

Council Chambers  
City Hall, Saskatoon, Sask.  
Monday, May 30, 2011  
at 6:00 p.m.

## **MINUTES OF THE SPECIAL MEETING OF CITY COUNCIL**

**PRESENT:** His Worship the Mayor, in the Chair;  
Councillors Clark, Heidt, Hill, Loewen, Lorje, Neault,  
Paulsen, and Penner;  
City Manager Totland;  
City Solicitor Dust;  
General Manager, Corporate Services Bilanski;  
General Manager, Community Services Gauthier;  
General Manager, Fire and Protective Services Bentley;  
General Manager, Infrastructure Services Gutek;  
General Manager, Utility Services Jorgenson;  
A/City Clerk Sproule; and  
Council Assistant Mitchener

*Moved by Councillor Penner, Seconded by Councillor Heidt,*

*THAT Council go into Committee of the Whole to consider the reports of the Administration and Committees with His Worship the Mayor in the Chair.*

*CARRIED.*

*Council went into Committee of the Whole with His Worship the Mayor in the Chair.*

*Committee arose.*

*His Worship the Mayor, Chair of the Committee of the Whole, made the following report:*

*THAT while in Committee of the Whole, the following matters were considered and dealt with as stated:*

**“REPORT NO. 9-2011 OF THE EXECUTIVE COMMITTEE**

**1. Capital Project 1786  
River Landing Destination Centre  
Schematic Design  
(File No. CK. 4129-15)**

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- RECOMMENDATION:**
- 1) that the schematic design concept for the Art Gallery of Saskatchewan (AGS) and underground parking be approved, and the Administration proceed to the public input phase of the project; and
  - 2) that the Administration report back to City Council by the end of June, 2011 regarding the capital cost estimate and the funding strategy, including confirmation of the amount of community contribution through the AGS Capital Campaign, as well as operating costs.

The following is a report of the City Manager dated April 21, 2011 regarding the proposed schematic concept design of the new Art Gallery of Saskatchewan.

**“BACKGROUND**

City Council, at its meeting on April 26, 2010, approved the Functional Program Plan for the proposed AGS as a focal point for River Landing, demonstrating Saskatoon’s long-standing commitment to arts and culture. This plan set out the City’s expectations of the program requirements for the gallery to emerge as a new meeting place for all of Saskatoon, serving citizens from every neighbourhood, and attracting people from across the city to share in experiences at the heart of Saskatoon. More specifically, details on the Functional Program Plan are contained in Capital Project 1786 - River Landing Destination Centre and include the following amenities:

- lobby to the gallery and atrium;
- public gathering place and destination for River Landing visitors;
- reception area;
- public washrooms;
- gift shop;
- café/bakery;
- catering support;
- community studio;
- activity and multi-purpose rooms;
- permanent and temporary collection galleries;
- exhibit support;
- collection and preparation space;

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- administration and operation support;
- underground parking; and,
- an expansion (shell only) to the existing Rемаi Arts Centre (to be funded by Persephone Theatre).

During the development of the Functional Program Plan, the Administration was asked to consider the likely future demands of a growing city on the gallery and:

- explore additional shell space that the gallery could “grow into” as required in the future, reducing the need for costly additional adhoc expansion projects; and,
- maximize underground parking.

City Council, at its meeting on August 18, 2010, authorized the Administration to change the program scope for the AGS to include approximately 800m<sup>2</sup> of additional floor space for future gallery expansion (shell only), and a second level of underground parking. An expenditure of \$210,000 for the future gallery expansion shell space, and \$300,000 for a second level of underground parking was approved for design and funding from the Major Recreational and Cultural Facilities Borrowing Plan.

City Council, at a December 2010 meeting, approved the 2011 Capital Project 1786 at a cost of \$67.321M (building \$56.531M and parking \$10.79M).

### **REPORT**

The Art Gallery of Saskatchewan is now progressing from concept to reality with the completion of the proposed schematic concept design of a new Saskatoon landmark (Attachment 1).

In 2010, the City of Saskatoon engaged the architectural services of Smith Carter Architects and Engineers and Kuwabara Payne McKenna Blumberg Architects (KPMB) to create a preliminary design for the Art Gallery of Saskatchewan, located within River Landing, at the corner of Second Avenue and Spadina Crescent. The preliminary design work is now complete.

