. In contrast to the east/west population distribution, employment growth and density in Saskatoon has followed a primarily north/south trajectory. This trend has its origins in some of the City's earliest planning efforts (as well as the location of the railroad), which prioritized the area north of downtown for industrial development. Beyond the Core Neighbourhood Area, University of Saskatchewan lands and the North Industrial Area, significant employment densities can also be found in the Nutana Suburban Centre.

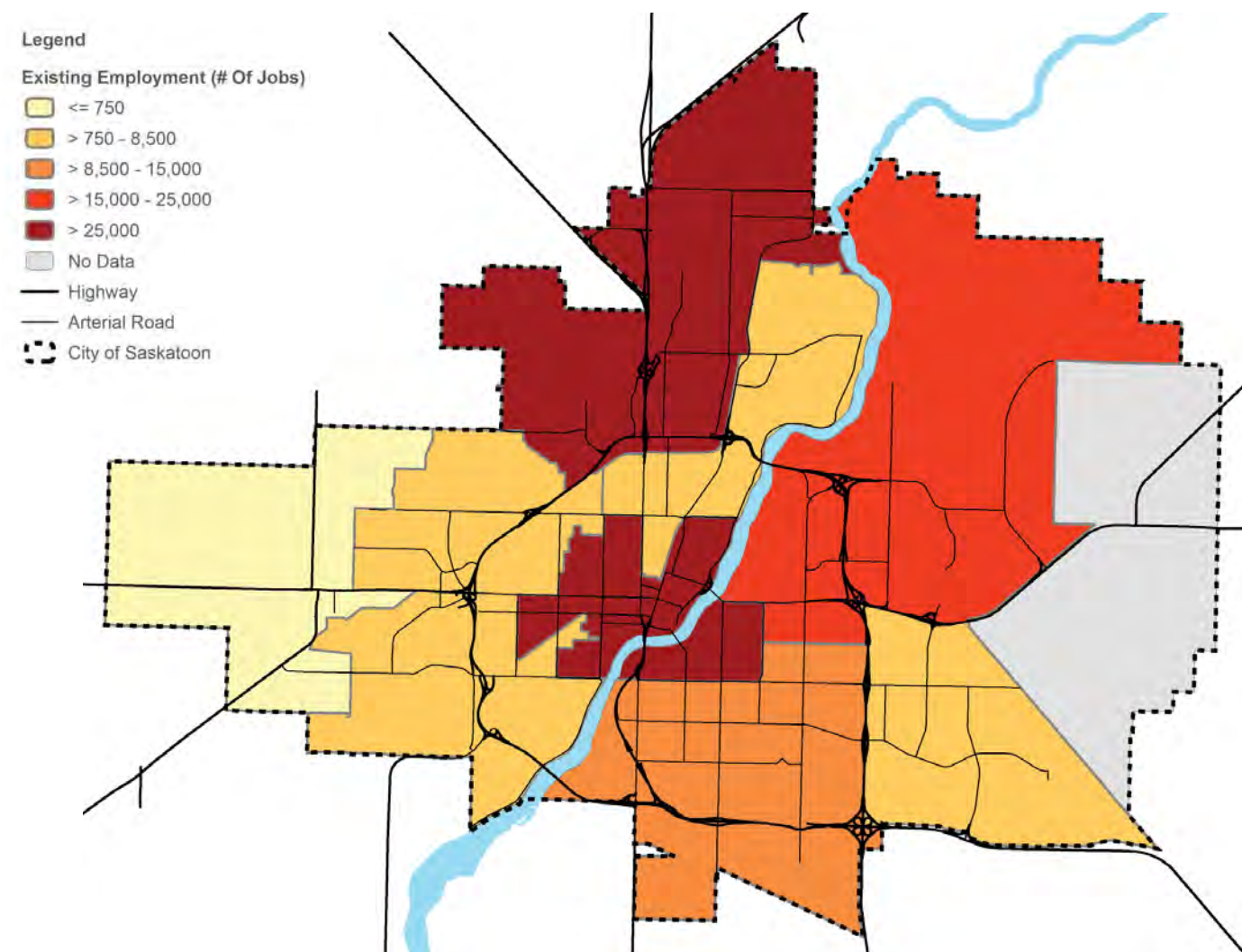


Figure 2.07 - Existing Employment Distribution

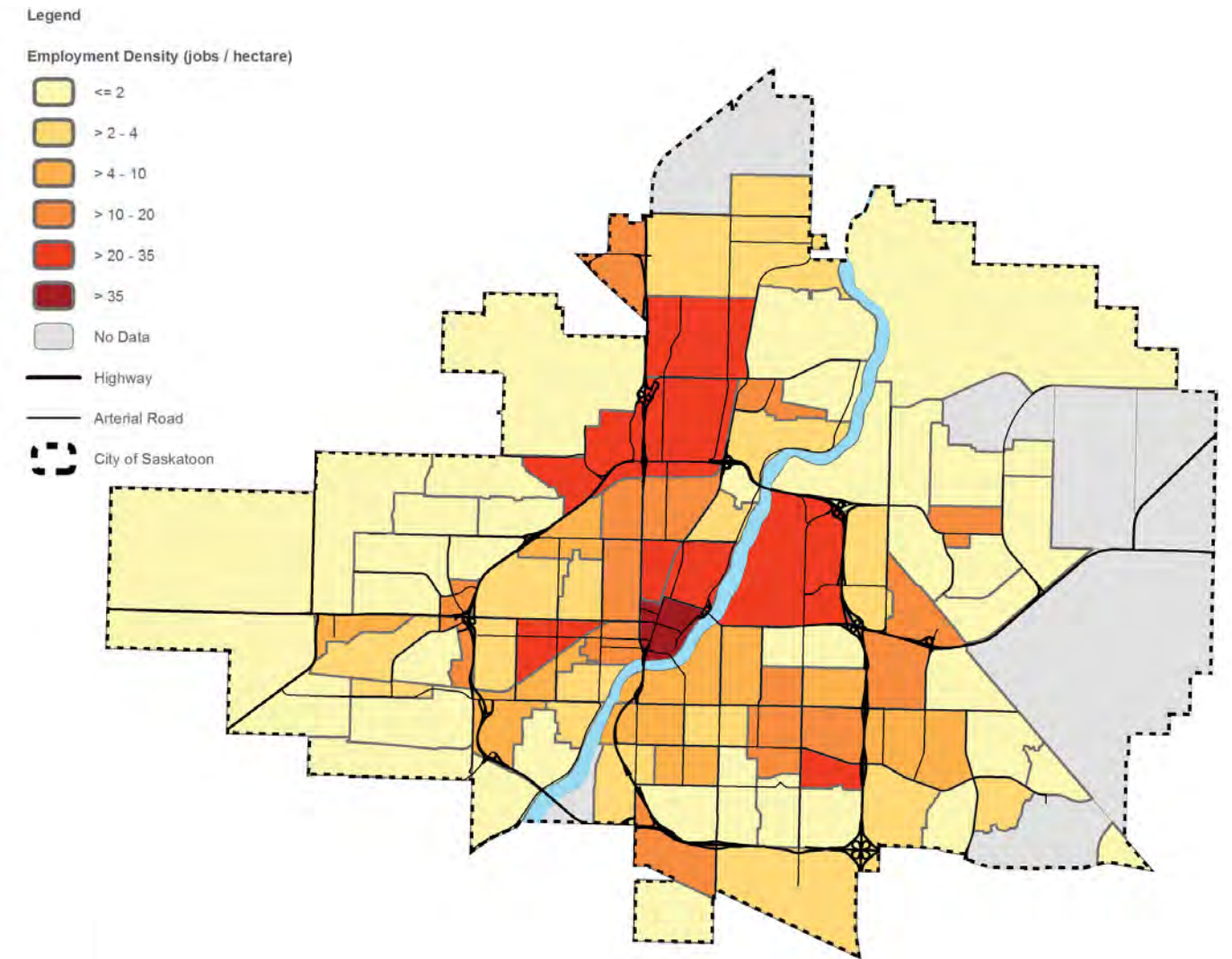


Figure 2.08 - Existing Employment Density

The three primary employment areas vary significantly in their character.

- The Core Neighbourhood Area currently accommodates more than 32,000 jobs, with the majority of those jobs (+/- 27,000) in the Central Business District, City Park and Pleasant Hill. The Core Neighbourhood Area is characterized by a strong retail, office, entertainment, and institutional environment with supporting residential development in a variety of building forms.
- Located across the river from the Central Business District, the University of Saskatchewan forms another major employment centre within Circle Drive. With over 20,000 students and more than 15,000 jobs, the University has been a historically stable source of employment for the city. The form of development in the built areas is typically that of a higher density institutional form.
- The North Industrial Area is the third key employment area within the city, currently providing more than 26,000 jobs. Located on the city's northern edge, the North Industrial Area is the largest employment centre in terms of land area. The area is home to the Saskatoon International Airport, both light and heavy industry, as well as commercial and professional services. The predominant form of development is a mix of low rise warehouses and 'suburban style' office buildings.
- **Mixed Use Areas.** Combined residential population and employment densities help to indicate key neighbourhoods and corridors where people choose to live and work. As illustrated in **Figure 2.09**, the areas with the greatest combined population and employment densities are centrally located and include the Central Business District, City Park, Nutana, and Pleasant Hill. In neighbourhoods such as these ones, there are often opportunities to offer a mix of land uses. Key corridors within these neighbourhoods that successfully offer mixed-use opportunities include 2<sup>nd</sup> Avenue in City Park, 20<sup>th</sup> Street West in Pleasant Hill and Broadway Avenue in Nutana. The Nutana Suburban Centre functions more as a node rather than a corridor.

Additional opportunities to accommodate mixed-use development can be found within many of the established neighbourhoods within Circle Drive, and also along corridors such as 8<sup>th</sup> Street, 22<sup>nd</sup> Street West, and Idylwyld Drive. Although these corridors provide both live and work opportunities, the quality of the pedestrian environment is often bleak at best. Further attention is required to ensure these mixed-use corridors function as attractive, vibrant and safe people places.

Finally, suburban centres and their adjacent neighbourhoods also provide significant potential to facilitate appropriate residential development to support adjacent employment opportunities. Examples include the Lawson Heights, University Heights and Lakewood Suburban Centres. Once again, additional effort is required to ensure that these environments facilitate increased walkability and transit ridership, with a supportive scale of development, density of development, and mix of uses.

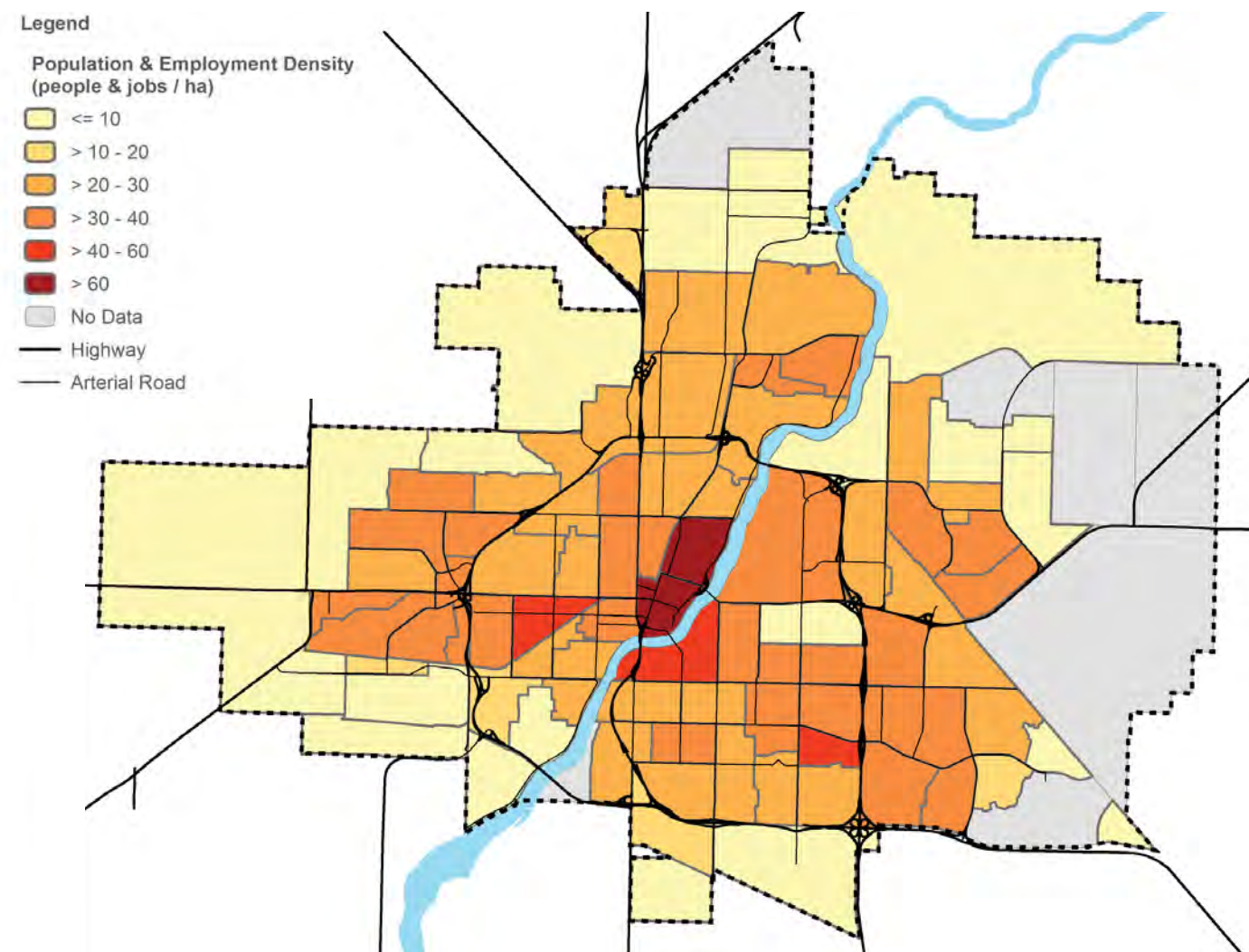


Figure 2.09 - Population and Employment Density



## 2.1.4 Growth Targets

In order to accommodate the unprecedented levels of projected growth within the existing municipal boundaries, the city must be able to balance the need to grow both upward and outward. A new form of outward growth has already begun to take form through several recent plans and changes to the housing, retail and employment markets. Upward growth has occurred through several strategic initiatives and plans that will strive to create more vibrant communities within Saskatoon.

### Context for Growth

Without question, Saskatoon's growth over the last decade has not only been significant, but has become a new normal as one of Canada's fastest growing communities. This section highlights some of the historical trends that contribute toward growth projections for the city as well as the future patterns for demographic change.

- **Over the past decade, the city of Saskatoon has experienced significant population growth.** As illustrated in **Figure 2.10**, through the 1990s and into the early 2000s, the city experienced modest population increases with a typical annual growth rate of approximately one percent. However, in recent years leading up to the 2011 Census, the city achieved annual growth rates of approximately 3 percent per year.

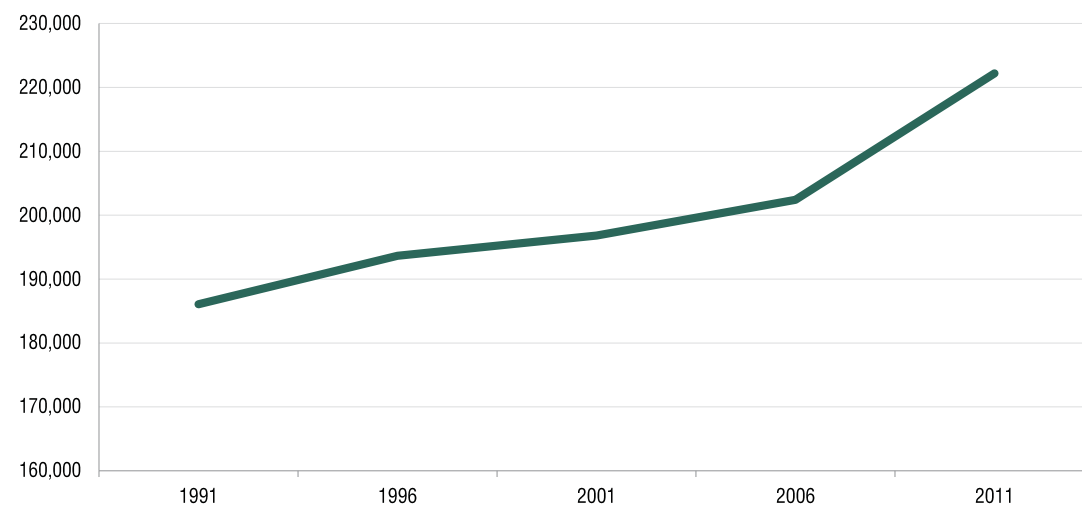


Figure 2.10 - City of Saskatoon Historic Population Growth

- **Compared to other communities of similar size and slightly larger, the city of Saskatoon is the fastest growing city in Canada.** The city experienced overall population growth of almost 10% between the 2006 Census and the 2011 Census. As illustrated in **Figure 2.11**, this rate of growth exceeded the rate of growth for comparable sized communities in Canada.
- **The population in Saskatoon is projected to increase to half a million people in 30 years.** In March 2013, the City explored population projections through to 2032 based on a range of potential future demographic and economic conditions. These population projections provided low (2 percent), medium (2.5 percent) and high (3 percent) annual growth projections, using the Halley Population Projection Model framework, which is based on a cohort survival methodology that considers fertility, mortality, and migration on an age specific basis.



Figure 2.11 - Population Change in Peer Communities

- **Through this work, a mid-range 2.5 percent annual growth rate was identified as the most likely scenario for growth in the city.** It is anticipated that the city could reach of a population of 500,000 by the year 2043. Achieving this level of growth obviously relies on a significant net migration from other parts of Canada and beyond.
- **Saskatoon will continue to move towards a balance of 50 percent multi-family units and 50 percent single detached units and a total of 125,000 housing starts over the next 30 years.** In 2011, the city of Saskatoon had an average household size of approximately 2.4 persons per household. If this average household size were to be sustained, there would be a requirement for approximately 116,000 new dwelling units between the year 2011 and the 500,000 population horizon. However, in the coming years, there are expected to be significant changes to the age composition of the city's population, with resulting impacts on household size and future dwelling unit requirements.
  - The proportion of people over 65 years old is projected to grow faster than any other age groups. This above-average rate of growth for the older age groups would largely be the result of the aging of today's baby boomers (between the ages of 47 and 66 in 2012).
  - Relatively slow growth is projected for the 45 to 64 age groups, given that the baby boomers currently occupy this age range. However, while an aging population is a theme common to many regions, it is also anticipated that Saskatoon will see its prime working-age population (i.e. the 35 to 44 age group) experience significant growth, driven by net migration.

Given these changes to the city's age composition, combined with a trend towards smaller household sizes, it is anticipated that upwards of 125,000 new dwelling units may be required to accommodate a city population of 500,000. It is expected that Saskatoon will continue to move towards a balance of 50 percent multi-family units and 50 percent single detached units in terms of total housing starts. However, it is noted that a shift of this magnitude would be more likely to occur with quality urban areas and the advent of rapid transit, which could change development patterns by creating greater demand for multi-family housing units within the vicinity of proposed station areas.

## 2.2 Future Planned Growth Areas

The City has advanced a multi-faceted strategy to plan for growth to a population of 500,000 within the existing municipal boundaries. In addition to the plans for New Suburban Neighbourhoods, the City has advanced significant initiatives to plan for sustainable growth within the existing urban area. The City has identified Strategic Infill Areas including the Downtown, North Downtown, and University of Saskatchewan, where more compact, mixed-use growth is planned. The City has also advanced a Neighbourhood Infill strategy to accommodate growth within established residential neighbourhoods. The strategic context for sustainable growth already planned within the City is described below in further detail.

### 2.2.1 New Suburban Neighbourhoods

Over the last half-century, suburban development has been the primary type of growth in the city, with much of this growth occurring outside of Circle Drive. Suburban growth has commonly been in the form of low-density residential, commercial, or industrial development. This development has occurred on greenfield sites – undeveloped land (commonly farmland) that has limited existing services and infrastructure at the time of development. Briarwood, Silverspring, and Willowgrove are all examples of recent suburban growth areas. Since the city is surrounded by a vast, undeveloped land area, historically there have been few constraints to this outward growth.

The vast majority of the city’s new suburban growth is expected to occur in the Suburban Development Areas of Blairmore, Holmwood, and University Heights, identified in **Figure 2.12**.

Together, these areas are projected to accommodate almost 175,000 additional residents. As indicated previously, the City of Saskatoon has recently made a concerted effort to reimagine its suburban developments. New neighbourhoods, such as Evergreen, now include mixed-use buildings, apartments, and townhouses, all focused around a higher density core that also include public gathering spaces. As the City moves into new suburban growth areas, there are continued efforts to reimagine development in these areas, using a nuanced approach that combines the following key strategies:

- Development along “Main Streets” and support for Transit Oriented Development;
- Provision of significant employment opportunities in a suburban context;
- The establishment of Suburban Centres as the “focal point” of suburban growth areas; and,
- The redefinition of suburban neighbourhoods as places that are easier to get around, and that are well connected to the rest of the city.

The planned land use patterns for the three New Suburban development areas are briefly described below:

#### A) Blairmore Sector

**Blairmore** is Saskatoon’s west growth area for future urban expansion. In anticipation of growth in this area, the City developed the Blairmore Sector Plan, which was approved by City Council in 2011.

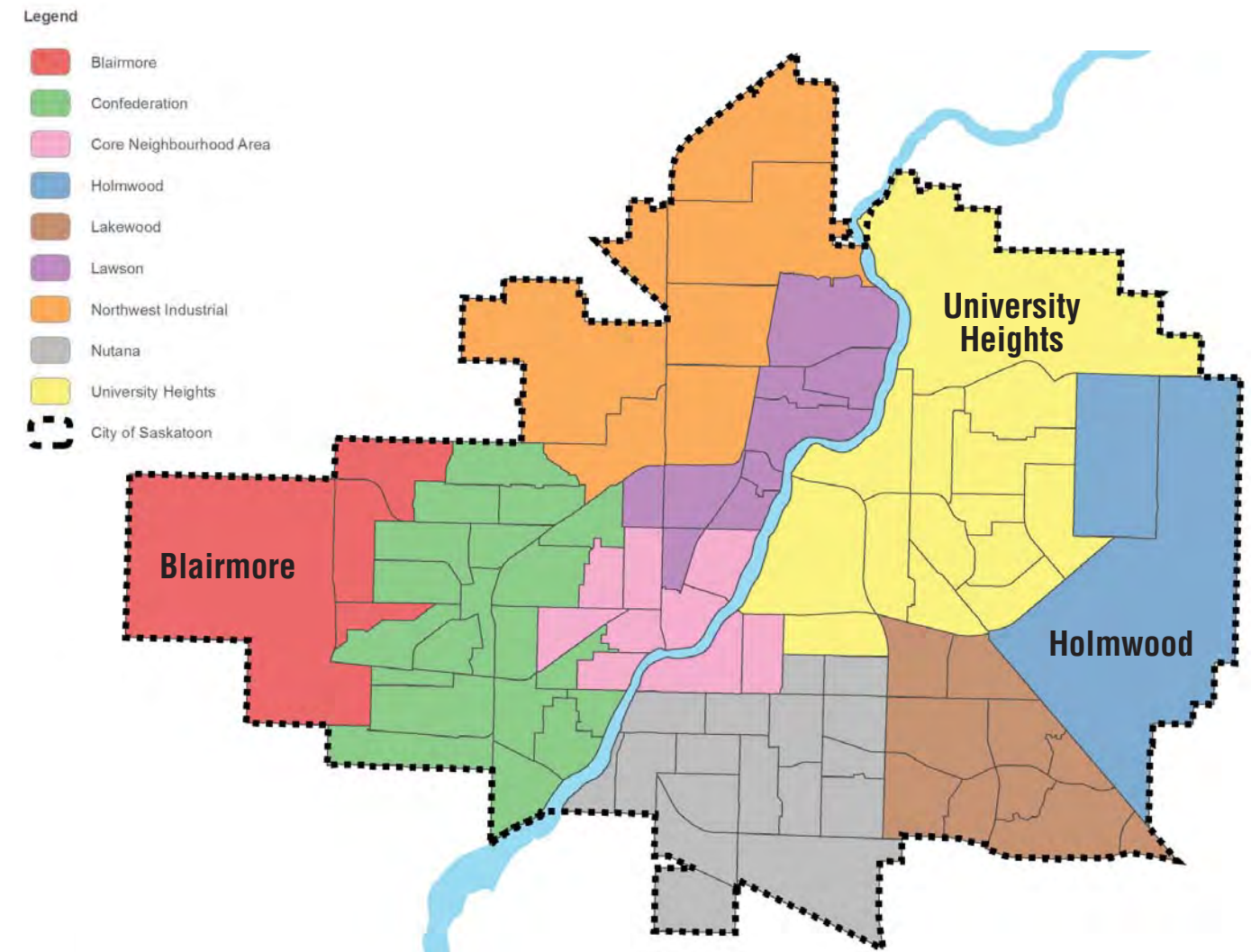


Figure 2.12 - New Suburban Development Areas

The City has outlined a four phase development plan for the area, with earlier phases focused on the Blairmore Suburban Centre and the Kensington neighbourhood. Overall, the Sector Plan calls for primarily residential development, with the Blairmore Suburban Centre serving as the commercial hub for the area. To augment the Suburban Centre, a limited amount of neighbourhood commercial and institutional uses are included elsewhere in the Sector.

It is noted that lands to the west of the West Swale are identified as Urban Holding Areas, due to mining interests in this general area. While future development may be possible on these lands, for the foreseeable future, the City is focusing on developing the lands to the east of the swale.

Most residential neighbourhoods in Blairmore are projected to have gross residential densities of approximately 17 units per ha (7 units per acre). At full build-out, the total estimated number of units could be over 32,000 and the total estimated population could be approximately 75,000, including the Urban Holding Areas to the west of the West Swale.

## B) University Heights Sector

**University Heights** is located in the northeast corner of the City. The Sector Plan for University Heights was initially approved in 1993 and it has been amended twice since then. A key feature of the amended Plan is a direct reference to the City's Strategic Plan and its goals for Sustainable Growth, Moving Around, and Environmental Leadership.

Building off the land uses within the existing University Heights Suburban Development Area, the 2013 University Heights Sector Plan proposes the following major land use shifts within the undeveloped study area:

- Two future neighbourhoods (Aspen Ridge and Neighbourhood UH3);
- Two District Village Commercial areas;
- Mixed-Use Core centered on a walkable “main street”;
- Business Park;
- Light Industrial Park;
- “Complete streets” that connect adjacent development areas and offer transportation options; and,
- New and enhanced natural features.

Within the Mixed Use Core, the Sector Plan projects average gross densities of 30 units per ha (12 units per acre). In residential neighbourhoods, average gross density is expected to be 18.5 units per ha (7.5 units per acre). The proposed new development areas could accommodate approximately 28,000 additional residents at full build-out, resulting in a total population of over 75,000 within the broader University Heights Suburban Development Area.

## C) Holmwood Sector

**Holmwood** is located at the eastern edge of the City. The Holmwood Sector Plan was adopted by Council in 2012, and it provides a visionary plan for growth that is focused around a new, transit-supportive suburban centre. Unlike other recent developments, the vision for the Holmwood Suburban Centre includes thriving multi-modal arterials with mixed land uses and medium density development fronting the street. The Sector Plan also includes a significant new business park, two identified locations for regional retail, and five major residential development areas.

According to the Sector Plan, Holmwood's residential neighbourhoods are projected to have gross densities of approximately 18.5 units per ha (7.5 units per acre). Within the Suburban Centre, densities of approximately 30 units per ha (12 units per acre) are projected. Overall, the Sector Plan identifies potential for approximately 33,000 new units and a population of approximately 74,000.

## 2.2.2 Strategic Infill Areas

These areas represent foundational commitments for the City to not only encourage sustainable growth, but to create strong, vibrant areas of the City. Planned Strategic Infill will involve larger scale development or redevelopment of the Downtown, North Downtown, and University of Saskatchewan lands, significantly changing the shape of these central areas that are fundamental to the success of the city. As major employment and activity centres that also have the capability to accommodate significant residential populations, these areas are major focal points for the city, and their success as neighbourhoods is critical to the economic success of the Saskatoon, the region, and the Province.

