

WEST INDUSTRIAL

Local Area Plan *Final Report*



July 19, 2004
Community Services Department
City Planning Branch



City of
Saskatoon

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Executive Summary

In Raymond Burby's recent study, *Making Plans that Matter*, he noted that "when stakeholders take the initiative and put proposals on the table for consideration in plans, both the strength of plans and implementation success improve markedly."¹ The West Industrial Local Area Plan Committee, with City Council's direction and the City Administration's support, have taken the initiative and given their commitment since May 2002 to see the potential for this historically unique mixed use industrial area realized. Over 100 people representing various interests participated in one or more regular committee meetings, various group projects, bus tours, surveys, presentations, public meetings, advocacy work and even a potluck dinner. Together, this diverse group of stakeholders prepared a community-directed, long-range plan for the area known as West Industrial. The guiding vision that has brought stakeholders together and has laid the foundation of this plan is as follows:

Capitalizing on an affordable, historically central location with efficient transportation access and a skilled labour pool, the West Industrial Area attracts a diverse range of businesses and employment opportunities. Through responsible management of property, environmental stewardship, cooperative mixed land use relations and the provision of complementary services, the West Industrial area is a safe, vibrant, aesthetically pleasing, international business centre, which exemplifies a sustainable live/work community, in harmony with surrounding areas.

During the planning process, it was identified that there are important infrastructure ingredients required to ensure successful industrial/business development in core area locations including adequate site services, efficient transportation access, paved roads, storm water drainage, curbing and sidewalks. Equally important to the success of a particular industrial business development area is the perception that current and potential investors, patrons and residents have of the area. It is a widely held belief that if an area is perceived to be desirable and attractive it will be more successful than an area that may have similar features but a negative perception attached to it. The West Industrial Area has been found quantitatively and qualitatively to be lacking in not only basic infrastructure commonly found in outlying industrial areas such as paved roads and curbs but moreover has been suffering from a negative stigma for decades – essentially since semi-trucks became the primary means of transporting goods, and railway lines were abandoned.

After careful consideration, debate and technical analysis amongst the City Administration, partner organizations and various stakeholders, several strategies have been identified that are broadly based on achieving the following goals for the West Industrial Area:

- Improving overall transportation access and egress;
- Ensuring ongoing business representation and improving relationships with adjacent communities;
- Increasing promotion and marketing of existing businesses and new development opportunities;
- Maintaining and expanding development incentives such as the Enterprise Zone;
- Ensuring an integrated network plan for the long-term provision of sanitary, storm and water systems;
- Facilitating a compatible balance between heavy industrial, light industrial, commercial and residential land use;
- Remediating and developing brownfield sites;
- Linking into integrated community policing; and,
- Preserving, interpreting and commemorating the rich history of Saskatoon's oldest Industrial Area.

¹ Burby, R. J., "Making Plans that Matter: Citizen Involvement and Government Action", *Journal of the American Planning Association* (No.69), 2003. p. 33-49.

In taking the initial steps to achieving these goals, a common message that was expressed by stakeholders during the review stages of the draft plan was the importance of timing the implementation of the plan accordingly.

The four areas that have been identified as needing immediate action are:

- 1) Initiating a Concept Plan that will outline phases for redevelopment (e.g. where immediate redevelopment opportunities exist and what services are required to catalyze these developments);
- 2) Improving access to the West Industrial Area through the development of the 17th Street Right of Way and a South River Crossing;
- 3) Enforcing existing bylaws that are intended to improve appearance and safety; and,
- 4) Improving business representation.

The recommendations contained within this plan are intended to provide a long-term guideline for revitalization in the West Industrial Area; though it is expected that property-by-property incremental improvements are what will slowly transform the area from its semi-neglected form to a thriving business centre with a renewed sense of confidence. With the success of the West Industrial Area, through the leadership of the City of Saskatoon, guidance of community stakeholders and partnering of active organizations, it can be assured that the vision for this area can be achieved – it's not a matter of "if", but a matter of "when".

Summary of Recommendations

1.0 Economic Development

- 1.1(a) BUSINESS REPRESENTATION: That the Riversdale Business Improvement District, with the assistance of the City of Saskatoon, City Planning Branch, facilitate discussions with the Chamber of Commerce, North Saskatoon Business Association, Saskatoon Regional and Economic Development Authority, and stakeholders in West Industrial and South West Industrial to consider options to improve business representation in the southwest industrial area.
- 1.1 (b) BOUNDARY CHANGE: That the Community Services Department, City Planning Branch, proceed to implement the proposed boundary change to include the area identified on Map 1.1, and that affected stakeholders be given the opportunity to provide input into the proposed changes.
- 1.1(c) NAME CHANGE: That the Community Services Department, City Planning Branch, facilitate the opportunity for stakeholders to consider a name change in tandem with the proposed boundary change.
- 1.2(a) MAINTAIN CONTACTS: That the Community Services Department, City Planning Branch, make available the contact list for the West Industrial Area and that it be joined with the Community Association contacts and updated regularly to ensure that both residents and industry are included in consultation processes that take place within the West and South West Industrial Area.
- 1.2(b) IMPLEMENTATION COMMITTEE: That the Community Services Department, City Planning Branch, facilitate the opportunity for the creation of a West Industrial LAP Implementation Committee (comparable to a Local Civic Committee) with representatives from businesses, property owners, residents, nearby Community Associations, the Riversdale Business Improvement District and other interested stakeholders.
- 1.2(c) BUS/WALKING TOUR: That the Community Services Department, City Planning Branch, incorporate into the implementation strategy for the West Industrial Area a stakeholder bus and/or walking tour of both the businesses and residence located in the West and South West Industrial Area.
- 1.3(a) CONCEPT PLAN: That City Council instruct the Community Services Department, City Planning Branch to undertake a Concept Plan for the West Industrial Area in consultation with stakeholders as a first step in implementing the Local Area Plan.
- 1.3(b) IMPLEMENTATION SCHEDULE: That the Concept Plan identify an implementation schedule that phases in the construction of roads, sidewalks, lighting and other priorities identified in the West Industrial Area Local Area Plan.
- 1.4(a) ENTERPRISE ZONE REVIEW: That City Council instruct the Community Services Department, City Planning Branch to undertake an immediate review of the Municipal Enterprise Zone Program, in consultation with representatives of all affected areas and in partnership with the Saskatoon Regional Economic Development Authority, the Riversdale Business Improvement District and the Saskatoon District Chamber of Commerce.
- 1.4(b) RESOURCE ALLOCATION: That consideration is given to allocating additional resources to actively pursue businesses contemplating start up or expansion in the West Industrial Area and other Enterprise Zone locations.
- 1.5 NEW INCENTIVES: That the Community Services Department, City Planning Branch in partnership with the Saskatoon Regional and Economic Development Authority, the Riversdale Business Improvement District and other affected stakeholders, prepare a report for City Council that considers

creating a Dedicated Core Area Redevelopment Fund and/or a Tax Incremental Financing District to assist with facilitating redevelopment in the West Industrial Area.

- 1.6 **PROMOTING TRADES:** That the Riversdale Business Improvement District work with stakeholders in the West Industrial Area to actively pursue establishing training and mentorship partnerships, to promote small trade business development in the area to all stakeholders, and evaluate the area as a potential next step for businesses that outgrow the proposed Light Industrial Business Incubator.

2.0 Transportation

- 2.1 **SOUTH RIVER CROSSING:** The West Industrial Local Area Plan Committee endorses the City of Saskatoon's direction for construction of a South River Crossing commencing at the earliest possible time, and endorses the Riversdale West Central Business Development Strategy recommendation that a South Bridge be constructed to provide improved access to and from businesses located within the South West and West Industrial Area.
- 2.2 **AVENUE P TRUCK ROUTE:** That further consideration to closing Avenue P between 22nd Street and 17th Street South as a truck route not occur until the recommendations in the Pleasant Hill and King George Local Area Plans that address resident concerns on Avenue P are implemented, and/or an alternative route for trucks is constructed.
- 2.3 **TRUCK ROUTES:** That the Infrastructure Services Department, Traffic Management Group ensure that confirmed Truck Route information is made available to businesses to inform their transport companies of the changes.
- 2.4(a) **17th STREET RIGHT OF WAY:** That City Council support in principle the purchase and development of the 17th Street Right of Way west of Avenue P by the City of Saskatoon.
- 2.4(b) **MULTI-MODAL LINK:** That the 17th Street Right of Way serve as a multi-modal link that includes a Arterial roadway, pedestrian, bike and green space linkage extending from Spadina Crescent West.
- 2.5 **11th STREET & AVENUE P INTERSECTION:** That the Infrastructure Services Department, Traffic Operations Group implement measures to improve the turning radius of the 11th Street West and Avenue P South intersection, and that the West Industrial Local Area Plan Committee be consulted regarding future changes to the use and/or design of the intersection.
- 2.6 **OPENING AVENUE O:** That the Infrastructure Services Department, Parks Branch and Municipal Engineering Branch undertake the necessary steps, including a funding plan, to open Avenue O South at 17th Street West with the construction of the 17th Street Right of Way Green Space Linkage Concept Plan, and that the informal east/west lane between Avenue O and Avenue N be closed in conjunction with opening Avenue O South.
- 2.7(a) **CLEARING LANES & ROADS:** That based on the proposed Concept Plan, the Infrastructure Services Department, Municipal Engineering Branch prepare a report that considers the potential to clear and develop impassable lanes and roads (identified in Map 2.6), which includes funding sources and development phasing options.
- 2.7(b) **LANE & ROAD DEVELOPMENT:** As opportunities for road and/or lane development present themselves in the West Industrial Area, every effort should be made by the Infrastructure Services Department, Municipal Engineering Branch and Community Services Department, City Planning Branch to facilitate these opportunities.
- 2.8 **PARKING:** That the Infrastructure Services Department, Municipal Engineering Branch undertake a parking review, upon the development of paved roads, curbs and gutters, in consultation with the affected property owners, to look at options to improve parking in the area defined in Map 2.7.

- 2.9 19th STREET LINKAGE: That the Infrastructure Services Department, Municipal Engineering Branch when undertaking the feasibility study to develop the Canadian Pacific Rail Right of Way into a future bike and pedestrian linkage take into consideration the importance of 19th Street West as a bike and pedestrian linkage between the communities of Pleasant Hill, Riversdale and the West Industrial Area.
- 2.9(b) PEDESTRIANS AND BIKE ROUTES: That the Community Services Department, City Planning Branch ensure that the Existing Informal Pedestrian and Bike Routes (map 2.8) are recognized as priority locations for surface deficiency improvements (e.g. sidewalks and paved roads) when undertaking the proposed Concept Plan or other improvement plans for the area.
- 2.10 BIKE ROUTE: That upon approval to purchase and develop of the 17th Street Right of Way west of Avenue P for the purposes of an Arterial roadway, the Infrastructure Services Department, Municipal Engineering Branch initiate conceptual design plans to implement and expand the Bike Facility Network Plan to integrate the portion of the 17th Street Right of Way for both pedestrian and cycling purposes between Avenue P South and 11th Street West.
- 2.11 TRANSIT STUDY: That the Utility Services Department, Transit Services Branch notify the West Industrial Local Area Plan Committee of opportunities to participate in the Transit Services Strategic Plan; and that consideration is given through the Strategic Plan to expanding bus services into the Area.

3.0 Infrastructure Services

- 3.1 INFRASTRUCTURE NETWORK PLAN: That the Infrastructure Services Department, Municipal Engineering Branch, Planning & Design Section undertake an integrated network plan for the long-term provision of sanitary, storm and water systems in tandem with the proposed West Industrial Area Concept Plan.
- 3.2 SURFACE DEFICIENCIES: That the Infrastructure Services Department, Administration Branch include the deficiencies identified in the Local Area Plans when prioritizing work under the proposed Capital Project to ensure the provision of surface improvements in developed areas.
- 3.3 TREE PLANTING: That the Infrastructure Services Department, Parks Branch, give priority to inventorying the West Industrial Area under the Industrial Area Boulevard Tree Planting Program and that Avenue P is recognized as the priority location for tree plantings by stakeholders in and around the West Industrial Area.

4.0 Land Use

- 4.1(a) PROPOSED LAND USE: That City Council endorse the proposed land use policy map identified in Map 4.2 titled, “West Industrial Proposed Land Use Policy Map” and instruct the Community Services Department to amend the Development Plan Bylaw No. 7799 to reflect the proposed policy map upon further consultation with affected property owners.
- 4.1(b) PROPOSED MIXED USE POLICY: That City Council, approve in principle, a Mixed Use Policy District as outlined in Appendix 4.1 titled, “Proposed Mixed Use Policy District”, and that the Community Services Department be instructed to initiate the necessary procedure to amend the Development Plan Bylaw No. 7799 to include the Mixed Use Policy District.
- 4.2(a) PROPOSED ZONING: That City Council endorse, in principle, the proposed Zoning Policy map identified in Map 4.4 titled, “West Industrial Proposed Zoning Policy Map” and instruct the Community Services Department to amend Zoning Bylaw No.7800 to reflect the proposed changes upon further consultation with affected property owners.

- 4.2(b) **LAND USE REVIEW:** That the Community Services Department, City Planning Branch and Development Services Branch undertake periodic reviews of properties designated Transitional Land Use in the West Industrial Area to determine if a Light Industrial land use and zoning designation can be accommodated.
- 4.2(c) **AMEND MX ZONING DISTRICT:** That City Council endorse, in principle, the proposed amendments to the Mixed Use Zoning District (MX1) as shown in Appendix B titled, “Proposed Amendments to the Mixed Use Zoning District” and instruct the Community Services Department to prepare the MX1 Zoning Bylaw to reflect the proposed changes.
- 4.3 **PERFORMANCE STANDARDS:** That the Utility Services Department, Environmental Protection Branch, in conjunction with the Community Services Department, Development Services Branch and City Planning Branch, the Fire and Protective Services Department, and other partner organizations, prepare a terms of reference for a capital project to improve industry related standards for nuisance and/or noxious conditions, expanding on existing performance standards, with a view to incorporating these new standards in the development review and bylaw enforcement processes.

5.0 Environment

- 5.1 **BROWNFIELD REDEVELOPMENT PLAN:** That the Utility Services Department, Environmental Protection Branch lead the preparation of a brownfield redevelopment plan that expands on the work initiated through the Riversdale West Central Business Development Strategy, Project Management Committee, through partnership with the Fire and Protective Services Department, Community Services Department, Development Services Branch and City Planning Branch, and in consultation with appropriate stakeholder (such as the Riversdale Business Improvement District, Saskatchewan Environment and Saskatchewan Public Health).
- 5.2 **LANDSCAPING:** That the Community Services Department, Development Services Branch, through the use of flexible landscaping standards for commercial and industrial development, ensure that the appropriate landscaping is provided in conjunction with all new development in the West Industrial Area.
- 5.3 **AWARDS PROGRAM:** That the Community Services Department, Development Services Branch, be encouraged to develop an industrial/commercial landscaping awards program that considers criteria such as building design, property improvements, beautification, good neighbour relations, and community collaboration.
- 5.4(a) **PROPERTY MAINTENANCE BROCHURE:** That the Fire and Protective Services Department work with the Riversdale Business Improvement District to distribute the Property Maintenance, “What you need to know brochure” and information about the Health and Safety Hotline to business and property owners in the West Industrial Area prior to the undertaking an area clean up.
- 5.4(b) **PROPERTY MAINTENANCE SCHEDULE:** That the Fire and Protective Services Department, in consultation with the Utility Services Department, Environmental Protection Branch and Community Services Department, Development Services Branch draw up a timeline and schedule for enforcing The Property Maintenance & Nuisance Abatement Bylaw No. 8175, Waste Bylaw No. 5203 and Zoning Bylaw No.7800 in the West Industrial Area.
- 5.4(c) **SUMMER CLEAN-UP:** That the Riversdale Business Improvement District, with assistance from the West Industrial Local Area Plan Committee, and any potential corporate sponsors, host an annual West Industrial Area clean up in summer 2005, 2006 and 2007 with the support of Fire and Protective Services Department, the Utility Services Department, Environmental Protection Branch and the Graffiti Reduction Task Force.

6.0 Safety

- 6.1 CRIME STATISTICS: That the Saskatoon Police Services add the West Industrial Area to the list of areas that receive crime statistic breakdowns and that once this is complete, the West Industrial Local Area Plan Committee be notified.

7.0 Heritage

- 7.1(a) HISTORICAL CHRONOLOGY: That the City Clerks Office, Records Management, City Archivist prepare a project outline to build on the “Saskatoon’s West Industrial Area: An Historical Background” chronology and interpretation of the West Industrial Area that was initiated in 2002 by generating a more comprehensive summary, including stakeholder interviews and photographs, of human and material events that have occurred in the area.
- 7.1(b) SHARING HISTORICAL INFORMATION: That once the report is complete, it is presented to the Municipal Heritage Advisory Committee and City Council for information and made available to residents, businesses, property owners and other stakeholders in the West Industrial Area and adjacent Community Associations.
- 7.2(a) 515 AVENUE N SOUTH: That the Community Services Department Heritage Coordinator advise the owner(s) of 515 Avenue N South (Parrish & Heimbecker) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.
- 7.2(b) 1920-11th STREET WEST: That the Community Services Department Heritage Coordinator advise the owner(s) of 1920-11th Street West (Weldon’s Concrete Products) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.
- 7.2(c) 1502-17th STREET WEST: That the Community Services Department Heritage Coordinator advise the owner(s) of 1502-17th Street West (Shamrock Seeds Ltd.) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.
- 7.3(a) BRICK INVENTORY: That the Community Services Department Heritage Coordinator investigate options for storage and inventory of the brick that has been salvaged from the Imperial Oil Building’s demolition, in consultation with the business owner that is currently storing the brick.
- 7.3 (b) HISTORICAL ARTIFACTS: That all of the businesses which may have historically significant artifacts on site are notified of the potential to include these materials in a future interpretive sign or other commemorative feature for the West Industrial Area.
- 7.3 (c) COMMEMORATIVE SIGN: That a report recommending the options for the preservation, design and incorporation of the brick that has been salvaged from the Imperial Oil Building into a commemorative entry point sign at one of the four proposed locations be presented to the Urban Design Committee (shown in map 7.1), and the Municipal Heritage Advisory Committee.
- 7.3 (d) BRICK COLLECTION: That the Community Services Department Heritage Coordinator work with the Saskatchewan Heritage Foundation to interpret the preserved bricks from the Imperial Oil Building’s for potential inclusion in the North American Brick Collection.

Local Area Plan Process Overview

Why Local Area Plans?

A core strategy of the City of Saskatoon's Strategic Plan is to "enable active, community-based participation in issue and problem identification and resolution".² A commitment to fulfill this core strategy was originally demonstrated as far back as 1978 with *The Core Neighbourhood Study*, which was later updated and expanded during the *1991 Core Neighbourhood Study Review*. In 1996, the City initiated *Plan Saskatoon*, which included a citywide public participation process focused toward updating the Development Plan and Zoning Bylaw; Saskatoon's two main public policy tools used to manage growth and development. The Local Area Plans (LAPs) were created following expressed support generated during the *Plan Saskatoon* process for more citizen involvement in long-term planning and development.

What Are Local Area Plans?

LAPs are a public, participation-based approach to developing comprehensive neighbourhood plans that enable residents, business owners, property owners, community groups and other stakeholders direct input into determining the future of their community. Through the assessment of current conditions, neighbourhood strengths and weaknesses, and identification of trends that may affect the neighbourhood, LAPs set out objectives and policies that guide growth and development in Saskatoon neighbourhoods.

During the development of a Local Area Plan (LAP), participants work with each other to identify issues, develop goals and outline strategies to ensure the long-term success of their neighbourhood. By working together with the City of Saskatoon, through the guidance of the Community Services Department, City Planning Branch, participants can discuss issues, propose strategies, and make recommendations to City Administration and City Council.

Strategies will vary from area to area depending on need, but will generally focus on the following themes:

- Neighbourhood Identity;
- Neighbourhood Heritage;
- Industrial, Commercial and Residential Land Uses;
- Housing and Infill Development;
- Municipal Services and Infrastructure;
- Transportation Routes;
- Streetscapes;
- Parks, Open Space and Recreation; and,
- Neighbourhood Safety.

The scope of a LAP depends on the development issues and opportunities identified by the stakeholders involved in the public participation process – those people who are experts in the community where they live, work and play.

² City of Saskatoon, "Strategic Planning for the Future", March 2000. p. 9.

West Industrial Local Area Plan

The Study Area

When the LAP program was first created in 1998 following *Plan Saskatoon*, City Council resolved to undertake Local Area Plans in 11 neighbourhoods, including three commercial industrial areas. The areas chosen for a LAP were based on criteria, including:

- The area was originally included in the *1978 and 1991 Core Neighbourhood Studies*;
- The area was expected to undergo significant development in the next 10 years;
- The area was experiencing unique circumstances such as traffic pressure, land use change, socio-economic change, et cetera;
- Significant improvements were desired within these neighbourhoods; and,
- Changes over and above those expected during a regular neighbourhood lifecycle were occurring.

In general, LAPs tend to focus on the oldest areas in the city, which are traditionally subject to unique development pressures such as infill development, dis-investment or demographic change.

The West Industrial Area boundary, as shown in Map 1, was determined by the City of Saskatoon during the *1991 Core Neighbourhood Study*. Prior to 1991, the area did not exist by name; rather it was incorporated into portions of Pleasant Hill, Riversdale and Holiday Park. This irregularly shaped area abuts the south side of the Canadian Pacific Rail (CPR) line between Avenue W South and Avenue K South along 11th Street West, Avenue P South and 17th Street West.

Public Meeting

On March 27, 2002, the City Planning Branch hosted a public meeting at the Pensioner and Pioneer's Pavillion, near the West Industrial Area, to introduce stakeholders to the LAP process. As part of the introduction, a presentation was given that outlined the demographic, social, economic and land use characteristics of the West Industrial Area. During the meeting, many individuals shared stories about the changes that have taken place in the area over the last several years. There were 33 business owners, property owners, and residents that indicated they wanted to participate on the Local Area Plan Committee (LAPC). By December 2002, this number had grown to 43 excluding City Administration and elected officials, which accounted for an additional 19 participants. When the process ended in May 2004, there were over 100 participants actively involved in the LAP.

The LAPC met for the first time in May 2002. Introductions revealed that the participant representation spanned through a diverse range of interest groups including residents, business owners, developers, community activists, artists, government representatives, elected officials, property owners, technical experts and the local business association. The interest expressed by many participants stemmed from a long-standing personal and financial investment in the area whether through length of residency, business operation, property management and development, or simply, it is where they grew up and have always lived and worked.

Local Area Plan Committee (LAPC) Participants

Either through attendance at regular meetings, telephone conversations, reviewing bi-monthly mail outs, completing the Economic Development Survey, participating in the bus tour, attending public meetings, assisting with creating strategies, faxing comments, e-mails or submitting written material for inclusion in the

LAP, the LAPC was representative of a vast range of interests. A detailed list of participants that represented themselves and/or organizations is outlined in Acknowledgements, page 7.

In an effort to build their capacity to work together as a group, the LAPC suggested several ways they thought would produce the best results for achieving their task – creating a realistic plan to improve the West Industrial Area. In recognition of the variety of ways people express themselves and learn, a bus tour, photo survey, guest speakers and an economic development survey were incorporated into the West Industrial LAP process, and were met with excellent reception.

Economic Development Survey

In September 2002, with input from business stakeholders in the West Industrial Area and Saskatoon Regional Economic Development Authority (SREDA), the City Planning Branch faxed and mailed an Economic Development Survey to all the businesses in the area (74 surveys in total). There was a 20 percent response rate (15 surveys were returned). Important highlights included:

“This area has potential, but it needs a plan!” – Economic Development Survey response.

- 33 percent of respondents have been operating their business in West Industrial since before 1960;
- 76 percent of respondents are unsatisfied with the appearance of the area;
- 73 percent of respondents have made improvements to their property within the last five years; and,
- 53 percent of respondents see themselves as having a role in the future development of the West Industrial Area.

The planning committee hopes through the acceptance of this LAP, stakeholder commitment to become more involved in improving the area will increase.

Comprehensive Land Use Inventory

In June 2002, the City Planning Branch undertook a site-by-site, comprehensive land use review of all the properties in the West Industrial Area to understand the types of activities taking place, potential discrepancies between City data and actual site use, property conditions, and most importantly to meet with business and property owners in the area to inform them about the LAP process, and to collect information about the area from as many stakeholders as possible.

The Bus Tour



On September 25, 2002, the West Industrial LAPC under the leadership of two committee participants, hosted a bus tour of the West Industrial Area. The Planning Committee members had called for a tour of the area after having met for a few months as a committee. The intent of the tour was to give further perspective on the issues the planning committee members were facing in discussions to revitalize the area. There were nearly 30 participants who took part in the tour, which lasted 4 hours. (*Bus Tour, ca. 2002. Photo Courtesy of the City Planning Branch and the West Industrial LAPC.*)

Photo Survey

In an effort to understand the different perspectives the LAPC had about the West Industrial Area, participants were given disposable cameras to take photos of significant places, things, or people in the area. The photos were placed on large poster bulletins and grouped according to themes that arose during the committee meetings.



This exercise demonstrated to the group the similarities in their impressions of the West Industrial Area, which ranged from identifying dust problems, the beauty in landscaped areas, informal bike and pedestrian routes, crooked or missing signs, narrow intersections, muddy roads, ineffective drainage, places where people work or live, to poor property maintenance. Several of the pictures taken by participants have been included throughout this document. *(Photo Survey Bulletin Boards, ca. 2002. Photo Courtesy of the City Planning Branch and the West Industrial LAPC).*

Guest Presenters

Early on in the West Industrial LAP process, several goals were outlined by the LAPC about what they expected to achieve by participating in the process. Following is a list of these goals:

- Information about access and egress routes in the West Industrial and about the larger Saskatoon transportation network (e.g. information on the south river crossing and how vehicle traffic will enter and exist the area from the viewpoint of a transportation planner);
- Representation from the City Administration to hear the concerns of the committee on a number of issues;
- Information about tax assessment and an understanding of whether people were receiving value for their money;
- Information about the City's future development plans;
- Increased and varied opportunities for participation from stakeholders;
- An opportunity to tour the area;
- List of businesses operating in the West Industrial;
- Information about what land is available/unavailable and occupied/unoccupied;
- Information about why some businesses are thriving in the area while others are not;
- Promotion of the West Industrial LAP;
- Representation from Saskatoon Police Services and information regarding incidents of crime and vandalism in the area; and,
- Focused attention on encouraging economic development.

To achieve the predominate goal of learning about a variety of issues affecting the West Industrial Area, both positively and negatively, several guest speakers were invited to attend the planning committee meetings to share their knowledge and to assist with resolving matters that related to their area of expertise. We would like to recognize these speakers for the outstanding work they did in assisting with understanding background information, hearing concerns, and helping to formulate strategies to address issues that are outlined throughout this plan.

The various LAPC members also gave presentations at every meeting as projects were completed and submitted to the larger group. All participants shared equally in educating each other on the strengths, weaknesses and opportunities for future development of the area. Most, if not all expectations to be informed about the issues were met; however, the LAPC felt that in order for true success to be measured, improvements would have to be made as future development occurs in the area. The intent of this report is to outline the direction provided by the West Industrial LAPC to ensure these improvements are made and that the potential of this historical area is realized.

Creating a Shared Vision

West Industrial Area Values



Over the course of the first few meetings, the LAPC worked through a number of brainstorming exercises intended to bridge commonalities amongst their individual interests, values and vision for the future of the West Industrial Area. Participants worked in small groups to develop common values from which their community vision could be created and used as a framework to focus the LAP. The values and the vision that were agreed upon will provide direction for future development in the West Industrial Area over the next 10 years and beyond. (*Group 1 Vision Dialogue, ca. 2002. Photo Courtesy of the City Planning Branch and the West Industrial LAPC.*)

By focusing on key adjectives that described their values for future development, the LAPC created the following statements to describe the future they see for the West Industrial Area:

- “An attractive, aesthetically pleasing and accessible streetscape plan that safely encourages pedestrian, bicycle and vehicular traffic throughout the area;”
- “Healthy working relationships and communication between the business and residential community;”
- “A vibrant commercial, industrial and residential community that is visited by citizens throughout Saskatoon;”
- “A historically celebrated area where people live and work within close proximity;”
- “A community that fosters sustainable environmental practices and opportunities;” and,
- “A safe environment where all businesses, property owners and residents feel a sense of community pride.”

West Industrial Area Vision

In creating the West Industrial Area vision, the LAPC expanded their values into the following broad vision statement for the area:

“Capitalizing on an affordable, historically central location with efficient transportation access and a skilled labour pool, the West Industrial Area attracts a diverse range of businesses and employment opportunities. Through responsible management of property, environmental stewardship, cooperative mixed land use relationships and the provision of complementary services, the West Industrial Area is a safe, vibrant, aesthetically pleasing, international business centre, which exemplifies a sustainable live/work community, in harmony with surrounding areas.”

With the vision statement firmly held in mind, the planning committee set out to create the LAP.

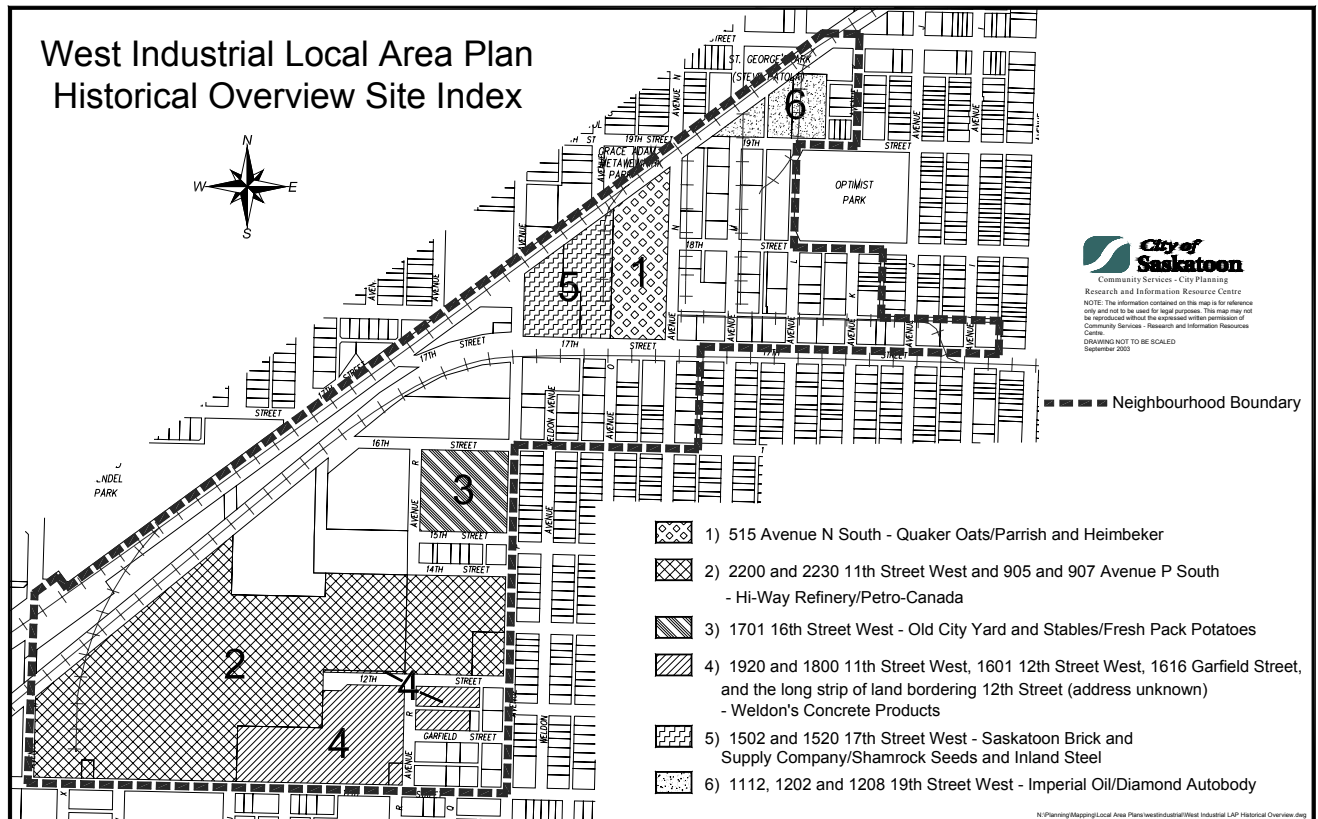
The West Industrial Area History

Development of the Area

The development of the West Industrial Area had much to do with proximity to the CP and CN rail lines, which were built in 1907 and formed the northwest boundary of the area. At the time, industry required direct access to rail transportation for the shipment of supplies and delivery of product. A further defining feature that attracted industry to the area was its location on the periphery of the city. Like other older industrial areas, which had attempted to maintain a separation from less compatible uses often by locating at a distance, the West Industrial Area came to be surrounded by residential neighbourhoods as Saskatoon's population grew. Although this has undoubtedly resulted in nuisances to the neighbouring residents over the years, West Industrial remains a business district for several industrial and commercial land uses.

There have been many kinds of enterprises that have come and gone over the years in West Industrial. In surveying the history, a small sample of these enterprises have been summarized below in an attempt to assist with providing a historical basis on which to build the future direction of this evolving area.³

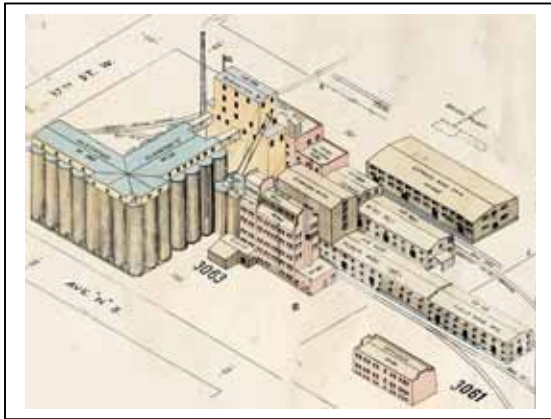
Map 2. Historical Overview of Selected Businesses



Source: City of Saskatoon, Research and Information Resource Centre, 2003

³ A special thank you to Jeff O'Brien, City Archivist, City of Saskatoon and to the LAPC participants for assisting with the preparing this historic overview. For a more detailed account, please see "Saskatoon's West Industrial Area: An Historical Background", July 2002.

Quaker Oats/Parrish and Heimbecker

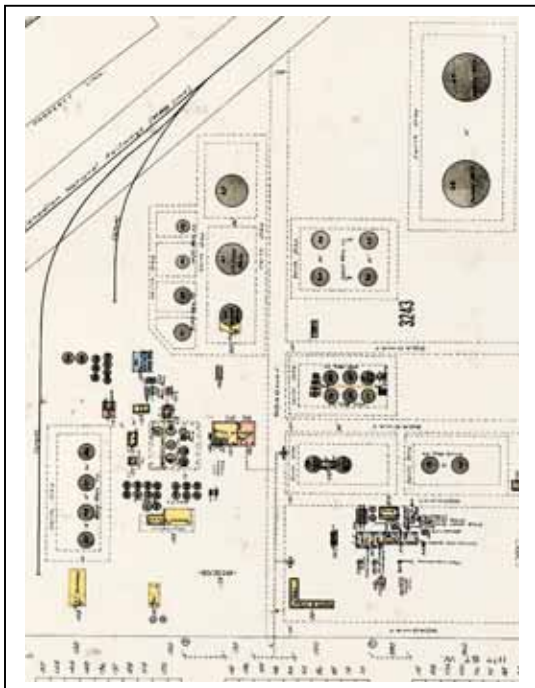


The present-day Parrish and Heimbecker elevator and feed mill at 515 Avenue N South stands on the site of one of Saskatoon's oldest successful industries: The Saskatoon Milling Company. The structure's grand mass and stature is a clear landmark in the area. (*Quaker Oats Mill, Fire Insurance Map, ca. 1950. Image courtesy City of Saskatoon Archives*).

The Quaker Oats Mill bought Saskatoon's first flourmill, the Saskatoon Milling Company, in 1912. Business proved to be prosperous throughout the 1920's despite a fire in 1919 that destroyed one of the elevators, which was quickly rebuilt.⁴ During the drought and depression of the 1930's, business slowed down only to pick up again during the war, which became the Mill's period of greatest product output. By 1963, it was reported that business had dropped by half and operations were scaled back. By the time it shut down, on July 1, 1972, the number of employees had been reduced to 125 from 250 during its operational peak.

Parrish and Heimbecker purchased the plant in 1973. A feed mill was added a couple years later, but that has been the only processing component to occur at the once-booming Quaker Oats Mill. Today, grain is cleaned and stored at the site for shipment to mills in other parts of Canada.

Hi-Way Refinery/Petro-Canada



The present-day Petro-Canada facility on 11th Street West covers approximately 51 ½ acres (21 hectares) and is the West Industrial Area's largest land owner covering four street addresses: 2200 and 2230 11th Street West; 905 and 907 Avenue P South.

Hi-Way Refinery, a locally owned company that opened in 1932, originally occupied most of the present-day site. The original facility consisted of a single fractionating column capable of refining 300 barrels of crude oil per day. In 1949, the refinery underwent a million dollar expansion, adding a thermal cracking unit that allowed oil to be refined more precisely and boosted capacity to 3000 barrels per day.⁵ (*Hi Way Refinery, Fire Insurance Map, ca. 1950. Image courtesy City of Saskatoon Archives*).

During the 1950's, Hi-Way Refinery underwent several expansions and equipment upgrades such as a new office building, workshop space, storage buildings and employee facilities. By 1960, the Refinery had 132 employees refining 8,000 barrels of oil per day.

⁴ City of Saskatoon Fire Department "100th Anniversary, 1882-1982", 1982. p. 7.

⁵ Star Phoenix, June 4, 1960.

Air and water pollution were an ongoing concern for nearby residents who complained of the chemical fumes emitted by the refinery and problems with noxious substances being released into the sewer system. By 1960, steps had been taken to treat wastewater and burners had been upgraded in an attempt to reduce the sour gas smell. Noise was also an issue, so silencers were added to the stacks.

In 1962, the U.S. based British-American Oil Company bought controlling interest in Royalite, the parent owners of the Refinery. In 1969, British-American Oil and Royalite amalgamated to form Gulf Oil, and the company announced that it was no longer economically feasible to continue refining operations at the 11th Street location; however, the company continued to operate a product terminal on site.⁶ Today, the site serves as a fuel storage and transfer facility for Petro-Canada.

Old City Yard and Stables/Fresh Pack Potatoes

The location of the Old City Yards and Stables corresponds fairly closely to what is now 1701-16th Street West, the site of Saskatoon Fresh Pack Potatoes.

In 1912, the property was purchased by the City of Saskatoon to serve as a material yard and horse stable. A stone crusher was set up and a spur line was laid down with an approach from the adjacent CN Rail line. Originally, the site encompassed a number of streets and lanes that were closed to form a single site.⁷ In 1919, the City sold the stables and a 3-acre portion of the yard to the A. Stanley Jones Blower Company of Battleford, Saskatchewan, which hoped to set up a farm machinery plant in Saskatoon. Unfortunately, financial difficulties emerged, and in 1924, the site was sold to Desjardins Company, a farm machinery company from Quebec.⁸



In 1950, the Dominion Oxygen Company built a plant at 711 Avenue P South, just southwest of where the city stables had been. By 1955, it was replaced by the Linde Air Company, and by the Union Carbide Company of Canada in 1970. After 1979, the property was vacant, and by 1983, the address no longer existed.⁹ During much of this time the westerly half of the property was leased by the Saskatchewan Power Corporation as a material yard.¹⁰

In 1969, Saskatoon Fresh Pack Potatoes was established at 1526-16th Street West. By 1982, the company moved to a new building at 1701-16th Street West. Since this time, the building has expanded several times and now occupies most of the easterly portion of the 1912-1919 City Yards.¹¹ In 2002, Saskatoon Fresh Pack Potatoes successfully applied to the City of Saskatoon to close Avenue R and fully consolidate the adjacent parcel in preparation for another business expansion. (*Fresh Pack Potatoes (upper middle of picture), ca. 2002. Photo courtesy City of Saskatoon, City Planning*).

⁶ Star Phoenix, July 16, 1969.

⁷ COS Archives, D500-VII-154: "Material Yard - Closing of Streets and Lanes", (1913-1919).

⁸ COS Archives, D500-VII-155: "Material Yard – Leasing to A. Stanley Jones", (1919-1921).

⁹ COS Archives, Saskatoon Henderson Directories.

¹⁰ COS Archives, 1958-1963 Fire Insurance Maps.

¹¹ Ibid.

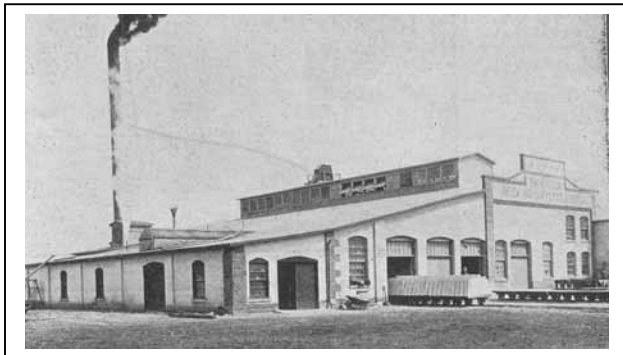
Weldon's Concrete Products

Earl "Curly" Weldon (1894-1976) founded Weldon's Concrete Products at 1920-11th Street West in 1945. Mr. Weldon was a well-liked grain buyer, described by his predecessors as a visionary for having recognized early in Saskatoon's development the need to manufacture three important products: concrete blocks, concrete pipes and concrete manholes. In fact, the growing need for concrete products was also recognized by the City of Saskatoon who became one of Weldon's first customers. Today, Weldon's Concrete is the oldest continuously operating concrete product plant in Saskatoon. The company employs 44 people and produces more than 8000 concrete blocks per day. Weldon's Concrete market includes businesses throughout the West Industrial Area, Saskatoon (including the City of Saskatoon) and the Province.¹² (*Weldon's Concrete Products, ca. 2002. Photo courtesy City of Saskatoon, City Planning*).



Saskatoon Brick and Supply Company/Shamrock Seeds and Inland Steel

The brick making industry reached its peak in Saskatoon in the boom years just prior to World War I. For the large number of new buildings constructed, brick was "the material of choice for its practical qualities of durability as well as its aesthetic qualities of colour and physical textures."¹³ (*Saskatoon Brick & Supply Co. 1911. Photo courtesy Saskatchewan Heritage Foundation*).



In 1910, James M. Wilson founded the Saskatoon Brick and Supply Company located west of Avenue O, between 17th and 18th Streets on sites now occupied by Shamrock Seeds and Inland Steel (1502 and 1520-17th Street West, respectively). The company became the most successful of the half-dozen or so brick plants that existed in the city between 1910 and 1921. All of the 1912-1914 era schools in Saskatoon as well as the Tees and Persse and Codville warehouses, the Ross Block, Standard Trust building and numerous other boom-time era brick buildings downtown were

constructed from bricks manufactured by Saskatoon Brick and Supply Company.¹⁴ The company used a process developed in Germany in which bricks were made from a mixture of sand and lime that was cured using high-pressure steam, rather than being baked in a kiln, as is the usual procedure with clay bricks.¹⁵

Although the company continued to have offices downtown, the brick plant closed around 1921. In 1932, the property was sold to Quaker Oats and the building was converted to storage and garage space. In 1974, A&A Delivery and Warehousing occupied the building. This was the first (and longest-running) of several trucking companies, which operated out of the building before it became part of the Shamrock Seeds operation in the

¹² As a point of interest, Weldon Avenue, located two blocks east of Weldon's Concrete, is first recognized on a 1912 City of Saskatoon map, which is well before the business was established. This has lead historians to believe that the original source of the name is unknown; however, most people assume the avenue was named after "Curly" Weldon, though there was no confirmative information available at the time the LAP was written.

¹³ Larry Buhr, "Saskatoon Brickmaking: Boom-era building blocks", Saskatoon History Review, 1999, p. 29.

¹⁴ City of Saskatoon Archives, Riversdale Businesses: An Historical Sampler, Arlean McPherson, 1992, p. 112.

¹⁵ Buhr, p. 34.

late 1990's, which still operates out of a portion of the original Brick and Supply building. Since 1980, Inland Steel Products has occupied the westerly portion of the property.

Imperial Oil/Diamond Autobody

The former Imperial Oil buildings at 1112 and 1202-19th Street West were abandoned in the late 1980's, and remained neglected until they were demolished in November 2002. The west portion of the property remains occupied by Diamond Autobody (1208-19th Street West). In 1911, Imperial Oil built on the northwest corner of 19th Street West and Avenue L South. The complex included a small warehouse/office, storage tanks, and two small frame structures including a 1½ story house.¹⁶



In 1976, the Imperial Oil Company closed and the property was taken over by the J.H. Scott Company until 1981. Shortly thereafter, the property became vacant gradually falling into a greater state of disrepair. The Esso Petroleum Centre, which was located east of the Imperial Oil site adjacent to 20th Street, continued to house a tank yard until 1995, when it too was abandoned. During the late 1990's a local businessman purchased the Imperial Oil site, but back taxes on the property were too great to handle and the property reverted to the City in 2001. (*Imperial Oil buildings, ca. 2002. Image courtesy City of Saskatoon, City Planning*).

Prior to the demolition of the Imperial Oil buildings, the West Industrial LAPC resolved that the building's red brick, believed to have been constructed by the Saskatoon Brick and Supply Company, be preserved and used to construct an entry point sign into the area. (please see the Heritage Report, page 155).

As is briefly demonstrated above, the West Industrial Area has had a significant impact on the overall development of Saskatoon. It has provided employment for citizens, opportunities for business growth, and is a proven leader in business innovation.

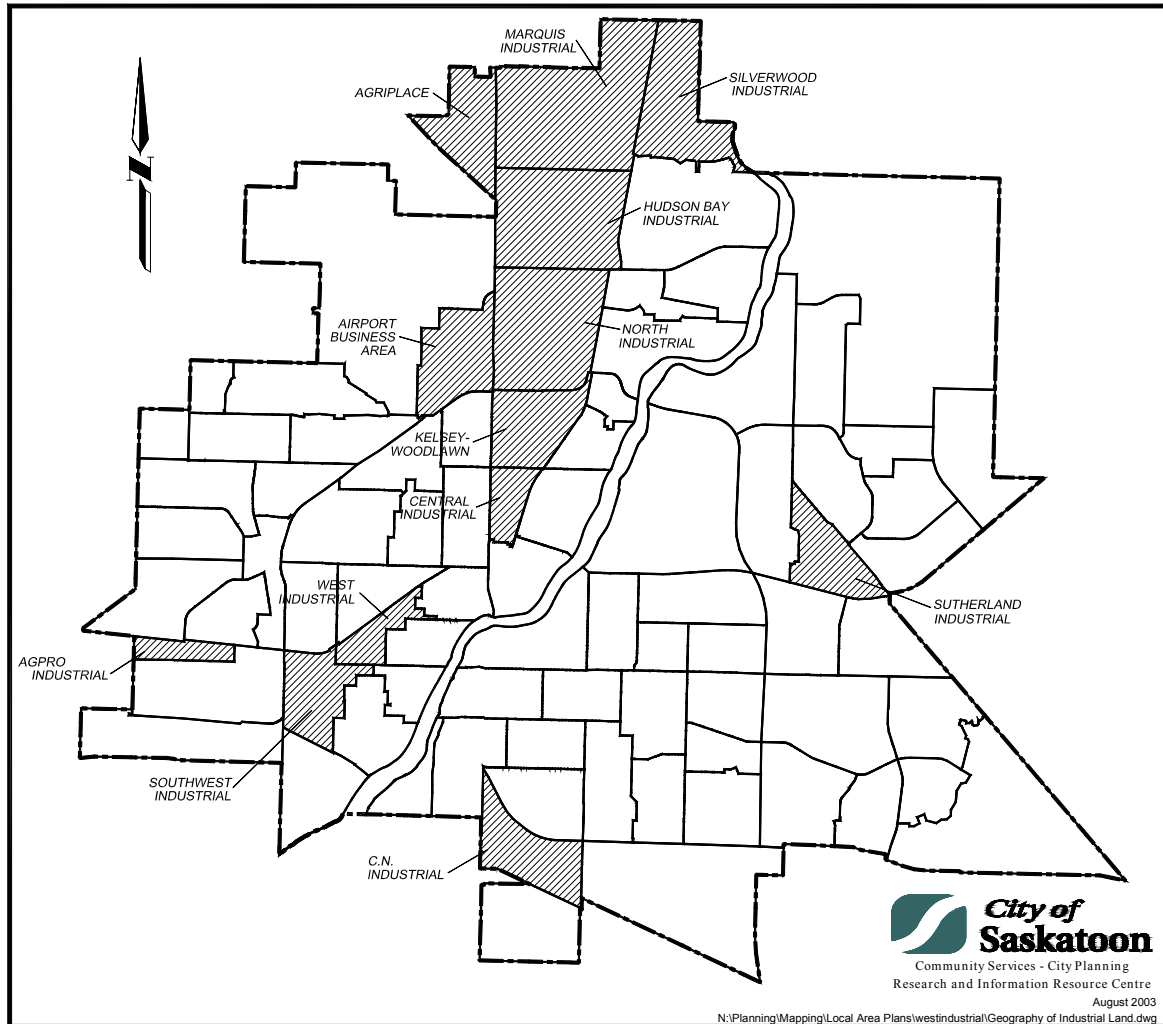
¹⁶ COS Archives, Fire Insurance Maps, 1911-29.