The City envisions the AGS rising to a role of a signature “destination centre” with a striking building of vision and impact that engages the community, symbolizes Saskatoon’s cultural diversity, and captures the essence of the river valley in shaping the personality of both the city centre and all of Saskatoon. In addition to highlighting the importance of art to a healthy community, the AGS will also represent an important new opportunity for people to appreciate and interact with the river, providing a pathway where land and water link at a welcoming public facility.

The development of the AGS, as a collaborative neighbour of the Rемаi Arts Centre, provides a significant cluster of cultural infrastructure and human capital that will play an

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increasing role in attracting residential development, businesses, visitors to River Landing, and Saskatoon's city centre, while defining the increasingly sophisticated personality of a vibrant, growing, and constantly evolving community.

As identified in the Saskatoon Speaks background book specific to recreation and culture, Saskatonians spent 17% more on culture generally than the average Canadian in 2005. The AGS will play an important role in Saskatoon in helping to drive the emerging creative economy and innovation, as this investment will be a symbol of the new Saskatoon, providing two key pillars that make cities both competitive and attractive:

- a cultural infrastructure that serves as the community heart of River Landing, the downtown, and Riversdale; and,
- an increased quality of life investment through arts and culture community programming.

The architects have completed the proposed schematic design concept of the building. The schematic design concept addresses all of the requirements stated in the approved Functional Program Plan, providing a gross floor area of 11,582.8m<sup>2</sup> over a four-storey building. A variety of public elements and amenities have been captured in the schematic design to provide the most functional and appealing gallery possible, while enhancing the overall appeal of River Landing, and meeting the broader needs of the community. Those features include:

- cantilever structure on the second, third, and fourth floors that maximizes the visitors' engagement with, and view of, the South Saskatchewan River;
- access to the AGS is at the first floor, with a main entrance off of Second Avenue and a second entrance from River Landing on the west side of the building;
- the first floor is the visitor arrival and orientation to the building for all users. The main floor contains the atrium, parking arrival, café/bistro, gift shop, access to the outdoor terrace, Mendel Salon (Perehudoff Murals), community studio, activity suite, public washrooms, and River Landing walkway. The design of the lobby/atrium provides a warm and inviting space for gathering, and serves as a year-round social destination for all visitors to River Landing. The public program space opens up to the South Saskatchewan River providing access to an outdoor terrace that can be used for both food service and programming;
- the second floor provides two significant public program spaces with the lecture theatre (seating 150) and multipurpose room, a family lounge, breakout space/lobby, and permanent collections gallery;
- the third floor provides the changing gallery, exhibition shell space, and gallery breakout space;
- the fourth floor is the gallery offices, meeting room, conference room, and roof terrace;
- two-level underground parking with approximately 160 stalls; and,

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- a strong individual identity and physical presence is maintained for the AGS and the Remai Arts Centre while sharing a site.

Your Administration is requesting City Council approval of the schematic design concept so that the project can proceed to public input. The Saskatoon Gallery and Conservatory Corporation, at its special meeting held on March 27, 2011, approved the schematic design for the AGS. The Persephone Theatre Board of Directors, at its meeting held on March 14, 2011, approved the schematic design for their theatre shell expansion which is included as part of the AGS contract.

The architect team of KPMB will be in attendance at the City Council meeting on May 9, 2011, to present a PowerPoint presentation of the key elements of the schematic design concept.

### Public Input Process

The Administration is proposing three open house meetings during the design development process with the public and stakeholders. The structure of these meetings is as follows:

- The first open house (schematic design stage) will present the overall design by the KPMB architects. This open house will provide the setting and organization of the building, a preliminary look and feel of the exterior massing, and interior public spaces;
- The second open house (design development stage) provides an update on design progress, materials, and range of interior spaces; and,
- The third open house (construction drawing stage) will provide design progress and site organization during construction.

Your Administration is proposing the first public meeting be held in May following City Council approval of the schematic design. The City and Mendel websites will be used to provide easy access to information about the AGS schematic design and allow the public to provide comments through a blog, Facebook, and an on-line questionnaire. A storyboard display of the design will also be set up at the Mendel Art Gallery and City Hall lobbies. Feedback will be gathered from the public on the planning and design principles, solutions that have been developed to drive the building design, and the public's response to the image of the building.