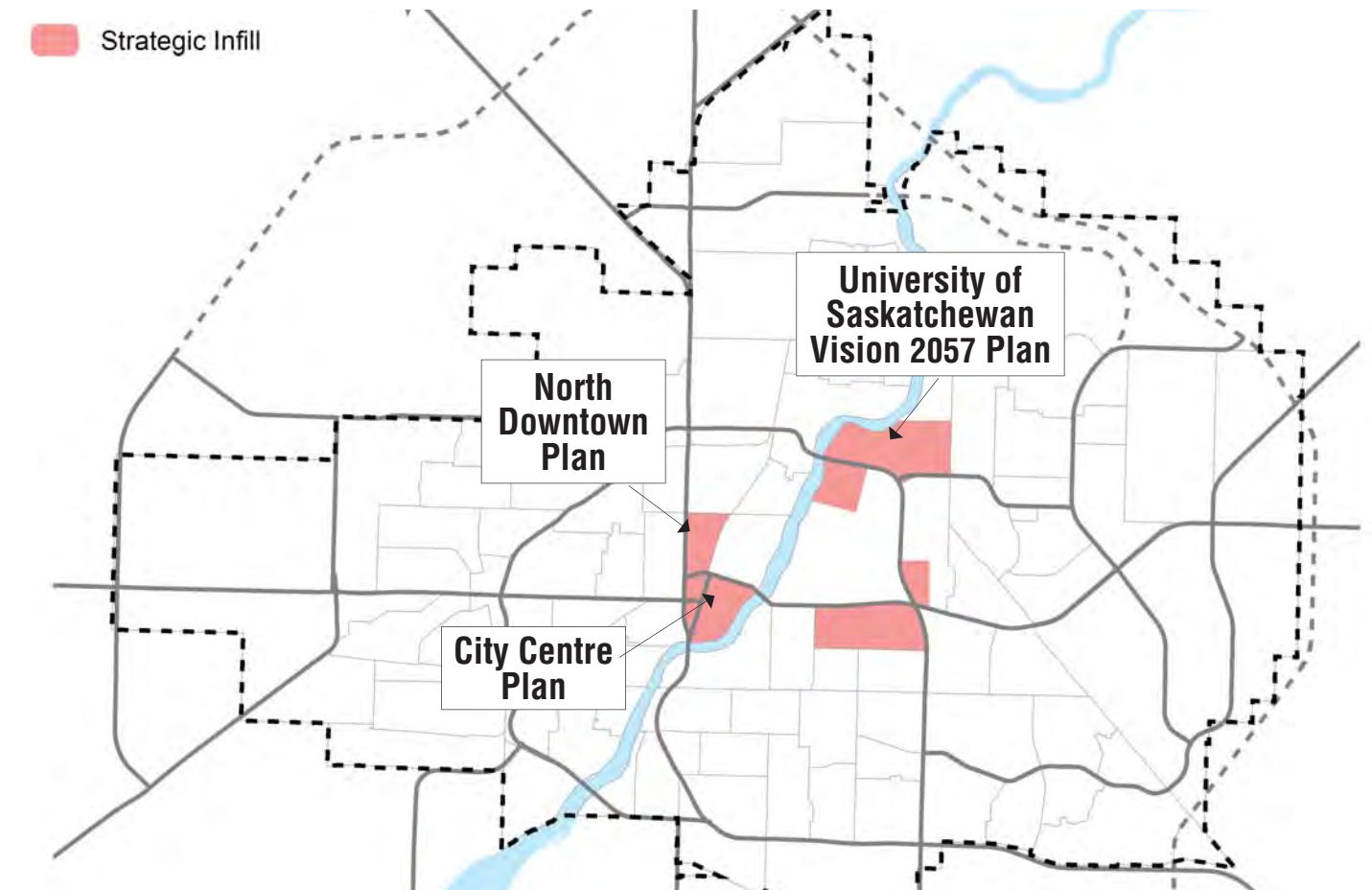


Figure 2.13 - Strategic Infill Areas

The city's Strategic Infill areas have the potential to accommodate a total of approximately 37,000 additional units housing 74,000 new residents. As well, significant employment growth is expected in these areas. Within the City Centre alone, preliminary employment projections anticipate a requirement for the addition of over 3.6 million square feet to the retail and office space inventory.

To plan for substantial new development in Strategic Infill areas, the City has developed two key plans – the City Centre Plan and the North Downtown Plan. In addition, the University of Saskatchewan has developed its own planning documents – Vision 2057 and the College Quarter Concept Plan.

### A) City Centre Plan

The **City Centre Plan** is a recently completed project to develop a new comprehensive plan for the Downtown core and important corridors leading into the area. The City has completed multiple rounds of community engagement to ensure the Plan meets the needs of residents. The Plan proposes a wide range of strategies to enhance the vibrancy of the City Centre. To this end, the Plan prioritizes expanding land uses such as residential, office, commercial, cultural, and institutional uses. More importantly, the Plan calls for mixing these uses in amongst the City Centre to encourage a complete and active core. How the uses are mixed in will be dependent on the character of smaller, identified districts located within the City Centre.

The Plan outlines twelve strategies for achieving its vision. Regarding land use, key strategies include:

- ⇒ Making the City Centre a regional retail destination;
- ⇒ Developing a new West Downtown;
- ⇒ Increasing public/arts and cultural amenities, and associated land uses; and,
- ⇒ Strengthening existing residential areas.

Of particular note, the Plan calls for focusing the residential strategy in this area on two key demographics – seniors and ‘Generations X and Y.’

Within the Downtown area, the City Centre Plan anticipates accommodating an additional 15,000 residents. The City Centre Plan also identifies potential for another 10,000 new residents along key corridors leading into the Downtown; however, as part of the Growth Plan, these areas will be reviewed in more detail for their potential to accommodate corridor growth.

### B) North Downtown Plan

The **North Downtown Plan** includes the area located immediately north of the Central Business District (CBD). The North Downtown Plan includes high and medium density residential uses, office/institutional uses, commercial uses, (limited) industrial uses, mixed uses, community uses, and green spaces. The Plan aims to create a well-connected neighbourhood with a mix of uses that supports a vibrant community. Rather than a one-size-fits-all approach, the Plan looks at the unique character of various districts within the study area – districts such as the Warehouse District, the Saskatchewan Polytechnic District, or Cross-Rail District. Overall, it is expected that the North Downtown could accommodate a residential population of approximately 7,000 to 10,000.

### C) University of Saskatchewan

The **University of Saskatchewan** is a major landholder in Saskatoon, and the development of University lands will have a substantial impact on the City. In 2009, the University completed the study entitled, Vision 2057: University Land Use Planning. In addition to laying out plans for the core campus area, the Vision 2057 report also outlines a range of potential uses for the University Endowment Lands. These lands may be used for University purposes or a variety of for-profit developments including:

- ⇒ Mixed-Use Neighbourhoods;
- ⇒ Research Park;
- ⇒ Business Park;
- ⇒ Institutional Uses;
- ⇒ Commercial Uses; and,
- ⇒ Recreational, Open Space.

Of the total University inner-city land holdings of 755 hectares (1865 acres), 401 hectares (991 acres) of land are recommended to be designated as Endowment Lands. Development of even a portion of these areas will have a significant impact on the city. The lands most suited for development are known as the U of S Management Areas. Within these areas, it is expected that an additional 23,000 residential units could be developed, representing an additional 49,000 people. As well, there is identified potential for approximately 12 million square feet of non-residential development.

### 2.2.3 Neighbourhood Infill

Neighbourhood Infill development potential has been identified within established areas of the city to accommodate context-sensitive growth within the areas identified in **Figure 2.14**. Neighbourhood Infill growth is intended to complement the existing character of the neighbourhood, providing additional housing options to current and future residents. Residential infill is to be primarily of a smaller scale, including secondary suites, duplexes, and townhouses.

The City has recently developed Neighbourhood Infill Guidelines to ensure that the design and implementation of the new development is consistent with the form and character of the existing areas (e.g. Pre-War versus Post-War neighbourhoods), and to ensure that new development enhances the vibrancy of the neighbourhoods. Overall, these areas are projected to accommodate an additional 15,000 units (at the 500,000 population scenario). Furthermore, the smaller scale of development and distinct character of these established areas will help to further broaden the range of housing and lifestyle options to new residents - options that may not be met by the New Suburban Development or Strategic Infill Areas.

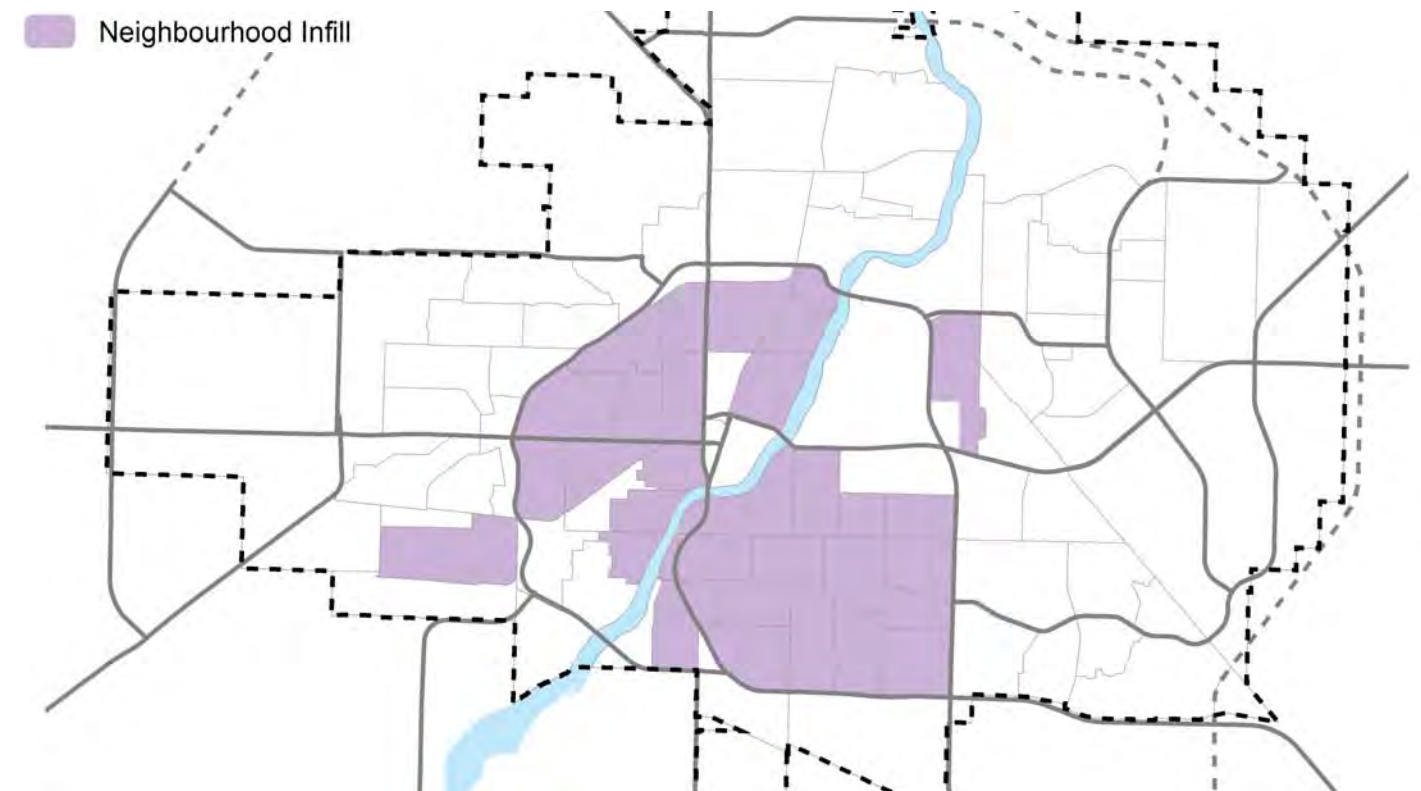


Figure 2.14 - Neighbourhood Infill Areas

## 2.3 Problem Definition

### 2.3.1 Balancing Outward Growth with Upward Growth

At the present time, outward growth is the dominant form of development in Saskatoon. To achieve smart, sustainable growth, the City has identified a need to balance greenfield development with infill development in order to make the city a model of efficiency and create attractive new people places that reinforce Saskatoon's sense of community. To this extent, the city has recently established plans for:

- Intensification of the Downtown, North Downtown and University of Saskatchewan as focal points for Strategic Growth within the core area of the city; and,
- Smaller scale residential Neighbourhood Infill growth within older residential neighbourhoods, primarily located within Circle Drive.

The plans for Strategic Growth address key central areas in the city. And, the plans for Neighbourhood Infill Growth provide a means by which established residential areas can evolve over time with the addition of small-scale developments such as garden suites, duplexes, and townhouses. However, until this point, there has not been a plan for Corridor Growth within the existing urban area.

### 2.3.2 The Need to Address Saskatoon's Major Corridors

Outside of Strategic Growth Areas, there is a critical need to address the condition of Saskatoon's main streets and community hubs in order to ensure that they can become thriving urban villages in the future. Residents have expressed a strong desire for quality main street environments in the city. Yet, at this time, most major corridors have low density, auto-centric land uses. In contrast, thriving urban villages would have a greater scale of development, density of development, mixture of land uses, and a positive environment for walking, cycling, and transit uses. In short, these types of developments are people places. The creation of these types of places is essential to attract people to Saskatoon from other places in Canada and the world, recognizing that the city's growth plan relies on continued in-migration.

Without Corridor Growth, there would be many negative implications for the city. These implications include the following:

- **Limited opportunities for complete communities with choice for existing and future residents.** In comparison with suburban land use patterns of recent decades, New Suburban Neighbourhoods in Saskatoon have been planned to support a greater mixture of land uses and choices of residential development. Strategic Growth Areas in the heart of the city, such as the North Downtown and City Centre, will also offer diverse choices to live, work, socialize, and recreate. These Strategic Growth Areas will provide opportunities for people who wish to have a more urban experience, in a higher density area. However, in between New Suburban Neighbourhoods and Strategic Growth Areas, there are few opportunities for medium-density housing within close proximity to walkable mixed use commercial areas. Although major corridors are ideally suited to the development of vibrant neighbourhoods around transit, to date, low density, auto-oriented uses predominate along most of the city's major corridors.

- **Limited access to employment and amenities.** The Downtown and the industrial area to the north remain Saskatoon's primary nodes for employment. In fact, the vast majority of the city's employment is located in these areas. The City's employment areas study is considering opportunities to diversify the location and types of employment opportunity within Saskatoon. Currently, unique employment areas are beginning to take shape in new locations such as the River Landing development to the south of Downtown. This area offers mixed land uses, transportation choices, and attractive amenities such as a riverfront pathway, parks, restaurants, farmers' market, and more. In contrast, major corridors such as 22nd Street and 8th Street are generally attracting commercial uses with low density, service-oriented employment opportunities. Transformations of major corridors into mixed use, higher density activity areas and nodes could provide a variety of new employment nodes within the city, focused around attractive transit and other community amenities.
- **Transportation choices for people destined to areas along major roadways are generally centred on driving.** Along Saskatoon's major roadways, most developments are low density, single use buildings that are oriented towards automobile use. Developments typically have large surface parking lots adjacent to the street, and pedestrian/cyclist conditions are poor. These characteristics mean that for people destined to areas along major corridors, the vehicle is the primary available transportation choice. The low density of development, the significant distance between developments, the unfriendly road conditions, and the poor quality of the public realm will make it increasingly difficult to support pedestrian and cyclist activity should this form of development persist.
- **Land uses on major corridors do not support attractive transit services.** Because of the low density character of development along major corridors, attractive, high frequency transit services are not viable at this time. Generally, medium density forms (e.g. 4 to 6 storey development) or higher density destinations (e.g. redeveloped Suburban Centres) are required to reinforce the provision of attractive transit services. Without redevelopment along key major corridors, it would be very difficult to implement a long term plan for rapid transit.
- **Major roadways are becoming barriers to communities that surround them.** Within the city, major roadways such as 22nd Street and 8th Street currently function as barriers to the communities that surround them. Roadways such as these ones often have six lanes of fast-moving traffic, and poor conditions for pedestrians and cyclists. In many cases, to cross the street from one development to another, the norm is to travel by vehicle rather than walking. These conditions result in the road acting as a barrier between communities. In contrast, Corridor Growth can help to connect neighbourhoods. By developing multi-storey buildings closer to the street and improving the quality, character and scale of the public realm, there are opportunities to bring people together in a main street environment and to facilitate connectivity across major corridors.
- **Growing outward rather than upward can contribute toward inefficient use of City services and infrastructure.** With a continued focus primarily on outward growth, there are significant future financial risks to the City. Outward growth requires new fire stations, schools and recreation facilities to serve an expanding population. It also means creating new road, water, sanitary sewer, and stormwater infrastructure, often in a low density land use context. In contrast, in many cases, appropriate upward growth offers opportunities to take advantage of existing city services and infrastructure, making the most efficient use of resources that already exist. Cities with a smaller overall footprint have less linear infrastructure per capita, with significant long-term savings for operations, maintenance, and replacement.

Corridor Growth offers an opportunity for the City to maximize its investment in existing city services and infrastructure and minimize its long-term liability associated with the service and infrastructure expansion required for outward growth.

- **Limited choices for growing upward can continue to place pressures on the city's sustainable growth patterns.** Saskatoon has experienced tremendous growth over the last decade, placing pressures on the market to ensure housing and other community services are attractive and readily available. Like many other cities, planned suburban communities can often be the natural choice for housing and they are easy to support with infrastructure and services that are planned as part of a comprehensive greenfield development. However, without attractive alternatives to planned suburban communities, it will be a challenge to shift growth patterns to more sustainable options. To address this challenge, many cities such as Saskatoon have taken other steps such as creating growth boundaries in order to contain suburban growth and encourage new infill development.
- **Higher Density Land Uses in Challenging Locations.** Outside of Strategic Growth Areas, the natural locations for higher density land uses are along major corridors, stitching together future rapid transit routes (e.g. beads of density along a corridor). Without planned choices for higher density, mixed use areas within the existing urban area and in key suburban areas (e.g. Suburban Centres with attractive transit service), these higher density land uses will arise more randomly away from major corridors. In these locations, it is difficult to support this density with attractive transit services and other amenities that are needed.

Without Corridor Area Planning, major corridors in the city will remain unchanged and the spin-off challenges will continue. Without Corridor Growth, it will be difficult for the city to achieve its vision for sustainable growth and moving around. In fact, the low density patterns along the city's major corridors mean that attractive transit use is likely not possible along these corridors until such time that redevelopment occurs. And, without attractive transit, there would be few opportunities outside of Strategic Infill Areas to create the thriving main streets and community hubs that are desired by both residents and newcomers. Corridor Growth is a critical ingredient to the long term success of the city as a whole.

### 2.3.3 Opportunities for Corridor Growth

Opportunities for Corridor Growth primarily exist in locations along arterial roads that provide good access to major activity centres such as the Downtown and the University of Saskatchewan. By creating a series of urban villages throughout the existing urban area, there will be exciting new choices for people to live in complete communities with a range of housing, shopping, employment, and community amenities. These urban villages will be well connected with high frequency transit, providing easy access to the Downtown, University, and other major activity centres within the city.

There is also a need to ensure that the city continues the shift to sustainable growth that it has started in New Suburban Neighbourhoods. As indicated, the City's plans call for a greater mix of uses and higher densities of development in New Suburban Neighbourhoods. Recent new neighbourhoods such as Willowgrove and Evergreen have been successful in establishing a core area with higher density residential and commercial uses focused around a central public park. Yet, these neighbourhoods still have an inward focus, and are bordered by auto-oriented arterial roads with no fronting development.

The City's most recent planning initiatives call for the development of quality street environments along new arterial roads, with fronting higher density land uses that would support the provision of attractive transit service. In key locations such as the new Holmwood Suburban Centre, there is a significant opportunity to reimagine new suburban development around the provision of high frequency transit. In a greenfield development context, such transit oriented development would provide an exciting new form of mixed use development and provide a new choice for Saskatonians to live in a very well-connected suburban environment.

With respect to transportation, Corridor Growth is also critical to provide choices and enable possibilities for public transit, walking, and cycling. At the present time, Saskatoon provides few options for residents to live or work in locations that are integrated with efficient transit service. Further, land use patterns and street environments often do not lend themselves to walking or cycling. Corridor Growth presents an opportunity to develop a more integrated transportation network and enhance connectivity for all modes.

In order to ensure that high-frequency, attractive transit services are possible, there is a need for large concentrations of population within close proximity of major corridors. One of the key ways to attract development within close proximity of major corridors is to provide high-frequency, attractive transit services. Transit and Corridor Growth reinforce each other, and successful implementation of the Growth Plan requires an emphasis on both Transit and Corridor Growth.

## 2.4 Vision & Possibilities for Corridor Growth

Through discussions with the community and recent plans, the City is positioned to accommodate half a million people over the next 30 years or so. Although this growth equates to more than a doubling of the population in Saskatoon, residents have clearly said that the footprint of the city cannot and should not double. In other words, Saskatoon needs to change the way growth patterns of the last couple decades have occurred, and provide a range of transportation solutions to meet the demands of growth.

Great strides have already been taken towards planning sustainable growth patterns through the design of New Suburban Development Areas, plans for redevelopment in Strategic Infill Areas, and new policies for small-scale Neighbourhood Infill. To shape Saskatoon's plans for sustainable land use patterns, the next step is to identify major corridors that have the potential to support redevelopment.

This section of the report outlines the long-term vision and possibilities for growth along the city's major corridors. This section includes a review of candidate corridors to: a) identify a shortlist of preferred road types that could potentially accommodate Corridor Growth; and, b) screen the candidate corridors with the greatest potential to accommodate growth. In turn, this analysis informs the long-term plan for corridor growth identified in **Section 2.5**.

Corridor Growth is critical to the achievement of the city's aspirations for Sustainable Growth, as identified in the Saskatoon Speaks process. Through this process, residents highlighted a desire for balanced growth that creates quality street environments and supports the possibilities for transit, walking, and cycling. This vision was further articulated in the City's Strategic Plan, as noted below. Through the Growth Plan process, residents of Saskatoon provided input and feedback to refined goals and objectives for Corridor Growth.

### Corridor Growth Objectives

- To create and enhance complete communities with a variety of housing choices, a high quality public realm, and overall vibrancy.
- To create and improve access to employment and amenities.
- To improve mobility options for people along major corridors and on a City-wide basis.
- To enhance connectivity between and within neighbourhoods by enhancing communities' edges.
- To support the efficient provision of infrastructure and associated services.

### 2.4.1 Key Possibilities

Although many of Saskatoon's corridors could technically support further growth and infill on properties that surround them, only a select few have the characteristics and potential to accommodate significant growth. The **Growth Plan** process included a comprehensive review of all candidate major corridors in the city in order to identify those corridors that have the greatest potential to ultimately become the hubs for vibrant communities, with a mixture of land uses for people to live, work, shop, play, and enjoy leisure activities.

This section of the report describes the process used to evaluate all of Saskatoon's major corridors for significant growth potential, and identify specific characteristics of those with the greatest potential. The first step was to identify the corridor typologies that suit increased scale of development, density of development, and mixture of land uses. Although all shortlisted corridors could potentially support redevelopment and growth, the second step involved a preliminary evaluation of relative potential for accommodating growth. Those corridors with the greatest potential for accommodating growth and transformation were identified as the priorities for the **Growth Plan**.

### Step 1 – Shortlist Preferred Road Types

As is the case in most cities, the City of Saskatoon's roadway classification system includes freeways and expressways, arterials, collectors, local streets, and lanes. These classifications are based on characteristics such as traffic capacity, user destination, mix of vehicles, speed, width, and access. Of the five roadway classifications, arterials – both major and minor arterials – feature characteristics that make them best suited to support additional growth and development. In particular, arterial roads:

- have the greatest potential to accommodate transit services with higher ridership;
- have adjacent development sites that are conducive to higher densities; and,
- provide proximity and access to major community destinations, amenities, and employment areas.

Within Saskatoon, there are approximately 165 kilometers of major and minor arterial roads. Each of these roadways are different in terms of their form, function, and character. While some arterial roads have only two travel lanes, many arterial roads support four or six travel lanes within rights-of-ways of generally greater than 25 meters. Many arterial roads also have facilities for pedestrians, transit and/or cyclists. Some arterials have vibrant, street-fronting land uses, while other arterials do not have street-fronting uses, and primarily facilitate longer distance travel between neighbourhoods in the city. In many cases, the land use character that surrounds these corridors varies in terms of scale of development, density of development, and mixture of land uses. Even along the same corridor, there can be areas with low density, vehicle-oriented land uses, as well as areas where there is street-oriented commercial, mixed use, or residential development and a strong pedestrian character.

### Saskatoon's Vision for Sustainable Growth (from the 2013-2023 Strategic Plan)

Saskatoon's growth is environmentally and economically sustainable and contributes to a high quality of life. The city has grown both upward and outward – reflecting a balance of greenfield and infill development. Balanced growth has made the city a model of efficiency and resulted in attractive new people places that reinforce Saskatoon's sense of community.

Downtown is built up and bustling. Main streets and community hubs are urban villages. New neighbourhoods are walkable and well-planned; older neighbourhoods have been renewed and revitalized. Our City Centre is a vibrant hub for culture, commerce and civic life. And, getting to and from this thriving, creative space is easy, safe and enjoyable.

### Corridor Growth Goals (developed for the Growth Plan)

The City will explore opportunities for complete, vibrant communities along major corridors with attractive transit services. The design of these communities will facilitate more people friendly environments and easy-to-access priority modes such as walking, cycling and transit that will contribute toward these vibrant areas of the city.

To assist in evaluating the potential for each arterial road to accommodate larger scale growth, arterial roads were classified into eight unique typologies, based on their form, function, and character. These arterial road typologies are summarized below along with local examples.

- **Community Arterials** include some of the largest, most heavily-used corridors in the city. Community Arterials are primarily commercial in character and often feature major community destinations (e.g. malls). They commonly have large right-of-ways and offer relatively high frequency transit service. Most existing Community Arterials are found within Circle Drive.

**Examples:** 8<sup>th</sup> Street E, 22<sup>nd</sup> Street W



- **Urban Boulevards** serve as key gateways to the City. These arterials have a high potential for rapid or frequent transit due to their wide rights-of-way and strong linkages to major institutions such as the University of Saskatchewan (U of S) and Saskatchewan Polytechnic. Urban Boulevards typically feature treed centre medians that, when combined with wide rights-of-way, give the arterials their 'boulevard' feel. Existing Urban Boulevards are found within Circle Drive.

**Examples:** College Drive, Idylwyld Drive



- **Main Streets** are retail shopping streets that feature street-fronting development, on-street parking, and a strong pedestrian environment. Main Streets tend to have an intimate scale due to small or medium-sized rights-of-way and moderate building heights (2 – 3 stories). Saskatoon's Main Streets are often considered among the most 'vibrant' arterials in the city. Most existing Main Streets are found within Circle Drive.

**Examples:** Broadway Avenue, 20<sup>th</sup> Street W, 33<sup>rd</sup> Street W, Central Avenue



- **Suburban Centre Arterials** are found in-and-around the city's Suburban Centres. Due to their concentrated location, these arterials function more as contained nodes than as extended corridors. These arterials typically feature controlled vehicle access, a weak pedestrian environment, and primarily large format retail/mall uses.

**Examples:** Confederation Drive, Attridge Drive



- **Residential Arterial 1** corridors are the most common road typology in Saskatoon. The corridors are characterized by street-facing, residential development – in the form of single-detached houses or low-rise apartments – that are accessed via driveways or rear lanes. Residential Arterial 1 roads are generally found in older, established neighbourhoods.

**Examples:** Preston Avenue S, Clarence Avenue, Avenue H S, 33<sup>rd</sup> Street



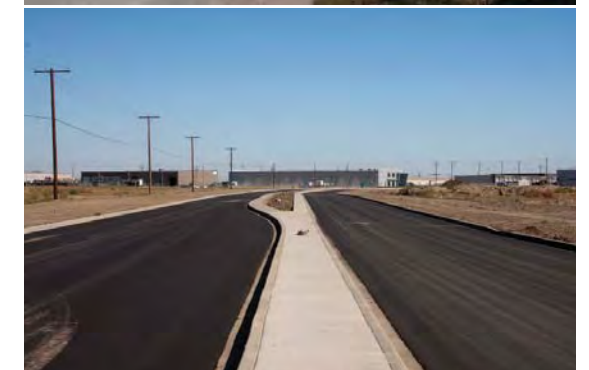
- **Residential Arterial 2** corridors are fast-moving, controlled access roads that are commonly found adjacent to newer residential development. In contrast with the street-fronting residential development of Residential Arterial 1's, Residential Arterial 2's typically feature development that 'backs' onto the road. These corridors are often characterized by a weak pedestrian environment and feature physical barriers – such as sound attenuation walls or fences – between the road and adjacent development.

**Examples:** Warman Road, Boychuck Drive, 8<sup>th</sup> Street E (east of McKercher Drive)



- **Industrial Arterials** provide access to the city's low density industrial areas. These arterials typically feature low-frequency transit service and a weak pedestrian environment.

**Examples:** Marquis Drive, Airport Drive



- **Parkways** are established 'green' corridors that serve multiple purposes, including moving vehicles, providing greenspace, and providing access to recreational opportunities, such as bike paths or trails. These corridors typically – and intentionally – feature limited-to-no development. Parkways are generally found along the South Saskatchewan River and through the University of Saskatchewan area. Major changes in the character of Saskatoon's Parkways are not anticipated in the foreseeable future.

**Examples:** Spadina Crescent





**Figure 2.15** illustrates the locations of these arterial road typologies throughout the city. As shown, neighbourhoods inside Circle Drive have the heaviest concentrations of Community Arterials, Urban Boulevards, and Main Streets. Suburban Centre Arterials are found in locations like Confederation Suburban Centre, Lawson Heights Suburban Centre, and University Heights Suburban Centre. Residential Arterial 1 roads are generally found in older, established neighbourhoods. Most Residential Arterial 2 roads are in newer areas, where street-facing development is not always encouraged along arterial roads. Industrial Arterials are primarily located in the city's north and southwest employment areas. And, Parkways are generally found along the South Saskatchewan River and through the University of Saskatchewan area.

Of the eight unique arterial road typologies, five typologies demonstrate the key ingredients required to support growth near major corridors – Community Arterials, Urban Boulevards, Main Streets, Suburban Centre Arterials and Residential Arterial 1. These corridors:

- support frequent transit or are located in close proximity to a corridor that supports frequent transit;
- are conducive to urban vibrancy and higher residential densities; and,
- connect major community destinations such as Downtown, the University of Saskatchewan, hospitals, community centres, and commercial centres.