The West Industrial Area Today

The Geography of Industrial Land

This section of the LAP will provide a statistical overview of the industrial characteristics and other factors influencing development in Saskatoon's oldest industrial area in comparison to other industrial areas.

Map 3. Geography of Industrial Land in Saskatoon



Source: City of Saskatoon, Research and Information Resource Centre, 2003

In 2002, the total amount of industrial land in Saskatoon was 16,546,638 m² (4,088 acres). As shown in Map 3, industrial development is predominately concentrated in the north portion of Saskatoon and includes Agriplace, Marquis Industrial, Silverwood Industrial, Hudson Bay Industrial, North Industrial and Airport Industrial. Combined, these areas account for 73 percent of Saskatoon's industrial land or 12,148,688 m² (3,001 acres). The remaining industrial areas are concentrated in the west portion of Saskatoon and represent 17 percent of the total industrial land area or 2,855,264 m² (705 acres), and include Kelsey/Woodlawn, Central Industrial, West Industrial, South West Industrial and Agpro Industrial. On the east side of Saskatoon, there are two industrial area developments: Sutherland and CN that combined represent 10 percent of Saskatoon's total industrial land area or 1,542,685 m² (381.2 acres).

Saskatoon also has several small industrial areas located within predominantly residential neighbourhoods such as City Park, Caswell Hill, Riversdale, Central Business District, Exhibition, Mayfair, Pleasant Hill and Holiday Park, respectively. Combined, their total land area is 473,491.15 m² (117 acres). Through the LAP process, efforts have been made in neighbourhoods such as Pleasant Hill and Nutana to reduce incidents of industrial land use near residential development. Unique to this plan is the proposed combination of selected residential and industrial uses to try and foster the historic live/work nature of the West Industrial Area (see Land Use page 115)

As shown in Table 1, when taken independently, the West Industrial Area is a relatively small industrial area that has a total land area of 618,362 m² (152.8 acres), of which, 616,118 m² (152.2 acres) is designated for industrial purposes that comprise slightly more than 3.7 percent of the total industrial land in Saskatoon. Furthermore, it is important to recognize that the Petro-Canada Terminal located in the West Industrial Area represents over 30 percent of the total land area (51.5 acres or 208,413.9 m²). Comparatively, Marquis Industrial (Saskatoon’s newest Industrial area) has 4,156,852.21 m² (1,027.2 acres) or 25 percent of the industrial land area in Saskatoon.

Table 1. Industrial Area Land Comparisons, 2002

Industrial Area	Industrial Area (m ²) 2002	Industrial Area (acres) 2002	Proportion of Total %
Agpro Industrial	188,109.30	46.48	1.14
Central Industrial	335,587.54	82.92	2.03
Sutherland Industrial	398,260.06	98.41	2.41
Silverwood Industrial	427,697.20	105.69	2.58
Kelsey / Woodlawn	526,174.61	130.02	3.18
West Industrial	616,118.04	152.24	3.72
Airport Industrial	1,063,009.17	262.67	6.42
CN Industrial	1,144,425.79	282.79	6.92
South West Industrial	1,189,274.82	293.87	7.19
Agriplace	1,210,120.41	299.03	7.31
North Industrial	2,592,010.66	640.50	15.66
Hudson Bay Industrial	2,698,998.65	666.93	16.31
Marquis Industrial	4,156,852.21	1,027.18	25.12
Total	16,546,638.46	4,088.75	100.00

Source: City of Saskatoon, “Industrial Land Inventory, 2002”.

Land Use Designations

Unique to few industrial areas in Saskatoon is the residential component that comprises less than one percent or 2,244.9 m² (0.55 acres) of West Industrial’s total land area, which translate into six low-density residential sites. There are six other sites in the area that are used for residential purposes, but are designated Heavy or Light Industrial in the City’s Development Plan (these properties have been included in the industrial land area calculation).

As shown in Table 2, West Industrial contributes 10.9 percent to Saskatoon’s total Heavy Industrial land use following North Industrial (23.2 percent), Marquis Industrial (26.1 percent), and Hudson Bay Industrial (27.7 percent). This value is significant considering West Industrial’s central location and the tendency for Heavy Industrial uses to locate in planned industrial areas away from residential neighbourhoods, as is evidenced by the geographic concentration of Heavy Industrial industry in the north end of Saskatoon.

Table 2. Total Heavy Industrial Land Use Distribution, 2002

Industrial Area	Heavy Industrial (m ²)	Heavy Industrial (acres)	%
Agpro Industrial	-	-	-
Airport Industrial	-	-	-
CN Industrial	-	-	-
Silverwood Industrial	-	-	-
Agriplace	9,062.04	2.23	0.19
Kelsey/Woodlawn	79,119.40	19.55	1.62
Sutherland Industrial	118,123.70	29.18	2.42
Central Industrial	148,277.55	36.64	3.04
South West Industrial	225,981.38	55.84	4.63
West Industrial	532,812.69	131.66	10.92
North Industrial	1,135,897.73	280.68	23.29
Marquis Industrial	1,277,634.30	315.70	26.19
Hudson Bay Industrial	1,351,103.74	333.86	27.70
Total	4,878,012.53	871.48	100.00

Source: City of Saskatoon, “Industrial Land Inventory, 2002”.

As outlined in Table 3, Light Industrial land use is far more common and evenly distributed throughout Saskatoon than Heavy Industrial, and is commonly represented in areas located near residential development. Hudson Bay Industrial (11.7 percent), North Industrial (12.7 percent) and Marquis Industrial (25.1 percent) comprise the largest proportion of Light Industrial land in Saskatoon. It is significant to note that at 0.73 percent, the West Industrial Area has the lowest proportion of Saskatoon’s total land dedicated for Light Industrial purpose.

Table 3. Total Light Industrial Land Use Distribution, 2002

Industrial Area	Light Industrial (m ²)	Light Industrial (acres)	%
West Industrial	83,305.35	20.58	0.73
Agpro Industrial	188,109.30	46.48	1.64
Central Industrial	187,309.99	46.28	1.64
Sutherland Industrial	280,136.36	69.22	2.45
Silverwood Industrial	427,679.20	105.68	3.74
Kelsey/Woodlawn	447,055.21	110.49	3.91
CN Industrial	914,495.42	225.97	7.99
South West Industrial	963,293.44	238.03	8.42
Airport Industrial	1,063,009.17	262.67	9.29
Agriplace	1,201,058.37	296.78	10.50
Hudson Bay Industrial	1,347,894.91	333.07	11.78
North Industrial	1,456,112.93	359.81	12.73
Marquis Industrial	2,879,217.80	711.46	25.17
Total	11,438,677.45	2,115.06	100.00

Source: City of Saskatoon, “Industrial Land Inventory, 2002”.

Overall, the supply of Light Industrial land is more predominant in Saskatoon than Heavy Industrial (70.5 percent compared to 29.5 percent). As outlined in Table 4, Light Industrial land use in the West Industrial Area represents only 13.5 percent of the total land area, while Heavy Industrial absorbs 86.4 percent. This is the most significant difference in the distribution of industrial land use found in Saskatoon. Slightly more than half of the other industrial areas have greater than 80 percent of their total land use base dedicated for Light Industrial purposes. *In order for the West Industrial Area to become vibrant and competitive, it will be*

important that the distribution of land use reflect current day trends where there is more preference given to Light Industrial development. Furthermore, it is the policy of the City's Development Plan to accommodate new Heavy Industrial development in the Marquis Industrial Area. Adequate separation from residential uses and a suitable transportation network have been incorporated in the Marquis Industrial Sector Plan to properly accommodate for Heavy Industrial land use. This is not the case for West Industrial, which was never intentionally planned for Heavy Industrial land use development.

Table 4. Proportion of Heavy Vs. Light Industrial Zoning

Industrial Area	% Heavy Industrial	% Light Industrial
Agpro Industrial	0	100
Airport Industrial	0	100
CN Industrial	0	100
Silverwood Industrial	0	100
Agriplace	0.07	99.93
Kelsey/Woodlawn	15.03	84.97
South West Industrial	19	81
Sutherland Industrial	29.65	70.35
Marquis Industrial	30.73	69.27
North Industrial	43.82	56.18
Central Industrial	44.18	55.82
Hudson Bay Industrial	50.05	49.95
West Industrial	86.47	13.53
Saskatoon	29.48	70.52

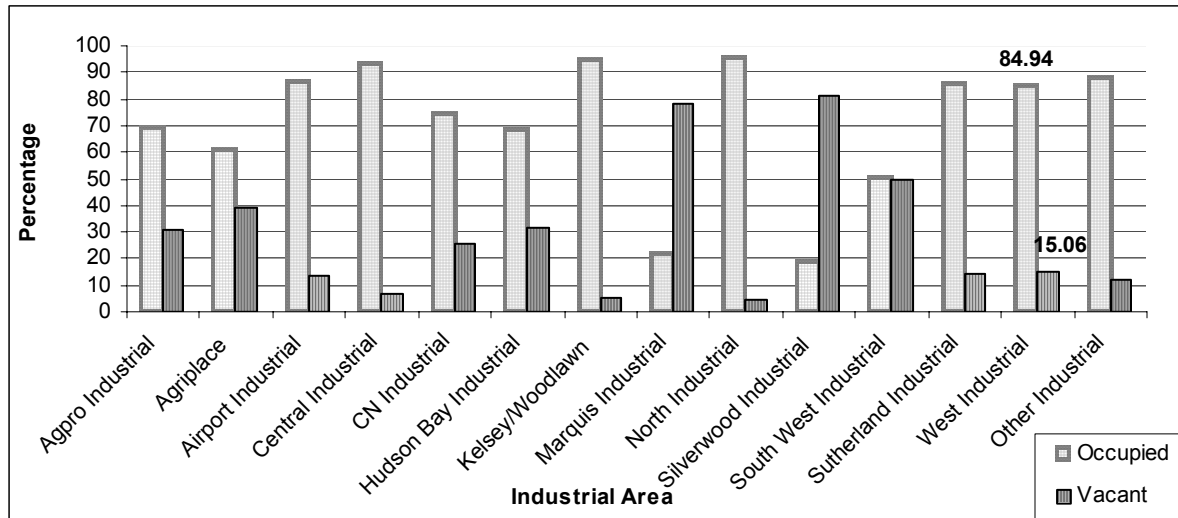
Source: City of Saskatoon, "Industrial Land Inventory, 2002".

Occupied and Vacant Industrial Land

Currently, 62.6 percent of industrial land in Saskatoon is occupied and 37.4 percent is vacant.¹⁷ Figure 1 reflects Saskatoon's pattern of predominantly occupied industrial land. Areas such as North Industrial (95 percent), Kelsey/Woodlawn (95 percent) and Central Industrial (93 percent), are nearly completely occupied by industrial land use. The relatively new areas of Silverwood Industrial (19 percent) and Marquis Industrial (22 percent) are the only two areas that have less than 50 percent occupancy. Nearly 85 percent of industrial land in West Industrial is occupied while neighbouring South West Industrial has only 50 percent occupancy. Taken together, West Industrial and South West Industrial have significant potential to generate infill development in Saskatoon.

¹⁷ For these purposes, vacant land implies that there is no building on the site, which may be owned by the Crown, City of Saskatoon or private interest. Occupied land implies that there is a building on the site that may or may not be vacant.

Figure 1. Citywide Occupied and Vacant Industrial Land, 2002



Source: City of Saskatoon, “Industrial Land Inventory, 2002”.

Occupancy by Land Use Designation

In West Industrial, the vacancy distribution between Heavy and Light Industrial land use is fairly consistent. Table 5 shows that in 2002, there were 28 vacant parcels of land in the area. Of the 114 Heavy Industrial parcels, 20 were vacant (14 percent), while 8 of the 44 Light Industrial parcels were vacant (19 percent). Since 1999, the total percentage of vacant industrial land has increased over 150 percent (from 36,949.3 m² (9.3 acres) to 92,774.14 m² (22.9 acres)). The increase in land vacancy indicates two trends: first, the buildings that have been demolished, such as Imperial Oil, have not been replaced with new buildings; and, second, there are more sites being used for outdoor storage. The latter may partly be the result of businesses that are predominantly storage based expanding onto vacant lots where buildings once existed. It may also be that vacant land is not valued appropriate to the cost of new construction and servicing. In any case, stakeholders are concerned that the area is not generating new land development activity (see Economic Development page 58).

Table 5. West Industrial Land Occupancy by Land Use Designation, 2002 (m²)

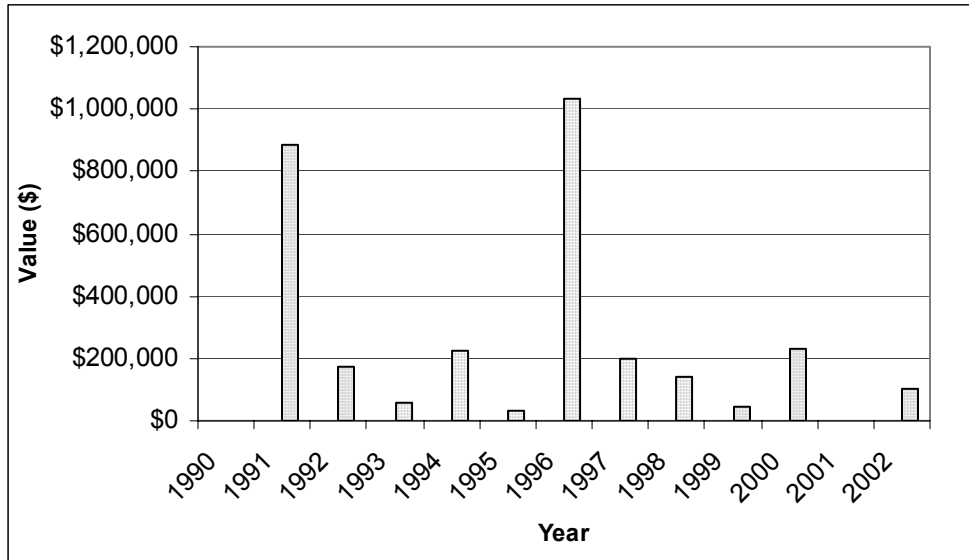
Land Use	Occupied	Vacant	Total Area	% Vacant	# of Area	# of Parcels Occupied	# of Parcels Vacant	Total Parcels
Heavy Industrial	456,170.80	76,641.89	532,812.69	14	94	20	114	
Light Industrial	67,173.10	16,132.25	83,305.35	19	36	8	44	
Total	523,343.90	92,774.14	616,118.04	15	130	28	158	

Source: City of Saskatoon, “Industrial Land Inventory, 2002”.

Building Permit Activity

Between 1990 and 2002, 44 building permits were issued in the West Industrial Area. As shown in Figure 2, 1992 and 1996 experienced the most significant amount of new development in terms of the value of the building permits issued, \$173,000 and \$1,031,000, respectively. However, new building activity in the area has been relatively insignificant over the past decade indicating that reinvestment in the area has been minimal. It is anticipated that the Enterprise Zone, created by City Council in 2002, and the implementation of the recommendations outlined in this LAP will encourage new development in the West Industrial Area.

Figure 2. West Industrial Building Permit Values, 1990-2002



Source: City of Saskatoon, Building Standards, Building Permit Records, 2003

Building Rental Rates and Vacancies

As shown in Table 6, Saskatoon’s rental rates in 2002/2003 for new industrial construction ranged from \$6.00 to \$7.50 ft² while rates for existing buildings averaged \$3.50 to \$5.50 ft². The lower end of the range represents larger warehouse buildings with minimal office content, poorer quality buildings, and older buildings. Newer warehouses that may include a fenced yard and upgraded office space typically represent the higher rates.¹⁸ Rates will also vary depending on the location of the industrial area, and its proximity to major roadways and other high profile areas.

Table 6. Building Rental Rates and Vacancies, 2002/2003

Location	North End	Kelsey/ Woodlawn	Airport	Agriplace	C.N. Industrial	Holiday Park	Riversdale/West Industrial	Sutherland
%Vacancy	4.1	4.5	9	1.6	1.1	1.2	2.7	3
Rental Rates (\$)	4.50-7.50	4.25-6.50	4.00-6.00	4.50-5.50	4.00-4.50	4.00-5.00	3.50-4.50	4.25-4.75
Total Building Vacancy (ft ²)	216,651	62,924	184,401	22,000	15,700	8,900	12,800	19,816

Source: ICR, Saskatoon Industrial Real Estate Survey, 2002/03

According to the Saskatoon Industrial Real Estate Survey, the rental rates for Riversdale, which also includes the east portion of West Industrial, ranged from \$3.50 to \$4.50. These values are the same as 2001/2002, and are the lowest for all industrial areas. The total amount of vacant building space for the Riversdale/West Industrial Area was 12,800 ft², up from 6,000 ft² the previous year. The overall percentage of building vacancy was 2.7.¹⁹

¹⁸ Brunson Martin Appraisals, Saskatoon Real Estate Market Information, Saskatoon Economy – see www.realestateappraisals.com

¹⁹ Neighbourhood boundaries used by the City of Saskatoon for statistical purposes may differ from those used by other organizations. In West Industrial’s case, the area is not recognized as an industrial area by any other organization except

Market Values

Though there have been no industrial land sales over the past year in the West Industrial Area, Table 7 indicates that market values still managed to rise 34 percent from \$52,000 to \$80,000 between 2000 and 2003. However, the bulk of this increase occurred between 2000 and 2001. Citywide industrial land prices have shown a 26.4 percent increase over the same time period. In 2003, North Industrial (\$165,000), Kelsey/Woodlawn (\$165,000) and Marquis Industrial (\$127,000) represented the highest average value for industrial land sales. Conversely, both West Industrial (\$80,000) and South West Industrial (\$80,000) represent the lowest industrial land values in Saskatoon. Recognizing that lower industrial market values are typically found in isolated areas with minimal transportation access and municipal servicing, both areas can expect nominal increases in market value until the overall infrastructure network is improved and or expanded (see Transportation Report and Infrastructure Report).

Table 7. Average Market Value by Industrial Area, 2000-2003

Industrial Area	2000 Average Value (\$/acre)	2003 Average Value (\$/acre)	% Change 2000-2003
Marquis Industrial	75,000	127,000	41
Kelsey/Woodlawn	100,000	165,000	39
North Industrial	100,000	165,000	39
CN Industrial	70,000	115,000	39
West Industrial	52,500	80,000	34
Hudson Bay Industrial	110,000	147,000	25
Central Industrial	90,000	110,000	18
South West Industrial	67,500	80,000	16
Sutherland Industrial	100,000	115,000	13
Agriplace	120,000	135,000	11
Airport Industrial	115,000	120,000	4
Silverwood Industrial	N/A	N/A	N/A
Agpro Industrial	N/A	N/A	N/A
Saskatoon	90,909	123,591	26

Source: City of Saskatoon, "Industrial Land Inventory", 2000-2002 and Brunsdson Martin Appraisals, 2003.

Transportation and Bus Routes

Map 4 shows the transportation network for the West Industrial Area according to road classification. A road classification is the orderly grouping of roads into systems according to the type of service they provide to the public. Road classifications are defined by a hierarchy of roads characterized according to flow, function and volume of traffic the network is intended to facilitate.²⁰

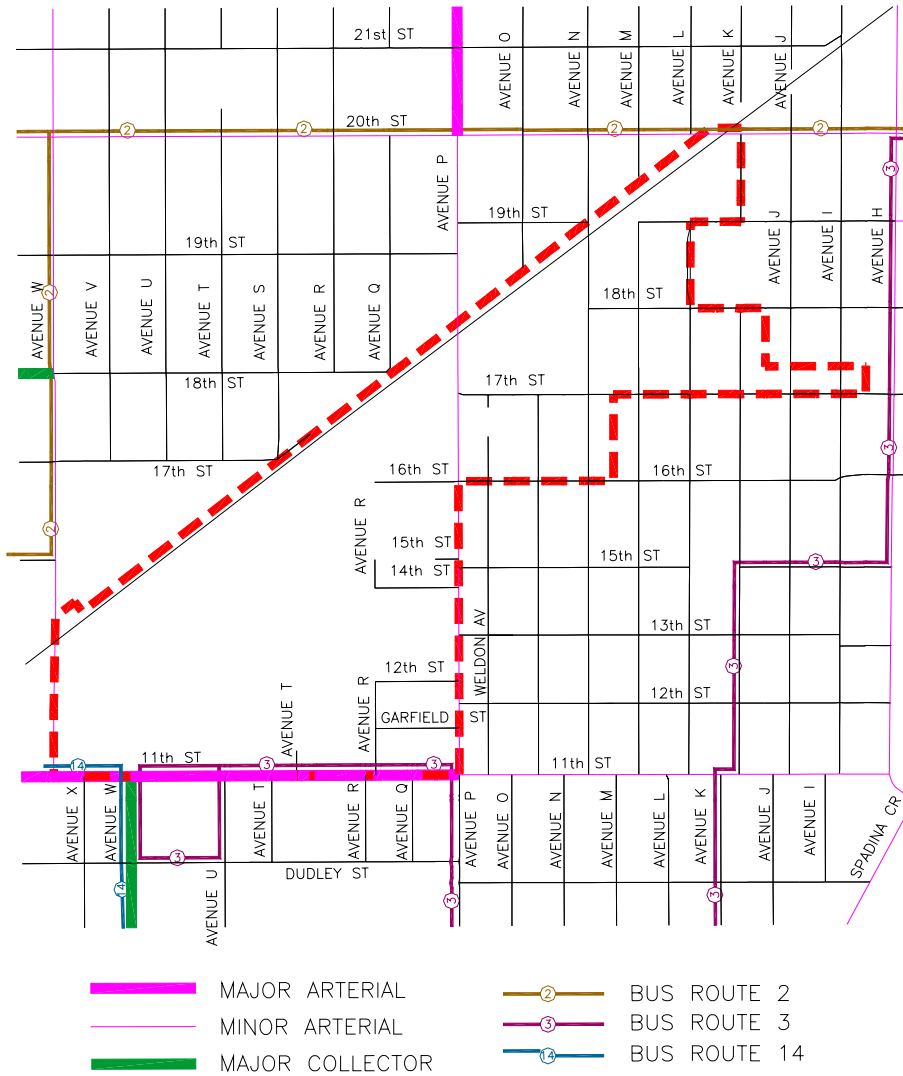
The West Industrial Area is served by one Major Arterial roadway, 11th Street West, which is also classified as a Dangerous Goods Route. According to the Truck Route Bylaw, all vehicles greater than 37,500 kg (83,000 lbs) are required to enter both West and South West Industrial along 11th Street West. Avenue P South between 11th Street and 22nd Street is designated Minor Arterial and is intended to facilitate the movement of vehicles weighing 37,000 kg (83,000) or less. However, concerns raised by residents in Pleasant Hill about the safety of children crossing Avenue P at 19th Street near St. Mary's School has led to a re-evaluation of the weight designation. Whatever the outcome of this re-evaluation, stakeholders in West

the City of Saskatoon. Rather, the area is generally referred to according to its historical name – Riversdale West and/or Holiday Park Industrial. The same applies for South West Industrial, which is more commonly referred to as the SEDCO Industrial Area or Holiday Park Industrial.

²⁰ Geometric Design Guide for Canadian Roads, September 1999.

Industrial unanimously agree that the existing road network that serves the area is insufficient to meet their transportation needs. Further consideration to an expanded transportation network and road classification system is covered on page 72 of this report.

Map 4. West Industrial Transportation Network



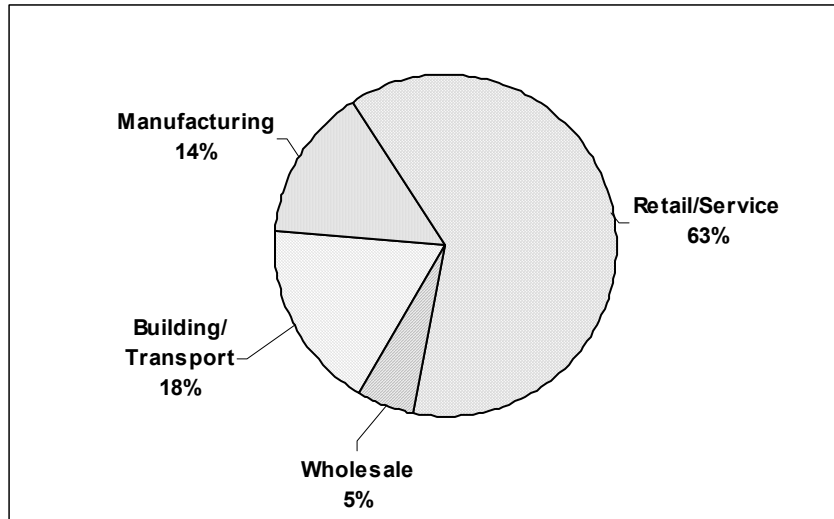
Source: City of Saskatoon, Traffic Engineering Section, 2003.

There are no bus stops or bus routes located in West Industrial; however adjacent neighbourhoods such as Riversdale, Pleasant Hill and King George receive regular service via Routes 2, 3 and 14. There are five entry points for transit riders into the West Industrial Area: Route 14 stops at 11th Street and Avenue W; On Route 3, there is a bus shelter at the intersection of 11th Street and Avenue P. There are also bus stops at 11th Street and Avenue T, and outside King George School on 15th Street and Avenue K; and, Route 2 has one stop near the easterly corner of West Industrial on 20th Street and Avenue K.

Business Type

There are currently 74 businesses operating in West Industrial that represent a wide selection of business types, some of which include automotive repair and sales, concrete product manufacturing, food processing, fuel distribution, truck transport, salvaging, taxidermy, appliance sale and repair, plumbing and heating, elevator servicing, carpentry, storage, retailing, and landscaping. As shown in Figure 3, the retail and service sector, which includes automotive and home building sales, is the most common business type in West Industrial at 63 percent (48 businesses), followed distantly by building and transport at 18 percent (14 businesses) and manufacturing 14 percent (11 businesses).

Figure 3. West Industrial Percentage of Business Type, 2002



Source: City of Saskatoon, Business License Section, 2002

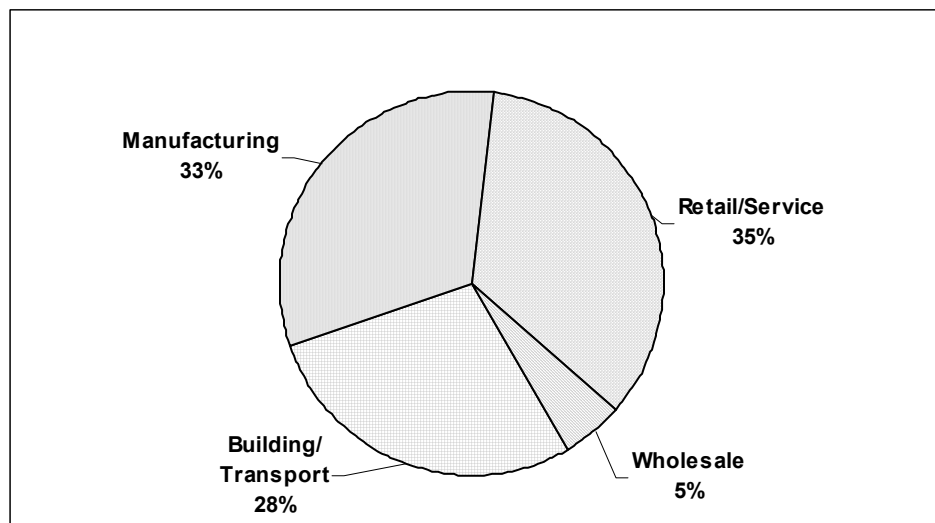
Employment

In 2002, there were 57,101 employed in the commercial and industrial sector.²¹ Within this sector, service businesses employed 41 percent of the labour force (23,355 employees), followed distantly by retail at 26 percent (15,148 employees), and manufacturing at 16 percent (9,424 employees). Building/transport and wholesale had the least amount of employees within the commercial and industrial sector at 9 percent and 6 percent, respectively.

The West Industrial Area employed less than one percent of the commercial and industrial labour force with the vast majority of employment supplied by manufacturing (155 employees) and building/transport (135 employees). The total number of employees in West Industrial Area was 481. As shown in Figure 4, wholesale made up the smallest proportion of jobs in the area with 26 employees. The average number of employees per business was 6.2 while the largest employer, Weldon's Concrete Products, had 44 employees.

²¹ City of Saskatoon, "Business Profile 2002 Annual Report"

Figure 4. Percentage of Employees by Business Type



Source: City of Saskatoon, Business License Section, 2002

Throughout the West Industrial LAP process, business owners, residents and other stakeholders voiced their concerns as well as thoughts about opportunities for long-term development and service delivery in West Industrial. The remainder of this plan provides an overview of the discussions that took place along with the strategies and recommendations that have been proposed to ensure the long-term success of the area.

The Voice of West Industrial

Throughout the Local Area Planning process, business owners, property owners, residents and other stakeholders voiced their concerns as well as their thoughts about opportunities for long-term development in the West Industrial Area. This summary highlights each of the discussions that took place and provides the foundation for the proceeding issue and policy reports.

Economic Development

Identity

Further to the West Central Business Development Strategy (2001), which recognized the importance of giving the West Central Area a collective identity, the West Industrial Area LAPC has proposed that the West Industrial Area be renamed and expanded to include the South West Industrial Area.

Definable Boundaries

There has been difficulty for the planning committee, and the Saskatoon community at large, in identifying or relating to the irregular shaped boundary of the West Industrial Area. The LAP has proposed a new boundary intended to more clearly define where industry begins, residential ends, and where the two co-exist in the same geographic area.

Business Representation

The planning committee felt that economic revitalization in West Industrial might be difficult given the existing barriers to development in the area (e.g. incomplete infrastructure servicing, inflated market values, poor road access and un-kept appearance, et cetera). To ensure that the implementation of the LAP and other initiatives in West Industrial take place, and that the business interests are consistently represented in citywide development issues, a recommendation has been made to pursue formalizing the West Industrial's role in an existing business association or the creation of a new association.

Promoting Good Neighbour Relationships

It has been suggested that stakeholders including the businesses, nearby Community Association and residents in the area form a West Industrial Implementation Committee to improve communication, build relationships and promote partnerships in the implementation of their plan.

Tax Assessment Evaluation

With the assistance of the City Assessor, the planning committee wrote a letter to Saskatchewan Assessment Management Agency requesting that a more accurate, fair and equitable property tax system that takes into account the true value of property according to location, size and access be supported. It has been expressed that a more equitable assessment will ensure that property owners in West Industrial are paying the appropriate amount for the services they receive.

Infill Development

There are sites within the area that have remained vacant for decades because the cost of developing these properties is prohibitive. The planning committee felt strongly that ongoing incentives and support, such as the Enterprise Zone, are essential for new development to occur on vacant sites.

Concept Plan

Without an overall plan to guide development, the West Industrial Area has undergone many haphazard changes including road closures, rail line abandonment and land assembly, which has led to unrealized

development potential and underutilized space. To ensure that future development occurs in a more orderly and comprehensive manner, a concept plan should be prepared to guide future development, particularly in the west portion of the area.

Balanced Growth and Development

The community has raised concerns that favouring and promoting industrial development in outlying areas has come at the expense of existing core industrial areas. This has led to decreased interest by businesses and other investors to locate in core industrial areas such as West Industrial. The committee would like to see more initiative taken to equally promote business development throughout Saskatoon.

Reinvesting in West Industrial

There was concern and distrust among many committee members that the City is not providing the same level of service or investment in the West Industrial as in other industrial areas. The committee would like to see the City create a mechanism that identifies tax dollar allocation by neighbourhood to ensure a more fair and accountable distribution of municipal services throughout Saskatoon. Consideration for a Dedicated Core Area Development Fund was also suggested.

Business and Institutional Partnerships

The planning committee identified that there is an opportunity to partner with citywide businesses, organizations and institutions (such as Saskatchewan Institute of Applied Science and Technology) to raise public awareness about the type and diversity of services and employment provided in the West Industrial Area.

Fostering Local Hiring Practices

The central location of the West Industrial Area to adjacent residential areas provides a unique opportunity for fostering a live-work community. The planning committee has proposed that training and apprenticeship programs be pursued with the appropriate partners to encourage nearby residents to work in the West Industrial Area.

Transportation and Circulation

Traffic Ingress and Egress

Improved access to the West Industrial Area is a priority for the planning committee. There are two major entry points into the area at Avenue P and 22nd Street and Circle Drive and 11th Street that the committee expressed are not sufficiently meeting the transportation network requirements of businesses in the area given vehicle size and traffic volumes.

South Bridge

Given the importance of vehicle access to the success of most industries, the planning committee strongly believes that the construction of a south river crossing would greatly improve access to the West Industrial Area, and thereby facilitate new development that may not otherwise be possible.

Intersection Upgrades

The planning committee supports the proposal brought forward by the Traffic Engineering Section to upgrade the intersection of 11th Street and Circle Drive West and would like to see a similar upgrade proposal brought forward for the 11th Street and Avenue P intersection whereby the turning radius is increased to facilitate the movement of large truck traffic.

Multi-Model Linkage

As identified by the planning committee, there is significant potential to develop the abandoned 17th Street Right of Way originating in South West Industrial at Dundonald Avenue and Fletcher Road into a multi-modal linkage that allows for additional vehicle, bike and pedestrian access into the West Industrial Area.

Parking Availability

Concerns have been raised regarding parking availability in the West Industrial Area. Consistently, curbs, right of ways, lawns, vacant land and other undefined spaces are consumed by parking, which detracts from the appearance of the area and has caused congestion problems, as well as conflicts between businesses and residents. The committee would like to see undefined space redefined to ensure that parking occurs in an orderly and legal manner.

Road signs

During the photo survey exercise, the planning committee clearly documented that several signs in the West Industrial Area are missing, damaged or may be required. It was expressed that an inventory of signage in the area would be an ideal guide to ensure that repairs and replacements are made in a timely manner. Knowing that signage is repaired or replaced on a complaint driven basis, the planning committee prepared a list of signs requiring improvements, which was submitted to City traffic engineers for a response.

Alternative Modes of Transportation

With consideration given to the industrial nature of the West Industrial Area, the planning committee felt that its' central location lends itself well to adapting an alternative transportation network plan to ensure that the area is not only conveniently accessible by vehicle, but also by bus, bike and foot. No alternative transportation linkages exist in the area.

Infrastructure Services

Servicing Capacity

Significant concerns have been raised that the existing servicing for the West Industrial Area is not sufficient to meet potential future demand, particularly if there are new developments that require above average usage of the Sanitary Sewer System. The committee has asked that an Integrated Network Plan to consider the long-term provision of servicing in the area be undertaken.

Municipal Service Maintenance

The planning committee has identified several streets, lanes and sidewalks that have received irregular maintenance and are subsequently falling into greater disrepair each year. They have noted washboards on gravel roads, cracked sidewalks (where sidewalks exist), inadequate storm sewer drainage and overgrown lanes. The committee has asked that there be an ongoing maintenance schedule to ensure the basic infrastructure provided by the City in the West Industrial Area is consistent with the maintenance provided in other areas, but that an initial concentrated effort to bring the area up to a reasonable standard be conducted.

Paved Road, Curbs, Gutters and Sidewalks

As expressed by the planning committee, there is a significant need in the West Industrial Area for the construction of paved roads, curbs, gutters and sidewalks. The unique development history of the area has resulted in a hodge-podge of infrastructure enhancements, such as paved roads. This has left the stakeholders to deal with issues surrounding dust pollution and undefined space that cause day-to-day problems.

Rubble Dump

As a means to improve environmental stewardship, and reduce disposal costs for industry, the planning committee has suggested that further consideration be given to re-establishing a rubble dump in Saskatoon, ideally at the same location of the existing landfill.

Infrastructure Improvement Programs

There was emphasis by the planning committee that the cost of infrastructure improvements to the area, such as roads and sidewalks, be shared by the City and the stakeholders, but that the City take the lead to initiate improvements in the area, particularly on City owned land, and that additional incentives be offered to property owners to make similar improvements.

Enhancing Corridors

The planning committee has identified that there has been little or no attempt to beautify corridors in the West Industrial Area. As progress is made to the overall beautification of the area, specific resources should be directed toward improving the appearance of the corridors with trees and other enhancements.

Land Use Development

Facilitating Land Use Compatibility

Concerns were expressed over the conflicts in land use between not only residential and industrial land use, but instances where industrial activities located in close proximity are also incompatible with each other (e.g. a cabinet maker adjacent to a welder).

Pollution

Noise, dust, air and visual pollution emitted from some industries in the West Industrial Area is very concerning to not only residents in the West Industrial Area but also those in the surrounding neighbourhoods of King George, Pleasant Hill and Riversdale. Though business owners in West Industrial do not see the issues of pollution to the same extent as residents, both groups share a common concern regarding dust pollution due to unpaved roads. Both groups agree that issues regarding pollution must be resolved to improve the quality of life of all people living and working in the area.

Promoting Mixed Land Use

Opportunities exist to recognize that the area is a traditional live-work community. There are six existing industrial businesses with attached residential dwellings. The planning committee felt this was a unique feature to the West Industrial Area and should be further encouraged where possible.

Environmental Considerations

Brownfield Redevelopment

The planning committee expressed that the barriers to redeveloping brownfield sites need to be removed so that policies, programs and initiatives are affordable, applicable, accessible and simplified so that a developer, with sufficient ease, can undertake a brownfield remediation initiative.

Landscaping

Traditionally, beautification of industrial areas has not been a priority, however, given the West Industrial Area's central location and close proximity to residential development, it was felt that an attempt at beautification through landscape requirements and other enhancements would significantly help to improve the appearance of the area.

Bylaw Enforcement

Given the complaint-based nature of the Property Maintenance and Nuisance Abatement Bylaw and the Zoning Bylaw, the planning committee expressed that they would like to see the derelict nature of the area improved through ongoing reporting and enforcement against unlawful activities, such as illegal storage, parking, industrial emissions and poor property maintenance, taking place in the West Industrial Area. It is believed that ongoing enforcement of the existing bylaws will result in significant improvements to the area.

Safety

Ongoing Communication

To ensure inclusion in Community Policing initiatives, the planning committee identified that forming an organized group to liaise between business owners, residents and the Community Police Liaison Officer would help keep everyone informed when crime related incidents happen as well as improve security, safety and relationships.

Maintaining and Integrating Community Policing

The planning committee values the Community Policing Program that was launched in 2003. Opportunities to partner with the Community Liaison Officer were considered and initiatives such as a neighbourhood watch, safety audit and ongoing crime statistic analysis and reporting were some suggestions that were discussed as future strategies to integrate community policing in West Industrial.

Heritage

Historical Preservation, Interpretation and Commemoration

It was recognized by the planning committee that Saskatoon has been greatly influenced by development that occurred by industry in the West Industrial Area. The committee has proposed that the history of the area be formally recognized and document in chronological order for interpretation and commemoration by future generations. It has also been recommended that whenever the possible, the City pursue preservation of existing heritage features in the West Industrial Area.

Issue and Policy Reports

1.0 Economic Development

1.1 Economic Development Introduction

Unique to the West Industrial Area is the diverse mix of small business types – from automotive repair, transport companies, waste removal, landscaping contractors, elevator repair, newspaper publishing, welding, metal fabrication, building contractors to stain glass sales, artist residences and an indoor skateboard centre. Until the Riversdale West Central Business Development Strategy (RWC) in 2001, there had been no attempt to actively promote the businesses that have located in this historic area. In the RWC, the West Industrial was considered along with South West Industrial and the Riversdale neighbourhood for redevelopment opportunities. The highlights of the RWC relevant to the West Industrial Area are:

- Promote the development of food processing and textile manufacturing;
- Increase the food processing industry value from \$253M to \$375M within 5 years;
- Improve business representation on business associations;
- Create an awareness campaign to promote business in the area;
- Create 2500 new jobs by 2010;
- Establish a business incubator; and,
- Develop a strategy focusing on business development advantages to market the area for further development.²²

“Capitalizing on an affordable, historically central location with efficient transportation access and a skilled labour pool, the West Industrial Area attracts a diverse range of businesses and employment opportunities. Through responsible management of property, environmental stewardship, cooperative mixed land use relationships and the provision of complementary services, the West Industrial Area is a safe, vibrant, aesthetically pleasing international business centre, which exemplifies a sustainable live/work community, in harmony with surrounding areas”. – WLAPC Vision – page 22.

During the LAP process, the West Industrial LAPC carefully reviewed sections of the RWC and received a presentation from one of the City Planners represented on the Project Management Committee, responsible for overseeing the implementation of the strategy, along with the Riversdale Business Improvement District who is also a partner (along with SREDA, Quint and Saskatchewan Economic & Cooperative Development Corporation). In general, the planning committee supports the conclusions of the RWC with regards to the West Industrial Area, but has identified that there are specific economic development actions that they would like to explore in addition, and in tandem with the implementation of the RWC.

1.2 Economic Development Goals

- To establish an ongoing business association to deal with circumstances/issues in the area and improve relationships with adjacent residential areas.
- Provide definable boundaries that enhance identity and a sense of place;
- Improve the valuation method for Assessment policy;
- Ensure fair distribution of tax dollars across all industrial areas in Saskatoon;
- Evaluate existing incentive programs for redevelopment;
- Raise public awareness about the types of businesses that supply goods and services that are located in the West Industrial Area; and,
- Foster training and mentorship programs within the area.

²² Anderson and Fast, “Riversdale – West Central Business Development Strategy”, June 2001. p. xi & 4-1.

1.3 Name and Boundary Change

Further to the RWC, which recognized the importance of giving the West Central Area a collective identity, the West Industrial Area LAPC has proposed that the West Industrial Area be renamed and expanded to include the South West Industrial Area.

Successful neighbourhoods are those that are self-defined, have a distinct identity that assists in creating a vision as a starting point for the local planning process, and have an active community association or other civic organizations.²³

Historically, the area has been known to share an identity with many other areas including King George, Riversdale West, SEDCO and Holiday Park. The name and boundary for the West Industrial Area was applied in 1991, and is only referenced by the City of Saskatoon. To accurately reflect the natural boundary understood by stakeholders and the Saskatoon community in general, the planning committee has proposed that a new boundary be created as outlined in Map 1.1.

The change is significant in that it calls for the complete incorporation of the South West Industrial Area, as well as a small pocket of land found in the Holiday Park neighbourhood and one block in the Riversdale Neighbourhood. Though several members of the LAPC expressed support to rename the proposed boundary area “Riversdale Industrial Park”, there was apprehension about deciding on a name without consultation with the South West Industrial Area stakeholders.

The planning committee strongly believes the name and boundary changes are necessary for the following reasons:

- ❑ Industries in the proposed boundary have similar needs and interests;
- ❑ A new boundary would more accurately reflect their common industrial identity;
- ❑ There is strength in numbers and grouping like interests together;
- ❑ The size of the new boundary area is comparable to other industrial areas;
- ❑ Increased recognition and improved reference of the geographical area by real estate agents and other development promoters; and,
- ❑ Improved way-finding and signage opportunities.

Careful marketing will be required to distinguish the “industrial” in West Industrial from “industrial” located in other areas such as Marquis Industrial or Hudson Bay Industrial. South West Industrial may be able to compete with other industrial areas, given the existing parcel size, and general land configuration, however, the West Industrial Area, particularly east of Avenue P, may need to be signaled out and promoted as an affordable, centrally located, small-scale, light industrial business area.

²³ See Foxworth, (1997, <http://www.asu.edu/caed/proceedings97foxworth.html>).

Map 1.1 Proposed Boundary Change



Source: City of Saskatoon, Research and Information Resource Centre, 2003, as identified by the West Industrial LAPC.

1.4 Business Representation

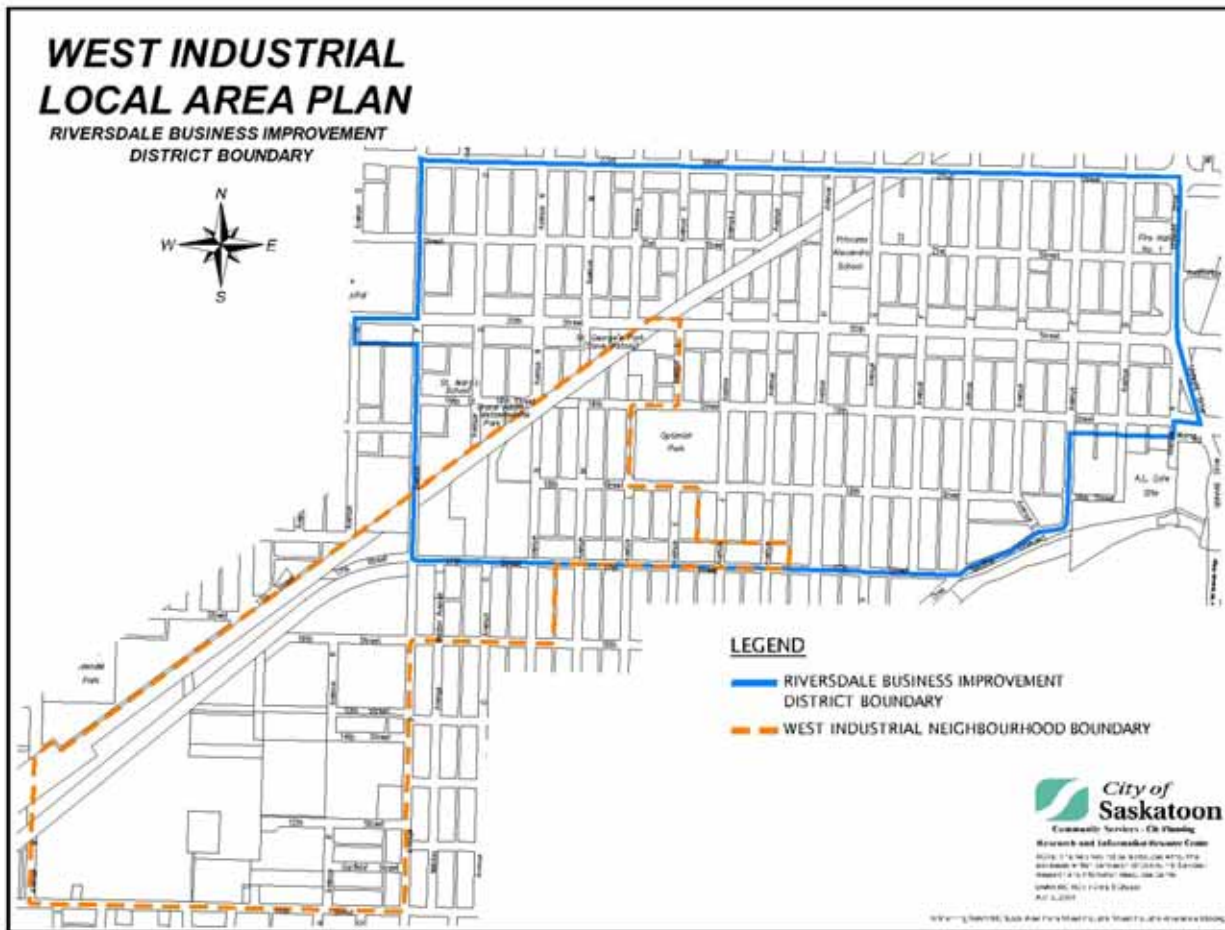
To complement the proposed name and boundary changes, the LAPC has also proposed the creation of a business association to further assist in bringing the businesses together under a common identity. This recommendation differs slightly from the RWC recommendation that suggested there be “increased participation of the South West and West Industrial Areas in business associations to develop a strong unified voice in common issues”, signifying the preference that businesses in the area join an existing association rather than forming a new association.²⁴

²⁴ Anderson and Fast, “Riversdale – West Central Business Development Strategy”, June 2001. p. 3-13.