Your Administration will provide information on the public's response to the schematic design in a future report to City Council.

As a result of the scope changes, and larger building size, a new project budget is being developed. Based on preliminary analysis of the schematic concept design, current construction costs, and adding land costs, our architect team is estimating a revised total

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project cost of \$80M to \$85M. This would exceed the current approved capital budget. Your Administration will be finalizing an updated project budgetary cost estimate over the next four to six weeks, and will report further to City Council. The report will include an updated funding plan. The estimated building capital cost excludes the Remai Arts Centre theatre expansion which is to be funded by Persephone Theatre.

The building is funded by the City in partnership with the federal and provincial governments, with additional contributions coming from the AGS Capital Campaign fundraising. The approval of the schematic design concept by City Council will allow the AGS Capital Campaign to engage their constituents and formalize funding commitments.

Your Administration is recommending that following the public input meeting in May/June, a further report be tabled with City Council, no later than June 27, 2011, providing details on the estimated probable costs for the building and parking, and a funding strategy that will include the AGS fundraising capacity to meet the cost increases for the project.

### **ENVIRONMENTAL IMPLICATIONS**

There are no environmental and/or greenhouse gas implications.

### **PUBLIC NOTICE**

Public Notice will be required for any borrowing necessary for construction of the Art Gallery of Saskatchewan.

### **ATTACHMENT**

1. Art Gallery of Saskatchewan Schematic Design Images.”

The architect team of KPMB will be in attendance at this meeting to present a PowerPoint presentation of the key elements.

Your Committee is pleased to recommend approval of the preliminary design of what will be a signature Saskatoon landmark and notes that once the schematic design is approved the first public meeting will be held on June 22, 2011.

As indicated in the report of the City Manager, the approval of the schematic design will allow the AGS Capital Campaign to formalize funding commitments. One of the issues that Council will need to deal with at some point is the issue of naming the art gallery, as a consequence of any large donation to the AGS Capital Campaign.

*Copies of a letter dated May 19, 2011 from Vincent Varga, Executive Director and CEO, Mendel Art Gallery, requesting on behalf of the Chair of the Art Gallery of Saskatchewan and the Chair of*

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*the fundraising for the Art Gallery of Saskatchewan Capital Campaign, to speak to Council were distributed with the agenda.*

*Special Projects Manager Schultz introduced the architect team of KPMB who presented a PowerPoint presentation of the key elements of the proposed facility.*

*Dr. Art Knight, Chair, Art Gallery of Saskatchewan Board of Trustees, spoke in support of the proposed design elements of the facility.*

*Mr. Doug Hodson, Chair of the Art Gallery of Saskatchewan Volunteer Fundraising Committee, indicated that it is the goal of the Committee to raise \$20M for the project which is approximately 25 percent of the Gallery cost noting that an expected major donor announcement will be made near the end of the week.*

*Mr. Vince Varga, Executive Director, Mendel Art Gallery, answered questions of Council regarding space requirements for artwork.*

- IT WAS RESOLVED:*
- 1) that the schematic design concept for the Art Gallery of Saskatchewan (AGS) and underground parking be approved, and the Administration proceed to the public input phase of the project;*
  - 2) that the Administration report back to City Council by the end of June 2011 regarding the capital cost estimate and the funding strategy, including confirmation of the amount of community contribution through the AGS Capital Campaign, as well as operating costs; and*
  - 3) that that Administration be instructed to enter into a naming agreement for the new gallery if there is a significant contribution made to the AGS Capital Campaign and report further to Council at the appropriate time.*

**ADMINISTRATIVE REPORT NO. 10-2011**

**Section B – CORPORATE SERVICES**

**B1) Accessible Taxi Rates  
(File No. CK. 307-2 and CS. 307-2)**

- RECOMMENDATION:**
- 1) that City Council consider Bylaw No. 8949, The License Amendment Bylaw, 2011 (No. 3), to increase metered taxi fares;**

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- 2) that Administration report to the Administration and Finance Committee before October 1, 2011, regarding:
  - a) the feasibility of adding a surcharge to all taxi fares that may be used to offset the higher cost of providing accessible taxi service;
  - b) implementation of a model to be used for future annual meter rate reviews that may include a Taxi Cost Index;
  - c) the feasibility of a fuel surcharge;
  - d) the request for additional wheelchair accessible taxi licenses in context of current taxi trip data; and
  - e) the feasibility of a specialized service model similar to the Province of Manitoba ‘handicab’ van service.