The other arterial road typologies include Residential Arterial 2 roads, Industrial Arterials, and Parkways. In their current form, these corridors do not contain the ingredients necessary to foster or support growth near transit within the context of the **Growth Plan**. As a result, these typologies are not considered further as candidates for growth near major corridors.

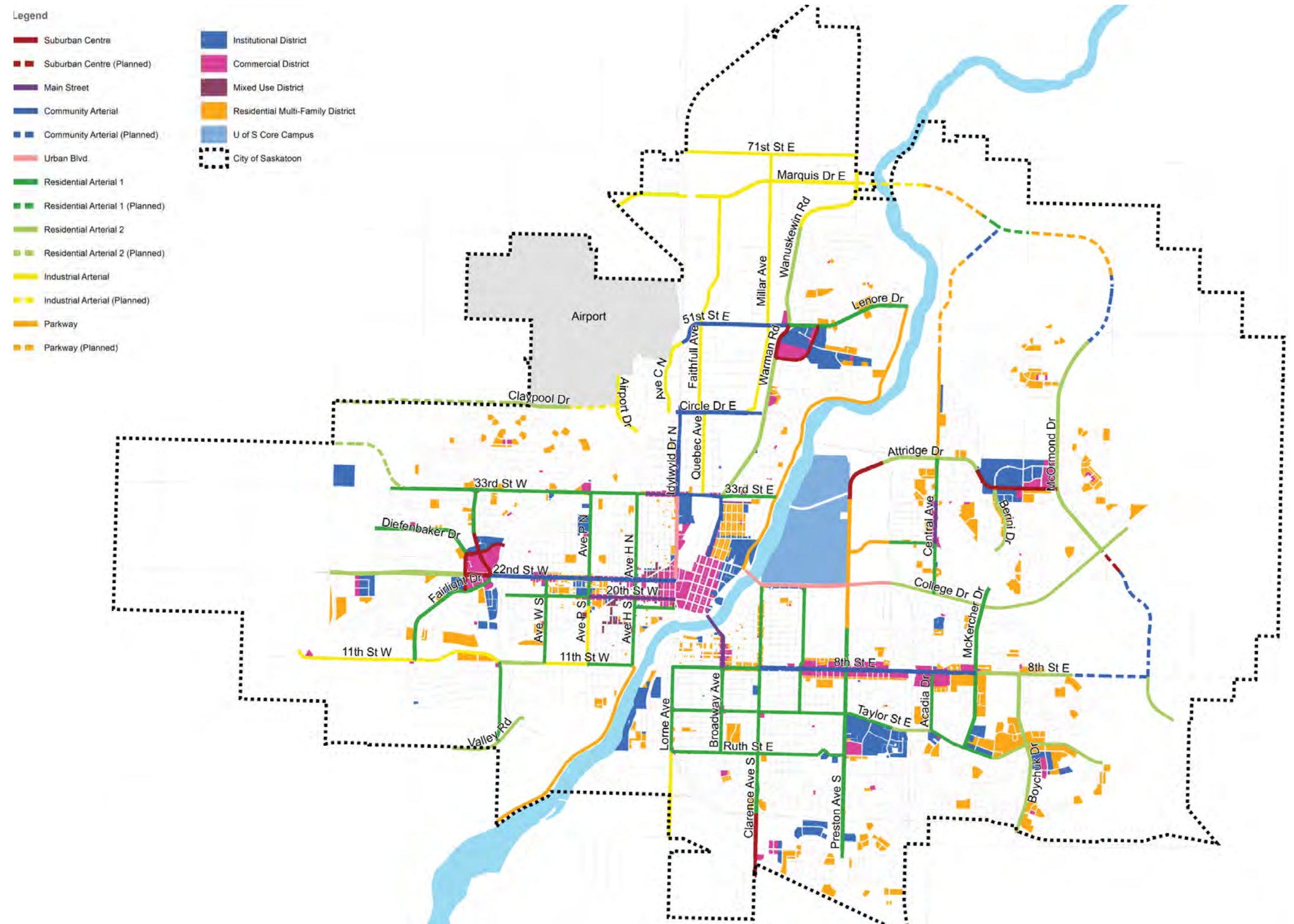


Figure 2.15 - Major and Minor Arterial Typologies  
 Note: Road typologies are a representation of known conditions and planned roads may vary from identified typologies.

## Step 2 – Evaluate Candidate Corridors

In order to identify those corridors with the greatest potential, each of the candidate corridors illustrated in **Figure 2.15** was evaluated further and a shortlist of priority corridors with the greatest potential for growth and transformation were identified.

Each candidate corridor was assessed based on four key criteria to determine their ultimate suitability for redevelopment and to accommodate growth near transit. The criteria were as follows:

- 1. Proximity to transit.** Are there higher frequency transit services along the corridor? Is there the potential for higher frequency transit services along the corridor?
- 2. Opportunity for investment.** Is there an opportunity for investment/are there currently underutilized lands that could be redeveloped?
- 3. Urban block structure.** Is there a grid road network with compact blocks and street-facing development that can facilitate appropriate and efficient redevelopment?
- 4. Continuity of destinations.** Does the corridor connect key community destinations?

This assessment framework was used to screen the candidate corridors and identify high, medium and low priority corridors for growth, based on their relative suitability to accommodate significant development. **Table 2.01** reviews Community Arterials, Urban Boulevards, and Main Streets, many of which offer significant growth potential. **Table 2.02** reviews Suburban Centre locations. In contrast to the other typologies, each Suburban Centre is reviewed as a whole, because opportunities for intensification tend to be confined to a more concentrated area, focused on the node as opposed to the corridor. **Table 2.03** reviews Residential Arterial 1 corridors.

In these corridor assessments, the scoring against the assessment criteria was used as the primary basis for identifying high, medium, and low priority corridors for redevelopment. However, it is noted that in some cases, corridors may meet many of the assessment criteria but not be identified as a high priority corridor. For example, Broadway Avenue (north of 8<sup>th</sup> Street) scores high for its proximity to transit, grid urban block structure, and connectivity to key community destinations. In short, it displays many of the qualities typically conducive to Corridor Growth. However, because in this instance the corridor is well-developed with limited opportunities for future identification, it is identified as a low priority corridor for future growth.

Based on the corridor evaluations, high, medium and low priority corridors (and Suburban Centre nodes) are identified in **Figure 2.16**.

The high priority corridors are assessed in further detail as part of the **Growth Plan**. The medium and low priorities represent a second tier that can be considered in the future when conditions are conducive to redevelopment. It is noted that in general, the Community Arterials, Urban Boulevards, Main Streets, and Suburban Centres provide the most significant opportunities to accommodate growth.

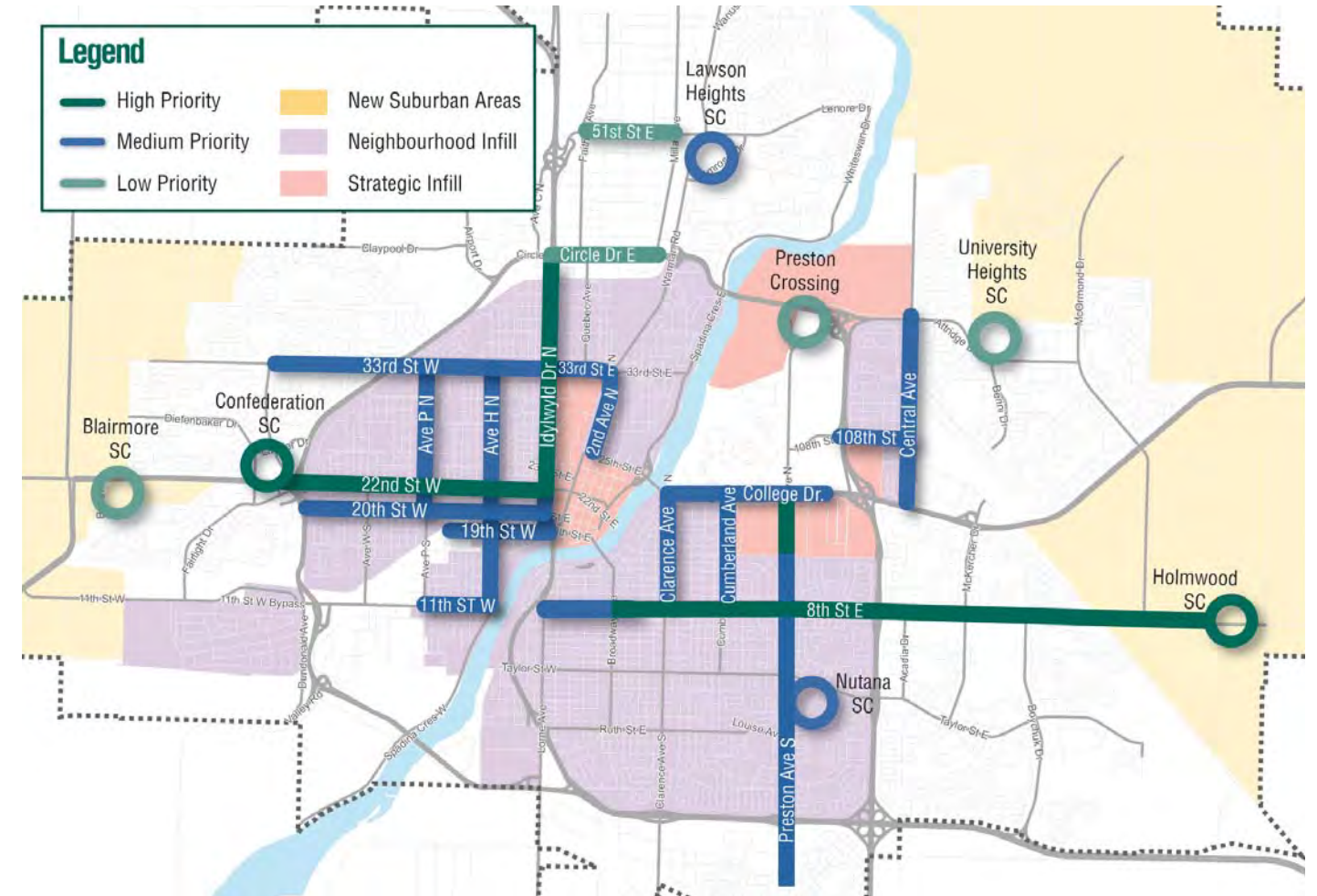


Figure 2.16 - Priorities for Corridor Growth Potential

Residential Arterial 1 roads also offer potential for modest intensification (e.g. townhouses), and future growth along these corridors should be considered as the city grows and other corridors begin to develop. Note that **Figure 2.16** illustrates only the high and medium priority Residential Arterial 1 roads, given that many of the low priority Residential Arterial 1 roads offer little immediate redevelopment potential. In the hierarchy of priorities, the low priority Community Arterials (e.g. Circle Drive East, 51st Street East), Main Streets (e.g. Broadway Avenue), and Suburban Centres (e.g. Blairmore Suburban Centre, Preston Crossing Suburban Centre, and University Heights Suburban Centre) should generally be considered for redevelopment prior to considering redevelopment along low priority Residential Arterial 1 roads.

Community Arterials, Urban Boulevards and Main Streets	Corridor Type	Proximity to Transit	Opportunity for Investment	Urban/Block Structure	Continuity of Destinations	Comments	Recommendation
8 <sup>th</sup> Street E	Community Arterial	●	●	◐	●	Key east-west connection from Downtown to community commercial hubs and new Holmwood Suburban Centre to east	High Priority Corridor
22 <sup>nd</sup> Street W (E of Confederation)	Community Arterial	●	●	●	●	Key connection between Blairmore and Confederation Suburban Centre to Downtown with significant redevelopment potential	High Priority Corridor
College Drive (W of Preston Avenue)	Urban Boulevard	●	●	◐	●	Along major east-west rapid transit connection between Downtown and University	High Priority Corridor (note that growth will primarily be Strategic Infill)
Idylwyld Drive N	Urban Boulevard	●	●	◐	●	Could support some redevelopment to complement planned North Downtown Plan growth; however, redevelopment is constrained by some cul-de-sac configurations and proximity of industrial areas	High Priority Corridor
2 <sup>nd</sup> Avenue N / 3 <sup>rd</sup> Avenue N	Main Street	◐	●	◐	●	In proximity of proposed rapid transit and North Downtown but limited redevelopment sites	Medium Priority Corridor
20 <sup>th</sup> Street W (E of Avenue P S)	Main Street	◐	●	●	●	Key east-west connection with commercial uses, but not directly on primary rapid transit corridor	Medium Priority Corridor to be considered in relation to 22 <sup>nd</sup> Street
33 <sup>rd</sup> Street E (Idylwyld to Warman)	Community Arterial	●	◐	◐	◐	Potential to complement planned North Downtown Plan Growth	Medium Priority Corridor
33 <sup>rd</sup> Street W (Avenue G N to Idylwyld)	Main Street	●	◐	●	◐	Located close to Idylwyld but limited number of large sites for redevelopment	Medium Priority Corridor
Central Avenue	Main Street	◐	◐	●	◐	Not as well connected to surrounding neighbourhoods and distance from core is a limiting factor	Medium Priority Corridor
Broadway Avenue (N of 8 <sup>th</sup> Street E)	Main Street	●	◐	●	●	Important corridor connecting downtown to 8 <sup>th</sup> Street E, but already well-developed with limited opportunities for further intensification	Low Priority Corridor for future growth due to existing well-developed character
51 <sup>st</sup> Street E	Community Arterial	◐	◐	◐	◐	Longer term potential but outside Circle Drive and away from higher intensity uses	Low Priority Corridor
Circle Drive E (Idylwyld to Warman)	Community Arterial	○	◐	○	○	Vehicle oriented commercial at southern edge of Northern Industrial area	Low Priority Corridor

● High   ◐ Medium   ○ Low

Table 2.01 - Assessment of Community Arterials, Urban Boulevards and Main Streets

Suburban Centres	Corridor Type	Proximity to Transit	Opportunity for Investment	Urban/Block Structure	Continuity of Destinations	Comments	Recommendation
Confederation Suburban Centre	Suburban Centre	●	◐	○	●	Significant node on primary east-west corridor and multiple redevelopment sites	High Priority Suburban Centre
Holmwood Suburban Centre	Suburban Centre	●	●	TBD	●	Most significant opportunity for greenfield TOD	High Priority Suburban Centre (new)
Lawson Heights Suburban Centre	Suburban Centre	●	◐	○	●	Within the Suburban Centre, the redevelopment opportunity is the most significant on the single mall site	Medium Priority Suburban Centre
Nutana Suburban Centre	Suburban Centre	◐	◐	◐	●	Market Mall site offers the most significant redevelopment opportunity	Medium Priority Suburban Centre
Blairmore Suburban Centre	Suburban Centre	●	○	○	●	More recently developed	Low Priority Suburban Centre
Preston Crossing	Suburban Centre	●	○	○	●	More recently developed with vehicle-oriented commercial	Low Priority Suburban Centre
University Heights Suburban Centre	Suburban Centre	◐	○	○	●	More recently developed with vehicle oriented commercial	Low Priority Suburban Centre

● High   ◐ Medium   ○ Low

Table 2.02 - Assessment of Suburban Centres

Residential Arterial 1 Corridors	Corridor Type	Proximity to Transit	Opportunity for Investment	Urban/Block Structure	Continuity of Destinations	Comments	Recommendation
8 <sup>th</sup> Street E (Broadway to Clarence)	Residential Arterial 1	●	●	●	●	Key east-west connection from Downtown to community commercial hubs	High Priority Corridor
8 <sup>th</sup> Street E (Lorne to Broadway)	Residential Arterial 1	◐	◐	●	◐	Longer term intensification potential	Medium Priority Corridor
11 <sup>th</sup> Street W (Avenue P S to Avenue H S)	Residential Arterial 1	◐	◐	●	◐	Longer term intensification potential	Medium Priority Corridor
19 <sup>th</sup> Street W	Residential Arterial 1	◐	◐	◐	◐	Provides connection to downtown but not along primary transit route	Medium Priority Corridor
20 <sup>th</sup> Street W (W of Avenue P)	Residential Arterial 1	●	◐	●	◐	Already has mix of multi-family and single detached residential uses	Medium Priority Corridor
33 <sup>rd</sup> Street W (Confederation to Avenue G N)	Residential Arterial 1	●	●	◐	●	Longer term intensification potential but distant from future rapid transit	Medium Priority Corridor
108 <sup>th</sup> Street (Circle Drive to Central Avenue)	Residential Arterial 1	◐	◐	●	◐	Precedent for redevelopment has been established with some apartment buildings along primarily single detached corridor	Medium Priority Corridor
Avenue H N	Residential Arterial 1	●	◐	●	●	Longer term intensification potential but distant from future rapid transit	Medium Priority Corridor
Avenue H S	Residential Arterial 1	◐	◐	◐	◐	Longer term intensification potential but distant from future rapid transit	Medium Priority Corridor
Avenue P N	Residential Arterial 1	◐	◐	●	◐	May have longer term potential across from park or at key intersections	Medium Priority Corridor
Avenue P S (19 <sup>th</sup> Street to 22 <sup>nd</sup> Street)	Residential Arterial 1	●	●	◐	●	Adjacent to hospital with mix of multiple family and single detached residential	Medium Priority Corridor
Broadway (S of 8 <sup>th</sup> Street)	Residential Arterial 1	◐	●	◐	●	Longer term intensification potential	Medium Priority Corridor
Clarence Avenue N	Residential Arterial 1	○	◐	○	○	Longer term intensification potential between 8 <sup>th</sup> Street and College Drive	Medium Priority Corridor
Cumberland Avenue N/S	Residential Arterial 1	◐	◐	●	◐	Longer term intensification potential outside of College Quarter (Strategic Infill component), between 8 <sup>th</sup> Street and College Drive	Medium Priority Corridor
Preston Avenue N (8 <sup>th</sup> Street to 14 <sup>th</sup> Street)	Residential Arterial 1	●	●	◐	●	Key connection between 8th Street and University of Saskatchewan, and part of proposed east-west rapid transit corridor. May have redevelopment potential adjacent to station areas, although street currently has a stable single detached character	Medium Priority Corridor
Preston Avenue S (8 <sup>th</sup> Street to Stonebridge)	Residential Arterial 1	◐	●	●	●	Longer term intensification potential	Medium Priority Corridor

● High   ◐ Medium   ○ Low

Table 2.03 - Assessment of Residential Arterial 1 Corridors

Residential Arterial 1 Corridors	Corridor Type	Proximity to Transit	Opportunity for Investment	Urban/Block Structure	Continuity of Destinations	Comments	Recommendation
33 <sup>rd</sup> Street E (Warman to Spadina)	Residential Arterial 1	●	●	●	●	Will have greater potential if new bridge is endorsed along 33 <sup>rd</sup> Street alignment	Low Priority Corridor
33 <sup>rd</sup> Street W (W of Confederation)	Residential Arterial 1	●	●	●	●	Stable single detached character but provides connection to future developments to the west.	Low Priority Corridor
Acadia Drive	Residential Arterial 1	●	○	○	●	Stable single detached character	Low Priority Corridor
Avenue W S (22 <sup>nd</sup> Street to 11 <sup>th</sup> Street)	Residential Arterial 1	●	●	●	●	Limited existing multi-family development; longer-term intensification potential	Low Priority Corridor
Clarence Ave S	Residential Arterial 1	●	○	●	●	Stable single detached character	Low Priority Corridor
Confederation Drive (33 <sup>rd</sup> Street W to Milton Street)	Residential Arterial 1	●	●	○	●	Longer term intensification potential – 4 lane arterial plus on-street parking (6 lanes total)	Low Priority Corridor
Diefenbaker Drive (E/NE of Confederation SC)	Residential Arterial 1	●	●	●	●	Longer term intensification potential – 4 lane arterial	Low Priority Corridor
Dundonald Avenue	Residential Arterial 1	○	○	●	○	Single detached character at edge of urban development	Low Priority Corridor
Fairlight Drive	Residential Arterial 1	●	●	○	●	Longer term intensification potential – 4 lane arterial	Low Priority Corridor
Lenore Drive	Residential Arterial 1	●	●	●	●	Longer term intensification potential – 4 lane arterial	Low Priority Corridor
Lorne Avenue	Residential Arterial 1	●	○	●	○	Stable single detached character	Low Priority Corridor
McKercher Drive	Residential Arterial 1	●	●	○	●	Longer term intensification potential	Low Priority Corridor
Ruth Street	Residential Arterial 1	●	○	●	●	Stable single detached character	Low Priority Corridor
Taylor Street	Residential Arterial 1	●	○	●	●	Stable single detached character	Low Priority Corridor

● High    ● Medium    ○ Low

Table 2.03 - Assessment of Residential Arterial 1 Corridors - Continued

As indicated in the corridor evaluations, the highest priorities for growth include:

- **22<sup>nd</sup> Street West** - A high traffic volume, auto-oriented corridor with the potential for new transit-oriented development on currently under-utilized parcels adjacent to future rapid transit.
- **8<sup>th</sup> Street East** - A high traffic volume boulevard with a large amount of car-oriented commercial development sites that could accommodate urban infill.
- **College Drive** (and an adjacent portion of Preston Avenue) - A high traffic volume boulevard adjacent to the University with several large greenfield sites that may be appropriate for urban infill. These (and all other University of Saskatchewan) lands have already been identified as Strategic Infill.
- **Idylwyld Drive North** - A moderate-high traffic volume, auto-oriented corridor linking the airport to Downtown and having moderate potential for new urban infill development on larger sites. The North Downtown Master Plan identifies higher redevelopment potential to the east of Idylwyld Drive, south of 33<sup>rd</sup> Street.
- **Confederation Suburban Centre** – A large, suburban hub with the long-term potential to redevelop into a mixed use, transit-oriented node with future rapid transit on 22<sup>nd</sup> Street.
- **Holmwood Suburban Centre** – A planned new Suburban Centre that has the potential for transit oriented development, centered around the extension of frequent transit along the 8<sup>th</sup> Street corridor.

These corridors are illustrated in **Figure 2.17** and assessed in further detail in Section 2.5.1 of this report.

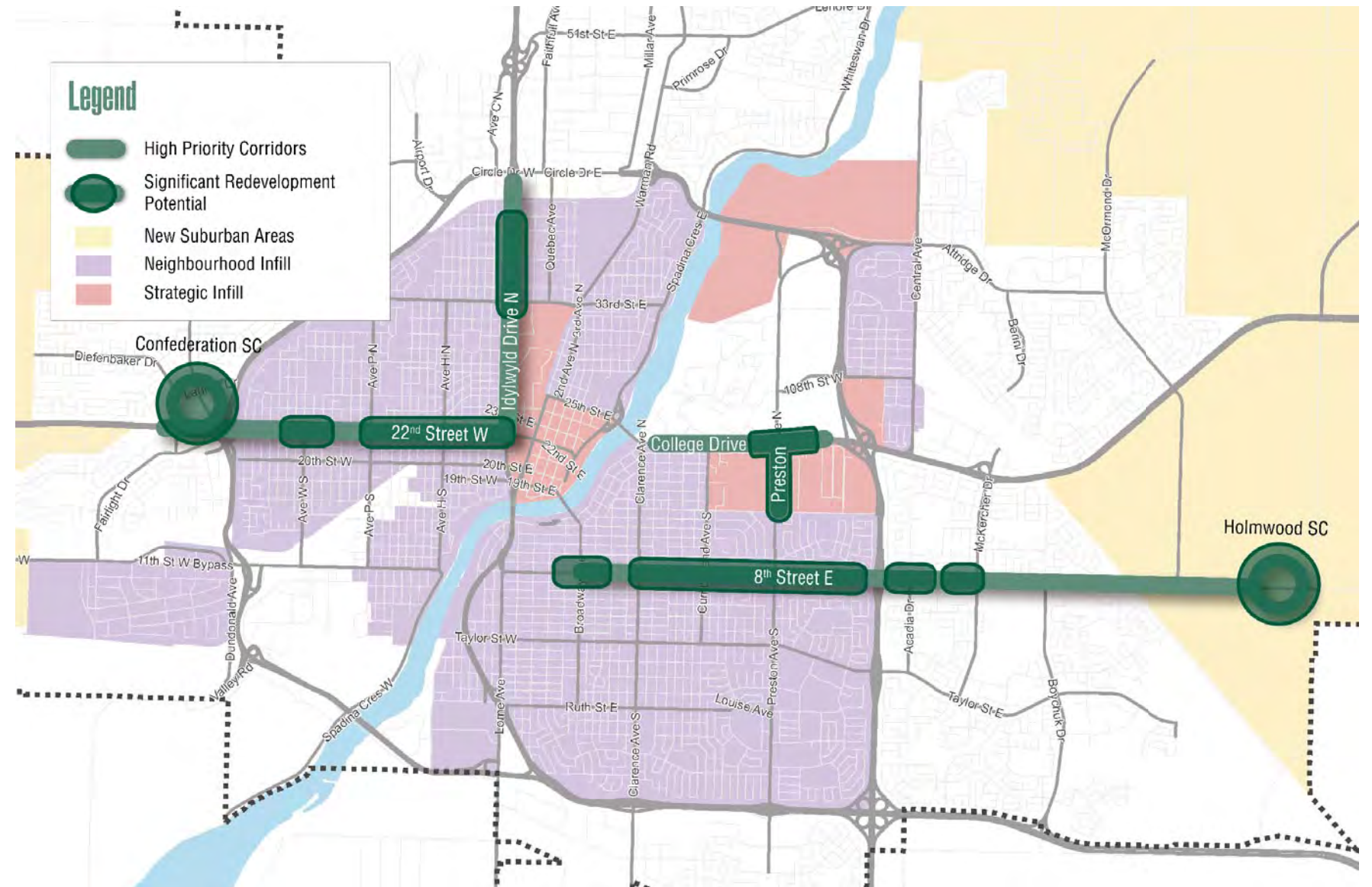


Figure 2.17 - Summary of Priority Corridors for Growth

## 2.5 Long-Term Plan for Corridor Growth

This section of the report describes the long-term plan for Corridor Growth. It describes potential growth opportunities for high priority corridors, it highlights the overall growth potential to augment current city plans, and it describes the key ingredients for successful redevelopment of these priority corridors.

### 2.5.1 Corridor Assessments

At this stage, the long-term plan includes a summary of development potential along each of the priority corridors in order to inform overall growth potential for Corridor Growth and to inform Corridor Area Plans. For each corridor and node, detailed assessments were undertaken with regard to both infill suitability and infill development as highlighted below:

- **Infill Suitability** refers to the existing site conditions and the suitability of each corridor or node to accommodate new infill development. The focus for growth near major corridors will typically be large properties with vacant space such as shopping centres, car dealerships and other land intensive, under-developed sites. In addition, development tends to be focused along major streets with easy access to transit, services and other key destinations. To evaluate infill suitability, the urban assessments review key factors such as mobility, development feasibility, livability, and ecology, as described below:
  - **Mobility:** Does the existing and planned mobility network support transit-oriented development? Are there opportunities to improve it? Key considerations include: extent of local movement networks (e.g. pedestrian, cycling, transit); traffic volumes; and, streetscape design.
  - **Development Feasibility:** Does infill and intensification make economic sense? Can the City improve the viability of infill development? Key considerations include: land intensity (e.g. presence of under developed or vacant sites); parcel size; and, physical and planning context.
  - **Livability:** Is this someplace people will want to live? Can infill development support a more vibrant community and unique sense of place? Key considerations include: connectivity to existing compact communities; proximity to amenities and services; and, access to green space and recreational opportunities;
  - **Ecology:** Would new development negatively impact local ecology? Are there ways to improve ecological function through redevelopment? Key considerations include: presence of previously developed sites; opportunity for low impact development; and, impact on habitat.
- **Infill Potential** refers to the ultimate development yields that could be accommodated along each corridor or node. Estimated future development yields take into account the unique context and conditions of each corridor and node. For each corridor and node, potential infill development typologies were developed to provide a very high level estimate of what the city could expect to see in terms of future residential and commercial development. This assessment is intended to set the stage for future corridor planning work, which would result in adopted secondary plans for high priority corridors.

In general, the maximum average Floor Area Ratio (FAR - refers to the ratio of the total area of a building to the area of the property that it is built on) outside of the Downtown for any North American city is in the vicinity of 1.5. Specific properties can easily reach 3.0 FAR; however, the average is lowered by older buildings, vacant sites and smaller properties. In Saskatoon, the relatively low land costs and high construction costs make concrete construction with underground parking (generally anything over 2.0 FAR) less feasible.

Urban land prices can be improved (making infill development more viable) through public investments in transit, services, amenities, and infrastructure (like water and sewer) to allow for infill development. An attractive neighbourhood with a unique sense of place will be more likely to support new transit-oriented development.

Given these built form considerations, the following principles were developed to help guide and support new infill development within the priority nodes and corridors:

1. **Made for Saskatoon Solutions.** Develop typologies that incorporate mid-rise, wood-frame construction with innovative parking solutions that minimize the need for more expensive multi-level underground parking.
2. **Transit-oriented Development.** Provide a mix and density of housing, services and employment within a 5 minute walk of priority transit nodes and corridors.
3. **Connect Communities.** Reinforce an interconnected, walkable street and trail network with a high quality pedestrian realm to link residential areas to key transit, commercial and recreation destinations.
4. **An interconnected Green Network.** Provide an interconnected network of parks, trails and open spaces that support natural stormwater management, biodiversity and recreation opportunities.
5. **Corridors that Bring People Together.** Develop human-scaled streets that bring people together and enhance the unique character and vibrancy of the neighbourhood.



