



**PUBLIC AGENDA  
GOVERNANCE AND PRIORITIES  
COMMITTEE**

**Monday, March 14, 2016, 12:00 p.m.  
Council Chamber, City Hall**

**Pages**

**1. CALL TO ORDER**

**2. CONFIRMATION OF AGENDA**

**Recommendation**

That the agenda be approved as presented.

**3. DECLARATION OF CONFLICT OF INTEREST**

**4. ADOPTION OF MINUTES**

**Recommendation**

That the minutes of the public meeting of the Governance and Priorities Committee held on February 22, 2016 be approved.

**5. UNFINISHED BUSINESS**

**6. COMMUNICATIONS (requiring the direction of the Committee)**

**6.1 Delegated Authority Matters**

**6.2 Matters Requiring Direction**

**6.3 Requests to Speak (new matters)**

## 7. REPORTS FROM ADMINISTRATION

### 7.1 Delegated Authority Matters

#### 7.1.1 2017 Business Plan and Budget Process [File No. CK. 4110-2 x 1700-1 x 430-72]

##### 7.1.1.1 Financing Growth - Hemson Study Update [File No. CK. 4110-2]

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#### Recommendation

That the information be received.

#### 7.1.2 GROWTH PLAN SUMMIT

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This item will commence at 2:00 p.m.

Attached are copies of the following:

- Detailed Growth Plan Summit agenda; and
- Notice which appeared in the local press on February 26 and 27, 2016.

#### Recommendation

That the following reports be received at information.

##### 7.1.2.1 Growth Plan Summit: The Growth Plan to Half a Million [File No. CK. 4110-2 and PL. 4110-12-7]

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Growth Plan Technical Report: Introduction (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit> )
  - Attachment 2: Draft Recommendations to Governance and Priorities Committee and City Council Regarding the Growth Plan to Half a Million; and
  - Attachment 3: Approval and Process Overview

**7.1.2.2 Growth Plan Summit: Transportation Network Priorities [File No. CK. 4110-2, x CK. 6330-1 and PL. 4110-12-7]**

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Conceptual Road Network;
  - Attachment 2: Schedule of Roadway Network Investments;
  - Attachment 3: Road Network – Ten-Year Priorities;
  - Attachment 4: Growth Plan Technical Report: Core Bridges (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit>); and
  - Attachment 5: Core Bridge Strategy

**7.1.2.3 Growth Plan Summit: Corridor and Strategic Infill Growth [File No. CK. 4110-2, x CK. 4350-63 and PL. 4110-12-7]**

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Employment Areas Study Summary;
  - Attachment 2: Growth Plan Technical Report: Corridor Growth (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit>);
  - Attachment 3: Strategic Infill Trends and Development Conditions; and
  - Attachment 4: Corridor Growth Water and Sewer Assessment Summary

**7.1.2.4 Growth Plan Summit: Transit Planning Concepts [File No. CK. 4110-2, x CK. 7300-1 and PL. 4110-12-7]**

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Report of the General Manager, Community Services Department, dated March 14, 2016.

**7.1.2.5 Growth Plan Summit: Long-Term Transit Plan [File No. CK. 4110-2, x CK. 7300-1 and PL. 4110-12-7]**

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Growth Plan Technical Report: Transit (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit> ); and
  - Attachment 2: Long-Term Transit Plan Financial Summary

**7.1.2.6 Growth Plan Summit: Active Transportation Plan Update [File No. CK. 4110-2. x CK. 6330-1, and PL. 4110-12-7]**

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Active Transportation Plan Executive Summary (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit>).

**7.1.2.7 Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results [File No. CK. 4110-2 and PL. 4110-12-7]**

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Attached are copies of the following:

- Report of the General Manager, Community Services Department, dated March 14, 2016;
  - Attachment 1: Goals for the Growing Forward! Shaping Saskatoon Engagement and Communications Process
  - Attachment 2: Summary of the Growing Forward! Shaping Saskatoon Engagement Themes and Results
  - Attachment 3: Fall 2015 Growth Plan Engagement Summary Report #5 (See website: <https://www.saskatoon.ca/city-hall/city-council-boards-committees/boards-committees/minutes-and-agendas/growth-plan-summit> ).

The Public Comment session will commence at 7:00 p.m.

Submitting Comments:

- Alex Fallon, SREDA, dated February 8, 2016;
- Dr. Michael Schwandt, Saskatoon Health Region;
- Tara Reibin, Wanuskewin Heritage Park, and Dr. Ernie Walker, University of Saskatchewan; and
- Doris Larson.

Requesting to Speak:

- President Peter Stoicheff, University of Saskatchewan;
- Alex Fallon, SREDA;
- Greg Fowler, University of Saskatchewan;
- Kent Smith-Windsor, Greater Saskatoon Chamber of Commerce;
- Carl Kuhnke, University of Saskatchewan;
- Lee Smith, Saskatoon Cycles;
- Chris Guerette, Saskatoon and Region Home Builder's Association;
- Keith Moen, North Saskatoon Business Association;
- Dr. Michael Schwandt, Saskatoon Health Region; and
- Tara Reibin, Wanuskewin Heritage Park, and Dr. Ernie Walker, University of Saskatchewan.

Open Public Comments

**Recommendation**

That the speakers be heard.

**7.2 Matters Requiring Direction**

**8. LEGISLATIVE REPORTS**

**8.1 Delegated Authority Matters**

**8.2 Matters Requiring Direction**

**9. URGENT BUSINESS**

**10. MOTIONS (Notice Previously Given)**

**11. GIVING NOTICE**

**12. IN CAMERA AGENDA ITEMS**

**12.1 Reports from Administration**

**12.1.1 Labour/Personnel/Negotiations Matters**

*[In Camera - Labour/Personnel/Negotiations]*

**12.2 Verbal Updates**

**12.2.1 Council Members**

**12.2.1.1 His Worship the Mayor**

**12.2.1.2 FCM/SUMA**

**12.2.1.3 Boards and Commissions**

**12.2.2 Administration**

**12.2.2.1 City Manager**

*[Sections 13, 14(1), 15(1), 16(1), 17(1), 18(1), 19, 20, and 21 - LAFOIPP]*

**13. ADJOURNMENT**

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## Financing Growth – Hemson Study Update

### Recommendation

That the information be received.

### Topic and Purpose

The purpose of this report is to provide an update on the Administration's work to address the four key issues raised in the Hemson Report on Financing Growth.

### Report Highlights

1. The Hemson Report on Financing Growth identified key issues categorized under five major topics:
  - appropriate scope and levels of development levies;
  - encouragement of infill and redevelopment;
  - exploration of alternate financing tools;
  - investigation of opportunities to increase non-tax revenues; and
  - growth of non-residential property assessment.
2. The Administration has been reviewing and working on addressing these issues and plans to bring forward a series of discussion papers for City Council's consideration.

### Strategic Goal

This report supports the Strategic Goal of Sustainable Growth by understanding the components of growth, their economic impact on the city, and its relationship to different growth models.

### Background

At its meeting on April 20, 2015, the former Executive Committee received and discussed a report presented by Hemson Consulting Ltd. The report, Financing Growth Study, was initiated by City Council in order to:

- provide information to help the City of Saskatoon (City) understand the current and future costs of infrastructure and civic services required to support future population growth;
- determine the financial impact of growth;
- provide a general commentary of the costs/benefits of different types of development; and
- provide a communication tool designed to help the general public understand the relationship between property taxes and the costs of growth.

The Hemson Report studied the City’s policies and funding strategies to help answer the questions in the community about how growth is funded and whether or not growth pays for growth. The report concluded that the answer is “partly” for the following reasons:

- Growth will not fully pay for growth provided there are costs excluded from development levies and given that the City alone typically front ends major infrastructure costs (e.g. major trunk systems).
- Self-generated non-tax revenues are not keeping pace with costs and are growing at a decreasing rate.
- Residential taxable assessment is growing faster than non-residential assessment resulting in the residential sector funding a greater share of costs (shifting ratio of residential/non-residential).
- Population is increasing at a faster rate than household formation wherein the costs have increased faster than assessment growth. Results in assessment growth per capita are declining and less revenue per capita to pay for services.
- Intensification of existing areas (minor and major infill) needs to be considered since it has the potential to achieve cost savings (both capital and operating) and also has the tendency to have higher assessment than neighbouring properties.

The Executive Committee resolved that the Administration report back on the implementation of the findings of the Hemson Report.

### **Report**

Based on the Hemson Report findings, the Administration has started work to address these issues with the objective of identifying and implementing changes in the following four key areas:

- ensuring development levies are appropriate for financing the key infrastructure and services required to support population growth, either within the current legislative framework or through an expansion of the scope of the legislative framework;
- ensuring infill and redevelopment is supported and promoted to make efficient and effective use of existing infrastructure;
- investigating alternate financing tools and increasing non-tax revenue sources; and
- investigating ways to increase non-residential taxable assessment.

To address each of these four areas, the Administration will present a series of discussion papers to the Governance and Priorities Committee. Attachment 1 outlines some of the key points under each of the headings that will be presented for discussion and potential solutions or initiatives for consideration. This list attempts to provide some advance notice of the key points for future consideration.

### **Communication Plan**

To ensure that residents and stakeholders are aware of the City moving toward implementing the findings of the Hemson Report, the resultant series of discussion papers will be supported by communications which may include a news release, upload of easy-to-find overview information on the City's website (saskatoon.ca) under the Financing Growth section of *Growing Forward! Shaping Saskatoon*, updating the Frequently Asked Questions about Growth in Saskatoon as required, and social media. The individual discussion papers will be presented with a cohesive look to form a series of supporting documents around Hemson's Financing Growth Study, April 2015.

Communications to support and provide further information around the question "does growth pay for growth?" will include creating ongoing awareness through social media for the existing educational video series on the City's website:

- How Your City Budget Works
- How Municipal Tax Differs from Federal & Provincial Tax
- What Contributes to Property Tax Increases

Development of a website short link (saskatoon.ca/hemsongrowth) will also ensure information related to Hemson's Financing Growth Study is easy to find and reference.

### **Due Date for Follow-up and/or Project Completion**

Each of the four discussion papers will be brought forward to the Governance and Priorities Committee throughout 2016.

### **Public Notice**

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

### **Attachment**

1. Outline of Key Discussion Topics from Hemson Report

### **Report Approval**

Written by: Kerry Tarasoff, CFO/General Manager, Asset & Financial Management Department

Reviewed by: Mike Jordan, Director of Government Relations  
Jeff Jorgenson, General Manager, Transportation & Utilities Department  
Alan Wallace, Director of Planning  
Randy Grauer, General Manager, Community Services Department  
Patricia Warwick, City Solicitor

Approved by: Murray Totland, City Manager

## Outline of Key Discussion Topics from Hemson Report

### Development Levies

Development levies are collected for local and offsite services required to service new development. These fees are administered through annual Prepaid Service Rates (direct and offsite). The levy is currently charged on a lot-front meter basis for residential lots that have an area less than 1,000 square meters and commercial developments that are greater than 1,000 square meters. Industrial lots are also charged on front-meter basis. Developments outside of these parameters are charged on an area basis.

These levies are collected on a city-wide basis and are not differentiated on a geographical area and are also not charged on infill development or redevelopments, except where a subdivision is required.

The Hemson Report identified that there are opportunities to increase the scope of the levies, review the scale of the levies on how they are applied, and that there needs to be clarity of the levies as to how they are calculated and allocated.

The Hemson Report noted that there are some development levies that the City is legislatively eligible to collect for but does not (increase scope of the levies). These are:

- water and wastewater treatment plants and expansions;
- bridge infrastructure (e.g., North Commuter Parkway); and
- major recreation facilities (e.g., aquatic centres and arenas).

### For Further Discussion

1. Consideration of charging levies that are allowed under current legislation but not included as part of the City's development levies. For example, an amount for water and wastewater plant capacity, leisure centres and ice arenas (increase in the scope of the levies).
2. Community Services consideration of funding leisure centres through the parks and recreation levy (increased scope of the levy).
3. The unit structure of the development levy should consider using building area instead of frontage (scale of the levies).
4. Need to provide the details of the calculation of the development levy (clarity of the levies).
5. Consider advocating to the province for increased scope of development levies (scope of the levies).

## **Infill and Redevelopment**

The Hemson Report included a high-level analysis of costs associated with different types of growth. As Saskatoon grows, different types of development impact costs in different ways.

- Minor Infill Projects: These are small developments within existing neighbourhoods taking the form of one, two, semi-detached and multi-unit developments. They typically use existing capacity in municipal services and infrastructure. These projects generally have minimal impact on the City's operating and capital costs. Tax revenues on new infill construction tend to be as high as or higher than neighbouring houses.
- Major (Strategic) Infill Projects: Larger developments on vacant or redevelopment lands within existing areas can have positive impacts if they utilize unused capacity in existing services and infrastructure. For example, major infill projects can improve transit efficiency when built around existing routes. For example, College Quarter is being designed to take full advantage of a potential BRT system on Preston Avenue and College Drive with transit oriented development. Tax revenues on new infill construction tend to be as high as or higher than comparable existing houses.
- Greenfield Development: New subdivisions built on vacant land require new local infrastructure and also use capacity of city-wide infrastructure. Most of this new infrastructure is funded by development levies. Operating costs are in line with similar existing houses. There are few opportunities for cost savings in greenfield development, but tax revenues per household tend to be above average. Increased density has benefits, but are restricted to those services which are reliant on "linear infrastructure" (roads, water/sewer, etc.). Services which are "people driven" are largely unaffected by changes in density (recreation centres, daycares, libraries, etc.). Efficiencies gained by higher densities are relatively small in relation to the overall requirements for new people-driven services.
- Non-Residential Development: Over time, office, retail, industrial and institutional development tends to increase in line with residential growth. Non-residential development is distributed throughout the city. The infrastructure needs and cost of providing services to non-residential development is generally less than for residential development. It has been noted by Hemson that, since 2009, the proportion of taxable assessment has fallen from 30.2% to 29.0%. This means that the residential sector within Saskatoon has had to pick up a larger share of the overall taxable assessment.

### For Further Discussion

1. Major infill projects where existing infrastructure capacity is insufficient, the cost of new infrastructure is very high.
2. Only a part of the non-residential development that results from population and employment growth is likely to be located in greenfield developments and the financial impacts do not capture the overall effect on the City's finances.

3. A redevelopment levy could be established based on the increased demand for new servicing caused by redevelopment, in particular key corridors and strategic infill areas.
4. Consideration of tax incremental funding (TIF) for revitalization of brownfield sites.
5. Value capture fees should be considered for properties that benefit from investments made to public infrastructure and changes in land use regulation.

## **Alternate Funding Tools and Self-Generated Revenue**

As identified in the Hemson Report, property taxes are becoming a larger share of the City's total revenue base. Non-tax revenues are not keeping pace with rate of growth and therefore a greater share of city expenditures have to be raised through property taxes.

### For Further Discussion

#### 1. Funding Growth-Related Infrastructure:

The Hemson Report discusses some options to consider for funding growth-related infrastructure. These include:

- continued use of property taxes;
- continued use of utility revenues (ROI);
- installment based development levies;
- up-front development levies;
- density borrowing;
- value capture fees;
- tax incremental funding (TIFs);
- land transfer taxes;
- greater use of Public-Private Partnerships;
- front-end financing agreements with developers;
- reviewing user pay opportunities rather than using general taxation to pay for services; and
- advocating for broader taxing powers.

#### 2. Share of Existing Taxes:

Existing taxes include income taxes, gaming taxes, resource revenue, fuel tax, and alcohol and tobacco tax. The City currently receives a share of provincial tax revenues through the Municipal Revenue Sharing Program.

#### 3. Vehicle-Specific Selective Taxes (User Pay Tax):

This can be ear-marked for transportation infrastructure/maintenance and can include:

- local fuel tax;
- local car rental tax; and
- local tax on parking (both private and public).

#### 4. Visitor-Specific Selective Sales Tax:

The City plays a role as a hub for a larger metropolitan area and a regional centre for commerce and tourism. Funds can be targeted towards tourism-related capital and can have a sunset clause, if appropriate. They can also be used to offset the costs of policing or public safety. Examples include:

- food and beverages taxes; and
- gambling tax.

5. **Special Purpose Local Option Sales Tax (Penny Tax):**  
This is a broad-based general retail sales tax levied at the local level and dedicated for a specific purpose (e.g., proceeds go to fund/finance a recreation centre). This tax is adopted through plebiscite and “sunsets” once the required funding has been achieved.
6. **Special Assessments (Local Improvement):**  
A special assessment is a specific charge added to the existing property tax to pay for improved capital facilities that border them.
7. **Self-Generated Revenue:**  
The City is fortunate to have a land development business unit (Saskatoon Land) that provides dividends to fund a variety of initiatives such as the Pleasant Hill Neighbourhood Revitalization project, Mayfair Pool, affordable housing incentives, designated land purchases, and operating budget contributions. In total, about \$124 million in neighbourhood land development fund surpluses have been distributed to date.

The Hemson Report notes that only a small share of the surpluses has been allocated to growth-related infrastructure. However, the distribution of future surpluses are planned to be based on a guideline of 10% to future land development acquisitions, 65% to growth-related infrastructure, and 25% for general capital expenditures.

The City also has a number of utilities including Saskatoon Light & Power (SL&P) and Saskatoon Water. SL&P contributes a Return on Investment (ROI) to the City’s general fund and, for the first time, the 2016 budget included an ROI added from the Saskatoon Water utility. These utilities are a key source of self-generated revenues for the City and this form of revenue will be reviewed as part of the discussion paper.

The Administration is reviewing the Hemson Report recommendations under this section and will be presenting a series of discussion papers and options for City Council to consider.

## **Property Taxes and Non-Residential Property Assessment**

Property taxes fill the gap for growth-related infrastructure that is not covered through development levies, grants, or land development surpluses. These projects include Fire Halls, Police Headquarters, Transit, Solid Waste, Public Works, Libraries, and General Administration. In addition, property taxes help fund the maintenance, rehabilitation and replacement of existing infrastructure for these services.

The cost of growth by providing new infrastructure and services to meet new growth in population cannot be covered strictly by incremental taxes from new assessment. For example, the cost of new city-wide infrastructure such as river crossings, fire halls, recreation centres, art galleries, libraries, convention centres and arenas, to mention a few, need to be planned for and funded on a city-wide basis. The cost of these amenities is over and above the development fees charged and collected from new land development, as many of these are not possible under the current provincial legislation. Long-term financial planning is required for these future costs through flexible but dedicated funding plans that leverage funds from other levels of government and external partners, but also require mill rate funds. These funding plans rely on operating budget contributions that place pressure on the property tax.

