

**TO: Secretary, Planning and Operations Committee**  
**FROM: General Manager, Community Services Department**  
**DATE: May 28, 2007**  
**SUBJECT: Local Area Plan Indicators Project**  
**AND**  
**Enquiry – Councillor D Hill (November 20, 2006)**  
**Local Area Plan Process**  
**FILE NO: PL. 4110-52, CK. 4000-1**

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**RECOMMENDATION:** that a report be submitted to City Council recommending that the Administration be instructed to report the results of the Local Area Plan (LAP) Indicators Project every three years starting in 2009, and recommend, if need be, a list of neighbourhoods that are in need of a LAP.

### **EXECUTIVE SUMMARY**

In response to the direction from City Council in 2003, to annually “monitor critical stress factors” in each neighbourhood, the Community Services Department, City Planning Branch, has developed a ‘Local Area Plan Indicators Project’. It was determined that a method for monitoring all neighbourhoods in Saskatoon is required to identify which neighbourhoods are experiencing “significant socio-economic challenges and/or land use issues”, and to find out if other neighbourhoods in Saskatoon are in need of a Local Area Plan (LAP).

The ‘LAP Indicators Project’ currently consists of an index of proposed LAP indicators. The indicators are aligned with City of Saskatoon Development Plan policy on Local Area Planning, and are predominantly based on safety, development activity, and infrastructure. The indicators are ranked for each neighbourhood, and then an overall index has been created to explore which neighbourhoods require further examination to determine the need for a LAP. For the purpose of this report, neighbourhoods have been grouped into categories based on their index ranking - representing High, Medium, or Low LAP Priority (See Attachment 1 – Preliminary Mapped Results, Page 5).

It is important to note that the ‘LAP Indicators Project’ is still in the development phase, and that the results are preliminary. The index will be updated and monitored on an annual basis. It is recommended that neighbourhoods that consistently rank High LAP Priority should undergo further analysis of neighbourhood conditions in 2009, and every three years thereafter. At that time, a report will be prepared for City Council with recommendations on those neighbourhoods in need of a LAP.

### **BACKGROUND**

#### **Local Area Planning Program**

The Local Area Planning Program is a community-based approach to developing comprehensive neighbourhood plans. During the development of a LAP, residents, business owners, property

owners and other stakeholders, work together to create a vision, identify issues, develop goals, and outline strategies to ensure the long-term success of their neighbourhood. Once completed, a LAP sets out objectives and policies that guide the growth and development of a neighbourhood or selected area.

City Council approved 12 neighbourhoods to have a LAP; eight LAPs have been adopted by City Council, and these are: Airport Industrial, Caswell Hill, King George, Nutana, Pleasant Hill, Sutherland, Warehouse District and West Industrial. Four more are scheduled to be completed and these are: Riversdale (2007), City Park (2008), Westmount, and Varsity View.

The Development Plan contains the following policy on Local Area Planning. It states that LAPs may be applied to neighbourhoods or other specific areas of the City to:

- i) maintain the quality, safety and viability of the area;
- ii) guide and prioritize the expenditure of public funds on community improvements and infrastructure;
- iii) encourage the renewal, rehabilitation or redevelopment of private and public properties;
- iv) resolve situations where City policies do not accurately reflect the individual needs of an area; and
- v) provide the basis for amendments to the Development Plan and Zoning Bylaw.

It generally takes 18 to 24 months to complete a LAP. The average cost of a LAP is approximately \$150,000, plus other indirect costs such as other departments' assistance. The City of Saskatoon has committed capital resources to implement LAPs, including \$1.02 million over the past five years. Collaboration from all departments and branches has also occurred to implement LAPs, and every year budgets are drawn on to support certain capital investments needed to implement these plans. To date, 212 recommendations have been approved by City Council, and a total of 101 recommendations have been implemented.