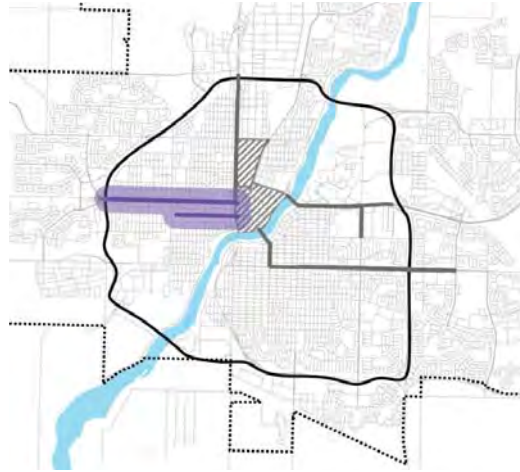


Figure 2.18 - 22<sup>nd</sup> Street Context Map

## 22<sup>nd</sup> STREET

### Infill Suitability

- **CONNECTOR:** 22<sup>nd</sup> Street links two major regional destinations: the Central Business District (CBD) and Confederation Suburban Centre
- **AUTO-ORIENTED:** 22<sup>nd</sup> Street is auto-oriented but adjacent residential neighbourhoods are characterized by more walkable, pedestrian-oriented development
- **OPPORTUNITY:** currently under-utilized parcels adjacent to planned rapid transit offer excellent opportunities for future transit-oriented infill development



Figure 2.19 - 22<sup>nd</sup> Street at Street Level



Figure 2.20 - 22<sup>nd</sup> Street Corridor

### Mobility

**Does the mobility network support transit-oriented development? Are there opportunities to improve it?**

- **Car-oriented:** The existing auto-orientated design of 22<sup>nd</sup> Street and Idylwyld Drive does not support transit oriented development
- **Pedestrian opportunities:** Nearby pedestrian-friendly streets (including 20<sup>th</sup> Street) and potential trails (ie. CPR ROW) could support TOD along 22<sup>nd</sup> Street
- **Transit:** Rapid transit planned along 22<sup>nd</sup> Street will support transit oriented infill opportunities
- **Cycling:** The existing cycling network on 23<sup>rd</sup> Street provides reasonable connectivity that helps to support transit oriented development

### Development Feasibility

**Does infill and intensification make economic sense? Can the City improve the viability of infill development?**

- **Under-utilized parcels:** Vacant or under-utilized parcels represent significant opportunities for infill along 22<sup>nd</sup> Street
- **Large parcels:** Large parcels along 22<sup>nd</sup> Street reduce the need to consolidate properties and make larger-scale infill more feasible
- **Proximity to Downtown:** Large, under-utilized parcels are clustered towards the eastern extent of 22<sup>nd</sup> Street where proximity to Downtown may improve infill opportunities
- **Zoning:** Reducing parking requirements will open parcels up for new development.

### OPPORTUNITIES

- Strengthen pedestrian/ cyclist connections to and between key parks and open spaces
- Capitalize on CPR ROW 'shoulders' as greenway opportunities
- Develop a more comfortable pedestrian scale for 22<sup>nd</sup> Street to support new transit-oriented development
- Enhance active transportation facilities at crossings and intersections to mitigate the barrier effect of 22<sup>nd</sup> Street and Idylwyld Drive and create a more pedestrian friendly environment

No on-street parking or street trees + narrow sidewalks

3 travel lanes in each direction + left hand turn lanes maximizes traffic flow

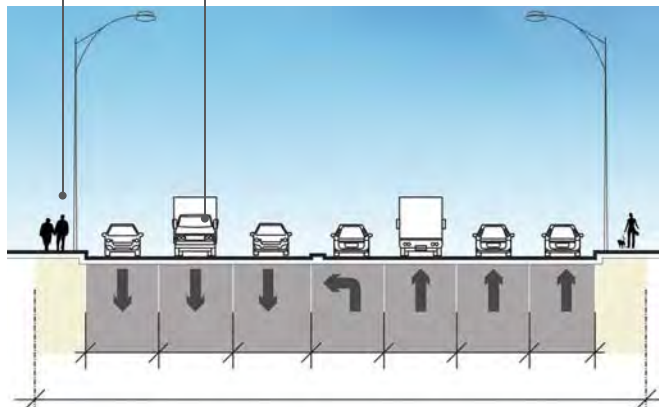


Figure 2.21 - Existing Street Design of 22<sup>nd</sup> Street

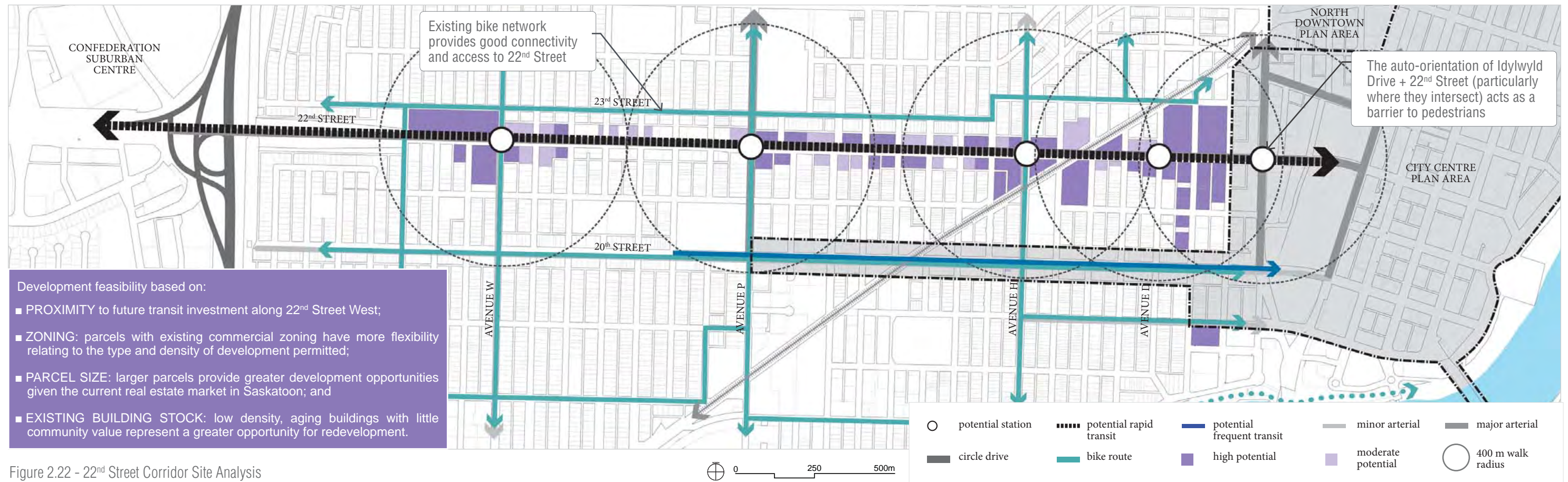


Figure 2.22 - 22<sup>nd</sup> Street Corridor Site Analysis

## OPPORTUNITIES

- Introduce higher density transit oriented development along 22<sup>nd</sup> Street and Avenue C to support more diverse retail opportunities, and services/amenities
- Reinforce Avenue C as an important pedestrian connection between 22<sup>nd</sup> Street, 20<sup>th</sup> Street, Isinger Park and Victoria Park

## Livability

*Is this someplace people want to live? Can infill support a more vibrant, unique community?*

- Compact communities:** Compact residential neighbourhoods adjacent to 22<sup>nd</sup> Street could support and benefit from new transit-oriented development
- Commercial corridors:** 22<sup>nd</sup> Street is primarily car-oriented, strip commercial; however 20<sup>th</sup> Street is a pedestrian-oriented shopping street providing an attractive amenity for future residents
- Green space:** West of Avenue H has good access to green space but there is a lack of green space east of Avenue H
- Cultural amenities:** Theatres, community centres and local retail are clustered along 20<sup>th</sup> Street and east of Idylwyld Drive (Midtown Plaza, TCU Place, etc.)

## Ecology

*Would new development negatively impact local ecology? Are there ways to improve ecological function?*

- Greyfield development:** Infill parcels are primarily greyfield and brownfield sites (i.e. underutilized urban lands or lands that may be contaminated from previous uses) that currently have little ecological value
- Urban forest:** A healthy urban forest in adjacent residential areas should be protected and extended to include 22<sup>th</sup> Street, Idylwyld Drive and the commercial district east of Avenue C
- Opportunity:** Pocket parks can be incorporated into larger scale development along 22<sup>th</sup> Street and Avenue C and green streets (i.e. streets that prioritize to pedestrian circulation and open space) created to link parks and open space

## OPPORTUNITIES

- Develop parcel typologies (i.e. templates for redevelopment):
  - Street-fronting mixed use development on medium sized lots interfacing with single-family homes;
  - Mixed use development incorporating large format retail uses; and
  - Higher density mixed use development on large parcels.

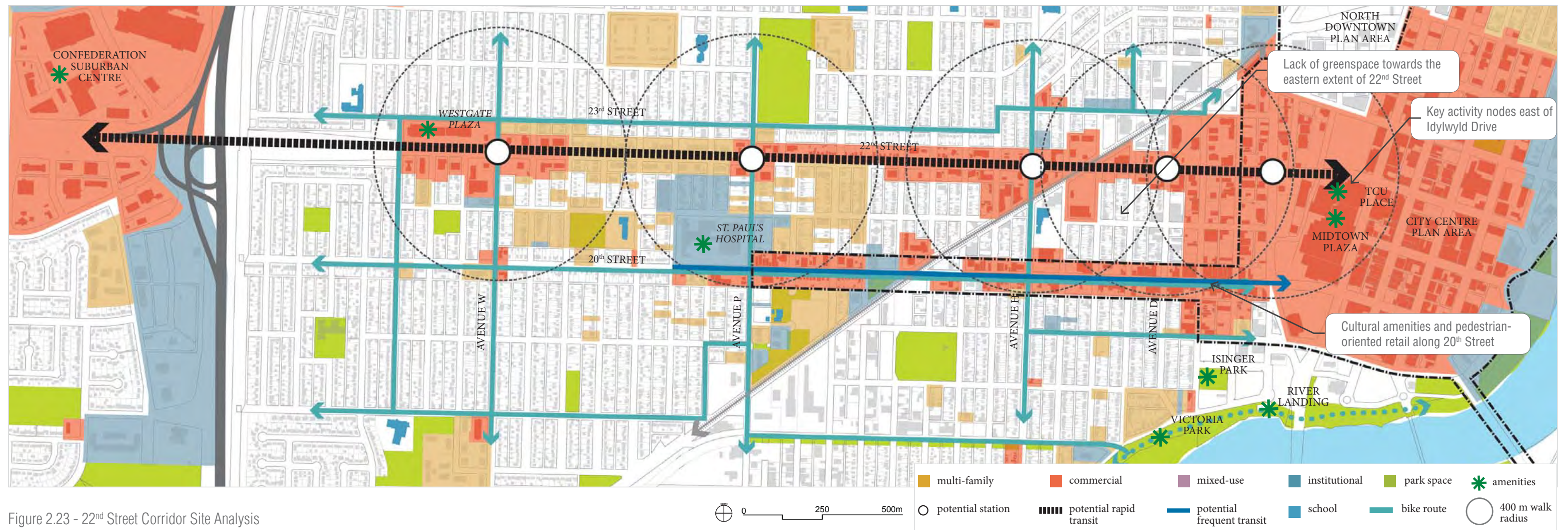


Figure 2.23 - 22<sup>nd</sup> Street Corridor Site Analysis

### Infill Potential

The greatest infill potential can be found within the existing commercial districts on 22<sup>nd</sup> Street (zoned B3, B4, B5):

Build-out to existing zoned capacity is unlikely given the extremely high densities that would need to be accommodated within the B5 districts as shown in Typology A

- Existing Zoned Capacity could accommodate up to:
  - 2,700 dwelling units, and
  - 100,780 m<sup>2</sup> of commercial space
- With slight modifications to the zoning requirements, these districts could more realistically accommodate an estimated:
  - 1,640 - 3,475 dwelling units, and
  - 43,840 - 52,610 m<sup>2</sup> of commercial space.

(Recognizing a future focus on residential with some supporting commercial at station areas)

	Infill Area (m <sup>2</sup> )	Existing (Built)			A. Max (Existing Zoning)			B. Medium (New Zoning)			C. High (New Zoning)		
		FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU
<b>B3</b>	52,370	0.28	14,860		0.75	39,280		1.0	13,090	490	2.0	15,710	1,115
<b>B4</b>	94,000	0.26	24,000		0.50	47,000		1.0	23,500	880	2.0	28,200	2,000
<b>B5</b>	9,000	0.96		110	10.0	4,500	1,070	1.0	2,250	80	2.0	2,700	110
<b>B5C</b>	20,000	0.20	4,000		7.0	10,000	1,630	1.0	5,000	190	2.0	6,000	250
<b>TOTAL</b>	191,000	0.29	42,860	110	1.72	100,780	2,700	1.0	43,840	1,640	2.0	52,610	3,475

Table 2.04 - 22<sup>nd</sup> Street Infill Potential

### Development Permitted Under Existing Zoning

max. development currently permitted in B5 District

max. development currently permitted in B4 District



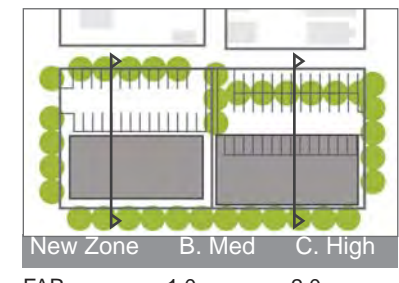
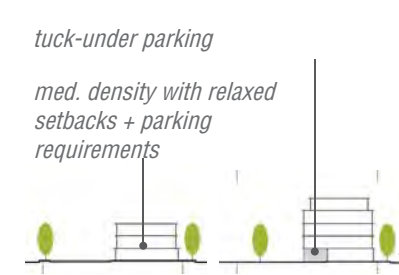
	B4	B5
FAR	0.45	10.0
Parking	1/50m <sup>2</sup>	none
Commercial	680m <sup>2</sup>	800m <sup>2</sup>
Dwellings	0	208

### Potential New Development Typologies (FAR 1.0 to 2.6)

small format commercial at grade

tuck-under parking

med. density with relaxed setbacks + parking requirements

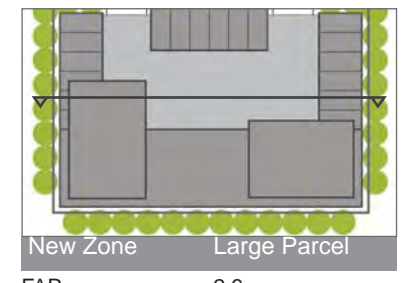
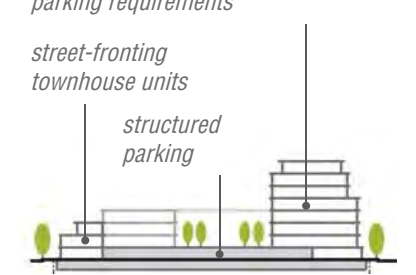


	B. Med	C. High
FAR	1.0	2.0
Parking	1/100m <sup>2</sup>	none
Commercial	680m <sup>2</sup>	560m <sup>2</sup>
Dwellings	14 units	35 units

higher density w/ relaxed setbacks + parking requirements

street-fronting townhouse units

structured parking



	New Zone	Large Parcel
FAR		2.6
Parking		1/100m <sup>2</sup>
Commercial		1,280m <sup>2</sup>
Dwellings		153

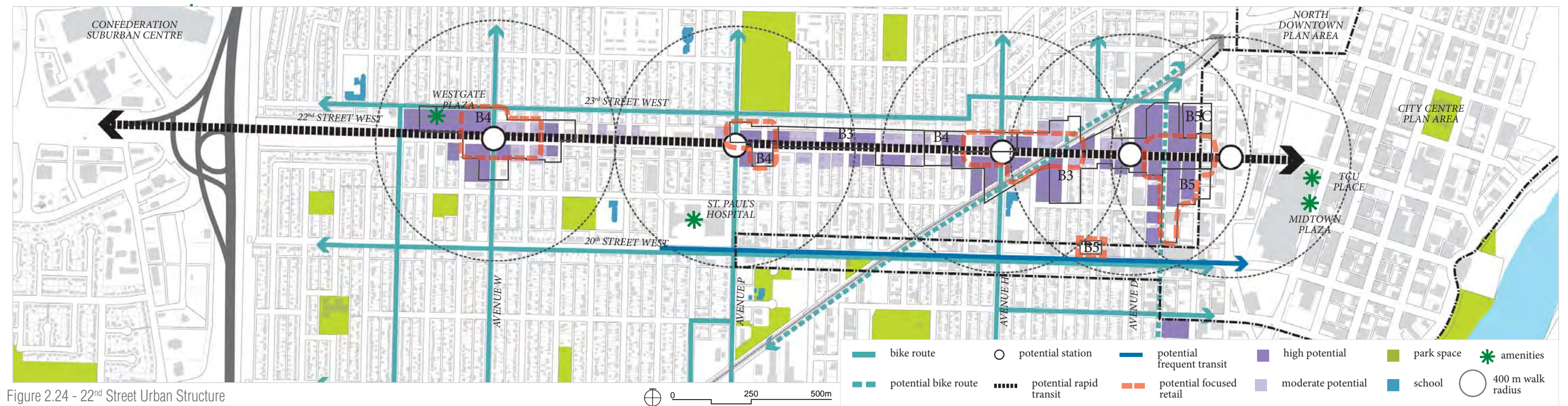


Figure 2.24 - 22<sup>nd</sup> Street Urban Structure

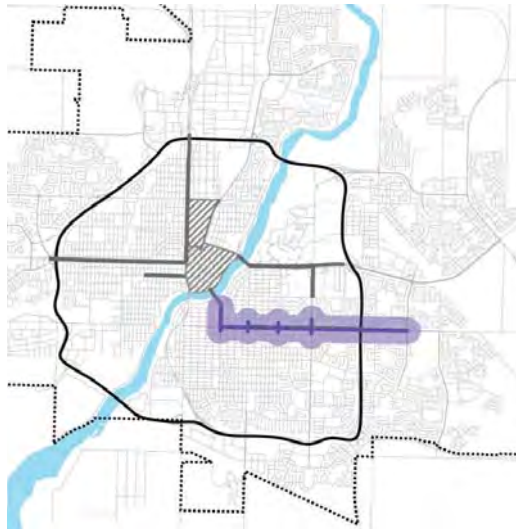


Figure 2.25 - 8<sup>th</sup> Street Context Map

## 8<sup>th</sup> STREET

### Infill Suitability

8<sup>th</sup> Street is defined by its function, character and context:

- **MOVEMENT:** 8<sup>th</sup> Street is an important east-west mobility corridor providing access to the Downtown
- **AUTO-ORIENTED:** The corridor itself is auto-oriented but adjacent residential neighbourhoods are characterized by more walkable, pedestrian-oriented development
- **OPPORTUNITY:** Large parcels adjacent to planned rapid transit offer excellent opportunities for future transit-oriented infill development



Figure 2.26 - 8<sup>th</sup> Street Existing Condition

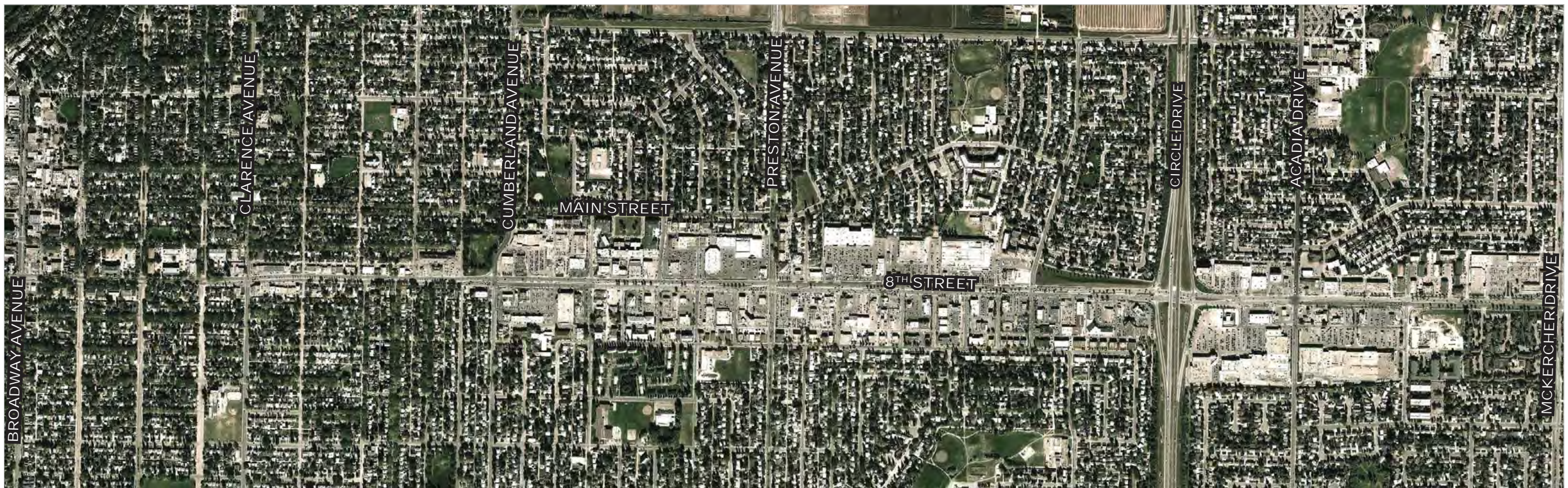
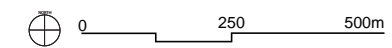


Figure 2.27 - 8<sup>th</sup> Street Corridor



Characterized by lack of on-street parking or street trees + narrow sidewalks

3 travel lanes in each direction + left hand turn lanes maximize traffic flow

Occasional trees within the median

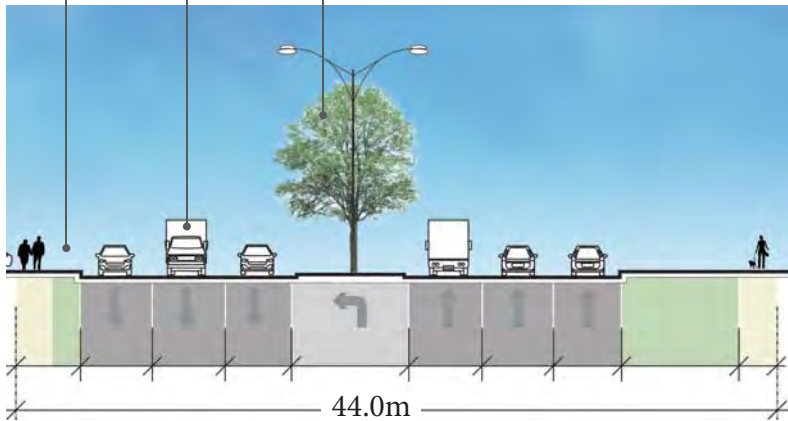


Figure 2.28 - Existing Street Design of 8<sup>th</sup> Street (portion)

### Mobility

Does the mobility network support transit-oriented development? Are there opportunities to improve it?

- **Car-oriented:** The auto-oriented nature of 8<sup>th</sup> Street doesn't currently support TOD
- **Pedestrian opportunities:** Adjacent pedestrian-friendly streets could be extended to include 8<sup>th</sup> Street
- **Transit:** Rapid transit planned along 8<sup>th</sup> Street will support TOD
- **Cycling:** The disconnected bike network doesn't provide adequate access

### Development Feasibility

Does infill and intensification make economic sense? Can the City improve the viability of infill development?

- **Strip commercial:** In many instances commercial along 8<sup>th</sup> Street is thriving; however, there is potential to intensify development following public investments in transit infrastructure
- **Large parcels:** Many of the parcels along 8<sup>th</sup> Street are large, reducing the need to consolidate properties
- **Proximity to attractive neighbourhoods:** Adjacent neighbourhoods, particularly close to Broadway Avenue can help to increase development feasibility on 8<sup>th</sup> Street
- **Zoning:** Reducing parking requirements will open parcels up for new development.

### OPPORTUNITIES

- Extend existing grid pattern street network through large parcels fronting 8<sup>th</sup> Street
- Develop a more comfortable, pedestrian-scale for 8<sup>th</sup> Street to support new transit-oriented development
- Enhance active transportation facilities at crossings to mitigate the barrier effect of 8<sup>th</sup> Street
- Extend the existing bike network particularly additional east-west 'off-8<sup>th</sup> Street' routes that provide access to major retail areas

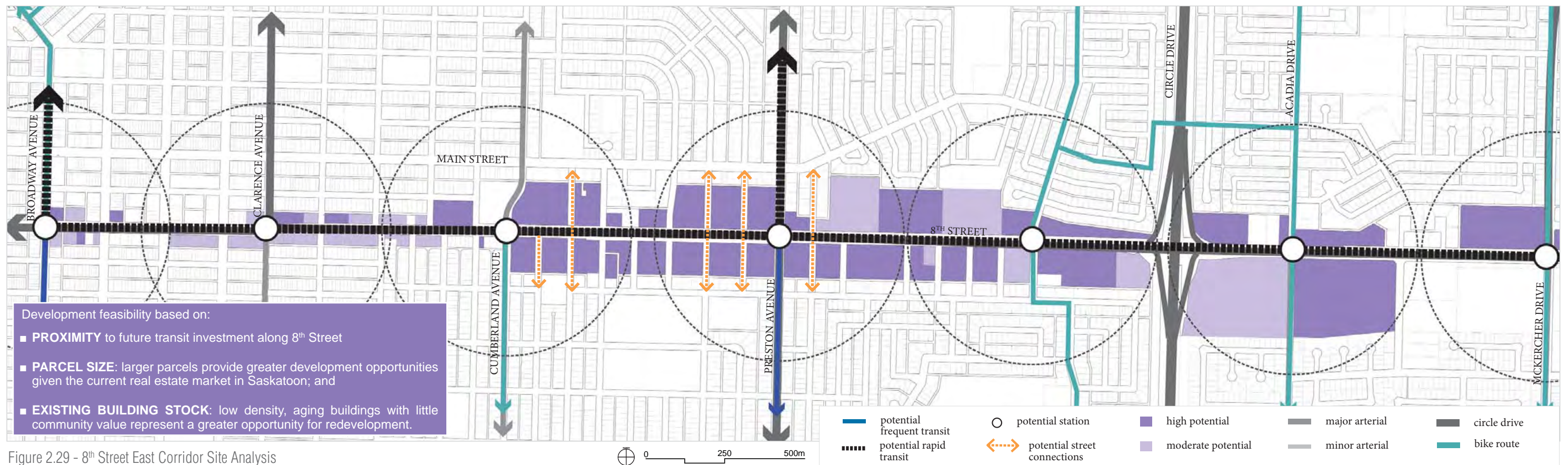


Figure 2.29 - 8<sup>th</sup> Street East Corridor Site Analysis

## OPPORTUNITIES

- Focus higher density transit oriented development next to planned rapid transit
- Provide opportunities for smaller-scale pedestrian-oriented retail development along 8<sup>th</sup> Street
- Maintain small-scale institutional uses along 8<sup>th</sup> Street to support employment diversity
- Redevelopment is required to undertake frontage improvements (i.e. filling in missing sections of sidewalks) that can serve to enhance pedestrian connectivity, safety and character.