While Saskatoon has been growing, both in terms of housing and the economy in general, growth in the economy does not automatically translate into increased municipal revenues. Municipal taxes are based on assessed properties. An increase in the number of assessed properties results in increased tax revenues. However, increases in assessed values through the current four-year revaluation cycle do not translate into increased tax revenues, as City Council has a policy to maintain revenue neutrality caused by the revaluation. While nearly all Canadian municipalities maintain revenue neutrality, it is only those that have a shorter revaluation cycle that could stray from this policy, thereby minimizing large swings in assessed values.

### For Further Discussion

1. Non-residential property assessment, while growing, is not keeping pace with the increases in residential assessment, which means the mix of assessment is shifting from a higher revenue-generating assessment type (commercial and industrial) to a lower one (residential). This raises the question as to why more people are moving to and living in Saskatoon but yet the commercial growth in assessment is not keeping pace. Why are people moving to the city and what industries are employing these people?
2. Contributing to the tax ratio of more commercial to residential taxes is the City's tax policy to shift commercial and industrial taxes so that the ratio of commercial municipal taxes to residential is 1.75. While this does not increase the overall tax revenue, it does place more of the tax burden on the residential property owners. Having said this, the question remains - does this shift contribute to a favourable business environment to attract businesses to the city and therefore an increase in the commercial assessment base? If the answer is yes, could this ratio be decreased further? If the answer is no, does it make sense to stop shifting taxes?

## Growth Plan Summit Agenda

Monday, March 14, 2016

Governance and Priorities Committee – Special Agenda

2:00 to 11:00 pm

Time	Growth Plan Summit Agenda	Representative
1:00 – 2:00	<b>Regular Committee Agenda</b>	
20 minutes	<b>Report:</b> Growth Plan Summit: The Growth Plan to Half a Million  <b>Presentation: Overall Context for the Growth Plan</b>	Murray Totland
40 minutes	<b>Report:</b> Growth Plan Summit: Transportation Network Priorities  <b>Presentation: Transportation Network Priorities</b> Question and Answer	Angela Gardiner
15 minutes	<b>Break</b>	
40 minutes	<b>Report:</b> Growth Plan Summit: Corridor and Strategic Infill Growth  <b>Presentation: Corridor and Strategic Infill Growth</b> Question and Answer	Lesley Anderson
60 minutes	<b>Report:</b> Growth Plan Summit: Transit Planning Principles  <b>Presentation: Jarrett Walker – Transit Planning Principles</b> Question and Answer	Jarrett Walker
40 minutes	<b>Report:</b> Growth Plan Summit: Long-term Transit Plan  <b>Presentation: The Long-term Transit Plan</b> Question and Answer	Jim McDonald
10 minutes	<b>Report:</b> Growth Plan Summit: Active Transportation Plan Update  <b>Presentation: Active Transportation Plan</b> Question and Answer	Alan Wallace
60 minutes	<b>Supper Break</b>	
15 minutes	<b>Report:</b> Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results  <b>Presentation: Summary of Discussion</b>	Alan Wallace
	<b>Public Comment – 7pm start time</b>	

BRIDGES, FRIDAY, FEBRUARY 26, 2016 and  
THE STARPHOENIX, SATURDAY, FEBRUARY 27, 2016

**PUBLIC NOTICE**  
**NON-STATUTORY PUBLIC HEARING**

**Growth Plan Summit**  
**Governance and Priorities Committee Meeting**  
**City Council Chambers**  
**Monday, March 14, 2016**

In advance of requesting a final decision on the *Growth Plan to Half a Million (Growth Plan)*, City Administration will be presenting the key directions of the plan at a public Growth Plan Summit (Summit) event as part of City Council's Governance and Priorities Committee meeting on Monday, March 14, 2016.

Presentations will be made on each of the integrated components of the *Growth Plan*, including future transportation network priorities and river crossing capacity; the proposed Active Transportation Plan; Corridor and Strategic Growth; and, the Long-term Transit Plan.

Along with presentations from the Administration, the Summit will also include a presentation by Mr. Jarrett Walker, author of the book *Human Transit*, regarding transit planning principles and the recommendations for Saskatoon Transit included in the *Growth Plan*.

**AGENDA (all times approximate)**

2:00 - 2:20 p.m.	Overall Context for the Growth Plan
2:20 - 3:00 p.m.	Transportation Presentation
3:00 - 3:15 p.m.	Break
3:15 - 3:55 p.m.	Corridor and Strategic Growth Presentation
3:55 - 5:35 p.m.	Transit Presentation - including Jarret Walker, author of the book <i>Human Transit</i>
5:35 - 5:45 p.m.	Active Transportation Plan Update Presentation
5:45 - 6:45 p.m.	Break
6:45 - 7:00 p.m.	Summary of Discussion
7:00 - 11:00 p.m.	Requests to Speak (via City's website) Open Public Comment (without prior request) Each speaker will have 5 minutes to address Committee.

The Summit will be broadcast live on the City's website at [saskatoon.ca/watchcouncil](http://saskatoon.ca/watchcouncil).

**Information** – Information on the Growth Plan can be found on the project website at [growingfwd.ca](http://growingfwd.ca). Questions regarding the proposed *Growth Plan* may be directed to the following without charge:  
Community Services Department, Planning and Development  
Phone: 306-975-2650 (Lesley Anderson)

**Public Hearing** – Committee will hear all submissions on the proposed Growth Plan, and all persons who are present at the Governance and Priorities Committee meeting and wish to speak on **Monday, March 14, 2016, in City Council Chamber, City Hall, Saskatoon, Saskatchewan.**

Written requests to speak may be submitted in advance via the City's website at [saskatoon.ca/writetocouncil](http://saskatoon.ca/writetocouncil) or forwarded to:

His Worship the Mayor and Members of City Council  
c/o City Clerk's Office, City Hall  
222 Third Avenue North, Saskatoon, SK S7K 0J5.

All submissions received by the City Clerk by **8:00 a.m. on Monday, March 14, 2016**, will be forwarded to Governance and Priorities Committee. Written requests to speak will be accommodated first, followed by those in attendance who wish to speak.

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## Growth Plan Summit: The Growth Plan to Half a Million

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an overview of the context for the development of the Growth Plan to Half a Million.

### Report Highlights

1. The Strategic Plan's goals for Moving Around and Sustainable Growth have informed the development of the Growth Plan to Half a Million (Growth Plan) from the beginning.
2. A growth plan that integrates land use and transportation will include new opportunities to help manage growth and allow for proactive choices to be made about future development, in order to meet the vision of the community.
3. Growth will occur with or without a plan. Proactively addressing the challenges of growth allows for prioritization and strategic investment to meet the goals of the community and the City of Saskatoon (City).
4. The Growth Plan will be brought to Governance and Priorities Committee and City Council in April 2016 for approval, in principle.

### Strategic Goals

The development of the Growth Plan supports the City's Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, and Moving Around.

The Growth Plan will also assist in meeting the Strategic Goal of Environmental Leadership by enhancing the range of sustainable choices for Moving Around and providing a new model for growth that more effectively utilizes infrastructure.

### Background

In 2009, the City Manager appointed a Future Growth Team to look at a funding strategy to meet the needs of growth of the city to 460,000 people. This internal team determined that the costs required for growth are "extremely significant." One of the conclusions of the team was that the City should consider "fundamental changes" in its approach to transit, transportation, and land use.

In 2011, the Saskatoon Speaks process concluded. The Community Vision reflected on the stated values of the community with respect to the environment, moving around, and quality of life, among others. The discussion raised questions, such as "Is the city growing in a way that meets the expectations of residents? Is the current plan sustainable? Does it reflect the community's values?"

## Growth Plan Summit: The Growth Plan to Half a Million

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Based on the outcomes of both the Future Growth Team and the public input received during the Saskatoon Speaks process, it became clear that even if funding was not an issue, the shape and characteristics of the future Saskatoon would not meet citizen expectations. This led to the adoption of the Integrated Growth Plan (IGP) by City Council at its March 26, 2012 meeting. The IGP included nine strategies related to land use and transportation, with the intent to guide the sustainable growth of Saskatoon to a population of 500,000, while meeting the vision and expectations of our citizens:

- i) Update the Basic Building Blocks of New Development - Integrated Communities;
- ii) Establish Infill Corridors;
- iii) Continue to Support Strategic Infill Areas;
- iv) Amend Policies and Develop Incentives to Support Sensitive Infill in Existing Areas;
- v) Develop a City-wide Land Use Plan for Employment Areas;
- vi) Establish a Rapid Mass Transit (RMT) Corridor;
- vii) Reinvent the Bus Transit System Based on the RMT Corridor;
- viii) New Roads and Bridges; and
- ix) Develop and Implement Funding Strategies.

During its February 6, 2012 meeting, City Council adopted the Strategic Plan 2012-2022 (Strategic Plan). Two of the seven strategic goals presented in the Strategic Plan, Moving Around and Sustainable Growth, were to be addressed directly through the development of an Integrated Growth Plan (IGP).

At its December 4, 2012 meeting, City Council approved Capital Budget Project No. 2547, which provided initial funding of \$993,000 to proceed with the IGP project. Existing funding from several related capital projects was also aligned to help fund this project.

During its February 11, 2013 meeting, City Council received a report as information, which presented a preliminary timeline and process for 2013 to 2015 and an overview of the seven major components that comprise the IGP project, listed below:

- i) Community Engagement and Communications Strategy;
- ii) Core Bridge;
- iii) Rapid Transit;
- iv) Nodes, Corridors, and Strategic Infill;
- v) Employment Areas;
- vi) Water, Wastewater, and Utilities Servicing Plan; and
- vii) Financing Growth.

The following scope of work was awarded to Urban Systems Ltd. in July 2013:

- i) Rapid Transit Business Case;
- ii) Core Area Bridge Strategy (i.e. within Circle Drive); and
- iii) Nodes, Corridors, and Infill Plan.

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The development of the Long-term Transit Plan was added to the above scope of work in January 2014.

A project brand for the IGP was created following the contract award. Growing Forward! Shaping Saskatoon was created as the slogan for the public engagement component of the process, and the outcome of the process would result in the creation of the Growth Plan to Half a Million.

The Growth Plan has incorporated other key corporate initiatives, which have been incorporated as “parallel” studies to the Growth Plan, including:

- i) The Employment Areas Study, which reviewed current and future employment needs to ensure that sufficient and suitable land is available to support a growing population;
- ii) The Conceptual Road Network, which identified roadway infrastructure required to accommodate future development and traffic flow requirements;
- iii) The Active Transportation Plan, which has focused on making it easier to move around Saskatoon without a car by improving how the transportation network accommodates non-motorized traffic;
- iv) The Financing Growth Study, which reviewed current and future costs of infrastructure and civic services to support growth; and
- v) Water and Sewer Assessments - Preliminary servicing capacity models have been developed to assess the impact of growth on the water and sewer systems along corridors and other potential growth areas. This information will help guide infrastructure investment planning to accommodate redevelopment and infill growth.

### **Report**

#### The Growth Plan has been Shaped by the Community Vision and the Strategic Plan

The Community Visioning process helped to describe common values, outline opportunities and challenges facing Saskatoon, and describe the community’s long-term vision for the city. Key elements of the vision informed the development of the Strategic Plan and the Strategic Goals for Moving Around and Sustainable Growth, as stated below:

Strategic Goal for Moving Around:

“Saskatoon is a city on the move.

Our investments in infrastructure and new modes of transportation have shifted attitudes about the best ways to get around.

Our transportation network includes an accessible and efficient transit system and a comprehensive network of bike routes. People still use cars, and also rely on options such as public transit, walking and cycling.

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Growth has brought new roads and bridges that improve connectivity for all travel modes. Improved streetscapes, interconnected streets and well-planned neighbourhoods encourage walking and cycling.

Attractive options to the car alleviate congestion and ensure people and goods can move around the city quickly and easily.”

Strategic Goal for Sustainable Growth:

“Saskatoon is known for smart, sustainable growth.

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

Downtown is built up and bustling. Main streets and community hubs are urban villages. New neighbourhoods are walkable and well-planned; older neighbourhoods have been renewed and revitalized.

Our City Centre is a vibrant hub for culture, commerce and civic life. And, getting to and from this thriving, creative space is easy, safe and enjoyable.”

These statements have informed the development of the Growth Plan since the beginning.

### Why do We Need a Growth Plan to Half a Million?

Saskatoon’s population is expected to double to half a million people over the next thirty to forty years; change in the city is inevitable. The Growth Plan is about making choices to proactively manage this change, and to create a city that is vibrant and attractive to current and future generations. Informed by the Strategic Plan, development of the Growth Plan has sought to integrate a wide range of plans and strategies affected by change and growth in Saskatoon.

The City has developed detailed plans for growth in a variety of forms. Sector plans for Holmwood, University Heights, and Blairmore provide a broad framework for future urban development. The City has identified and developed plans for strategic infill growth areas through the City Centre Plan and the North Downtown Master Plan, and the University has developed the Vision 2057 – University Land Use Plan. Neighbourhood Infill Design Guidelines have also been adopted, in order to more effectively guide small scale growth and development in established areas.

The City has developed a schedule of major transportation infrastructure projects to proactively plan improvements for the movement of people, goods, and services

## **Growth Plan Summit: The Growth Plan to Half a Million**

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throughout the city. An Active Transportation Plan has also been undertaken to encourage other forms of transportation. Finally, an Employment Areas Study has been investigating options to ensure the city has adequate employment lands to meet the needs of a growing city, while maintaining the downtown as the centre and heart of the community.

The Growth Plan integrates land use and transportation to bring all the various growth plans together into a cohesive 30-year plan to achieve the Strategic Plan's goals for Saskatoon. It has also led to the identification of new opportunities, such as Corridor Growth, that will add new components to our growth management approach. Refer to Attachment 1 for the introductory chapter to the Growth Plan Technical Report. The full report can be found on the City's website, under the Minutes and Agendas heading for the Governance and Priorities Committee.

### What's at Risk without the Growth Plan?

If there aren't better choices for moving around, traffic congestion and commuting times will continue to increase, and the city's environmental health and quality of life is likely to diminish as population increases. Citizens of Saskatoon have indicated that they want better choices to move around and live more sustainably.

Examples from other cities have demonstrated that rapid outward growth has had negative consequences, such as increase in infrastructure and servicing costs, increase in traffic congestion, and lack of investment in the core. Unbalanced growth could continue at the expense of infill opportunities, such as the Downtown, North Downtown, and University lands.

Future growth, with or without the Growth Plan, comes with significant costs. Prioritizing public investments in new infrastructure over time, to accommodate areas of redevelopment, as well as new development, means that costs can be anticipated and strategically phased, as the new plan is realized.

### Next Steps

The Growth Plan will be brought to the Governance and Priorities Committee and City Council for approval, in principle, in April 2016. Refer to Attachment 2 for the draft recommendations.

### **Public and/or Stakeholder Involvement**

The Growth Plan team consulted with the residents of Saskatoon since February 2014 to gather feedback and input on the long-term plan and implementation strategies. This process has been consistent with the International Association for Public Participation (IAP2) guidelines. Please refer to the companion report "Growth Plan Summit: Growth Plan Engagement Process and Results" for more details.

## **Growth Plan Summit: The Growth Plan to Half a Million**

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### **Communication Plan**

No communication plan is required as a direct result of this report. However, if the Growth Plan is adopted, more communication and engagement will be undertaken over a period of time as part of the overall implementation of the new strategies.

### **Other Considerations/Implications**

There are policy and financial implications resulting from the Growth Plan. These policy and financial implications are embedded and described in more detail within the various reports which comprise the Growth Plan.

### **Due Date for Follow-up and/or Project Completion**

A report seeking approval for the key directions of the Growth Plan will be brought to the Governance and Priorities Committee and City Council in April 2016. Following approval, the Administration will develop a detailed ten-year action plan to guide implementation. City Council will have final approval of implementation as each initiative is brought forward and incorporated into the City's annual budget process. See Attachment 3 for an overview of the next steps.

### **Public Notice**

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

### **Attachments**

1. Growth Plan Technical Report: Introduction
2. Draft Recommendations to Governance and Priorities Committee and City Council Regarding the Growth Plan to Half a Million
3. Approval and Process Overview

### **Report Approval**

Written by: Lesley Anderson, Project Manager, Growing Forward! Shaping Saskatoon  
Alan Wallace, Director of Planning and Development

Reviewed by: Alan Wallace, Director of Planning and Development  
Angela Gardiner, Director of Transportation  
James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department  
Jeff Jorgenson, General Manager, Transportation and Utilities Department  
Catherine Gryba, General Manager, Corporate Performance Department  
Kerry Tarasoff, General Manager, Asset and Financial Management Department  
Murray Totland, City Manager

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**Draft Recommendation to Governance and Priorities Committee  
and City Council Regarding the Growth Plan to Half a Million**

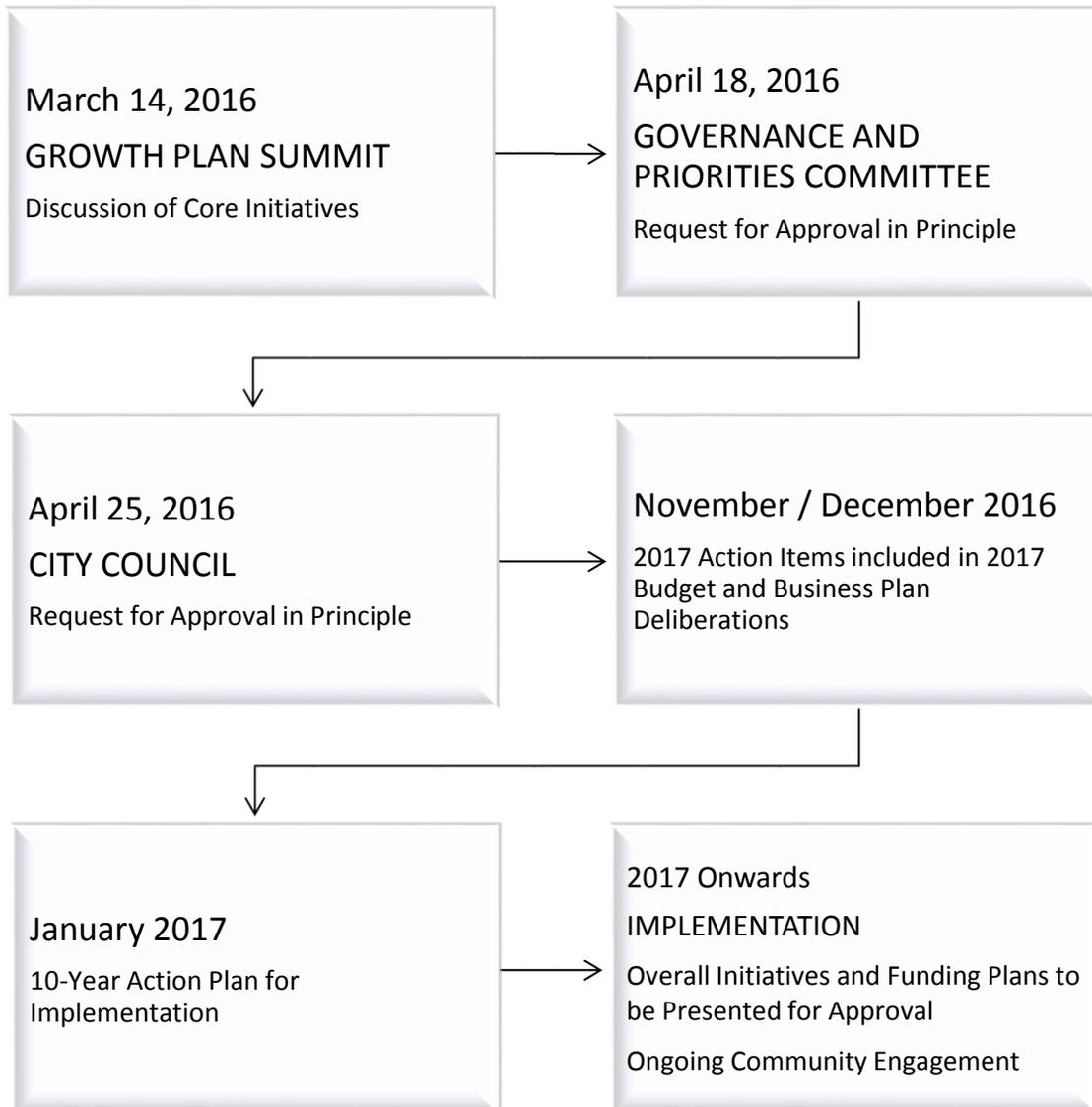
**Recommendation:**

That the Governance and Priorities Committee forward the report from the General Managers of Community Services, Transportation and Utilities, Corporate Performance, and Asset and Financial Management Departments to City Council recommending:

1. That City Council recognize and approve, in principle, the long-term benefits of the vision and key directions of the Growth Plan to Half a Million;
2. That the Growth Plan to Half a Million be implemented in a phased, incremental approach, requiring specific recommendations for action in ten-year increments; and
3. That the Administration report back with an implementation plan for the period of 2017 to 2026.