1.4.1 Riversdale Business Improvement District

It is important to acknowledge that the businesses east of Avenue P, North of 17th Street and west of Avenue K, as shown in Map 1.2, are part of the Riversdale Business Improvement District (RBID). The RBID consists of more than 200 businesses that pay approximately \$300 per year in fees to belong to the BID. A portion of this allocation is matched by the City of Saskatoon, through parking meter revenue, and redistributed back to the area for improvements. Most recently, improvements have included enhancements such as planting trees, hanging colourful banners, and establishing water connections to wash sidewalks and streets.

Map 1.2 Riversdale Business Improvement District Boundaries



Source: City of Saskatoon, Research and Information Resource Centre, 2003

The RBID was an active participant throughout the West Industrial LAP process, and had a representative from the BID present to the planning committee during the economic development portion of the planning process. It was identified that the RBID, created in 1990, has undergone one boundary expansion, and had considered another expansion in accordance with their goal outlined in the RWC to “immediately begin developing a stronger voice for the Study’s Industrial Area”.²⁵ However, it was determined that further expansion of the RBID to incorporate more of the businesses in the West Industrial Area was not supported

²⁵ Anderson and Fast, “Riversdale – West Central Business Development Strategy”, June 2001. p. 4-3.

by some of the affected businesses. It is important to acknowledge that the RBID has provided good service to businesses in the West Industrial Area through initiation of the Riversdale West Central Business Development Strategy, and other initiatives such as the business directory currently being created (discussed below), and there is plenty of benefit to be gained by partnering with the RBID if a business association is formed.

1.4.2 North Saskatoon Business Association (NSBA)

The NSBA is a well-known and effective business lobby association that predominately represents businesses located on the north side of Saskatoon; however, 20 percent of their total membership is located throughout Saskatoon. There are approximately 700 members, a few of which are located in the West Industrial Area. The NSBA has several standing committees, in addition to their regular board, who are responsible for investigating areas relating to the economy, taxes, labour, market and membership. Total membership fees are \$150 per year (plus GST), per business that includes a monthly newsletter, small business insurance policy (this does not include coverage), access to the network club, and representation on issues important to the membership. It is important to recognize that the NSBA will address individual business concerns of both members *and* non-members if requested.

1.4.3 Saskatoon and District Chamber of Commerce

There are several businesses within the West Industrial Area that are represented by the Saskatoon and District Chamber of Commerce, which is a member-driven organization comprised of 1,600 professional, business, community and individual persons. The mission of the Chamber of Commerce is to ensure that the “Saskatoon region has the best business climate in Canada”.²⁶ There are several services provided by the Chamber to its membership including worldwide business development contacts, business seminars, benefit plans, certified product exportation, discount services, mentorship, et cetera.

The West Industrial Area values the broad range of services and advocacy provided by the Chamber of Commerce, but feel that more geographically concentrated representation would also help to serve their unique interests.

1.4.4 Saskatoon Regional and Economic Development Authority

SREDA is a non-profit public-private partnership with a mission to “encourage economic growth and diversification in the economy of the Saskatoon region by promoting the development of existing businesses and encouraging the relocation of complementary businesses to the Region”.²⁷ Throughout the West Industrial LAP, SREDA was a valuable resource in collecting information, and fielding economic development questions posed by planning committee members. It was recognized during the planning process that there are few businesses within the West Industrial Area that have registered with SREDA’s Buy Saskatoon Directory even though it is a free service. Regardless of whether businesses register with the directory, SREDA provides citywide programs and services to all businesses including business retention and expansion assistance, administering business incentives, business marketing and various community services such as the Industrial Directory. If a business association is created in the West and South West Industrial Area, SREDA would work closely with the association, as they do with existing associations, to further meet the needs of the Saskatoon business community. However, SREDA’s programs, services and representation are already available to all businesses, at no charge or membership requirement.

²⁶ Chamber of Commerce, [Hwww.eboardoftrade.com](http://www.eboardoftrade.com)H, 2004.

²⁷ Saskatoon Regional and Economic Development Authority, [Hwww.sreda.com](http://www.sreda.com)H, 2004.

The planning committee identified several advantages to forming a business association including:

- Bring diverse groups/businesses of the area together to work on common issues/concerns/goals;
- Strength in numbers with common interests will get things done;
- Achieve future/ongoing funding for improvements to the area. (e.g. infrastructure improvements);
- A place to share/exchange experiences/ideas/customers;
- Ongoing promotion/lobby for incentives programs (e.g. lobby for expanded incentives for redevelopment);
- To be able to access grants and other organization directed initiatives;
- Recognition/acknowledgement and promotion about the services;
- Ability to work together with other stakeholders to implement the LAP and other initiatives; and,
- Common contact point for City and other organizations wanting to work with stakeholders in the area.

RECOMMENDATIONS

1.1(a) BUSINESS REPRESENTATION: That the Riversdale Business Improvement District, with the assistance of the City of Saskatoon, City Planning Branch, facilitate discussions with the Chamber of Commerce, North Saskatoon Business Association, Saskatoon Regional and Economic Development Authority, and stakeholders in West Industrial and South West Industrial to consider options to improve business representation in the southwest industrial area.

1.1 (b) BOUNDARY CHANGE: That the Community Services Department, City Planning Branch, proceed to implement the proposed boundary change to include the area identified on Map 1.1, and that affected stakeholders be given the opportunity to provide input into the proposed changes.

1.1(c) NAME CHANGE: That the Community Services Department, City Planning Branch, facilitate the opportunity for stakeholders to consider a name change in tandem with the proposed boundary change.

1.5 Promoting Good Neighbour Relationships



The planning committee has indicated that the revitalization effort the LAP promotes provides an excellent starting point for maintaining and building relationships that have been formed through the planning process. It has been suggested that a West Industrial LAP Implementation Committee be established to improve communication, build relationships and promote partnerships in the implementation of the plan. This committee would operate very similar to the Local Civic Committee's that have been created to address planning and development issues throughout Saskatoon, and would meet on their own schedule and when issues or decisions need to be made. The same resources, such as access to training and Administrative support

would also be available. (*Bus tour of PetroCanada offices, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

Until the LAP, a forum to bring residents and industry together had not occurred in the West Industrial Area. The last time these two groups met was in 1997 when the Riversdale Neighbourhood Study Review proposed several zoning changes within the area. Unfortunately, this caused strain between the residents and industry groups who had competing interests that were not addressed until the LAP meetings began.

With the success of the bus tour that featured businesses in the West Industrial Area, it was also suggested that the stakeholders (residents and businesses) be invited to participate in a guided bus tour and/or walking tour of both the residential and industrial area when possible or appropriate. An opportunity for this to occur could be made available through the implementation of the West Industrial LAP.

To achieve improved communication, build relationships and promote partnerships, the City of Saskatoon can play a key role in assisting to bring both residents and industry together when undertaking consultations that affect both interests, or in day-to-day communication matters.

RECOMMENDATIONS

- 1.2(a) *MAINTAIN CONTACTS: That the Community Services Department, City Planning Branch, make available the contact list for the West Industrial Area and that it be joined with the Community Association contacts and updated regularly to ensure that both residents and industry are included in consultation processes that take place within the West and South West Industrial Area.*
- 1.2(b) *IMPLEMENTATION COMMITTEE: That the Community Services Department, City Planning Branch, facilitate the opportunity for the creation of a West Industrial LAP Implementation Committee (comparable to a Local Civic Committee) with representatives from businesses, property owners, residents, nearby Community Associations, the Riversdale Business Improvement District and other interested stakeholders.*
- 1.2(c) *BUS/WALKING TOUR: That the Community Services Department, City Planning Branch, incorporate into the implementation strategy for the West Industrial Area a stakeholder bus and/or walking tour of both the businesses and residence located in the West and South West Industrial Area.*

1.6 Business and Employment Data



There are 74 businesses operating in the West Industrial Area employing more than 480 employees. Most of the business types within the area are considered retail/service (63 percent or 46 businesses), but it is important to recognize that this is a very broad category and includes businesses such as taxidermy, auto part sales, storage, and appliance repair (see page 39). Manufacturing represents only 14 percent of businesses and 155 employees or 30 percent of total employment in the area. There is a strong presence of building and transport businesses, which includes automotive repair, restoration and lumber sales that employ 28 percent or 135 employees throughout the area. (*Businesses along*

17th Street West, ca. 2002. Photo Courtesy of the City of Saskatoon, City Planning Branch).

When considering future business development in the West Industrial Area, the planning committee discussed the historical and current development patterns that exist and tried to envision the types of businesses that would be drawn to the area in the future. It was observed that unlike other industrial areas, most businesses in the area are smaller in scale, which distinguishes it from other large-scale industrial areas, such as North Industrial or Marquis Industrial.

1.7 Land Use and Economic Development

Rather than trying to promote the area as a heavy industrial area, as was originally preferred by some industrial property owners, it was decided that it may be more realistic to promote the area as a light industrial/mixed use business area, which is a slight diversion from the RWC where it was indicated that “...in terms of attracting new business, most of the study participants feel that the Primary Study Area is zoned adequately.”²⁸

Table 1.0 North Industrial Land Sale Comparison

Comparison Light and Heavy Industrial Land North Industrial 2002	
Light Industrial	Heavy Industrial
Range: \$1.09-\$3.21	Range: \$1.26-\$3.57
Median Sale Price per ft ² = \$2.00	Median Sale Price per ft ² - \$2.04

While, the West Industrial LAPC, after several months of meetings and concentrated investigation of the land use trends determined that there were serious issues concerning increased land vacancy, minimal building improvements and increased tax assessment. There was a realization that the existing Heavy Industrial land use-zoning pattern for the area was not characteristic of industrial land use trends in Saskatoon and Canada.

Source: City of Saskatoon, Finance Branch, 2002.

Furthermore, the City of Saskatoon, Finance Branch helped the planning members to understand that there is virtually no difference between the market values for Heavy Industrial land and Light Industrial as shown in Table 1.0. In fact, the highest industrial land sale volumes in Saskatoon have consistently been for light industrial properties.

There is also desire among stakeholders, to develop more commercial businesses that will bring people into the area. With the existing conditions common to the area such as limited vehicle access, poor appearance, gravel roads, vacant land (brownfields), and the potential for a heavy industrial business to locate next door, it has not been desirable for these types of businesses to locate in the area.

In general, there are three distinct types of industrial development in the area (as outlined in the Land Use Report page 115) that should be fostered and revitalized:

- Mixed use – where residential, commercial and light industrial land use are intermixed;
- Light Industrial – where there are mostly warehouse buildings and service providers and smaller-scale manufacturing/assembly/fabrication, et cetera; and,
- Heavy Industrial – where intense manufacturing, fabrication and production occur.

“The supply of Light Industrial (IL) Land is more predominate in Saskatoon than (IH) Heavy Industrial (70.5% vs. 29.5%). IL in West Industrial represents only 13.5% of the total land are;, IH represents 86.4%. This is the most significant difference in distribution found in Saskatoon” – see page 33.

Businesses located to the east of Avenue P, are typically mixed use or light industrial, while some businesses to the west of Avenue P are heavy industrial, though most of the area, except for a few sites around Optimist Park, are zoned Heavy Industrial. Future business promotion in the area should be geared toward small to medium-scale retail, servicing, manufacturing, construction and transport. The provision and concentration of these types of services would also assist in attracting new businesses and complementing initiatives intended to incubate business development in the area as proposed in the RWC (discussed further on in this report).

²⁸ Anderson and Fast, “Riversdale - West Central Business Development Strategy”, June 2001. p 3-18.

1.7.1 Servicing and Development Costs

Hindering development may be a perception that development costs are more expensive in the West Industrial Area than outlying industrial areas due to off-site levies, however, this is not the case. In fact, off-site levies are often less in existing areas than new, suburban areas. Sometimes, prospective developers who want to redevelop an existing building, or construct a new building in a core area, are discouraged by the off-site levies not because they are higher than anywhere else; rather, it is because the potential return on their investment in a core area is not as high as an outlying area. It is important to recognize that this trend has reversed in several established North American cities where land values are now greater in core areas than outlying areas.

“In the Competitive Advantage of the Inner City”, Michael E. Porter cites several factors which are intrinsic to the success of industrial development in older, inner city locations...he argues that companies only prosper in these environments if they have a compelling competitive reason for locating in them. These competitive do not usually arise in insulated companies but in clusters of companies – in other words, in companies that are in the same industry or otherwise linked together through customer, supplier or similar relationships.”²⁹

To illustrate the servicing costs, the Infrastructure Services, Land Development Section provided an estimate for direct and off-site levies on one existing site (6,110.65 m² or 65,776.64 ft²) in the West Industrial Area that was being considered for redevelopment by the property owner. The following is a breakdown of the cost the property owner can expect to incur to redevelop a partially serviced, vacant parcel of land for a medium density residential development, based on 2003 rates.

Trunk Sewer Levy	\$50,398.68
Primary Watermain Levy	8,770.62
Arterial Road Levy	33,436.56
Parks & Recreation Levy	25,115.52
Street Lighting	5,989.32
Inspection Services	1,943.10
Long Term Warranty	2,628.90
Servicing Agreement Fee	1,741.00
Total	\$130,023.70



The estimated total cost for off-site servicing for this infill development would be \$130,023.70, while the property value is estimated around \$18,421 (or \$0.28 ft²). The off-site levies are in fact lower than they would be if the same development were to occur in new area because additional costs such as site grading and electrical connections are not necessary. Though these costs may be seen as a barrier to some investors who are looking for a clean-sleight, the more obvious barrier to redevelopment in West Industrial are the property values. (*Vacant 400 Block Avenue L South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

²⁹ Anderson and Fast, “Riversdale - West Central Business Development Strategy”, June 2001. p 4-1. Quoted in part from Porter, Michael E. “The Competitive Advantage of the Inner City”, Harvard Business Review, May – June, 1995. p. 380.

Table 1.2 Warehouse Improved Property Sales Comparison 1999-2002³⁰

Location	# of Sales	Median Site Size (ft ²)	Median Building Size	Median Price (ft ²) of Building (\$)	Minimum Price (\$)	Maximum Price (\$)
West Industrial	7	15,790	5,720	21.77	6.29	54.17
North Industrial	62	39,947	8,000	46.08	15.86	100.00

Source: City of Saskatoon, Finance Branch, 2004.

As shown in Table 1.2, the median (middle) selling price, per foot, for buildings in the West Industrial is \$24.31 less than the North Industrial. Despite the significant cost difference, the number of warehouse buildings sold in the North Industrial area far exceeds the West Industrial Area, signaling that market values and development costs are not solely to responsible for discouraging reinvestment in the West Industrial Area. If anything, it is exceptionally affordable to development in West Industrial Area, and like other larger centres across North America, as Saskatoon continues to grow (and a South River Crossing is constructed), it is reasonable to expect that the demand for buildings and property in the West Industrial Area will increase, thereby increasing property values and investor confidence in the area.

1.8 Infill Development

As shown in Map 1.3, there are 28 vacant parcels of land in the West Industrial Area.³¹ Of the 114 Heavy Industrial parcels, 20 are vacant (14 percent), while 8 of the 44 Light Industrial parcels were vacant (19 percent). Since 1999, the total percent of vacant industrial land has increased over 150 percent (from 36,949.3 m2 (9.3 acres) to 92, 774.14 m2 (22.9 acres). While most the vacant sites are privately owned, the City of Saskatoon owns 4 of the 20 vacant sites – 3 heavy industrial and 1 light industrial.



In general, stakeholders and City Administration have identified the following factors as hindering infill development in the West Industrial Area: (518 Avenue K South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

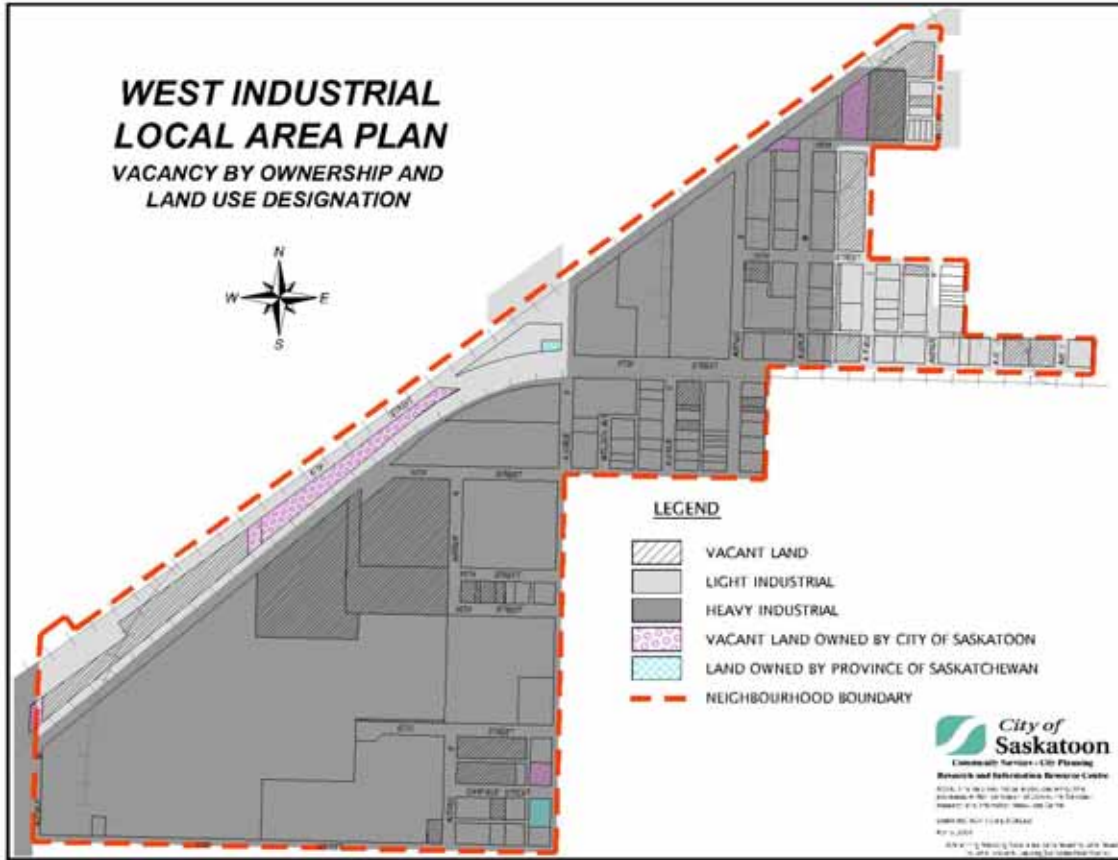
- “Ease of access (not linked to south side of city and railway track is a barrier because it does not consistently permit through-street access);
- Lack of public awareness that the area exists;
- Poor navigational-ability for delivery vehicle operators and customers from other cities/areas who can not locate businesses in the area;
- Small land area, which is not convenient for realtors who may be looking for multiple sale opportunities;
- The lot and building sizes are small and industrial businesses typically look for larger land area, closer to major freeways and highway routes;
- Greater than average risk of environmental factors cause too much financial risk for a developer (and financial institutions) who often require environmental screening prior to redevelopment;
- The land is inconsistently serviced (e.g. paved roads, curbs, sanitary sewer capacity, et cetera);
- Snow ball effect occurring where ‘cheap land’ creates a ‘cheap investment’; and,

³⁰ Sites developed with warehouses, sold from January 1999 to December 2002 inclusive.

³¹ Vacant land implies that there is no building on the site, which may be owned by the Crown, City of Saskatoon, or private interest. Occupied land implies that there is a building on the site that may or may not be vacant.

- Investment circumstances surrounding the over-priced vacant land in South West Industrial.”

Map 1.3 Vacancies by Ownership and Land Use Designation

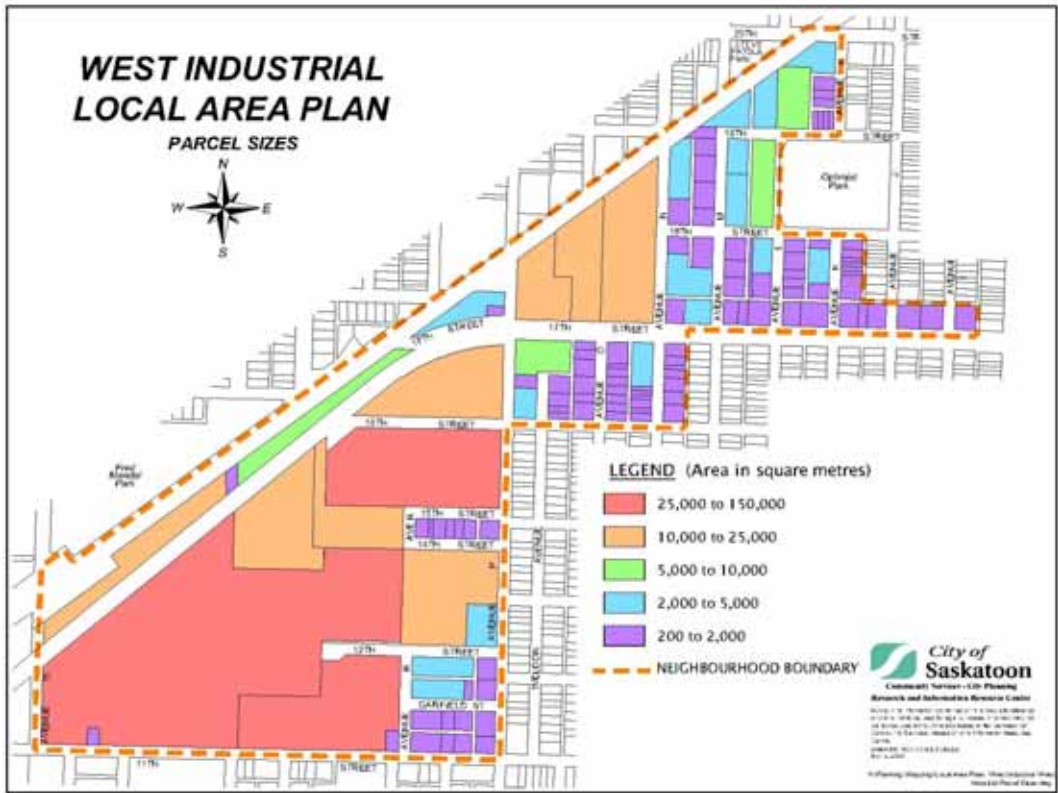


Source: City of Saskatoon, Research and Information Resource Centre, 2004

1.8.1 Parcel Size

Part of the challenge the West Industrial Area has faced is that it has received little promotion as a place for business development, and the promotion it has received has been paralleled with predominately outlying industrial areas such as North Industrial and Marquis Industrial, and lumping these varying industrial areas from a promotional standpoint may not be effective. As shown in Map 1.4, the existing parcel size of the area, particular east of Avenue P, does not correspond with “typical” industrial lot sizes. With the exception of the Petro Canada Distribution Terminal (56 acres), and a few select sites in the 10,000-25,000m² range, most parcels of land in the West Industrial Area fall within the range of 200-5,000m², which is below the common parcel size range in outlying industrial areas, or even the adjacent South West Industrial Area.

Map 1.4 West Industrial Area Parcel Size



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

As shown in Map 1.5, parcel sizes in the South West Industrial reflect a more standard industrial development pattern (like North Industrial) with several parcels ranging from 25,000 to 100,000m². There are also a fair number of parcel sizes available in the 5,000- 25,000m² range. It is always possible for a property own to buy multiple parcels if lot size restrictions exist. However, the configuration of the West Industrial Area and the inherent geographic restrictions such as existing warehouse development, road widths and set backs may result in more difficulty for business looking to develop a large parcel of land.

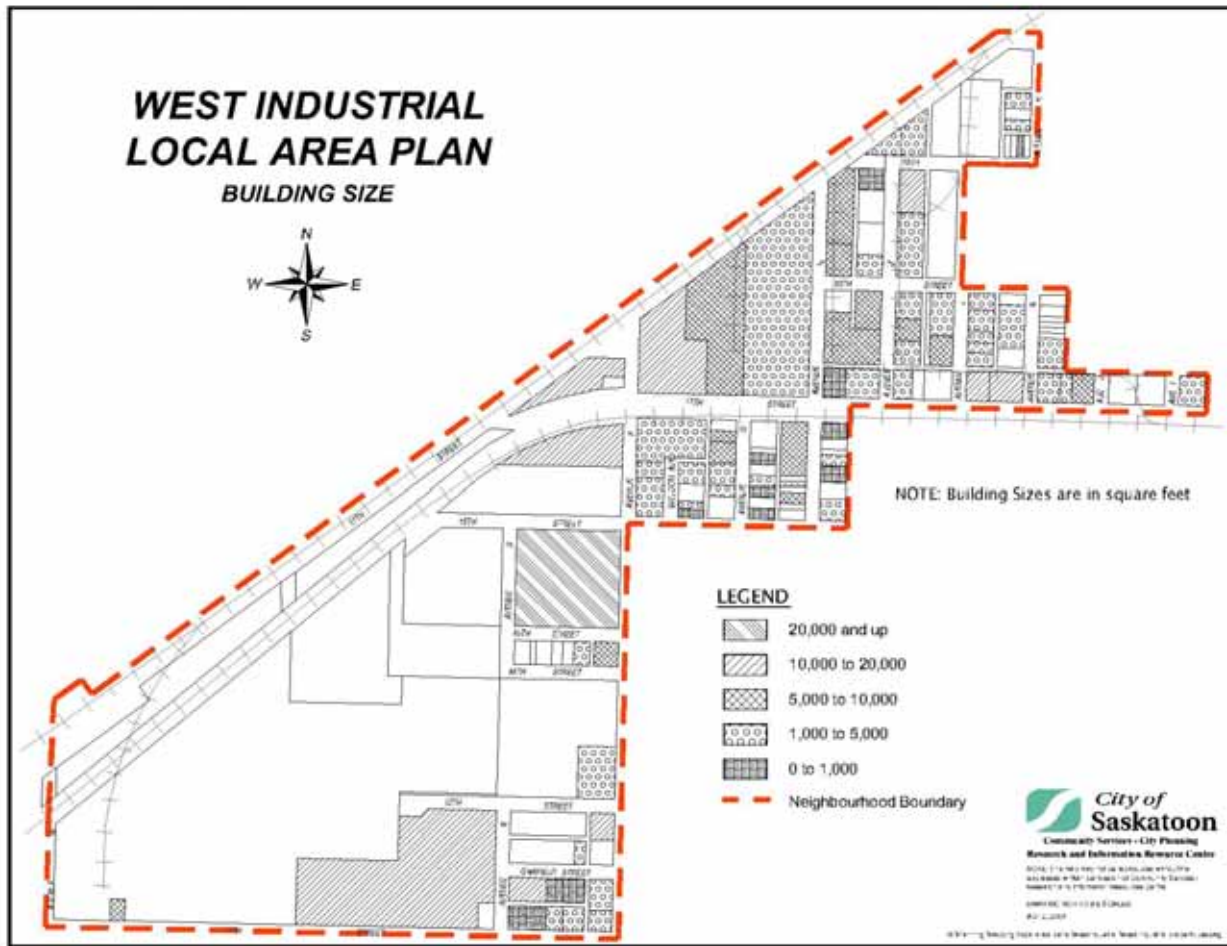


1.8.2 Building Size

As demonstrated in Map 1.6, the majority of buildings within the West Industrial Area are between 1,000 and 5,000m² followed distantly by the 5,000-10,000 square foot range, which is well below the average building size sought out by most established commercial and industrial investors. For example, the average size of a grocery store is in the 40,000 ft² - 50,000 ft² range, with a required site size of 5 acres (20,235m²), far exceeds the size of the most buildings and sites in the West Industrial Area.³² (Warehouses on 600 Block Avenue O South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

³² Weinberge, ZY, “No Place to Shop: Challenges and Opportunities Facing Development of Supermarkets in Urban America”, Public Voice for Food and Health Policy”, 1996.

Map 1.6 West Industrial Area Building Size



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

1.8.3 Illustrative Concept Plan

Over time, the West Industrial Area has undergone many changes including road closures, rail line abandonment, land assembly, and so on. This has resulted in irregular lot patterns, road networks and off-site servicing. To address these inconsistencies and increase the market-ability of the area, it was expressed that a Concept Plan for the West Industrial Area be prepared to maximize the infill development potential. Furthermore, it is likely that with the eventual construction of a South River Crossing, demand for property in the area will increase. To meet the increased demand, and ensure the full benefit of infill development, an Illustrative Concept Plan has been prepared to show redevelopment potential.

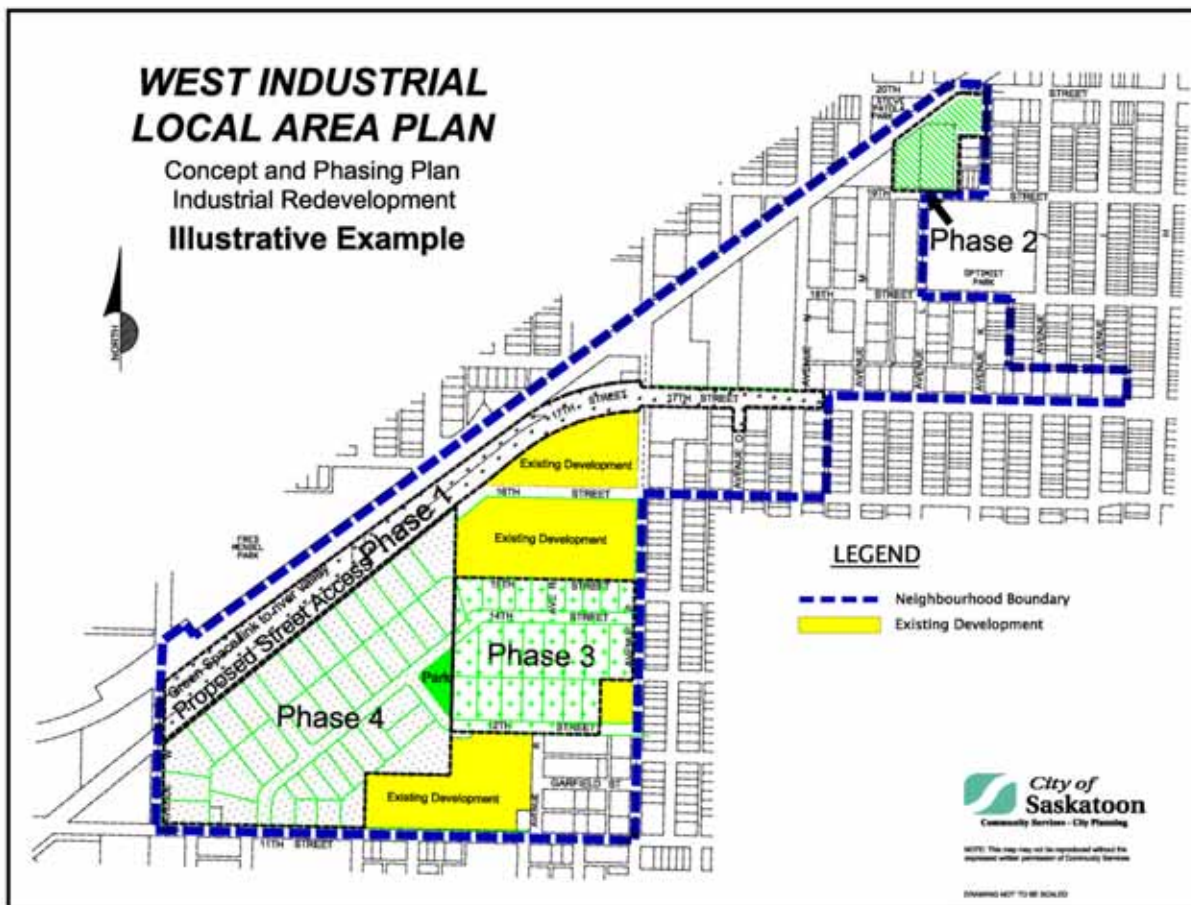
It is City policy that “long range planning for industrial development areas and related infrastructure shall be organized within the context of industrial area concept plans...”³³

³³ City of Saskatoon, “Development Plan, Bylaw No. 7799,” Section 3.1.2(l). p.5.

The Illustrative Concept Plan, as shown in Map 1.7, identifies four potential phases of development:

- Phase I includes the redevelopment of the 17th Street ROW as a future arterial roadway into the area with full incorporation of a green linkage extending straight from the Meewasin Valley Trail to Montgomery neighbourhood. It also includes the extension of Avenue O South to 17th Street (see the Transportation Report page 80);
- Phase II identifies the vacant Imperial Oil site, which is partially owned by the City of Saskatoon as redevelopment opportunity.
- Phase III considers the reconfiguration of the lands between 12th and 15th Street;
- Phase IV considers the possibility of redeveloping the Petro Canada Terminal Distribution Centre, at some point in the distant future, into 38 lots with a fully incorporated road network and lot sizing complementary to light industrial land use development.

Map 1.7 Illustrative Concept Plan



Source: City of Saskatoon, City Planning Branch, 2003.

The Illustrative Concept Plan is intended only for discussion purposes, but does show, as one example, the potential to create more than 60 new parcels of land within this otherwise small business area. Undertaking a conceptual plan for the area, while capitalizing on immediate opportunities presented by the proposed changes to the transportation network, will go far to ensuring infill development. Over the long-term, a Concept Plan will ensure that future development takes place in a systematic and well-planned framework that will not only increase the desirability of the area as a place for industry and residents, but also a sustainable live-work community.

RECOMMENDATION

1.3(a) *CONCEPT PLAN: That City Council instruct the Community Services Department, City Planning Branch to undertake a Concept Plan for the West Industrial Area in consultation with stakeholders as a first step in implementing the Local Area Plan.*

1.3(b) *IMPLEMENTATION SCHEDULE: That the Concept Plan identify an implementation schedule that phases in the construction of roads, sidewalks, lighting and other priorities identified in the West Industrial Area Local Area Plan.*

1.9 Property Tax Assessment

Property Tax Assessment is seen as an obstacle to redevelopment in the West Industrial Area by the LAPC and the issue was brought to the forefront of the economic development discussion due to the 2001 reassessment that resulted in a significant increase in property tax for property owners in the area. Furthermore, there was concern and distrust among many planning committee members that the City is not providing the same level of service or investment in the West Industrial Area as in other industrial areas even though they feel they are being taxed at nearly the same rate. Stakeholders would like to see the City create a mechanism that identifies tax dollar contribution and subsequent reallocation by neighbourhood to ensure a balanced distribution of municipal services throughout Saskatoon.

*“The City shall maintain a balance between the development of civic infrastructure (physical and social) in new areas, and the maintenance and renewal of infrastructure in existing areas of the city”.*³⁴

This same issues was raised in the Pleasant Hill LAP where it was stated that: “The City of Saskatoon does not currently have the means to track all infrastructure improvements by neighbourhood, however, there are options that exist to determine a significant proportion of the distribution of expenditures...over the long-term, the corporation may want to consider monitoring all investments at the neighbourhood level, however the precedent has yet to be benchmarked [in Saskatoon]”.³⁵

1.9.1 Property Assessment and Market Values



During the LAP process, the City Assessor along with the Assessment Manager of the Research and Quality Control Section gave a presentation to the planning committee to assist them with answers to three of their most pressing questions:

1. What can be done to create a more accurate property assessment system that would encourage new development rather than discourage it?
2. Why are the properties taxed high when the area does not have the same level of services as other industrial areas?
3. Do property owners receive what they pay for in terms of property tax paid and services delivered?

³⁴ City of Saskatoon, “Development Plan Bylaw No 7799”, Section 17.2(g). p. 72.

³⁵ City of Saskatoon, “Pleasant Hill Local Area Plan”, July 2002. Section 4.2. p. 112.

(Dilapidated building on Garfield Avenue, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

What the planning committee learned is that the City of Saskatoon, through City Council’s direction, is working to change the existing property assessment system from the Cost Approach to the Income Approach; however, the market value approach will remain in place for the 2005 reassessment and the new system will be implemented in 2009.³⁶

The Cost Approach employs sales of land and improved properties methodology to determine property assessment values. Land is valued as if vacant and buildings are appraised based on their depreciated replacement cost. A market adjustment factor (MAF), which is based on median (middle) sales levels in a neighbourhood, is then used to adjust the costs of individual improvements. The MAF is influenced by the land values in a neighbourhood so comparison of only MAF’s between locations can be misleading (e.g. MAFs in North Industrial to West Industrial). It is more appropriate to compare total property assessments based on standard property. As an example, Table 1.3 shows an MAF comparison for five different locations using two standard warehouse buildings built in 1965 and 1979.

Table 1.3 Market Adjustment Factor Comparison, 1996-1998

Building Type	MAF Area	Site Size (m2)	Base Land Value	Land Value	Building Size (ft2)	MAF	Fair Value (land & building)
Newer (1979)	Kelsey	45,186	1.34	60,549	9,945	1.02	303,921
	North Industrial	45,186	1.92	86,757		1.00	325,357
	West Industrial	45,186	0.96	43,379		0.86	248,575
	SEDCO (Southwest)	45,186	0.95	42,927		0.76	224,263
	Airport	45,186	2.05	92,631		0.74	269,195
Older (1965)	Kelsey	13,993	1.70	23,788	7,500	1.02	131,398
	North Industrial	13,993	3.10	43,378		1.00	148,878
	West Industrial	13,993	1.20	16,792		0.86	107,522
	SEDCO	13,993	1.70	23,788		0.76	103,968
	Airport	13,993	2.60	36,382		0.74	114,452

Source: City of Saskatoon, Finance Branch, Office, 2002.

The West Industrial Area has the second lowest 2002 total fair value for both standard buildings in the five areas that have been compared. Assessed fair values do not match individual sales prices as assessments are based on prices at the middle of the market.

The West Industrial Area has a variety of servicing levels and it is assumed this is generally reflected by lower market values for partly versus fully serviced sites while land values are lower for partly serviced sites; there is no evidence that buildings are discounted.

³⁶ The use of the Fair Market Value system will not be implemented until the 2009 reassessment and valuations for reassessment will occur in 2006.

Other factors that challenge assessors in this area are inconsistent prices for both land and improved properties. Anecdotal information also suggests that the area is being under serviced by the local commercial real estate industry. This may be due to the relatively low prices in the area as well as the difficulty of obtaining investment financing.

Overall, the West Industrial Local Area Plan Committee supports City Council and the City Finance Branch's plan to improve and evolve the Property Tax Assessment System from the Cost Approach to the Income Approach, and hopes that the improvements proposed throughout this plan will improve investor confidence in the area. There is also a desire to see more interest by the commercial real estate industry in promoting redevelopment in the West Industrial Area.

1.10 Incentives

There are existing incentives available to businesses and property owners located in the West Industrial Area that may be considering a business expansion, relocation or new development opportunities as listed below.

1.10.1 City-wide Incentives

- Business Development Incentive (5 year incremental tax abatement based on a sliding scale); and,
- Building the Saskatoon Advantage Temporary Incentive (Eligible companies may obtain 100% abatement or incremental taxes for a period of 1 year).

1.10.2 Enterprise Zone Incentives

The Municipal Enterprise Zone was created by the City of Saskatoon in September 2002, to address the specific development cost barriers associated with redevelopment in core neighbourhoods. The purpose of the Enterprise Zone Policy is to:

- Encourage businesses to locate or expand their operations in the Enterprise Zone in order to create more economic activity within this area;
- Encourage property owners and developers to invest in the renovation, expansion or creation of new housing in the Enterprise Zone;
- Encourage new investment in the Enterprise Zone and increase consumer and investor confidence in this area of Saskatoon; and,
- Demonstrate the City's commitment to improving conditions in the Enterprise Zone.³⁷

Through the Enterprise Zone, the following incentives are available to business and property owners:

- Property Tax Abatement;
- Grant in Lieu of Tax Abatement;
- Reduction or Waiver of any Off-site Development Charges;
- Relocation Assistance;
- Land Exchange;
- Rebate of Environmental Screening Charges;
- Land Assembly;
- Rebate of Development Plan Amendment Fees including advertising;
- Rebate of Rezoning Fees including advertising;
- Rebate of Discretionary Use Fees; and,

³⁷ City of Saskatoon, "Enterprise Zone Policy, A09-031", September 9, 2003. p.1.

➤ Rebate of Subdivision Fees.

When the Enterprise Zone was created, \$500,000 was allocated through a budget reserve to fund projects that qualify for Enterprise Zone funding. Through the conditions of the policy, it has been determined that funding will be available for three years or until the allocation has been depleted. However, during the West Industrial LAP process, it was identified that the continuation of the Enterprise Zone policy, over the long-term (5-10 years) is essential for effectively assisting redevelopment in the area. The results of the Economic Development Survey for the West Industrial Area also identified that 73 percent of the respondents were not aware of the redevelopment incentives available to them through the Enterprise Zone.³⁸ Since this time, consideration has been given by Saskatoon Regional Economic Development Authority (SREDA) to work with business and property owners to determine their future plans and opportunities to utilize the incentives, but with limited resources, efforts been minimal, and only one business in the West Industrial Area has applied, and received, Enterprise Zone funding.

RECOMMENDATIONS

- 1.4(a) *ENTERPRISE ZONE REVIEW: That City Council instruct the Community Services Department, City Planning Branch to undertake an immediate review of the Municipal Enterprise Zone Program, in consultation with representatives of all affected areas and in partnership with the Saskatoon Regional Economic Development Authority, the Riversdale Business Improvement District and the Saskatoon District Chamber of Commerce.*
- 1.4(b) *RESOURCE ALLOCATION: That consideration is given to allocating additional resources to actively pursue businesses contemplating start up or expansion in the West Industrial Area and other Enterprise Zone locations.*

1.10.3 Other Incentive Options

Funding for improvement strategies for the West Industrial Area will need to be multi-pronged. Some of these prongs may include:

- Enterprise Zone Renewal (e.g. ensuring lower property taxes in depressed areas);
- Revitalization Reserve;
- Special Tax (permitted under the new *Cities Act*);
- Tax Incremental Financing (borrowing funds that are repaid using the incremental gain in tax revenue over the long-term);
- Capital Expenditures (determined on an annual project-by-project basis);
- Revolving and no-interest loans; and,
- Dedicated Core Area Regeneration Fund (using a proportion of the funding generated from new developments in Suburban Areas, and applying it to redevelopment grants/incentives in the inner city).

“TIF allows municipalities to borrow funds and use the proceeds to rebuild infrastructure within carefully designated, blighted areas as a means of attracting investment inside those boundaries. As property values rise over time, the city repays the loans using revenues from the increased tax assessment, the so-called increment within these areas.”³⁹

³⁸ City of Saskatoon, City Planning Branch, “West Industrial Local Area Plan Economic Development Survey Results”, December 11, 2002.

³⁹ Globe & Mail, “The windy city’s idea should blow our way”, December 20, 2003. p. A29.

1.10.4 Tax Increment Financing

A common tool used with celebrated success in the United States to address infrastructure inadequacies is the creation of Tax Increment Financing Districts. Tax Increment Financing (TIF) allows municipalities to borrow funds and use the proceeds to build infrastructure within carefully designated, blighted areas as a means of attracting private investment inside those boundaries. As property values rise over time, the city repays the loans using revenues from the increased tax assessment, the so-called increment, within these areas. The TIF districts are dissolved after a prescribed period of time.⁴⁰

With a proper revitalization strategy that applies careful consideration into phasing redevelopment and approaches the inherent deficiencies from several directions, it is reasonable to expect that the West Industrial Area will one again be a thriving business centre.

RECOMMENDATION

1.5 *NEW INCENTIVES: That the Community Services Department, City Planning Branch in partnership with the Saskatoon Regional and Economic Development Authority, the Riversdale Business Improvement District and other affected stakeholders, prepare a report for City Council that considers creating a Dedicated Core Area Redevelopment Fund and/or a Tax Incremental Financing District to assist with facilitating redevelopment in the West Industrial Area.*

1.11 New Initiatives

1.11.1 Light Industrial Business Incubation

Leading from the direction provided in the RWC, progress has been made toward creating a Light Industrial Business Incubator intended to “provide a step forward in the revitalization of Riversdale’s historic commercial area and the surrounding community...[and to be] a catalyst for starting and growing companies that would provide necessary retail and commercial services...”.⁴¹ Given the unusual building and parcel size common to the West Industrial Area, along with the affordability, and central location, an opportunity may exist to link the business incubation initiative with redevelopment in West Industrial. This may be achieved by providing a next step scenario for businesses that are ready to establish an independent business or a partnership arrangement with a few other businesses, but cannot afford the rates common in outlying areas or the Central Business District.



1.11.2 E-Business Directory

The Chamber of Commerce, in partnership with the City of Saskatoon, Business License Section is working to provide a database of consenting business license holders, which will form the basis for a new e-business directory. This Web-based directory will link all businesses with the web and provide significant marketing and communication benefits for participating Saskatoon businesses. Similarly, the RBID is currently preparing a Business Directory that will provide some background information on businesses in the west

⁴⁰ Globe and Mail, “The windy city’s idea should blow our way”, Saturday, December 20, 2003. A29.

⁴¹ Botting Leadership and Development Corporation, KODA Business Services, Merie and Associates, “Boomtown Incubator Project: Riversdale Business Improvement District Incubator Feasibility Study and Concept Plan”, December 17, 2003. p. 1.

central area in an effort to link and celebrate the contributions of various businesses for city and regional-wide promotion.

1.11.3 Saskatoon Labour Market Coordinator

SREDA has been working with the Saskatoon Labour Market Committee on a Regional Planning Partnership Initiative to look at the future labour needs of businesses in the region. Following from the Saskatoon Labour Market Assessment (March 2002), a temporary Labour Market Coordinator has been hired by SREDA to assist with identifying Saskatoon labour market needs and trends, working to connect employers with resources as well as to developing and maintaining current labour market information and dissemination it to all the Saskatoon Labour Market Committee.⁴² With the extra resources available, SREDA hopes to actively promote the Enterprise Zone incentives to businesses within the Enterprise Zone boundary, such as West Industrial, that may have business redevelopment plans, but require financial and technical assistance to move forward. *(Tying down metal grade on Avenue K, ca. 2003. Photo courtesy of the City of Saskatoon, City Planning Branch).*

1.12 Promoting Trades

The planning committee has identified that there may be opportunities to partner with citywide businesses, organizations and institutions (such as Saskatchewan Institute of Applied Science and Technology and the Saskatchewan Indian Institute of Technologies) to raise public awareness about the type and diversity of services and employment provided in the West Industrial Area. The E-business directory will assist to achieve this in part, but there is also a need for the Chamber of Commerce, SREDA, RBID, NSBA, QUINT Community Economic Development Corporation, and other business representative organizations to assist with promoting the West Industrial Area as a great place to start a business in any of the trades. It is hoped, through this plan, some public awareness about the area is raised, though a concerted effort on behalf of all stakeholders is required.