## Livability

*Is this someplace people want to live? Can infill support a more vibrant, unique community?*

- Compact communities:** Compact residential neighbourhoods adjacent to 8<sup>th</sup> Street could support and benefit from new transit-oriented development
- Commercial corridors:** 8<sup>th</sup> Street is primarily car-oriented, strip commercial; however, Broadway Avenue is more pedestrian-oriented and the extension of this character along 8<sup>th</sup> Street could help provide amenities for new residents
- Access to green space:** The area has numerous parks and open spaces for new and existing residents
- Cultural amenities:** Theatres, community services and local retail are clustered along Broadway Avenue

## Ecology

*Would new development negatively impact local ecology? Are there ways to improve ecological function?*

- Greyfield development:** Infill parcels are primarily greyfield sites that currently have little ecological value
- Urban forest:** A healthy urban forest in single family residential areas can be linked to local parks by green streets (i.e. streets that prioritize pedestrian circulation and open space) that provide natural stormwater infiltration
- Opportunities to improve ecology:** There are opportunities to incorporate pocket parks into larger scale development along 8<sup>th</sup> Street

## OPPORTUNITIES

- Incorporate additional cultural amenities (e.g. public art) into new development along 8<sup>th</sup> Street corridor
- Design bike routes as 'green streets', with ample street trees and pocket parks, that reinforce an interconnected parks and open space network
- Incorporate pocket parks into new larger scale developments

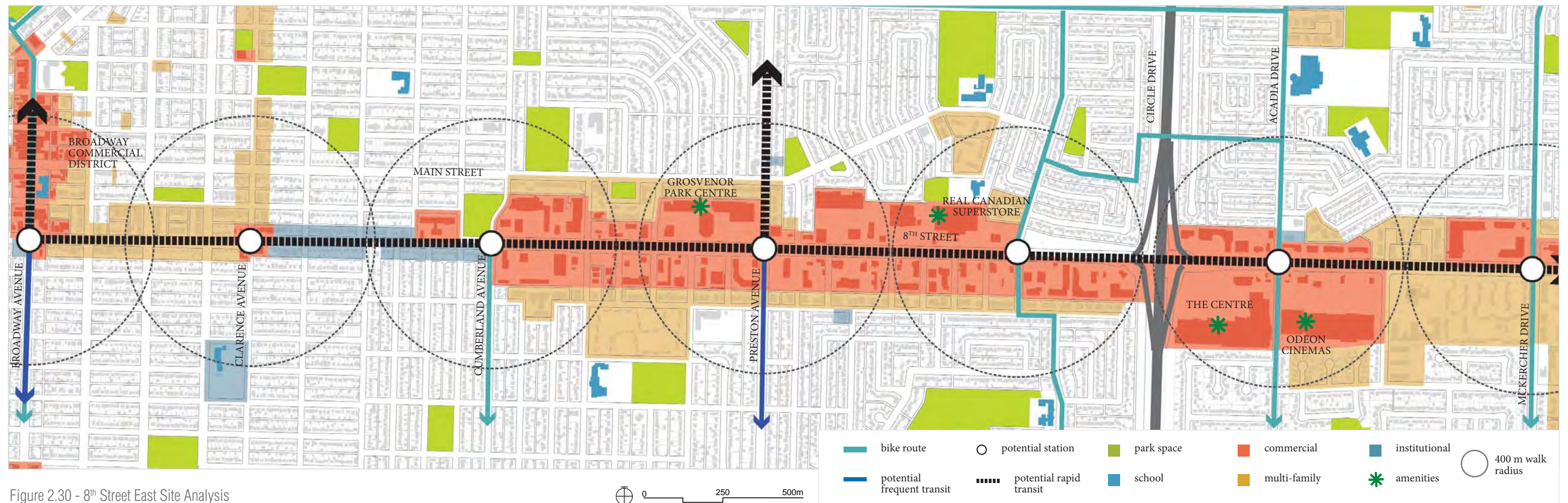


Figure 2.30 - 8<sup>th</sup> Street East Site Analysis

### Infill Potential

The greatest infill potential can be found within the existing commercial districts on 8<sup>th</sup> Street (zoned B4 and B5B):

- Existing Zoned Capacity could accommodate up to:
  - 380 dwelling units, and
  - 337,030 m<sup>2</sup> of commercial space
- With slight modifications to the zoning requirements, these districts could more realistically accommodate an estimated:
  - 5,350 - 11,900 dwelling units, and
  - 224,320 - 316,830 m<sup>2</sup> of commercial space.

	Infill Area (m <sup>2</sup> )	Existing (Built)			A. Max (Existing Zoning)			B. Medium (New Zoning)			C. High (New Zoning)		
		FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU	FAR	Com. m <sup>2</sup>	DU
<b>M1</b>	28,300	0.32	9,100		1.0	28,300		1.0	28,300		1.0	28,300	
<b>RM3</b>	5,000	0.55		35	1.5		90	1.5		90	1.5		90
<b>B4</b>	613,100	0.32	195,050		0.5	306,550		1.0	195,050	5,230	2.0	287,020	11,740
<b>B5B</b>	3,630	0.27	970		7.0	2,180	290	1.0	970	33	2.0	1,515	70
<b>TOTAL</b>	191,000	0.32	205,120	35	0.6	337,030	380	1.0	224,320	5,350	2.0	316,830	11,900

Table 2.05 - 8<sup>th</sup> Street Infill Potential

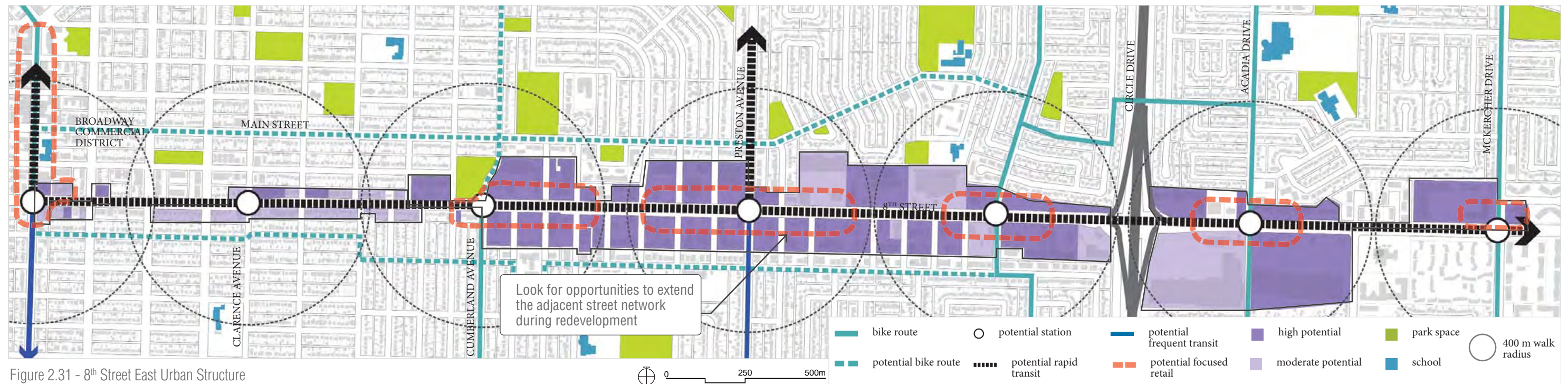
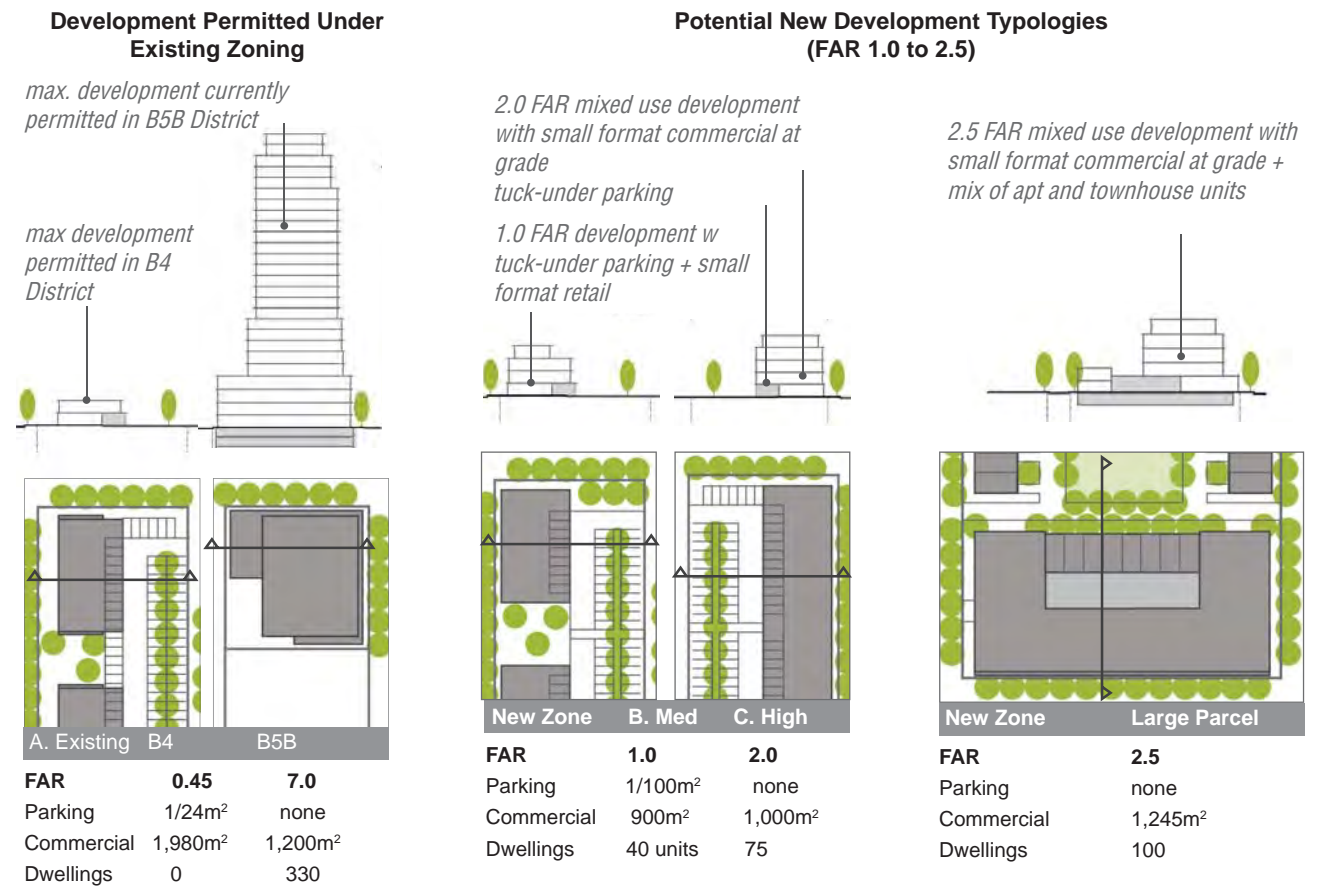


Figure 2.31 - 8<sup>th</sup> Street East Urban Structure



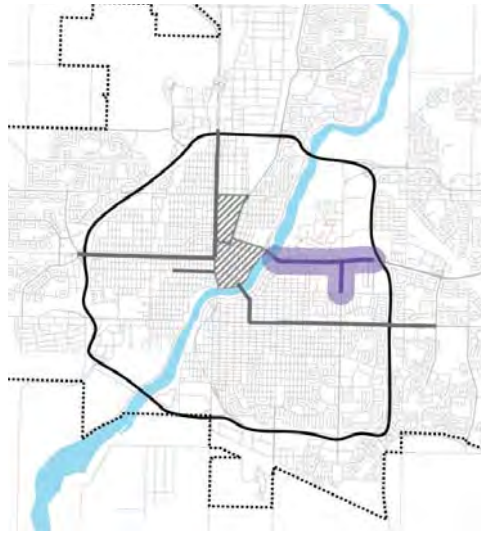


Figure 2.32 - College Drive Context Map

## College Drive

### Infill Suitability

College Drive is defined by its function, character and context:

- **MOVEMENT:** College Drive is an important east-west mobility corridor providing access to the University and Downtown
- **AUTO-ORIENTED:** The corridor itself is auto-oriented but adjacent residential neighbourhoods and the U of S campus are characterized by more walkable, pedestrian-oriented development
- **OPPORTUNITY:** College Drive's context includes compact residential neighbourhoods, a major university campus and large greenfield parcels appropriate for strategic urban infill



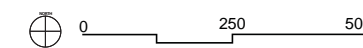
Figure 2.33 - College Drive (looking west towards Downtown)



Figure 2.34 - College Drive



Figure 2.35 - College Drive (at street level)



Narrow pedestrian realm + no on-street parking

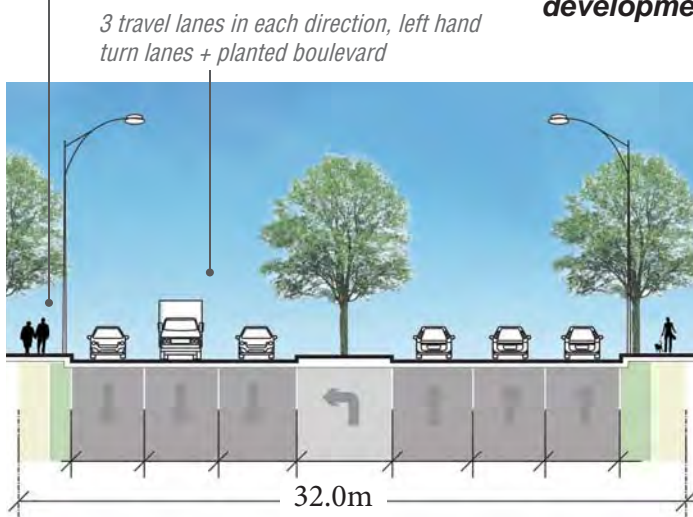


Figure 2.36 - West of Cumberland Streetscape

College Drive, west of Cumberland, has sidewalks and street trees that improve the pedestrian environment

### Mobility

Does the mobility network support transit-oriented development? Are there opportunities to improve it?

- **Car-oriented:** College Drive is primarily car-oriented with no provision for pedestrians or cyclists east of Cumberland
- **Pedestrian opportunities:** Adjacent local streets are friendly to pedestrians/cyclists and the sidewalks/street trees on College Drive west of Cumberland could be extended east
- **Transit:** Rapid transit planned along College Drive will support transit-oriented development
- **Cycling:** The cycling network is poorly connected and should provide better access to the University

### Development Feasibility

Does infill and intensification make economic sense? Can the City improve the viability of infill development?

- **Campus lands:** The University owns the large parcels to the south of College Drive and has completed the College Quarter Concept Plan to guide redevelopment of the area between Preston Avenue and Cumberland Avenue
- **Agricultural lands:** The university owns several large parcels to the north and south of College Drive. The parcel to the north is identified for continued agricultural use at this time. However, if the University's intentions change in the future, this parcel would provide an excellent opportunity for redevelopment and connectivity to rapid transit
- **Corridor infill:** There are very few opportunities for infill development along the built up portion of College Drive west of Cumberland Avenue

### OPPORTUNITIES

- Improve pedestrian and cyclist connections to the University, College Drive and existing and future housing
- Enhance pedestrian/cyclist crossing treatments to mitigate the barrier effect of College Drive, particularly as the College Quarter continues to redevelop
- Develop innovative parking solutions (e.g. reduced parking standards) that allow for affordable, higher density development while minimizing large surface parking lots

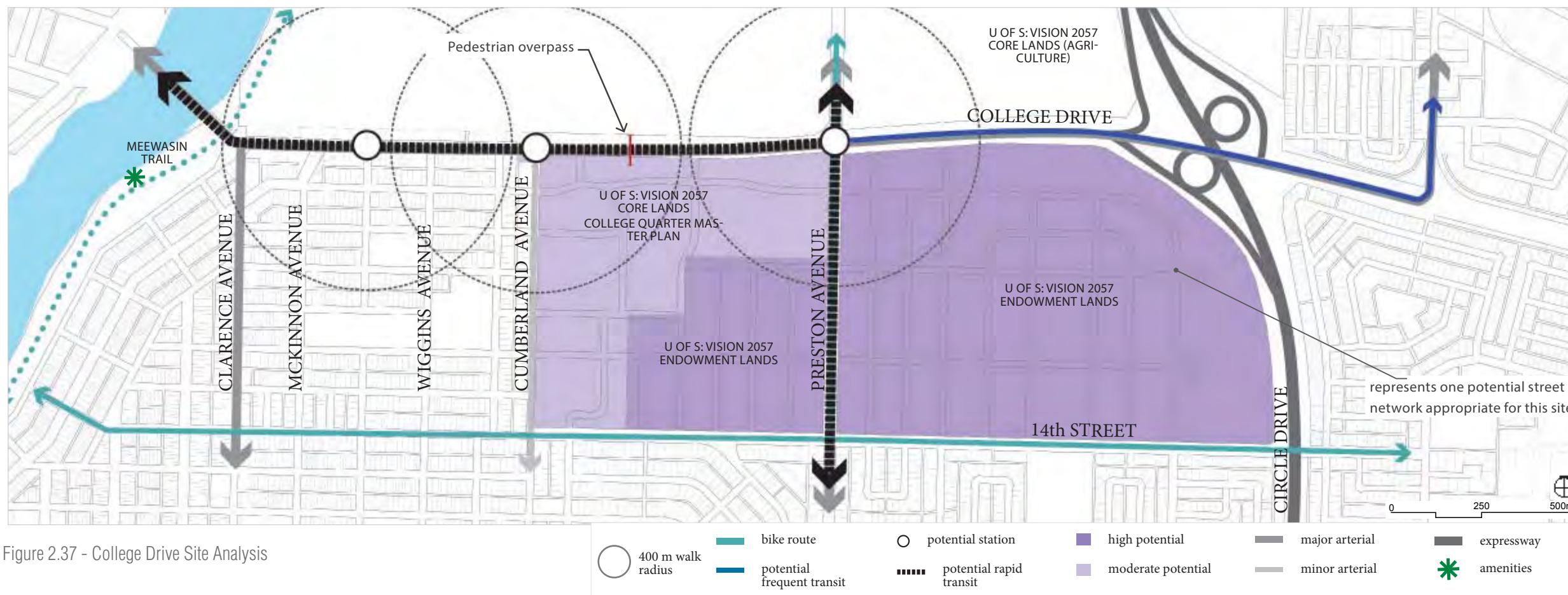


Figure 2.37 - College Drive Site Analysis

Development feasibility based on:

- PROXIMITY to future transit investment along College Drive;
- PARCEL SIZE: larger parcels provide greater development opportunities given the current real estate market in Saskatoon;
- EXISTING BUILDING STOCK: greenfield sites represent a greater opportunity for redevelopment; and
- FUTURE PLANNING: the University of Saskatchewan has identified endowment lands south of College Drive as long term mixed use communities

## OPPORTUNITIES

- Incorporate cultural amenities, local serving retail and basic services into new development on or off the University campus

## Livability

*Is this someplace people want to live? Can infill support a more vibrant, unique community?*

- **Compact communities:** Compact, residential Varsity View neighbourhood south of College Drive could support and benefit from new transit-oriented development
- **Institutional anchor:** The university is an important activity generator that can help to support local amenities, services and transit
- **Access to green space:** This area has a large community park and numerous green spaces associated with the university in addition to trails and open space along the river
- **Cultural amenities:** Facilities associated with the university can also serve the adjacent community

## Ecology

*Would new development negatively impact local ecology? Are there ways to improve ecological function?*

- **Greenfield development:** Potential infill parcels are primarily on agricultural lands that have moderate to significant ecological value
- **Urban forest:** A healthy urban forest in single family residential areas should be protected and linked to local parks by green streets (i.e. streets that prioritize pedestrian circulation and open space) to provide habitat connectivity and natural stormwater management
- **Opportunity to improve ecology:** Community parks, garden plots and integrated stormwater management can form the backbone of any larger scale development south of College Drive

## OPPORTUNITIES

- Emphasize parks, open space, urban agriculture and natural stormwater management as the backbone of any new greenfield development

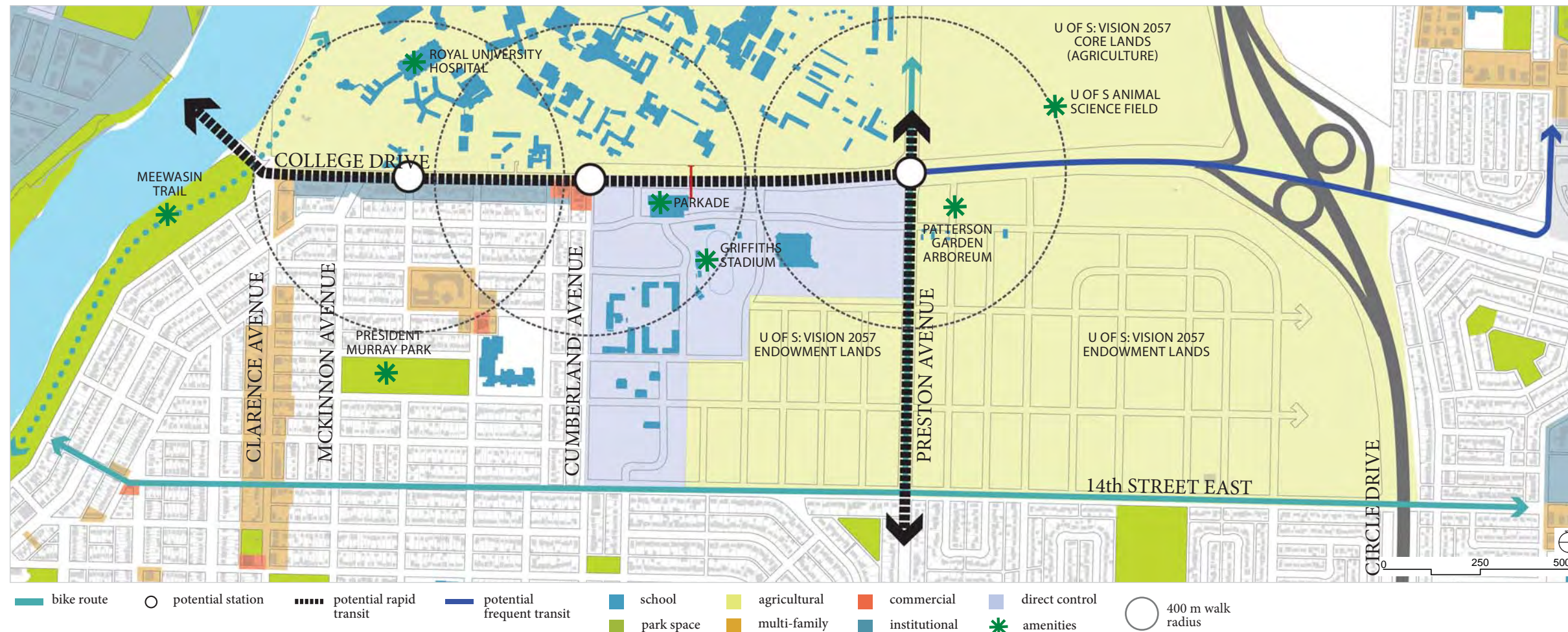


Figure 2.38 - College Drive Site Analysis



Figure 2.39 - Local Restaurant at the Corner of Cumberland and College Drive

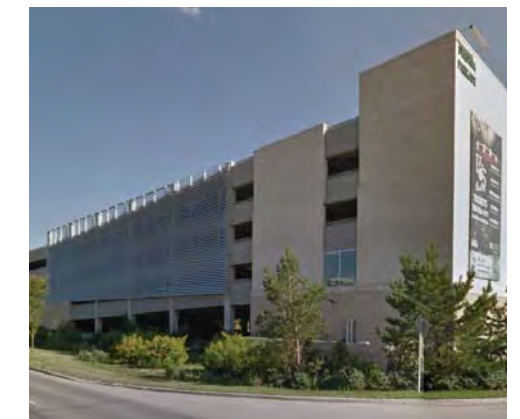


Figure 2.40 - Existing Parkade adjacent to College Drive

### Infill Potential

The greatest infill potential can be found within the University of Saskatchewan lands south of College Drive:

The growth identified in this section is part of the University Strategic Infill Area and will be included in the Strategic Infill Area population estimates rather than the Corridor Growth estimates. The following numbers are provided for information only.

- Existing Zoned Capacity could accommodate up to:
  - 2,335 dwelling units, and
  - 468,880 m<sup>2</sup> of retail/office/academic/hotel space
- By updating the endowment land zoning to allow for mixed use development, these districts could accommodate:
  - 9,220 - 13,110 dwelling units, and
  - 261,340 - 295,930 m<sup>2</sup> of office/academic/hotel space

	Infill Area (m <sup>2</sup> )	Existing (Built)*			A. Max (Existing Zoning)*			B. Medium (New Zoning)*			C. High (New Zoning)*		
		FAR	Other m <sup>2</sup>	DU	FAR	Other m <sup>2</sup>	DU	FAR	Other m <sup>2</sup>	DU	FAR	Other m <sup>2</sup>	DU
<b>AG</b>	691,810	0.0	-	-	0.5	345,900	35	1.0	138,360	6,920	1.5	172,950	10,810
<b>DCD7</b>	242,870	0.23	22,250	625	0.88	122,980	2,300	0.88	122,980	2,300	0.88	122,980	2,300
<b>TOTAL</b>	934,680	0.02	22,250	625	0.60	468,880	2,335	1.0	261,340	9,220	1.34	295,930	13,110

\* Other = office, academic, facilities, hotels etc.

DCD7 estimates based on Option 1 of the College Quarter Master Plan

Table 2.06 - College Drive Infill Potential

### Principles for Developing Greenfield Sites within the Existing Urban Area

Developing large greenfield sites within the existing urban area can help to alleviate development pressure at the urban fringe. Where appropriate, these sites should be developed according to the following principles to ensure they support transit use, walkability and vibrant communities.

#### 1. CONNECT COMMUNITIES

Provide a fine-grained, interconnected, and pedestrian-oriented street network that creates strong connections between new and existing neighbourhoods

#### 2. TRANSIT-ORIENTED DEVELOPMENT

Ensure a mix and density of housing, services and employment within a 5 minute walk of priority transit nodes and corridors

#### 3. MADE FOR SASKATOON SOLUTIONS

Achieve transit-supportive densities through medium density development that requires less expensive parking solutions recognizing that current land economics in Saskatoon make underground parking difficult

#### 4. INTERCONNECTED GREEN NETWORK

Ensure that an interconnected network of parks, trails and open spaces forms the backbone of new development and supports natural stormwater management, biodiversity and recreation opportunities

#### 5. FRIENDLY FACES TO THE STREET

Ensure new development presents a friendly face to the street by providing access, parking and servicing off of a rear lane

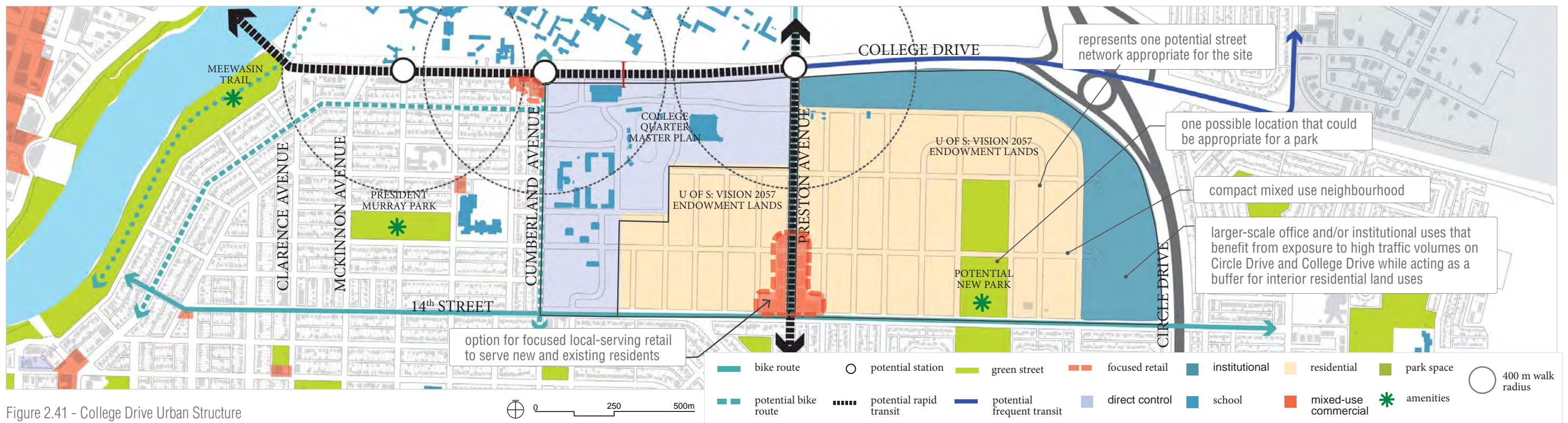


Figure 2.41 - College Drive Urban Structure

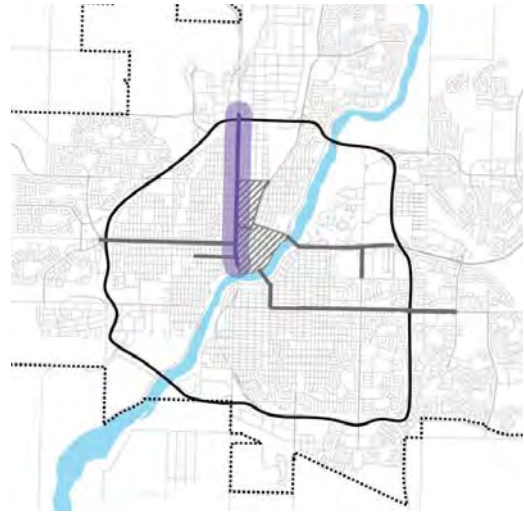


Figure 2.42 - Idylwyld Drive Context Map

## Idylwyld Drive

### Infill Suitability

- **CONNECTOR:** Idylwyld Drive links the Downtown core to the main industrial district and airport
- **AUTO-ORIENTED:** Idylwyld Drive currently prioritizes automobile travel
- **OPPORTUNITY:** Redevelopment in North Downtown will spur a transformation of Idylwyld Drive and support new development along the corridor



Figure 2.43 - Idylwyld Drive at 30<sup>th</sup> Street (looking north)



Figure 2.44 - Idylwyld Drive at 33<sup>rd</sup> Street (looking north)