**Approval Process and Overview**

**Growth Plan to Half a Million**



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## Growth Plan Summit: Transportation Network Priorities

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an overview of the vision for the transportation network to accommodate future population growth based on the Growth Plan to Half a Million.

### Report Highlights

1. A Conceptual Roadway Network that supports city growth to half a million people was prepared and presented to City Council in November 2015.
2. A schedule of roadway investments has been prepared along with high-level estimates of costs, including a ten-year priority list.
3. The Conceptual Roadway Network includes a long-term strategy for a new core area river crossing that is located adjacent to the Canadian Pacific Railway Bridge and connects 33<sup>rd</sup> Street to Preston Avenue and Attridge Drive.
4. The Conceptual Roadway Network and the overall Growth Plan to Half a Million (Growth Plan) are flexible and able to incorporate new technologies, including Autonomous Vehicles in the future.

### Strategic Goals

The development of the Growth Plan supports the City of Saskatoon's (City) Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, and Moving Around.

The Growth Plan will also assist in meeting the Strategic Goal of Environmental Leadership by enhancing the range of choices for Moving Around and providing a new model for growth that more effectively utilizes infrastructure.

### Background

At its November 9, 2015 meeting, the Standing Policy Committee on Transportation received an update report on Transportation Infrastructure Priorities, including a Conceptual Roadway Network plan and status update on priority projects identified in 2013.

### Report

#### Conceptual Roadway Network

The City's Official Community Plan Bylaw No. 8769 (OCP) outlines the principles for new city growth, including the development of a roadway network. The major roadway network is first defined through the development of Sector Plans and then further through the development of Area Concept Plans. A Conceptual Roadway Network has been prepared for the city as a whole, using the guidance of the OCP and existing sector planning documents, in combination with the input received through the Growth

## Growth Plan Summit: Transportation Network Priorities

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Plan process. The Conceptual Roadway Network is shown in Attachment 1 and includes highway, freeway, expressway, and arterial function roadways but does not include collector and local roadways.

The future roadway network builds upon elements of the existing transportation network, including a hierarchy of roadway types and existing planned projects like the Saskatoon Freeway (formerly known as the Perimeter Highway). The plan does, however, refocus the roadway network to provide a higher level of roadway connectivity and a closer spacing of roadways. These network characteristics have proven to provide better overall accessibility by all modes, are more robust during emergency or planned closures, and provide better resilience to changes in transportation demand due to technological and societal change.

The roadway network was developed and evaluated using the City's VISUM Transportation Model. This model includes a baseline condition, which provides traffic forecasts on road segments throughout the City for the a.m. and p.m. weekday peak hours. The model has the ability to predict the redistribution of traffic by adding or removing links within the network.

A number of scenarios were modelled to evaluate the various roadway investments being considered. All of the scenario planning assumed that the transit ridership goals and active transportation participation goals (as identified through those respective plans) were achieved. The land use planning forecasts for infill, strategic infill, corridor growth, and newly planned development were used in all model forecasts. The modelling demonstrated that the transit and active transportation ridership goals embedded in the Growth Plan and Active Transportation Plan, and consistent with the corporate performance targets, are key to improving levels of congestion in the future. Increasing the mode share of 11.5% of commuters choosing walking, cycling, or transit to 20% is necessary to reduce traffic congestion, improving mobility for all modes.

While many of the transportation investments are needed to support development in new areas, significant investment is needed within the existing built city. These investments have been developed in concert with the infrastructure investments being proposed for transit, Bus Rapid Transit, and corridor growth.

The Administration will bring forward a refined timeline for the ten-year priority infrastructure improvements, including both physical infrastructure and integration of technology. A subsequent phase of this process will be developed in 2017 and 2018, which will bring together a policy framework for comprehensive transportation planning considering all modes. This work will incorporate all transportation goals and policies in one document, in line with the principles and key directions of the Growth Plan.

### Investment Schedule and Cost Estimation

A schedule of the roadway network investments is shown in Attachment 2 and is categorized by investment type:

- a) roadway widenings;
- b) conversion of street cross sections;

## Growth Plan Summit: Transportation Network Priorities

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- c) arterial roadways in newly planned development areas;
- d) arterial roadway changes to support Bus Rapid Transit;
- e) intersection signalization;
- f) intersection geometrics; and
- g) grade separated interchanges.

A high-level cost estimate (in 2015 dollars) has been prepared for all of the investments shown in the Conceptual Roadway Network plan with the exception of the Saskatoon Freeway project proposed by the Ministry of Highways and Infrastructure. All projects include facilities for pedestrians and cyclists as per the current development standards and the Active Transportation Plan under development.

The total estimated investment required for road network improvements to support a population of 500,000 is in excess of \$1.4 billion. Funding mechanisms for these improvements include the Arterial Road Levy, Interchange Levy, Transportation Infrastructure Expansion Reserve, plus assistance from senior levels of government or direct contributions from developers in servicing agreements. Additional funding options are being explored and will be the subject of a future report. A listing of roadway infrastructure that will be required in the short term (next ten years) in order to allow development and growth to proceed, while accommodating the need for people to move around, is outlined in Attachment 3. Many of these projects and investments will need to proceed as development occurs to support growth, regardless of the Growth Plan. Investments will also be required to support transit and active transportation to ensure that all modes are equally available.

### Core Area Bridge Strategy

As Saskatoon's population grows, so too will demands for travel across the river. Areas inside Circle Drive are expected to accommodate 50% of the city's growth, with 125,000 new residents concentrated in the city's Strategic Infill Areas (University, North Downtown, and City Centre), as well as along major corridors and through Neighbourhood Infill. With this growth, more people will need to move to, from, and within the core area of the city inside Circle Drive. Vehicle travel demands across the river are projected to increase by as much as 3,700 vehicles per hour in the peak directions and 2,500 vehicles in the off-peak directions. Even with aggressive programs to encourage use of transit and active transportation, the projected 30-year peak directional traffic demands will exceed the capacity of the existing core area bridges by over 2,000 vehicles during the p.m. peak hour (or as much as two lanes of traffic). Refer to Attachment 4 for the Core Bridges chapter of the Growth Plan Technical Report.

The Growth Plan explored options to improve access to and from the central area of Saskatoon over the next 30 to 40 years. The overarching vision guiding the review and evaluation of alternative core area river crossing strategies is centred on creating a transportation system that supports vibrant communities in the central area of the city and prioritizes mobility for transit, walking, and cycling. In doing so, any core area bridge strategy must connect arterial roads, primarily serve core area travel needs, increase sustainable modes of travel, continue the grid system of streets that are

## Growth Plan Summit: Transportation Network Priorities

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characteristic of Saskatoon's core area, and contribute toward enhancing the urban character of major roadways within the city.

The recommended approach ensures the capacity of the existing infrastructure is maximized while also reviewing the potential need for an additional river crossing in the long term. Attachment 5 provides a summary of the core area bridge strategy. The plan for core area river crossings has three distinct features that are essential to supporting the overall growth of Saskatoon to half a million people. The features of the plan include:

- a) maximize Capacity of Existing River Crossings;
- b) implementation of the Transit Plan and Active Transportation Plan; and
- c) provide a core river crossing within Circle Drive.

This is a long-term strategy that will evolve as the city grows. The strategy will be revisited following completion of the Traffic and North Commuter Parkway bridges to evaluate changes in travel demand patterns and to ensure planned investments in transit are achieving their intended objectives before investing in a new river crossing.

### Emerging Trends

The Growth Plan, including the Conceptual Roadway Network, is flexible to incorporate new technologies, trends, and products as they arise. For example, Autonomous Vehicles (AVs) are vehicles in which operation of the vehicle occurs without direct driver input to control the steering, acceleration, and braking and are designed so that the driver is not expected to constantly monitor the roadway while operating in self-driving mode.

The timeline for adoption of AVs is dependent on several factors, including technology development, regulatory measures, cultural change, etc. AVs could be commercially available within the next decade. However, if we assume that adoption of AV technology follows similar timelines as the adoption of other vehicle innovations, it may be many years before AVs reach market saturation.

A role of the City is to provide infrastructure for moving around and services, such as public transit. AVs may change the way people make their trips; however, public transportation will still be beneficial to transport large numbers of people traveling in the same direction at the same time. It is important that infrastructure remain adaptable to change as technology improves and cultural shifts take place. AVs are currently being designed to operate on existing roadways mixed with non-automated vehicles without specialized infrastructure. In the future, specialized infrastructure may be developed in order to help make AV transport more efficient. At that time, geometric changes to roadways may also be considered depending on the capabilities of AV technology.

Changes to incorporate new technologies will be incremental and are not a significant variable in the Conceptual Road Network or in the overall Growth Plan. As market trends emerge, the Administration will adapt accordingly.

## **Growth Plan Summit: Transportation Network Priorities**

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### **Public and/or Stakeholder Involvement**

Please refer to the companion report “Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results” for more details.

### **Policy Implications**

Policy implications are not known at this time and will be identified as the plan is implemented.

### **Other Considerations/Implications**

There are no options, financial, environmental, privacy, or CPTED implications or considerations; a communication plan is not required as a result of this report.

### **Due Date for Follow-up and/or Project Completion**

As part of the Growth Plan, a report seeking approval for the key directions will be brought to Committee and City Council in April 2016. Following approval, the Administration will develop a detailed ten-year action plan to guide implementation. City Council will have final approval of implementation as each initiative is pursued and as budget requests are made during the annual budget process.

### **Public Notice**

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

### **Attachments**

1. Conceptual Road Network
2. Schedule of Roadway Network Investments
3. Road Network – Ten-Year Priorities
4. Growth Plan Technical Report: Core Bridges
5. Core Bridge Strategy

### **Report Approval**

Written by: Don Cook, Manager, Long Range Planning Section  
Angela Gardiner, Director of Transportation

Reviewed by: Alan Wallace, Director of Planning and Development  
Angela Gardiner, Director of Transportation  
James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department  
Jeff Jorgenson, General Manager, Transportation and Utilities Department  
Catherine Gryba, General Manager, Corporate Performance Department  
Kerry Tarasoff, General Manager, Asset and Financial Management Department  
Murray Totland, City Manager

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# Conceptual Road Network



## EXISTING ROAD NETWORK

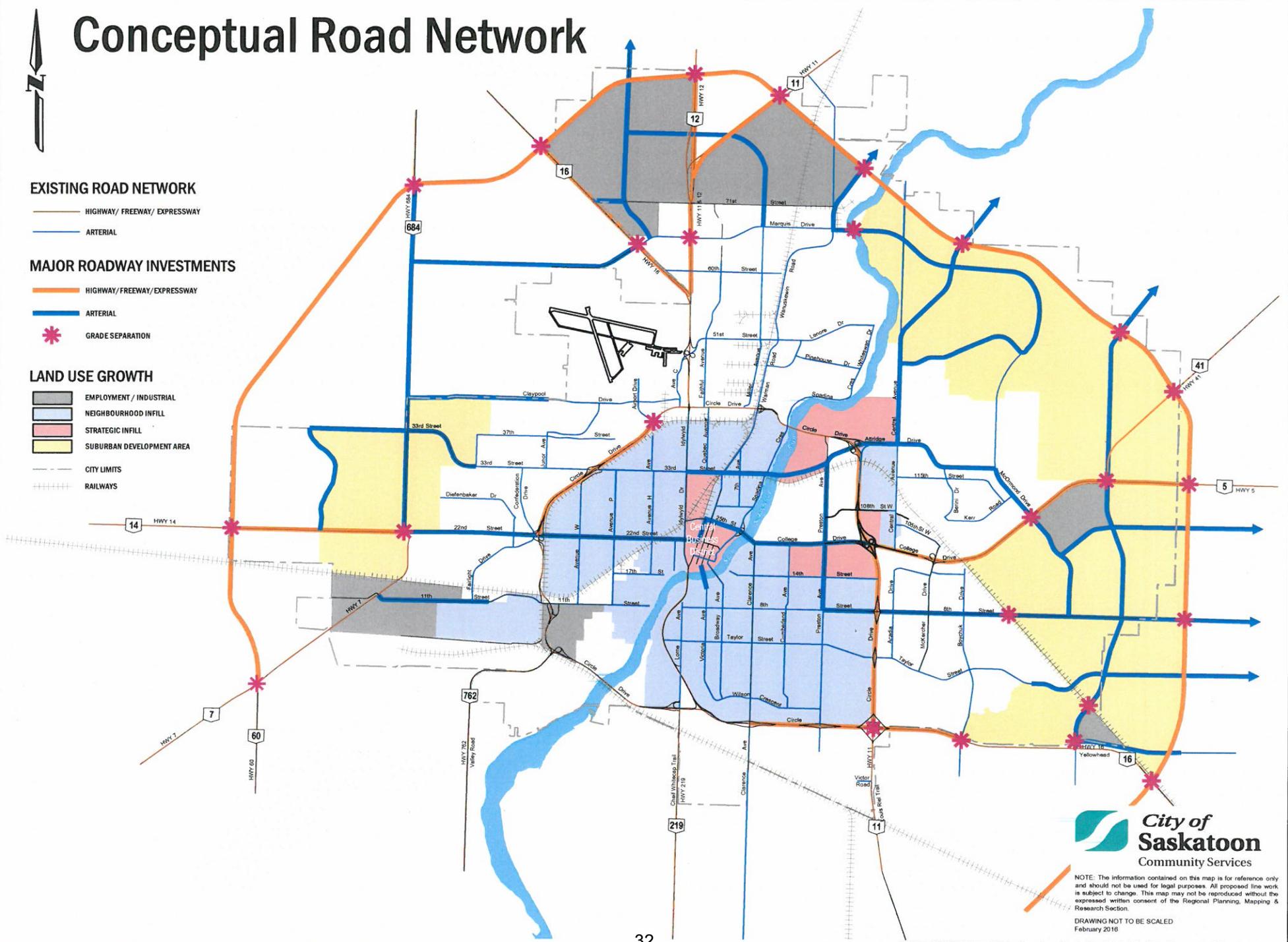
- HIGHWAY / FREEWAY / EXPRESSWAY
- ARTERIAL

## MAJOR ROADWAY INVESTMENTS

- HIGHWAY / FREEWAY / EXPRESSWAY
- ARTERIAL
- GRADE SEPARATION

## LAND USE GROWTH

- EMPLOYMENT / INDUSTRIAL
- NEIGHBOURHOOD INFILL
- STRATEGIC INFILL
- SUBURBAN DEVELOPMENT AREA
- CITY LIMITS
- RAILWAYS



NOTE: The information contained on this map is for reference only and should not be used for legal purposes. All proposed line work is subject to change. This map may not be reproduced without the expressed written consent of the Regional Planning, Mapping & Research Section.