1.12.1 Fostering Training and Mentorship in Trades

The central location of the West Industrial Area to adjacent residential areas provides a unique opportunity for fostering a live-work community. The planning committee has proposed that training and apprenticeship programs be pursued with the appropriate partners to encourage nearby residents to work in the West Industrial Area. Not surprisingly, focus group participants extensively addressed this issue in the RWC.



The following recommendations were put forward:

The following recommendations were put forward:

“Promotion, encouragement and support training and education linkages between educational facilities, business located within the study area and area residents.

- a) *Development of training programs for area residents that area tailored to specific industries or manufacturers, particularly those located within the study area.*
- b) *Levels of training must range from basic job skills training to specialized skills training.*
- c) *The implementation of a mentorship program will further*

⁴² Innovation Consulting Group, “Saskatoon Labour Market Assessment Study and Key Implementation Strategies”, March 2002 and information provided by SREDA, January 2004.

support and encourage training”⁴³.

The Planning Committee fully endorses the intent of the recommendation, and individual business owners have expressed a willingness to participate in providing a venue for new training and/or mentorship programs. (*Youth employee at Habitat Restore, ca. 2003. Photo courtesy of the City of Saskatoon, City Planning Branch*).

RECOMMENDATION

1.6 *PROMOTING TRADES: That the Riversdale Business Improvement District work with stakeholders in the West Industrial Area to actively pursue establishing training and mentorship partnerships, to promote small trade business development in the area to all stakeholders, and evaluate the area as a potential next step for businesses that outgrow the proposed Light Industrial Business Incubator.*

⁴³ Anderson and Fast, “Riversdale – West Central Business Development Strategy”, June 2001. p. xii.

2.0 Transportation

2.1 Introduction

Resolving the transportation circulation problems in the West Industrial Area is the number one priority for the West Industrial Local Area Plan (LAP) Committee. Historically, the West Industrial Area was developed around the railway lines and inter-regional shipment network the railways offered. From the early 1900's onward, rail lines dominated the movement of goods and services from manufacturer to consumer. Around the 1970's, there was a significant shift from rail-based transport to truck-based transport, which fundamentally changed the circulation of transportation networks in cities throughout North America.

When the rail networks that serviced the area for three-quarters of a century began to lose their competitive edge over the growing trend toward truck transport, industry responded by relocating to more truck-friendly locations on the city's edge near regional highway systems. The shift to provide new industrial land was supported by cities, such as Saskatoon, as it was seen to reduce land use conflicts and infrastructure costs, such as road maintenance, associated with inter-city truck transport.

Though the trend appealed to many industry owners, it was not desirable or realistic for some businesses to relocate, especially in cases where rail transport most effectively served their transport requirements. In the case of the West Industrial Area, the division between rail-based industry transport in favour of truck-based industry transport led to significant dis-investment in the area, as there was less demand and attention placed on replacing relocated businesses. Furthermore, the centrality of the West Industrial Area, and its close proximity to residential uses, which are seen as an asset today, further complicated the prospects for future industrial redevelopment. As a result, the provision of basic servicing such as paved roads, curbs, gutters and sidewalks was not completed and an overall transportation network plan was not fully developed.

However, over time, several businesses such as Parrish and Heimbecker, Fresh Pack Potatoes, Cindercrete, Weldon's Concrete, Conveyor Machine and Service and Mitchell's Gourmet Foods have continued to grow and have found opportunity by responding to the needs of a growing population base, expanding operations onto vacated properties and forming inter-industry economies of scale. The successful operation of these businesses, and others, has catalyzed reinvestment in the West Industrial Area, which has increased the pressure on the existing transportation network. Based on industry perspective gained through the LAP process, it is anticipated that the demand for an improved transportation network will only continue to grow.

Since the LAP for West Industrial commenced in March 2002, several additional transportation factors have arisen that are prompting action to improve the transportation network. Such issues include the expansion of the Water Treatment Facility, the future growth West Sector Concept Plan, proposed interchange upgrades, and the proposed South River Crossing. This section of the West Industrial LAP is intended to provide an overview of the concerns expressed by the planning committee and strategies proposed by the City Administration and community stakeholders to address these concerns to ensure the long-term safety, economic viability and transportation functionality of the West Industrial Area.

2.2 Transportation Goals

- Create a vibrant business, industrial and residential community setting with easy ingress and egress to the oldest industrial area of Saskatoon;
- Ensure the efficient movement of goods and services in the West Industrial Area;
- That priority is given to constructing a south bridge within 5 years and prior to the construction of a north bridge;
- That roadways (including lanes) adequately link to individual properties and accommodate the flow of vehicular traffic; and,
- Improve the ability for people to bus, walk, and/or cycle to their homes, jobs and service providers located in the area.

2.3 Transportation Characteristics

The transportation network in the West Industrial Area, like the rest of Saskatoon, is facilitated according to a hierarchical road classification network that is based on the flow, function and volume of traffic. As shown in Map 2.1, a Major Arterial roadway, 11th Street West, a Minor Arterial Roadway, Avenue P and several Local Streets (such as Avenue W) service the transportation needs for the West Industrial Area. The main access points for vehicles into the West Industrial Area are Circle Drive and 22nd Street West; secondary access points include 11th Street, Avenue W and Avenue P South.

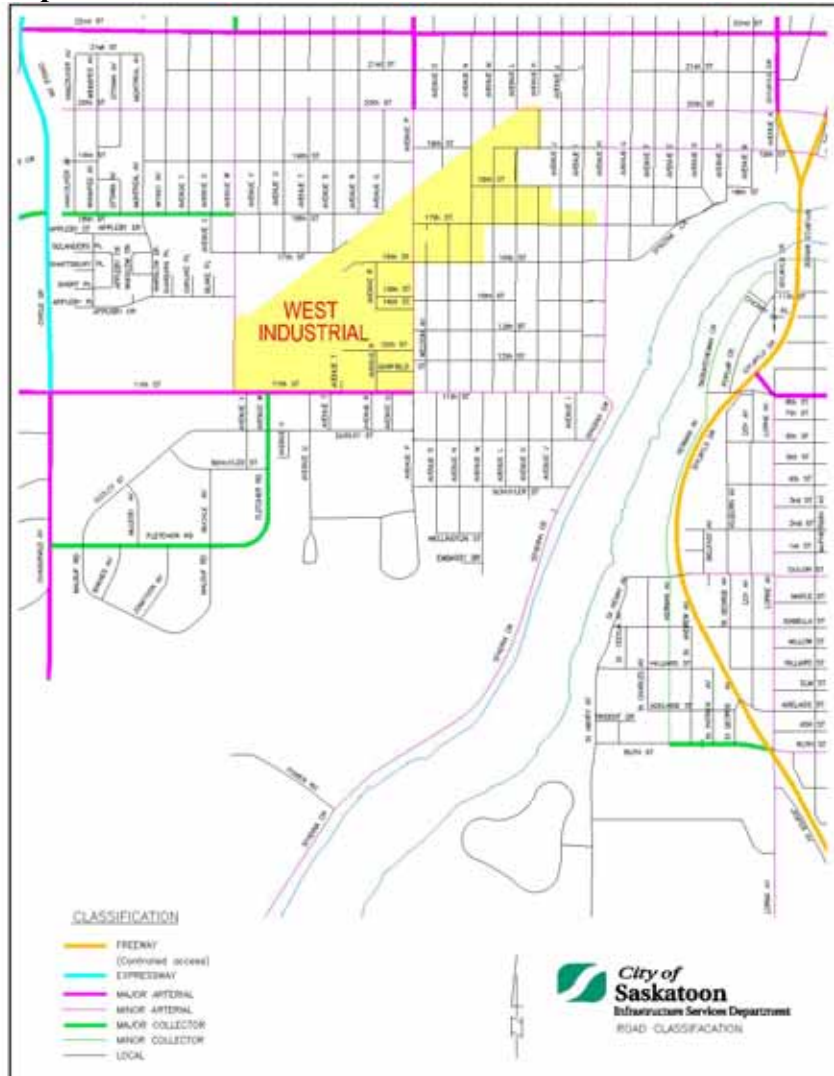
As shown in Table 2.1, a Major Arterial Roadway, such as 11th Street, is intended to accommodate 10,000-50,000 vehicles per day, while a Minor Arterial like Avenue P South carry 5,000-25,000 vehicles per day.

Table 2.1 Typical City of Saskatoon Roadway Classifications and Characteristics

	Public Lanes		Locals		Collectors		Arterials		Expressway	Freeway
	Res.	Non-Res.	Res.	Non-Res.	Res.	Non-Res.	Minor	Major		
Traffic function	Access function only (traffic movement not a consideration)		Access primary function (traffic movement secondary consideration)		Traffic movement and land access of equal importance		Traffic movement major consideration	Traffic movement primary consideration	Traffic movement primary consideration	Traffic movement primary consideration
Traffic Volume	<500	<1000	<1000	<3000	<8000	1000-12,000	5000-25,000	10,000-50,000	>10,000	>20,000
Typical Speed Limits (km/h)	20		50		50		50	50-70	80-90	80-90
Transit Service	Not permitted		Generally avoided		Permitted		Permitted	Permitted	Permitted	Permitted
Cyclist	No restrictions or special facilities		No restrictions or special facilities		No restrictions or special facilities		Lane widening or special facilities may be provided		Prohibited (provided off road)	
Pedestrians	Permitted, no special facilities		Sidewalk on one or both sides	Sidewalk provided where required	Typically sidewalk provided both sides	Sidewalk provided where required	Sidewalks may be provided, separation for traffic lanes preferred		Prohibited	Prohibited
Parking	Some restrictions		No restrictions or restriction on one side only		Few restrictions other than peak hour		Permitted, restricted or prohibited	Prohibited or peak hour restrictions	Prohibited	Prohibited

Source: Infrastructure Services Department, Traffic Management Group, 2004.

Map 2.1 West Industrial Road Classification Network



Source: City of Saskatoon, Municipal Engineering Branch, 2004.

2.3.1 Traffic Volumes

As shown in Table 2.2 (and graphically represented in Figure 2.1), the volume of traffic in the West Industrial Area has steadily increased over the past thirty years. However, the increase is not out of proportion with the overall population growth and increase in traffic volumes citywide.

Between 1971 and 2002, the most growth occurred at 11th Street between Avenues P and Q, which accurately reflects stakeholder accounts of increased traffic flow at this location.

True to resident perceptions in the adjacent Pleasant Hill neighbourhood, there has also been an increase in traffic volumes between 17th Street and 19th Street West along Avenue P, a popular route off 22nd Street for some industry product transporters.

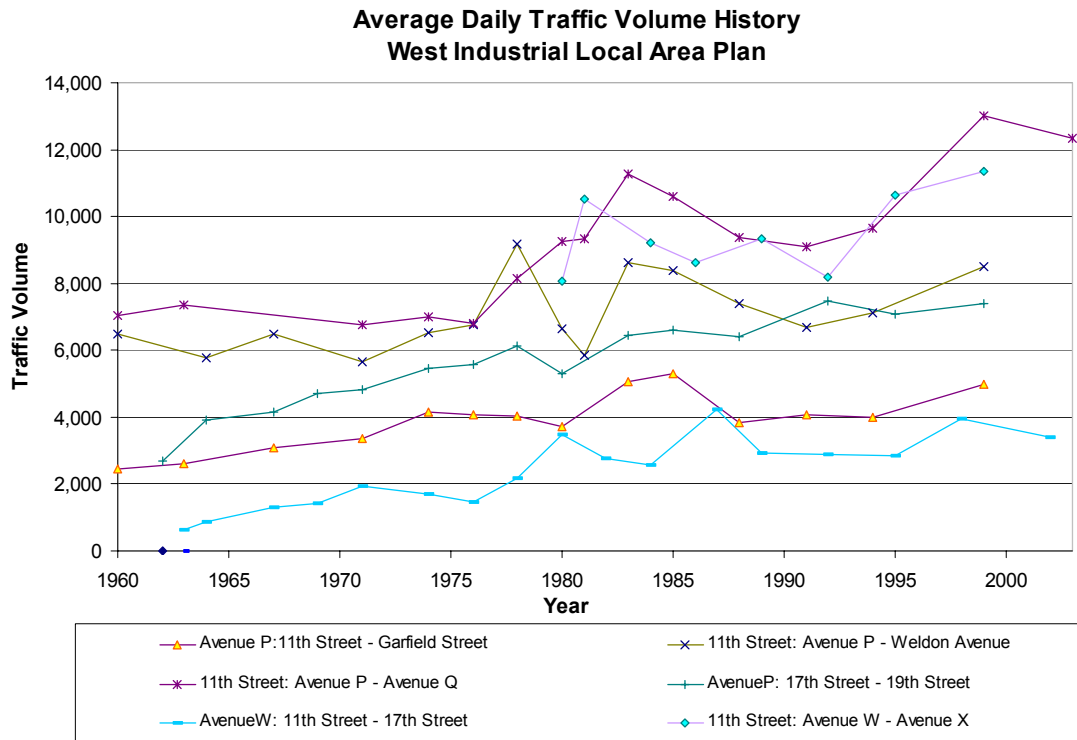
Table 2.2 Historical Traffic Volumes for the West Industrial Area

Count Station	1971	1980	1991	1992	1999	2002
Ave. P: 11 th St.- Garfield St.	3,373	3,729	4,079		4,967	
11 th St: Ave. P - Weldon Ave.	5,650	6,635	6,700		8,501	
11 th St: Ave. P - Ave. Q	6,782	9,242	9,113		12,994	
Ave. P: 17 th St.- 19 th St.	4,839	5,288		7,457	7,407	
Ave. W: 11 th St. - 17 th St.	1,938	3,467		2,883		3,412
11 th St: Ave. W – Ave. X		8,067		8,174	11,362	

Source: City of Saskatoon, “Traffic Characteristics Report 2002”, July 2003. p. 17-29 and Municipal Engineering, Traffic Management Group, ongoing data collection.

When comparing the Historical Traffic Volumes with the Roadway Classification and Characteristics, the traffic volumes expected for 11th Street West and Avenue P South, both are within their classification range. Where stakeholder concerns arise is not so much with traffic volumes as with the size of vehicles, in this case semi-trucks, the roadway designs including the width of the roadways, narrower intersections, limited access points, and competing road uses between commercial truck transport and private vehicle transport.

Figure 2.1 Average Daily Traffic Volumes



Source: City of Saskatoon, Municipal Engineering, Traffic Management Group, ongoing data collection.

2.4 South River Crossing

Construction of a South River Crossing is the number one transportation priority for the business stakeholders in the West Industrial Area. When the *Riverdale West Central Business Development Strategy* was completed in June 2001, the same priority was identified by the entire west central business area of Saskatoon and a goal to secure the completion of the South River Crossing by the year 2010 was set under the following pretenses:

*“The West and South West Industrial Areas currently lack a compelling competitive reason for businesses to locate there as opposed to other industrial areas in Saskatoon.... Business owners and other study participants with expertise wonder why a business would choose to locate in the...area. They feel strongly that [these areas] are not likely to realize any significant new development without better transportation linkages. They consistently argue that the construction of the South Bridge would open these areas up to significant development opportunities”.*⁴⁴

⁴⁴ Fast and Associates, “Riversdale - West Central Business Development Strategy,” June 2001. p. 4-4.

A South River Crossing would provide essential access to Highways 11 and 16, heading south and east to markets in Regina, Winnipeg, eastern Canada, and the United States. With an alternate route around the Central Business District, shipping patterns would change significantly, leaving the West and South West Industrial Areas' location much more desirable for business. This shift would encourage new development in these areas and could effectively help meet the City's development policy to encourage infill development, a concentric growth pattern and the development of employment centres in close proximity to residential development.⁴⁵

In May 2003, City Council approved public consultations and the preparation of a functional design on a proposed new South River Crossing based on the direction provided by the *Saskatoon Long-Term Transportation Planning Study* (2001) that was jointly prepared for the City of Saskatoon, Saskatchewan Highways and Transportation and the Rural Municipality of Corman Park. The planning committee, who had an opportunity to meet with the consultants regarding the South River Crossing in January 2004, is very concerned that approval and funding for the North River Crossing may occur prior to the south crossing. It is the City Administration's position that the South River Crossing be given first priority, and it appears that movement is occurring in this direction.

RECOMMENDATION

2.1 *SOUTH RIVER CROSSING: The West Industrial Local Area Plan Committee endorses the City of Saskatoon's direction for construction of a South River Crossing commencing at the earliest possible time, and endorses the Riversdale West Central Business Development Strategy recommendation that a South Bridge be constructed to provide improved access to and from businesses located within the South West and West Industrial Area.*

2.5 Traffic Bylaw

The transportation policy objective of the City of Saskatoon is "to develop an urban form and settlement pattern that will enhance the efficiency of the roadway system, encourage the use of alternative forms of transportation including walking, cycling and public transit, and help to promote a balanced transportation system that meets the needs of the City of Saskatoon".⁴⁶

The purpose of the Traffic Bylaw, No. 7200 is to regulate vehicular and pedestrian traffic within the City of Saskatoon. The Bylaw considers several areas relating to traffic regulation including, but not limited to traffic control devices, stopping and parking, pedestrian rights and duties, permitted vehicle weights and dimensions on streets, and enforcement.

⁴⁵ City of Saskatoon, "Development Plan Bylaw No. 7799," Section 3.1. p. 3.

⁴⁶ City of Saskatoon, "Development Plan Bylaw No. 7799," Section 11.1.1. p.51.

2.5.1 Truck Route

During the West Industrial LAP process, the Infrastructure Services Department, Traffic Management Group initiated a review of the truck routes contained within the Traffic Bylaw. The general intent of the review is:

- To provide consistency between the Province’s Vehicle Weights and Dimensions Regulations as set out by the Saskatchewan Department of Highways and Transportation in 1999;
- To clarify the current bylaw for enforcement purposes;
- Modify truck routes to limit semi-truck traffic in residential neighbourhoods;
- Improve vehicle and pedestrian safety;
- Reduce congestion in the Central Business District;
- Reduce maintenance costs; and,
- Provide more efficient movement of goods and services for local and national delivery companies.



The existing Truck Route Map is shown in Map 2.2. Most of the West Industrial Area west of Avenue P is designated as an Unrestricted Area, which means that trucks of all sizes can move freely throughout the area. Access to businesses located east of Avenue P have restricted access only in the sense that truck drivers must use the shortest route for pick up and delivery. (*Unloading truck on Avenue M South, ca. 2003. Photo courtesy of the City of Saskatoon, City Planning Branch*).

After having received three presentations from the Traffic Management Branch (who is responsible for the Traffic Bylaw review), the West Industrial LAPC remains quite concerned about the impact any proposed changes to the Truck Route may have on their business. Many business owners have indicated that:

- Further traffic restrictions to their property would cause them to go out of business;
- Costs to move their products would increase if trucks were routed further distances;
- Weight restrictions are already prohibitive; and,
- Revisions to the Traffic Bylaw should occur after the construction of a South River Crossing.

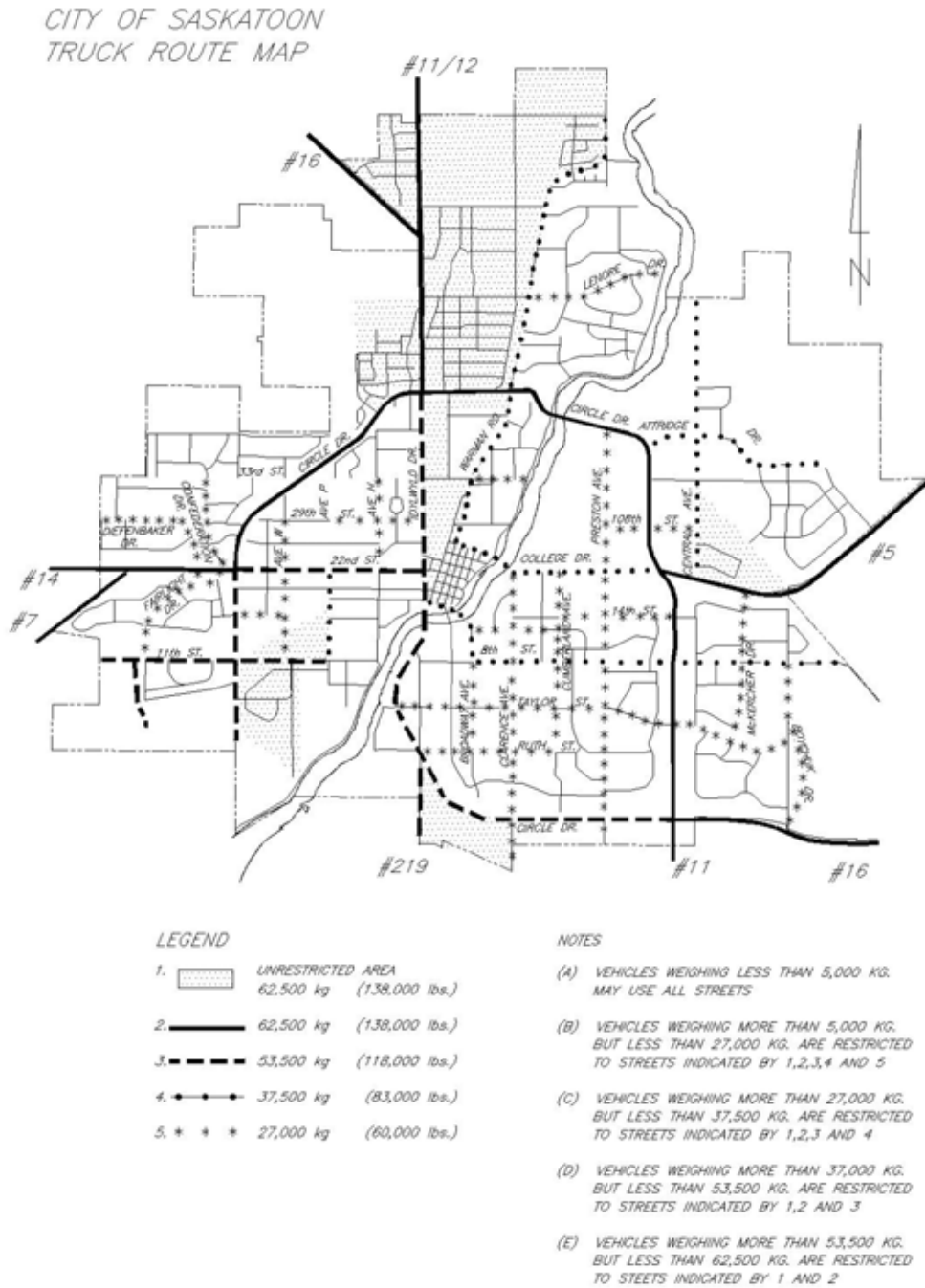
The most significant change proposed is the de-classification of Avenue P South between 22nd Street and 17th Street as a truck route, which means that no trucks over 5000 kg would be permitted. This option has been proposed to ensure the safety of children attending St. Mary’s School located at the intersection of 19th Street and Avenue P, as well as to reduce resident concerns with truck vibrations, noise and traffic congestion. During the review of this plan, several planning committee members strongly indicated that action should not be taken to remove this portion of Avenue P as a truck route until another route into the West Industrial Area is created. West Industrial Area stakeholders are sympathetic to residents in both Pleasant Hill and King George in their concerns regarding safety, but want to see other measures implemented to improve safety prior to closing Avenue P to trucks altogether. This would require the City to implement the following recommendations from the Pleasant Hill and King George LAPs respectively:

“That...additional consideration to installing a pedestrian activated signal light at the intersection of Avenue P South and 19th Street [is given]...”⁴⁷

⁴⁷ City of Saskatoon, “Pleasant Hill Local Area Plan”, July 3, 2002, p.103.

That Traffic Management...submit a request to Council to oversee a capital improvement project to construct a sidewalk along Avenue P South between 11th Street and 18th Street...”.⁴⁸

Map 2.2 Current Saskatoon Traffic Bylaw Truck Route



MISC 382 (L)

Source: City of Saskatoon, Traffic Management Group, 2003.

⁴⁸ City of Saskatoon, “King George Local Area Plan”, June 2001, p.64.

The City Administration supports the suggestion that these recommendations should be implemented prior to closing Avenue P as a truck route and meetings with both the Pleasant Hill and King George Community Association have also indicated there is support in the adjacent communities for this approach.

RECOMMENDATION

2.2 *AVENUE P TRUCK ROUTE: That further consideration to closing Avenue P between 22nd Street and 17th Street South as a truck route not occur until the recommendations in the Pleasant Hill and King George Local Area Plans that address resident concerns on Avenue P are implemented, and/or an alternative route for trucks is constructed.*

2.5.2 Truck Shortcutting



According to Section 44(2) of the Traffic Bylaw, any vehicle, regardless of size, is allowed to make local deliveries or pickups on streets that are not identified as truck routes as long as the driver chooses the shortest distance to the destination point when diverging from the Truck Route Map.⁴⁹ It is important that a significant effort is made by truck drivers to ensure that unnecessary shortcutting does not occur to help maintain long-term care of local roads as each road is designed to withstand a maximum capacity of weight; anything above that weight causes excess damage to the road surface. Avoiding shortcutting through residential streets can also significantly reduce conflicts between residents and

industry as well as improve neighbourhood quality of life. With the proposed changes to the Traffic Bylaw, if delivery vehicles are not adhering to the requirements, fines will be imposed. (*Truck on Avenue O South, ca. 2003. Photo courtesy of the City of Saskatoon, Traffic Management Branch*).

2.5.3 Truck Route Signage

Once the revisions to the Traffic Bylaw are approved by City Council, the planning committee has proposed that new signage be erected so that out-of-town transporters are familiar with the new routes and regulations, as there have been significant problems with navigating the existing routes and understanding regulations. It is also believed that improved signage will reduce unnecessary shortcutting.

It is regular procedure for the City of Saskatoon to update signage to reflect changes to roadway networks. Once the highway routes and Traffic Bylaw are updated, the existing signage will be updated and improved to reflect the route changes.

RECOMMENDATION

2.3 *TRUCK ROUTES: That the Infrastructure Services Department, Traffic Management Group ensure that confirmed Truck Route information is made available to businesses to inform their transport companies of the changes.*

⁴⁹ City of Saskatoon, Traffic Bylaw, No. 7200, Section 44(2), June 10, 2002. p. 19.

2.6 Intersection Upgrade for 11th Street West and Circle Drive

The 11th Street West and Circle Drive intersection services not only local industry, but provincial, national and international transport as it is the only Truck Route, Dangerous Goods Route and Grain Haul Route into the West and South West Industrial Areas. There are approximately 150 businesses and 3,000 employees that are dependent on the intersection, and this dependence has increased since the 18th and 20th Street access points from Circle Drive were closed in 2001-2002. The planning committee has raised several concerns regarding the function of the intersection including:

*Concerns regarding the 11th Street and Circle Drive intersection appeared in the newspaper when a local business identified that “lineups on 11th Street often delay truckers deliveries and departures by 15 minutes resulting in lost productivity. Bottlenecks also hamper fire and ambulances – called regularly for stress and work related injuries and false fire alarms – from quickly getting to the plant”.*⁵⁰

- Size of the trucks using the intersection;
- Narrowness of the intersection;
- Volume of truck traffic;
- Traffic generated by the location of a major employer at this intersection;
- Configuration of the railway crossing near the intersection;
- Main access point into the Montgomery neighbourhood; and,
- Compromised safety in the movement of Dangerous Good Route.

According to Table 2.3, there has been a 29 percent increase in the number of collisions between 1999 and 2002, which may be the result of increased traffic flow that occurred due to rerouting caused by the construction of the 22nd Street and Circle Drive, and the closures of 18th and 20th Street. The type of collisions that have occurred over the past four years corresponds with stakeholder perceptions that the left turn from Circle Drive to 11th Street West is troublesome (16 collisions) as is traffic backlog causing rear end collisions (20 collisions). Left turns and rear ends collisions made up over 60 percent of the total accidents that have occurred during the time frame considered.

Table 2.3 Collisions at 11th Street West and Circle Drive, 1999-2002

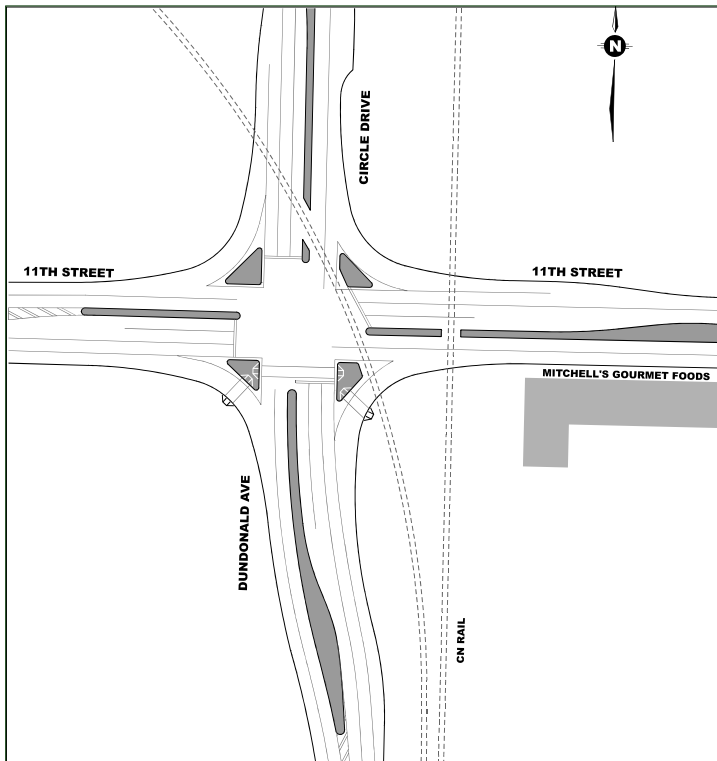
Collision Type	1999	2000	2001	2002	Total
Fixed Object	0	2	2	4	8
Rear End	5	5	4	6	20
Right Angle	1	1	2	2	6
Left Turn	3	5	4	4	16
Side Swipe	1	0	3	1	5
Other	2	2	0	0	4
Total	12	15	15	17	59

Source: City of Saskatoon, Infrastructure Services Department, Municipal Engineering Branch, 2004.

The Municipal Engineering Branch reports the annual traffic collisions for Saskatoon. Priority for intersection improvements and/or upgrades are typically given to locations with twenty-five or more annual collision occurrences, for which 11th Street West and Circle Drive does not qualify.

⁵⁰ The Star Phoenix, “City Plans Fix for Corner”, Wednesday, November 12, 2003. Section A3.

Map 2.3 Proposed 11th Street and Circle Drive Intersection Upgrade



However, with increased and anticipated increases in traffic volumes, particularly semi-trucks at the intersection, the Traffic Operations Groups recently prepared a construction design plan intended to improve safety, access, and efficiency of the intersection. The construction design includes widening the existing roadways in proximity of the intersection as shown in Map 2.3.

In March 2004, the City received confirmation that the intersection construction would receive funding under the Canada-Saskatchewan Infrastructure Program.

Source: City of Saskatoon, Traffic Operations Group, 2004.

2.7 Creating a New Arterial Roadway - 17th Street West

One of the main goals for the West Industrial Area stakeholders is improving ingress and egress for the West Industrial Area. As discussed above, with the proposed changes to the truck routes, 11th Street will be the only truck route into the area. All stakeholders, including the City, recognize that the width of 11th Street and the connecting intersections with Avenue P and Circle Drive are at the minimum design standard and are too narrow for the type of traffic using the intersections. Through the LAP, stakeholders identified that there may be a unique opportunity to develop the abandoned 17th Street Canadian National Railway (CNR) Right of Way (ROW), originating in the South West Industrial Area at Dundonald Avenue and Fletcher Road, into an arterial roadway into the West Industrial Area see Map 2.4. Since this discussion, a subsequent traffic study has recommended the purchase of the ROW.⁵¹

The purchase of the ROW west of Avenue P would accomplish three important objectives:

1. Provide another access point into the area in order to disperse traffic;
2. In concert with the proposed modifications to the Traffic Bylaw, it could assist to reduce the volume of trucks traveling along Avenue P South between 22nd Street and 11th Street, thereby reducing stress for the residents in King George and Pleasant Hill as identified in both their LAPs;

⁵¹ ND LEA, "King George/Holiday Park Traffic Review", prepared for the City of Saskatoon, March 2004. p.43.

3. Opportunity for continuation of the green space linkage identified on the portion of the 17th Street ROW east of Avenue P, which could create a back shore linkage from the Meewasin Valley Trail System straight through to the Montgomery neighbourhood and other future West Sector developments, while reducing negative externalities caused by the adjacent industrial area and proposed roadway; and,
4. Increases the potential to generate more land development and economic growth opportunities.



In 2002, the City of Saskatoon purchased the abandoned ROW east of Avenue P, as directed in the King George Local Area Plan for the purposes of a pedestrian linkage and connective park. In 2003, the City of Saskatoon, Parks Branch presented the 17th Street Right of Way Green Space Linkage Concept Plan to the King George Neighbourhood and West Industrial LAP committee. The intent of the green linkage is to “increase the amount of green space and provide for a pedestrian link in the King George neighbourhood...[and] to constitute as a buffer between the neighbourhood and the West Industrial Area”.⁵² (17th Street ROW, east of Avenue P, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

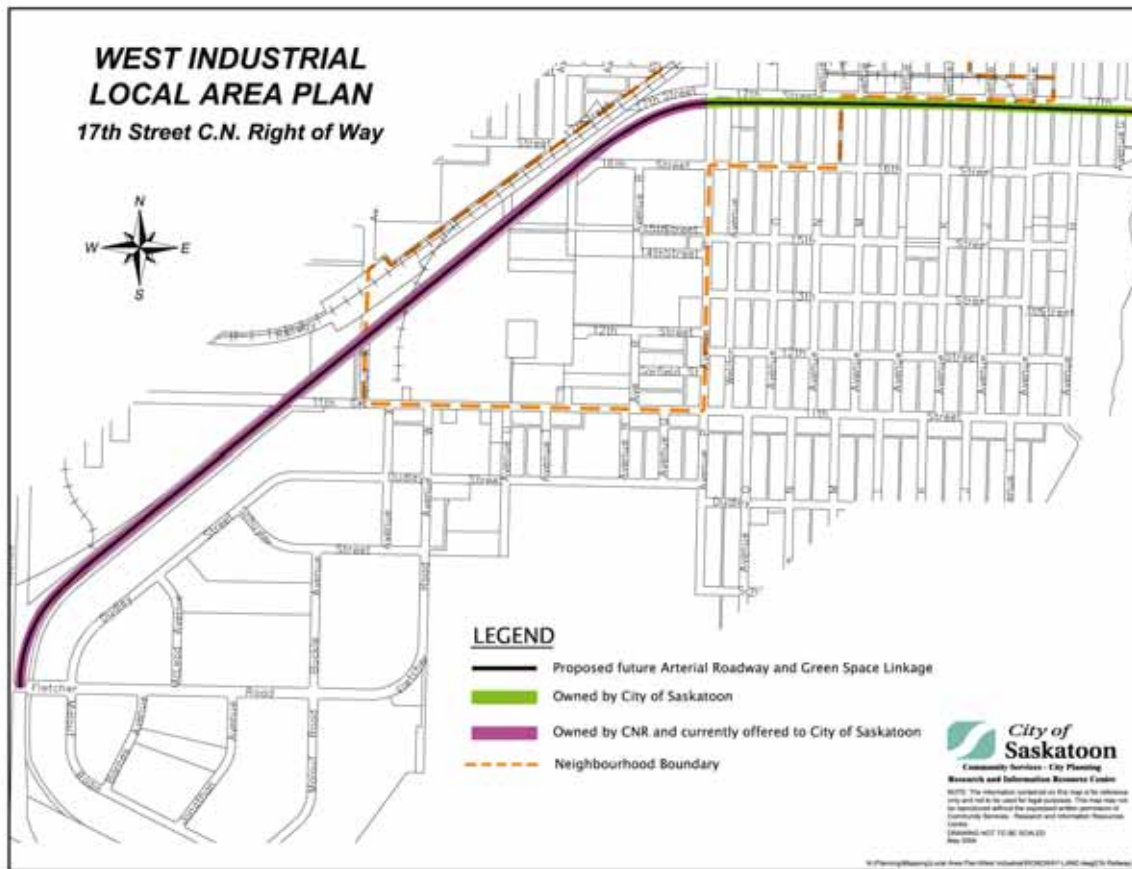
It is proposed through this Local Area Plan, and in tandem with the recommendations brought forward in the ND LEA report, that the remainder of the ROW (west of Avenue P) owned by CNR, as identified in Map 2.4, be purchased and developed by the City of Saskatoon to serve as a multi-modal. The multi-modal link should include an Arterial roadway along with a pedestrian, bike and green space linkage extending from the green space linkage that has been designed on the ROW east of Avenue P.

RECOMMENDATION

- 2.4(a) *17th STREET RIGHT OF WAY: That City Council support in principle the purchase and development of the 17th Street Right of Way west of Avenue P by the City of Saskatoon.*
- 2.4(b) *MULTI-MODAL LINK: That the 17th Street Right of Way serve as a multi-modal link that includes a Arterial roadway, pedestrian, bike and green space linkage extending from Spadina Crescent West.*

⁵² City of Saskatoon, “King George Local Area Plan”, June 2001. p. 44.

Map 2.4 17th Street C.N. Right of Way



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

2.8 Intersection Improvement for 11th Street West and Avenue P South

According to area stakeholders, the existing design of the 11th Street West and Avenue P South intersection is not “truck friendly”, though it is part of the truck route, it is very difficult for trucks to make 90 degree turns without running over curbs, hitting poles and backing-up traffic. Often, larger trucks tend to bypass the intersection altogether by using Garfield Street and Avenue R to access 11th Street or Avenue P.

As shown in Table 2.4, there have been 28 collisions at the intersection of 11th Street and Avenue P South between 1999 and 2002, the majority of these incidents occurred in 2002 (46 percent) likely as a result of increased traffic flows due to detours resulting from the construction of the 22nd Street and Circle Drive overpass and the closures of 18th and 20th Street.

Table 2.4 Collisions at 11th Street West and Avenue P South, 1999-2002

Collision Type	1999	2000	2001	2002	Total
Fixed Object	0	0	1	1	2
Rear End	2	2	0	6	10
Right Angle	0	1	1	3	5
Left Turn	1	1	2	2	6
Side Swipe	2	1	1	1	5
Total	5	5	5	13	28

Source: City of Saskatoon, Infrastructure Services Department, Municipal Engineering Branch, 2004.

With the proposed expansion of the Water Treatment Facility and the subsequent closure of the 11th Street and Avenue H intersection, it is anticipated that there may be increased traffic volumes at the 11th Street and Avenue P intersection unless other measures are taken to divert traffic elsewhere. It is the hope of the West Industrial LAPC that the 11th Street and Avenue P intersection is expanded and adapted with turning bays and signalized turning arrows prior to the 11th Street and Avenue H closure to ensure that the intersection is more “truck friendly” and that safety is not compromised due to increased traffic volumes.



There is a strong possibility that as a result of the Water Treatment Facility Expansion the above recommendation to adapt the abandoned Canadian National Railway ROW into a secondary access point into West Industrial Area may be acted upon immediately. This may result in significant changes to the movement of vehicles throughout the area. It may even lead to the extension becoming a replacement Truck Route for Avenue P. It is likely that this option would be preferred by residents in the King George neighbourhood that identified in their Local Area Plan significant concerns regarding traffic volumes, speed and noise along Avenue P South. If there is a reasonable Truck Route that can be created along

another roadway away from residential development, and that meets the businesses needs, a win-win solution may be possible. (11th Street and Avenue P intersection, ca. 2002. Photo courtesy of the West Industrial LAPC and the City Planning Branch).

In any regard, to improve the “truck friendliness” of the intersection of Avenue P and 11th Street to meet the required turning radius, the City would need to acquire property to incorporate the expansion. Until a decision has been made concerning the funding available for modification to the transportation network as a result of the Water Treatment Facility expansion, the purchase of property is not being pursued. If the intersection improvement does not occur in financial tandem with the Water Treatment Facility expansion, and the secondary access point is not pursued, improvements to the Avenue P and 11th Street intersection will be added to an the intersection upgrade waiting list for future consideration.

RECOMMENDATION

2.5 *11th STREET & AVENUE P INTERSECTION: That the Infrastructure Services Department, Traffic Operations Group implement measures to improve the turning radius of the 11th Street West and Avenue P South intersection, and that the West Industrial Local Area Plan Committee be consulted regarding future changes to the use and/or design of the intersection.*

RECOMMENDATION

2.6 *OPENING AVENUE O: That the Infrastructure Services Department, Parks Branch and Municipal Engineering Branch undertake the necessary steps, including a funding plan, to open Avenue O South at 17th Street West with the construction of the 17th Street Right of Way Green Space Linkage Concept Plan, and that the informal east/west lane between Avenue O and Avenue N be closed in conjunction with opening Avenue O South.*

2.10 Lanes

It is the goal of the West Industrial stakeholders to improve access within the existing network and “that roadways (including lanes) link to individual properties and accommodate the flow of vehicular traffic”. This means that effort must be made to clear impassable and/or undeveloped roads and lanes that have, over time, been blocked or were never developed.



As shown in Map 2.6, there are ten impassable lanes, about half of the total lanes within the West Industrial Area. It is important to recognize that some of these lanes may have been abandoned rail spurs and as such were never developed for lane purposes, though most are owned by the City of Saskatoon. (*Lane impassable behind Avenue M South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

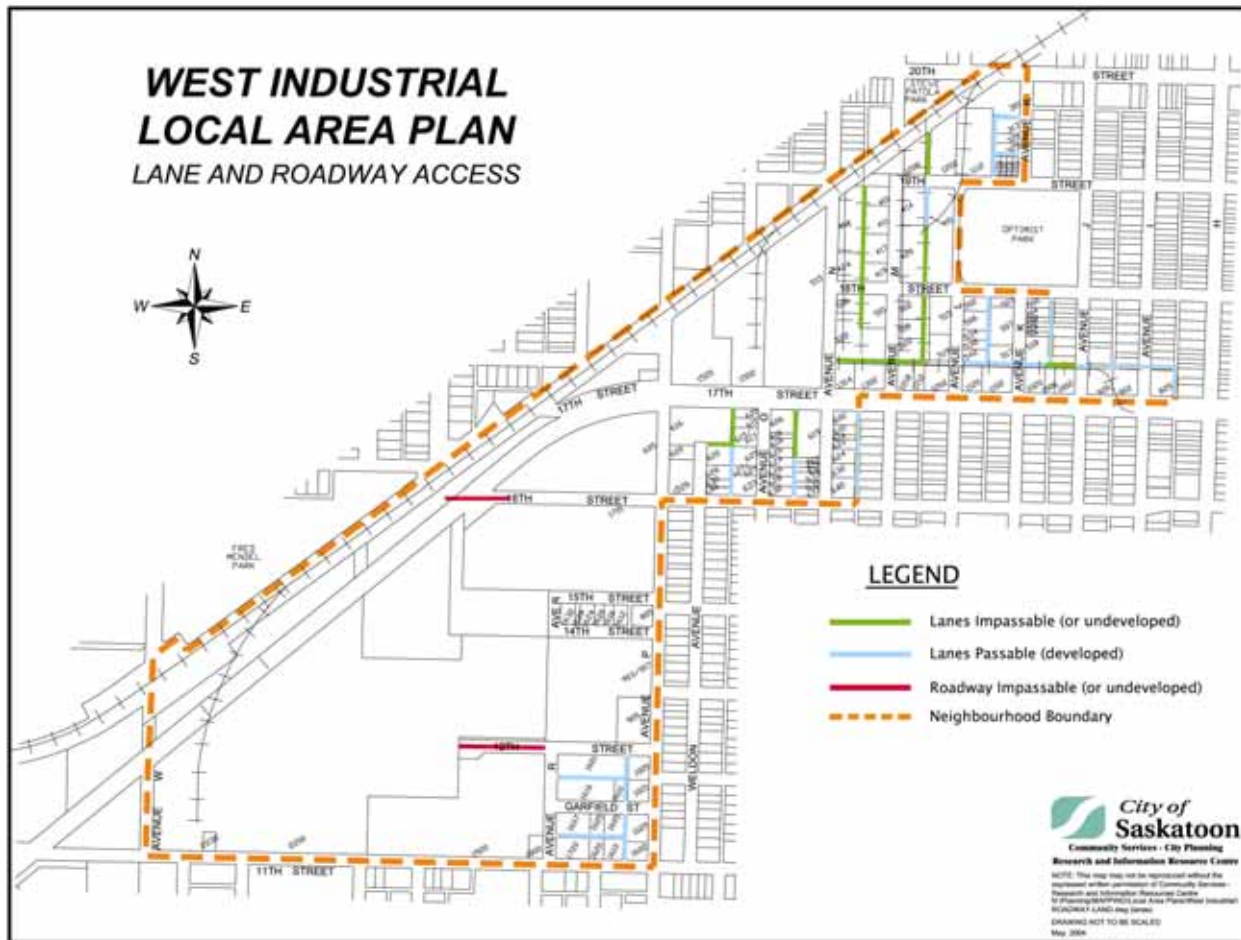
It is important that a concerted effort be made to develop lanes and roads for several reasons including:

- Lanes may be used as secondary accesses for emergency purposes;
- Improved navigational ability;
- Reduces isolation and the potential for criminal activity;
- Improved garbage collection and freeing up space in front of businesses;
- Increased access for product shipment;
- Increased parking availability by clearing access to the rear of properties for parking purposes; and,
- Improved movement of vehicles throughout the area.

In some instances, a business may need to apply for a lane closure, as was the case with the closure of Avenue R South for expansion purposes. However, there is a specific process the property owner is required to follow according to Part III (13) of the *Cities Act, 2002* and permission must be received from the affected adjacent property owners, the City of Saskatoon, and the Minister of Saskatchewan Highways and Transportation.

In the future, as opportunities for road and/or lane development present themselves in the West Industrial Area, every effort should be made to facilitate these opportunities. Careful consideration should be given before permitting further road closures. Opening impassable and undeveloped roadways and lanes in the West Industrial Area will have a positive effect on the flow of vehicle and pedestrian movement throughout the area.