**BACKGROUND**

At its meeting held on May 9, 2011, when dealing with Clause B2, Administrative Report No. 8-2011, City Council resolved, in part:

- 1) that City Council consider Bylaw No. 8946, The License Amendment Bylaw, 2011, to provide that the minimum rate for wheelchair accessible taxis be the same as for regular taxis on all trips as of June 1, 2011;
- 2) that the Administration report back by June 1 in regard to a possible increase to the current taxi fare structure and the feasibility of a new rate for door-to-door service;”

The report before City Council on May 9, 2011, was with regard specifically to accessible taxi service and the costs inherent in providing that service. City Council provided its direction through its resolution to Administration to review options that may mitigate the immediate impact on the drivers of the accessible taxis. Subsequent discussions have been held with stakeholders in an attempt to identify options that will best serve all.

**REPORT**

**Stakeholder Input**

Users of Accessible Service: In a number of conversations, the need for equal access to services available to all members of society was emphasized. The viewpoints may be best summarized by the following quote provided by Mr. Robin East, a member of the City’s Accessibility Committee: “The disability community believes that the extra costs of disability should be shared by society



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and not borne exclusively by people with disabilities in the form of surcharges or higher fares. One way of sharing the cost of introducing accessible taxis into the fleet of existing cabs would be for the taxicab regulator to offer deeply discounted licenses or rebates to business people seeking to operate accessible cabs. Like safety, access is a public good, thus delivering access needs to be seen as a necessary cost of doing business if you expect to be a part of the taxi industry.”

Accessible Taxi Owners and/or Operators: Approximately 10 accessible taxi owners and/or operators took the opportunity to meet with Administration. The majority of the participants spoke with conviction regarding their personal dedication to their work. Several mentioned that they find a greater level of job satisfaction in providing accessible taxi service and that they find it to be meaningful work. As skilled drivers with a high level of commitment, they want to be fairly compensated for the service they provide. Their concern is that, in order to earn an adequate living, they may have to choose to drive a regular versus accessible taxi.

Taxi Company Managers: The taxi company managers share a concern regarding retention of drivers for the accessible vehicles. In response, they have put forward a joint proposal that includes a rate increase and a request for a minimum of three additional accessible taxi plates to each company.

### Options Discussed

Surcharge on all Taxi Fares: Aside from a general taxi fare increase (detailed below), a common option proposed to support accessible taxi service was a subsidy funded through the municipal mill rate or alternative sources. One such source could be a surcharge added to the flag rate for every trip which would spread the cost of subsidizing accessible service across a large customer base at a minimal amount per trip. If, for example, 1,000,000 taxi trips were supplied in Saskatoon in a given year and the surcharge was \$.05 per trip, the revenue generated for use in supporting the accessible taxi service would be \$50,000.

While a complete collection and distribution model would need to be developed, preliminary discussions identified several issues. The dispatch company manager concerns include the costs for administration of the program and for collection from the drivers. Every discussion with taxi management and drivers included consensus that drivers may have difficulty accepting the concept of such a ‘flow through’ process and rather will see it as money taken from them to be given to another driver, making implementation and enforcement onerous.

At least one other Canadian taxi jurisdiction has investigated this option and has plans to implement in 2012. Your Administration is recommending that this option be investigated more fully with a report back to Administration and Finance Committee by October 1, 2011.

Rate Increase Proposal: The joint rate proposal provided by taxi company managers was comprised of two components: a) a meter rate increase; and, b) a fuel surcharge.

Meter Rate Increase: In support of the three companies’ joint request as detailed below, for a meter rate increase, a general summary of the increase in costs common to taxicab owners and drivers such as vehicle maintenance, licensing and fuel costs was provided (Attachment 2). In many

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jurisdictions, a Taxi Cost Index using this same type of data has been developed that measures the percentage change in the cost of operating a taxi from one period to the next.