DRAWING NOT TO BE SCALED  
February 2016

## Schedule of Roadway Network Investments

Investment Type	Project	From - To	Total (\$M)
<b>Roadway Widening</b>	Circle Drive Southeast	Clarence Avenue - Boychuk Drive	\$19
	Circle Drive East	Attridge Drive - Highway 16	\$36
	College Drive	Central Avenue - McOrmond Drive	\$35
	8th Street East	Briarwood Road - New McOrmond Drive	\$31
	11th Street West	Lancaster Boulevard - Highway 11	\$30
	22nd Street West	Neault Road - First Grid	\$11
	Circle Drive West	Airport Drive - 22nd Street	\$19
		<b>Widening Subtotal</b>	<b>\$181</b>
<b>Conversion of Street Space</b>	8th Street East	Cumberland Avenue - Broadway Avenue	\$0.1
	33rd Street West	Idylwyld Drive - Confederation Drive	\$0.2
		<b>Street Space Subtotal</b>	<b>\$0.3</b>
<b>New Arterial Roads</b>	Neault Road	22nd Street - Claypool Drive	\$21
	Claypool Drive	Hampton Gate North - Neault Road	\$28
	Dalmeny Road/Beam Road	Claypool Drive - Highway 16	\$32
	Central Avenue	Attridge Drive - McOrmond Drive	\$44
	McOrmond Drive	Fedoruk Drive - Wanuskewin Road	\$58
	Wanuskewin Road	71st Street - Highway 11	\$29
	Taylor Street	Rosewood Gate North - CPR Tracks	\$8
	McOrmond Drive	College Drive - 8th Street East	\$23
	Zimmerman Road	Highway 16 - CPR Tracks	\$10
	Millar Avenue extension (N. Ind E)	71st Street - Highway 11	\$9
	Bill Hunter Avenue extension (N. Ind W)	Marquis Drive - Highway 12	\$19
	71st Street extension	Bill Hunter Avenue extension - Highway 16	\$3
	33rd Street extension	Neault Road - Blairmore Swale	\$10
	Blairmore Swale	33rd Street extension - 22nd Street West	\$24
	Taylor Street extension	CPR tracks - Zimmerman Road	\$4
	Zimmerman Road extension	CPR tracks - College Drive	\$49
	8th Street East	McOrmond Drive - Zimmerman Road	\$11
	<b>New Arterial Subtotal</b>	<b>\$382</b>	
<b>Arterial Roadwork to Support BRT</b>	3rd Avenue - 25th Street - College Drive		\$1
	Preston Avenue		\$4
	8th Street East		\$1
	Preston Avenue - Attridge Drive		\$32
	3rd Avenue - 22nd Street		\$0.1
	22nd Street West		\$17
	<b>BRT Subtotal</b>	<b>\$54</b>	
<b>Intersection Signalization</b>	Various Locations		\$3
	<b>Signalization Subtotal</b>		<b>\$3</b>
<b>Intersection Geometrics</b>	Various Locations		\$11
	<b>Channelization Subtotal</b>		<b>\$11</b>
<b>Grade Separation</b>	McOrmond Drive and College Drive		\$53
	Boychuk Drive and Highway 16		\$45
	Victor Road and Highway 11		\$23
	22nd Street and Neault Road		\$55
	Airport Drive and Circle Drive		\$35
	Marquis Drive and Idylwyld Drive		\$55
	Marquis Drive and Highway 16		\$55
	Idylwyld Drive and Circle Drive Upgrades		\$18
	Highway 11 and Highway 16		\$94
	College Drive and Zimmerman Road (Hwy 41)		\$50
	Highway 16 and Zimmerman Road		\$53
	8th Street Overpass of CP Railway		\$33
Zimmerman Road Overpass of CP Railway		\$39	
	<b>Interchanges Subtotal</b>	<b>\$606</b>	
<b>River Crossing</b>	33rd Street/Preston Avenue Bridge	River Crossing and Arterial Roads	\$129
	<b>River Crossing Subtotal</b>		<b>\$129</b>
<b>ITS Strategy</b>	Development and Implementation		\$50
	<b>ITS Strategy Subtotal</b>		<b>\$50</b>
	<b>Total</b>		<b>\$1,416</b>

## Road Network - Ten-Year Priorities

Investment Type	Project	From - To	Total (\$M)
<b>Roadway Widening</b>	8th Street East	Briarwood Road - New McOrmond Drive	\$31
	Circle Drive West	Airport Drive - 22nd Street	\$19
	<b>Widening Subtotal</b>		<b>\$50</b>
<b>New Arterial Roads</b>	Neault Road	22nd Street - Claypool Drive	\$21
	Claypool Drive	Hampton Gate North - Neault Road	\$28
	Central Avenue	Attridge Drive - McOrmond Drive	\$44
	McOrmond Drive	Fedoruk Drive - Wanuskewin Road	\$58
	Taylor Street	Rosewood Gate North - CPR Tracks	\$8
	McOrmond Drive	College Drive - 8th Street East	\$23
	Zimmerman Road	Highway 16 - CPR Tracks	\$10
<b>New Arterial Subtotal</b>		<b>\$192</b>	
<b>Arterial Roadwork to Support BRT</b>	3rd Avenue - 25th Street - College Drive		\$0.8
	8th Street East		\$1.4
	3rd Avenue - 22nd Street		\$0.1
		<b>BRT Subtotal</b>	<b>\$2.3</b>
<b>Intersection Signalization</b>	Various Locations		\$3
		<b>Signalization Subtotal</b>	<b>\$3</b>
<b>Intersection Geometrics</b>	Various Locations		\$11
		<b>Channelization Subtotal</b>	<b>\$11</b>
<b>Grade Separated Interchanges</b>	McOrmond Drive and College Drive		\$55
	Boychuk Drive and Highway 16		\$55
	Victor Road and Highway 11		\$19
	22nd Street and Neault Road		\$55
	Airport Drive and Circle Drive		\$35
	Idylwyld Drive and Circle Drive Upgrades		\$18
	Marquis Drive and Idylwyld Drive		\$55
	Marquis Drive and Highway 16		\$55
	Highway 11 and Highway 16		\$94
	8th Street Overpass of CP Railway		\$33
		<b>Interchanges Subtotal</b>	<b>\$474</b>
<b>ITS Strategy</b>	Development and Implementation		\$50
		<b>ITS Strategy Subtotal</b>	<b>\$50</b>
		<b>Total</b>	<b>\$783</b>

## Core Bridge Strategy

The plan for core area bridges has three distinct features that are essential to supporting the overall growth of Saskatoon to half a million people.

### a) **Maximize Capacity of Existing River Crossings**

The capacity of bridges in Saskatoon are largely influenced by the urban street system and intersections that they connect to. One lane of a bridge that connects with a highway can typically support 100% more traffic per lane than one that connects with signalized intersections. Although intersection improvements on either side of the Broadway, University, and future Traffic Bridges will be considered to maximize the capacity, they would not address long-term challenges and needs for core area river crossings by themselves. Operational strategies to improve and maximize the vehicle-carrying capacity of existing river crossings will need to be considered.

#### **Recommended Action:**

- i) As part of an ongoing strategy, improvements to urban street intersections on both sides of existing core area bridges will be considered in order to maximize actual capacity of the river crossings and defer other major roadway and bridge investments. Operational improvement strategies may include, but not be limited to: signal timing and prioritization for major roadways that connect to bridges, signal coordination along connecting roadways, additional lanes or modifications, and/or turn restrictions.
- b) Implementation of the Transit Plan**
- The Long-Term Transit Plan outlines the critical elements of a successful transit system for Saskatoon that will not only provide transportation choice, but will also support planned growth across the city over the next 30 years. The core bridge review also found that the Transit Plan is essential to reducing pressures on the city's roadway network, and in particular, the core area river crossings.

The Long-Term Transit Plan includes customer service improvements, plan for enhanced and increase services, support facilities, Red Line BRT corridor, and Blue Line BRT corridor. The Transit Plan is projected to increase the transit mode share in the city from 5% to 8%, and in turn, decrease vehicle travel relative to a "Business-as-Usual" approach to investing in transit. In this regard, the people-carrying capacity of the city's street system will also grow with more attractive transit services. In particular, investments in dedicated bus-only lanes along the Red Line BRT corridor will ensure that the University Bridge is designed to carry the projected 1,600 passengers per hour in the peak direction (and even more beyond the 30-year timeframe of the Growth Plan).

#### **Recommended Actions:**

- i) Implement the Transit Plan as described in Section 3.0 of the Growth Plan Technical Report; and
- ii) Prioritize transit investments wherever possible to potentially defer roadway network improvements planned for other areas of the city.

**c) Provide a River Crossing Connecting 33rd Street to Preston Avenue and Attridge Drive**

Beyond and well after the City accelerates investments in attractive transit services and BRT facilities, a 33rd Street/Preston Avenue bridge is also recommended to address core area travel based on the technical review. With planned growth of more than 40,000 people across the University of Saskatchewan (U of S) lands on the east side of the river and other growth projected for Strategic Growth Areas, as well as along major corridors, an east-west crossing will support travel for all modes and connect these growing communities. In comparison to the “Business-as-Usual” approach, this bridge will provide direct connections between growing urbanized areas of the city, and reduce overall travel distances and time for core area trip making.

Consistent with the vision for alternative core area crossings, a 33rd Street/Preston Avenue bridge will:

- i) Connect arterial roads that serve travel between core area communities in Saskatoon;
- ii) Primarily serve core area travel rather than vehicle travel that starts and ends outside Circle Drive;
- iii) Connect pedestrians, cyclists, transit, and vehicles to promote sustainable modes of travel within the core areas;
- iv) Continue the grid street pattern that exists within the core area to not only promote use of alternative modes, but to minimize impacts of increasing traffic on neighbourhoods; and
- v) Create an urban street character on both sides of any new or existing crossing within the core area.

With forecast travel demands of more than 2,500 vehicle trips per direction during the p.m. peak hour, this bridge would connect the west side communities to the U of S Lands with a multi-modal connection that includes up to four travel lanes, separated bicycle facilities, as well as sidewalks on both sides of the bridge. Consistent with the goals for core area bridges, this crossing will only be required with the development of the U of S lands, as well as with other growth planned for the City Centre and North Downtown areas. In this regard, the 33rd Street/Preston Avenue crossing will not be needed for many years. In fact, the timing for a new crossing may also be deferred by expediting improvements to transit services, implementing the Red and Blue Line BRT Corridors in the next five years, and implementing pedestrian and bicycle facilities that will serve core area travel.

**Recommended Actions:**

- i) Utilize other strategies to optimize operation of existing river crossings, including investments in transit facilities and services to defer the need to plan for, and invest in, the 33rd Street/Preston Avenue bridge; and
- ii) Plan, design, and implement this new bridge as a long-term improvement required to support planned growth on the U of S lands in addition to the city’s other Strategic Growth Areas – City Centre and North Downtown.

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## Growth Plan Summit: Corridor and Strategic Infill Growth

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an overview of the vision for accommodating future population growth through Corridor and Strategic Infill Growth based on the Growth Plan to Half a Million.

### Report Highlights

1. The Growth Plan to Half a Million (Growth Plan) lays out a framework for rebalancing growth that includes new suburban growth, continued neighbourhood level infill, strategic infill, and a new opportunity for growth along major corridors throughout the city.
2. Allowing for a variety of forms of growth and making new investments in public infrastructure will help create a balanced approach to growth that will strive for 50% infill and 50% greenfield development as Saskatoon grows to half a million people.
3. Promoting corridor growth will create opportunities for a variety of residential and commercial uses, which will not only serve the corridor areas but also bring new amenities close to existing neighbourhoods.
4. A Corridor Area Planning Program will be presented in early 2017. This process will allow for in-depth community engagement to help determine the future land use and transportation plans and built form along corridors.

### Strategic Goals

The development of the Growth Plan supports the City of Saskatoon's (City) Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, and Moving Around.

The Growth Plan will also assist in meeting the Strategic Goal of Environmental Leadership by enhancing the range of choices for Moving Around and providing a new model for growth that more effectively utilizes infrastructure.

### Background

For background on the Growth Plan, refer to the report titled "Growth Plan Summit: The Growth Plan to Half a Million."

At its March 26, 2012 meeting, City Council adopted the Infill Development Strategy and Process, which identified strategies to increase and encourage infill development at three levels:

- a) neighbourhood level (infill of individual residential lots);

## Growth Plan Summit: Corridor and Strategic Infill Growth

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- b) intermediate level (development or redevelopment opportunities on larger parcels of land); and
- c) strategic level (significant infill in key locations that could have a city-wide effect).

At its November 16, 2015 meeting, the Executive Committee resolved:

“That the Administration report back to Executive Committee at the appropriate time with respect to progress made between the balance of infill and green field development to include information on possible incentives for strategic infill projects.”

### Report

As discussed in the companion report “The Growth Plan to Half a Million,” community discussions during Saskatoon Speaks and the directions developed as part of the City’s Strategic Plan (2013-2023) have emphasized the need for more sustainable growth patterns. However, residents have clearly stated that the footprint of the city cannot, and should not, double. In other words, Saskatoon needs to change from the growth patterns of the past, and provide a range of housing and transportation options to meet the changing demands of growth. The Growth Plan lays out a framework for this change.

#### A Framework for Accommodating Growth

New neighbourhoods will be developed within the Blairmore, University Heights, and Holmwood sectors. These new suburban neighbourhoods will continue to be a significant part of the community choices for living, working, and shopping in the future. New neighbourhoods will continue to evolve to emphasize a greater mix of land uses, housing types, greater connectivity, and transportation choices. Appropriate employment areas located throughout the city, while maintaining the vitality of the Downtown, will also be a key component of accommodating growth while managing travel demands throughout the city. A summary of the Employment Areas Study is provided in Attachment 1.

Infill development is also being emphasized throughout the city with endorsement of the Neighbourhood Level Infill Development Strategy, Zoning Bylaw amendments to allow garden and garage suites and new development standards for primary dwellings in the established neighbourhoods. These efforts have been focused at better accommodating small scale growth within our existing neighbourhoods.

A new opportunity was identified through the Growth Plan, which focuses on enabling growth and redevelopment along major corridors in Saskatoon, in a manner that integrates future development with a variety of transportation options, particularly focused on transit. Medium-density, transit-oriented development along these corridors would present a new option for housing and commercial development that is not currently present in Saskatoon. Refer to Attachment 2 for the Corridor Growth chapter of the Growth Plan Technical Report.

## Growth Plan Summit: Corridor and Strategic Infill Growth

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Strategic Infill, which refers to major development in the Downtown, North Downtown, and the University of Saskatchewan's Vision 2057 – University Land Use Planning for its endowment lands, is the final component of accommodating growth. These are larger projects that will produce more significant gains in population and slow the growth in the city's footprint, but are more complex and long term. Maintaining a focus on significant growth in these areas will help to ensure the success of the Downtown as a vibrant destination and service centre in the city.

### A Balanced Approach to Growth

Saskatoon will move towards a balance of 50% multi-family units and 50% single-detached units. Growth to a population of 500,000 people is anticipated to require approximately 125,000 new dwelling units, with 57% (or about 71,250 units) to be accommodated in greenfield areas, and 43% to be accommodated among these various forms of infill:

- Strategic Infill is expected to accommodate approximately 31,250 dwelling units or roughly 25% of new growth, or approximately the population of Prince Albert and Moose Jaw combined;
- Corridor Growth is expected to allow for approximately 10,000 dwelling units, roughly 8% of growth at medium density. High-density growth could accommodate approximately 22,000 dwelling units, but this would not be anticipated without significant regulatory changes to encourage this growth; and
- Neighbourhood Infill is expected to accommodate approximately 12,500 new dwelling units, or approximately 10% of growth.

Infill growth will change how residents move around, and therefore, impact both the road network and the transit system. Encouraging compact growth will allow transit to operate more efficiently and better meet the mobility needs of this new growth.

Achieving these targets will require infrastructure planning and new public investments in roadways, public transit, water and sewer infrastructure, broader public consultation, and potential incentives. Refer to Attachment 3 for further discussion of the potential factors affecting strategic infill.

### Focusing on Corridor Growth

Saskatoon is not alone in pursuing a growth framework that includes redevelopment and densification along major transportation corridors. This has been recognized as a major urban growth opportunity throughout Canada and the United States. The Growth Plan has assessed the redevelopment potential along Saskatoon's major corridors. Promoting these areas for a greater scale and density of development, mix of uses, and additional amenities, including quality facilities for walking, cycling, and transit, will provide a foundation to attract new development. Those areas with the highest potential in the immediate term will be supported by the provision of rapid and frequent transit, which will also serve to reinforce the viability of these types of transit services.

## **Growth Plan Summit: Corridor and Strategic Infill Growth**

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Although many of Saskatoon's corridors could technically support growth and infill, only a select few have the characteristics and potential to accommodate significant growth. These corridors have been assessed for their suitability and potential for growth. This included criteria, such as proximity to transit, opportunity for investment, urban block structure, and continuity of destinations. Corridors have been identified as high, medium, and low potential. An assessment of the water and sewer capacity along corridors has also served to identify opportunities for densification. A summary of this assessment is provided in Attachment 4.

### **Next Steps**

While the Growth Plan provides the framework for Corridor Growth, Corridor Area Plans will be prepared to further define future land use plans along corridors. These plans will provide additional opportunities for stakeholders, property owners, residents, and businesses to consider and facilitate changes along these corridors, while ensuring that they are appropriate and sensitive to the adjacent communities. Proposed phasing is laid out in the Growth Plan and is tied to the changes identified for the transit system.

A Corridor Area Planning Program will be developed and brought forward for approval in early 2017. In addition, a funding strategy will need to be developed to cover capital costs related to facilitating corridor redevelopment.

### **Public and/or Stakeholder Involvement**

Please refer to the companion report "Growth Plan Engagement Process and Results" for more details.

### **Other Considerations/Implications**

There are policy, financial, and environmental implications associated with corridor and strategic infill growth. Policy requirements will be addressed during Corridor Area Plans and are also outlined in Attachment 4 for strategic growth. A communication plan is not required as a result of this report.

### **Due Date for Follow-up and/or Project Completion**

As part of the Growth Plan, a report seeking approval for the key directions will be brought to Committee and City Council in April 2016. Following approval, the Administration will develop a detailed ten-year action plan to guide implementation. City Council will have final approval of implementation as each initiative is pursued and as budget requests are made during the annual budget process.

### **Public Notice**

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

### **Attachments**

1. Employment Areas Study Summary
2. Growth Plan Technical Report: Corridor Growth
3. Strategic Infill Trends and Development Conditions
4. Corridor Growth Water and Sewer Assessment Summary

## **Growth Plan Summit: Corridor and Strategic Infill Growth**

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### **Report Approval**

Written by: Lesley Anderson, Project Manager, Growing Forward! Shaping Saskatoon

Reviewed by: Alan Wallace, Director of Planning and Development

Angela Gardiner, Director of Transportation

James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department

Jeff Jorgenson, General Manager, Transportation and Utilities Department

Catherine Gryba, General Manager, Corporate Performance Department

Kerry Tarasoff, General Manager, Asset and Financial Management Department

Murray Totland, City Manager

S/Reports/2016/PD/GPC – Growth Plan Summit - Corridor and Strategic Infill Growth/ks

# Employment Areas Executive Summary

Employment areas contribute significantly to the fabric of Saskatoon. They are vital to the city’s economy, providing opportunity for the production, distribution and trade of goods and services. They are also places that residents travel to and from daily for work, often spending a large portion of their time there.

### *Goals for Employment Areas*

- To retain the City Centre as the primary destination for corporate head offices, store-front retail and cultural amenities for the City and Region.
- To achieve a balanced distribution of employment areas throughout Saskatoon, supporting the efficient use of existing and planned transportation infrastructure and providing employment options closer to where people live.
- To ensure that existing and planned employment areas are well-designed, can facilitate travel by all transportation modes (walking, cycling, automobiles, public transit) and support convenient and higher frequency transit service.
- To ensure an adequate supply of employment land is available to support new businesses and a growing workforce.

The Employment Areas Study forms an integral component of the City’s overall Growth Plan to Half a Million. Focused on the areas where Saskatoon’s residents work, the Employment Areas Study has two main purposes:

- 1) To determine if our existing and planned employment areas can support employment growth to a population of 500,000, and
- 2) To evaluate whether our current plans and policies for facilitating employment growth will achieve the goals for employment areas.

### **Employment Today**

- 65 percent of employment is concentrated in the Core Neighbourhood, North West Industrial, and University of Saskatchewan areas.
- 35 percent of employment is dispersed throughout the city in smaller concentrations focused in industrial areas, large-scale institutional lands, along major arterial roadways and at larger commercial nodes such as suburban centres.
- There are few jobs within residential neighbourhoods, except home-base businesses and where there are nodes of commercial and/or institutional activities such as schools or hospitals.
- Small businesses constitute a significant portion of overall employment in Saskatoon with over 70 percent of businesses employing less than 10 people.
- 20 percent of people who live within Circle Drive walk, cycle or take transit to work, compared to 7.5 percent of people who live outside of Circle Drive.