#### Nutana LAP Recommendation 2.6

The need for the development and monitoring of a land use indicator initially came about through the Nutana LAP which was approved on September 24, 2001. This recommendation specifically states:

“that Community Services Department report to the Planning and Operations committee within one year on the development of a set of indicators to monitor land use conflicts and development trends. (Recommendation 2.6 Indicators to monitor land use conflicts)”

### Enhanced Model of Citizen Participation and Consultation in Civic Development Issues

On February 25, 2002, an enquiry was made at City Council:

“that the Local Area Planning Process be expanded to include other neighbourhoods in the city.”

The Community Services Department’s response to the enquiry was a preparation of a ‘Citizen Participation and Consultation Model Discussion Paper’. The paper stated that not all neighbourhoods in Saskatoon require LAPs as they should be conducted as ‘special studies’ in neighbourhoods where significant social, economic, and land use issues exist. However, the discussion paper concluded that all neighbourhoods should be provided with the opportunity to involve themselves in those issues, planning or otherwise, which most directly affects their quality of life; through education, and by creating a consistent approach to engage the public in civic matters.

The discussion paper addresses the need to develop a city-wide program for effective citizen participation and involvement in planning issues in order to allow the opportunities and benefits provided by LAPs to be extended to all neighbourhoods in Saskatoon. On January 7, 2003, City Council approved the ‘Enhanced Model of Citizen Participation and Consultation in Civic Development Issues’. The model consists of:

- 1) continue creating and implementing Local Area Plans;
- 2) creating a city-wide community engagement process (launched by the Community Development Branch in September 2006);
- 3) providing a planning education program that fosters an environment for citizens to have a better understanding of the city planning and development process (Planning Education Program); and
- 4) annually “monitor critical stress factors” in each neighbourhood (suggested statistics include: population change, average family income, employment levels, owner-occupancy, reported incidents of crime, population on social assistance, etc.).

#### Planning Education Program

As not all neighbourhoods require a LAP, it is anticipated that neighbourhoods with planning issues can deal with their issues by using the resources provided through the Planning Education Program. The Planning Education Program is for community association volunteers, as well as members of the public, that are interested in developing skills and knowledge in city planning and development so that they may meaningfully and effectively participate in the planning process.

The City Planning Branch launched the Planning Education Program in March 2007. The Planning Education Program consists of ‘A Guide to City Planning and Development in Saskatoon’ and free workshops. Two workshops will be offered in 2007.

Neighbourhoods that need to address immediate planning and development issues are encouraged to speak to their Community Association and City Councillor, or contact the Community Services Department for assistance.

## **REPORT**

### **Local Area Plan Indicators Project**

The need to “monitor critical stress factors” came about for a variety of reasons. It was identified that a method for monitoring all neighbourhoods in Saskatoon is required in order to determine which neighbourhoods were experiencing “significant socio-economic challenges and/or land use issues”. The Administration wanted to ensure that serious neighbourhood issues were detected before they reach a crisis point, and that a monitoring system would aid this process. In addition, the Administration wanted to know if the Local Area Planning Program is making a difference, and if there is a potential to expand the program to include other communities outside the 12 areas that have been identified.

In response to the direction from City Council to annually “monitor critical stress factors” in each neighbourhood, the City Planning Branch has developed a ‘LAP Indicators Project’. The proposed indicators in the project are based on the Development Plan policy on LAPs, the available data sources, and the indicators that LAP communities want monitored. The indicators are predominately based on safety, development, and infrastructure, and for the most part, do not include human and health data. The indicators that have been used include crime, housing, employment/income, infrastructure, land use, population change, and traffic (See Attachment 1 – Indicator Definitions, Page 1).

The indicators are ranked for each neighbourhood, and then an overall index has been created to explore which neighbourhoods require further examination to determine if they require a LAP. Neighbourhoods that are considered non-residential or mixed use (suburban centers) are not included in the index and will be dealt with separately. For the purpose of this report, neighbourhoods have been grouped into categories based on their index ranking - representing High, Medium or Low LAP Priority (See Attachment 1 – Preliminary Mapped Results, Page 5).