	<b>Current</b>	<b>Proposed</b>
	Effective July 1, 2007	To be effective June 1, 2011
Flag rate	\$ 3.50	\$ 3.75
Incremental rate	\$.10 per 66 meters	\$.25 per 142 meters
Wait time rate	\$.10 per 15 seconds	\$.25 per 35 seconds

A comparison with other jurisdictions (Attachment 3) indicates that currently, Saskatoon taxi users pay less for a 5 km trip than do those in London, Ottawa, and Victoria and more than in Regina, Edmonton, Calgary, and Winnipeg. With the proposed increase, Saskatoon fares will move above those in Victoria.

Under this proposal, the cost to users of the taxi service would increase at an amount of \$.25 when the meter was turned on and a variable rate depending on the length of the trip. As indicated in Attachment 3, the cost of a 5.0 kilometre trip would increase by \$1.50 from \$11.00 to \$12.50.

Historically, rate increase requests have come forward from the industry based on its immediate and complete knowledge of the market, and industry expenses and profit margins. Your Administration is recommending: a) approval of the current request; and, b) that a model be implemented for future annual reviews that may include a Taxi Cost Index. Such indexes serve to standardize the review process and remove subjectivity from the analysis.

Fuel Surcharge: The second part of the proposal is for a fuel surcharge that would fluctuate dependent on the average retail price of gas in the previous quarter. The proposal is that the base flag rate would be \$3.75 with no surcharge as long as the average price of gas is less than \$1.10. As indicated below, a surcharge of \$.25 would be added for each \$.10 the price of gas increases.

<b>Fuel Price</b>	<b>Flag (Flat) Rate</b>	<b>Fuel Surcharge</b>	<b>Total Flat Rate</b>
less than \$1.10	\$ 3.75	\$ -	\$ 3.75
between \$1.10 and \$1.199	\$ 3.75	\$ 0.25	\$ 4.00
between \$1.20 and \$1.299	\$ 3.75	\$ 0.50	\$ 4.25
between \$1.30 and \$1.399	\$ 3.75	\$ 0.75	\$ 4.50
between \$1.40 and \$1.499	\$ 3.75	\$ 1.00	\$ 4.75

While this has been discussed by many jurisdictions, no examples of its implementation in Canada have been identified. Your Administration is recommending further investigation and research into this model with a report back to the Administration and Finance Committee by October 1, 2011.

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Additional Wheelchair Accessible Licenses: The final part of the joint proposal was that City Council approve: a) allocation of a minimum of 3 wheelchair accessible licenses to each taxi company; b) that the annual license fee be waived; and, c) that the requirement that 50% of all trips be accessible trips (as is currently in Bylaw 6066 for other City-owned accessible licenses) be waived.

A process of reporting 'raw' data for analysis is being developed to replace the past system of 'self-reported' data. This information is required to analyze the impact of a possible increase in accessible licenses on accessible and regular taxi service. Your Administration recommends that City Council defer consideration of this request until data specific to accessible taxi demand and supply has been collected and analyzed, and that a report be forthcoming to Administration and Finance Committee by October 1, 2011.

Assisted Door-to-Door Service Charge: Further discussion and review is required into the feasibility of an assisted door-to-door service charge. Taxi company management and many drivers say that, to some degree, assisting passengers is part of the expectation of taxi service, and this should be maintained and reinforced. Their concern is that implementation of a door-to-door service charge may be interpreted as required for all levels of assistance.

A possible alternative model in use in the Province of Manitoba offers a specific 'handicab' van service which operates parallel to the accessible taxi service with a specified cost for a specified set of services. Your Administration is recommending that this model be investigated for its potential benefits to Saskatoon accessible taxi service users and drivers.

### **OPTIONS**

The only immediate recommended strategy to mitigate the impact of the one-fare structure on accessible taxi drivers is through a taxi fare increase. Other strategies that may be implemented in the future require additional research and analysis.

City Council may approve all or none of the submitted recommendations.

### **POLICY IMPLICATIONS**

There are no policy implications.

### **FINANCIAL IMPLICATIONS**

There are no financial implications.

### **STAKEHOLDER INVOLVEMENT**

Your Administration has met with taxi company managers, accessible taxi owner/operators and a small number of users of the accessible taxi service.