### **Employment Tomorrow (at 500,000 population)**

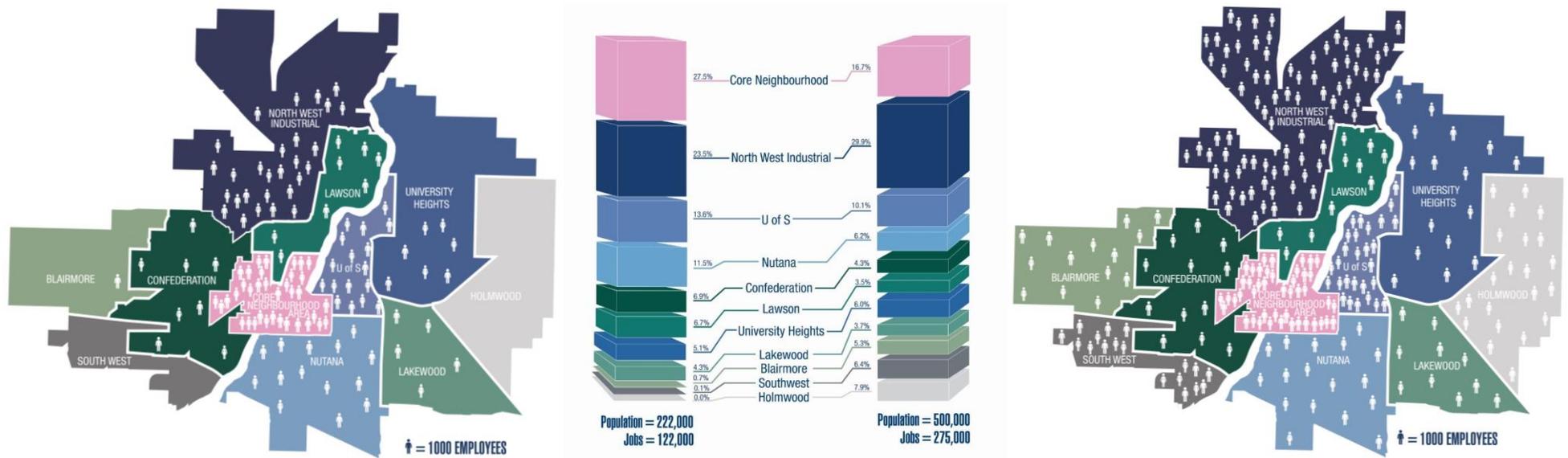
To ensure that enough employment lands are available to support employment at a population of 500,000 an employment projection was conducted. The projection calculated the expected number of jobs at the 300,000, 400,000 and 500,000 population horizons.

These jobs were then allocated to various areas of Saskatoon based on approved and in-progress growth plans and assumptions about job growth in existing built up areas of the city. The findings of the employment projection are summarized below and illustrated in Figure 1:

- There is sufficient land available within current boundaries to support employment growth to 500,000 people.
- 56.6 percent of employment will be concentrated in the Core Neighbourhood, North West Industrial, and University of Saskatchewan areas.
- 10,800 jobs will be added to the Central Business District, a 50 percent increase from today.
- 44.4 percent of employment will be dispersed in smaller concentrations throughout Saskatoon.

- Current policies require significant employment opportunities to be identified in new suburban development areas resulting in a more dispersed employment pattern.
- 62 percent of people will live east of the South Saskatchewan River, while 65 percent of jobs will be located west of the river.

Figure 1 Saskatoon Employment Distribution at 222,000 and 500,000 Population Horizons



### **Planning for Employment Areas Today**

- There are a number of plans, policies and procedures that shape employment growth in Saskatoon today. These include, but are not limited to:
  - Official Community Plan Bylaw No. 8769
  - Sector Plans and Concept Plans
  - Zoning Bylaw No. 8770
  - City Centre Plan and North Downtown Master Plan
- These and other applicable documents were reviewed to identify any gaps or inconsistencies in our current planning practices that may limit us from achieving our goals for future employment areas.

### **Future Policy Directions**

Through the policy review highlighted above, a number of recommended policy directions were identified to enable full achievement of the goals of this study.

1) Employment Areas as Comprehensively Planned Units: Establish policy that considers employment areas as comprehensively planned units rather than areas of blanket zoning within which subdivision is effectively permitted on an ad hoc basis.

- OCP Amendments
  - Create a new Employment Areas Design and Development section containing an objective statement and policies that would guide the development of detailed area concept plans for employment areas.
  - Clearly define when non-residential area concept plans are required to ensure a coordinated development pattern with a high quality of urban design.
- Review non-residential zoning regulations periodically to ensure that the overall vision and land use plan for employment areas can be realized as development occurs.
- Create employment area design guidelines to provide greater clarity on how to achieve the desired outcomes for employment areas as outlined in the OCP. These guidelines

would provide direction on site and building design addressing matters such as, but not limited to:

- Transit orientation,
- Building placement and orientation,
- Access and circulation for all transportation modes,
- Parking design,
- Landscaping,
- Outdoor storage,
- Signage, and
- Architectural design features

### 2) Future Industrial Land:

- Remove current OCP policy that encourages the majority of heavy industrial development to be concentrated in the city's northwest.
- Policies that guide the location of future industrial land should consider matters such as:
  - Balanced distribution of employment areas,
  - Impacts to existing and planned infrastructure,
  - Commuting patterns, and
  - Proximity to existing and future residents.
- Future planning work should consider emerging best practices relating to mixing employment with residential and other types of land uses.

### 3) City Centre Office Development:

- Retaining the City Centre as the heart of commerce in Saskatoon and the Region is a key goal of this Study.
- Office development is a major employment generator in the City Centre.
- To ensure that the City Centre continues to be the preferred location for major office developments, a supplementary report should be prepared with a key focus on identifying options to ensure that the City Centre remains the pre-dominant office employment area in Saskatoon.

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# STRATEGIC INFILL TRENDS AND DEVELOPMENT CONDITIONS

## WHAT IS STRATEGIC INFILL?

Infill development takes on many forms and, for the purposes of the City of Saskatoon's (City) Infill Development Strategy and the Growth Plan to Half a Million (Growth Plan), has been divided into three main categories:

- i) neighbourhood level (infill of individual residential lots);
- ii) intermediate level (development or redevelopment opportunities on larger parcels of land, such as corridor redevelopment); and
- iii) strategic level (significant infill in key locations that could have a city-wide effect).

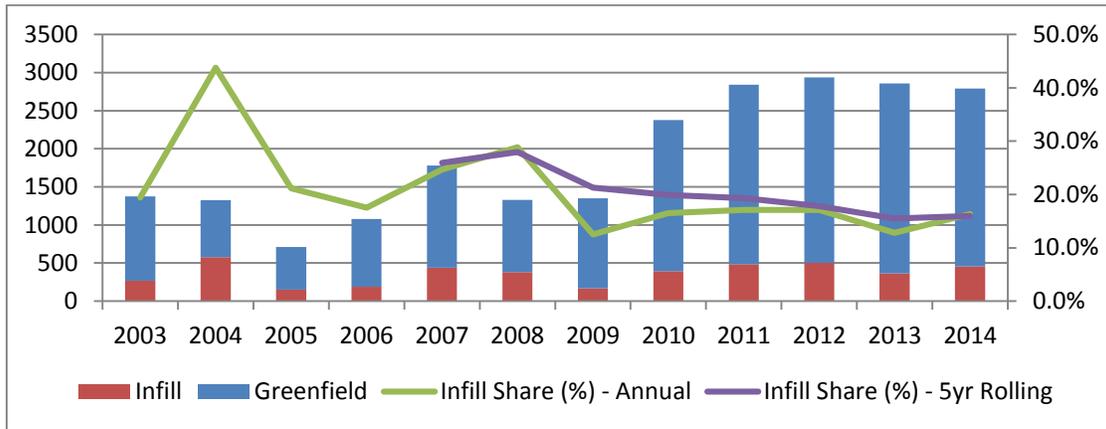
Throughout the development of the Growth Plan, the term Strategic Infill has been used to apply to the following:

**University of Saskatchewan Vision 2057** - The University of Saskatchewan has identified a 50-year plan to develop urban residential and mixed uses in a central location on its endowment lands, which could support a significant infill population. The College Quarter Concept Plan is the first stage in this development.

**North Downtown Master Plan** – This development area will revitalize a central area of the city that has historically been dominated by rail yards, industrial uses and the City Yards, and will increase the City Centre residential population. This Master Plan has not yet been adopted.

**City Centre Plan** – This planning study created a comprehensive plan for the City Centre to address factors that will attract new employment and residential uses. A variety of policies and bylaw changes recommended in this Plan have either been implemented or are being pursued.

## THE INFILL TREND IN SASKATOON



Infill housing development accounted for 19.7% of new dwelling unit construction between 2003 and 2014 in Saskatoon. The infill ratio varied from a low of 13% in 2009 and 2013, to a high of 44% in 2004. It is important to note that the annual rate of infill can be significantly affected by the presence or absence of a small number of large infill projects in any given year. The trend for 2010 to 2014 also shows that a large amount of greenfield development has occurred to meet the needs of population growth while the level of infill development has remained relatively consistent.

### FACTORS AFFECTING THE PACE OF STRATEGIC INFILL DEVELOPMENT

Significant gains have not yet been made on the identified Strategic Infill projects. This is to be expected as the City Centre Plan, the North Downtown Master Plan, and Vision 2057 are all long-term plans, with 20- to 40-year timeframes for implementation. In particular, development in the North Downtown is not expected to occur before the City's operation yards have moved out of the area and the North Downtown Master Plan is adopted by City Council.

The overall rate of infill will be affected by a variety of factors, including, but not limited to, the following:

- i) market demands for a different type of product, both residential and commercial;
- ii) lack of residential amenities in the Downtown to attract new residential demand, including a grocery store;
- iii) ability to secure appropriate financing and/or development expertise;
- iv) the current off-site levy and development charge framework;
- v) potential site contamination or impacts, both known and unknown; and
- vi) servicing and infrastructure to meet the needs of proposed development.

Other factors may include land costs, land assembly challenges, and tax structure disincentives. In addition, general development risk, associated with the creation of non-standard developments to meet individual site requirements, as well as the possibility of citizen and community opposition, may also be disincentives.

## **WHAT DO WE NEED TO DO TO ACHIEVE THE CITY’S RESIDENTIAL INFILL TARGET?**

The City’s target for residential infill is “at least 25% five-year rolling average of residential development is in infill neighbourhoods by 2023.” As outlined in the City’s Performance Dashboard, the following areas could affect the success of this target:

- i) The “Corridor Growth” component of the Growth Plan has recommendations for infill along major corridors, such as Idylwyld Drive, 8th Street, and at key locations. At a medium density, these locations are expected to be able to accommodate approximately 11,000 new dwelling units, or 9% of growth to a population of 500,000.
- ii) With a projected build-out population of 7,650, the North Downtown Plan will increase infill development. However, it is currently planned to be implemented over 30 years, meaning that the impact on the infill target is unlikely to be significant within the next 10 years and will also be spread over a number of years as development occurs. The City could influence this by advancing the implementation timeframe.
- iii) Saskatoon Land has a mandate to generate revenue for the City, primarily through development in new suburban areas. The City could alter Saskatoon Land’s mandate to include infill development. This would help achieve the target and set a strong example for private developers by demonstrating feasibility.
- iv) The University of Saskatchewan’s (U of S) Vision 2057 plan for its endowment lands forms the single largest potential component of the City’s infill strategy. Impacts will likely be realized in the medium and long term.
- v) Offsite levies are considered as “owing” on many existing sites within the City’s infill neighbourhoods. The offsite levy structure could be reviewed with a goal of encouraging infill development through, for instance, reducing or offsetting the levies, or replacing them with redevelopment levies to provide more direct benefits to redevelopment areas.

- vi) Neighbourhood level infill is also a component of this rate. However, this is not seen as a major form of growth as high levels of neighbourhood infill could serve to create neighbourhood instability.

## POTENTIAL INCENTIVES TO ENCOURAGE STRATEGIC INFILL

Strategic infill has significant potential to help achieve the goals of the Strategic Plan. However, as mentioned, the identified Strategic Infill projects have long term implementation time frames. In addition to addressing the factors identified above, incentives may also play a role in increasing the rate of infill development. Incentives in three general forms could be considered: regulatory changes, administrative improvements, and financial incentives. It is also important to recognize that there are both direct and indirect incentives that will affect the occurrence of strategic infill.

INCENTIVE	HOW IT WORKS
<b>Regulatory Incentives</b>	
<b>Zoning Bylaw amendments (and other policies) to create greater flexibility for new development, either on a site-by-site basis or for defined areas. (DIRECT and INDIRECT)</b>	<p>DIRECT – Bonuses, such as flexible development standards or reduced requirements, could be provided for desired development types. Bonusing provisions have been adopted for the Downtown during the City Centre Plan Implementation.</p> <p>INDIRECT – Reduced parking requirements for infill development in areas well-served by transit.</p>
<b>Administrative Incentives</b>	
<b>Administrative process improvements would enable a major infill development proposal to move through the process quickly and easily. (DIRECT)</b>	<p>Dedicated staff for a specific proposal or a designated area, for all manner of development approvals, including land use decisions, building permits, transportation and servicing, etc.</p>
<b>Proactive coordination of capital improvement programs to facilitate strategic infill development. (INDIRECT)</b>	<p>Development of servicing plans necessary to achieve the desired outcomes, including a financing mechanism for the servicing. These plans could also include facilitating the design and construction of the servicing.</p>

INCENTIVE	HOW IT WORKS
<b>Financial Incentives</b>	
<b>Vacant Lot and Adaptive Reuse Program (VLAR) (existing) – provides incentives to encourage development on existing vacant or brownfield sites, and the reuse of vacant buildings in established areas of the city, including the Downtown.</b> <b>(DIRECT)</b>	Applicants are eligible for a tax abatement for the full amount, according to their score, or can receive a grant. Grants are up to a maximum of \$75,000 for multiple-unit dwellings, and \$200,000 for commercial, industrial, and mixed-use projects. These incentives are currently available for all sites in the Downtown.
<b>Changes to the VLAR or new incentives for infill that result in an increase in density (regardless of pre-existing vacancy).</b> <b>(DIRECT)</b>	The VLAR could be modified or a new program developed to focus on providing incentives to projects that increase the residential density in the Downtown, North Downtown, and/or U of S.
<b>New incentive program for the development/operation of businesses/amenities supportive of infill (e.g. supermarket).</b> <b>(INDIRECT)</b>	A program could be developed to provide tax and/or cash incentives to businesses, like grocery stores, that support residential development.
<b>Proactive development of capital improvements in an identified infill target area.</b> <b>(INDIRECT)</b>	The City could pay for capital improvements in an area upfront as a means to spur (re)development in that area. Possible funding sources could include Tax Increment Financing (TIF) districts or infill development levies (local area or city wide).

**SUMMARY**

Saskatoon is currently not meeting the City’s performance target for residential infill of “at least 25% five-year rolling average of residential development is in infill neighbourhoods by 2023.” However, residential infill has accounted for 19.7% of new dwelling unit construction between 2003 and 2014 in Saskatoon, averaging approximately 364 new infill units per year, which is significant.

As the identified Strategic Infill projects are developed over the long term, they may or may not cause the City to meet its performance target for this measure. At this time, it is unknown how many units per year may be built in each of these areas, and it is also unknown how many greenfield units will be built per year. For this reason, consideration should be given to revising the performance target to create a goal that

both considers the effect of infill development on neighbourhood stability, while recognizing that larger projects may take many years to unfold.

Despite this, a focus on promoting and enabling significant infill through these projects should continue. Support for the necessary infrastructure development will be critical, as will further evaluation of the levy and development charges for infill development. Potential incentives also need to be explored. Further exploration of all these factors will continue during implementation of the Growth Plan.

## **Corridor Growth Water and Sewer Assessment Summary**

Water and sewer capacity assessments were completed for the key corridors identified in the Growth Plan Technical Report: Corridor Growth. These include 8<sup>th</sup> Street, 22<sup>nd</sup> Street, College Drive, Idylwyld Drive, and Preston Avenue.

The following is an overview and major considerations for the water, wastewater, and storm water systems. In general, the underground infrastructure in areas that are not highlighted in the following maps should have no difficulty in supporting increased densities due to corridor growth. The underground infrastructure in areas that have been identified for potential upgrades may have difficulty supporting increased densities. However, there are many variables that will affect a specific development's impact on the existing infrastructure. It is, therefore, recommended that site-specific monitoring, pre and post development, be undertaken within the potential upgrade areas to determine the appropriate system requirements.

### **Water Treatment and Distribution System**

To meet future demands, Saskatoon Water has many projects planned or underway. For example, new water intakes have been built and both the Avenue H and the 42<sup>nd</sup> Street reservoirs are being expanded. These reservoir expansions increase capacity within the water system and increase the efficiency of the Water Treatment Plant.

For the water distribution system, a hydraulic analysis was performed, which tested the ability of the system to provide 220 liters per second fire flow at 140 kPa. These are typical city design values for commercial and high-density residential type development. It should be noted that lower available fire flows can often be accommodated through specific building design, including installation of automatic sprinklers.

The results are shown within the following maps. Generally, when areas that may require upgrades are identified, these could include lining, replacing, or twinning of mains. In some cases, extending a main to create new system interconnections can increase capacity and redundancy in the system. Examples of this could include a watermain extension on Idylwyld Drive between 39<sup>th</sup> Street and Circle Drive; and on 23<sup>rd</sup> Street between Vancouver Avenue and Circle Drive.

### **Sanitary Sewage Collection and Treatment System**

The City of Saskatoon (City) regularly reviews the requirements for growth to ensure the sanitary sewage collection and treatment system can fulfill existing, new neighbourhood, and infill growth requirements. For example, the recently completed Blairmore Lift Station provides for both suburban and infill growth by redirecting the flow of sewage away from the core, allowing existing capacity to be used for infill developments.

As part of the Growth Plan, the sanitary system along key identified corridors was analyzed, including potential downstream impacts due to densification. Population

densities were set to mimic the type of redevelopment that may occur on the corridor, and the system was then tested using computer models. A typical density of 200 people per hectare was used in the analysis, although it should be noted that different types of redevelopment will result in different rates of flow. The sections identified on the following maps may require some form of future upgrade to support growth. Possible options include lining, replacing, or twinning of mains.

A strategic program to line older pipes has been effectively used in the city to significantly increase pipe lifespans and may also help increase system capacity through the reduction of groundwater infiltration into the system. Currently, there is considerable variability of wet weather flows throughout the City's sanitary sewer system. This is largely due to areas with weeping tile connections to the system, age of pipes, and groundwater levels. Pipe lining programs, opportunities for weeping tile disconnection, and other methods to remove groundwater and storm water from the sanitary system will continue to be investigated in order to maximize existing capacities.