The preliminary results indicate that most of the residential neighbourhoods that have completed a LAP or have one scheduled, fall within the High LAP Priority category. One neighbourhood with a completed LAP, King George (2001), currently falls within the Medium LAP Priority category. West Industrial (2004) and Airport Business Area (2002) are considered non-residential and are not included in this analysis. The following table lists preliminary results of the High LAP Priority neighbourhoods.

	<b>High LAP Priority</b>	
<b>Completed LAPs</b>	<ul style="list-style-type: none"> <li>▪ Nutana (2001)</li> <li>▪ Caswell Hill (2001)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Sutherland (1999)</li> <li>▪ Warehouse District (2002)</li> <li>▪ Pleasant Hill (2002)</li> </ul>
<b>In Progress &amp; Planned LAPs</b>	<ul style="list-style-type: none"> <li>▪ Riversdale (2007)</li> <li>▪ City Park (2008)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Westmount</li> <li>▪ Varsity View</li> </ul>
<b>Non - LAP Neighbourhoods</b>	<ul style="list-style-type: none"> <li>▪ Kelsey-Woodlawn</li> <li>▪ Mayfair</li> <li>▪ Meadow Green</li> <li>▪ Central Business District</li> <li>▪ Greystone Heights</li> </ul>	<ul style="list-style-type: none"> <li>▪ Mount Royal</li> <li>▪ Exhibition</li> <li>▪ Brevoort Park</li> <li>▪ College Park</li> </ul>

The 'LAP Indicators Project' is still in the development phase; therefore the results of the index may change. In a few instances, for example, indicators were challenging to develop, as neighbourhood data was either not available or methodologically sound. Annual fluctuations and temporal/time-gap differences between data sources also needed to be reviewed before applying the results in the Local Area Planning Program and in related policy development. The City Planning Branch will address these issues over the next few years.

#### Councillor D. Hill Enquiry

Councillor Hill made the following enquiry at the meeting of City Council held on November 20, 2006:

“Recognizing that the:

- 1) Riversdale Local Area Plan (LAP) is currently being drafted;
- 2) City Park Local Area Plan (LAP) is scheduled to hold its third meeting; and
- 3) that the two future Plans remaining are Westmount and Varsity View.

Would the Administration please report on:

- 1) the possibility of extending the LAP Process to include Kelsey Woodlawn, Mayfair, and North Park – either in the entire LAP format or some variation of; and
- 2) neighbourhoods that may require the LAP Process in the next ten years?”

In response to Councillor Hill's enquiry, based on the proposed LAP indicators, Kelsey-Woodlawn and Mayfair currently fall within the High LAP Priority category, and if they consistently rank high they may require further study to determine if they require a LAP. North Park currently falls within the Medium LAP Priority category. The neighbourhoods that may require a LAP in the next ten years are those that are listed as High LAP Priority neighbourhoods.

**PUBLIC NOTICE**

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

**ATTACHMENT**

1. Local Area Plan Indicators Project – Indicator Description and Preliminary Results Map (March 2007).

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Dated: “May 28, 2007”

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City Manager  
Dated: “May 29, 2007”

**Local Area Plan Indicators Project  
Indicator Descriptions and Preliminary Results Map**

Prepared by the  
Planning Research and Information Resource Centre  
March 2007

# Local Area Plan Indicators Project

## Indicator Definitions

### Employment and Income

- Participation Rate
- Median Household Income

Employment and income indicators can point to economic and neighbourhood investment. Caution must be taken when interpreting the participation rate as residents who chose not to work, are retired or are still in school, for example, can lower the participate rate for an area. (*Data source: 2001 Census*).