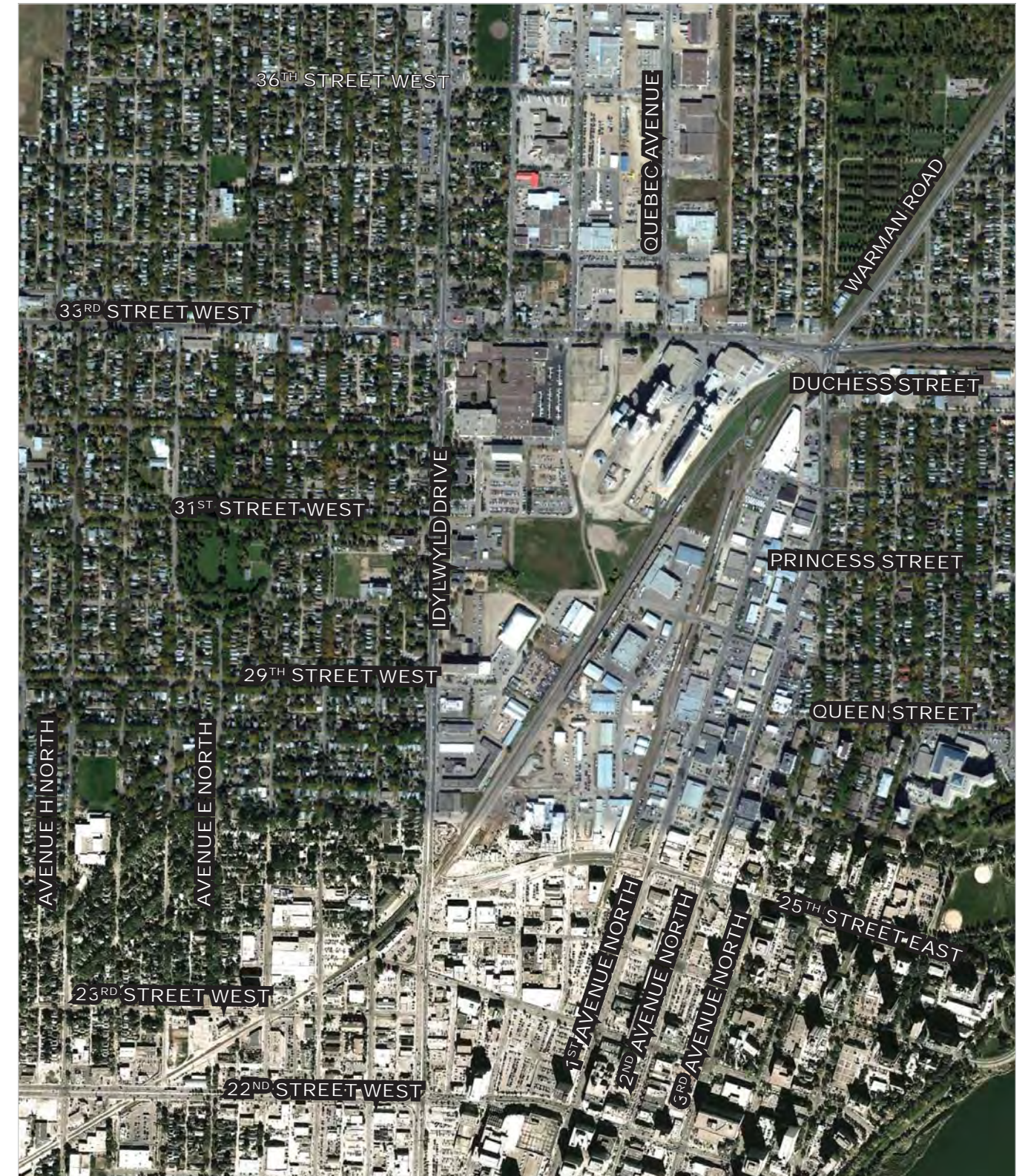
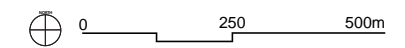


Figure 2.45 - Idylwyld Drive Corridor



## OPPORTUNITIES

- Strengthen pedestrian/ cyclist connections to and between potential rapid transit stations, the Downtown and key parks and open spaces
- Capitalize on new connections created by North Downtown Master Plan
- Enhance the streetscape of Idylwyld Drive to encourage pedestrian use
- Increase pedestrian crossings along Idylwyld Drive

## Mobility

**Does the mobility network support transit-oriented development? Are there opportunities to improve it?**

- Car-oriented:** Relatively high traffic volumes and insufficient pedestrian or cyclist facilities prioritizes automobiles
- Pedestrian opportunities:** The pedestrian environment weakens along Idylwyld Drive as it nears Downtown
- Transit:** Providing rapid transit along Idylwyld Drive would help to support future transit oriented development
- Cycling:** The existing cycling network is fairly dense adjacent to Idylwyld Drive but new east-west connections through the North Downtown would strengthen the network

2 travel lanes in each direction with a planted boulevard along some sections

narrow sidewalks are directly adjacent to travel lanes in most cases, making walking unpleasant

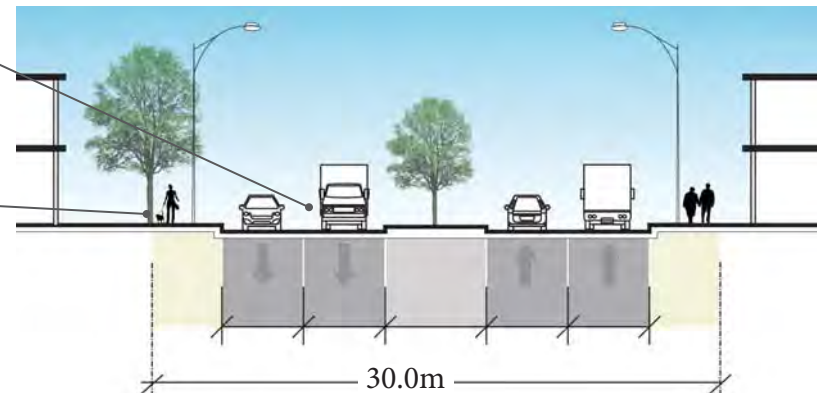


Figure 2.46 - Existing Street Design of Idylwyld Drive (portion)

## Development Feasibility

**Does infill and intensification make economic sense? Can the City improve the viability of infill development?**

- Under-utilized parcels:** A number of under-utilized parcels in the North Downtown could support new development
- Large parcels:** Large parcels along Idylwyld Drive reduce the need to consolidate properties making infill more feasible
- Proximity to Downtown and North Downtown:** Under-utilized parcels located along Idylwyld Drive have close proximity to Downtown as well as the proposed North Downtown Plan area

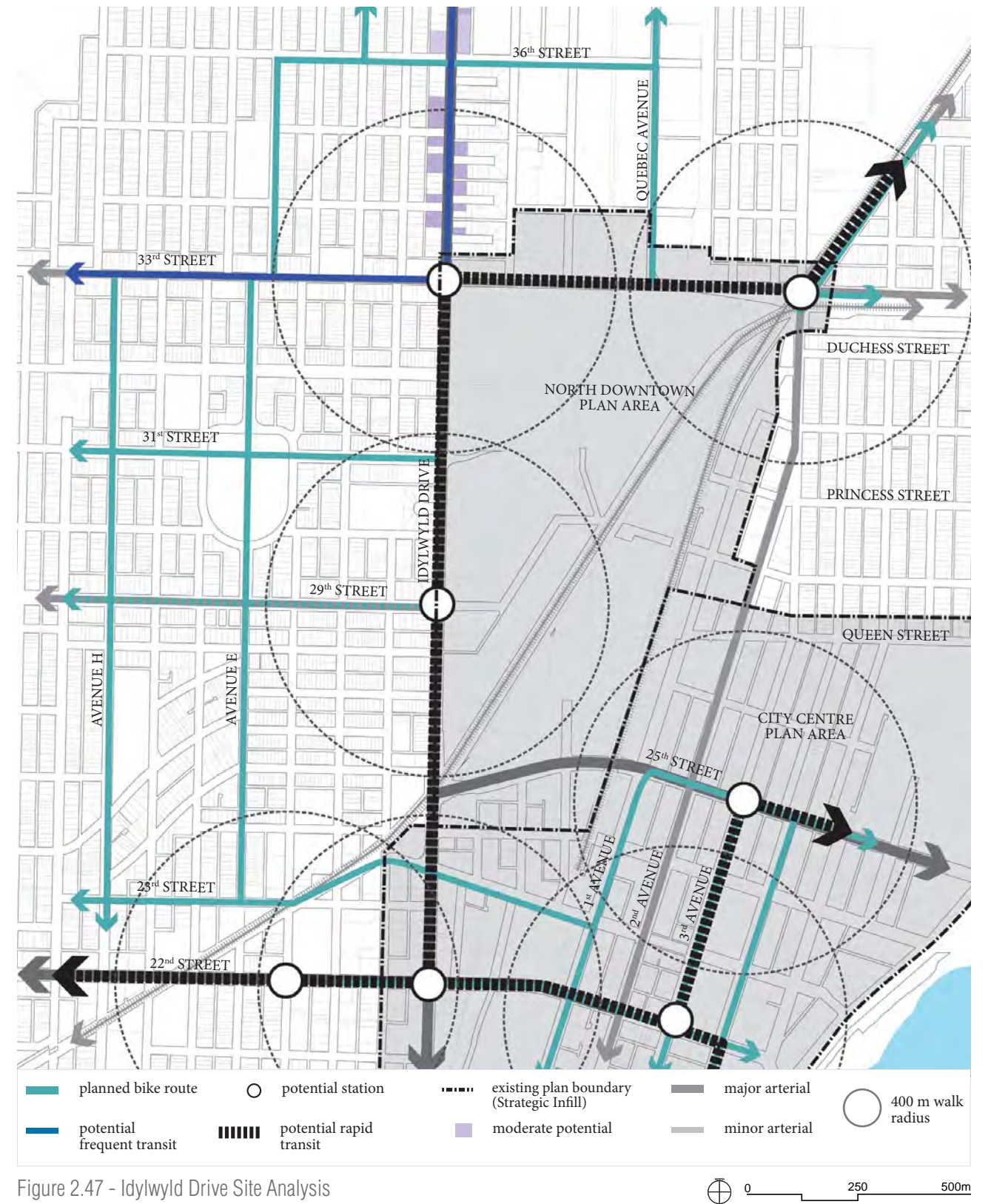


Figure 2.47 - Idylwyld Drive Site Analysis

## OPPORTUNITIES

- Enhance the streetscape of Idylwyld Drive to be more attractive for pedestrians
- Capitalize on mixed-use infill opportunities to tie in with proposed North Downtown Master Plan to create a dynamic neighbourhood

## OPPORTUNITIES

- Ensure a consistent tree canopy along Idylwyld Drive

## Livability

*Is this someplace people want to live? Can infill support a more vibrant, unique community?*

- Adjacent residential communities:** Established residential neighbourhoods to the west of Idylwyld are desirable places to live and new development in the North Downtown could provide additional amenities to support new development
- Access to green space:** Few parks currently exist within a 5 minute walk of Idylwyld Drive but new green space will be part of future development in the North Downtown
- Adjacent to Downtown:** The proximity of Idylwyld Drive to the North Downtown and the Central Business District make it a convenient location for new development

## Ecology

*Would new development negatively impact local ecology? Are there ways to improve ecological function?*

- Greyfield development:** Infill parcels are primarily greyfield sites that currently have little ecological value
- A healthy urban forest:** Residential neighbourhoods to the west have a healthy urban forest that should be extended to incorporate Idylwyld Drive
- Opportunity:** Pocket parks could be incorporated into larger scale development along Idylwyld Drive. As well, green streets (i.e. streets that prioritize pedestrian circulation and open space) could be provided to link parks and open space into North Downtown plan and adjacent residential neighbourhoods to the west

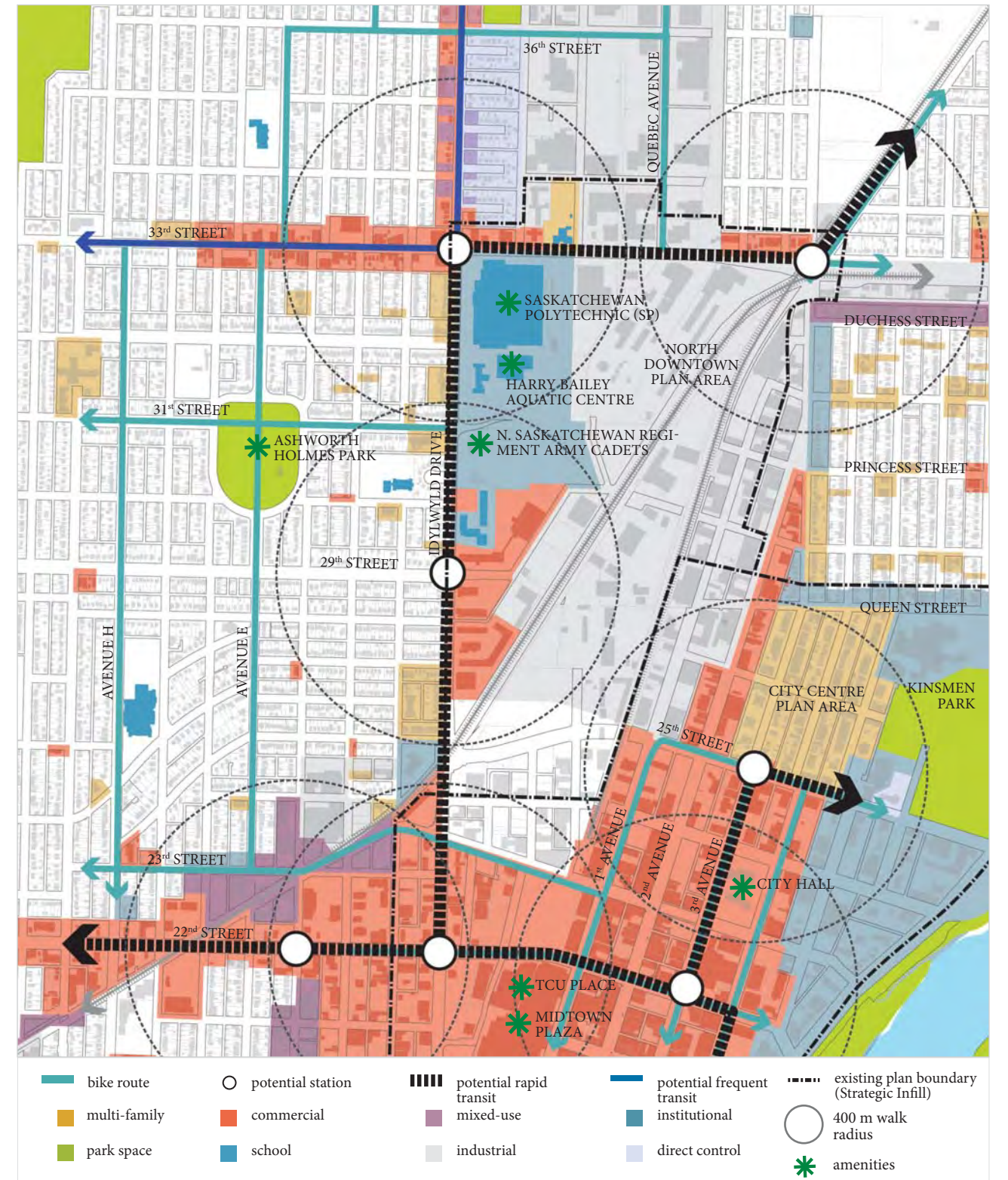
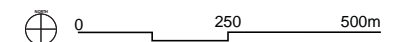


Figure 2.48 - Idylwyld Drive Site Analysis



## OPPORTUNITIES

- Reduce commercial parking requirements in the B3 zone to allow for more compact development typologies
- Saskatchewan Polytechnic long term plan calls for more facilities and potential student housing adjacent to Idylwyld Drive
- Zoning may change as a result of Mayfair - Kelsey Woodlawn Local Area Plan

## Infill Potential

The greatest infill potential can be found within the DCD2 and B3 Districts along Idylwyld Drive:

- Existing Zoned Capacity could accommodate up to:
  - 745 dwelling units, and
  - 11,750 m<sup>2</sup> of commercial space
- With modifications to the existing zoning, these areas could accommodate an estimated:
  - 570 - 1,215 dwelling units, and
  - 7,250 - 7,750 m<sup>2</sup> of commercial space.

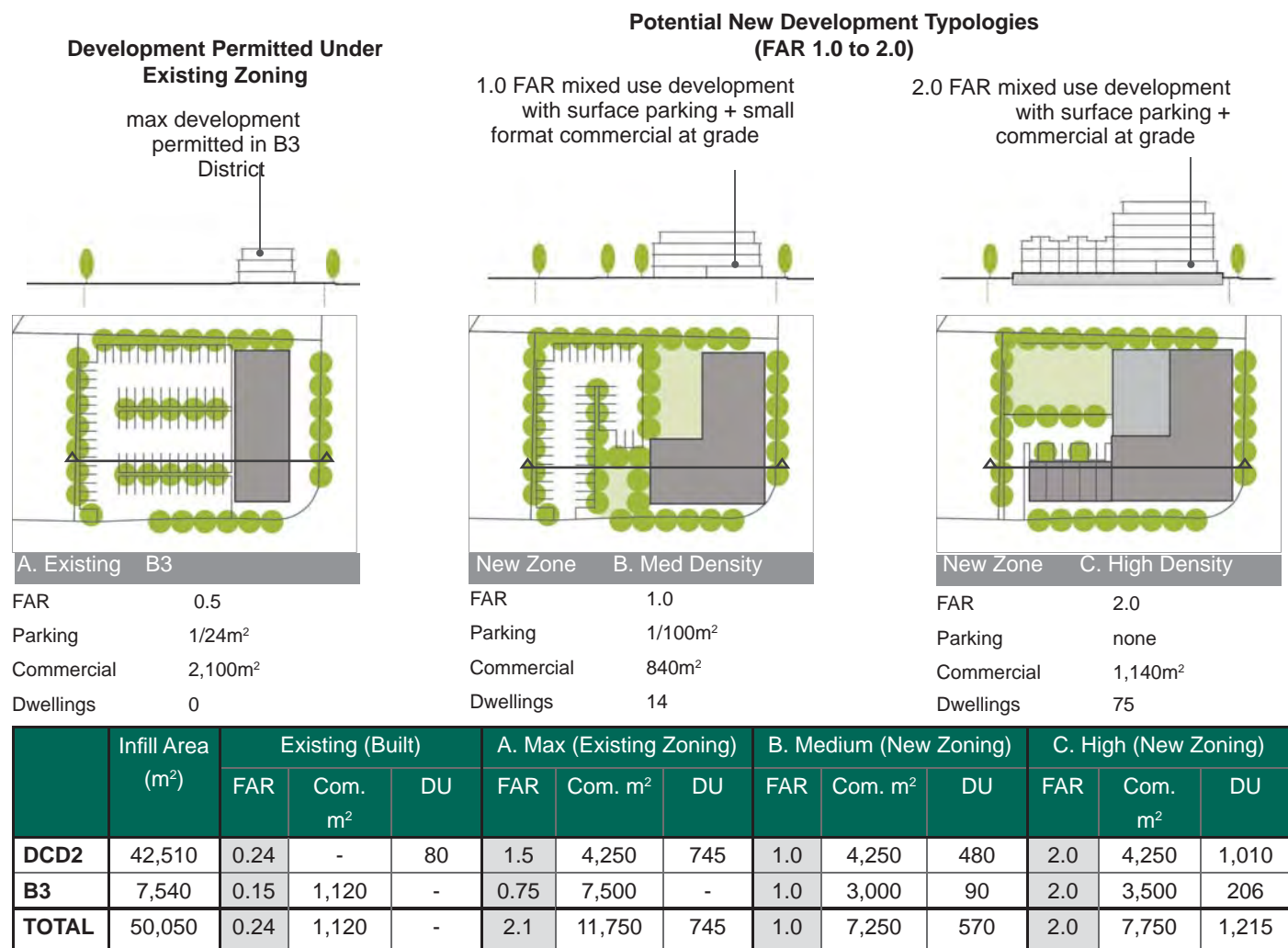


Table 2.07 - Idylwyld Drive Infill Potential

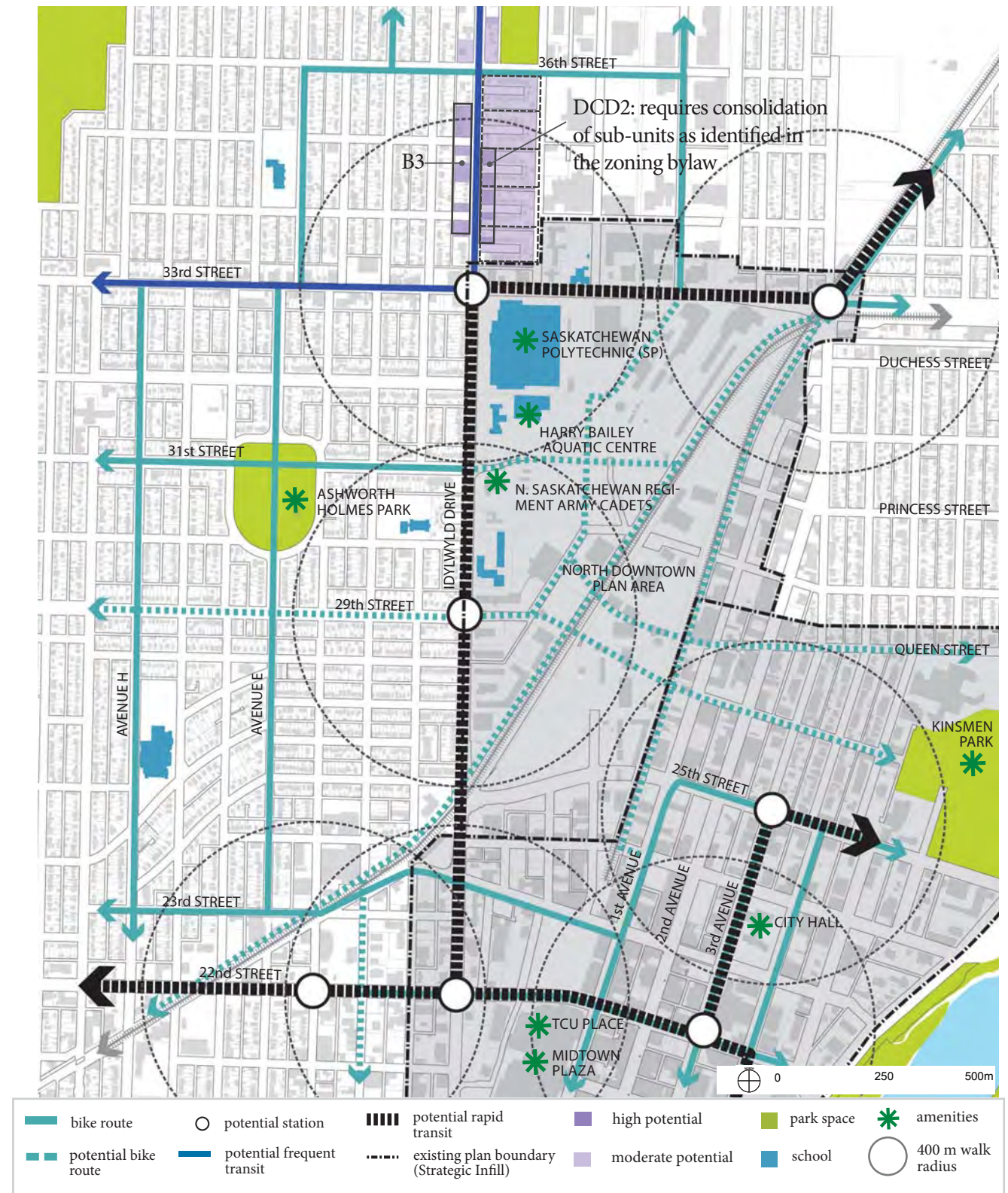


Figure 2.49 - Idylwyld Drive Urban Structure





Figure 2.50 - Confederation Suburban Centre Context Map

## Confederation Suburban Centre

### Infill Suitability

- **NODE:** Confederation Suburban Centre is an important retail node in Saskatoon that serves local and regional traffic
- **AUTO-ORIENTED:** Confederation Suburban Centre is primarily auto-oriented with large surface parking lots, wide streets and few pedestrian connections
- **OPPORTUNITY:** The location of Confederation Suburban Centre supports larger-scale retail that can become a catalyst for new mixed-use transit-oriented development. There is a high opportunity for investment based on the aging infrastructure and building stock



Figure 2.51 - Aerial View of Confederation Suburban Centre (and surrounding context)

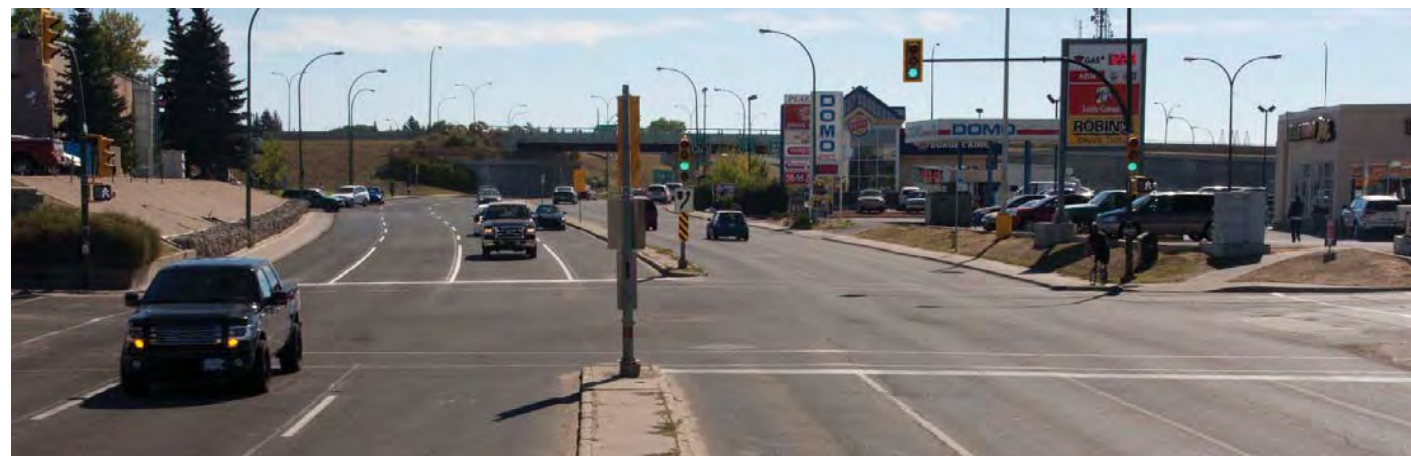


Figure 2.52 - Confederation Drive at Confederation Suburban Centre (looking south)

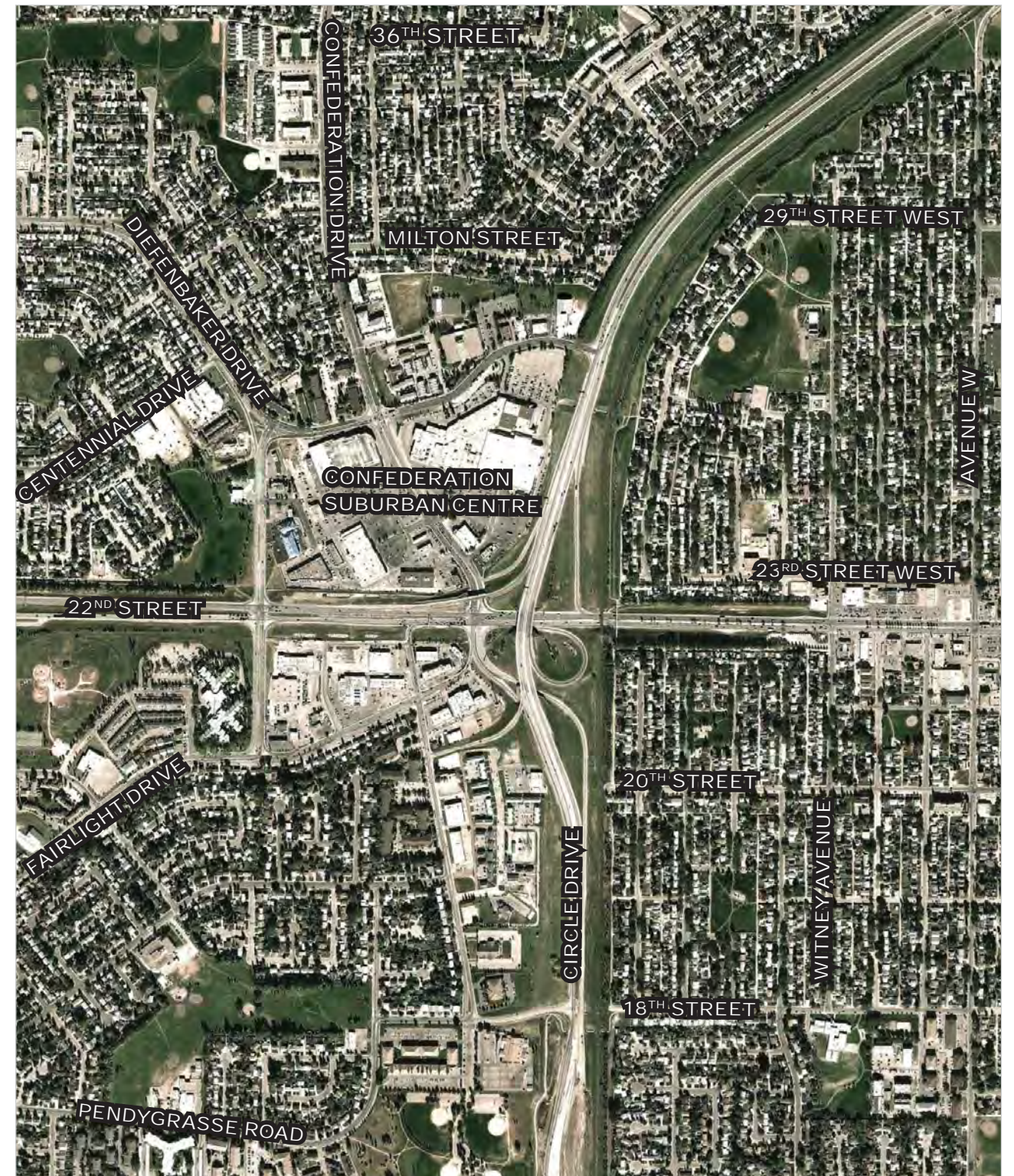


Figure 2.53 - Confederation Suburban Centre Node

## OPPORTUNITIES

- Extend pedestrian/ cyclist routes through the mall site and provide connections to future transit
- Humanize streets by minimizing lane widths, turning radii and spacing between intersections/pedestrian crossings
- Locate a future rapid transit stop to maximize access to existing and future development
- Reduce commercial parking requirements to promote a more compact form of development