In some cases, the current age and capacity limitations of existing infrastructure might warrant some sort of rehabilitation even before the additional pressure of growth is introduced. In these cases, growth may provide the financial means to accelerate and complete this work, while at the same time growing infrastructure capacity.

### **Storm Water Management System**

As Saskatoon grows, there will be a need to further explore innovative ways to manage storm water runoff in existing and new neighbourhoods. Many cities have already shifted to ways of managing storm water at the source rather than focusing on costly large-scale downstream infrastructure upgrades. Increased source control of storm water helps reduce the impact of storms on the system and can reduce the risk of flooding.

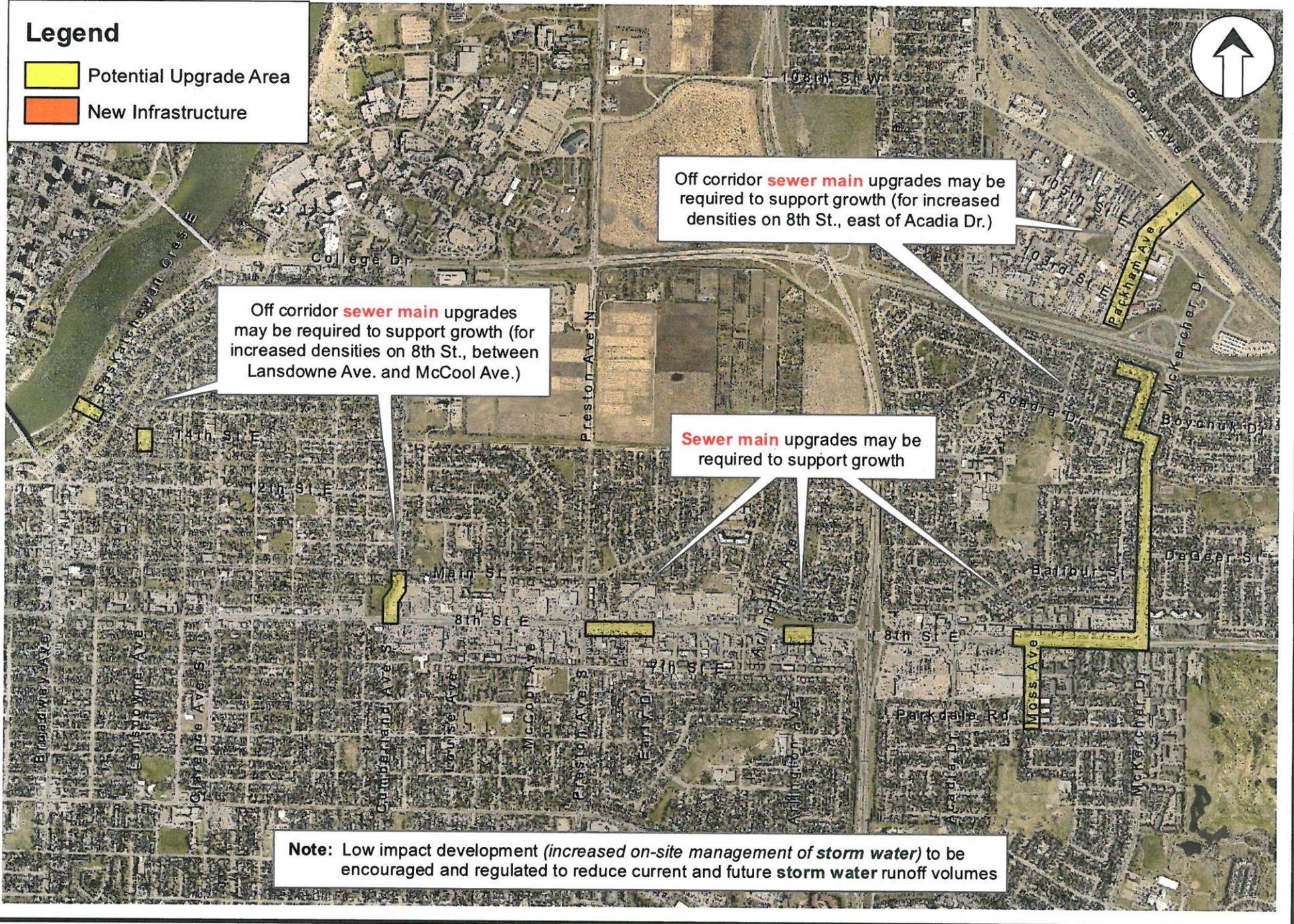
The creation of low impact development (LID) guidelines will encourage property owners to manage storm water on site and reduce the burden on the City's existing storm system. Examples of LID include storage solutions (rooftop; parking lot; underground; ponds) and runoff reduction solutions (pervious pavement; increased landscaping; infiltration systems). New regulations and standards that focus on LID and the requirement to reduce runoff will be essential to accommodate redevelopment growth.

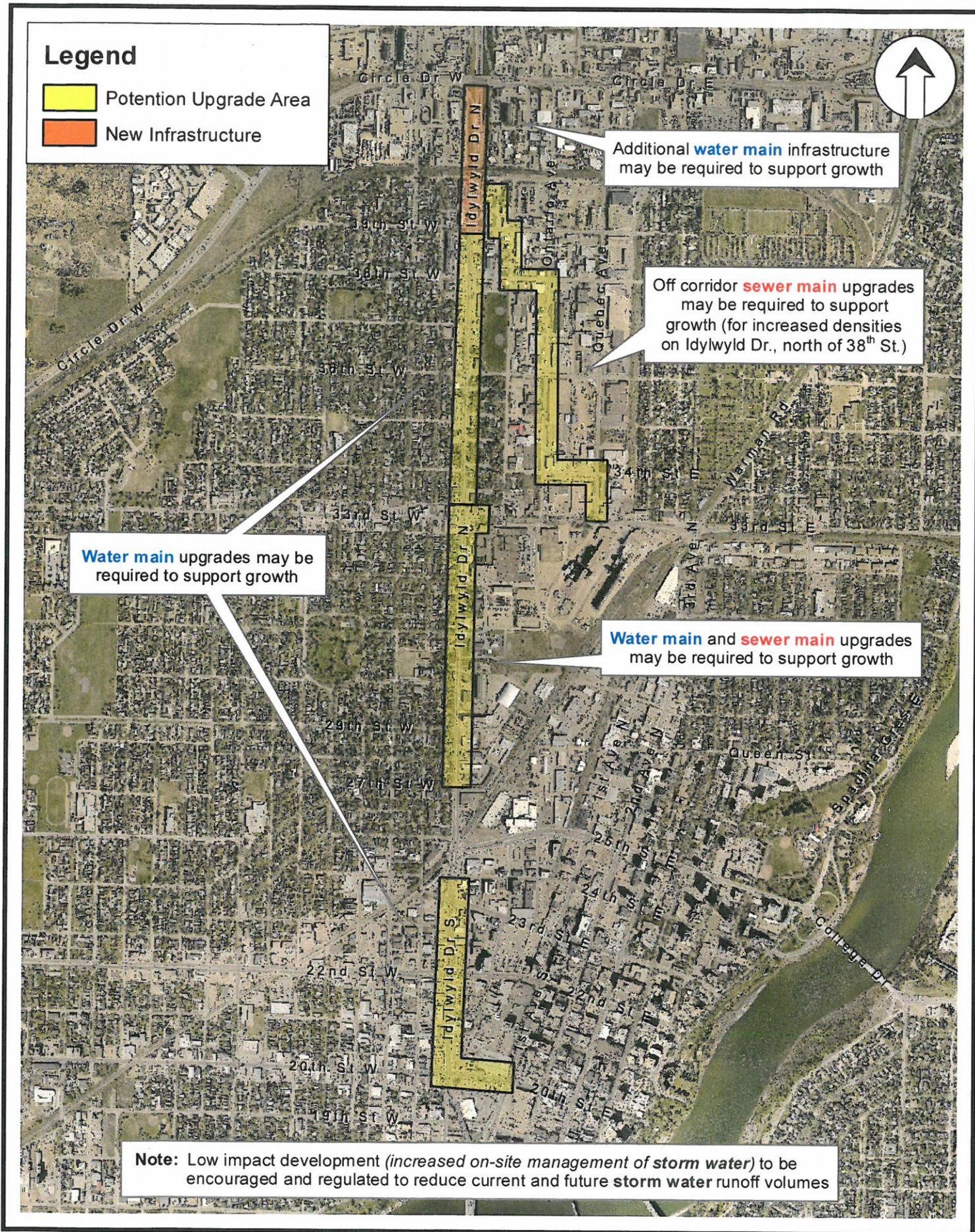
The following maps provide an overview of the results of the Water and Sewer Assessments that have been undertaken:

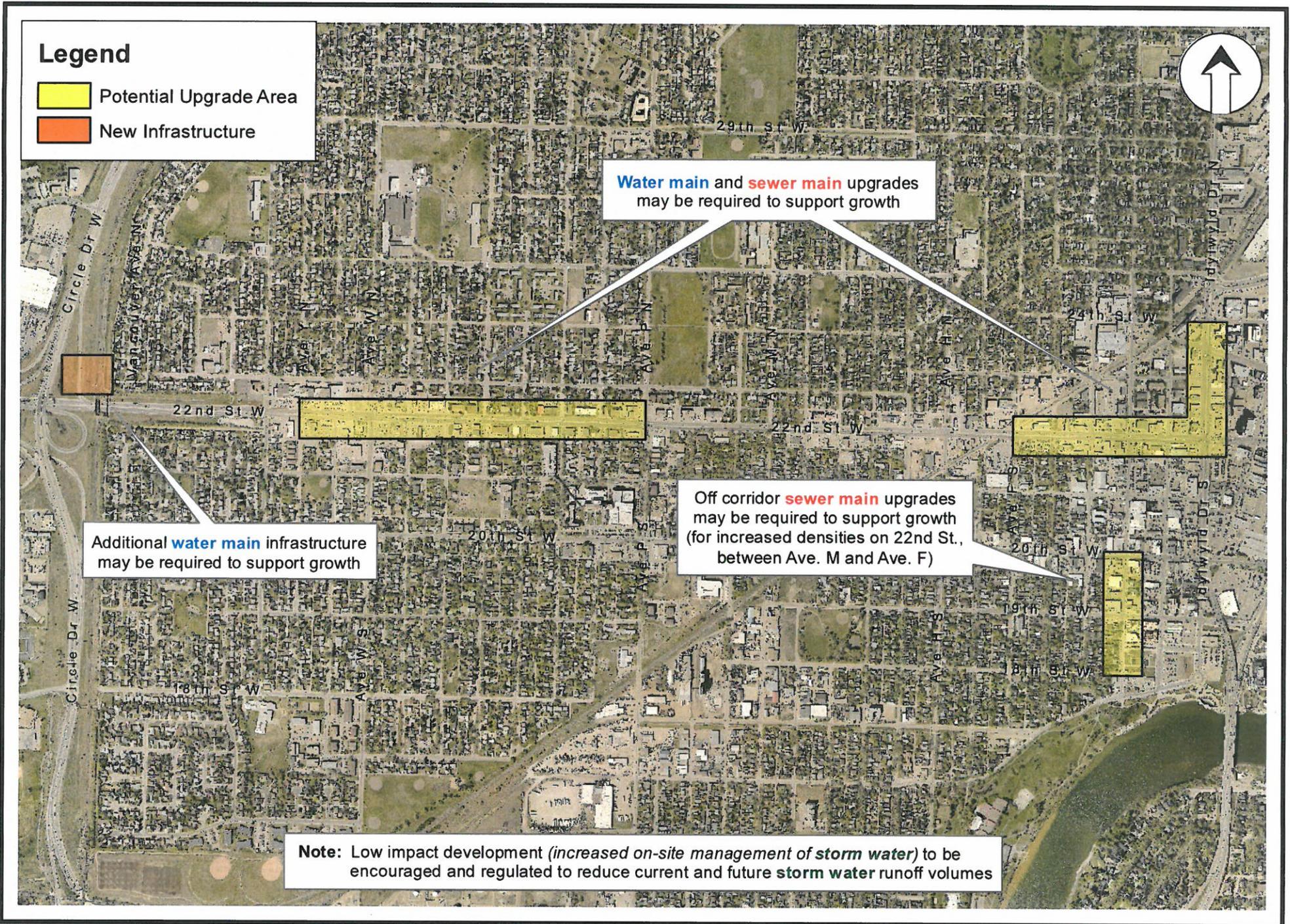
- Figure 1: 8<sup>th</sup> Street Water and Sewer Assessment
- Figure 2: Idylwyld Drive Water and Sewer Assessment
- Figure 3: 22<sup>nd</sup> Street West Water and Sewer Assessment
- Figure 4: Preston Avenue Water and Sewer Assessment
- Figure 5: College Drive Water and Sewer Assessment

Legend

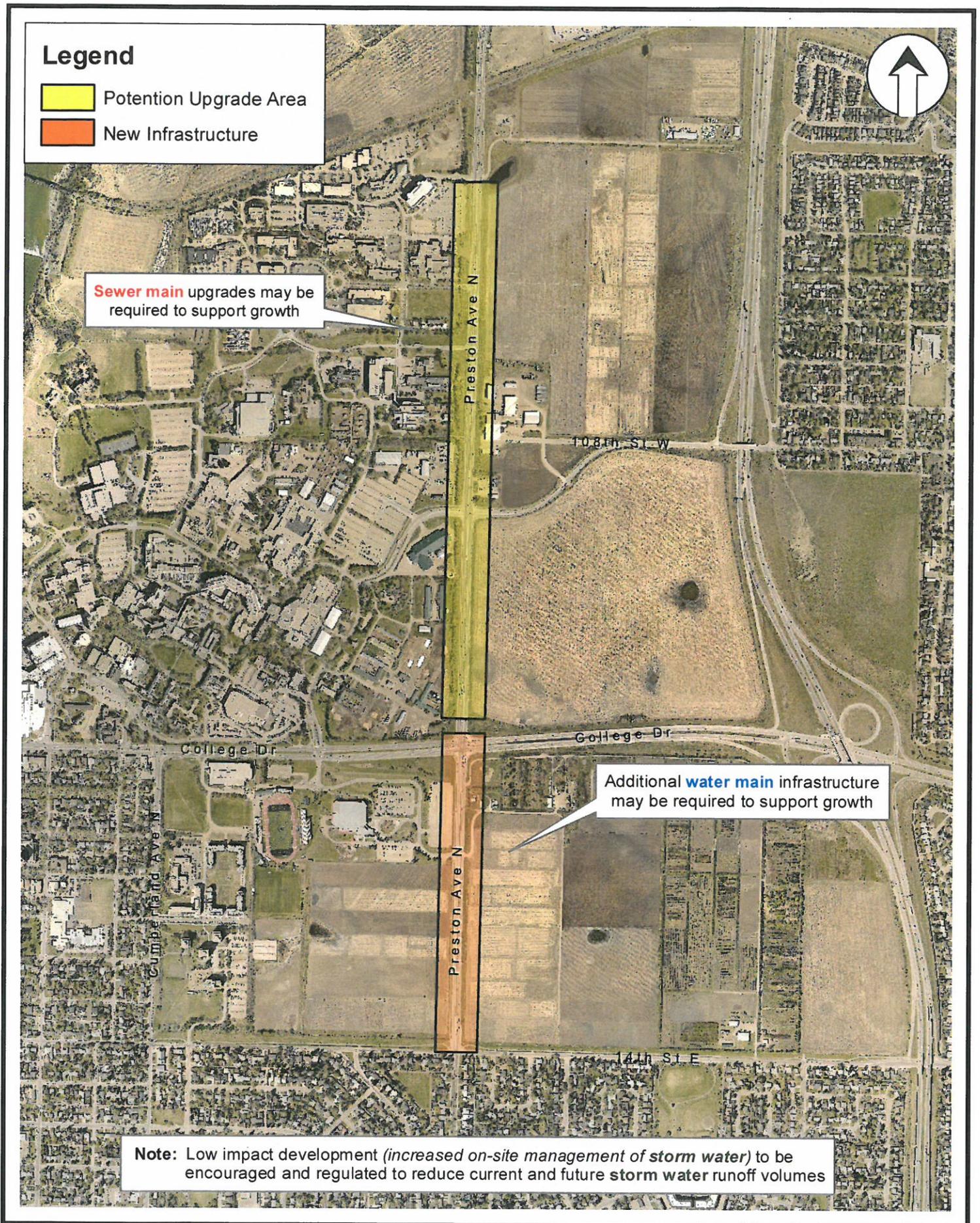
- Potential Upgrade Area
- New Infrastructure



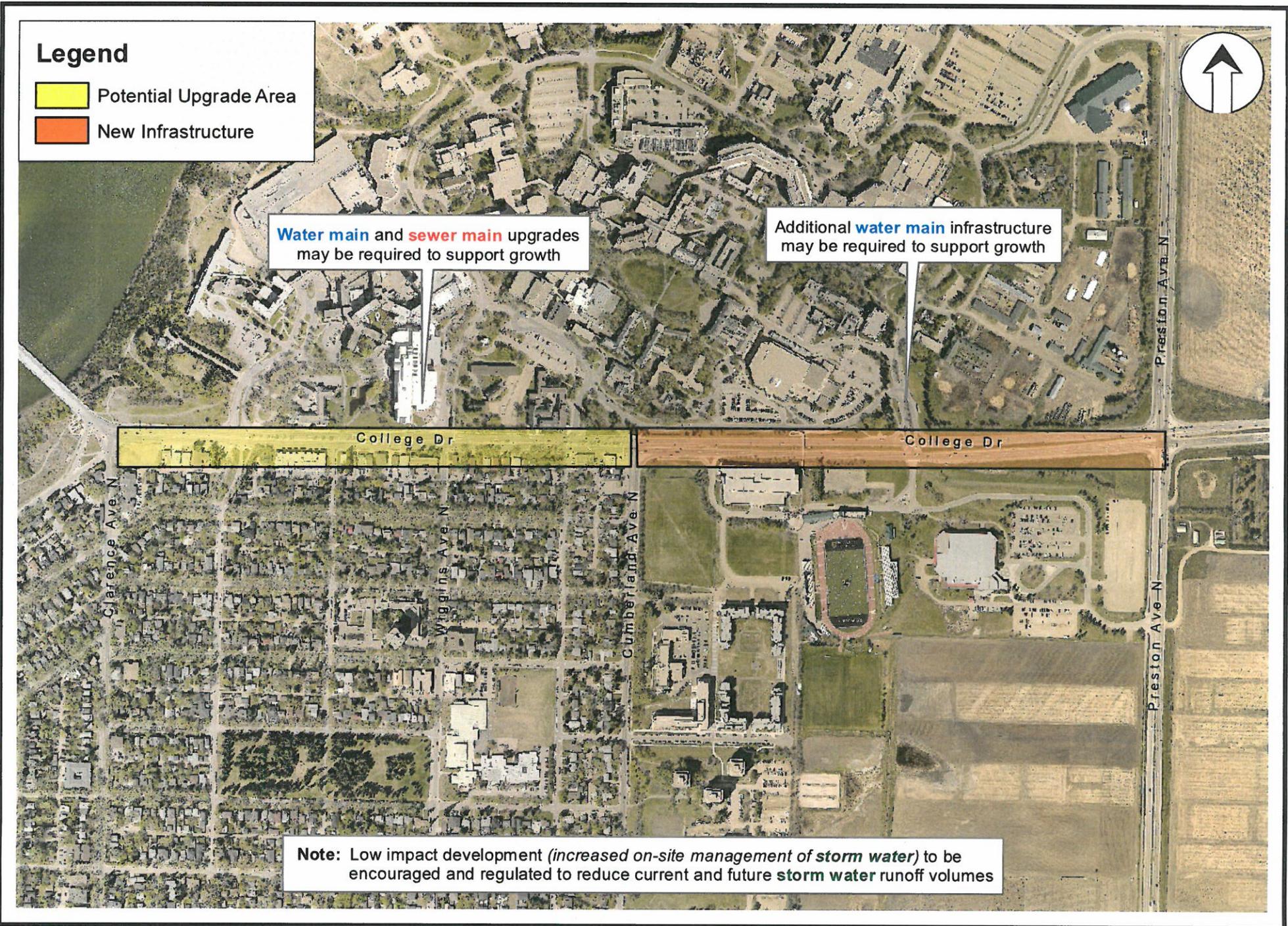




February 4, 2016



February 4, 2016



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## Growth Plan Summit: Transit Planning Concepts

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an introduction to Mr. Jarrett Walker of Jarrett Walker + Associates, who will deliver a presentation during the Growth Plan Summit regarding transit planning principles. This presentation will support a report that will follow regarding the Long-Term Transit Plan.