Map 2.6 Lane and Roadway Access



Source: City of Saskatoon, Research and Information Resource Centre, 2003

RECOMMENDATIONS

- 2.7(a) *CLEARING LANES & ROADS: That based on the proposed Concept Plan, the Infrastructure Services Department, Municipal Engineering Branch prepare a report that considers the potential to clear and develop impassable lanes and roads (identified in Map 2.6), which includes funding sources and development phasing options.*
- 2.7(b) *LANE & ROAD DEVELOPMENT: As opportunities for road and/or lane development present themselves in the West Industrial Area, every effort should be made by the Infrastructure Services Department, Municipal Engineering Branch and Community Services Department, City Planning Branch to facilitate these opportunities.*

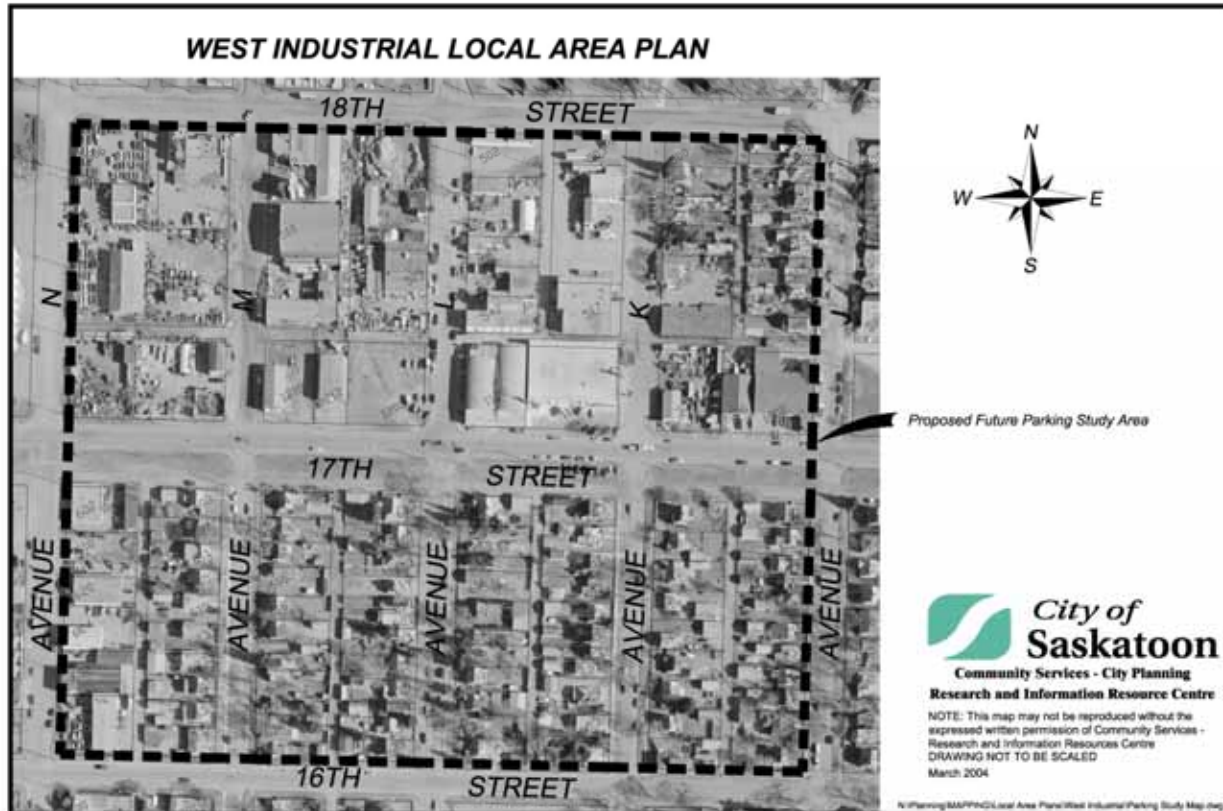
2.11 Parking

Concerns have been raised regarding parking availability in the West Industrial Area within the boundary identified in Map 2.7. Consistently, curbs, right of ways, lawns, vacant land, property frontage and other undefined spaces are consumed by parking, which detracts from the appearance of the area and has caused congestion problems, as well as conflicts between businesses and residents. The LAPC would like to see

undefined space redefined so that parking occurs in an orderly and legal manner. When Municipal Engineers attended the planning committee meeting in November 2003, where several options were identified try to minimize parking problems, within the identified area such as:

- Enforcing parking in proper locations;
- Providing appropriate signage discerning between loading zones and parking areas;
- Constructing curbs and sidewalks that define where parking ends and the sidewalk begins;
- Identifying side streets that can accommodate angle parking; and,
- Alternating the direction of traffic on side streets.

Map 2.7 Proposed Parking Study Area



Source: City of Saskatoon, Research and Information Resource Centre, 2004 (as identified by the West Industrial LAPC).



The planning committee supported further consideration of these suggestions through a review of parking in the problem area. However, the Municipal Engineering Branch has identified that it would be difficult to improve parking until the streets are defined through the development of paved roads, curbs and gutters (see the Infrastructure Services Report page 105). It was also recognized that improved transit service along with bike and pedestrian linkages might serve to reduce the number of employees requiring parking spaces. *(Product delivery at 1120-17th Street blocking*

access, ca. 2002. Photo courtesy of the City Planning Branch, City of Saskatoon).

RECOMMENDATION

2.8 **PARKING:** That the Infrastructure Services Department, Municipal Engineering Branch undertake a parking review, upon the development of paved roads, curbs and gutters, in consultation with the affected property owners, to look at options to improve parking in the area defined in Map 2.7.

2.12 Bicyclists and Pedestrians



With consideration given to the industrial nature of the West Industrial Area, the planning committee expressed that the area’s central location lends itself well to incorporating an alternative mode of transportation plan to ensure that the area is not only conveniently accessible by vehicle, but also by bus, bike and foot. Two planning committee members - one resident and one business owner - volunteered their time to observe the existing informal bicycle and pedestrian patterns that occur in the West Industrial Area, their observations are reflected in Map 2.8. (Cyclist leaving work, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

The informal patterns point to the fact that children, youth and adults alike traveling on foot or by bike use familiar patterns to navigate through the West Industrial Area. The most common routes identified are:

- 11th Street north side
- Avenue P west side
- 17th Street along south side
- 16th Street middle of road
- Avenue K east side
- Avenue N west side
- 19th Street across CPR line tracks
- Canadian Pacific Rail line Right of Way (ROW)

“A strong downtown, designated community focal points, and a compact urban form will facilitate an effective roadway system and encourage alternative forms of transportation such as walking, cycling and public transit.”⁵³

It is interesting to note that none of the streets identified as existing routes have sidewalks or any other type of separation between vehicles, pedestrians and cyclists. With the exception of 11th Street West, where a sidewalk will be constructed along the north side in tandem with the 11th Street West and Circle Drive interchange upgrade, sidewalk deficiencies in the West Industrial Area that have not previously been addressed. However, the construction of a sidewalk along Avenue P (between 11th Street and 19th Street) was recommended through the King George LAP and has been included in the implementation schedule for that neighbourhood.⁵⁴ The Pleasant Hill LAP proposed that the Canadian Pacific Rail Right of Way (ROW) be developed into a formal pedestrian linkage and bike path connecting the west side neighbourhoods to downtown.⁵⁵ The West Industrial Area stakeholders support the implementation of these recommendations and have asked that the 19th Street connection between Pleasant Hill, Riversdale and West Industrial also be recognized and developed as an important bike and pedestrian linkage during the CPR ROW study. Other

⁵³ Reid Crowther & Partners, “City of Saskatoon Integrated Transportation Policy Study”, September 1998. p. 15.

⁵⁴ City of Saskatoon, “King George Local Area Plan,” June 2001. p. 62.

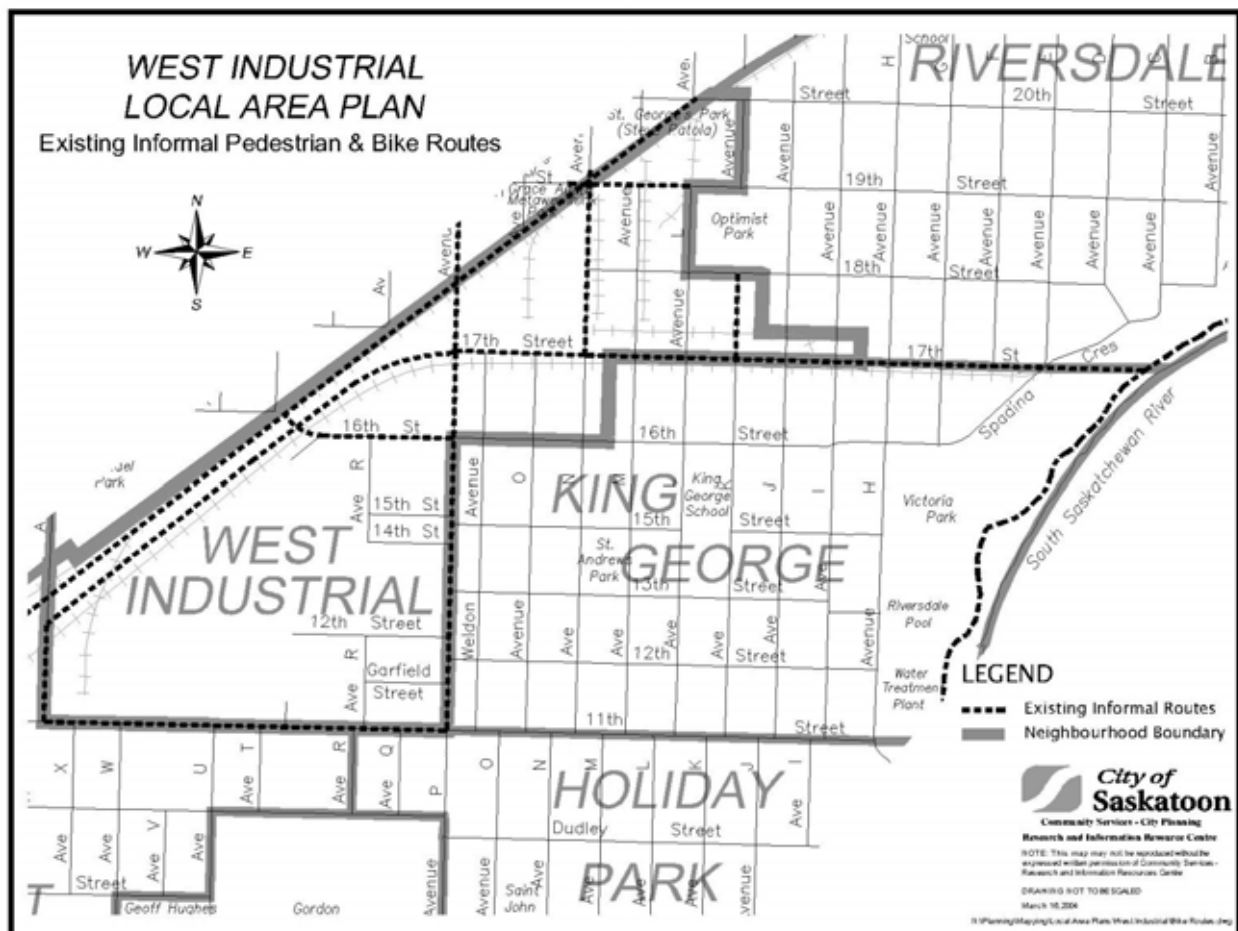
⁵⁵ City of Saskatoon, “Pleasant Hill Local Area Plan,” July 2002. p. 103.

areas with sidewalk deficiencies that have not been discussed here are covered in the Infrastructure Service Report on page 105.

RECOMMENDATION

- 2.9 *19th STREET LINKAGE: That the Infrastructure Services Department, Municipal Engineering Branch when undertaking the feasibility study to develop the Canadian Pacific Rail Right of Way into a future bike and pedestrian linkage take into consideration the importance of 19th Street West as a bike and pedestrian linkage between the communities of Pleasant Hill, Riversdale and the West Industrial Area.*
- 2.9(b) *PEDESTRIANS AND BIKE ROUTES: That the Community Services Department, City Planning Branch ensure that the Existing Informal Pedestrian and Bike Routes (map 2.8) are recognized as priority locations for surface deficiency improvements (e.g. sidewalks and paved roads) when undertaking the proposed Concept Plan or other improvement plans for the area.*

Map 2.8 Existing Informal Pedestrian and Bike Routes



Source: City of Saskatoon, Research and Information Resource Centre, 2003 (as identified by the West Industrial LAP Committee).

2.12.1 Bicycle Facility Network Plan

In 1999, the City of Saskatoon commissioned a Bicycle Facility Network Study in recognition of the growing number of cyclists in Saskatoon for both commuting and recreational purposes. The purpose of the study was to provide a detailed perspective on local cycling/transportation issues, to identify network alignments, and

facilitate predominately local utilitarian bicycle trips within the community.⁵⁶ In November 2002, the Comprehensive Bike Plan was approved by City Council, which led to the completion of the Bicycle Facility Network Study in 2003.

As is shown in Appendix 2.1 – Saskatoon Cycling Facility Network Plan (in part), conceptual planning for two of the informal linkages identified by the planning committee have been recognized as “future network opportunities” along the 17th Street ROW and 11th Street West. With the recent proposal to extend 17th Street to 11th Street West to serve as an Arterial Roadway, there is significant potential that “future network opportunities” 3 and 4 be linked together alongside the proposed roadway to accommodate both cyclists *and* pedestrians. The closure of this linkage would also join future developments in the West Sector with the benefits provided by the West Industrial Area such as commuting to work and convenient access to the river and Meewasin Valley Trail.

RECOMMENDATION

2.10 BIKE ROUTE: That upon approval to purchase and develop of the 17th Street Right of Way west of Avenue P for the purposes of an Arterial roadway, the Infrastructure Services Department, Municipal Engineering Branch initiate conceptual design plans to implement and expand the Bike Facility Network Plan to integrate the portion of the 17th Street Right of Way for both pedestrian and cycling purposes between Avenue P South and 11th Street West.

2.13 Transit Routes

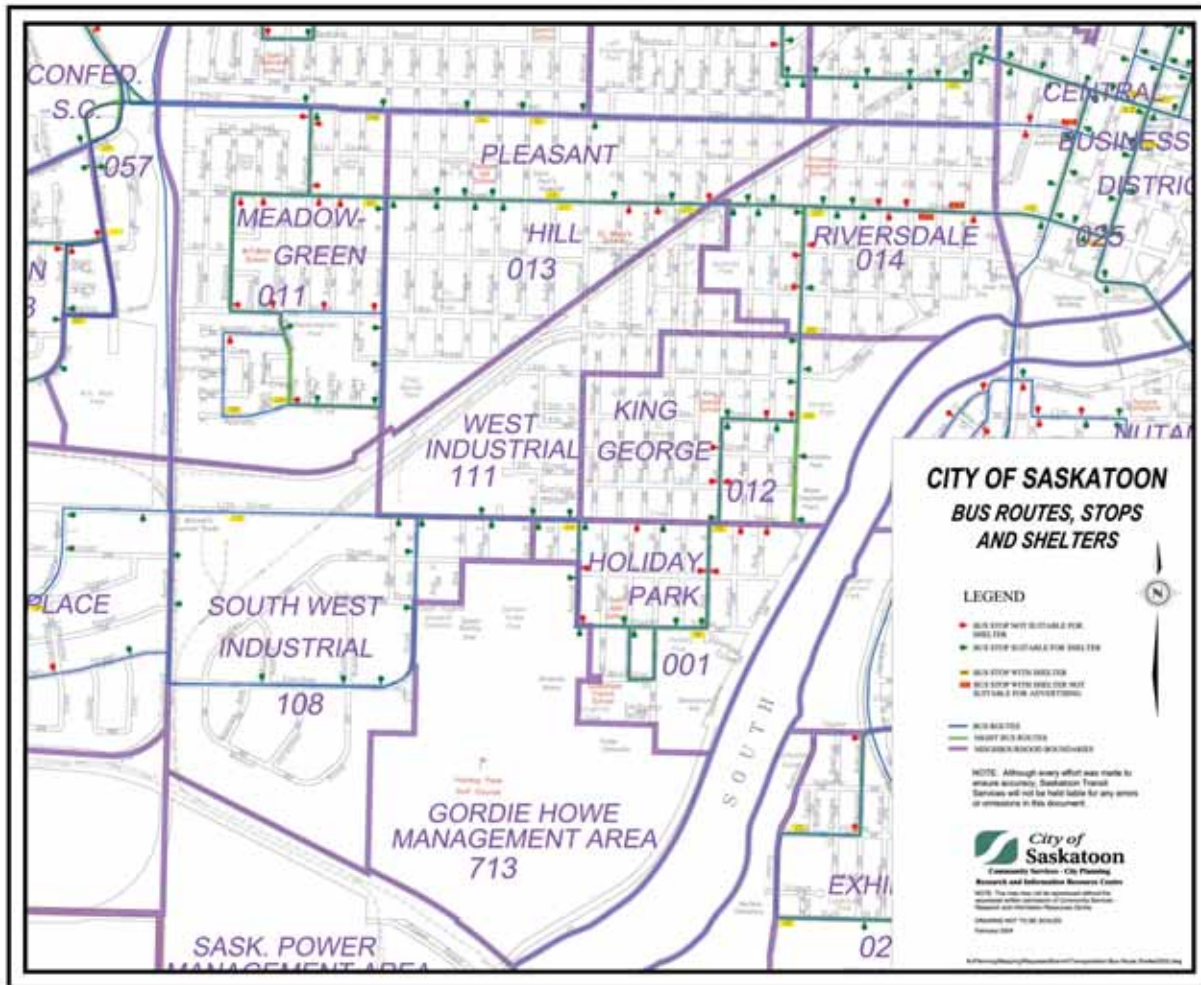
As shown in map 2.9, there are no bus stops or bus routes located in West Industrial; however, adjacent neighbourhoods such as Riversdale, Pleasant Hill and King George receive regular service via Routes 2,3 and 14. There are five entry points for transit riders into the West Industrial Area: Route 14 stops at 11th Street and Avenue W; On Route 3, there is a bus shelter at the intersection of 11th Street and Avenue P. There are also bus stops at 11th Street and Avenue T, and outside King George School on 15th Street and Avenue K; and, Route 2 has one stop near the easterly corner of West Industrial on 20th Street and Avenue K.

The planning committee has identified that the existing bus route locations need to be improved to encourage more transit use. It was suggested that future consideration is given to having a route along 17th Street West or Avenue P to shorten walking distances. It is the policy of the City of Saskatoon that public transit should be located within 600 metres of industrial uses when feasible.⁵⁷ With the proposed development of 17th Street West as a Minor Arterial, an opportunity to reduce the distance between the bus stops and the West Industrial Area may exist.

⁵⁶ City of Saskatoon, “Bicycle Facility Network Study”, 2001. p.1

⁵⁷ Reid Crowther & Partners, “City of Saskatoon Integrated Transportation Policy Study”, September 1998. p. 7.

Map 2.9 Transit Routes



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

Transit Services is currently investigating bus route changes in the King George/West Industrial Area due to the expansion of the Water Treatment Facility and the expected closure of the intersection at 11th Street and Avenue H. However, any proposed rerouting at this time will be minor, and will not include a route expansion due to an upcoming transit plan.

Transit Services is undertaking a Strategic Transit Services Plan in 2004/2005. This comprehensive study will look at, among other things, all bus routes and stops within the city and recommend changes and expansions. As a result of the transit issues raised by the planning committee, service to the West Industrial Area can be looked at as part of the study. There will be a large community consultation component to the project where members of the LAPC will be encouraged to participate in the consultation process.

RECOMMENDATION

2.11 *TRANSIT STUDY: That the Utility Services Department, Transit Services Branch notify the West Industrial Local Area Plan Committee of opportunities to participate in the Transit Services Strategic Plan; and that consideration is given through the Strategic Plan to expanding bus services into the Area.*

2.14 Summary

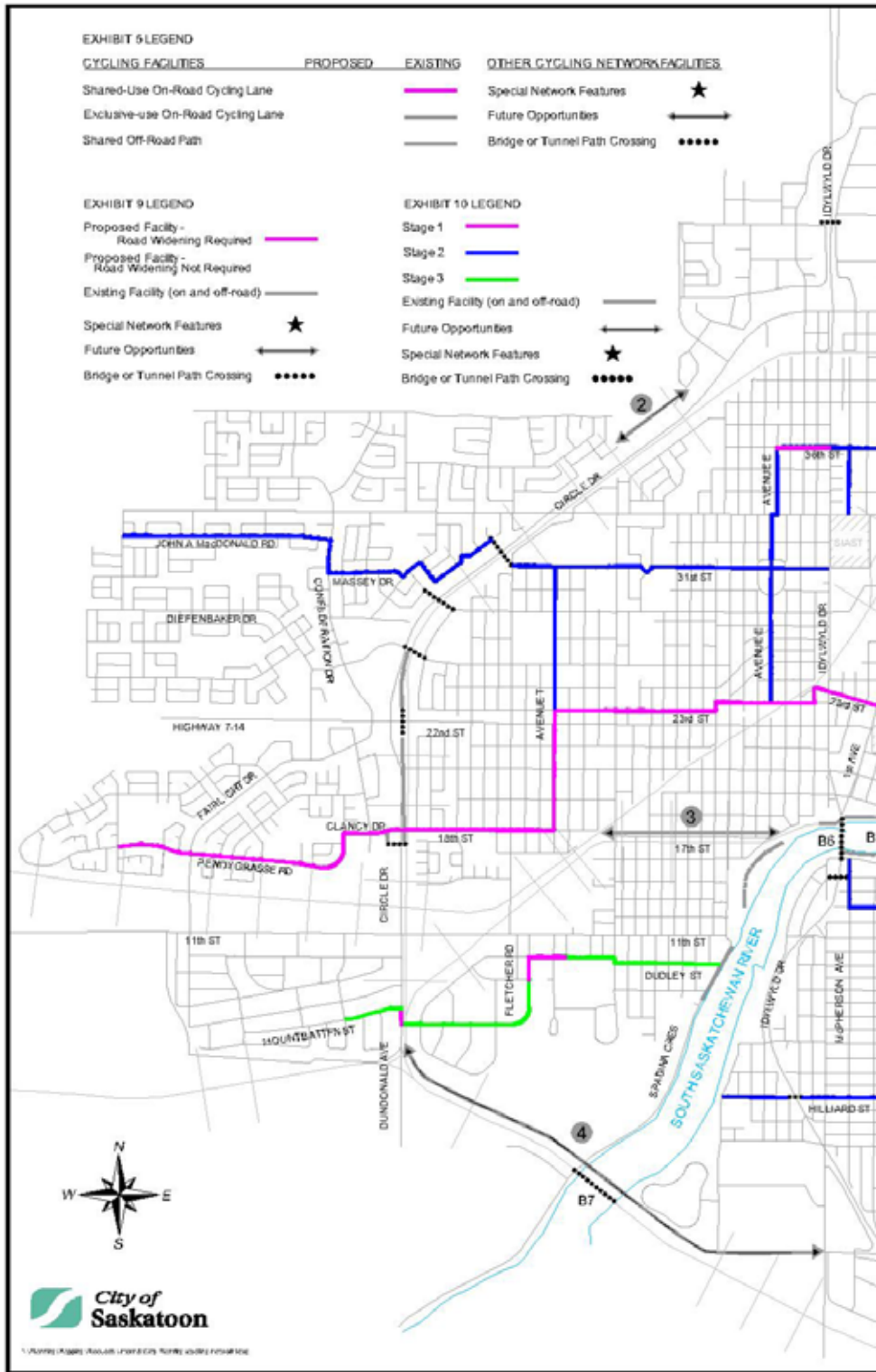


(17th Street ROW, west of Avenue P, ca. 2002. Photo courtesy of the City Planning Branch, City of Saskatoon).

As demonstrated by the variety of transportation and circulation issues discussed above, it is clear why ingress and egress of transportation is the number one priority for the stakeholders in the West Industrial Area. With the range of anticipated changes to the transportation network under discussion, the timing is ideal to address the historical limitations of the network. The future success of the West Industrial Area as a “vibrant business, industrial and residential community setting with easy ingress and egress to the oldest industrial area of Saskatoon” is dependent on improving the transportation network to reflect the diverse needs of connecting today’s industries and communities together.

Appendix 2.1 Saskatoon Cycling Facility Network Plan (in Part)

Appendix 2.1. Saskatoon Cycling Facility Network Plan (in Part)



Source: Trialpha Consulting Ltd, “City of Saskatoon Bicycle Facility Network Study”, April 2003. p. 10.

3.0 Infrastructure Services

3.1 Infrastructure Services Introduction

There are two general types of infrastructure concerns that were raised during the West Industrial Local Area Plan process - above ground infrastructure and underground infrastructure. Above ground infrastructure concerns included the provision of paved roads, curbs, gutters and sidewalks. Underground infrastructure issues were focused on servicing capacity, such as sanitary systems, and overall economic site developability.

In an economic development survey, conducted by the City Planning Branch in September 2002, 73 percent of business and property owners in the West Industrial Area indicated that they are not satisfied with the appearance of the West Industrial Area. Business owners identified the provision and maintenance of infrastructure as the root of their dissatisfaction as highlighted in the comments below:

- “General road maintenance is unsatisfactory;
- The lack of paved roads causes dust pollution and in wet seasons gravel/dirt roads can become impassable;
- There are too many roads that lead to dead ends;
- Road signs are missing and/or damaged;
- Sidewalks are needed and/or are in major need of repair; and,
- There are too many undeveloped lots and vacant buildings.”⁵⁸

Unlike any other area in Saskatoon, the West Industrial Area has developed in the absence of a suitable planning framework that has led to an inconsistent provision of basic above and underground infrastructure servicing. It has been commonly stated in previous studies, and in the opinions of stakeholders, that infrastructure must be improved if reinvestment in the West Industrial Area is to take place. Based on this, a significant amount of time and effort has been pooled together by the City Administration, and the community stakeholders to clearly identify infrastructure barriers to redevelopment.

3.2 Infrastructure Service Goals

- That there is an integrated network plan for the long-term provision of sanitary, storm and water systems to ensure the viability of the West Industrial Area for future infill development;
- Ensure that all roads, sidewalks and lanes are developed to the same standard as other fully-serviced industrial areas in Saskatoon;
- That all of the local roads in the West Industrial Area are paved and constructed with the appropriate curbs, and catch basins; and,
- Enhance the appearance of the West Industrial Area with the appropriate placement of trees and lighting.

⁵⁸ City of Saskatoon, City Planning Branch, “West Industrial Local Area Plan Economic Development Survey Results”, December 11, 2002.

3.3 Infrastructure Development History

Historically, the provision of full services was the choice of the property owner. Sometimes property owners opted not to receive full servicing as a way of reducing development costs. It was not until 1968 with the creation of the Pre-Paid Program, that it became City policy to require full services to be in place, at the cost of the developer, before construction on a new development could begin. The City of Saskatoon Development Plan requires that the subdivision and development of land is not permitted without the provision of full services and utilities, which include:

- Sanitary sewage disposal facilities;
- Water supply facilities;
- Storm water management facilities;
- Electrical power, natural gas, telephone and cable television services; and,
- Adequate roadways and transit services.⁵⁹

It is expected that the developer, as part of the servicing agreement will incur the cost of services. Servicing costs include:

- Direct servicing that directly benefit the subject property; and,
- Off-site servicing that indirectly benefit the subject property and area specified in the applicable prepared service rates.⁶⁰



There have been arguments made that the property owners in the West Industrial Area have received a “good deal” because they were not expected to pay for the servicing they have, yet they receive the benefit of the service and ongoing maintenance. On the other side of the issue, stakeholders insist that they have paid their fair share, by having their businesses operating and paying taxes in the area for 10, 20, 30 or more years. *(600 Block Avenue O South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).*

Many stakeholders have learned through the Local Area Plan (LAP) process that a portion of their property tax contributions is dedicated to the ongoing maintenance of infrastructure services in the area, and new infrastructure development costs are incurred at the time of development. However, stakeholder arguments are founded on the belief that over the past 40 years, the City has invested very little in maintenance costs for the West Industrial Area given that the area mostly consists of gravel roads, a few sidewalks, no green space and limited servicing capacity.

3.4 Underground Infrastructure Overview

One of the top priorities for the stakeholders in the West Industrial area is to ensure that “there is an integrated network plan for the long-term provision of sanitary, storm and water systems to ensure the viability of the West Industrial Area for future infill development”. During the Local Area Plan process, the planning committee received a presentation from the City of Saskatoon, Municipal Engineering, Planning and Design

⁵⁹ City of Saskatoon, “Development Plan Bylaw No. 7799”, Section 12.2.2(a), p. 60

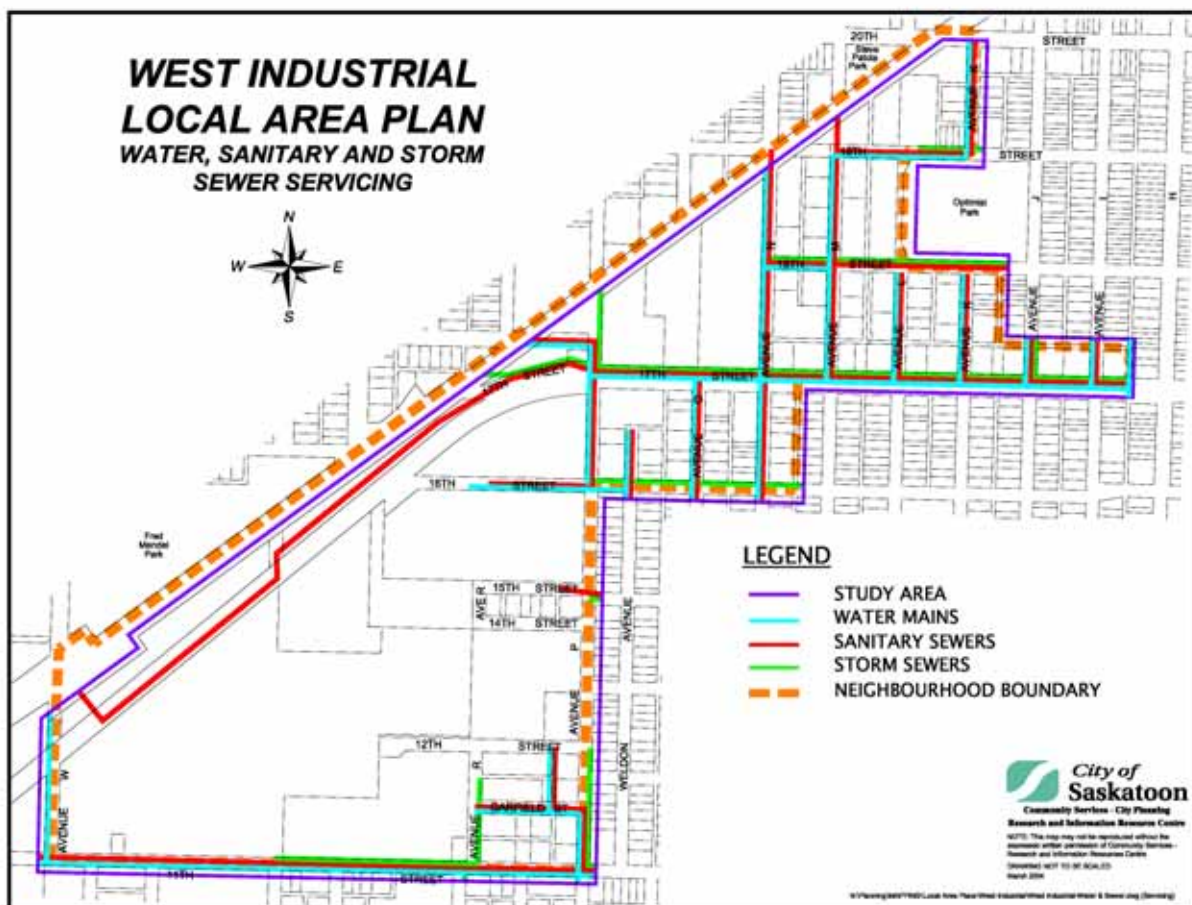
⁶⁰ City of Saskatoon, “Development Plan, Bylaw No. 7799”, Section 12.2.2(b), p. 60.

Section on the adequacies and deficiencies of the existing underground infrastructure, which includes water, sanitary, sewer and storm systems. The details of the condition of the underground infrastructure network are outlined below.

3.4.1 Water Mains, Sanitary Sewers and Storm Sewer Servicing

As shown in Map 3.1, water mains, sanitary sewers and storm sewer servicing for the West Industrial Area follow the inconsistent development pattern that exists. The most obvious deficiencies are represented west of Avenue P where most of the land is either vacant or used for above ground storage purposes. The exceptions to this include 11th Street West, Garfield Street and Avenue R. A more uniform pattern of servicing exists east of Avenue P, along 17th Street, where the land is more intensely used for industrial and residential purposes.

Map 3.1 Water Mains, Sanitary Sewers and Storm Sewer Servicing

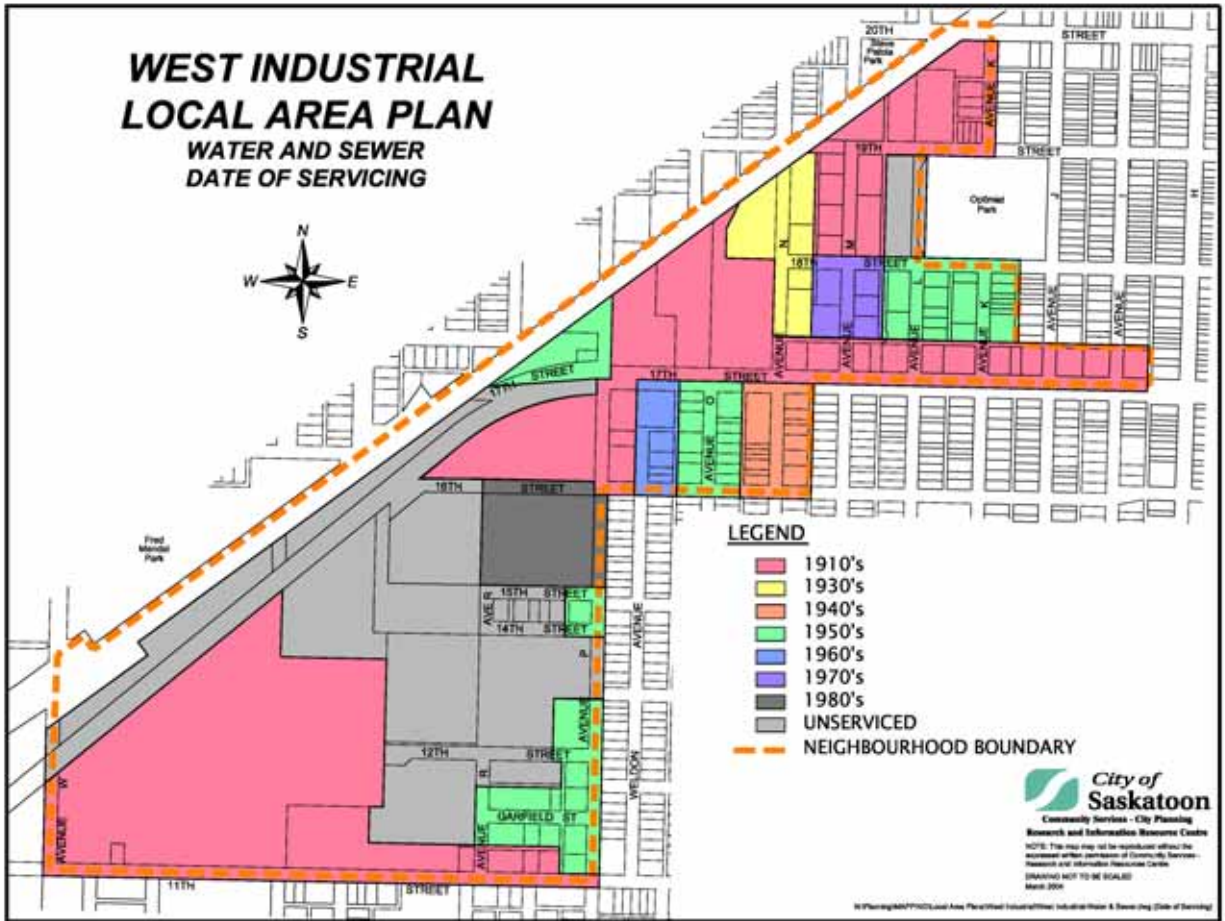


Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

3.4.2 Age of Water and Sewer Servicing

As shown in Map 3.2, the bulk of the West Industrial Area’s water and sewer servicing occurred between 1910 and 1930, with the next significant wave of servicing taking place between 1950 and 1960. Consistent with the servicing network shown in Map 3.1, a significant portion of the land west of Avenue P remains unserviced.

Map 3.2 Water and Sewer Date of Servicing



Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

3.4.3 Water Distribution System

Water consumption may be broken into four components:

- Domestic use is the water required for drinking, cooking, washing and sanitary purposes;
- Irrigation use is the water used for lawn and garden watering;
- Fire and protection use is usually the controlling factor in the sizing of water mains; and,
- Industrial Manufacturing.

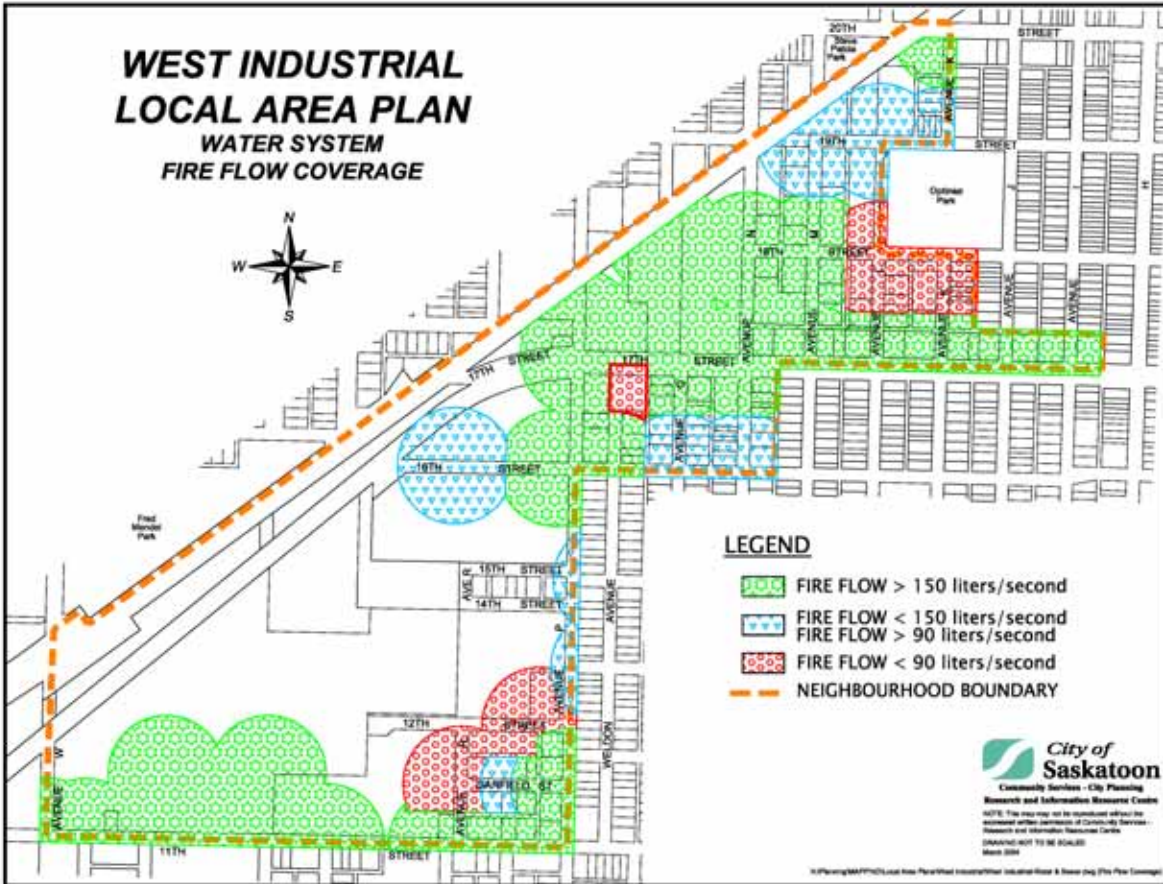
In general, domestic and irrigation uses govern the primary water main system design while the local water main system design is governed by the fire flow requirements. The main restrictions for the fire flow requirements are:

- Principal entrances of buildings must be located within 90 metres of a fire hydrant;
- On buildings equipped with sprinkler systems the fire department Siamese connection must be located within 45 metres of a fire hydrant;
- Required fire flow must be provided at a minimum 138 kPa water pressure; and,

- Fire flow requirements vary from building to building based on building construction, occupancy and exposure. 150 litres per second is the typical flow for industrial buildings and 90 litres per second is typical for single family and duplex dwellings.

As shown in Map 3.3, the water system and fire flow coverage in the West Industrial Area mostly exceeds the normal capacity of 150 litres per second for industrial areas. There are a few small pockets where coverage is below standard in the proximity of 12th Street and Garfield Street and around Optimist Park along Avenue L and 18th Street.

Map 3.3 Water System and Fire Flow Coverage



Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

In general the following observations have been made concerning the water system and fire flow coverage for the West Industrial Area:

Adequacies

- Water pressure is good because of proximity to water treatment plant;
- The condition of the water system cast iron piping is good because the area was developed in sandy soil conditions;⁶¹ and,
- Overall basic water and fire flow coverage are in place.

Deficiencies

- A significant portion of the land west of Avenue P has no water, sanitary or storm sewer lines;

⁶¹ City of Saskatoon, “Riversdale Neighbourhood Infrastructure Study Report”, May 25, 1992. p. ii.

- Water system is not well looped (there are several “dead ends”), which may cause problems getting water up hydrants in the event of a fire (e.g. looping on 12th St. and Garfield would increase flow capacity); and,
- Fire flow coverage is inadequate along Avenue R and 12th Street.

3.4.4 Sanitary Sewer System

As shown in Map 3.4, the sanitary sewer hydraulic capacity is limited within the West Industrial Area, and the capacity that does exist, such as along 11th Street, has been recognized as nearing capacity. These limitations are very significant in terms of being able to accommodate future infill development, particularly the food processing industry, which was identified through the West Central Business Development Strategy as a targeted economic development market for the area. This study also recognized the reality of limited services in the West and South West Industrial Areas as a weakness to any future development prospects:

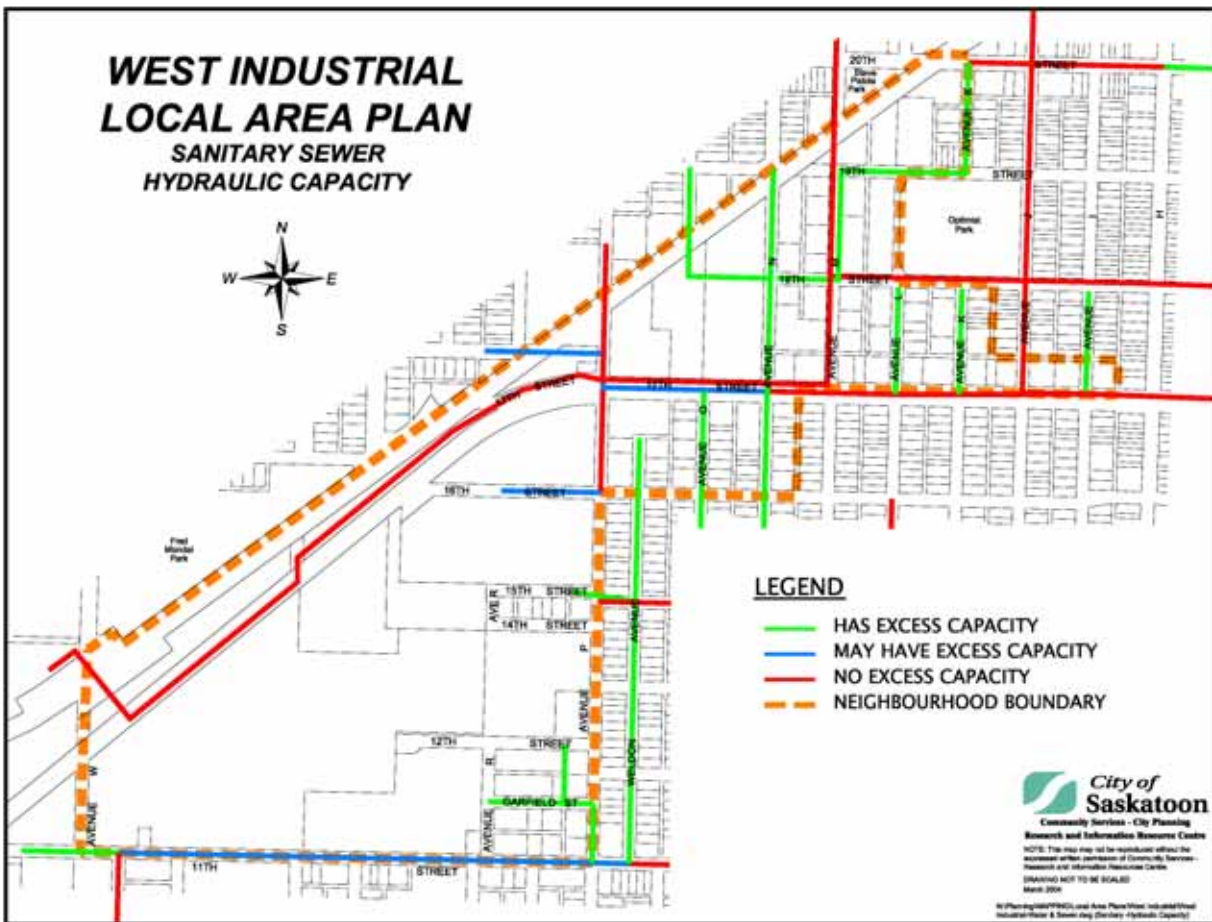
*“Saskatoon Regional Economic Development Authority has identified sewer and water constraints in the South/West Industrial area to be a concern. The area has reportedly reached its sewer and water capacity, which hampers the attraction of any new businesses there, particularly those with significant water and sewer needs”.*⁶²

Though the study identifies this essential weakness to redevelopment in the area, it does not provide any direction to rectify the inadequacy. Instead, it is recognized that “to alleviate this situation, the City has plans to increase the water and sewer capacity in the area.”⁶³ At the time of this LAP, no planning to increase the capacity has been initiated. Given the main thrust of the economic redevelopment plan contained several recommendations encouraging the clustering of food processing (wet industrial development), and other food related industries, creating a climate for economic development will be dependent upon increasing the water and sewer servicing capacity in this area.

⁶² Fast and Associates, “Riversdale-West Central Business Development Strategy, “ June 2001. p. 3-6.

⁶³ Fast and Associates, “Riversdale-West Central Business Development Strategy, “ June 2001. p. 2-39.

Map 3.4 Sanitary Sewer Hydraulic Capacity

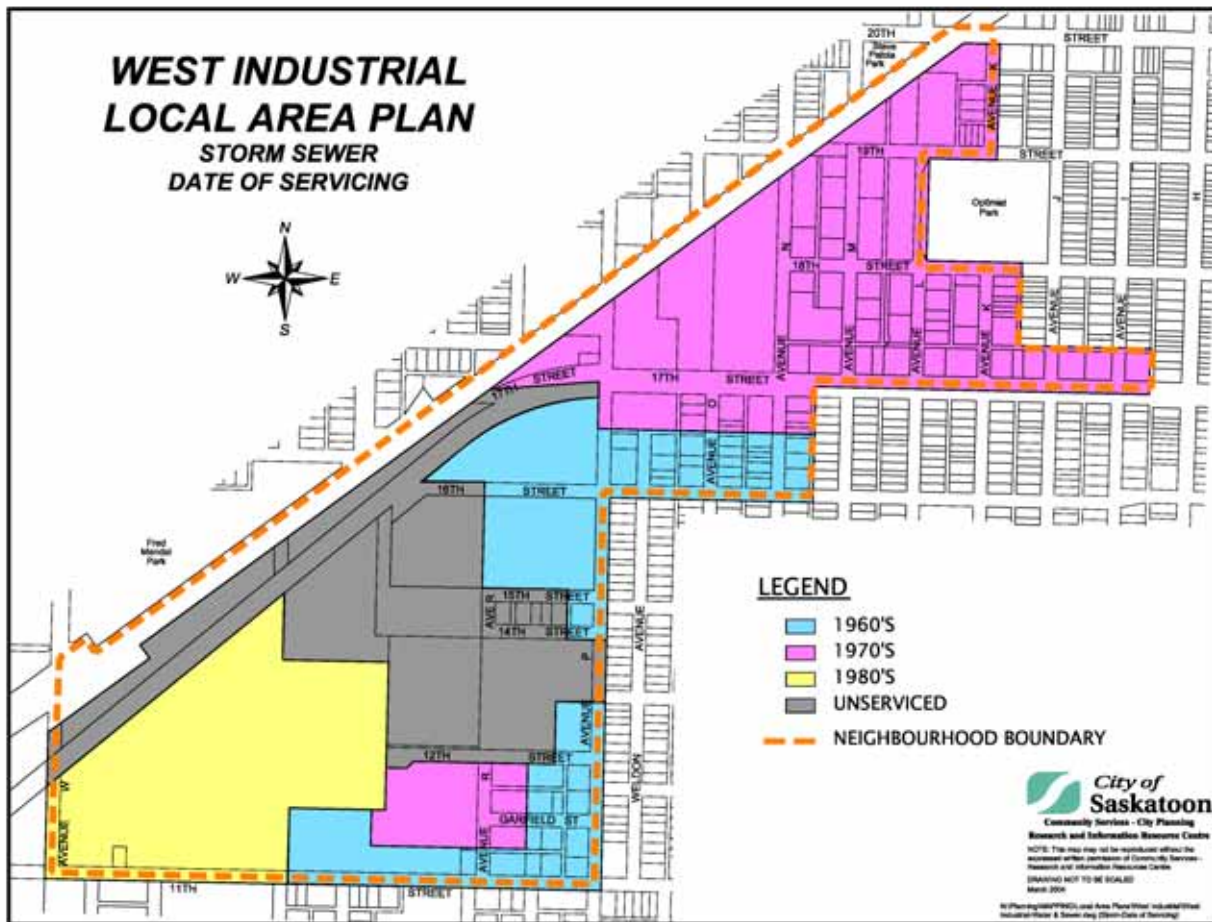


Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

3.4.5 Storm Sewers Servicing

As shown in Map 3.5, a significant portion of storm sewer servicing in the West Industrial Area occurred post 1970's. The next significant portion of storm sewer servicing, located on the Petro Canada site, occurred in the 1980's (shown in yellow). There remains a significant portion of land, west of Avenue P that is not have storm sewer servicing, which corresponds to the information shown in the sanitary and water system network illustrations above.