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**PUBLIC COMMUNICATION PLAN**

Your Administration will work with the Communications Branch to ensure interested stakeholders have the opportunity to provide input.

**ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications.

**PUBLIC NOTICE**

Public Notice pursuant to Section 3 of Policy No. C01-021, Public Notice Policy, is not required.

**ATTACHMENTS**

1. Bylaw No. 8949, The License Amendment Bylaw, 2011 (No. 3).
2. Taxi Industry Operating Cost Increases (as submitted jointly by managers of Saskatoon Radio Cabs, Comfort Cabs and United Group).
3. Rate Comparison With Other Jurisdictions.

*The A/City Clerk distributed copies of a letter requesting to speak to Council from Troy Larmer dated May 30, 2011.*

*City Treasurer Sutherland presented the report.*

*Mr. Troy Larmer, General Manager of United Group of Companies, spoke in support of the taxi meter increase and indicated that the taxi companies will work to expedite the remainder of the recommendations.*

*IT WAS RESOLVED: that the recommendation of the Administration be adopted.*

**REPORT NO. 7-2011 OF THE PLANNING AND OPERATIONS COMMITTEE**

Composition of Committee

Councillor P. Lorje, Chair  
Councillor C. Clark  
Councillor R. Donauer  
Councillor B. Dubois  
Councillor M. Loewen

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**1. Mayfair Pool Replacement – Award of Tender  
(Files CK. 613-7 and LS. 613-5)**

- RECOMMENDATION:**
- 1) that the tender submitted by VCM Construction Ltd. (Contract No. 11-0014, Mayfair Outdoor Pool Replacement), with a low-bid submission cost of \$4,796,192 (including G.S.T. and P.S.T.) be accepted;
  - 2) that the City Solicitor be requested to prepare the necessary contract for execution by His Worship the Mayor and City Clerk under the corporate seal; and
  - 3) that the source of funding for the additional financing of up to \$495,802 for the construction of Mayfair Pool be from the 2012 Reserve for Capital Expenditures unless the City of Saskatoon receives a grant from the Government of Canada Enabling Accessibility Fund.

*ADOPTED.*

Attached is a report of the General Manager, Community Services Department dated April 28, 2011, with respect to the above matter.

Your Committee has reviewed the matter with the Administration and is supporting the above recommendations.”

*Moved by Councillor Hill, Seconded by Councillor Paulsen,*

*THAT the report of the Committee of the Whole be adopted.*

*CARRIED.*

**INTRODUCTION AND CONSIDERATION OF BYLAWS**

**Bylaw 8949**

Moved by Councillor Hill, Seconded by Councillor Paulsen,

THAT permission be granted to introduce Bylaw No. 8949, being “The License Amendment Bylaw, 2011 (No. 3)” and to give same its first reading.

*CARRIED.*

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The bylaw was then read a first time.

Moved by Councillor Hill, Seconded by Councillor Neault,

THAT Bylaw No. 8949 be now read a second time.

CARRIED.

The bylaw was then read a second time.

Moved by Councillor Hill, Seconded by Councillor Lorje,

THAT Council go into Committee of the Whole to consider Bylaw No. 8949.

CARRIED.

Council went into Committee of the Whole with Councillor Hill in the Chair.

Committee arose.

Councillor Hill, Chair of the Committee of the Whole, made the following report:

That while in Committee of the Whole, Bylaw No. 8949 was considered clause by clause and approved.

Moved by Councillor Hill, Seconded by Councillor Clark,

THAT the report of the Committee of the Whole be adopted.

CARRIED.

Moved by Councillor Hill, Seconded by Councillor Penner,

THAT permission be granted to have Bylaw No. 8949 read a third time at this meeting.

CARRIED UNANIMOUSLY.

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Moved by Councillor Hill, Seconded by Councillor Heidt,

THAT Bylaw No. 8949 now be read a third time, that the bylaw be passed and the Mayor and the City Clerk be authorized to sign same and attach the corporate seal thereto.

CARRIED.

*Moved by Councillor Hill,*

*THAT the meeting stand adjourned.*

*CARRIED.*

*The meeting adjourned at 7:26 p.m.*

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Mayor

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City Clerk