### Report Highlights

1. Mr. Walker's presentation will highlight a number of concepts for transit planning that will assist in future discussions as a community regarding the Long-Term Transit Plan.

### Strategic Goals

The development of the Growth Plan to Half a Million (Growth Plan) supports the City of Saskatoon's (City) Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, and Moving Around.

The Growth Plan will also assist in meeting the Strategic Goal of Environmental Leadership by enhancing the range of choices for Moving Around and providing a new model for Sustainable Growth that more effectively utilizes infrastructure.

### Background

For background on the Growth Plan, refer to the report titled "Growth Plan Summit: The Growth Plan to Half a Million."

### Report

Jarrett Walker is an industry expert who specializes in redesigning transit systems. He also has wide experience on the topic of transit design and transit choices. Mr. Walker is the author of the book Human Transit: How Clearer Thinking About Public Transit Can Enrich Our Communities and Our Lives.

Mr. Walker's expertise has been sought specifically by the project team in order to assist in presenting the concepts of frequency versus coverage for transit planning, as he has done extensive work educating stakeholders about the choices that public transit requires, in addition to transit network and policy planning. The concepts of frequency and coverage are a necessary background to the presentation regarding the Long-Term Transit Plan. The current system is predominantly based on providing transit coverage across the city as opposed to concentrating services based on areas of higher ridership to provide more frequent service. Frequent transit becomes more useful as customers

## **Growth Plan Summit: Transit Planning Concepts**

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are able to rely on it as their mobility choice. Mr. Walker will discuss these concepts and their implications.

During his time in Saskatoon, Mr. Walker also conducted a workshop on March 12, in cooperation with Great Places Saskatoon. This workshop engaged a variety of key stakeholders discussing the choices involved with transit planning.

### **Public and/or Stakeholder Involvement**

Please refer to the companion report “Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results” for more details.

In cooperation with Great Places Saskatoon and the University of Saskatchewan, Mr. Walker also led a workshop with a stakeholder group on March 12, 2016. A variety of organizations were represented.

### **Other Considerations/Implications**

There are no options, policy, financial, environmental, privacy, or CPTED implications or considerations; a communication plan is not required as a result of this report.

### **Due Date for Follow-up and/or Project Completion**

As part of the Growth Plan, a report seeking approval of the key directions will be brought to Committee and City Council in April 2016. Following approval, the Administration will develop a detailed ten-year action plan to guide implementation. City Council will have final approval of implementation as each initiative is pursued and as budget requests are made during the annual budget process.

### **Public Notice**

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

### **Report Approval**

Written by: Lesley Anderson, Project Manager, Growing Forward! Shaping Saskatoon

Reviewed by: Alan Wallace, Director of Planning and Development

Angela Gardiner, Director of Transportation

James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department

Jeff Jorgenson, General Manager, Transportation and Utilities Department

Catherine Gryba, General Manager, Corporate Performance Department

Kerry Tarasoff, General Manager, Asset and Financial Management Department

Murray Totland, City Manager

S/Reports/2016/PD/GPC – Growth Plan Summit – Transit Planning Concepts/ks

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## Growth Plan Summit: Long-Term Transit Plan

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an overview of the vision for Saskatoon Transit and the Long-Term Transit Plan component based on the Growth Plan to Half a Million.

### Report Highlights

1. Enhancing the transit system by adding new types of service, increased service hours, and dedicated transit facilities are key recommendations of the Growth Plan to Half a Million's (Growth Plan) Long-Term Transit Plan. The plan provides guidance and principles that will assist Saskatoon Transit in moving forward over the next two to five years.
2. To grow and meet higher ridership levels, Saskatoon Transit needs to become the critical key service meeting the mobility needs of all Saskatonians. In the long term, the system will transition to implement the Growth Plan's Bus Rapid Transit (BRT) initiatives; however, currently, Saskatoon Transit has to address the effectiveness and efficiency of the system within current resource levels.
3. Rapid Transit facilities, intended to be built over time in response to growing demands within the Transit system, will form a spine of rapid, frequent service on major corridors.
4. In order to make transit more reliable, frequent, and effective, as well as to be attractive to new riders, an aggressive approach will be undertaken to maximize the effectiveness of existing resources.
5. In addition to the proposed schedule of transit corridor reviews in the short term, Saskatoon Transit will also be undertaking a number of operational changes, such as the move to the Civic Operations Centre in early 2017.

### Strategic Goals

The development of the Growth Plan supports the City of Saskatoon's (City) Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, and Moving Around.

The Growth Plan will also assist in meeting the Strategic Goal of Environmental Leadership by enhancing the range of choices for Moving Around and providing a new model for growth that more effectively utilizes infrastructure.

### Background

For background on the Growth Plan, refer to the report titled "Growth Plan Summit: The Growth Plan to Half a Million."

## Growth Plan Summit: Long-Term Transit Plan

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In 2015, City Council endorsed performance metrics for the goals in the 2013-2023 Strategic Plan. In order to make the transit system a more efficient transportation option, the performance target for transit ridership was set to “increase transit ridership to 62 rides per capita” from the 2014 level of 31.9 rides per capita.

At its November 23, 2015 City Council meeting, the 8<sup>th</sup> Street Transit Corridor Review Report was received, and the Administration was directed to further develop the concept and undertake public engagement for its implementation.

### Report

#### A New Direction: Enhancing the Transit System

The Long-Term Transit Plan lays out a series of changes that will allow customers to choose from a broader range of services to meet their needs (see Attachment 1). Customers will be able to choose various ways to use transit: by walking to their nearest bus stop; walking or cycling further to access a more frequent service; driving or cycling to a park-and-ride station close to the rapid transit corridor to access a more frequent, direct service; or in areas of low demand, potentially using a dial-a-ride or on-demand service. Existing transit services will need to transition over time to create additional frequency, and additional funding will be needed to support new services as proposed in the Long-Term Transit Plan.

The addition of new types of services, transforming current local routes over time, and adding a variety of facilities are suggested as ways to better meet the needs of customers. Some of these changes include:

- i) adding buses and service hours to provide more frequency along routes that show high transit demand and a concentration of destinations;
- ii) adding service to growing areas of the city with new types of transit, such as a community shuttle service;
- iii) implementing dedicated bus lanes and transit priority features on an incremental basis in order to build facilities as transit ridership grows;
- iv) removing the Downtown and Place Riel terminals and replacing them with on-street stations to enable a flow-through transit system with less delay for customers;
- v) establishing park-and-ride facilities that allow customers to cycle or drive to the nearest park-and-ride station to access frequent or rapid transit service; or special service (for example, Saskatchewan Rush games); and
- vi) in the longer term (10 to 15 years), gradually transitioning conventional local routes to become an east-west, north-south grid system where possible, which would establish frequent transit corridors and link more destinations in a more direct manner.

#### Building Rapid Transit Facilities Over Time

Over time, frequent services along major corridors (e.g. the 8<sup>th</sup> Street Transit Corridor) will be supported by the development of new infrastructure to support transit and additional passenger amenities. This will transform these corridors and create rapid transit spines within the overall transit network, providing facilities that will be used by many transit routes to improve travel time and reliability. Rapid transit corridors and

## Growth Plan Summit: Long-Term Transit Plan

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stations will be planned to support and connect higher-density, mixed-use areas of the city in order to enhance mobility for customers. The facilities along corridors could include transit priority measures, such as dedicated bus lanes and transit priority signals, which will facilitate more reliable service, while various routes accessing the corridor will provide frequency along the spine. Stations along the corridors will be designed for customer comfort, safety, and access. See Attachment 1, page 139, for the Growth Plan Technical Report: Appendix A – Alternative Rapid Transit Evaluation.

### Coverage Versus Frequency

Like many communities, Saskatoon's transit system has been aimed at providing equal coverage for all customers. While peak hour service is included to meet the needs of regular commuters, the system has not been designed to compete with the private car for convenience, comfort, or directness. Current services include conventional local routes, Access Transit, and Direct Access Rapid Transit (DART) routes with most generally operating every 30 minutes or more during peak and off-peak periods of the day. Routes in suburban areas are limited by neighbourhood design where transit can only serve the neighbourhood by following the main collector road. Finally, Official Community Plan (OCP) Bylaw No. 8769, Sections 6.1.2.4 and 12.3.2, requires Saskatoon Transit to provide a high level of service to the Downtown from all parts of the City, and that further states the Downtown shall remain as the principal hub for transit.

Just like investments in road networks, investments in Saskatoon Transit will improve travel throughout the city and not just for those taking public transit. Saskatoon Transit is one component of the overall transportation system that will play an increasingly important role as Saskatoon grows. In order to get the most out of the infrastructure spending on roads, interchanges, and bridges, additional investment is also required for transit to meet the changing needs and expectations of all customers, which will help increase ridership to meet the City's transit target of 62 rides per capita and increase the mode share of 11.5% of commuters choosing walking, cycling, or transit to 20%. Saskatoon Transit is embarking on a review of the way most of the routes work in the city. This review is starting with principles that have been brought forward through the processes involved in drafting the Growth Plan. Consultations with Urban Systems and industry professionals, such as Jarrett Walker, provide a good confirmation of the way Saskatoon Transit must change.

### Addressing System Effectiveness

The Growth Plan includes recommendations for transit, moving forward, from the current coverage service to a more frequent service that will meet the needs of all customers when Saskatoon has reached a population of half a million. If Saskatoon Transit continues to use the present coverage model, it will not be able to meet the requirements of the future without much higher funding levels which may not provide the efficient, effective service that is required. Figure 1 shows where Saskatoon Transit sits when comparing funding and service hours per capita against other Public Transit providers in Canada and the United States. The diagonal trend line identifies average ridership relative to investment in-service hours, and when a system is on that line, they are balancing both to a comparable industry average. When a system is

## Growth Plan Summit: Long-Term Transit Plan

below the line, they can be considered to be meeting industry average ridership based on resources provided.

Saskatoon Transit is presently operating below the trend line. An increase in ridership, with no added investment, could be obtained through changes to the existing system. As shown in the chart below, in order to achieve significantly more rides per capita, Saskatoon will need to either out-perform industry or add service hours, or a combination of the two.

In the short term, Saskatoon Transit is identifying methods to use Growth Plan concepts to move the “dot” up before asking for more funding. This is part of the impetus behind the 8<sup>th</sup> Street project: exploring the potential to revise existing routes and create more efficient routing that provides more effective service to those who already use transit services.

An aggressive approach to system changes will be undertaken to improve ridership, starting with the customer experience. Things such as a Passenger Charter, high service-level delivery by all transit and associated civic staff, ensuring timeliness of buses, and implementation of technologies are examples of actions that can be taken at relatively minimal cost that will improve the rider experience.

An aggressive approach to service frequency along future BRT corridors will be undertaken starting in the summer of 2016. The Transit Operational Plan for 2016 to 2020, which will come forward in April, will provide more details.

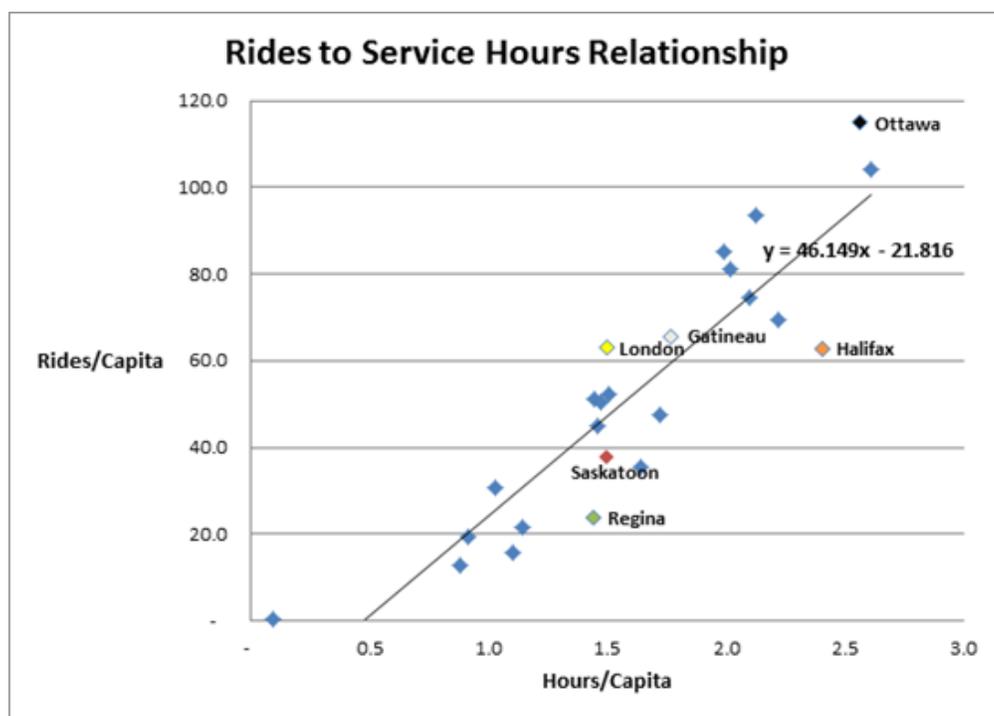


Figure 1 - Rides to Service Hours Relationship as provided by 2013 facts from the Canadian Urban Transit Association

## Growth Plan Summit: Long-Term Transit Plan

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Once the 8<sup>th</sup> Street high-frequency corridor is established, the Administration will implement similar changes to the 22<sup>nd</sup> Street Corridor in 2017 and to College Drive and Idylwyld Drive/Warman Road in 2018. Achieving high-frequency service along these main corridors will require a shift from coverage to frequency, meaning that routes with low ridership may have some of their frequency moved to main corridors. Service to suburban areas will need to be addressed as well. Rather than providing relatively poor service comprised of infrequent routes that are circuitous in nature (coverage model), changes will be made to provide appropriate service focused on peak hours combined with significantly reduced travel times. The 8<sup>th</sup> Street schedule adjustment is expected to demonstrate these results starting in 2016.

In addition to these service changes, aggressive programs could be implemented to drive up ridership. Programs, such as a significantly expanded U-Pass program, could be implemented for business districts or high schools, and community shuttles could target off-peak ridership to meet the needs of seniors and those with medical appointments. Each of these initiatives would be considered on their own merit, and brought before City Council before implementation.

### What are Some Overall Implications of These Changes?

Improving the directness or frequency of routes and service is likely to involve decreasing coverage in some neighbourhoods. This could occur either by removing portions of routes where they deviate from a direct route, by shortening loops at the end of a route, or by decreasing the frequency that a bus completes that route. A net result could mean customers need to walk further from their home to reach a transit route but find the route more direct.

Measures to address reliability of service could mean removing the transit fleet from general traffic lanes at points of congestion using transit priority features. This includes the use of dedicated lanes for transit, which require either the removal of a general purpose travel lane or the addition of a new lane along these routes. In some locations, this might result in the removal of on-street parking. Technologies, such as transit signal priority or queue jumps at traffic signals, require that transit be given priority as a road user over others in the system. The details of these changes will be determined during functional planning and corridor reviews, following approval of the Growth Plan.

### Next Steps

In the short term, Saskatoon Transit is further developing the five-year plan that was originally presented to City Council on September 14, 2015, to provide a strategy to move forward with these initiatives. This revised plan will be brought forward in April 2016. The following activities will be included in this operational plan:

- i) Transit operations to move to the Civic Operations Centre in early 2017;
- ii) continue to pursue the goal of achieving a 100% Accessible Fleet by 2018;
- iii) continue to implement the Fleet Renewal Strategy approved in 2015; and
- iv) review the current Demand Response (Access Transit) model in 2017.

## **Growth Plan Summit: Long-Term Transit Plan**

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In addition, the Administration will identify and examine proposals to increase ridership in the short term; some of which may have an effect on Transit revenues. Examples of these could include:

- i) Downtown businesses UPASS;
- ii) engaging with School Boards to develop learning trip excursion passes, environment learning stream passes, and other initiatives to attract students to transit as new riders;
- iii) Dial a Bus/Demand Response model for the North Industrial Area; and
- iv) Community shuttle-style services connecting the Saskatoon Field House, Medical Arts District, and Market Mall.

As part of the overall Growth Plan, Transit will participate in the development of the ten-year action plan for the implementation of the Growth Plan to be delivered in early 2017.

### **Public and/or Stakeholder Involvement**

The Long-Term Transit Plan was an integral component of the Growth Plan engagement process. Refer to the companion report “Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results.”

For the 8<sup>th</sup> Street Transit Corridor Review, public engagement is currently underway. In the future, public engagement with affected stakeholders, such as business and land owners adjacent to new transit stations and rapid transit corridors, will occur during the planning and design of corridors and station implementation.

### **Communication Plan**

Communication plans will be developed and executed as part of the implementation of these changes to Saskatoon Transit.

### **Financial Implications**

The short-term adjustments to improve the system effectiveness will be done with existing resources. The potential ridership initiatives could have financial implications, such as a reduction in revenues due to deep discounts in order to attract new riders and increase ridership.