## Mobility

**Does the mobility network support transit-oriented development? Are there opportunities to improve it?**

- **Car-oriented:** streets within and adjacent to Confederation Suburban Centre are car-oriented with wide lanes and turning radii to maximize travel speeds
- **Lack of pedestrian connectivity:** streets that are designed primarily for cars and large surface parking lots act as barriers to pedestrian movement
- **Transit:** Rapid transit planned along 22<sup>nd</sup> Street could support transit oriented infill opportunities
- **Cycling:** cycling routes stop short of actually providing access to the Confederation Suburban Centre site

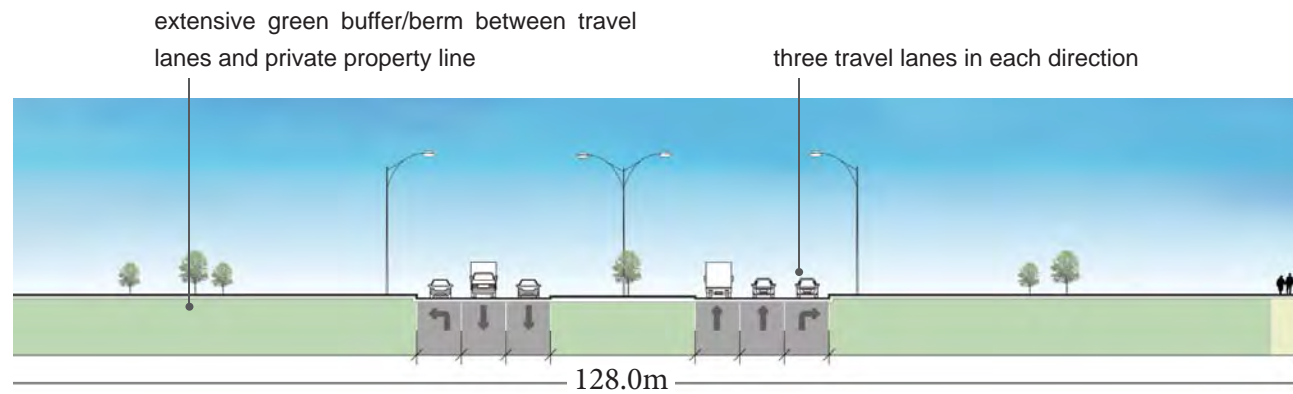


Figure 2.54 - Existing Street Design of 22<sup>nd</sup> Street Adjacent to Confederation Suburban Centre

## Development Feasibility

**Does infill and intensification make economic sense? Can the City improve the viability of infill development?**

- **Retail viability:** while the existing retail appears to be thriving, there is potential to intensify development following public investments in transit infrastructure
- **Surface parking + under-utilized parcels:** an abundance of surface parking provides opportunities for incremental infill, particularly along Confederation Drive
- **Large parcels:** large parcels reduce the need to consolidate properties making infill more feasible
- **Regional connectivity:** the site is a hub between western neighbourhoods and Downtown

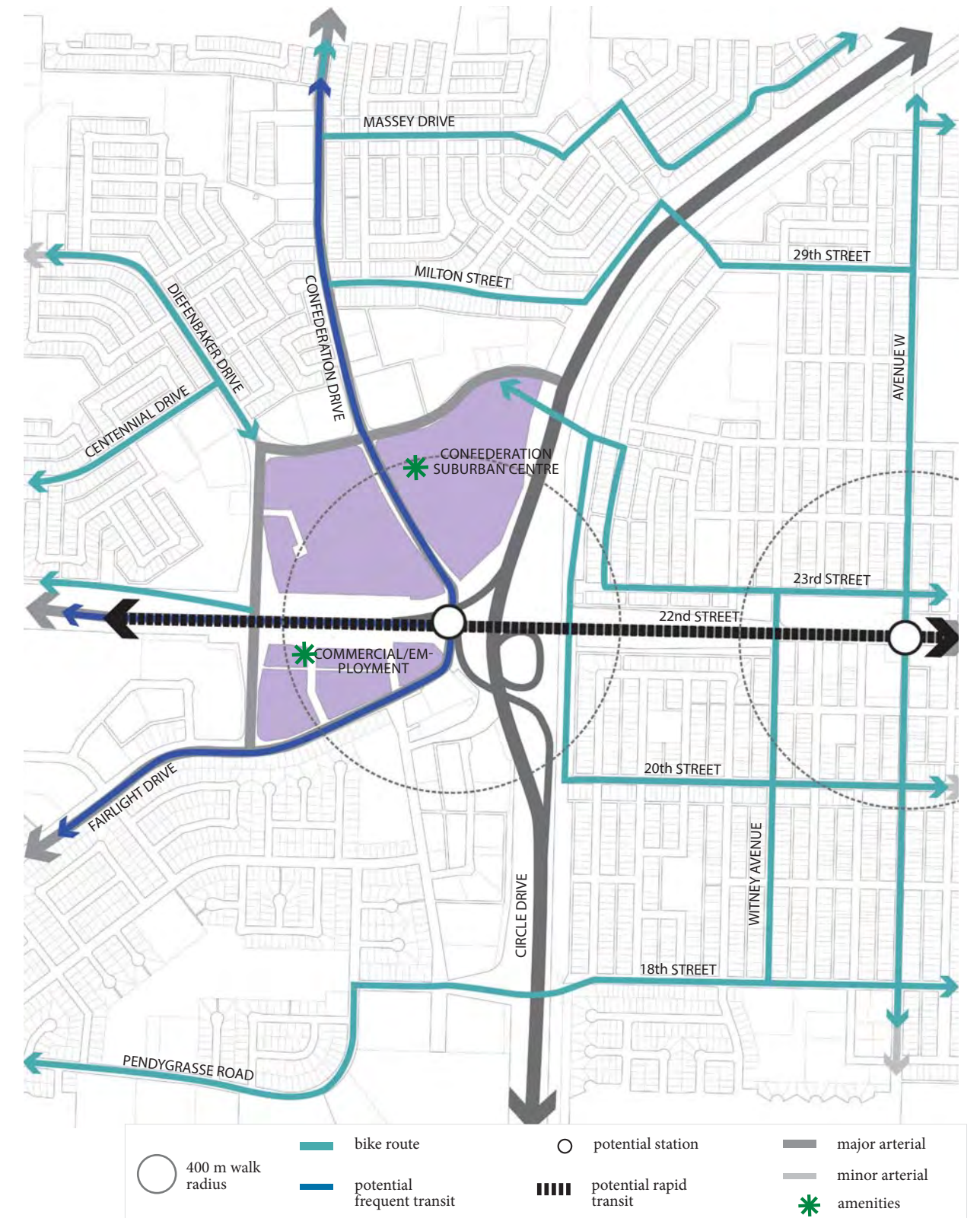


Figure 2.55 - Confederation Suburban Centre Site Analysis

## OPPORTUNITIES

- Provide direct and attractive pedestrian/cyclist connections to green space, amenities and planned rapid transit
- Incorporate parks and open space amenities into new development

## OPPORTUNITIES

- Incorporate best practices in stormwater management into the design and construction of new buildings and landscapes
- Develop priority green streets to connect key parks and open space
- Incorporate street trees into all new streetscape designs

## Livability

*Is this someplace people want to live? Can infill support a more vibrant, unique community?*

- **Adjacent density:** A number of mid-rise apartment buildings adjacent to the mall could benefit from infill development on the mall site and the improved transit service that could be expected with an increase in residential density
- **Retail access:** Existing retail serves adjacent and potential new residents. With redevelopment there could be opportunities to improve currently weak pedestrian connections between adjacent neighbourhoods and local retail services.
- **Access to green space:** There are a number of parks in the vicinity of the mall including Atlantic Park which is directly across the street. Improving pedestrian/cyclist connections to these parks can improve overall character and function
- **Amenities:** Existing retail, office, industrial and institutional uses form a good base which can be enhanced/expanded with new development

## Ecology

*Would new development negatively impact local ecology? Are there ways to improve ecological function?*

- **Greyfield development:** Infill parcels are primarily greyfield sites that currently have little ecological value
- **Urban forest:** Street trees are lacking along most streets within and adjacent to the mall site
- **Flooding:** During high rainfall/snow melt events flooding can be an issue on the mall site and adjacent streets. This will need to be mitigated through design and stormwater management initiatives
- **Opportunity:** Strengthen connection between the mall and adjacent parks with green streets (i.e. streets that prioritize pedestrian circulation and open space) and trails and explore opportunities for pocket parks to be incorporated into larger scale development within the mall site

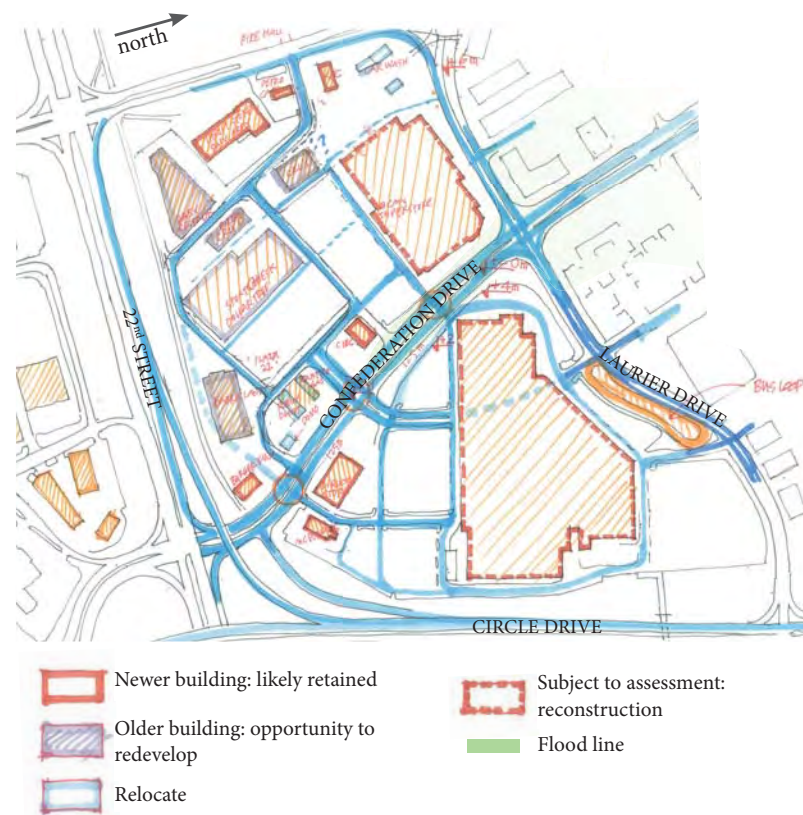


Figure 2.56 - Confederation Suburban Centre Site Analysis

## Infill Potential

### EXISTING BUILDING STOCK ASSESSMENT

A number of newer buildings on the mall site will likely remain for the foreseeable future but some could be expected to redevelop over the short to medium term.



### INCREMENTAL REDEVELOPMENT

There are opportunities to intensify uses along Confederation Drive and therefore create a more compact, attractive 'retail high street'



Mall sites across North America are redeveloping as the existing buildings age and property values increase. Over the longer term it is possible that development pressure will make infill on the Confederation Suburban Centre site more feasible. This could result in an estimated 3,280 - 5,580 dwelling units and up to 120,400 m<sup>2</sup> of commercial space.



	FAR	Com. m <sup>2</sup>	DU
Existing (Built)	0.32	92,000	-
Max (Existing Zoning)	0.5	141,800	-
Medium (New Zoning)	1.25	92,000	3,280
High (New Zoning)	2.0	120,400	5,580

Table 2.08 - Confederation Suburban Centre Infill Potential

### Principles for Redevelopment of Existing Mall Sites

The following principles should guide the retrofit of existing mall sites to ensure they support transit use, walkability and vibrant communities.

#### 1. STRENGTHEN / ENHANCE RETAIL

Look for opportunities to create a high quality shopping experience by creating a unique sense of place that is attractive to pedestrians

#### 2. CREATE STRONG CONNECTIONS

Create strong multi-modal connections within the mall site as well as to surrounding residential areas and planned transit. Look for opportunities to locate retail on or close to these routes

#### 3. REDUCE SURFACE PARKING

Reduce parking demand and look for opportunities to implement parking solutions that minimize the negative impact of large surface parking areas

#### 4. FRIENDLY FACES TO THE STREET

Ensure new development presents a friendly face to the street by providing parking and servicing to the rear and by orienting main entrances towards main pedestrian circulation routes

#### 5. EFFICIENT LAND USE

Ensure that roadways are designed to maximize developable parcels (e.g. establish new grid network through Suburban Centre) and balance space dedicated to cars, bicycles, pedestrians and transit

## Holmwood Suburban Centre

While the corridor assessments mainly focus on major infill opportunities along existing major corridors, the Holmwood Suburban Centre stands out as an opportunity to reimagine a future suburban centre that will take shape in a greenfield context. Within Holmwood, there is a significant opportunity in the short to medium term to facilitate the development of Transit Oriented Development in a greenfield context – this approach would mean orienting brand new development meaningfully around future rapid transit.

In this case, since the opportunity exists within a greenfield context, a site assessment was not completed in a similar fashion to the other corridor assessments. However, the following guidelines provide a high level framework for the future development of the Holmwood Suburban Centre. These guidelines could also be applied to other future greenfield transit oriented developments within the city.

- **Make Transit the Heart of the Community:** Focus pedestrian-oriented commercial and employment uses supported by mid- to high-density residential along the transit corridor
- **Create a Highly Permeable Street Network:** Provide an interconnected network of streets and pathways to ensure easy access to transit. Avoid block lengths longer than 160 metres.
- **Design Streets for All Users:** Minimize curb to curb widths, reduce turning radii at intersections, and extend the pedestrian realm (minimum of 4 metres including street tree boulevard).
- **Present a Friendly Face to the Street, Even Arterials!:** Minimize building setbacks to no more than 4 metres and ensure main entrances are oriented towards the street rather than parking areas.

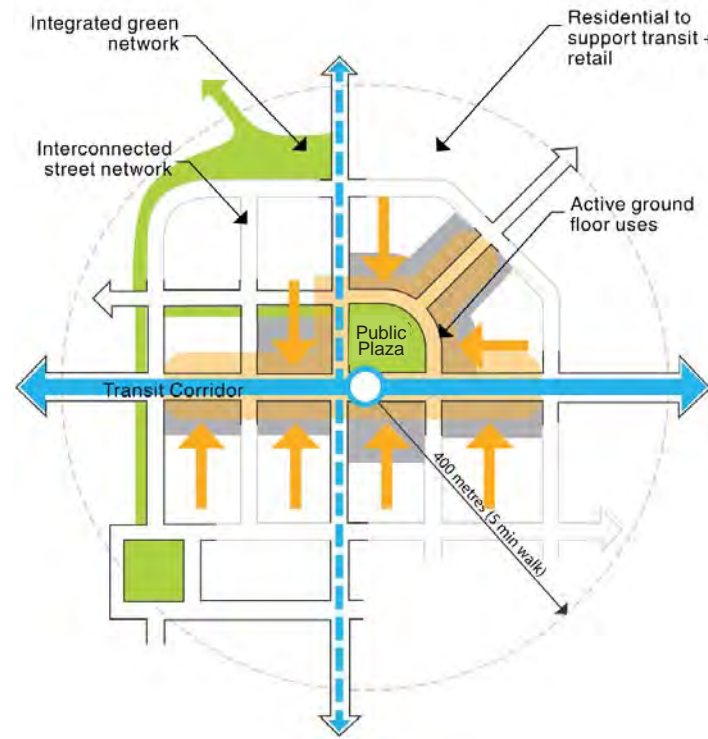


Figure 2.57 - Suburban Centres

## 2.5.2 Summary of Corridor Growth Potential

Based on the detailed corridor assessment, **Figure 2.57** highlights those areas identified as being the most suitable for infill growth near major corridors. These areas were determined as having the highest suitability for infill development based on the assessment criteria (i.e. mobility, development feasibility, livability, and ecology). The identified areas have the greatest immediate potential for infill redevelopment that will both be supported by the provision of rapid and frequent transit, and reinforce the viability of a high frequency transit service.

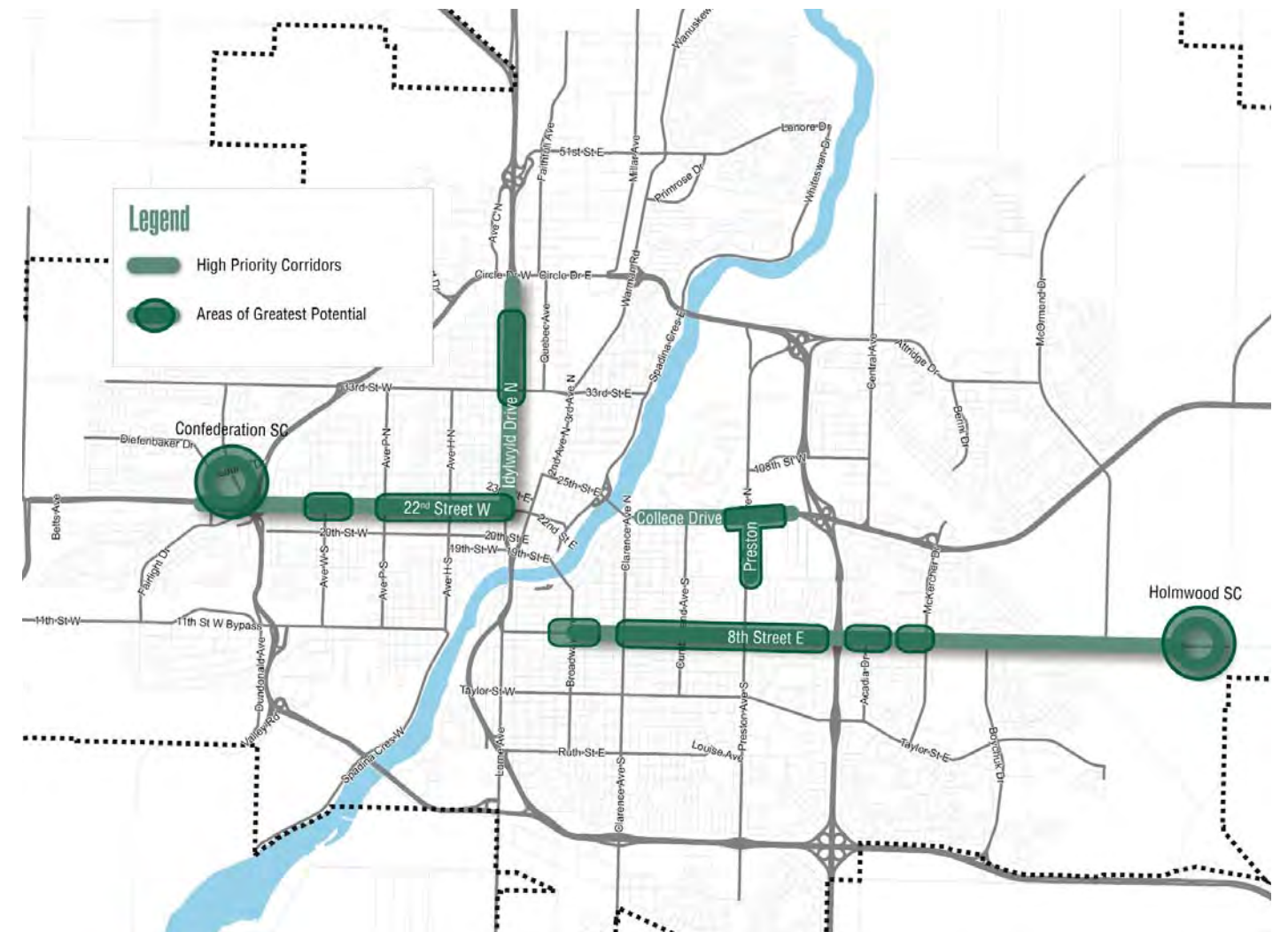


Figure 2.57 - Areas Most Suitable for Redevelopment on High Priority Corridors

Although Corridor Area Plans will be needed to work with land owners and area stakeholders to determine the most appropriate redevelopment potential, **Table 2.09** below summarizes the scale of potential growth described for each of the high priority corridors. As indicated, Corridor Growth has the potential to accommodate approximately 11,000 dwelling units (about 20,000 people) in a medium density scenario, or approximately 22,000 dwelling units (about 40,000 people) in a high density scenario. Along with this population growth there will also be new opportunities for retail, office, and institutional development, particularly near transit stations. As indicated, the additional non-residential development on all corridors may range anywhere from approximately 367,500 square metres in the medium density scenario to almost 498,000 square metres in the high density scenario.

These growth projections are for the high priority infill corridors within the existing urban area only, and they do not include projected growth in Holmwood Suburban Centre, which offers the potential for a suburban transit oriented development. These projections also do not include potential additional Corridor Growth on the medium and low priority corridors reviewed in Section 2.4.2 of this Technical Report. While some infill growth may occur on these corridors, as indicated above, it is anticipated that the majority of Corridor Growth will follow transit and occur on the high priority infill corridors that were reviewed in the detailed assessments.

	EXISTING INFILL		MEDIUM DENSITY INFILL		HIGHER DENSITY INFILL	
	COM. (m <sup>2</sup> )	DU	COM. (m <sup>2</sup> )	DU	COM. (m <sup>2</sup> )	DU
1. 22 <sup>nd</sup> Street	42,860	110	43,840	1,640	52,610	3,475
2. 8 <sup>th</sup> Street	205,120	35	224,320	5,350	316,830	11,910
3. College Drive	0*	0*	0*	0*	0*	0*
4. Idylwyld Drive	1,120	-	7,250	570	7,750	1,215
5. Confederation	92,000	-	92,000	3,280	120,400	5,580
<b>TOTAL</b>	<b>341,100</b>	<b>145</b>	<b>367,410</b>	<b>10,840</b>	<b>497,590</b>	<b>22,180</b>

\* Infill along College Drive is included in the Strategic Infill Area calculations

Table 2.09 - Potential Development Yields for Corridor Growth

### 2.5.3 Key Considerations and Recommendations

#### Servicing Feasibility

To complement the long-term plan for Corridor Growth, the City of Saskatoon has undertaken preliminary servicing feasibility assessments for some of the high priority corridors that could see redevelopment in conjunction with the east-west rapid transit corridor. Preliminary servicing feasibility assessments were undertaken for:

- 22<sup>nd</sup> Street;
- 8<sup>th</sup> Street;
- College Drive; and,
- Confederation Suburban Centre.

These servicing feasibility assessments reviewed the water distribution network, the sanitary sewer network, and the stormwater management system. In general, various infrastructure replacement and capacity upgrades would be required to accommodate the extent of development potential identified in the detailed corridor assessments. Nevertheless, with further planning, these infrastructure upgrades are not expected to be a significant constraint to redevelopment. More detailed infrastructure plans will need to be developed in conjunction with specific Corridor Area Plans in the future.

#### Economic Feasibility

The detailed corridor assessments were informed by a high-level economic analysis to provide input into the possibilities for redevelopment along major corridors. The analysis acknowledged that in markets such as Saskatoon with relatively low land costs and high construction costs, it can be challenging to create favourable conditions for redevelopment in mature areas. Therefore, the focus for infill development is typically large properties which have vacant space, such as shopping centres (e.g. Confederation Suburban Centre), University of Saskatchewan lands close to College Drive, and other underdeveloped sites along major corridors, such as retail shopping plazas and car dealerships.

The economic analysis was used to provide input into the redevelopment potential (i.e. target floor space ratios) provided for each of the areas included in the detailed corridor assessments. In general, the analysis suggests targeting floor space ratios of 1.5 to 3.0 on large sites immediately adjacent to future transit stations, and lower average floor space ratios of about 0.75 to 1.25 on sites further away from transit stations. Corridor specific conditions are illustrated in the detailed corridor assessments. More detailed market analysis will be required in conjunction with individual corridor area plans, in order to confirm the floor space ratios that are proposed in this report.

Within the short term, redevelopment within the existing urban area can be expected primarily in the most desirable areas, which combine proximity to employment, retail uses, transit, the University of Saskatchewan, the river, and other amenities. While the city's Strategic Infill areas stand out as the most attractive initial opportunities for significant redevelopment activity, investment in rapid transit will assist in creating the market conditions for redevelopment along the city's major corridors. For each of the infill corridors assessed in detail in section 2.5.1, a brief general commentary on the market conditions is provided below.

- **22<sup>nd</sup> Street** – The corridor has numerous vacant and underutilized parcels that represent significant opportunities for infill. Redevelopment activity can be expected at station areas and closer to the Downtown. This corridor offers the potential to be a major focus of redevelopment due to the presence of two anchors (i.e. Confederation Suburban Centre to the west and Downtown to the east) and the availability of larger sites.
- **8<sup>th</sup> Street** – Along this corridor, thriving commercial developments may be more difficult to redevelop in the short term. However, the many large parcels reduce the need for consolidation. Infill development will be possible on underutilized parcels with a focus on major intersections and future transit stations.
- **College Drive** – Along this corridor, large vacant sites provide a significant short-term opportunity for new masterplanned, mixed-use communities. Proximity to the University, the Downtown, and future rapid transit provide significant opportunities for higher density developments within a 400 to 500 metre radius of rapid transit stations.
- **Idylwyld Drive North** – This corridor offers proximity to the Downtown and Saskatchewan Polytechnic, but portions of the corridor with smaller parcels have more limited immediate redevelopment potential due to the need for property consolidation. Where there are larger parcels and underutilized sites, redevelopment potential will be longer term.
- **Confederation Suburban Centre** – This Suburban Centre has significant redevelopment potential as sites are currently underutilized. Nevertheless, significant redevelopment of a site such as this one typically only occurs after rapid transit has been implemented. Following rapid transit implementation, Confederation Suburban Centre could potentially support the highest densities outside of Downtown Saskatoon.

To attract Corridor Growth, the importance of attractive rapid transit cannot be understated. In general, initial redevelopment opportunities will typically be focused within one block of transit station areas. Exceptions are large-scale sites such as those sites along College Drive and at Confederation Suburban Centre.

In most cases, residential uses are the greatest beneficiary of rapid transit services. As a result, it is expected that the vast majority of Corridor Growth will be residential. Retail development is possible in close proximity to station areas and at prominent corners, and likely limited to grade level.

It is important to note that for redevelopment to occur, land values need to be high enough to justify the cost of site assembly and demolition compared to development on new lands. If relatively inexpensive, new land at the outskirts continues to come available at a rapid pace, it may be difficult to realize the market conditions for redevelopment activity. Nevertheless, in the longer term, as the city invests in rapid transit, developers will follow transit. An attractive, efficient transit system has the ability to shape and focus density on the city's main corridors. In the long term, transit investment is critical for Corridor Growth. The areas that will increase in value the most are expected to be:

- station areas at key intersections in close proximity to the Downtown; and,
- large future development sites which are themselves destinations, such as the Confederation Suburban Centre.

As such, the long-term potential for Corridor Growth is inextricably linked with the City's future investment in rapid transit.

### Linkage to Rapid Transit Investment

As outlined further in Section 3 of this Technical Report, the Transit Plan calls for the establishment of an east-west Bus Rapid Transit corridor extending from a future Holmwood Suburban Centre in the east to Blairmore Suburban Centre in the west. Routing will include segments along 8<sup>th</sup> Street, Preston Avenue, College Drive, segments through Downtown Saskatoon, and a segment along 22<sup>nd</sup> Street. In addition, Bus Rapid Transit will be provided to the University Heights Suburban Centre. This routing is illustrated in **Figure 2.58**.



Figure 2.58 - Saskatoon's Proposed Red Line BRT

As indicated, Bus Rapid Transit will be implemented in phases, with initial phases linking the University of Saskatchewan to Downtown, with a subsequent phase focused on the 22<sup>nd</sup> Street corridor prior to completing the corridor. Given the ability of rapid transit investment to reinforce the urban structure and act as a catalyst for Corridor Growth, plans for Corridor Growth will generally coincide with the planned investment in rapid transit.

### Recommended High Priority Focus Areas

Consistent with the Transit Plan, Corridor Growth will occur in a phased manner to generally coincide with the establishment of the city's rapid transit network. As shown in **Figure 2.59 (Page 48)**, the short term priorities for Corridor Growth include:

- 22<sup>nd</sup> Street West;
- University of Saskatchewan; and,
- Holmwood Suburban Centre

Although Holmwood Suburban Centre is identified in the Transit Plan as being included in longer term phases of bus rapid transit investment, it is noted as a short term priority for detailed planning as there is an immediate opportunity to establish plans for a suburban transit oriented development in this context.

In the medium to longer term, as transit investment occurs, Corridor Growth will become a priority in additional areas, including:

- Confederation Suburban Centre;
- 8<sup>th</sup> Street; and,
- Idylwyld Drive.

The recommended approach to planning for this Corridor Growth is identified in further detail in Section 2.6 – Implementing the Plan.