Map 3.5 Storm Sewer Date of Servicing



Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

Map 3.6 represents the storm sewer hydraulic capacity for the West Industrial Area, which is served by three storm sewer outtakes that run into the river: Holiday Park, south of 14th Street at Dudley Street, and, 17th Street West. Most excess storm sewer drainage in the area runs over land, down streets, and into the river due to the slope of the land and close proximity to the river. However, despite reasonable run-off, the planning committee has identified that the existing storm water drainage is a concern. Frequent incidents of water pooling throughout the area also due to the following circumstances:

- The roads were not designed or constructed to collect storm sewer drainage;
- Due to the lack of paved roads and curbs, there are few gutters to carry water to the outtakes (catch basins); and,
- There is little vegetation, such as water and trees in the area that help absorb excess storm water.

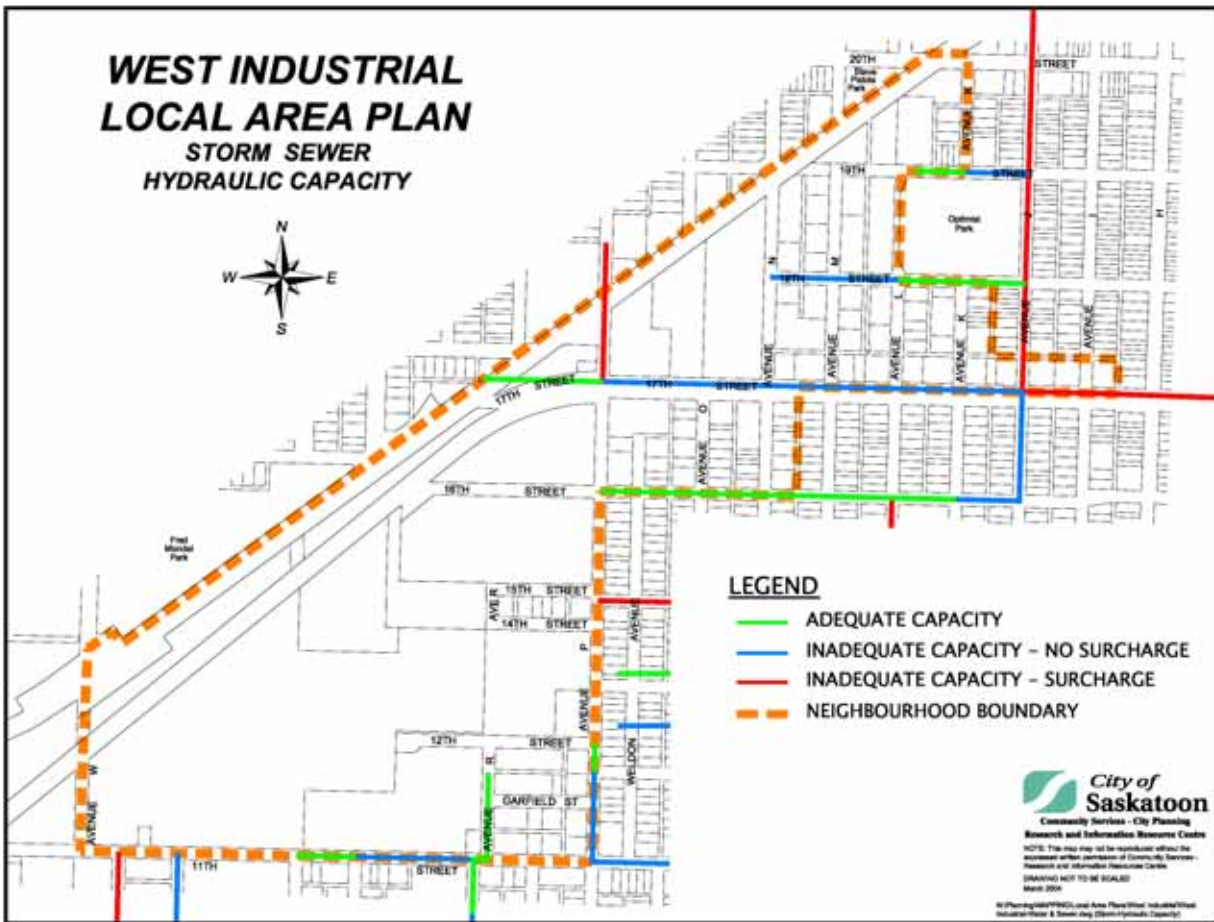
In a 1992 study, the City identified that:

“a relatively high percentage of storm sewers (55 percent) [in the Riversdale/West Industrial Area] have capacities that are below the current standards for permitted land uses and are rated “poor”

hydraulically. Flooding problems are generally averted because the area has a good major storm overland flow”.⁶⁴

It was recommended that capacity improvements be made to reduce the amount of storm water flowing from the area into the downtown, under the 19th Street and Idywyld freeway; however, these improvements have not yet occurred. With the redevelopment of the abandoned CNR 17th Street Right of Way (ROW), east of Avenue P into a Green Space Linkage, and the future construction of the ROW, east of Avenue P, into an arterial roadway and green space linkage (see page 80), there is a unique opportunity to incorporate the necessary improvements to the storm sewer system at less cost than would otherwise be required if starting from scratch.

Map 3.6 Storm Sewer Hydraulic Capacity



Source: City of Saskatoon, Municipal Engineering, Planning & Design Section, 2002.

3.4.6 Funding Underground Infrastructure

There are several ways funding is collected by the City of Saskatoon for the operation, maintenance and replacement of underground service maintenance:

- Operation and maintenance costs to the water distribution system are paid through the water utility, which is collected on property water bills;

⁶⁴ City of Saskatoon, “Riversdale Neighbourhood Infrastructure Study Report”, May 25, 1992. p. ii.

- Sanitary utility is also collected on the sanitary sewer bill pays for the maintenance and operation of the sanitary sewer system; and,
- A storm water utility has recently been established. As with water and sanitary sewers this new levy pays for the operation and maintenance of the storm sewer system. Currently, the monthly bill for storm sewers is the same for all properties regardless of size or runoff potential.

It is important to recognize that the above funding sources do not cover costs associated with infrastructure expansion (e.g. increasing sanitary capacity); individual land developers solely incur these costs.

In terms of recent action, the City of Saskatoon is planning on undertaking a series of drainage plans for storm water management. At some point, the storm sewer systems servicing the West Industrial Area will be evaluated as part of this process and all potential solutions will be investigated including utilizing the 17th Street Right of Way for future storm water drainage.

3.4.7 Future Considerations

In existing core areas, such as West Industrial, the return on the investment for significant infrastructure expenditures is not comparable to outlying neighbourhoods in terms of property values, at least in the short-term. This has to some degree influenced the City's willingness to make an upfront, infrastructure investment in the West industrial Area. Experience shows that when there is a small infusion of funding for services, such as infrastructure, it becomes essential for the market, in a depreciated area such as West Industrial, to become organized in terms of targeting reinvestment in a multi-pronged approach that includes not only tax incentives, and municipal expenditure on service improvements, but also active stakeholder involvement and a comprehensive plan (such as the Local Area Plan) to reach short-term and long-term goals.

RECOMMENDATION

- 3.1 *INFRASTRUCTURE NETWORK PLAN: That the Infrastructure Services Department, Municipal Engineering Branch, Planning & Design Section undertake an integrated network plan for the long-term provision of sanitary, storm and water systems in tandem with the proposed West Industrial Area Concept Plan.*

3.5 Above Ground Infrastructure



It is a goal of the planning committee to “ensure that all roads, sidewalks and lanes are developed to the same standard as other fully-serviced industrial areas in Saskatoon”. It may seem redundant that the City’s public works mandate would closely resemble the planning committee’s goal; however, in light of the reality that the West Industrial Area has little in the way of paved roads, sidewalks, curbs, and catch basins, the issue is more about the provision and operation of services than about maintenance. (*Avenue M and 19th Street, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

3.5.1 Snow Removal

The goal of the City of Saskatoon Snow & Ice Program is to keep roadways and sidewalks reasonably clear of ice and snow. Priority is given to expressways, emergency routes, public transit routes, high volume arterial and industrial streets. During the planning process, some members of the planning committee indicated that it did not appear the West Industrial Area was receiving priority snow removal even though it is an industrial area. Like other areas, the main arterial roadways, such as 11th Street and Avenue P do receive priority snow removal, however, local streets, such as 17th Street do not, which is standard for all industrial areas. The issue may be exasperated for some of the industrial stakeholders due to basic road access issues and the types of traffic, such as semi trucks, using local streets, which can cause problems such as rutting. The circumstances may also be unusual given that most streets in West Industrial are gravel and lack curbing and sidewalks, which can make navigating snow-filled streets difficult. It is expected that the proposed street improvements discussed in the Transportation Report (page 74) and below, will also serve to address issues relating to general road maintenance, including snow removal.

3.5.2 Curbs, Catch Basins & Sidewalks



As shown in Maps 3.7 (a-b), there is a significant absence of curbs and sidewalks in the West Industrial Area. Avenue L (east side) and Avenue K (west side, north of Optimist Park), are the only streets in the area with a sidewalk (shown in orange). Similarly, few streets including Avenue P, Avenue K (north of Optimist Park), Avenue L, 17th Street (east of Avenue P) and 11th Street, are equipped with curbing (shown in yellow). Generally, gutters and catch basins used to collect storm water run-off are also absent in areas without sidewalks. Priorities for sidewalk construction relating to bicycle and pedestrian linkages are discussed in more detail on page 88 where the West Industrial LAPC have indicated their support for the construction of a sidewalk on Avenue P






South and a pedestrian activated light near St. Mary’s School to improve safety for nearby residents. (*Weldon Avenue, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

Map 3.7(a) Curbs, Catch Basins & Sidewalks

WEST INDUSTRIAL LOCAL AREA PLAN - South West



LEGEND

- PROPERTY LINE 
- Neighbourhood Boundary 
- Infrastructure Services Data:
 - Catch Basins 
 - CURB 
 - WALK 



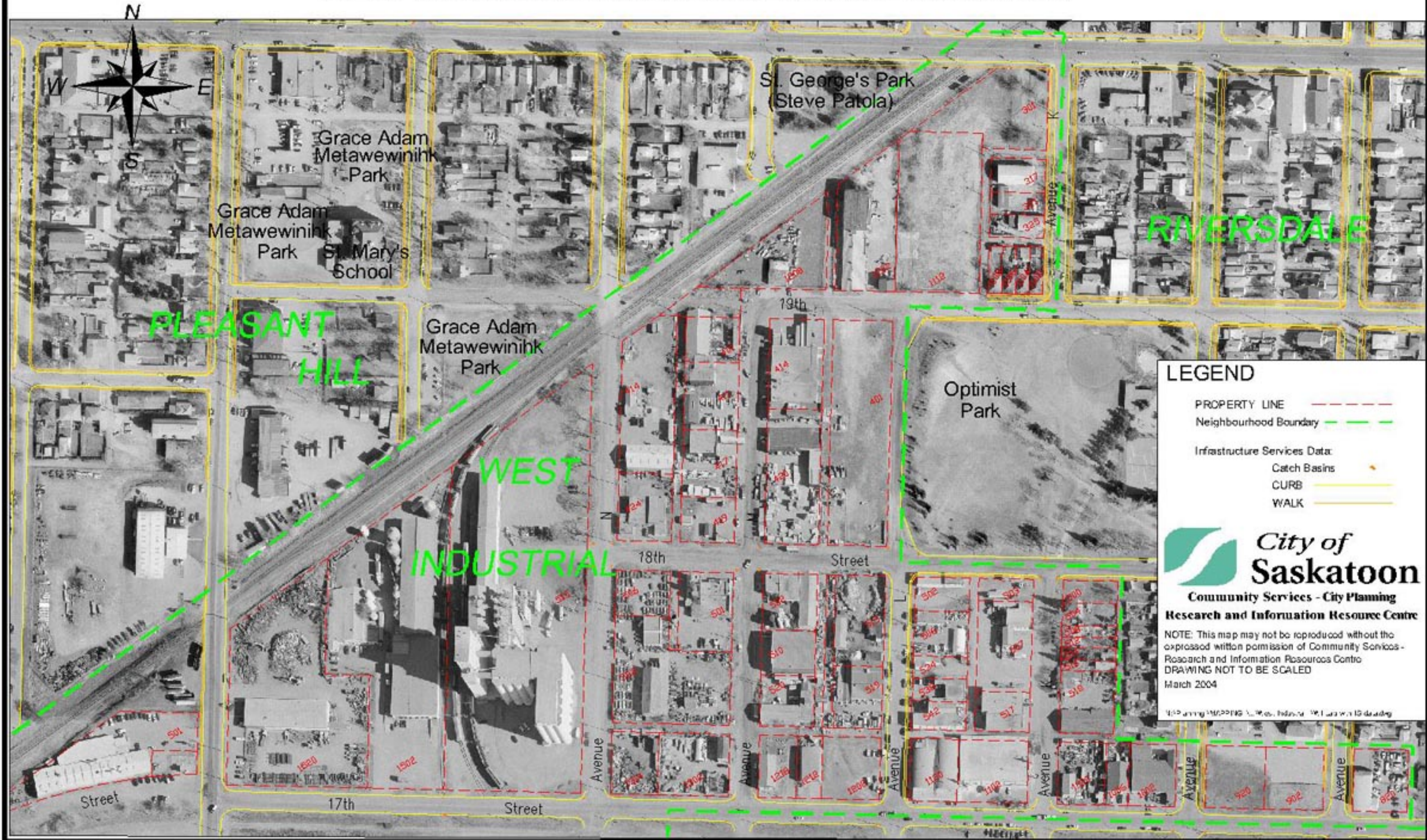
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March 2004

Map 3.7(b) Curbs, Catch Basins & Sidewalks

WEST INDUSTRIAL LOCAL AREA PLAN - North East



3.5.3 Gravel Roads

As shown in Map 3.8, most roads in the West Industrial Area are either gravel or dirt with the exception of 11th Street, 17th Street, Avenue P and sections of Avenue N and Avenue L. Along with poor road conditions, dust pollution due to gravel roads, and heavy industrial use, was a concern raised by the West Industrial planning committee and was also cited in the King George LAP.



Despite the attempt by the City to meet the maintenance needs of the stakeholders in the area, existing techniques to reduce dust pollution with dust palliation methods are not sufficient. (*Dust on Avenue N South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

During the planning process, consideration was given to alternative road surfacing options, including:

- Calcium Chloride – temporary solution
- Oil Surface Products (e.g. DL – 10) - not suitable for the West Industrial Area because of the turning movement of vehicles, which will quickly tear the

surface and tends to cling onto surfaces (such as a shoes)

- Recycled Asphalt (RAP) – Used to provide a dust free surface, but the solution is not permanent. Over time, the RAP mixes with existing gravel and the road reverts to a surface similar to a gravel road.

Ultimately, options to rectify the dust pollution problem and road surface issues are limited to two possibilities: keep the situation as it is, and apply dust palliation more frequently (this would still require an operating program funding increase), or pave the streets. To address this issue, the planning committee argued that it would be more affordable for the City to maintain a paved road than a gravel road, and over the long-term, the cost of maintaining gravel roads in the West Industrial Area has exceeded what the cost would have been to pave the roads and maintain them.

In the presentation by the Public Works Branch, Roadway Section to the planning committee, the following annual maintenance structure for paved and gravel roads was outlined:

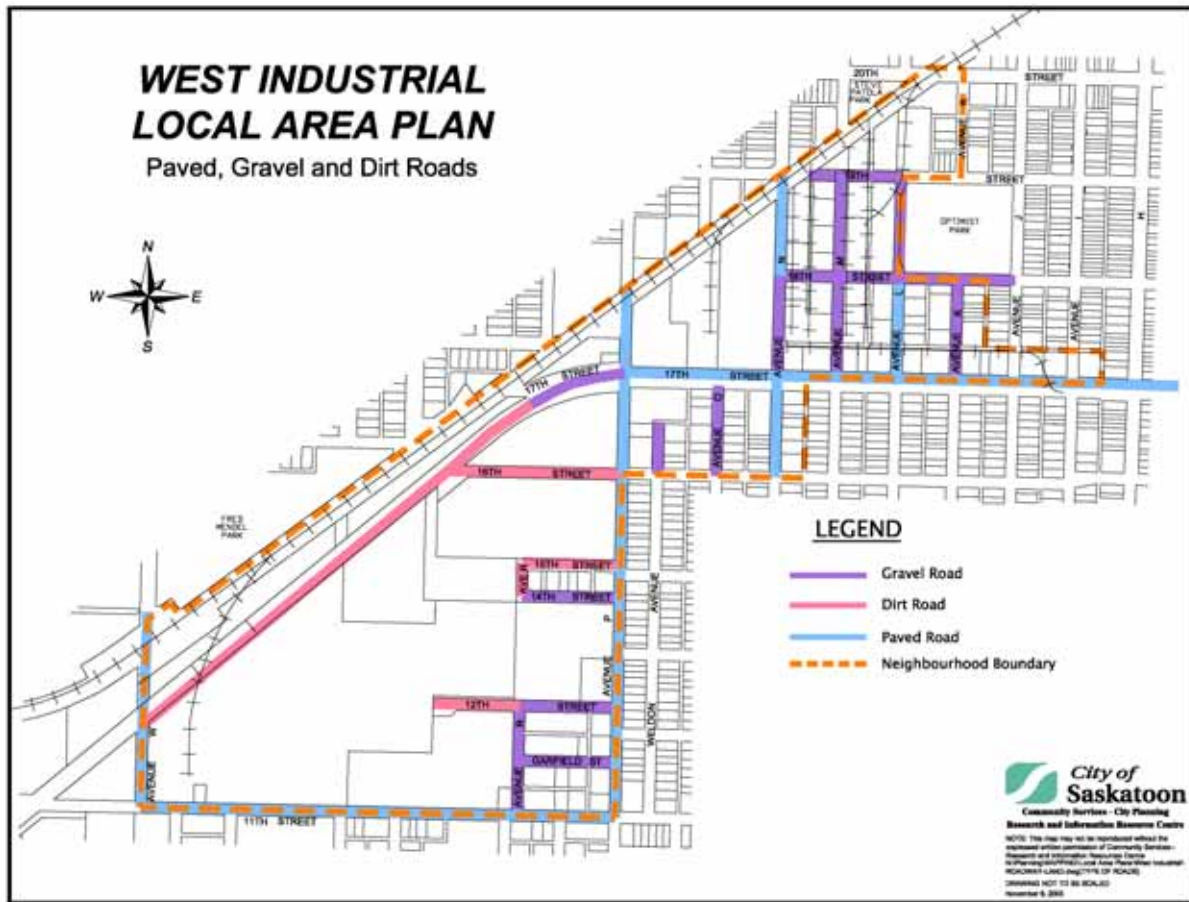
Cost per kilometer (per/km) (operating and maintenance):

Gravel Streets (dust palliated): \$2,148 per/km

Paved Streets: \$1,513 per/km

Dust palliated streets cost \$2,148 in annual maintenance, compared to \$1,513 for paved streets; however, maintenance costs for gravel streets that are not dust palliated are less than the maintenance costs for paved streets (\$1,148 per/km). The gravel streets in the West Industrial Area are dust palliated annually, and they are bladed regularly, which results in a maintenance cost of approximately \$2,148 per/km per year. Paved streets, on average, cost \$1,513 in maintenance annually, and many streets do not get any maintenance at all through the year while others receive extensive work (based on the condition of the street).

Map 3.8 Paved, Gravel and Dirt Roads



Source: City of Saskatoon, Infrastructure Services Department, Drawing Library, March 2004.



*Department as a potential reinvestment opportunity in Pleasant Hill during the Capital Budget review process for 2003”.*⁶⁵

Clearly, gravel maintenance costs are higher, but the cost of constructing a paved road exceeds the maintenance of a gravel road if considered from a purely financial perspective. If consideration is given to improving the quality of the West Industrial Area and quality of life for adjacent resident, stakeholders believe the extra cost is money well spent. Concerns over pollution and quality of life due to gravel roads were also raised in the Pleasant Hill Local Area Plan where it was recommended:

“That the absence of sidewalks, paved residential roads, and grassed boulevards be reviewed by the Infrastructure Services

Since this recommendation, a report was presented to the Planning and Operations Committee on January 16, 2004 requesting City Council to authorize the creation of a Local Improvement Program (LIP); however, this recommendation was not approved due to concerns relating to the cost of administering the LIP. (*Pedestrian*

⁶⁵ City of Saskatoon, “Pleasant Hill Local Area Plan”, July 3, 2002. p. 116.

on Garfield Street and Avenue P South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

3.5.4 Addressing Surface Deficiencies

The Local Improvement Program was the main tool used by the City up until 1992, when the *Local Improvement Act, 1993* was amended, and the City of Saskatoon Local Improvement Bylaw was not updated to reflect the amendments.

Rather than re-create the Local Improvement Program, the Planning and Operations Committee recommended:

That an amount of \$500,000 per year be placed in the proposed 2005 Capital Budget to address the surface deficiencies within the City as set out in the attachment in the General Manager, Infrastructure Services Department dated January 16, 2004; and,

That the Administration be requested to report back to the Planning and Operations Committee with respect to the possibility of a special levy being assessed on these properties.

Placing funding in the annual Capital Budget directed to addressing infrastructure deficiencies is the direction stakeholders in both Pleasant Hill and the West Industrial Area believe needs to be taken. It is important to note that the surface deficiency schedule that was prepared for the purposes of the report did not include all the deficiencies within the West Industrial Area, or within the city at large. An intent of this LAP is to ensure the deficiencies within the West Industrial Area, as outlined in Maps 7 (a-b) and 8, are prioritized within the proposed Capital Project.

RECOMMENDATION

3.2 *SURFACE DEFICIENCIES: That the Infrastructure Services Department, Administration Branch include the deficiencies identified in the Local Area Plans when prioritizing work under the proposed Capital Project to ensure the provision of surface improvements in developed areas.*

3.6 Enhancing Transportation Corridors

3.6.1 Lighting

The planning committee has identified that there is an insufficient amount of roadway lighting in the West Industrial Area, which creates a sense of isolation and fear for people passing through the area after dark. It was also expressed that roadway lighting is a critical factor in discouraging criminal activity from otherwise undetectable intruders.

The City of Saskatoon, Electric System Branch has introduced a citywide program intended to improve roadway lighting to meet the national Illumination Engineering Standards. It is a multi-year program that is currently focused on residential neighbourhoods. It is estimated that the West Industrial Area will receive an assessment of their Illumination Standards in 2010, which may result in additional lighting throughout the area. In the meantime, the Electric System Branch has identified a number of streets in the West Industrial Area that currently have no roadway lighting and are therefore expected to receive lighting installation prior to the 2010 assessment. These include:

- Avenue R (between 11th and 12th Street West);

- ❑ Garfield Street (between Avenue P and Avenue R South);
- ❑ 14th Street (between Avenue P and Avenue R South);
- ❑ 15th Street (between Avenue P and Avenue R South); and,
- ❑ 16th Street. (between Avenue P and the 17th Street South Right of Way).

Although it is important for the planning committee to see lighting in the area improved significantly, it has been suggested that the proposed lighting installations not occur until after the concept plan for the area has been developed and redevelopment phasing identified. This will ensure that resources will not be wasted by installing a light that will later need to be removed with the construction of paved road, curb and/or sidewalk.

RECOMMENDATION

3.3 *LIGHTING: That the Utility Services Department not proceed with initiating the installation of additional lights in the West Industrial Area until a Concept Plan has been completed.*

3.6.2 Urban Forestry

Saskatoon’s urban forest is one of the most notable characteristics Saskatoon is widely known and respected for. It is a goal of the West Industrial LAP committee that the appearance of the West Industrial area is improved through the planting of trees, particularly along transportation corridors and City owned boulevards.



The practice of planting trees began in the early 1900’s; around the same time the West Industrial Area began developing. As would be expected at the time, the value of planting trees in an industrial area was not understood, which explains why there is a significant absence of trees, or other types of vegetation in the area. (*Avenue M and 17th Street, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch.*)

Today, it is clearly recognized that one of the simplest and most affordable ways to ensure a reasonable quality of environment in a core industrial area, is to ensure there are ample trees available to:

- Enhance the appearance of what would otherwise be an unattractive area;
- Provide a visual screening between residential and industrial land use;
- Aid in storm water management;
- Produce oxygen and reduce the level of carbon dioxide generated from industry processing;
- Reduce energy consumption by breaking up winter wind and provide cool shelter on hot summer days;
- Help define and articulate space; and,
- Filter out dust, smog and other air pollutants common to industrial areas.

Expanding the City’s Urban Forestry Program under the Industrial Area Boulevard Tree Planting Program to include the West Industrial Area would provide all of these benefits and would help to visually integrate the area with the surrounding residential communities. The Urban Forestry Program is in the process of inventorying the amount of trees (and future need for trees) in Saskatoon’s industrial areas. Once the inventory is complete, a plantation schedule based on tree deficiencies will be created. Further to this, the proposed changes to the existing transportation

*“Street tree planting and park development in Saskatoon had its roots in the philosophy of the City Beautiful Movement. This social movement originated in Great Britain as a remedy for the urban blight created by the Industrial Revolution”.*⁶⁶

⁶⁶ T. Beeche, “Saskatoon’s Urban Forest”, 1994, p. 19.

network for the West Industrial Area, and the 17th Street ROW Green Space Linkage (discussed on page 83), will also provide a unique opportunity to enhance the appearance of the area and reduce the negative effects of pollution.

RECOMMENDATION

3.3 *TREE PLANTING: That the Infrastructure Services Department, Parks Branch, give priority to inventorying the West Industrial Area under the Industrial Area Boulevard Tree Planting Program and that Avenue P is recognized as the priority location for tree plantings by stakeholders in and around the West Industrial Area.*

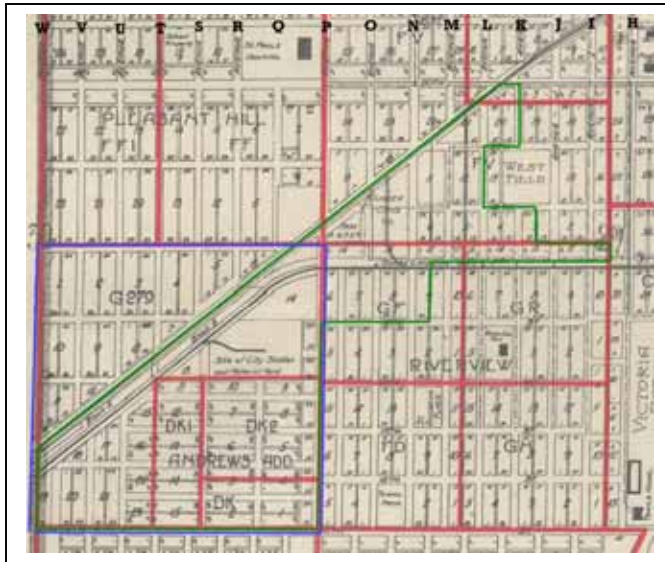
3.7 Summary

The unique development circumstances in the West Industrial Area will require an equally unique approach to address the historic infrastructure deficiencies. The City of Saskatoon has an essential role in creating the appropriate redevelopment opportunities to improve “develop-ability” and overall investor confidence in the area. Reassessing existing incentives, seizing opportunities to address servicing inadequacies, planning for future development and improving the overall appearance of the area, overtime, will provide the multi-pronged approach necessary to ensure the sustainability of the West Industrial Area over the long-term.

4.0 Land Use

4.1 Introduction

When Saskatoon's first Zoning Bylaw, No. 2052 was created in 1930, West Industrial and the adjacent Riversdale and King George neighbourhoods were already developed.⁶⁷ The West Industrial Area was used for Heavy Industrial purposes, with a small portion of Light Industrial activity around Optimist Park (then known as Westfield Park) that housed both industry and places of residence.



City Council adopted the first *Community Planning Scheme* in 1966 (known today as the Development Plan).⁶⁸ The *Community Planning Scheme* applied a generalized Industrial Land Use Policy to the West Industrial Area in addition to the existing zoning pattern. Specific consideration was given to future development in core neighbourhoods and a special land use study area boundary, that included West Industrial, was created giving permission for more in-depth land use policy development at a later time.⁶⁹ (*West Industrial Area, Fire Insurance Map, ca. 1914. Image courtesy of the Local History Room*).

Along with the *Community Planning Scheme*, in 1967, City Council approved Zoning Bylaw No. 4637, and the Heavy and Light Industrial Zoning

Designations were redesignated as I.D.1, I.D.2, I.D.3 and I.D.4. The most intensive industrial zoning, I.D.4 was applied to most of the West Industrial Area with the exception of a few light industrial designations around Optimist Park that were divided into two new categories - I.D.1 and I.D.2. Unique to the I.D.2 zoning was that multiple unit dwellings, such as apartments, were permitted. This was the first time an attempt was made to permit industrial and residential land use in the same geographic area. What the change implied was that certain types of light industrial land use activity are compatible with residential developments.

However, in 1978, the *Core Neighbourhood Study* identified that the transitional nature of the I.D.2 zoning had resulted in a significant mixture of land uses, particularly industrial uses, that were “exerting negative influence on neighbourhoods”. It was proposed that multiple unit dwellings become a discretionary use in the I.D.2 zone, and therefore permitted only at the discretion of City Council. What ultimately hindered the effort toward mixed land use development was that some I.D.2 uses were less compatible than others and measures were not taken to customize the type of industrial activity most suitable for a mixed land use arrangement.

Slightly more than a decade later, the *1991 Core Neighbourhood Study Review* created a Core Industrial Policy District. The policy stated: “that Core Industrial Districts are not generally suitable for residential development; that transition of these areas from industrial to commercial be encouraged; and, that existing industrial uses be restricted in terms of area and intensity”.⁷⁰ In other words, there was movement toward

⁶⁷ Wilson, Bunnell & Bergstrom, “The Saskatoon Plan”, 1930.

⁶⁸ The Development Plan sets the long-term use of land according to broad designations like residential or industrial while the Zoning Bylaw provides specific details about uses and site development standards. The designations under both Bylaws must correspond in order for development and building permits to be issued.

⁶⁹ City of Saskatoon, “Community Planning Scheme, Bylaw No. 4537”, 1966. Section 6.1. p. 2.

⁷⁰ City of Saskatoon, “Core Neighbourhood Study Review”, Volume III, Land Use Policy and Patterns, 1991. p. 15.



creating transitional development activity between industrial and residential land use through the provision of commercial activity. The Study also proposed that the neighbourhood boundary for Riversdale and King George be altered in order to form the West Industrial Area.

In 1993, the *Riversdale Neighbourhood Study Review* was initiated to primarily redefine the Land Use Policy Districts in Riversdale as a means to ensure land use compatibility and neighbourhood stability. Even though the West Industrial Area was outside the study area, it was proposed that industrial sites that abutted residential use adjacent to Optimist Park be redesignated Medium or Low Density Residential. Most of this proposal was defeated in 1997 as a result of strong opposition by some industrial property

owners, and despite the organised lobby efforts of residential stakeholders. Only the 500 block of Avenue K South was successfully changed from Light Industrial (I.D.2) to Low Density Residential (RM1), which was a reflection of the existing land use. *(Picture of Westfield Park and Imperial Oil in background, ca. 1947. Photo courtesy of the Local History Room).*

Subsequently, in recognition of the changing nature of industry types and emission standards, City Council did approve to expand the Core Industrial Policy District to recognize that: “medium and high-density residential uses may be or may become appropriate [in the Core Industrial Policy District], and that City Council encourage projects that are intended to provide housing that is compatible or complimentary to the surrounding land use” thereby once again opening the door for mixed industrial and residential land use change considerations in the future.⁷¹



Throughout all of these studies including more recent studies conducted in the adjacent residential neighbourhoods, several concerns had been expressed by both residents, businesses, property owners, administrators and Saskatchewan Environment regarding the conflicts in land use between not only residential and industrial land use, but instances where certain industrial activities located in close proximity are also incompatible with each other (e.g. a cabinet maker adjacent to a welder).⁷² *(Mixed residence and industrial use 625 Avenue O South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).*

In 1998, the City considered applying an Interim Development Control over the West Industrial Area as a means of trying to stop further incompatible development until a proper land use plan could be applied. However, given the uncertain timing of preparing such a plan and the economic impact to property owners of completely freezing development in the area, the Interim Development Control was never applied; instead, Council instructed the Administration to initiate a Local Area Plan for the area.

In summary, few land use or zoning changes have ever occurred in the West Industrial Area. This has led to serious land use conflicts that must be addressed. The intent of this Land Use Report is to present a Land Use

⁷¹ City of Saskatoon, “Riversdale Neighbourhood Study Review”, Volume II, Issue and Land Use Policy Recommendations”, 1993. p. 17.

⁷² According to Statistics Canada, in 2001 there were 18,790 residents that live in adjacent neighbourhoods.

Policy Map for the West Industrial Area to be included in the City's Development Plan to help guide and facilitate land use compatibility between industrial, commercial and residential development over the long-term.

4.2 Land Use Goals

- Facilitate a compatible balance between industrial, commercial and residential land use;
- Ensure there are flexible policies for future development;
- Encourage unique development opportunities with emphasis on unique business types and a variety of services;
- Recognize the historical opportunity for live-work relationships to exist proximate to the West Industrial Area;
- Establish a buffer zone to limit the location of future heavy industrial land use adjacent to residential land use through the creation of a transitional land use; and,
- Improve quality of life by eliminating or mitigating pollution and other nuisance conditions.

4.3 Existing and Proposed Land Use Policy

Map 4.1 shows the existing land use policy for the West Industrial Area. After several meetings and information presentations by urban planners, city assessors and other city administrators, the West Industrial LAPC created a number of goals, as outlined above, intended to guide future land use development. These goals have guided the proposed Core Neighbourhood Land Use Policy map for the West Industrial Area shown in Map 4.2.

The LAPC recognizes that the intent of the Proposed Land Use Policy Map will take years, maybe decades, to completely implement; however, there is a solid majority that agree we need to start somewhere in turning the West Industrial Area into a centrally located economic growth engine for Saskatoon. The proposed land use policy map is intended to be a catalyst for new development in West Industrial with careful consideration given to the overall long-term functionality and interconnectedness of the area to surrounding areas and the city of Saskatoon as a whole.

RECOMMENDATION

4.1(a) *PROPOSED LAND USE: That City Council endorse the proposed land use policy map identified in Map 4.2 titled, "West Industrial Proposed Land Use Policy Map" and instruct the Community Services Department to amend the Development Plan Bylaw No. 7799 to reflect the proposed policy map upon further consultation with affected property owners.*

4.3.1 Mixed Use Policy

The first mixed use zoning district, the Reinvestment Area Zone, was created during the Warehouse District LAP in 2002. Since this initial step, other neighbourhoods, including Pleasant Hill and Caswell Hill and now West Industrial have shown interested in mixed land use arrangements. Therefore, it is proposed that a new Mixed Use Policy District be created for the City of Saskatoon to establish appropriate guidance for areas where there is a mix of residential, commercial and light industrial land use activity and applied specifically to the portion of the West Industrial Area outlined in Map 4.2. The draft Mixed Use Policy District is outlined in Appendix 4.1.



The Mixed Use Policy District will not only assist with meeting a number of goals outlined by the West Industrial LAPC such as opportunities for flexibility and unique developments, but it will also prove beneficial in providing development guidelines between competing residential and light industrial land uses in areas throughout Saskatoon. (*Mixed land use on Avenue K South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

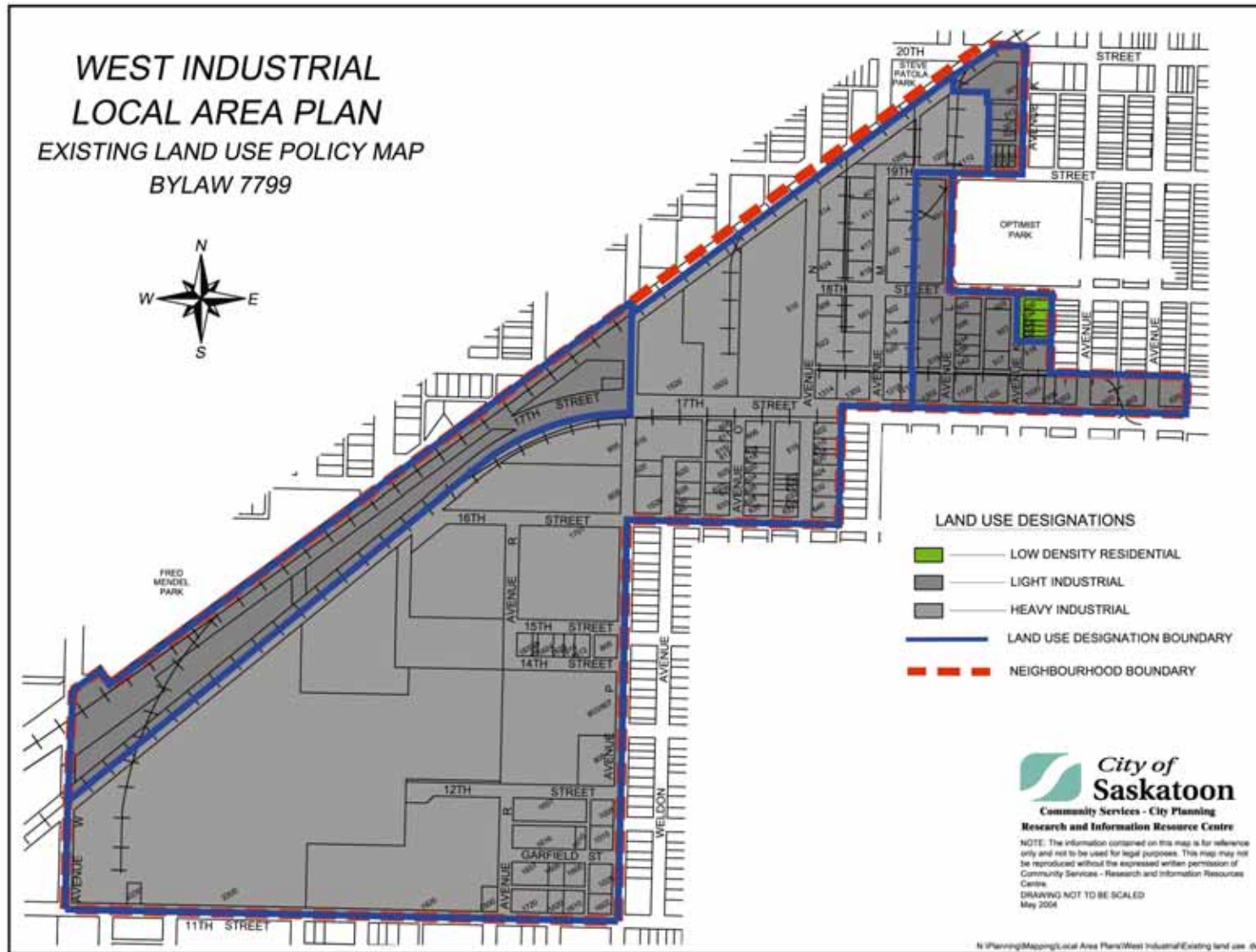
Furthermore, the Mixed Use Policy will assist to provide a more comprehensive and uniform planning approach to addressing problems of incompatible residential/industrial interfaces such as pollution, truck traffic, unsightly properties and dis-investment. It will not compromise the intent of the existing policy districts including the Special Area Commercial, which has been successfully defined and applied to historical areas such as Broadway, 33rd Street and Central Avenue. Furthermore, the Mixed Use Policy may be applied in instances where residential/industrial land uses are intended to co-exist, regardless of whether a LAP has been scheduled for the area, such as the Kelsey/Woodlawn Neighbourhood. (*Tree line shows where the residential ends and the industrial land use begins with South Saskatchewan River in the background, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).



RECOMMENDATION

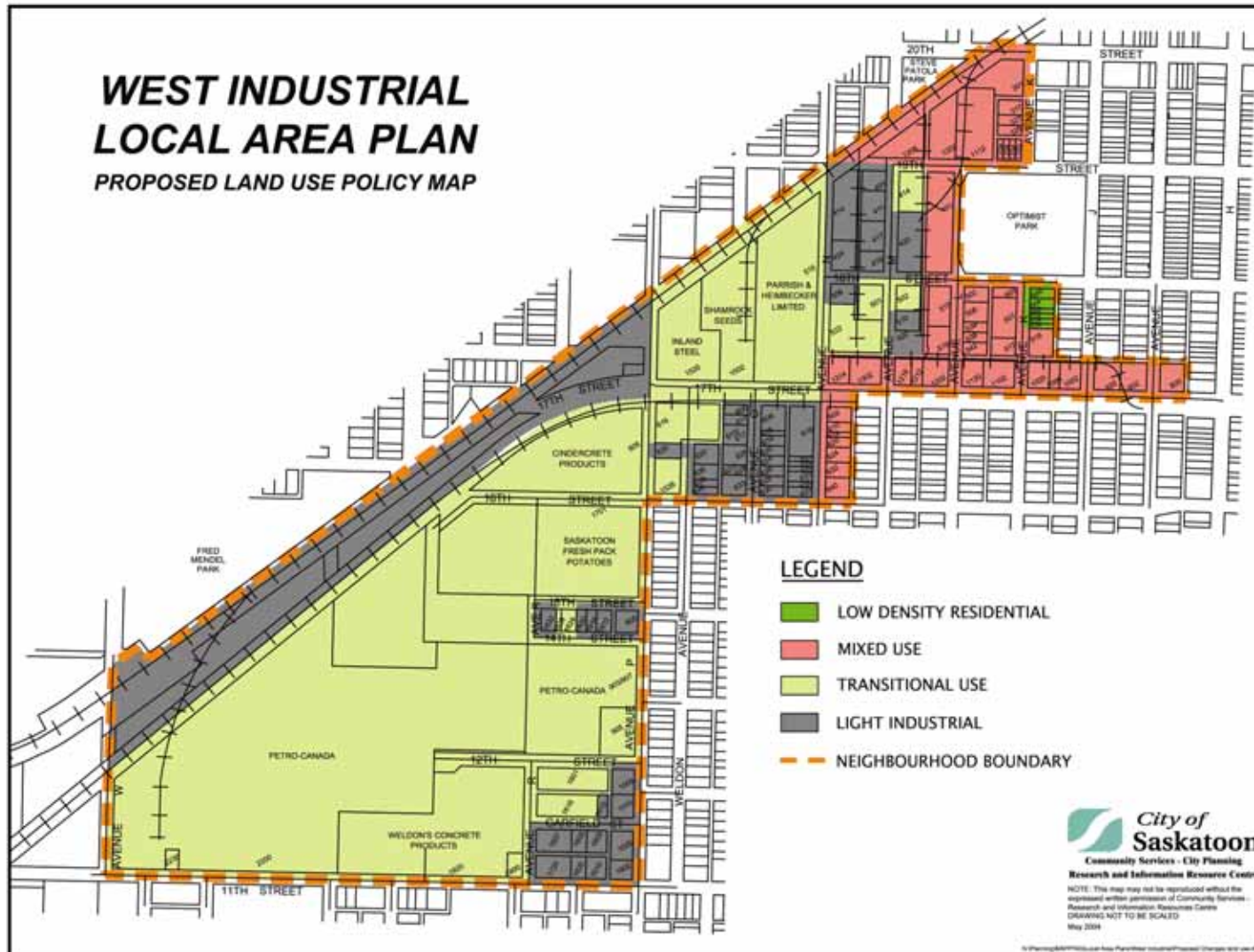
4.1(b) PROPOSED MIXED USE POLICY: That City Council, approve in principle, a Mixed Use Policy District as outlined in Appendix 4.1 titled, "Proposed Mixed Use Policy District", and that the Community Services Department be instructed to initiate the necessary procedure to amend the Development Plan Bylaw No. 7799 to include the Mixed Use Policy District.

Map 4.1 Existing Land Use Policy Map Bylaw No. 7799



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

Map 4.2 Proposed Land Use Policy Map



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

4.3.2 Transitional Land Use



The properties that have been given the Transitional Land Use designation are considered to have the potential to undergo significant change at some point in the future and have an unusual scale, land configuration, and redevelopment potential given existing rail line networks, and future road access. To help guide future development in the Transitional Land Use area, an Illustrative Concept Plan has been prepared to show the potential lot and roadway design layout for some of these properties (see Economic Development page 62). It has been agreed by stakeholders in the West Industrial Area that properties currently used for heavy industrial purposes remain zoned Heavy Industrial,

but that a Transitional Land Use designation be given to permit further consideration for rezoning and/or redevelopment at a later point in time. It was important to the planning committee that Light Industrial land use be adapted overtime without restricting current property owners or business operators. To ensure opportunities for land use changes are captured over time, the City Administration will need to periodically review the status of the lands that have received the Transitional Land Use designation. *(Portion of Transitional Land Use area facing west, ca. 2002. Photo Courtesy of the City of Saskatoon, City Planning Branch).*

4.3.3 Light Industrial Land Use

Light Industrial land use in the West Industrial Area represents only 13.5 percent of the total land area, while Heavy Industrial absorbs 86.4 percent. This is the most significant difference in the distribution of industrial land use found in Saskatoon (see Statistical Overview on page 33).

The objective of the Light Industrial land use designation is to “facilitate mainstream industrial development that does not create land use conflicts in the normal course of operations”.⁷³ The vast majority of businesses within West Industrial fit into the Light Industrial land use category. However, the problem that has been encountered is the City’s inability to adequately identify businesses defined as Light Industrial that do create land use conflicts such as noise, vibration, noise, dust, smoke and odour. For instance, a small-scale transport terminal may fit perfectly into a Light Industrial land use designation located on the city’s north end, but when the same operation is located across the street from residential, conflicts do arise. To address this problem, a list of ‘nuisance conditions’ has been prepared and is discussed on page 139.

4.3.4 Heavy Industrial Land Use

The objective of the Heavy Industrial land use designation is “to facilitate industrial development, including manufacturing and processing that has the potential to create land use conflicts in the normal courses of operations”.⁷⁴ It is the policy of the City of Saskatoon that Heavy Industrial areas not normally be situated adjacent to residential areas. However, the circumstance within West Industrial where Heavy Industrial land use is directly beside and/or across from Residential land use is historical. *(Heavy Industrial land use at 605 Avenue P South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).* The Proposed Land Use



⁷³ City of Saskatoon, “Development Plan Bylaw No. 7799,” Section 7.3.1.p. 34.