### Housing

- Home ownership (percent)
- Number of failed inspections
- Average year built

Housing indicators provide a picture of general neighbourhood housing issues and conditions. Homeownership and housing is a fundamental quality of life factor and is also an indicator of other conditions such as, the economy, employment, investment and neighbourhood stability. The number of failed inspections can vary depending on the type of inspection performed. Different types of inspections can include re-inspections and inspections driven by Health & Safety Hotline complaints. The total number of failures across all types of inspections was chosen for this indicator. Looking at the average age of housing in a neighbourhood can also act as proxy for general neighbourhood structural conditions (*Data source: 2001 Census, City of Saskatoon Housing Information System*).

### Infrastructure

- Average age of sidewalks
- Average age of curbs
- Average age of water mains

The average age of neighbourhood infrastructure aligns with the goals of the LAP program which focuses on neighbourhood safety, development and infrastructure. Infrastructure is also a fundamental service that depreciates over time and can affect neighbourhood quality of life and attractiveness to future homebuyers. (*Data source: Infrastructure Services*).

# Local Area Plan Indicators Project

## Indicator Definitions

### Land Use

- Land use mix-intensity index
- Residents per park acre
- Investment (dollar value of building permits)

The land use mix intensity index measures the potential for land use conflicts or issues. This index is a measure of the compatibility of the mix of land uses within the neighbourhood. This measure is consistent with the Development Plan Policy on LAP's and may be used to monitor land use conflicts and development trends. Park space is also mentioned as an important neighbourhood amenity by LAP stakeholders and is a measure of how much total park space is available per person. The total value of building permits issued in a neighbourhood is also one measure of neighbourhood investment or economic activity. *(Data source: custom calculation, City of Saskatoon Neighbourhood Profiles publication, City of Saskatoon Housing Information System).*

### Population Change

- Population change (percent)

Population change (whether increasing or decreasing) is one measure of a neighbourhood's changing demographics and can help project future demand for civic services. Strong population growth can indicate neighbourhood expansion due to construction or a return to a neighbourhood due to favourable conditions. Declines and stagnant growth may also highlight disparity, as those who can choose and afford to leave a neighbourhood do so. *(Data source: 1996 and 2001 Census).*

### Safety

- Crime incidents per 100,000 people

The overall crime incident rate was chosen as a safety indicator. Basing the safety indicator on rates for specific offenses requires judgment on which incidents are more important than others. Since safety and crime issues can vary from neighbourhood to neighbourhood, all crime incidents were assessed equally. Traffic is also another safety issue and is included in the following Traffic indicator below. *(Data source: Saskatoon Police Services)*

# Local Area Plan Indicators Project

## Indicator Definitions

### Traffic

Overall, developing an indicator to measure traffic issues in a neighbourhood is very challenging. Based on neighbourhood data availability, the following two variables were used to create a traffic indicator, however, they contain important limitations:

- Average daily traffic volume:

Average daily traffic volume in the City is measured by counters at specific intersections. This data, however, is only current as of the last counter date (traffic volume data is not collected annually at each counter) and some neighbourhoods have more traffic counters than others.

- Damage Over \$1000 incidents and Non-fatal Injuries incidents:

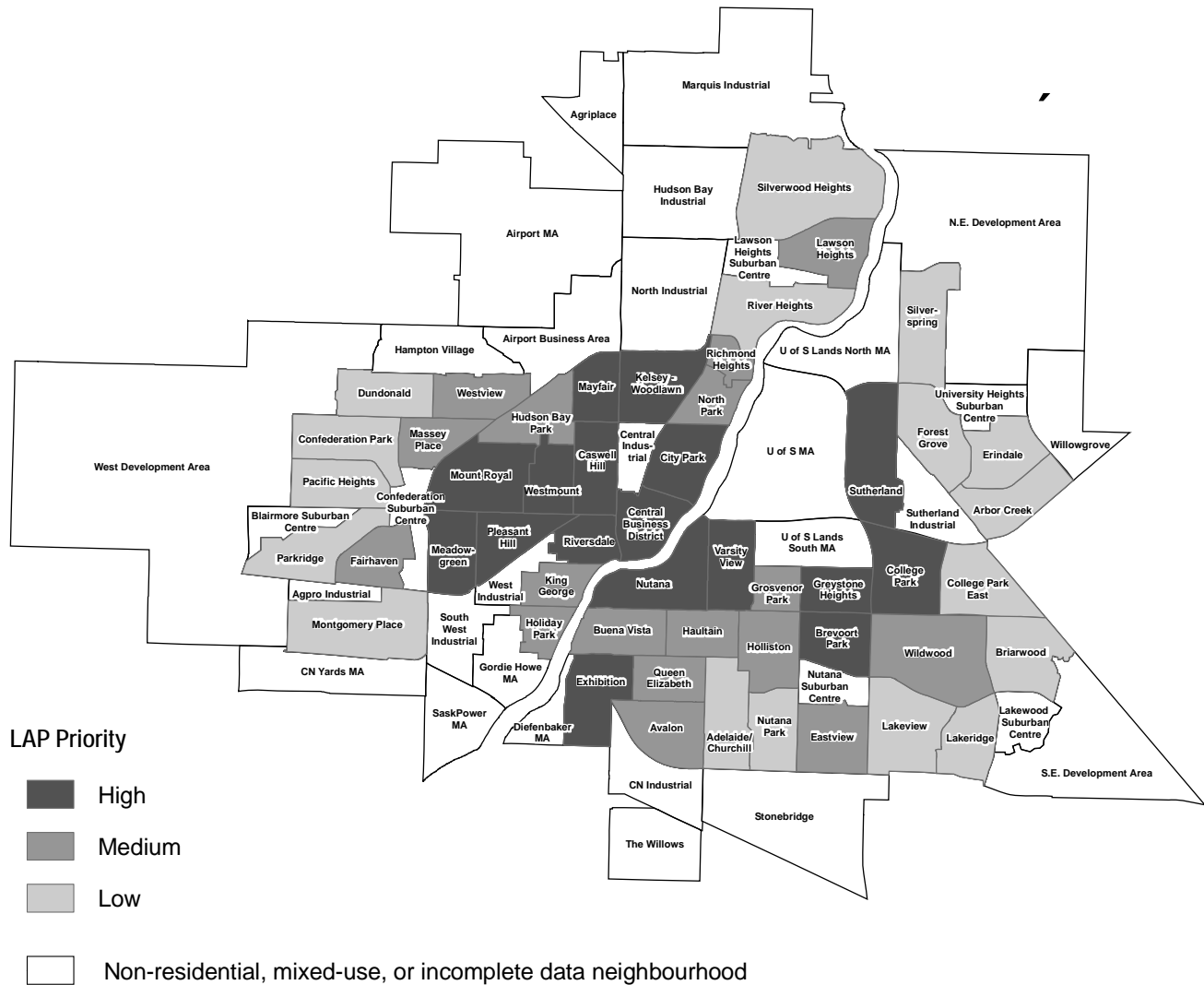
Damage Over \$1000 is an incident code use by Saskatoon Police Services to record a vehicle collision that incurs any significant damage. This number should be expressed as a rate per million entering vehicles, but several issues currently prevent this rate from being calculated confidently.

Based on the limitations of these two variables, significant additional resources are required to develop a robust traffic indicator.

# Local Area Plan Indicators Project

## Preliminary Mapped Results

### LAP Priority Neighbourhoods Preliminary Results



#### Completed LAP's

Airport Industrial  
 Caswell Hill  
 Downtown Warehouse Dist.  
 King George

Nutana  
 Pleasant Hill  
 West Industrial  
 Sutherland

#### In Progress LAP's

City Park  
 Riversdale

#### Planned LAP's

Varsity View  
 Westmount