### 2.5.4 Long Term Impact on City Growth Framework

As indicated in the detailed corridor assessments, there is long term Corridor Growth potential for approximately 11,000 dwelling units in the medium density infill scenario and approximately 22,000 dwelling units in the high density infill scenario. While Corridor Growth will be primarily residential, there will also be supporting retail, office, and institutional development, particularly near station areas. It is anticipated that the city’s Corridor Growth will complement planned growth in Strategic Infill and Neighbourhood Infill areas, providing for infill development that will be critical in shaping sustainable growth in Saskatoon. This Corridor Growth is vital to establish new choices for living and carrying out day-to-day activities in well-connected urban villages, and to reinforce the establishment of an efficient, frequent transit system for Saskatoon. In short, Corridor Growth is vital to support the City’s other plans for Strategic Growth and Neighbourhood Infill growth and to balance outward growth in New Suburban Areas with upward growth within the existing urban area.

The medium density scenario (with potential for approximately 11,000 dwelling units) is most aligned with current market conditions, as it is expected that significant investment in transit will need to occur as a precondition to higher density Corridor Growth. As well, it is expected that much of the city’s near-term infill growth will occur in Strategic Infill areas prior to there being increased demand for residential development along major corridors outside of the city’s core areas. Therefore, the high density scenario (with potential for approximately 22,000 dwelling units) reflects a more ambitious long term target.

Within the city’s 500,000 population horizon, achievement of the high density scenario for Corridor Growth will require significant interventions. Examples of such interventions include

- the provision of attractive, high-frequency transit along the identified major corridors;
- establishment of a fixed urban growth boundary and phasing of greenfield development to ensure that multiple development fronts are not competing with planned infill development; and,
- incentives for redevelopment (e.g. revitalization property tax exemptions, lower off-site levies for urban infill).

As the city’s rapid transit system evolves and as Strategic Infill areas develop, long-term demand for Corridor Growth will increase, and development at the levels outlined in the high density scenario will become more possible. As indicated previously, the importance of attractive transit cannot be understated as a precondition to the attraction of Corridor Growth. Therefore, in the short to medium term, the corridors expected to realize

transit investment should be prioritized for Corridor Growth. In the longer term, additional corridors (including medium and low priority corridors identified in Section 2.4.2 of this Technical Report) can also be considered for infill growth, particularly as demand builds and redevelopment becomes possible.

Based on the City’s current growth plans (i.e. New Suburban Neighbourhoods, Strategic Infill and Neighbourhood Infill, but no Corridor Growth), it is expected that approximately 65 percent of new growth to a 500,000 population horizon will be in New Suburban Neighbourhoods. Because of the plans for Strategic Infill and Neighbourhood Infill, this percentage of new suburban growth already represents a shift in direction. In recent years, approximately 80 percent of growth has been in a greenfield development context and 20 percent of growth has been in an infill context<sup>1</sup>.

With the addition of Corridor Growth, there is an opportunity to continue balancing outward growth with upward growth, and to achieve a greater share of infill development throughout the city. In the medium density scenario for Corridor Growth (approximately 11,000 new dwelling units), it is projected that Corridor Growth could represent 8 percent of total growth in the city, with the proportion of growth in New Suburban Areas reducing from 65 percent to 57 percent. In the high density scenario for Corridor Growth, it is projected that Corridor Growth could represent 15 percent of total growth in the city, with the proportion of growth in New Suburban Areas further reducing to approximately 50 percent. This high density scenario represents the aspirational target for the 500,000 population horizon, and it is based on significant investment in transit in relationship to the projected Corridor Growth.

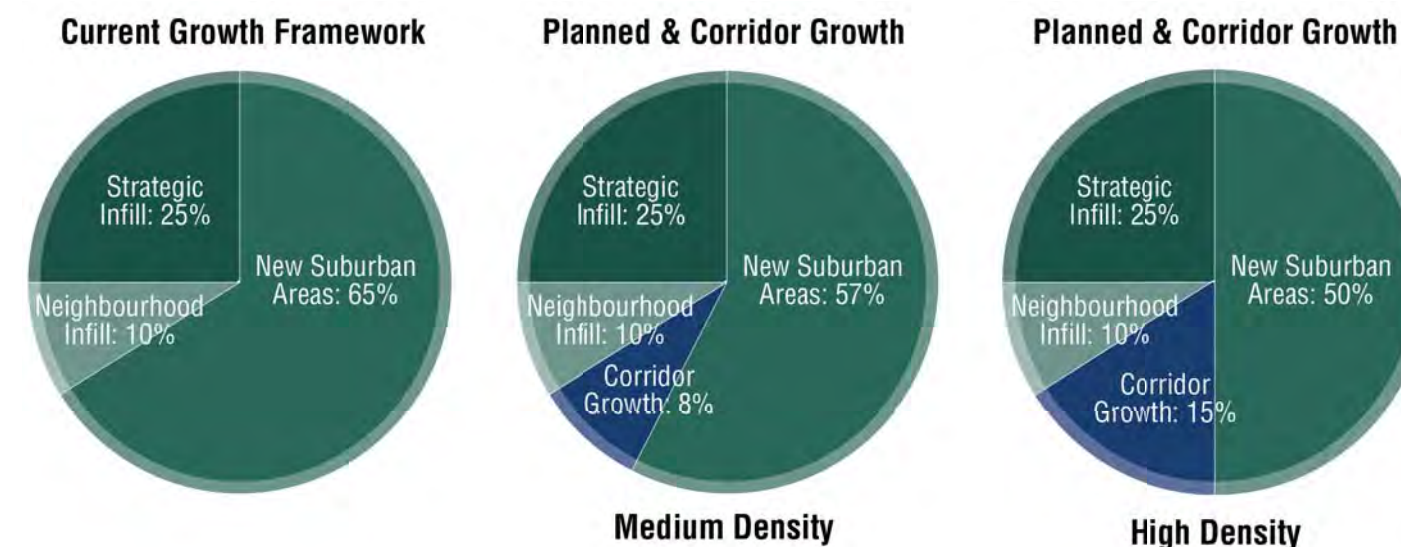


Figure 2.59 - Current Growth Framework vs Priority Growth Corridors

<sup>1</sup> Notwithstanding, the percentage of infill vs. greenfield development activity has fluctuated in recent years, with infill development reaching as high as 30 percent of new dwelling unit growth in the peak years for infill growth.



## 2.6 Implementing the Plan

The long term plan for Corridor Growth is about creating thriving major streets with a greater scale of development, density of development, mixture of land uses, and a positive environment for walking, cycling, and transit uses. Plans for Corridor Growth are inextricably linked with the provision of attractive, frequent transit, and the phasing of plans for Corridor Growth will generally follow the phasing of investment in rapid transit, as identified in Section 3 of this Technical Report. To implement plans for Corridor Growth, a variety of tools will be used, as described below.

- **Corridor Area Plans** will need to be prepared to further define future land use plans along major corridors. A key goal of Corridor Area Plans is to provide for redevelopment that reinforces the provision of attractive, frequent transit along the city’s major corridors. The Corridor Area Planning process is laid out in detail in the Corridor Area Planning Process Guide.
- **Transit Oriented Development (TOD) Design Guidelines** have been prepared to establish the framework for development in proximity to future rapid transit stations. These guidelines provide a range of development typologies for different conditions. The guidelines will be utilized and refined through the Corridor Area Planning process.
- A **Complete Streets Policy and Design Guide** will be prepared to provide direction to accommodate all anticipated users of public right of way. It will also direct planners and engineers to work with the community and developers to ensure that land uses are integrated and contribute toward a people-oriented street environment.
- **Policy and Regulatory Changes**, such as changes to the City’s Official Community Plan and Zoning Bylaw, will be required to implement the directions contained in this Growth Plan.

### 2.6.1 Corridor Area Planning

While the **Growth Plan** provides the overall framework for Corridor Growth, corridor area will be prepared to further define future land use plans along major corridors. The corridor area planning process provides the city, property owners, residents, businesses and other stakeholders (e.g. community groups) with an opportunity to consider and facilitate changes along major corridors, while also ensuring that any changes are sensitive to the overall community character. It is anticipated that initial corridor area plans will focus on areas experiencing investment in rapid transit and demonstrating characteristics conducive to significant redevelopment. Subsequent corridor area plans will also include other key corridors, such as those corridors with frequent (as opposed to rapid) transit, and those corridors that also demonstrate potential for redevelopment. For those corridors assessed in Section 2.5.1, corridor areas plans should incorporate the key opportunities identified in this Technical Report.

As part of the **Growth Plan**, the **Corridor Area Planning Process Guide** was prepared to provide City of Saskatoon staff and Council with a road map for the completion of plans to accommodate Corridor Growth. The Guide outlines priority areas for corridor area plans, and clarifies the goals for corridor area plans. The Guide also details services required to complete corridor area plans the potential scope of work, and a typical planning process. The intent is that the contents of the Corridor Area Process Guide can be adapted by the city to establish the terms of reference for the completion of individual corridor area plans.

### Key Corridor Areas

Based on the guiding principles and the analysis undertaken as part of the Growth Plan, key plan areas were identified, as illustrated in **Figure 2.60 (following page)**. As shown, corridor area plans are organized into short term, medium term, and long term plan areas. Areas of focus or areas with the greatest redevelopment potential in the short term, have been identified within each study area based on preliminary development analysis. These areas are flexible in nature and serve as a starting point from which to consider the timing and extent of appropriate redevelopment.

Short-term, medium-term, and long-term plan areas are summarized in the following table.

SHORT-TERM CORRIDOR AREA PLANS	EXTENT
22 <sup>nd</sup> Street West	22 <sup>nd</sup> Street West from Idylwyld Drive to Circle Drive
University of Saskatchewan*	College Drive from Clarence Avenue to Circle Drive, and Preston Avenue North from College Drive to 14 <sup>th</sup> Street East
Holmwood Suburban Centre	Holmwood Suburban Centre (study area to be determined)
3 <sup>rd</sup> Avenue**	22 <sup>nd</sup> Street to 25 <sup>th</sup> Street

\* Note: Secondary plan to be completed as collaboration between City and University of Saskatchewan

\*\* Note: Streetscape enhancements along 3<sup>rd</sup> Avenue will implement City Centre Plan direction and will take place in conjunction with rapid transit improvements.

MEDIUM-TERM CORRIDOR AREA PLANS	EXTENT
Confederation Suburban Centre	Confederation Suburban Centre
8 <sup>th</sup> Street East	Preston Avenue to Mc Kercher Drive

LONG-TERM CORRIDOR AREA PLANS	EXTENT
Idylwyld Drive North*	22 <sup>nd</sup> Street West to Circle Drive
8 <sup>th</sup> Street West	Broadway Avenue to Preston Avenue

\* Note: Secondary plan to build off of North Downtown Plan, which articulates plan for east side of Idylwyld Drive N from 33<sup>rd</sup> Street E to 23<sup>rd</sup> Street E.

Table 2.10 - Short, Medium and Long-term Corridor Area Plans

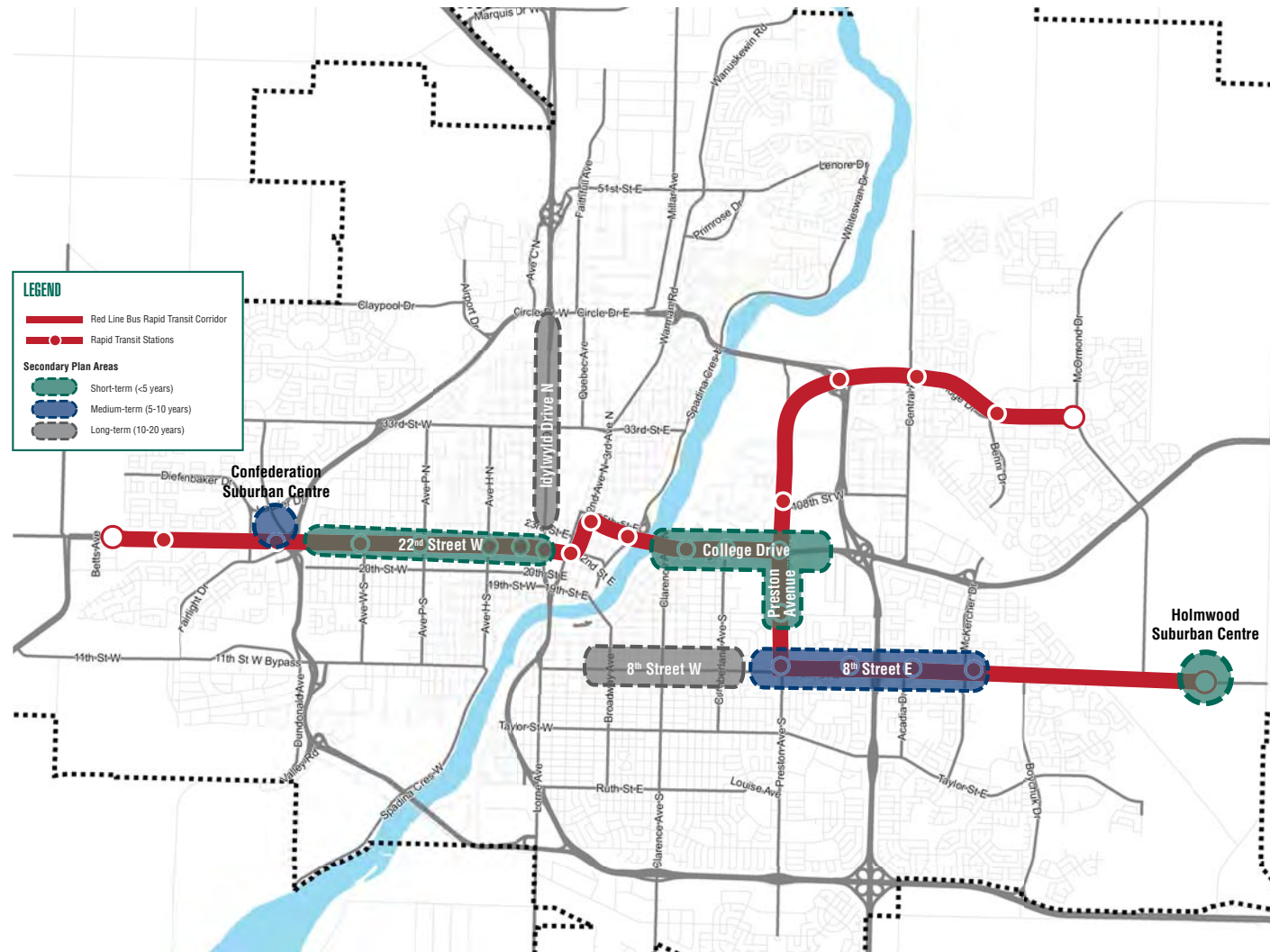


Figure 2.60 - Short, Medium and Long-term Corridor Plan Areas

### The Planning Process

Within Corridor Area Plans, a five step process will be used to examine redevelopment possibilities and develop feasible land use plans for each of the priority areas. This process is illustrated in **Figure 2.61** and described in further detail in the **Corridor Area Planning Process Guide**.



Figure 2.61 - Corridor Area Plan Process



Public Engagement Session, Source: Urban Systems Ltd.

### Community Engagement

Local residents, community associations, businesses, property owners, and other neighbourhood groups will be consulted with at every step of the planning process. Engagement can assist in confirming plan area characteristics, identifying opportunities and constraints, crafting a vision for future land use, developing land use concepts, and confirming a preferred land use plan. Ongoing communications are required to provide updates on the planning process and to keep the public informed about engagement opportunities. Engagement may include a variety of tools, such as design charrettes, workshops, open houses, online surveys, project websites, use of social media, and informal engagement.

## 2.6.2 Transit Oriented Development Design Guidelines

Beyond accommodating more sustainable growth patterns, the principle goal for Corridor Growth is to transform several major corridors in the city and encourage land use patterns that create vibrant places and attract people. This approach means transforming the street environment as well as the scale of development, density of development, and mixture of land uses. This approach also means carefully designing new developments to create quality environments that are conducive to transit, walkers and cycling.

Transit-oriented land use patterns will serve as the foundation to achieve the goals and objectives for Corridor Growth. As part of the **Growth Plan, Transit Oriented Development (TOD) Design Guidelines** were developed to shape land use change and corridor treatments along priority corridors. These guidelines will be confirmed and refined as part of each Corridor Plan. As outlined in the Guide, the fundamental ingredients shaping the success of Corridor Growth include:

- **Street Design for All Users.** Streets should be designed for users of a variety of modes of transportation, as well as provide a universally accessible and friendly environment for pedestrians. Transit stations will be well-connected, visible and accessible, and designed to have minimal impact on traffic flow.



Photo: City of Saskatoon

- **Compact Mixed Use.** Encouraging compact, mixed-use development around rapid transit is key for establishing a robust and well-used transportation system. A mixture of commercial, residential, office and civic uses along rapid-transit corridors will create vibrant and well connected communities. Providing amenities, employment and activities around transit stops will create liveable centres and ensure use throughout the day.



Photo: Perkins+Will

- **Fine Grained Neighbourhood Structure.** A key to having a walkable neighbourhood is ensuring a fine grained block structure. Activating laneways and encouraging mid-block connections for blocks with larger lengths are some ways to achieve this fine grained structure. By allowing people more ways to reach their destination, a richer urban fabric is created with more opportunities for development to tie in to the transit network. It also provides route choice for users and an easy to understand and intuitive street network.



Photo: City of Saskatoon

- **Pedestrian Friendly Buildings.** New development should never turn its back on the street. Buildings that engage with pedestrians and enhance the streetscape are an important element of successful transit-oriented development. Active ground floor uses are critical in creating a vibrant street environment. Establishing guidelines for setbacks, weather protection, glazing ratios and openings will help to create an attractive and welcoming environment for pedestrians, cyclists and drivers alike.



Photo: SitePhocus

- **Enhanced Public Realm.** Transit-Oriented Development sites provide a perfect opportunity for enhancing the public realm, which supports higher densities and private development. Small measures, such as well-designed landscaping, lighting and street furniture can dramatically enhance the public realm. Taking advantage of under-utilized spaces to create small plazas, pocket parks or gathering areas will increase the attractiveness of the streetscape. Successful public realm design will facilitate access to transit and also takes transit stops and shelters into consideration.



Photo: City of Saskatoon

- **Balanced Approach to Parking.** Ensuring parking demand and supply are balanced in a reasonable manner is another crucial aspect to successful transit oriented development. Whenever possible, surface parking will be avoided in favour of tuck-under, structured or below grade parking. Parking should also be shielded from the street and pedestrian areas. This shielding can be accomplished through planting, architectural screening or other methods.



Photo: Unknown

Building on these ingredients for success, the **TOD Design Guidelines** include guidance on general building parameters for transit oriented development, addressing the following topics:

- Connectivity;
- Street Definition;
- Height and Massing;
- Active Frontages;
- Sustainability;
- Public Realm;
- Safety and Security;
- Parking and Access; and,
- Design for Suburban Centres.

Further, the **TOD Design Guidelines** provide a range of Transit Oriented Development typologies for a range of conditions applicable along the city’s major corridors. These conditions include:

- High Density Employment areas;
- High Density Mixed Use areas;
- High Density Residential areas;
- Medium Density Residential areas; and,
- Commercial Retrofit areas.

Development typologies for these conditions can be applied as part of the Corridor Area Planning process along key areas being considered for Corridor Growth.

### 2.6.3 Complete Streets

Traditionally, and still today, roadways in most North American communities are conservatively designed for the largest users of the road – the car and truck – and for higher than posted speeds. This practice of conservative designs has inadvertently created an urban street environment that favours cars over other users of the road such as pedestrians, cyclists, and transit users. The practice has also made for less people-oriented street design as the environments are not comfortable places for people and it is difficult for adjacent development to be close to the street.

Saskatoon has a range of experiences with urban streets. In some areas, there is a grid system and the design supports mobility for all modes and abilities of people in the community. At the same time, in other areas, there is less redundancy in the network and/or streets have been designed to minimize delays for large volumes of traffic travelling at high speeds. As such, streets are designed for vehicles and are less inviting and accommodating for pedestrians, cyclists, and transit.

As part of the Growth Plan, the City developed an early vision and principles for complete streets in Saskatoon. Building on these principles, a Complete Streets Policy and Design Guide will be developed to provide a blueprint for designing, building (retrofitting), operating, and maintaining complete streets.

### What is a Complete Street?

Complete Streets are streets for everyone. They are designed to enable safe access for all users. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street. In conjunction with land use, they help build strong, livable and vibrant communities.

Complete streets are also unique, and so are the guides for each community. Saskatoon is no exception, and has its own challenges and opportunities. For Saskatoon, complete streets should be designed to:

- **Enhance safety for all modes.** Appropriate facilities designed as separated or shared space enhance the safety and comfort of everyone. For vulnerable users such as pedestrians and cyclists, addressing perceived and real safety will serve to not only reduce serious collisions, but will ultimately increase mode share for these sustainable modes



Photo: Nelson Nygaard

- **Expands transportation choice.** Visibility of attractive and comfortable pedestrian, cycling and transit facilities will serve to create greater awareness of transportation choices that are available in Saskatoon. In turn, increased use of these facilities will also motivate people to consider options that can contribute toward personal and community goals



Photo: Unknown

- **Support universal accessibility.** Everyone is a pedestrian during part or all of their journey. As such, the design of sidewalks, crossings and connections with private properties can create barriers for people with physical and/or cognitive disabilities. Universal accessibility is essential to support not only people with mobility challenges, but will make public space comfortable for everyone.



Photo: Nelson Nygaard

- **Enhance economic development prospects.** Complete streets are complementary to the surrounding land uses. They serve not only to provide space for people to move around within and between communities, they also serve to provide access for people to live, work, shop and play. They can also support the development and creation of a vibrant public realm. The provision of complete streets can compliment land uses and support the economic activity by providing an extension of businesses into the street space with patios, parklets or simply with better access. In most communities, commercial property values can be higher in communities where streets are complete.



Photo: NACTO Urban Street Design Guide

- **Develop a sense of place.** Ultimately, many streets in the community should be comfortable and desirable places for people. Rather than simply moving people, complete streets should be designed as comfortable and desirable place to linger, socialize and recreate



Photo: Unknown

**What does a Complete Street NOT do?**

- **Is not focused solely on the automobile.** While there are some streets where the primary function is to move large volumes of traffic – such as for on-ramps to highways – there are often other or even secondary functions that must be considered in the design and configuration of the street system. In particular, where vulnerable users such as pedestrians and cyclists are present, the street design should provide for safe and comfortable facilities to enhance safety for all road users



Photo: City of Saskatoon

- **Is not focused on one street to solve everything and accommodate all modes.** In all communities, the public right-of-way for streets is often limited and even constrained. In other words, it is unlikely that the needs of all modes can be accommodated in exclusive space on one street. Although modes can be designed to share space in many instances, a network of redundant streets is often required to comfortably accommodate the needs of all modes. A grid system of streets promotes a network approach where some streets may serve cars, transit and pedestrians effectively where parallel streets may prioritize pedestrians and cyclists and serve lower volumes of traffic.



Photo: Unknown

- **Are not necessarily a prescriptive design.** In most built areas of Saskatoon, the available space and uses for the existing street network are already established. Rather than look for an off-the-shelf solution or design standard, complete streets are typically created by understanding the constraints and opportunities to yield unique solutions that suit the context based on guidelines or a tool-kit of best practices.

- **Does not require an immediate retrofit to the ultimate solution.** Building new and retrofitting existing streets can be expensive. Beyond the obvious surface works, underground and above-ground utilities and property can dramatically increase the cost for even the smallest road projects. Rather than commit to the full implementation on retrofit projects, a phased approach toward implementing a complete street will allow some of the more critical matters to be dealt with in the short-term and other features to be added over time as resources are available. In this regard, complete streets may be achieved in steps particularly when transforming existing roadways to make it manageable financially. It is important that the community understand that a phased implementation is possible or even likely depending on the project. Phasing a project can also help develop community support early on, letting users experience the change as a low cost trial before full investment into the ultimate solution.



Photo: NACTO Urban Street Design Guide

## Vision for Complete Streets in Saskatoon

The City has developed the following early vision for complete streets that will continue to be refined as plans evolve.

“Saskatoon will plan, design, operate and maintain existing and new streets to effectively support movement for people of all ages and levels of mobility by: providing appropriate facilities that support pedestrians, cyclists, transit vehicles as well as motor vehicles; and, integrating the street environment with existing and future land uses.”

### 2.6.4 Policy and Regulatory Changes

To implement the plans for Corridor Growth, various policy and regulatory changes will be required. These changes include:

#### ■ Amendments to the Official Community Plan

A comprehensive review of the Official Community Plan, the long-term policy plan guiding and directing growth, will be required to ensure consistent policy support for Corridor Growth initiatives and implementation of the Growth Plan. For instance:

- o Section 3.0 (City Form, Structure and Development Phasing) should be amended to acknowledge Corridor Growth and the Corridor Area Planning process that will be used to implement Corridor Growth. The City may also wish to review its development phasing system to ensure that there are suitable short-term urban growth boundaries that will assist in ensuring that outward growth is balanced with upward growth.
- o Section 4.0 to 8.0 (Land Use Designations) should be reviewed to ensure that land use designations along major corridors are appropriate to facilitate the vision articulated in this Growth Plan. For example: a) Suburban Centre designations should encourage the development of vibrant, mixed-use transit-oriented developments; and, b) the arterial commercial designation should be revisited for areas under consideration for Corridor Growth, as the designation is not conducive to the scale of development, density of development, and mix of uses envisioned for these areas. The City may wish to develop a new land use designation for areas being considered for future Corridor Growth, in order to emphasize the vastly different form of development than currently seen along many of Saskatoon’s arterial roads.
- o In Section 14 (Urban Design and Design Review) and elsewhere, the Official Community Plan should reference the new **TOD Design Guidelines**.
- o Either within Section 18.0 (Implementation) or afterwards, a new section should articulate policies for the Corridor Area Planning process.

#### ■ Amendments to the Zoning Bylaw

A comprehensive review of the Zoning Bylaw should be completed to ensure that bylaw supports Corridor Growth as opposed to constraining Corridor Growth. In most areas, Zoning Bylaw amendments will be required to support Corridor Growth. Zoning Bylaw amendments can be confirmed through the Corridor Area Planning Process or even at time of development. In some cases, Direct Control districts will be required for unique developments along the city’s major corridors. However, in advance of the Corridor Area Planning and development processes, the City may wish to start developing new zones that support the development typologies established in the detailed corridor assessments and the **TOD Design Guidelines**. As well, the City should review its parking regulations and consider the possibility of reduced parking standards (including potential maximum requirements) for areas adjacent to rapid transit stations.

#### ■ Amendments to Design Standards for Streets

To support the plans for Corridor Growth, the City will need to review its design standards for streets, including both new streets and existing streets that are being redesigned to accommodate Corridor Growth and frequent transit and rapid transit. In addition, the City will need to further develop and confirm the vision and principles of Complete Streets through public engagement, as well as implement new methods to facilitate the development of complete streets.

## 2.6 Financing Corridor Growth

Growing cities require more municipal services, like attainable housing, libraries and community programs, as well as more infrastructure, like water, transit, active transportation, and parks. Encouraging more sustainable land use patterns and choices for moving around Saskatoon will maximize our financial resources.

Beyond managing demands on the roadway network, growth in the urban area will make use of existing services and infrastructure. As infrastructure in this area is aging, it should be recognized that growth would largely fund expansion of the infrastructure and a small portion of the replacement costs.

Several Corridor Area Plans will be developed with the community over the next 10 years to guide growth along major corridors. Expanded infrastructure and servicing requirements will be identified along with anticipated costs and funding tools associated with corridor redevelopment.

In 2014, the City of Saskatoon commissioned a **Financing Growth Study** as part of the **Growth Plan** to better understand the general impacts of growth, new options for funding growth, and the degree to which growth affects property taxes. Today, Development Levies, funded by developers, account for approximately 90% of growth-related

infrastructure costs in new suburban areas. However, this funding does not cover all costs associated with growth, such as attainable housing, new libraries, police and fire services as well as transit.

Within the established areas of the city, Development Levies and other sources have been used to expand infrastructure. However, the long-term replacement costs of infrastructure within these areas are funded through property taxes as well as through partnerships with other levels of government.

	Planning and Design	Infrastructure and Facilities	Municipal Services
<b>EXISTING SOURCES OF REVENUE</b>			
Development Levies and Local Area Costs		✓	
Property Taxes and Utility Rates	✓	✓	✓
Federal/Provincial Programs	✓	✓	
<b>EXPANDED POTENTIAL REVENUE SOURCES</b>			
Land Value Capture		✓	✓
Land Transfer Taxes		✓	✓

Table 2.11 - Potential Funding Sources Expanded

Growing cities require access to additional funding sources mainly from higher levels of government. With more than 80% of Canadians living in cities, support from provincial and federal governments is important to our success.

**Saskatoon must work with the provincial and federal governments to secure new sources of revenue, including cost sharing programs with senior levels of government as well as legislation to access alternative revenue sources that have been used in other jurisdictions.**

The City will explore funding strategies using existing sources of revenue and consider alternatives, where possible. A funding strategy that considers alternative sources will not only serve to recover new costs, but will incentivize desirable forms of sustainable development that will transform major roadways and create great places for people.

<b>TRANSPORTATION FEES</b>	e.g. Parking surcharges, cash-in-lieu of parking, vehicle registration and tolls.
<b>LAND VALUE CAPTURE</b>	Capture portions of the increased land values adjacent to rapid transit.
<b>LAND REVENUE TAXES</b>	Based on the sale of properties which are also linked to increasing value across the city.
<b>TRANSIT REVENUE PROGRAMS</b>	e.g. Expanded EcoPass for employers, residents & special events.

Table 2.12 - Potential Funding Sources