⁷⁴ City of Saskatoon, “Development Plan Bylaw 7799”, Section 7.4.2 p. 35.

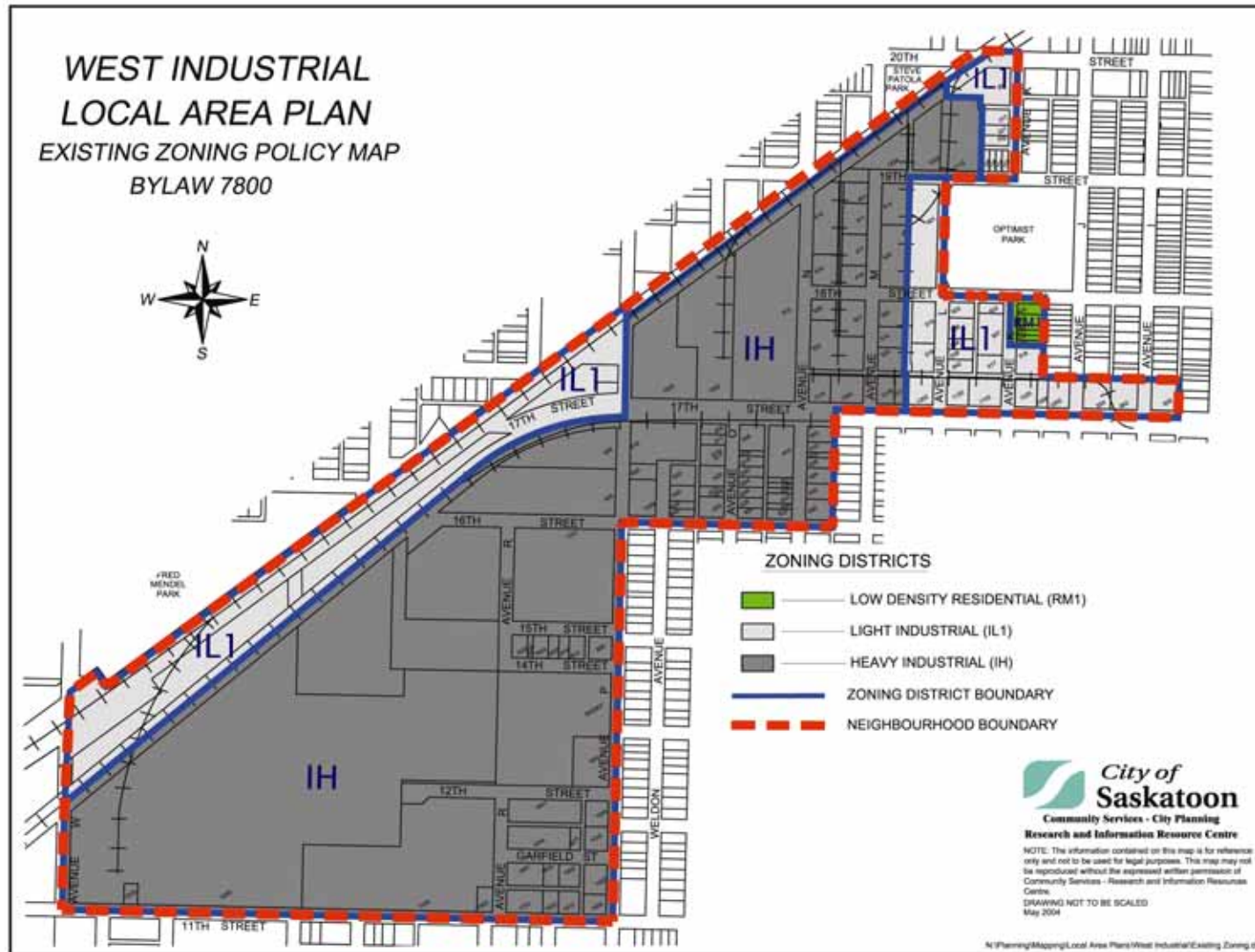
Policy Map suggests that Heavy Industrial use only be accommodated where the property is currently used for heavy industrial purposes. In all other instances, land currently designated Heavy Industrial that is used for light industrial or mixed use purposes will be redesignated to reflect the current land use. As sites evolve away from heavy industrial to light industrial use, every effort should be made to ensure the zoning and land use designations reflect this change.

4.3.5 Low Density Residential Land Use

It is important to stakeholders that the West Industrial Area is “a vibrant commercial, industrial and residential community that is visited by citizens throughout Saskatoon”.

There are no proposed changes to the existing Low Density Residential land use designation for the West Industrial Area. This land was redesignated from Industrial (I.D.2) to Low Density Residential (RM1) in 1997, and there has been no indication from the City Administration or the planning committee that further change is required. Rather, a Low Density Land use designation is seen as highly compatible with the adjacent proposal for a Mixed Land Use Policy District.

Map 4.3 Existing Zoning Policy Map Bylaw No. 7800



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

4.4 Existing Zoning Policy

The existing zoning pattern for the West Industrial Area is determined by the Zoning Bylaw No. 7800 and is shown in Map 4.3.

As shown in the existing zoning pattern, the West Industrial Area has a very significant proportion of land zoned for Heavy Industrial (IH) development (86 percent) compared to Light Industrial (IL1) development (14 percent). As was discussed in the West Industrial Today section, this disproportion is unprecedented in Saskatoon and no longer fits into industrial land use trends that favour light industrial development over heavy industrial development (e.g. North Industrial, Saskatoon's most popular industrial area has 69 percent Light Industrial Zoning versus 31 percent Heavy Industrial Zoning). To assist with facilitating the balance between industry trends, competing land uses, and infrastructure servicing such as roads and sewer, the planning committee along with the City Administration identified a need to re-evaluate the existing zoning policy to better meet the long-term planning and servicing needs of the area.

4.4.1 Proposed Zoning Policy

In tandem with the Proposed Land Use Policy Map for the West Industrial Area, the Proposed Zoning Policy shown in Map 4.4 will provide redevelopment guidelines on a property-by-property basis to ensure there is uniformity and planned development occurring over the long-term.

The decision to recommend less Heavy Industrial zoning and more Light Industrial zoning was a matter of adhering to City policy to encourage maximum separation of heavy industrial uses from residential areas, and to assist in attracting new investment and development to the area by providing a predictable and regulated land development framework.

RECOMMENDATION

4.2(a) *PROPOSED ZONING: That City Council endorse, in principle, the proposed Zoning Policy map identified in Map 4.4 titled, "West Industrial Proposed Zoning Policy Map" and instruct the Community Services Department to amend Zoning Bylaw No.7800 to reflect the proposed changes upon further consultation with affected property owners.*

4.2(b) *LAND USE REVIEW: That the Community Services Department, City Planning Branch and Development Services Branch undertake periodic reviews of properties designated Transitional Land Use in the West Industrial Area to determine if a Light Industrial land use and zoning designation can be accommodated.*

4.4.2 Mixed Use Zoning District Amendment (MX1)

Opportunities exist to recognize that the West Industrial Area is a traditional live/work community; in terms of shared building use and adjacent residential use. It is the vision of the planning committee that area serves to "exemplify a sustainable live/work community". There are six existing industrial businesses that are attached to a place of residence. The planning committee felt this was a unique feature to the area and should be sustained.

The MX1 District was first proposed for the Caswell Hill Local Area Plan in 2003 to help strike a balance between residential and industry interests in the south portion of the neighbourhood. In West Industrial, the MX1 District can assist in achieving the planning committees' goals to provide ample opportunity for

flexible, unique and live/work type development. Applying the MX1 District to the West Industrial's Mixed Land Use Policy District will also fulfill the City's Core Neighbourhood policy to:

- Increase certainty and magnitudes of new developments;
- Clearly define the character of the area;
- Preserve the unique housing stock and adjacent low density residential development; and,
- Providing a clear and concise regulatory framework.⁷⁵

The purpose of the MX1 District is to facilitate reinvestment in core neighbourhoods and industrial areas by encouraging a broad range of compatible commercial, industrial, institutional, cultural and residential uses including live/work units. With this type of mixed land use relationship, it is essential that care be taken to ensure that permitted uses will be compatible.

Further to City Council's direction on May 3, 2004 to revisit some of the terminology and compatibility arrangements in the MX District, a few amendments are proposed for the MX1 District include adding car washes, gas bars and service stations, manufacturing and private schools as Discretionary Uses and that the definition be an MX District be amended to reference "light industrial", rather than "industrial use" (See Appendix 4.2 – Proposed Amendments to the Mixed Use Zoning District).

RECOMMENDATION

4.2(c) AMEND MX ZONING DISTRICT: That City Council endorse, in principle, the proposed amendments to the Mixed Use Zoning District (MX1) as shown in Appendix B titled, "Proposed Amendments to the Mixed Use Zoning District" and instruct the Community Services Department to prepare the MX1 Zoning Bylaw to reflect the proposed changes.

4.4.3 Light Industrial Zoning

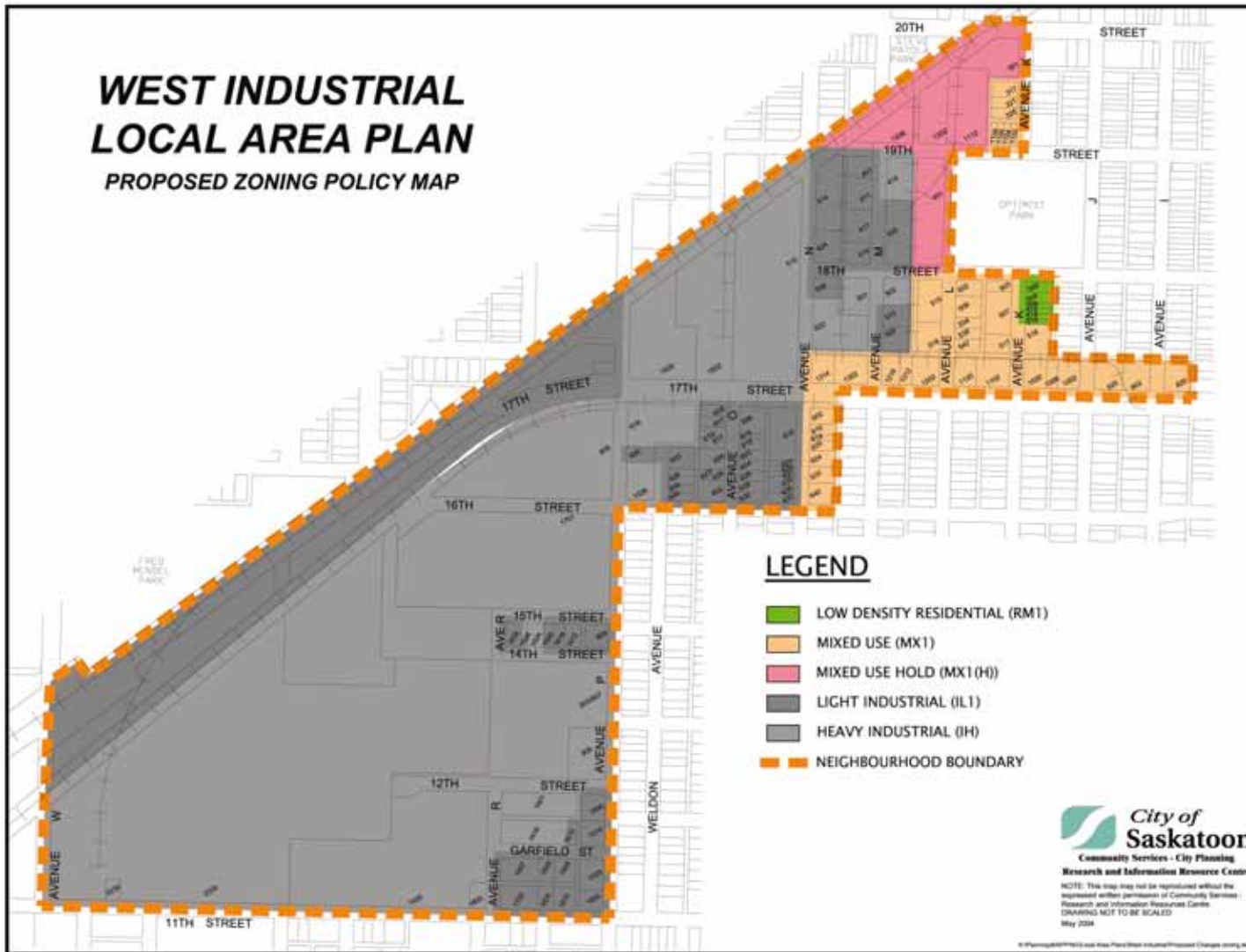
Applying a Light Industrial designation (as shown in Map 4.4) will continue to facilitate economic development by providing opportunity for a wide variety of light industrial activities and related business that do not create land use conflicts or nuisance conditions. Within this designation, the continued operation of existing businesses such as food processing, auto repair and manufacturing will be encouraged. Many of these businesses fall under provincial regulations that require appropriate environmental precautions (such as sufficient filtering of paint operations), which should assist to alleviate the potential for nuisance conditions to extend beyond property lines.

4.4.4 Holding Designation ("H")

The Holding Designation has been applied to the Mixed Land Use designations east of Avenue P to recognize that an environmental screening due to potential soil contamination will be required prior to redevelopment. All of these properties, with the exception of one are vacant. The "What is a Brownfield" section on page 142 speaks to the constraints and opportunities for brownfield redevelopment in this area.

⁷⁵ City of Saskatoon, "Development Plan Bylaw 7799", Section 19.1 p. 88.

Map 4.4 Proposed Zoning Policy Map



Source: City of Saskatoon, Research and Information Resource Centre, 2003.

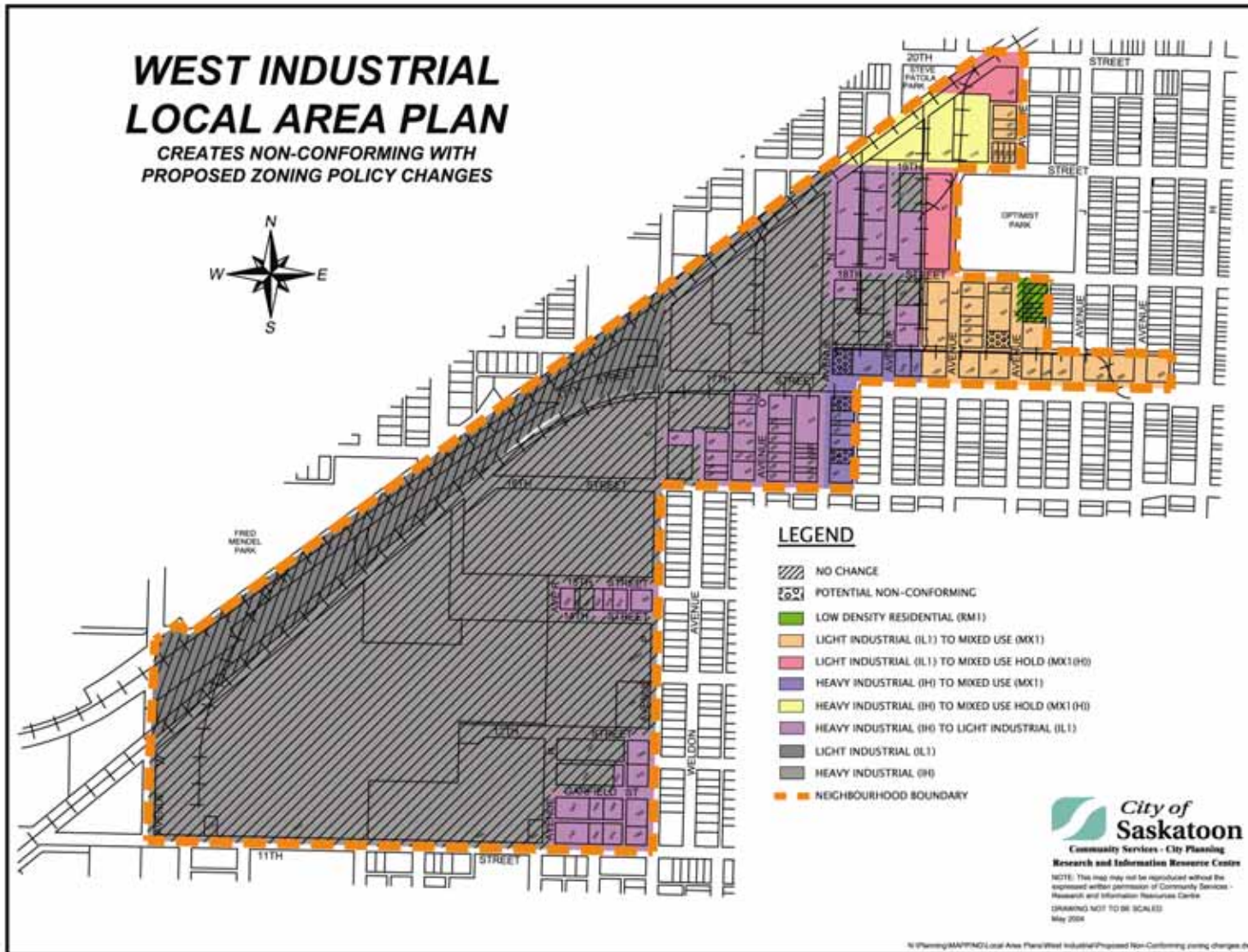
4.4.5 Non-Conforming Uses

The issue of ‘becoming’ Non-Conforming is typically one of the biggest concerns for business and property owners that have properties proposed to undergo zoning changes. Non-Conforming is defined as any land, building or structure that lawfully exists at the time of passing a new Bylaw that renders the property non-conforming to the new bylaw regulations.⁷⁶ In other words, the existing land, building or structure does not meet the development requirements (e.g. side yard set backs, landscape requirements, parking regulations, land use, et cetera) of the new zoning designation. The existing use is still permitted on the site, but if the land use changes in terms of scale, function or form, the operation will be expected to meet all the new development requirements (minor variances may be granted for minor items such as development setbacks).

Since 1930, the same zoning pattern has been applied to this area despite changes in environmental regulations, residential neighbourhood growth (18,790 residents live in the vicinity of the West Industrial Area), and changes in city land use policy. Careful consideration has been given to ensure businesses in the area can maintain their operations with little or no interruption. There are 4 properties out of 158 as identified in Map 4.5 that may become Non-Conforming. All of the potential Non-Conforming property owners were contacted, both in writing and over the phone, regarding the proposed change to mixed use, and no opposition at the time of writing this plan had been raised mostly due to the fact that the proposed mixed use zoning does not interfere with the property owners future business plans.

⁷⁶ City of Saskatoon, “Zoning Bylaw No. 7800”, Section 4.5(1) p. 4-8.

Map 4.5 Creates Non-Conforming with Proposed Zoning Policy Changes



Source: City of Saskatoon, Research and Information Resource Centre, 2004.

4.5 Performance Standards

The intensity of industrial processes taking place in West Industrial made the local news on October 5, 2000 when an oil blending company that prepares heavy oil for industrial use in mines suffered over \$95,000 in damage when a spark from a welding torch ignited gases in the oil tank. The tank contained 5,000 litres of oil, none of which was ignited. The explosion was heard through out Saskatoon and heavy debris was flung onto adjacent properties.⁷⁷

Performance standards are land use and zoning controls that regulate the effects or impacts of a proposed development or activity on the community and are often used in industrial zoning to control impacts such as noise, odours, smoke, and other nuisance affects from industrial activity. Performance standards are built upon the philosophy that the impact of one land use upon another is more a function of intensity of use rather than type of use.

The City of Saskatoon predominately employs traditional zoning practices, which are based on categorizing types of land use into permitted, discretionary or prohibited uses. However, both the Development Plan and Zoning Bylaw partially incorporate performance standards throughout various policies by identifying measures such as residential noise exposure levels, and references to regulations such as *The Clean Air Act* and *The Hazardous Substances and Waste Dangerous Goods Regulations*. Studies indicate the best approach is a combination of traditional zoning and performance zoning, which is reflective of the direction the City of Saskatoon has moved toward.⁷⁸

4.5.1 Limitations of Mitigating Incompatible Land Use



The City, in partnership with the other levels of government, has an important role in implementing various policies intended to mitigate incompatible land use activity. During the LAP process, the Community Services Department, Fire and Protective Services, Saskatchewan Environment and Public Health took a lead role in educating property and business owners in the West Industrial Area about the varying policies, bylaws, industry standards and legislative acts that govern compliance of environmental standards. *(photo of welder located across from cabinet maker, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).*

A common theme that arose during the LAP process was the necessity for all governing organizations and community stakeholders to work closely to ensure the safety of citizens and the environment from harmful conditions, such as pollution. Discussions also revealed that jurisdictional authority over environmental conditions are at times confusing, especially as they relate to implementing the 'noxious' and 'nuisance' conditions guidelines of the Development Plan and Zoning Bylaw.

In 2002, the City of Calgary prepared a report intended to significantly reduce environmental problems that occur from industrial processes. The report recognized the following limitations of both their zoning and land use bylaws to adequately deal with land use incompatibility; the same limitations hold true for the City of Saskatoon:

- The list of industry produced negative externalities is incomplete;

⁷⁷ The Star Phoenix, "Welders, neighbours escape blast unscathed", Thursday, October 5, 2000, Section A4.

⁷⁸ Steppingstones Partnership Inc. H<http://www.steppingstone.ca/library/pbzone.htm>H, October 2002.

- ❑ There are permitted uses within each district that may be inappropriate neighbours for residential areas or as a neighbour to another industrial use. For example, permitted uses such as manufacturing, fabricating, processing, assembly, disassembly, production or packaging of material, goods or products are often too vague and inclusive to adequately separate incompatible uses amongst industries; and,
- ❑ Details concerning the regulation of existing performance standards are incomplete. It may be insufficient to merely refer the control of industrial conditions to provincial regulations or other regulations. It should be made explicit what level of government is responsible for monitoring specific performance standards. Clear recognition that the municipality is employed through legislation to police low-level, non-health or environmental related nuisance level violations should be acknowledged (e.g. A municipality has the legislative authority to regulate air quality, but often this responsibility is left to the Province which has a more restrictive and time consuming review process than would be prescribed for a municipality).⁷⁹

4.5.2 Future Direction

During the LAP process it was identified that there is a role for the community, business operators, business organizations, real estate organizations, financial institutions, legal authorities and environmental agencies to participate along with the regulating bodies in discussions intended to reduce concerns associated with land use activity in both West Industrial and other industrial areas throughout Saskatoon.

On December 1, 2003, City Council approved in principle the creation of a Environmental Protection Branch to protect, conserve and improve the environment for the benefit of the residents of Saskatoon through regulation, enforcement, policy, planning, education and programming. Toward this end, one of the planning goals is to conduct environmental reviews and analysis of development applications, and work toward sustainable development. This type of process would go a long way to addressing industry related concerns and incorporating more inclusive performance standard practices into land use planning.

The table outlined in Appendix 4.3 may serve as a starting point in providing clarity over the:

- Types of nuisance and/or noxious conditions;
- Guiding legislation, act and/or bylaw responsible for ensuring enforcement of the regulations; and,
- Governing authority expected to implement and enforce compliance of the regulations.

Further research and discussion aimed to address nuisance and/or noxious conditions in West Industrial and other industrial areas would be valuable to help build upon the effectiveness of existing regulations (performance standard criteria) and ensure improved quality of life is at the forefront of land use planning decisions.

RECOMMENDATION

4.3 *PERFORMANCE STANDARDS: That the Utility Services Department, Environmental Protection Branch, in conjunction with the Community Services Department, Development Services Branch and City Planning Branch, the Fire and Protective Services Department, and other partner organizations, prepare a terms of reference for a capital project to improve industry related standards for nuisance and/or noxious conditions, expanding on existing performance standards, with a view to incorporating these new standards in the development review and bylaw enforcement processes.*

⁷⁹ City of Calgary, Planning and Transportation Policy Intermunicipal and Community Planning Department, Policy Consideration Addressing Problematic Residential-Industrial District Interfaces”, October 2002, page 1.

4.6 Summary

With the eventual construction of a South River Crossing to link West Industrial and South West Industrial to the rest of the city, we can expect the face of this historically depressed area to transform significantly. It is prudent for the City to have a well-prepared land use pattern to accommodate and guide changes as they occur.

The City Administration recognizes that there were some concerns amongst stakeholders in the community that the proposed land use and zoning changes will hinder their business development. However, under the direction of the planning committee's vision, goals and concerns, the City Administration has made a significant attempt to balance the individual property and business owners' needs with the long-term needs of Saskatoon as whole.

Approving the proposed recommendations to modernize the area to reflect existing industrial trends has significant potential to improve property values through infill development, employment generation and the confidence of citizens that this old, semi-abandoned industrial area is a valuable contributor to the overall success of the City and a place of civic pride.

-DRAFT BYLAW-

5.7 Mixed Use

5.7.1 Objective:

- a) To facilitate unique development opportunities, flexibility and reinvestment in neighbourhoods by encouraging new mixed-use developments and the rehabilitation of existing mixed-use development arrangements; and
- b) To ensure that a broad range of compatible commercial, light industrial, institutional, cultural and residential uses, including live/work units, are accommodated in a carefully planned, high quality environment over the long-term.

5.7.2 Policies:

Location and Distribution

- a) Mixed Use Areas shall be regulated as to their site area, location and distribution based on the following principles:
 - i. Mixed Use areas shall be located where residential and light industrial land uses co-exist within the same geographical boundary or where it is desirable to establish a new area with a mix of residential and light industrial uses;
 - ii. where extra attention is required to ensure a compatible transition between residential and industrial land use;
 - iii. that diverse employment opportunities be provided near residential areas to reduce the travel time to work and infrastructure costs;
 - iv. Mixed Use areas shall assist to preserve the character and purpose of adjacent residential and/or industrial areas; and,
 - v. Mixed Use areas shall not generate excess nuisance conditions such as electrical interference, vibration, odour, air pollution, noise pollution, truck traffic or other elements normally considered incompatible with residential development.

Development Standards

- b) The Zoning Bylaw shall set development standards for Mixed Use areas so as to provide for building setbacks, signage, landscaping and other relevant matters intended to minimize incompatibilities and enhance the environment of the area.

Discretionary Manufacturing Uses

- c) Small-scale manufacturing may be permitted in Mixed Use areas to encourage use of local labour, intensified use of existing infrastructure and economic development subject to the discretion of City Council. In the review of such applications, Council shall consider:
 - i. the amount of industrial land that is currently available to accommodate the proposed use;
 - ii. the compatibility of the proposal with surrounding land uses;
 - iii. the potential for negative externalities such as pollution, product shipment, chemical storage and hours of operation associated with the proposed manufacturing process;
 - iv. the effects of the proposal on the functioning of the existing roadway system;
 - v. the effects of the proposal on the existing storm and sanitary servicing; and,
 - vi. the overall scale and quality of the site and building in design.

Appendix 4.2 Proposed Amendments to the Mixed Use Zoning District

-DRAFT BYLAW-

12.11 MX 1 – Mixed Use District 1

12.11.1 Purpose^a

The purpose of the MX 1 District is to facilitate reinvestment in core neighbourhoods and industrial areas of the city by encouraging mixed uses in new development, as well as promoting the rehabilitation of existing structures. The MX 1 District is intended to facilitate a broad range of compatible commercial, light industrial, institutional, cultural, and residential uses, including live/work units.

12.11.2 Permitted Uses

The Permitted Uses and Minimum Development Standards in a MX 1 District are set out in the following chart:

MX 1 District	Minimum Development Standards (in Metres)						
	Site Width	Site Depth	Site Area (m ²)	Front Yard	Side Yard	Rear Yard	Building Height (max.)
Permitted Uses 1. All uses of buildings and land are permitted except those specifically noted as prohibited or discretionary in the sections below.	7.5	30	225	6	0 ₁	0	14

12.11.3 Prohibited Uses:

The Prohibited Uses in a MX 1 District are set out in the following chart:

MX 1 District	Minimum Development Standards (in Metres)						
	Site Width	Site Depth	Site Area (m ²)	Front Yard	Side Yard	Rear Yard	Building Height (max.)
Prohibited Uses <ol style="list-style-type: none"> 1. Junk and Auto Salvage Yards, automobile wrecking yards and other similar uses 2. Gas manufacturing, bulk storage or the filling of bulk gas cylinders. 3. Arsenals or explosives manufacturing or storage 4. Refining or wholesale storage of petroleum products or explosive derivatives thereof 5. Feed lots and stockyards 6. Sawmills and planing mills 7. Steel mills, blast furnaces & smelters 8. Chemical Manufacturing 9. Campgrounds and mobile home courts 10. All uses of land, buildings and industrial process that may be noxious or injurious, or constitute a nuisance beyond the boundaries of the subject site by reason of the production or emission of dust, smoke, refuse, matter, odour, gas, fumes, noise vibration or other similar substances or conditions 11. Dangerous goods manufacturing 12. Lumber and building materials storage yards 13. Contractor's yards 14. Crematoriums 15. Trucking Terminals^b 16. Motor Vehicle Dealers (including snowmobiles, motorcycles, and ATVs) 17. Adult Mini-Theatres 18. Nightclubs and Taverns 19. Bus terminals, storage, repairs, or sales 							

12.11.4 Discretionary Uses

The Discretionary Uses and Minimum Development Standards for the MX 1 District are set out in the following chart:

MX 1 District	Minimum Development Standards (in Metres)						
	Site Width	Site Depth	Site Area (m ²)	Front Yard	Side Yard	Rear Yard	Building Height (Max.)
Discretionary Uses							
1. Multiple unit dwellings	15.0	30	450	6	0 ₁	0	22
2. Live/Work Units ^c	15.0	30	450	6	0 ₁	0	22
3. One and two-unit dwellings and semi-detached dwellings	7.5	30	225	6	.75	4.5	8.5
4. Daycare Centres and pre-schools	7.5	30	225	6	0 ₁	0	14
5. Custodial Care Facilities	15.0	30	450	6	0 ₁	0	14
6. Special Needs Housing	15.0	30	450	6	0 ₁	0	22
7. Boarding Houses and Apartments	15.0	30	450	6	0 ₁	0	22
8. Special Care Homes	15.0	30	450	6	0 ₁	0	22
9. Hostels	15.0	30	450	6	0 ₁	0	14
10. Residential Care Homes	15.0	30	450	6	0 ₁	0	22
12. Private Schools ^d	7.5	30	450	6	0 ₁	6	8
12. Large Format Retail Stores with a Gross Floor Area Exceeding 9600m ²	30.0	30	900	6	0 ₁	0	14
11. Public Garages	7.5	30	225	6	0 ₁	0	14 ^e
13. Car Washes ^f	15.0	30	450	6	0 ₁	0	14
14. Gas Bars and Service Stations ^f	22.5	30	675	6	0 ₁	0	14
16. Manufacturing, Fabricating, processing, assembly, or packaging of materials, goods or products ^f	7.5	30	225	6	0 ₁	0	14
17. Commercial Parking Lots and Parking Stations	15.5	30	450	6	Refer to Section 6.0		

12.11.5 Notes to Development Standards

- (1) Where an MX 1 District abuts any R District site without an intervening street or lane a minimum side yard shall be provided of 1.5 metres or 25% of the height of the sidewall, whichever is greater.

12.11.6 Landscaping

- (1) A landscaped strip of not less than 3.0^g meters in depth throughout lying parallel to and abutting the front site line shall be provided on every site and shall be used for no purpose except landscaping and necessary driveway access to the site.
- (2) Where an MX 1 site abuts any R District site without an intervening lane, there shall be a strip of land adjacent to the abutting site line of not less than 1.5 metres throughout, which shall not be used for any purpose except landscaping.
- (3) On corner lots, in addition to the landscaping required in the front yard, a landscaped strip of not less than 1.5 metres in width throughout lying parallel to and abutting the flanking street shall be provided.^h

12.11.7 Signs

- (1) The regulations governing signs in an MX 1 District shall be those contained in Signage Group No. 4 of Appendix A – The Sign Regulations.

12.11.8 Parkingⁱ

- (1) The regulations governing parking and loading in an MX 1 District are contained in **Section 6.0** (see attached).

12.11.9 Surface Storage

- (1) Surface storage shall be permitted in side and rear yards subject to the provisions of clause (2).
- (2) All areas set aside for surface storage must be suitably screened from view from any public streets.

Parking and Loading Requirements for Mixed Use District 1

- (1) Required parking and loading spaces may be located in front, side, and rear yards.
- (2) One off-street loading space shall be provided for each principal building.
- (3) The minimum off-street parking standards for the MX 1 district are set out in the following chart:

Uses	MX 1 District
Adult day care centres – Type I & II	1 space plus 1 space per 5 persons enrolled in the facility
Arenas, rinks, and stadiums	1 space per 10m ² of building floor area devoted to public assembly
Boarding houses and apartments	1 space plus 1 space for each 4 units or beds, whichever is greater
Commercial and public indoor and outdoor recreational uses and health clubs	1 space per 24m ² of gross floor area, or for primarily outdoor recreational uses, 1 space per 4 patrons at design capacity
Custodial care facilities	1 space plus 1 space per 5 persons enrolled in the facility
Day care centres and pre-schools	1 space plus 1 space per 10 persons enrolled in the facility
Educational institutions	1.2 spaces per classroom plus 1 space per 8 students at design capacity
Hostels	1 space plus 1 space per 2 units or beds, whichever is greater
Hotels and motels	1 space per guest room, plus 1 space per 14m ² of gross floor area devoted to public assembly, plus the applicable number of parking spaces for any other use contained on this site
Large format retail stores with a gross floor area exceeding 9600m ²	1 space per 30m ²
Multiple unit dwellings and live/work units	1 space per dwelling unit
One and two unit dwellings and semi-detached dwellings	No parking requirements
Places of worship	1 space per 10 seats in main assembly area, or where no fixed seating is provided, 1 space per 7.5m ² of gross floor area devoted to main assembly area
Private clubs	1 space per 30m ² of gross floor area
Private schools	1.2 spaces per classroom plus 1 space per 2 students at design capacity
Public halls, catering halls, and assembly halls	1 space per 30m ² of gross floor area
Residential care homes	1 space plus 1 space per 5 persons enrolled in the facility
Restaurants and lounges	1 space per 30m ² of gross leasable floor area
Retail stores and shopping centres	1 space per 50m ² of gross leasable floor area
Special care homes	1 space per 3 beds plus 1 space per 4 employees.
Special needs housing	1 space per 4 dwelling units, plus 0.1 visitor parking spaces per dwelling unit
Theatres	1 space per 4 seats
All other permitted and discretionary uses	1 space per 93m ² of gross floor area

Appendix 4.3 Responsibility for Enforcing Performance Standards

Notes

^a The purpose has been altered slightly to provide greater clarity. The word *older* was removed before “core neighbourhoods”, as it was considered redundant, the word *core* was removed before “industrial areas” to make it more inclusive of all industrial areas in the city, and the word *light* added before industrial to distinguish the type of industrial development allowed in the area.

^bThe term was changed from “Trucking Operation” to “Trucking Terminal” to reflect terminology already used in the Zoning Bylaw No. 7800 Section 12.2.4.

^cAt the time when the MX 1 District is amended that a definition of live/work units be added to the Zoning Bylaw No. 7800, Section 2: Definitions.

^dThis use has been added to the list of discretionary uses, as there are issues of assembly around private schools.

^eThe maximum building height for public garages was 22 metres, changed to 14 metres to better reflect the desired maximum height of a public garage.

^fThese types of uses have been added to the list of discretionary uses to reduce the opportunity for incompatible land use development.

^gThe landscaping standard was changed from 6.0 meters to 3.0 meters, to reflect recent amendments to the landscaping requirements in the Zoning Bylaw No. 7800, Section 7: Landscaping.

^hClause 3 was added under Landscaping requirements to improve streetscape appearance.

ⁱParking standards have been developed for the MX 1 District, as it was determined that if there are no parking standards that developers may overbuild and not worry about the impacts on surrounding property owners. This is particularly an issue in core neighbourhoods, where the MX 1 District is most likely to be applied. The City of Saskatoon Zoning Bylaw No. 7800 Section 6.0 Parking and Loading will need to be amended to include the MX 1 District parking requirements.

Appendix 4.3 Responsibility for Enforcing Performance Standards

Performance Standard (nuisance condition)	Level of Government Responsible	Applicable Legislation or Responsible Government Department
Air Pollution	Municipal & Provincial	- The Clean Air Act & The Clean Air Regulations - The Ozone-Depleting Substances Control Act - Referenced in Zoning Bylaw No. 7800 under Section 5.2
Blast Overpressure	Municipal	- Not referenced in any Municipal Bylaw
Broadcast Interference	Federal	- Canadian Radio-Television and Telecommunications Commission - Referenced in Zoning Bylaw No. 7800 under Section 5.29
Fire and Explosive Hazards	Municipal	- The Fire and Protective Services Bylaw No. 7990 - Referenced in Zoning Bylaw No. 7800 under Section 11.1.3
Glare	Municipal	- Outdoor Lighting is referenced in Zoning Bylaw No. 7800 under Sections 5.4, 6.2(d) & 12.8.11
Heat and Humidity	Municipal	- Not referenced in any Municipal Bylaw
Litter	Municipal & Provincial	- Property Maintenance & Nuisance Abatement Bylaw No. 8175 - The Litter Control Act
Noise	Municipal	- Noise Bylaw No. 8244
Odour	Municipal & Provincial	- Fire and Protective Services Bylaw No. 7990 - Waste Bylaw No. 5203 - Referenced in Zoning Bylaw No. 7800 under Section 5.2(2) - The Clean Air Act & The Clean Air Regulations
On Street Parking	Municipal	- The Transportation of Dangerous Goods Bylaw No. 8153 - The Traffic Bylaw No. 7200 - Referenced in Zoning Bylaw No. 7800 under Section 6.0
Outdoor Storage & Waste Disposal	Municipal & Provincial	- The Fire and Protective Services Bylaw No. 7990 - Property Maintenance & Nuisance Abatement Bylaw No. 8175 - The Waste Bylaw No. 5203 - The Sewage Works Control Bylaw No. 5115 - The Zoning Bylaw No. 7800 under Sections 5.28 and 11-1 to 11-13 - Environmental Management & Protection Act, 2002

Responsibility for Enforcing Performance Standards in Saskatoon (continued)⁸⁰

Performance Standard (nuisance condition)	Level of Government Responsible	Applicable Legislation or Responsible Government Department
Particulate Matter	Provincial	- The Clean Air Act & The Clean Air Regulations - Referenced in Zoning Bylaw No. 7800 under Section 5.2
Radiation Emissions	Federal	- Atomic Energy Control Board - Environment Canada
Toxic & Hazardous Materials	Municipal & Provincial	- The Fire and Protective Services Bylaw No. 7990 - The Transportation of Dangerous Goods Bylaw No. 8153 - The Hazardous Substances and Waste Dangerous Good Regulations - The Dangerous Goods Transportation Act - Referenced in Development Plan Bylaw 7799 under Section 7.5
Traffic	Municipal	- The Traffic Bylaw No. 7200 - The Transportation of Dangerous Goods Bylaw No. 8153 - Development Plan Bylaw No. 7799 under Section 11.1
Undesirable Social Activity	Municipal	Saskatoon Police Service
Unsightly Properties	Municipal	- Property Maintenance & Nuisance Abatement Bylaw No. 8175 - Referenced in Zoning Bylaw No. 7800 under Section 7.1(h) - Development Plan Bylaw No. 7799 under Sections 16.2, 11.5, 8.2 and 7.1.2(c) - Waste Bylaw No. 5203
Vibration	Municipal	- Referenced in Zoning Bylaw No. 7800 under Section 11.1.3
Water Quality Deterioration	Provincial	- Environmental Management and Protection Act, 2002 - The Water Regulations, 2002 - Sewage Waste Control Bylaw No. 5115

⁸⁰ The framework for the information contained within this Appendix was borrowed from the City of Calgary's, "Policy Considerations Addressing Problematic Residential-Industrial District Interfaces" (2002), with the permission of Jaydan Dean Tait, the Master's student who prepared this outlined on contract for the City of Calgary, Planning and Transportation Policy and Intermunicipal and Community Planning Sections.

5.0 Environment

5.1 Introduction

The West Industrial Area is Saskatoon's oldest industrial area. The physical remnants of this rich industrial heritage still includes several less intense industrial uses, but there are also a large number of abandoned or underused industrial properties and buildings that once housed Saskatoon's earliest industrial businesses including Imperial Oil and the Hi-Way Refinery.

The West Industrial LAPC has expressed the opinion that barriers, such as cost and prohibitive process, to redeveloping vacant brownfield sites need to be removed (e.g. "redlining"). Programs and initiatives should be affordable and simplified so that a developer (public or private), can undertake a brownfield remediation opportunity without fear of financial or legal repercussions.

With the scattering of abandoned sites, and hodge-podge development in general, the appearance of most properties in the West Industrial Area is far below a reasonable standard. Enforcing existing bylaws to have property owners clean up their properties has been difficult in the past simply because of the scale of the problem. It has been common for property owners to refuse to clean up properties on the basis that, "what difference would it make, look at my neighbours property". Through the LAP process, both the City of Saskatoon and a majority of property owners in the West Industrial Area have indicated they are committed to improving the appearance of the area through concentrated efforts to enforce property maintenance and waste disposal standards, promoting landscaping, remediating and developing brownfield sites and other efforts that will serve to improve the quality of the West Industrial Area environment.

"It is becoming more and more recognized that the quality of life in cities is a prime determinant of investment decisions, and hence, the attraction of knowledge workers. A healthy environment is a key contributor to the quality of life".⁸¹

5.2 Environmental Goals

- That policies, programs and initiatives encourage the remediation and redevelopment of brownfield sites;
- Improve the appearance of the West Industrial Area through various means including the establishment of a Property Improvement Awards Program; and,
- Ensure that property maintenance and landscaping standards are continuously upheld.

5.3 What is a Brownfield?

Brownfields are defined as abandoned, idled or underutilized industrial or commercial properties where expansion or redevelopment is complicated by real or perceived environmental contamination, building deterioration, obsolescence, and or inadequate infrastructure.⁸² The ability to turn brownfields back into productive use may be complicated by:

⁸¹ National Round Table on the Environment and the Economy, [Hhttp://www.nrtee-trnee.ca/eng/programs/Current_Programs/Urban_Sustainability/urban_sustainability_e.htm](http://www.nrtee-trnee.ca/eng/programs/Current_Programs/Urban_Sustainability/urban_sustainability_e.htm), 2003.

⁸² City of Hamilton, "Environmental Remediation and Site Enhancement (ERASE), Community Improvement Plan", March 2002. p. 11.

- Uncertainty about the level of contamination;
- The high costs of remediation;
- Uncertainty over who pays for contamination;
- Real and/or perceived financial risk assumed by lending institutions;
- Confusion over legislative responsibility; and,
- Environmental liability issues.

*“Often brownfields are located on prime real estate within communities, and are already hooked up to municipal services. Yet without any takers, the sites remain blights on the landscape, potential health hazards, and symbols of lost taxes and economic potential”.*⁸³

More recently cities throughout Canada, such as Moncton, Montreal, Calgary and Saskatoon, have taken targeted action to encourage the clean up and reuse of brownfield sites, especially in core urban locations and waterfronts where heavy industry historically located. There are several benefits to redeveloping brownfields including:

- Environmental restoration that can remove threats to the health of employees and residents.
- Corrects further environmental deterioration;
- Increased tax assessment for the municipality and the province;
- Impacts positively on nearby properties and neighbourhoods;
- Creates employment opportunities;
- Utilization of existing infrastructure resulting in a reduction of urban sprawl and its related costs (e.g. ‘hard’ and ‘soft’ costs provided for power, sewer, roads, schools, public transit, police and fire); and,
- Reduces crime and generally improves the physical appearance which has safety and tourism benefits.

5.3.1 Riversdale - West Central Business Development Strategy

In June 2001, Doug Fast & Associates at the direction of the City of Saskatoon and the Riversdale Business Improvement District released the Riversdale – West Central Business Development Strategy. The study, which included the West Industrial Area, presented a number of recommendations intended to improve the economic development potential of the west central portion of Saskatoon. In addressing the issue of brownfield redevelopment, it was reported that:

“There are at least 66 properties in the Riversdale – West Central area that are classified as having various levels of contamination by Saskatchewan Environment.⁸⁴ Some of these cannot be financed for business development because they require significant environmental reclamation. These are both privately and publicly owned. For legal reasons, the location of these sites cannot be made public...”⁸⁵

In light of this information and the observed impediment to business development on brownfield sites, the report recommended that the City of Saskatoon and Saskatchewan Environment “develop a new process to identify contaminated sites and to target them for clean up”.

In follow up to this recommendation, the City Administration reported to City Council in September 2001 that:

“The issue of environmental contamination is of significant concern to both the business community and the general public...there has been a demand for the development of an inventory of contaminated sites, but such an inventory cannot be made public by either Saskatchewan Environment or the City of Saskatoon Fire Marshall. Furthermore, it is the responsibility of a

⁸³ Forum, “Damaged Properties could be a gold mine for municipal governments”, November/December 2001. p. 32.

⁸⁴ The contaminated site data provided for the purposes of this report does not cover the entire study area. For this reason, the number of contaminated sites may be significantly great than 66.

⁸⁵ Anderson and Fast, “Riversdale - West Central Business Development Strategy”, June 2001. p. 3-8.

*prospective business owner or a developer to pay for a report which details environmental contamination on a specific site”.*⁸⁶

Based on this information, the Project Management Committee assigned to implement the Riversdale - West Business Development Strategy concluded that there is little they can do to change the impediments to brownfield redevelopment. It was further recommended that members of the committee work with the Fire Marshall to develop a process by which contaminated sites can more easily identified and targeted for clean up.

5.3.2 Limitations to Brownfield Redevelopment in Saskatoon

It is not uncommon for a municipality, such as Saskatoon, to encounter obstacles to brownfield redevelopment in the early stages of such an undertaking. This often results in the municipality choosing to address the issue on a case-by-case basis rather than a comprehensive approach as was originally suggested in the Riversdale – West Central Study. Some of the difficulties that can arise include:

It is a value of the planning committee that West Industrial is “a community that fosters sustainable environmental practices and opportunities”.

- Limited resources available for a targeted brownfields redevelopment initiative;
- Clearly identifying and inventorying brownfield sites;
- Determining an appropriate definition for contamination;
- Enforcing regulations for private industry to clean up abandoned contaminated sites;
- Uncertainty as to where contaminated materials such as fuel tanks are located on abandoned properties, especially in cases where the site has been orphaned;
- Inconsistent remediation procedures between provincial and municipal authorities;
- Lack of policy direction, which levels each brownfield remediation to be dealt with separately with no standard process or procedure; and,
- Readily available remediation and redevelopment funding.



On December 1, 2003, the creation of an Environmental Protection Branch was approved in principle by City Council. One of the reasons in support of its’ creation was growing

concern over civic liability arising from an act or omission alleged to be negligent such as unplanned or accidental releases into the air or water, exposure to contaminated sites, and a failure to notify or warn the public of these risks. To meet these needs, the Branch will provide leadership and coordination of site remediation of City-owned contaminated sites. There may also be an important role for the new Branch to provide leadership in creating a coordinated brownfield redevelopment strategy for privately owned sites as well, considering the limited potential these properties have for redevelopment without municipal assistance. (*Brownfield at 1112-18th Street West, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

⁸⁶ City of Saskatoon, “Recommendations for Riversdale West Central: Information Supporting the Full List of Recommendations”, September 2001. p. 8.

5.3.3 Initiating Brownfield Redevelopment



One mechanism that serves to initiate the brownfield redevelopment process in Saskatoon is the Development Plan, Constraints to Development Policy, which states that an environmental site assessment may be required in conjunction with a rezoning, discretionary use or subdivision application subject to:

- i. The nature of the proposed use;
- ii. The current and historical use of the subject property and surrounding lands; and,
- iii. Information from other sources that suggests the subject property may contain environmental contaminants.⁸⁷

When an environmental screening identifies unsuitable contaminants, it is the responsibility of the property owner to clean up the property to the appropriate environmental standard, which will vary depending on the proposed future land use. (*Garden located on abandoned 17th Street rail line, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*). To assist with the cost of initiating redevelopment of a potentially contaminated property, the Enterprise Zone Policy (A09-031), provides an environmental screening rebate incentive to property owners located within the Enterprise Zone boundary. Since the Enterprise Zone Policy was created in the summer of 2002, six environmental screenings have been rebated along with the cost of one remediation. There have been no applications from the West Industrial Area to initiate an environmental screening; though there has been one inquiry.

5.3.4 Tax Arrears

For some property owners, a rebate incentive may not go far enough as the cost of remediation, offsite levies and construction of brownfield sites can far exceed the value of the land, and the perceived risk of being held financially liable for environmental damages. In many cases, the property owner will be satisfied with the existing conditions and will continue to pay the property tax without ever redeveloping the property. In other circumstances, the property owner may fall into tax arrears, which often results in the municipality acquiring ownership of the property by default.

*“Tax arrearages send an early warning to municipalities that there are market problems with particular properties. As properties start to fail, withholding property taxes and deferring maintenance are two of the first cash-saving actions taken by property owners”.*⁸⁸

5.3.5 Imperial Oil

The most recent example of this scenario occurred in 2001 when an abandoned site at 1202-19th Street West fell into tax arrears under the *Tax Enforcement Act*. The City eventually took ownership of the property by default. With some financial assistance from the Saskatchewan Urban Municipalities Association (SUMA) Centenary Fund, the City has incurred most of the financial cost of the environmental screenings, the demolition of the building and the lost property tax revenue. This situation occurred because the former owner had paid cash for the building in the early 1990’s, and was therefore unsuspecting of the potential contaminants that may have been discovered if a lending institution had transacted the purchase.⁸⁹ Unfortunately, through the LAP process, it was discovered that a similar fate might be in store for other properties located in the West Industrial Area.

⁸⁷ City of Saskatoon, “Development Plan Bylaw No. 7799”, Section 16.0 p. 68.

⁸⁸ Housing Facts & Finds, “Bottom Fishing: Emergent Policy Regarding Tax Delinquent Properties”, Volume 3, Issue 1, November 2002. Hwww.knowledgeplex.orgH.

⁸⁹ The Star Phoenix, “Riversdale Contamination Woes Plague Development”, Thursday, August 23, 2001. Section A1.

5.3.6 Future Direction

Based on the high potential for further environmental erosion and economic dis-investment in this area due to brownfields, the planning committee strongly believes that the following actions be taken to address the issue:

- Re-energize the Riversdale – West Central Business Development Strategy to form a task force intended to resolve the limitations to brownfield redevelopment in Saskatoon;
- That the task force be expanded to include a more diverse range of stakeholders including business owners and financial institutions;
- That a brownfield redevelopment plan be completed;
- Continue to pursue developing an inventory of brownfield sites;
- Enforce clean up legislation imposed on property owners and original site contaminators;
- Demolish vacant or unusable buildings that are deemed unsafe for redevelopment; and,
- As a preventative measure, incorporate risk assessment into the development application process.

5.3.7 Funding Sources

In support of this direction, and in growing recognition in the value of redeveloping brownfield sites throughout Canada several recent initiatives have been announced that are intended to assist municipalities with brownfield redevelopment including:

- The Orphaned Fuel Storage and Sales Facility Site Clean Up Program (a joint program between Saskatchewan Association of Rural Municipalities (SARM) and Saskatchewan Urban Municipalities Association (SUMA));
- Federation of Canadian Municipalities (FCM) Green Municipal Enabling Fund; and,
- Federation of Canadian Municipalities (FCM) Green Municipal Investment Fund.

Furthermore, the National Round Table on the Environment and the Economy, commissioned by the Canadian Government, recently reported that a national brownfield redevelopment strategy could generate up to \$7 billion a year in public benefits including greater economic activity and reduced health risks.⁹⁰ It is expected that a national brownfield redevelopment strategy will be initiated over the course of the next few years. Municipalities that are well prepared with a comprehensive brownfield redevelopment plan may be in the best position to leverage future funding incentives and initiatives.

RECOMMENDATION

- 5.1 *BROWNFIELD REDEVELOPMENT PLAN: That the Utility Services Department, Environmental Protection Branch lead the preparation of a brownfield redevelopment plan that expands on the work initiated through the Riversdale West Central Business Development Strategy, Project Management Committee, through partnership with the Fire and Protective Services Department, Community Services Department, Development Services Branch and City Planning Branch, and in consultation with appropriate stakeholder (such as the Riversdale Business Improvement District, Saskatchewan Environment and Saskatchewan Public Health).*

⁹⁰ Maclean's, "Reclaiming Toxic Ground", August 11, 2003. p. 32.

5.4 Landscaping Requirements



Traditionally, beautification of industrial areas has not been a priority for the City, however, given the West Industrial Area's central location and close proximity to residential development, the planning committee expressed that an attempt at beautification through landscaping and other enhancements would significantly help to improve the appearance of the area. (*Trees on Avenue N South, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch*).

In support of a similar direction, in 1998, the City of Saskatoon commissioned a review of the Landscape Provisions in the Zoning Bylaw in order to facilitate more flexible and creative landscape requirements for commercial, industrial and institutional zoning districts without reducing the overall amount of landscaping required. In a report dated January 15, 2004, the Community Services Department recommended that in order to improve flexibility, expedite the development approval process, and reduce the overall number of zoning appeals, the following amendments to the Zoning Bylaw were needed:

- Reduce minimum planting size requirements for trees and shrubs;
- Reduce landscape development requirements for established area;
- Include boulevard plantings in landscape requirements;
- Ensure ongoing landscape maintenance;
- Minimum tree planting density;
- Providing a landscape plan for development approval;
- Creating a Landscape Guidelines Booklet; and,
- Consider the feasibility of creating a Commercial Landscaping Awards Program.

Implementing these recommendations complements the direction the West Industrial LAPC has proposed; particularly the emphasis on flexibility. Implementing the existing landscaping requirements in West Industrial has been nearly unachievable given the historic character of several properties that do not meet the minimum development standards. However, the proposed flexibility provision will enable property and business owners to implement landscape requirements in a manner that is realistic with their existing site limitations.

RECOMMENDATION

5.2 *LANDSCAPING: That the Community Services Department, Development Services Branch, through the use of flexible landscaping standards for commercial and industrial development, ensure that the appropriate landscaping is provided in conjunction with all new development in the West Industrial Area.*

5.4.1 Landscaping Awards Program

To take beautification of the area beyond the “minimum landscape requirements”, the planning committee strongly supports the creation of a Landscaping Awards Program that takes into consideration building design, property improvements, beautification, good neighbour relations and community collaboration initiatives. An awards program with these criteria may serve to:

- Encourage industrial property owners to improve the appearance for their property;
- Recognize businesses and property owners that take the extra effort to care of their property;
- Foster a sense of pride and positive local recognition in West Industrial and other industrial areas;

- Promote volunteerism and good neighbour relations;
- Improve business promotion by publicly recognizing award recipients;
- Increase community involvement in City programs and committees; and,
- Promote the City provincially, nationally or globally.

There are several beautification awards programs in municipalities throughout Canada including Moose Jaw, Kitchener and Vancouver. Administering an awards program generally costs very little; but cost is ultimately dependent on the extensiveness of the marketing program and types of awards given. Some award programs are sponsored by civic-minded corporations, individuals, organisations or are based on co-sponsorship arrangements with the municipality.

*“An awards program gives a city a chance to thank employees, reward citizens, attract business, promote tourism, promote civic beauty, and almost anything else”.*⁹¹

The Community Services Department, Development Services Branch, is currently investigating the feasibility a proposed industrial/commercial landscaping awards program. The Branch will be reporting to the Planning and Operations Committee on this issue in 2005.

RECOMMENDATION

5.3 *AWARDS PROGRAM: That the Community Services Department, Development Services Branch, be encouraged to develop an industrial/commercial landscaping awards program that considers criteria such as building design, property improvements, beautification, good neighbour relations, and community collaboration.*

5.5 Property Maintenance



Given the complaint-based nature of the Property Maintenance and Nuisance Abatement Bylaw No. 8175 and the Zoning Bylaw No. 7800, the planning committee expressed that they would like to see the derelict nature of the West Industrial Area improved through ongoing reporting and enforcement against unlawful activities, such as illegal storage, parking, industrial emissions and poor property maintenance. It is believed that ongoing enforcement of the existing bylaws will result in significant improvements in the area. During a joint strategic planning session between the planning committee, City Administration, Public Health and Saskatchewan Environment several options that may resolve issues of poor

maintenance were proposed and are discussed below. *(Poor property maintenance at a business on 15th Street West, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).*

5.5.1 Bylaw Enforcement

In response to the planning committee’s concerns that bylaw inspectors were not enforcing the Property Maintenance and Zoning Bylaw, presentations were given to the committee from both Development Services and Fire and Protective Services; both are charged with the enforcing property maintenance and zoning standards. Recognition was given to the challenge of enforcing landscape guidelines and property maintenance standards on some property owners that have never been expected or requested to improve the appearance or safety of their property. It was expressed that an overall sweep of the area by Fire and

⁹¹ Wood, Matthew D., “Municipal Recognition Programs”, National League of Cities, August 1997. p. 2.

Protective Services would serve to educate property owners of property maintenance standards. However, enforcement of the bylaw would have to occur over time and in accordance with available administrative resources. Other suggestions for improvements included:

- Promote and educate businesses and property owners in the area about existing programs and incentives intended to improve physical appearance;
- Encourage business and property owners to call the Health and Safety Hotline to anonymously report bylaw infractions;
- That stakeholders and potential corporate sponsors, with the support of Fire and Protective Services and the Environmental Services Branch, host a bi-annual West Industrial Area clean up in spring and fall 2005 and 2006 to ensure improvements are made as soon as possible; and
- That the City Administration and a representative of the West Industrial Area report back to stakeholders and City Council on the progress made toward achieving the planning committee goal of ensuring property maintenance standards and landscaping are continuously upheld.

Another recent tool available for improving property maintenance in the West Industrial Area is the Waste Bylaw, No. 5203 that received a revision by the City of Saskatoon in December 2003. With the new *Cities Act, 2003*, the Waste Bylaw has been modified to provide municipalities with the option to administer fines when excess waste has accumulated on property, as a means to ensure public health and improve property appearance.

RECOMMENDATIONS

- 5.4(a) *PROPERTY MAINTENANCE BROCHURE: That the Fire and Protective Services Department work with the Riversdale Business Improvement District to distribute the Property Maintenance, “What you need to know brochure” and information about the Health and Safety Hotline to business and property owners in the West Industrial Area prior to the undertaking an area clean up.*
- 5.4(b) *PROPERTY MAINTENANCE SCHEDULE: That the Fire and Protective Services Department, in consultation with the Utility Services Department, Environmental Protection Branch and Community Services Department, Development Services Branch draw up a timeline and schedule for enforcing The Property Maintenance & Nuisance Abatement Bylaw No. 8175, Waste Bylaw No. 5203 and Zoning Bylaw No.7800 in the West Industrial Area.*
- 5.4(c) *SUMMER CLEAN-UP: That the Riversdale Business Improvement District, with assistance from the West Industrial Local Area Plan Committee, and any potential corporate sponsors, host an annual West Industrial Area clean up in summer 2005, 2006 and 2007 with the support of Fire and Protective Services Department, the Utility Services Department, Environmental Protection Branch and the Graffiti Reduction Task Force.*

6.0 Safety

6.1 Introduction

The West Industrial LAP committee values “a safe environment where all businesses, property owners and residents feel a sense of community pride” (see page 22). When identifying their issues regarding safety, there was hesitancy by the planning committee to include a safety section in their LAP. Concern was expressed that people unfamiliar with the area might get the impression that the West Industrial Area is unsafe, which may lead to further isolation and crime. However, it was decided that if the planning committee did not identify their safety issues in their long-range plan, then recommendations could not be made to address the problems they are experiencing.

6.2 Safety Goals

- Reduce the incidents of business break and enter and graffiti vandalism;
- Encourage businesses, property owners and residents to report incidents of crime;
- Form an organized group that will liaise between the business/residential community and Saskatoon Police Services; and,
- Maintain efforts toward integrated policing through the Community Policing Program.

6.3 Public Perception

Understanding the perception of crime in the West Industrial Area requires consideration of the varying activities that take place within this area over a 24-hour timeframe. During the day, it is a hub for business activity such as product shipment and delivery as well as sales, servicing and manufacturing. Surrounding this industry bustle are residential activities that include children traveling to and from school, sport games in nearby parks, and home-based work and leisure. During the evening, West Industrial is a much different area as businesses close for the day, parks become quiet and movement through the area slows down.



The area’s central location lends itself to regular vehicle, pedestrian and bike traffic. For some, it is a destination point, for others, it is en route to another destination. This diversity of activity creates a wide range of perceptions about the safety of the area that vary depending on whether you are a business operator, a resident, or a visitor passing through. *(Child looking toward trucks near 16th Street West, ca. 2002. Photo Courtesy of the City of Saskatoon, City Planning Branch).*

For business owners, safety concerns are mostly related to the security of their property from theft and vandalism such as graffiti. Residents share these concerns but have also expressed that the desertion of the West Industrial Area after dark leaves the area exposed to undesirable activities such as loitering, mischief and prostitution. To individuals passing through the area, the presence of vacant buildings, poorly maintained properties, unpaved roads, and poor lighting gives the impression that the area is not maintained and therefore unsafe.

Saskatoon Police Services have identified that there is a significant problem with the transient traffic that occurs through the area at all hours of the day or night. Transience of customers, residents, employees, and passersby, make it more difficult to determine who belongs in the area and who does not. It also makes it more difficult to identify potential criminal activity as people in the area have become accustomed to the transience and it does not necessarily provoke the same level of suspicion that unusual activity would raise in quiet less traveled locations.

“When the streets are perceived as a ‘no man’s land’, they are more inviting to trespassers and criminals. In contrast, when the neighbourhood has a feeling and reputation as ‘being together’ and tightly organized, much lower incidents of crime and vandalism are likely to occur. Security is an interactive mixture of perception and reality”.⁹²

6.4 Incidents of Crime

According to statistics presented to the planning committee in October 2002 by Police Services, the number of crimes in the West Industrial Area does not match the perception of the number of crimes the community believes to have happened. As shown in Table 6.1, there has been some fluctuation in the number of incidents reported between 1997 and 2001. The highest number of incidents occurred in 1997, while the lowest occurred in 1999. Overall, the number of reported incidents, of the crime selected, has decreased from 90 to 78 (15 percent) within the 5-year timeframe considered. However, it is interesting to note that business break and enter, mischief and theft make up the largest proportion of the total incidents reported (62, 71, 74, 78 and 86 percent respectively).

6.4.1 Business Break and Enter



Business Break and Enter had the most significant increase in reported incidents from 14 to 27 (45 percent), which is reflective of the planning committee’s observations; however, the actual increase was much lower than the planning committee perceived. Discussions between Police Services and the planning committee revealed that the gap between reported incidents and perceived incidents of crime might be attributed to the number of crimes that occur but are not being reported. (*Avenue M South near the Home Building Centre, ca. 2002. Photo Courtesy of the City of Saskatoon, City Planning Branch*).

⁹² G.L. Kelling and C.M. Coles, “Fixing Broken Windows”, Library Congress: Simon & Schuster, 1996.

Table 6.1 Reported Incidents of Selected Crime for the West Industrial Area, 1997-2001⁹³

Incident	1997	1998	1999	2000	2001
Robbery	4	6	4	0	2
Common Assault	6	4	3	1	0
Aggravated Assault	0	0	1	0	1
B&E Residence	5	0	2	6	2
B&E Business	14	17	13	4	27
Fraud	6	1	0	1	3
Mischief	13	4	4	11	14
Prostitution	2	1	0	1	0
Theft	35	11	12	27	26
Arson	1	0	0	0	1
Sexual Assault	2	0	0	2	0
Total	90	45	39	54	78

Source: City of Saskatoon, Police Service Community Policing Division, 2002.

Planning committee members indicated that they do not report all incidents of crime to Police Services because they feel it will not make any difference in reducing the occurrence of crime. Similarly, theft related crimes are not being reported to insurance companies so that insurance premiums do not rise. In both cases, it becomes very difficult to determine an accurate account of criminal activity occurring in the West Industrial Area. However, Police Services has indicated that they can only help reduce crime in the area if they are made aware that there is a problem. In response, the planning committee has made it their goal, in partnership with Police Services, to encourage businesses and residents to report all incidents of crime that occur in the West Industrial Area.

The occurrence of business owners not filing insurance claims in order to keep insurance premiums low appeared in the local newspaper on October 31, 2003 when a property owner in the West Industrial Area reported that they are victim to so many break-ins, that they normally do not make insurance claims on their losses. But after estimating a \$20,000 loss from their 6th robbery in one year's time, the business owner filed an insurance claim.⁹⁴

6.4.2 Reporting Crime Statistics

It has also been recognized that crime statistics for the West Industrial Area should be regularly recorded and reported to the community. Because West Industrial does not have a Community Association or other representative organization, except in part through the Riversdale Business Improvement District, it has not been included in a recent community policing initiative to provide crime statistic updates to individual communities. Furthermore, though the planning committee suspects that a majority of the crime in West Industrial occurs in the evening, without dedicated police resources, it is difficult to verify when incidents are actually happening or where they may be concentrated. This information is critical to helping all stakeholders, including Police Services, implement crime prevention strategies in the West Industrial Area.

⁹³ A statistical break down from Saskatoon Police Services of the types of crimes reported in 2002 and 2003 was not available at the time this report was drafted.

⁹⁴ The Star Phoenix, "Business Faces \$20,000 loss from sixth break-in this year", Friday, October 31, 2003, Section A3.

RECOMMENDATION

6.1 *CRIME STATISTICS: That the Saskatoon Police Services add the West Industrial Area to the list of areas that receive crime statistic breakdowns and that once this is complete, the West Industrial Local Area Plan Committee be notified.*

6.4.3 Graffiti Vandalism



There is growing concern amongst stakeholders in the West Industrial Area that graffiti vandalism is on the rise. The evidence of an increase has become apparent from the graffiti vandalism tags scattered on buildings and fences throughout the area. To address the issue of graffiti vandalism on a citywide basis, the Graffiti Reduction Task Force (GRTF) was formed in 2000. Using a three-pronged approach to address graffiti problems, that includes education, reduction and enforcement, relief for targeted businesses and property owners is available.

(Graffiti on business at 401 Avenue M S, ca. 2002. Photo courtesy of the City of Saskatoon, City Planning Branch).

Some of the services provided by the GRTF are channeled through the John Howard Society, in partnership with the City of Saskatoon and the Business Improvement Districts. The John Howard Society seeks to employ youth that have committed crimes and received community service time for their graffiti removal projects. Furthermore, a graffiti hotline has been established, which operates between the months of May and September; similarly, a graffiti van circulates throughout Saskatoon from May to August to:

- ❑ Provide information on graffiti prevention and removal;
- ❑ Distribute graffiti removal equipment such as paint, brushes and other materials; and,
- ❑ Provide a workstation for vandals or those at risk of becoming graffiti vandals to carry out their community service orders.

Businesses, residents and other stakeholders in the West Industrial Area are generally not aware of the services provided through the GRTF, and would not normally be targeted for these services. However, given that a small portion of the West Industrial Area is within the Riversdale Business Improvement District boundary (who is a representative on the GRTF), there is an opportunity to provide the West Industrial Area stakeholders information about the GRTF services. As progress is made toward forming a business association or another form of representation of stakeholders in the area, as discussed in the Economic Development Report on page 51, an opportunity for ongoing communication and/or representation with the GRTF may become possible.

In the meantime, individuals that visit the GRTF Web site, hosted by the City of Saskatoon, will find support through information pertaining to graffiti removal kits, a graffiti removal brochure, contact information and suggestions on how to get involved in the annual Graffiti Wipe Out Campaign (hosted in the months of April-June), that could, with some effort on the community's part, and in partnership with the City, coincide with the annual clean up initiative proposed in the Environment Report on page 147 of this plan.

6.5 Community Priorities for Policing

The West Industrial LAP committee has expressed their support for the Community Policing Program that was launched by the Saskatoon Police Services in the winter of 2002. The Community Policing Program involves a three-part process – partnering, problem solving and pro-activeness. The framework of this strategy is based on the community and police working together to reduce crime by addressing the underlying socio-economic factors that cause crime such as poverty, unemployment and lack of education.

As part of the Community Policing Program, Community Liaison Officers (CLOs) have been assigned to various areas of the city. The CLO for the West Industrial Area has worked closely with the West Industrial LAP committee to identify partnering opportunities between Police Services and the community. It has been identified through the LAP process that there are several new initiatives available to stakeholders in the West Industrial Area including:

- ❑ Ongoing communication with the CLO to address police related questions or concerns;
- ❑ Assistance with establishing and educating Citizen Patrols;
- ❑ Crime Prevention Through Environmental Design (CPTED) property and building assessments targeted to deterring crime by reducing the physical opportunity for crime to occur (CPTED analysis is also provided by various departments through the City depending on where environmental design is an issue – e.g. parks, new subdivision, pedestrian walkways and neighbourhoods);
- ❑ Crime statistic analysis, "hot spot" identification and targeted surveillance of high crime locations;
- ❑ The Organized Crime Unit is highly mobilized to address street gang issues; information presentations and brochures are available to the public at their request;
- ❑ The Crime Free Multi-Housing strategy, intended to encourage apartment owners, managers, and landlords to proactively approach crime reduction in and around housing units, is currently underway and information about this project is available through Police Services.
- ❑ The Community Policing Station located in the Little Chief Station on 20th Street is available to all citizens wanting to report a crime or simply to dialogue with officers about issues affecting the community; and,
- ❑ Improved communication and information services through the Saskatoon Police Services Web site where a host of details about various police related topics such as crime stoppers, scam warnings, citizen patrol and organized crime are available; a neighbourhood breakdown of crime statistics Web page is also under construction.

In addition to all of the above initiatives, an increase in the police budget has also been proposed to ensure that there are more police officers on the street to respond to the community's call for service. Approval of the increased operating police budget will be determined by City Council in March 2004.

6.6 Summary

The West Industrial LAP committee fully supports the efforts to improve policing through the Community Policing Program and hopes that services such as the Community Police Station continued and are expanded upon for many years to come.

To ensure ongoing inclusion in existing and future Community Policing initiatives, the planning committee has identified that forming an organized group to liaise between business owners, residents and the CLO would help keep everyone informed when crime related incidents happen as well as improve security, safety and relationships. The recommendation that supports this idea is discussed in more detail in the Economic Report on page 53.

7.0 Heritage

7.1 Introduction

As Saskatoon's oldest industrial area, West Industrial is rich with material and human history that contributes to the uniqueness of the area, and to Saskatoon as a whole. After the construction of the CP and CN rail lines in 1907, West Industrial began to teem with new businesses including the Saskatoon Brick and Supply Company, Saskatoon Milling Company and Saskatoon Lumber Company. Many of these early entrepreneurs positioned Saskatoon to become the economic growth centre it is today.

It has not typically been the practice of the City of Saskatoon to preserve or interpret industrial heritage, however, there is a movement across Canada and abroad to commemorate, interpret and preserve the few remaining historic industrial sites before they are completely lost for future generations. The West Industrial LAPC has proposed that revitalization efforts for the area promote and build upon its historical significance in the development of Saskatoon and the evolution of industry in Saskatchewan.

*"All over the world, abandoned industrial sites are being removed or redeveloped for new uses. Until quite recently, little effort was made to preserve the structures located on these sites, as few believed they were worthy of conservation. Over the last forty years, a movement called 'industrial heritage' has arisen which aims to preserve these sites as historical assets. Industry has been the most powerful force in establishing and shaping much of the modern world, and the structures of industry require protection to conserve the technological achievements they represent."*⁹⁵

To assist the planning committee with understanding the history of the West Industrial Area, the City Archivist prepared a historical background report. Prior to this report, no attempt had ever been made to look at the historical developments that have occurred in the West Industrial Area. In August 2002, the report was presented to the planning committee who provided input into the document, and chose to feature six businesses in the West Industrial History Section on page 24 of this plan⁹⁶.

At least a dozen other sites and businesses were overlooked simply because of the minimal space and time available for further research during the LAP process.

Knowing that there is still much history to be told about the West Industrial Area, the planning committee has chosen to create two goals, which they feel will help guide the City to preserve, interpret and commemorate the historic industrial development of Saskatoon found in the West Industrial Area.

⁹⁵ David Johnston, "Planning Implications of Industrial Heritage and its application in Ottawa", Master's Thesis Abstract (1997) published on the Atlantic Planners Institute Web site,

<http://www.atlanticplanners.org/theses/theses97/johnstonH>, February 2004.

⁹⁶ The historical background report that was prepared for the purposes of the West Industrial Local Area Plan by Jeff O'Brien the City Archivist was published by the Saskatoon Heritage Society in the Saskatoon History Review "Saskatoon's West Industrial Area: An historical background", No. 17. November 17, 2003. p. 28.

7.2 Heritage Goals

- That “*Saskatoon’s West Industrial Area: An historical background*” prepared by the City Archivist be expanded to include a more comprehensive chronology of human and material history for future interpretive purposes; and,
- That when possible, significant buildings, facades and/or sites be preserved, interpreted and/or commemorated to define for future generations the historic industrial developments that have occurred in the West Industrial Area.

7.3 Municipal Heritage Policy

The objective of the City of Saskatoon, Civic Heritage policy is:

*“to conserve and interpret the material, natural and human heritage in the community of Saskatoon in a planned and selective, and cost-feasible manner to the benefit of current and future generations of Saskatoon citizens and visitors”.*⁹⁷

The Civic Heritage Policy identifies three components of history that include material, human, and, natural. For the purposes of this plan, we have chosen to focus on material and human history defined as:

1. Material history – the conservation and interpretation of physical objects and sites, artifacts, and documents;
2. Human history – the research, conservation and interpretation of past human activities from the time of first human habitation to the present day. These activities include those in the social, cultural, political, and economic spheres, which create the historic background to individuals and communities.

7.4 Human History

In the *Riversdale West Central Business Development Strategy (2001)*, ‘history’ was identified as one of the major strengths of the area. Based on participant input into the strategy, the report stated that: “many businesses have been in the area for decades and thus have strong connection to the people from all areas of the city. Many of the retail buildings also have long histories and ties to Saskatoon’s past”.⁹⁹ Though no specific recommendations were made in the business strategy regarding heritage, the report did recommend the development of special events that promote the area and take advantage of the history of area residents.¹⁰⁰

*“Historic places provide tangible economic, environmental, social and cultural benefits.”*⁹⁸

To move in a direction where historical interpretation of human history can be used as a tool for economic development, tourism and cultural promotion in the West Industrial Area, further research will be required to determine an actual chronology of events and interpretive commentary as the planning committee has set out as a goal.

⁹⁷ City of Saskatoon, Civic Heritage Policy, December 16, 1996.

⁹⁸ Parks Canada, Canadian Heritage “Towards a New Act: Protecting Canada’s Historic Places”, 2002. p.3.

⁹⁹ Anderson and Fast, “Riversdale – West Central Business Development Strategy”, June 2001. p. 3-4.

¹⁰⁰ Ibid. Section 4.0 (X(d)). P. xiii.

In some residential neighbourhoods, including Caswell Hill, Riversdale and Nutana, community residents have produced interpretive historical timelines that are available to the public in brochure format. There was financial assistance to these groups through the City of Saskatoon, Community Groups Cash Grants Program, to assist with preparing the brochures.

Unlike a residential neighbourhood, the West Industrial Area does not have a community association or other registered non-profit group that would qualify for funding under the Community Group Cash Grant. However, opportunities for historical interpretation for the West Industrial Area may be possible through partnerships with the City, Riversdale Business Improvement District and neighbouring community associations. Options also exist to partner with other organizations such as the Saskatoon Western Development Museum, the Saskatoon Heritage Society, the University of Saskatchewan and the Saskatchewan Heritage Foundation. If the planning committee decides to form a business association and/or LAP implementation committee as is discussed on page 53, coordination of a comprehensive material and human interpretation strategy may be possible within the next few years. For the City's purposes, research may continue on chronologically identifying the material and human history of the West Industrial Area in anticipation of future commemoration.

RECOMMENDATIONS

7.1(a) *HISTORICAL CHRONOLOGY: That the City Clerks Office, Records Management, City Archivist prepare a project outline to build on the "Saskatoon's West Industrial Area: An Historical Background" chronology and interpretation of the West Industrial Area that was initiated in 2002 by generating a more comprehensive summary, including stakeholder interviews and photographs, of human and material events that have occurred in the area.*

7.1(b) *SHARING HISTORICAL INFORMATION: That once the report is complete, it is presented to the Municipal Heritage Advisory Committee and City Council for information and made available to residents, businesses, property owners and other stakeholders in the West Industrial Area and adjacent Community Associations.*

7.5 Material History

To initiate the process of interpreting and preserving the West Industrial Area's material history, the planning committee has identified four buildings and sites that they consider to have heritage merit and major significance to the community of Saskatoon.

7.5.1 Saskatoon Milling Company



Built in 1910, the distinctive appearance and height of the structure located at 515 Avenue N South that once housed the Saskatoon Milling Company and the Quaker Oats Mill is considered a Central Saskatchewan landmark. According to the Saskatchewan Heritage Foundation, there are only two historically recognized flourmills in Saskatchewan; they are located in Esterhazy (1907) and Yorkton (1895).¹⁰¹ (*Parrish & Heimbecker, ca. 2002. Photo courtesy of the City Planning Branch and West Industrial LAPC*).

¹⁰¹ This information was provided courtesy of the Saskatchewan Heritage Foundation, January 2004.

Both the Esterhazy and Yorkton Mill have Municipal Heritage Property status, and the Esterhazy “Friends” are preparing a nomination to have their mill designated as a Provincial Heritage Property, under *The Heritage Property Act*. In order to grant the Esterhazy Mill Provincial Heritage Property status, a review of the other mills in the province is required by the Saskatchewan Heritage Advisory Board.¹⁰²

Recognizing that the Saskatoon Milling Company, now known as Parrish & Heimbecker, will be reviewed by the Saskatchewan Heritage Advisory Board as part of the Esterhazy Flour Mill evaluation, a timely opportunity exists for the City of Saskatoon, the Province and the business/property owner to work together to recognize the existing structure as a historic landmark in Saskatoon, and Central Saskatchewan’s flour and feed mill history.

RECOMMENDATION

7.2(a) *515 AVENUE N SOUTH: That the Community Services Department Heritage Coordinator advise the owner(s) of 515 Avenue N South (Parrish & Heimbecker) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.*

7.5.2 Weldon’s Concrete Products



Weldon’s Concrete Products was constructed in 1945 and is the newest of the properties chosen by the West Industrial LAPC for material heritage recognition. Weldon’s Concrete Products is the oldest continuously operating concrete product plant in Saskatoon. A tour of the company in September 2002, revealed a remarkable evolution of the concrete manufacturing business in terms of mechanization, process and scale. Interestingly, Weldon’s Concrete Products has provided storm and sanitary sewer pipes, concrete manholes and other products to the City of Saskatoon for city development purposes since its inception. Weldon’s Concrete Products provides an excellent opportunity to preserve, interpret and commemorate the past

and future of concrete production in Saskatchewan. (*Machinery at Weldon’s Concrete, ca. 2002. Photo courtesy of the WLAPC and the City Planning Branch*).

RECOMMENDATION

7.2(b) *1920-11th STREET WEST: That the Community Services Department Heritage Coordinator advise the owner(s) of 1920-11th Street West (Weldon’s Concrete Products) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.*

7.5.3 Saskatoon Brick & Supply Company

The lifespan of the Saskatoon Brick & Supply Company was short (1910-1921) but it has left a lasting imprint on Saskatoon. The company, founded by James M. Wilson, supplied all of the brick required to construct Saskatoon’s 1912-1914 era schools as well as the Tees and Persse, Codville, Ross Block and Standard Trust buildings. Surprisingly, a portion of the Saskatoon Brick & Supply Company building still exists and is currently occupied by Shamrock seeds. (*Saskatoon Brick & Supply Co. Fire Insurance Map (1502-17th Street West), ca. 1910. Photo courtesy of the Saskatchewan Heritage Foundation*)

¹⁰² Province of Saskatchewan, Culture, Youth and Recreation, “Provincial Heritage Property Designation Program”, 2004. p. 3-4.



In 2003, the Saskatchewan Heritage Foundation submitted an application to Parks Canada to designate the Claybank Brick Plant located in Claybank Saskatchewan a World Heritage Site. Claybank is already recognized as a National Historic Site of Canada. The application was unsuccessful; however, the Saskatoon Brick & Supply Company was inventoried in the application as one of a few remaining brick plants in Saskatchewan (though only a portion of the building remains). The Saskatchewan Heritage Foundation has indicated intentions to create

a future interpretative program for all the brick plants built in Saskatchewan, and throughout North America.

In 1997, Larry Buhr, an expert on brick manufacturing in Saskatchewan had the following to say about the future of the Saskatoon Brick & Supply Company building:

*“The remaining building in Saskatoon is the only tangible reminder of this component of Saskatoon’s industrial heritage. Bricks from this company were used on buildings through the City and beyond. Hence, if it is possible to see this building preserved, it could become the focus for interpreting the brick manufacturing industry in the Saskatoon region – perhaps through inclusion in an industrial area walking/driving tour booklet, or through a brochure, poster, website or some on-site interpretation by the owners of the day”.*¹⁰³

The options provided in the above summary to acknowledge the significance of the Saskatoon Brick & Supply Company accurately represents the view of the West Industrial LAP Committee to interpret, preserve and commemorate the rich industrial heritage that up until now, has been largely under-valued.

RECOMMENDATION

7.2(c) 1502-17th STREET WEST: That the Community Services Department Heritage Coordinator advise the owner(s) of 1502-17th Street West (Shamrock Seeds Ltd.) of the potential opportunities presented by the City of Saskatoon Heritage Conservation Program and other heritage initiatives.

7.5.4 Imperial Oil

The Imperial Oil Company built its operation at 1202-19th Street West in 1911. After 65 years, it was replaced by the J.H. Scott Company, which maintained its operation on the site until 1981. Following this, the property remained unutilized for 20 years due to suspected site contamination. In 2002, the City acquired the property due to tax arrears, and the buildings on the site were demolished. (*Imperial Oil buildings, ca. 1929. Photo courtesy of the City of Saskatoon Local History Room*)

¹⁰³ Frank Korvemaker, Research and Restoration Advisor, Saskatchewan Heritage Foundation e-mail correspondence (2004) in reference to a study undertaken by Larry Buhr, “An Archaeological Survey of Brick Manufacturing in Saskatchewan”. M.A. Thesis, University of Saskatchewan. 1997. p. 177-183 that was sourced in the application to designate the Claybank Brick Plant a World Heritage Site.

In September 2002, the LAP committee submitted a request to the Municipal Heritage Advisory Committee (MHAC) to endorse their recommendation to salvage some of the building's brick, believed to have been



manufactured by the Saskatoon Brick & Supply Company, for future commemorative purposes such as an entry point sign into the area. On October 8, 2002, MHAC resolved:

That the bricks from the Imperial Esso building at 1202-19th Street West be salvaged for use for City projects, such as a sign at the entry point into the West Industrial Area as proposed by the Local Area Planning Committee, and the surplus be made available to others such as Habitat for Humanity (CK. 710-1).

Due to short notice and funding availability, the City was unable to clean and store the salvaged brick. Subsequently, the West Industrial LAPC decided at their October 23, 2002 meeting to take the extra initiative to ensure their resolution was upheld. There was an agreement struck between the Habitat Restore, Weldon's Concrete and the City of Saskatoon.

With the permission of the City, the Habitat Restore volunteered to sort and load the well-preserved brick remaining from the demolition onto a pallet. Weldon's Concrete volunteered to pick up the brick and store it until the City was able to takeover storage of the material. Following from this, the planning committee created a list of design suggestions for the City to consider in construction of a commemorative entry point sign along with four proposed locations outlined on Map 7.1. Design suggestions include:

- Arched depression with interpretive plaque;
- Incorporating the brick with salvaged machine parts (e.g. iron) and interpretive plaque;
- Landscaping around the interpretive sign;
- Blending the historical aspects of the area with a futuristic perspective; and,
- Using the brick to imitate the architecture from the early industrial era of Saskatoon.

The four suggested locations for the entry point sign were based on visibility, access usage and future access usage (such as a South River Crossing). The suggested site locations include:

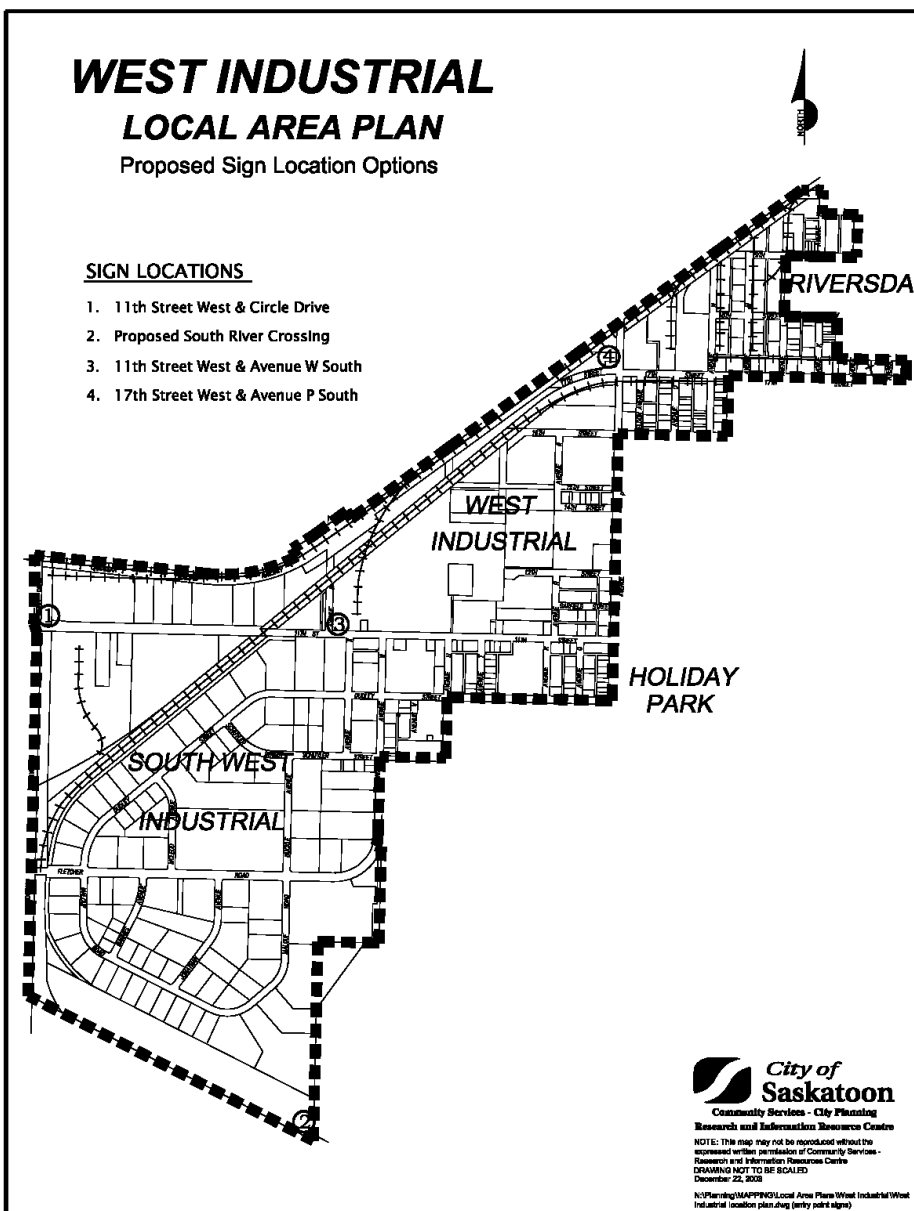
1. 11th Street West and Circle Drive
2. Proposed South River Crossing entry point into the area
3. 11th Street West and Avenue W South
4. 17th Street West and Avenue P South

Near the end of the Local Area Plan process for West Industrial, it was also identified that other potentially significant buildings and artifacts, such as a electrical substation on the Petro Canada Distribution Terminal site (2200-11th Street West) and the original sign for the Quaker Oats Mill (stored at Parrish & Heimbecker) still exist and may be available for future interpretive purposes, such as signing. Before these artifacts are lost to time, every effort should be made to ensure their preservation for future generations. Funding for a commemorative entry point sign that includes these components may be available through a combination of means including the Opportunity Response Fund, the LAP implementation budget and/or business donations.

7.5.5 Brick Collection

At Claybank Saskatchewan, the Saskatchewan Heritage Foundation is assembling a North American Brick Collection. The collection will include as many different bricks as possible, particularly those with brand names imprinted into the brick, as they can be readily identified with a particular brick manufacturer. However, bricks without imprints will be included to show the extensive variety in the brick making industrial. The Heritage Foundation has offered to research the salvaged brick preserved from the Imperial Oil Buildings to be included in the Brick Collection. To determine for certain if the brick retained from the Imperial Oil building's demolition was manufactured by the Saskatoon Brick & Supply Company, the Saskatchewan Heritage Foundation requires two scanned images, and two of the actual bricks salvaged, along with information on the site address and any associated construction data.

Map 7.1 Proposed Entry Point Sign Location Options



Source: City of Saskatoon, Research and Information Resource Centre, 2003.

RECOMMENDATIONS

- 7.3(a) *BRICK INVENTORY: That the Community Services Department Heritage Coordinator investigate options for storage and inventory of the brick that has been salvaged from the Imperial Oil Building's demolition, in consultation with the business owner that is currently storing the brick.*
- 7.3 (b) *HISTORICAL ARTIFACTS: That all of the businesses which may have historically significant artifacts on site are notified of the potential to include these materials in a future interpretive sign or other commemorative feature for the West Industrial Area.*
- 7.3 (c) *COMMEMORATIVE SIGN: That a report recommending the options for the preservation, design and incorporation of the brick that has been salvaged from the Imperial Oil Building into a commemorative entry point sign at one of the four proposed locations be presented to the Urban Design Committee (shown in map 7.1), and the Municipal Heritage Advisory Committee.*
- 7.3 (d) *BRICK COLLECTION: That the Community Services Department Heritage Coordinator work with the Saskatchewan Heritage Foundation to interpret the preserved bricks from the Imperial Oil Building's for potential inclusion in the North American Brick Collection.*

7.6 Recognizing Municipal Heritage

The City of Saskatoon has two ways to recognize property of heritage merit through the City of Saskatoon Heritage Conservation Program:

1. Municipal Heritage Property

Municipal Heritage Property is recognized as being property of major significance to the community of Saskatoon. Each property is protected by City bylaw; it must be maintained and its key heritage features not altered without approval from the City. Giving a Municipal Heritage Property designation can be of value to the owner, bring public recognition, pride of ownership, marketing potential for commercial purposes and possible enhanced economic value to the property.

2. Community Heritage Register

The City's Community Heritage Register lists properties that have heritage merit and contribute to the character of their neighbourhood or district.

The established criteria for determining the eligibility of a property for designation and for placement on the Register is:

- Architecture
- Integrity
- Environment or Context
- Historical Value
- Usage

Once approved for designation as Municipal Heritage Property or for the inclusion on the Community Heritage Register, properties are eligible for a variety of financial incentives and owners must commit to protect the property for the benefit of the community.

7.6.1 Provincial Incentives

The Saskatchewan Heritage Foundation has established the following five assistance programs that may also be available for municipal heritage projects and programs if deemed to also have provincial heritage significance.¹⁰⁴

Heritage Research Grant Program

Provides financial assistance for conducting heritage inventories, research, studies, and field investigations in the areas of archaeology, architecture, paleontology, history and natural history.

Heritage Conservation Grant Program

Heritage resources, from small objects and paper documents to archaeological sites and buildings, require specialized treatment to ensure their long-term conservation. Financial assistance is provided for preserving, conserving or restoring many kinds of heritage resources, including artifacts, documents, photographs, film, buildings, structures and heritage districts.

Heritage Promotion and Education Grant Program

Financial assistance is available for undertaking studies to promote heritage resources in a community or region, or to develop educational heritage programs. Projects in this category may also include the production of posters, brochures, walking/driving tour guides, audio/visual presentations, and conferences, seminars and workshops relating to Saskatchewan's history and prehistory.

Heritage Publications Grant Program

This program assists individuals and organizations in publishing new, well-documented material on the history, pre-history and heritage resources of Saskatchewan. The grant assists with printing costs. Manuscripts should be original and orient new knowledge and/or interpretation of some aspect of Saskatchewan's heritage.

Special Heritage Projects Grant Program

To develop innovative ways of addressing key issues in heritage conservation in Saskatchewan, the Heritage Foundation is interested in supporting and working in partnership with projects that develop or experiment with new approaches, ideas or techniques. This program will enable the Foundation, in concert with other government agencies, non-profit organizations and individuals to adopt a pro-active position on important issues relating to both the cultural and natural heritage of the province.

7.6.2 Federal Incentives

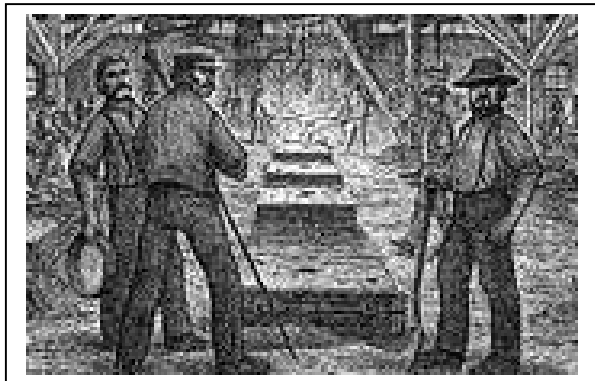
In addition to the funding incentives available through the City of Saskatoon Heritage Conservation Program and the Saskatchewan Heritage Foundation's Grant Programs, in 2003, the Government of Canada announced that it would provide financial incentives to the private sector to preserve historic properties through the creation of the Commercial Heritage Properties Incentive Fund. The Fund complements two other recently available Government of Canada conservation tools: The Canadian Register of Historic Places and the Standards and Guidelines for the Conservation of Historical Places in Canada.¹⁰⁵

Combining the municipal incentives available through the City of Saskatoon Heritage Conservation Program and the funding available through the Commercial Heritage Properties Incentive Fund provides a new opportunity for business and property owners in the West Industrial Area to seriously consider participating in the national trend of industrial heritage conservation.

¹⁰⁴ This information is available at the Saskatchewan Culture, Youth and Recreation, Saskatchewan Heritage Foundation Web site at [Hwww.cyr.gov.sk.ca/index.cfm?page=128](http://www.cyr.gov.sk.ca/index.cfm?page=128)H, March 2004.

¹⁰⁵ Government of Canada, Parks Canada. Hhttp://www.pch.gc.ca/progs/ieh-hpi/index_e.cfmH, February 2004.

7.7 Summary



When the LAP was initiated for the West Industrial Area, it was not anticipated that heritage preservation, interpretation, and commemoration would be a priority for the planning committee. However, research and discussions revealed that a LAP for Saskatoon's oldest industrial area would not be complete without a section devoted to heritage. The planning committee realizes that the timeline for full implementation of the recommendations will depend on their participation and resources as well as the participation and resources of the City and other partners such as the Saskatchewan Heritage Foundation. However, there are

recommendations, such as storing the brick from the Imperial Oil Buildings in a safe and secure City-owned location; completing the historical chronology; and contacting the businesses owners about their heritage preservation options, that if acted upon quickly, may help improve the image of the area and its marketability. (*Forges Du Saint-Maurice, "The Industrial Era", by Bernard Duchesne, ca. 1800's. Image courtesy of Parks Canada*).