There are financial implications resulting from the Long-Term Transit Plan. Attachment 2 provides an overview of the high-level costs associated with the additional transit services envisioned by the Growth Plan. Once the Growth Plan is approved, federal and provincial funding can be sought to support these new services.

### **Policy Implications**

There are policy implications resulting from changing the transit system, such as amending the OCP. As implementation proceeds, these policy implications will be further described and raised for consideration.

## **Growth Plan Summit: Long-Term Transit Plan**

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### **Other Considerations/Implications**

There are no environmental, privacy, or CPTED implications or considerations.

### **Due Date for Follow-up and/or Project Completion**

As part of the Growth Plan, a report seeking approval for the key directions of the Long-Term Transit Plan will be brought to Committee and City Council in April 2016. The Transit Operational Plan for 2016 to 2020 will also be provided at that time.

### **Public Notice**

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

### **Attachments**

1. Growth Plan Technical Report: Transit
2. Long-Term Transit Plan Financial Summary

### **Report Approval**

Written by: James McDonald, Director of Saskatoon Transit  
Lesley Anderson, Project Manager, Growing Forward! Shaping Saskatoon

Reviewed by: Alan Wallace, Director of Planning and Development  
Angela Gardiner, Director of Transportation  
James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department  
Jeff Jorgenson, General Manager, Transportation and Utilities Department  
Catherine Gryba, General Manager, Corporate Performance Department  
Kerry Tarasoff, General Manager, Asset and Financial Management Department  
Murray Totland, City Manager

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## Long-Term Transit Plan Financial Summary

**Please note:** The following is a summary of high-level estimated costs only. Functional planning and design will be required in order to provide full estimates.

Investment Type	Project	Estimated Costs
<b>Customer Service Improvements</b>	Real Time Bus Arrivals	<b>\$1.5M for implementation</b> (\$0.6M for ongoing maintenance)
	Ongoing Website Upgrades	
	Universal Accessibility	
	Community Outreach	
	Customer Service Staff Training	
	Customer Satisfaction Surveys	
<b>Service Hour Increases</b>	Increase annual service hours from 410,000 to 463,000 (2.5% per year)      2017 to 2021	<b>2.5% to 3.0% per year increase</b> (not including inflation)
	Increase annual service hours from 463,000 to 524,000 (2.5% per year)      2022 to 2026	
<b>Fleet</b>	Bus Fleet Replacement	10 buses per year (\$5.4M)
	Bus Fleet Expansion	5 buses per year (\$2.7M)
<b>Red Line and Blue Line BRT Facilities</b>	Stations	<b>\$50M to \$70M*</b> for implementation
	Corridors	
	Priority Treatments	
<b>Park-and-Ride Lots</b>	Five locations	<b>\$13M</b>

\* With respect to the cost estimates for BRT, this is a preliminary estimate for curb-side implementation. In addition to this cost, there is an additional \$54M in road-related work identified in the Transportation Network Improvement Schedule that is estimated to be required to support curb-side BRT.

The \$50-\$70M estimated here is basic infrastructure to support transit customer movement (stations, etc). This needs to work in combination with the road related changes, and in addition to public realm improvements that would be part of corridor redevelopment.

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## Growth Plan Summit: Active Transportation Plan Update

### Recommendation

That the information be received.

### Topic and Purpose

This report provides an update on the development of the Active Transportation Plan as part of the Growth Plan to Half a Million.

### Report Highlights

1. The Active Transportation Plan (ATP) is being developed in five phases and is nearly complete. Guided by community input, a vision, goals, and target for active transportation (AT) has been developed.
2. Based on feedback during the early rounds of public engagement, the ATP includes a target to double the daily walking and cycling trips of Saskatoon residents by 2045.
3. The ATP will contain recommendations organized around the themes of Connectivity, Safety and Security, Convenience, Land Use and Growth, Maintenance and Accessibility, and Education and Awareness. Recommendations will address community needs for enhanced infrastructure, policies, and support programs for AT.

### Strategic Goals

As a parallel project under the Growth Plan to Half a Million (Growth Plan), the ATP supports the City of Saskatoon's (City) Strategic Goal of Moving Around. The ATP will also assist in meeting the Strategic Goals of:

- i) Quality of Life (increase recreational and leisure opportunities and opportunities in a winter city);
- ii) Economic Diversity and Prosperity (invest in infrastructure needed to attract and support new businesses and skilled workers to the City); and
- iii) Environmental Leadership (increase energy efficiency of transportation).

### Background

At its December 4, 2012 meeting, City Council approved the Active Transportation Reserve, which provides mill rate-supported base funding to be phased-in and supplemented with one-time capital funding until the base reaches \$500,000 annually. The development of the ATP is funded from this reserve.

At its October 27, 2014 meeting, City Council approved the ATP terms of reference, including project purpose, objectives, and a preliminary timeline and process for 2014 to 2016.

## Growth Plan Summit: Active Transportation Plan Update

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At its February 23, 2015 meeting, City Council approved the award of contract for the development of the ATP to Urban Systems Ltd. for a total of \$209,987.98 (including GST).

### Report

#### Main Components of the ATP

The ATP has been developed using a five-phase process and is nearly complete. A vision, goals, and target have been developed with broad input from residents and stakeholders for improving the AT network, policies, and support programs over the next 30 to 40 years. The final ATP will contain recommendations and priorities for the short, medium, and long term, with cost estimates, roles and responsibilities, and potential partnerships identified. More detailed recommendations with cost estimates will be provided for the first five years. The following provides a summary of the main components of the ATP.

The following vision was developed with broad input from residents and stakeholders:

“In 2045, Saskatoon is a leading city for active transportation, where walking and cycling are convenient, comfortable, attractive, fun, and normal ways of moving around the city year-round for residents and visitors of all ages and abilities.

Saskatoon has developed an active transportation network, policies and programs through supportive partnerships that provide transportation choices and contribute to the city’s robust economy, cultural and recreational experiences, environmental health, safety, physical beauty, and neighbourhood connectivity.”

#### Target for Walking and Cycling

Walking and cycling are the main forms of AT addressed in the ATP. Currently, 12% of all daily trips made by Saskatoon residents (not only those trips associated with commuting) are made by walking and cycling. The ATP proposes to double walking and cycling trips to 24% of all daily trips by 2045. Increasing the mode share of commuters choosing walking, cycling, or transit is necessary to reduce traffic congestion, improving mobility for all modes. This target represents an increase to the existing performance target.

#### Recommendations

The ATP is organized around the following themes: Connectivity, Safety and Security, Convenience, Land Use and Growth, Maintenance and Accessibility, and Education and Awareness. Recommendations are identified for each theme and address a variety of issues and concerns with existing infrastructure, support programs, and policies, including:

- i) address gaps in sidewalks in core neighbourhoods and other established neighbourhoods. Examples of priority projects may include: filling in missing sidewalks in core neighbourhoods and employment areas, such as North Industrial and along growth corridors and transit routes;

## Growth Plan Summit: Active Transportation Plan Update

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- ii) address gaps in shared pathways and cycling facilities in core neighbourhoods and other established neighbourhoods. Examples of priority projects may include: continuing to address gaps on priority sections of the Meewasin Trail, addressing gaps in the Preston Avenue shared pathway near Preston Crossing, improvements to the 23<sup>rd</sup> Street Bike Boulevard, and completing a network of downtown protected bike lanes;
- iii) improve walking and cycling facilities for new neighbourhoods. Examples of priority projects may include: updating the City's sidewalk and bike facility requirements for new developments and ensuring that transit routes in new sectors, such as Holmwood, have adequate sidewalks and/or pathways;
- iv) address accessibility and maintenance of walking and cycling facilities year-round. Examples of priority projects may include: developing or refining snow clearing requirements and prioritization for sidewalks, shared pathways, and winter cycling routes;
- v) address road safety and personal security issues. Examples of priority projects may include: conducting road safety audits on corridors with identified safety concerns for vulnerable road users, introducing more pedestrian countdown timers and bike timers at priority intersections, and undertaking a review of Bicycle Bylaw No. 6884;
- vi) address barriers, such as road crossings, river crossings, underpasses and overpasses, railways, and natural features;
- vii) ensure adequate bike parking levels and integration of walking and cycling facilities with transit and future BRT corridors. Examples of priority projects include: ensuring that downtown, civic facilities, and priority transit areas have adequate and secure bike parking;
- viii) provide walking and cycling facilities to support neighbourhood infill, strategic infill, and growth corridors. Examples of projects may include: 8<sup>th</sup> Street and Idylwyld Drive corridor studies, filling in sidewalks in priority infill areas, and providing cycling facilities on, or adjacent to, growth corridors; and
- ix) enhance education and awareness to support and promote AT, sharing the road between all road users, and responsible travel behaviours and attitudes to provide more convenient and safe transportation choices for all.

ATP recommendations will support achievement of the vision, goals, and target for AT in Saskatoon. Refer to Attachment 1 for an executive summary of the ATP.

### **Public and/or Stakeholder Involvement**

Residents and stakeholders were engaged throughout the ATP process to ensure that a broad audience was informed, and balanced input from key sectors and interest groups was considered. Over 4,000 residents and stakeholders were engaged through a variety of events, activities, and communications, including:

## **Growth Plan Summit: Active Transportation Plan Update**

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- i) a statistically representative telephone survey, reaching over 600 residents;
- ii) two interactive online surveys, with the first generating 1,400 responses and the second generating 1,300 responses;
- iii) two public drop-in events, with over 250 residents in attendance and over 310 feedback surveys received;
- iv) two stakeholder workshops, with over 100 participants representing a variety of stakeholder groups;
- v) additional targeted engagement with business stakeholder groups, teachers, and school-aged youth, post-secondary students, faculty and staff, and community association representatives; and
- vi) seven online “Question of the Month” surveys, generating over 530 responses.

### **Communication Plan**

A Communications and Engagement Strategy will accompany the five-year detailed action plan to guide implementation in the final report. ATP communications and engagement activities will continue to be coordinated and integrated with the overall Growth Plan over time.

### **Financial Implications**

The Active Transportation Reserve will continue to provide \$500,000 annually in capital funding for implementation items identified in the action plan. Additional capital funding will be required. Funding strategies and options will be presented when the finalized plan is submitted.

An AT coordinator position was approved as part of the 2016 Business Plan and Budget process. This position will start in mid-2016 and coordinate ATP implementation with existing staff in key departments. Medium- and long-term requirements for additional funding and resources will be identified in the final ATP report.

### **Other Considerations/Implications**

Other options, policy, privacy, CPTED and environmental considerations and/or implications will be identified in the final report.

### **Due Date for Follow-up and/or Project Completion**

The final public engagement component of the ATP was completed in February 2016. Based on that input, the final report for the ATP is currently being developed. A final report for the ATP will be brought to Transportation Committee and City Council in May 2016. An implementation plan will accompany the final report that identifies priorities for the short, medium, and long term. The implementation plan will contain recommended projects, prioritization, cost estimates, communications and engagement strategies, and a recommended monitoring and evaluation approach.

Following City Council approval, the Administration will develop a detailed five-year ATP action plan to guide implementation. City Council will have final approval of the five-

## **Growth Plan Summit: Active Transportation Plan Update**

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year action plan as initiatives are pursued and as budget requests are made during the annual budget process.

### **Public Notice**

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

### **Attachment**

1. Active Transportation Plan Executive Summary

### **Report Approval**

Written by: Vicky Reaney, Project Manager, Active Transportation Plan

Reviewed by: Alan Wallace, Director of Planning and Development

Angela Gardiner, Director of Transportation

James McDonald, Director of Saskatoon Transit

Approved by: Randy Grauer, General Manager, Community Services Department

Jeff Jorgenson, General Manager, Transportation and Utilities Department

Catherine Gryba, General Manager, Corporate Performance Department

Kerry Tarasoff, General Manager, Asset and Financial Management Department

Murray Totland, City Manager

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# Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results

## Recommendation

That the information be received.

## Topic and Purpose

This report provides an overview of the Growing Forward! Shaping Saskatoon engagement process for the Growth Plan to Half a Million's core initiatives of Corridor Growth, Transit and Core Area Bridges, including the results and general themes heard from the community throughout the development process.

## Report Highlights

1. The Growing Forward! Shaping Saskatoon process had set out a number of goals for engagement to ensure a sound basis for public discussion. A variety of methods were used to achieve these goals.
2. A wide range of communication tools were used throughout the course of the project.
3. The public engagement events and tools resulted in a wide range of input and discussion that has helped to shape the final recommendations of the Growth Plan to Half a Million (Growth Plan).
4. A post-engagement evaluation was conducted by the project team, which concluded that the process met the initial goals and conformed to industry best practices.

## Strategic Goals

The development of the Growth Plan supports a number of strategies and priorities for the City of Saskatoon's (City) Strategic Goals of Asset and Financial Sustainability, Sustainable Growth, Moving Around, and Environmental Leadership by enhancing the range of choices for Moving Around and providing a new model for growth that more effectively utilizes infrastructure.

## Background

In 2011, residents developed a Community Vision for the city's future through the Saskatoon Speaks process. The vision reflects the stated values of the community with respect to eight interrelated themes, including the environment, moving around, and quality of life. The vision contributed significantly to City Council's Strategic Plan 2013-2023.

The Growth Plan was born out of this visioning process to meet the goals and objectives laid out in the City's Strategic Plan in the areas of Sustainable Growth and

## **Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results**

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Moving Around. Development of the Growth Plan began in 2013 when the Transit Plan; Rapid Transit Business Case; Core Area Bridge Strategy; and the Nodes, Corridors, and Infill Plan was awarded to Urban Systems Ltd. Supporting initiatives include the Employment Area Study, Water and Sewer servicing, and Financing Growth, as well as the Active Transportation Plan.

At its February 10, 2014, meeting, City Council received a report outlining the communication and engagement plan for the Growth Plan, called Growing Forward! Shaping Saskatoon. Four rounds of public engagement and one additional round of promotion and information sharing occurred during the development of the Growth Plan. Following each round, an Engagement Summary Report was prepared and presented to the Standing Policy Committee on Planning, Development and Community Services.

### **Report**

#### Goals for Engagement

The goals for engagement were developed at the outset of the Growing Forward! Shaping Saskatoon process to encourage a solid foundation for public dialogue regarding general growth planning. The overarching goals for Growing Forward! Shaping Saskatoon communications and engagement activities were:

- **Encourage meaningful dialogue around growth issues affecting Saskatoon.** In order to ensure project outcomes reflect public interests and values, the City initiated the Growing Forward! Shaping Saskatoon public process to operate in tandem with technical work being performed to shape the Growth Plan.
- **Ensure balanced participation.** As part of its commitment to inclusive decision-making, the City committed to supplementing broader engagement events with targeted communications and engagement to ensure a diversity of views were represented.
- **Solicit input into the development of the Growth Plan to Half a Million.** The goal of the Growing Forward! Shaping Saskatoon process was to ensure that resulting deliverables continue to reinforce City Council's Strategic Goals as an extension of public visioning, and that the public continues to have representation in decisions related to growth in Saskatoon.

Attachment 1 provides a summary of how these goals were achieved.

#### Communications

A wide range of communication tools were used throughout the course of this project to reach as many citizens as possible. Each round of engagement was promoted in a variety of ways, including public service announcements, media advisories, print/radio/online ads, videos, social media, portable billboards, handbills, posters, subscriber newsletters, and utility bill inserts. In addition, targeted flyers, invites, and

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emails were also used at different stages to raise awareness of events and input opportunities.

The combined total reach, or number of people, who had the opportunity to be exposed to a communications tool during each phase is estimated below. The figures below do not eliminate for situations where a person had the opportunity to use more than one communications tool.

Phase 1: Setting the Stage (information gathering)..	not applicable
Phase 2: Focusing on our Shared Vision.....	45,295 combined total reach
Phase 3: What are the Possibilities?.....	107,889 combined total reach
Phase 4: What is the Preferred Plan?.....	594,602 combined total reach
Phase 5: How Do We Make This Happen?.....	386,235 combined total reach

### Themes and Results

As a diverse community, the discussions and responses heard during public engagement represented a wide range of perspectives. Attachment 2 outlines the discussions that occurred throughout each round of public engagement and summarizes the main themes heard in the feedback. In general, high levels of support have been shown for the key directions throughout the project's development. This was further confirmed with the representative online survey that was conducted by Insightrix Research Inc. in June 2015. As such, the key directions have been consistent throughout the project and form the final recommendations. The Fall 2015 Engagement Summary Report provides verbatim comments from the final round of engagement (see Attachment 3).

### Evaluation

Following the final round of engagement, the project team evaluated the engagement process against a variety of measures that have been identified by the International Association for Public Participation (IAP2). Upon review of the public engagement work completed through the Growing Forward! Shaping Saskatoon process, the project team is satisfied that the consultation and engagement conformed to industry best practices as set out by the IAP2 and met the initial goals for engagement.

### **Public and/or Stakeholder Involvement**

Public and stakeholder engagement has been continuous throughout the project, as described in this report.

### **Other Considerations/Implications**

There are no options, policy, financial, environmental, privacy, or CPTED implications or considerations at this time; a communication plan is not required as a result of this report.

### **Due Date for Follow-up and/or Project Completion**

The Growing Forward! Shaping Saskatoon engagement process for the Growth Plan's core initiatives of Corridor Growth, and Transit and Core Area Bridges is now complete.

## **Growth Plan Summit: Growth Plan to Half a Million Engagement Process and Results**

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### **Public Notice**

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

### **Attachments**

1. Goals for the Growing Forward! Shaping Saskatoon Engagement and Communications Process
2. Summary of the Growing Forward! Shaping Saskatoon Engagement Themes and Results
3. Fall 2015 Growth Plan Engagement Summary Report #5

### **Report Approval**

Written by: Lesley Anderson, Project Manager, Growing Forward! Shaping Saskatoon  
Jennifer Pesenti, Marketing Coordinator, Special Projects, Community Services

Reviewed by: Alan Wallace, Director of Planning and Development  
Angela Gardiner, Director of Transportation  
James McDonald, Director of Transit  
Carla Blumers, Director of Communications

Approved by: Randy Grauer, General Manager, Community Services Department  
Jeff Jorgenson, General Manager, Transportation and Utilities Department  
Catherine Gryba, General Manager, Corporate Performance Department  
Kerry Tarasoff, General Manager, Asset and Financial Management Department  
Murray Totland, City Manager

S/Reports/2016/PD/GPC – Growth Plan Summit - Growth Plan to Half a Million Engagement Process and Results/ks

## Goals for the Growing Forward! Shaping Saskatoon Engagement and Communications Process

**Goal: Encourage meaningful dialogue around growth issues affecting Saskatoon. In order to ensure project outcomes reflect public interests and values, the City of Saskatoon (City) initiated the Growing Forward! Shaping Saskatoon public process to operate in tandem with technical work being performed to shape the Growth Plan to Half a Million (Growth Plan).**

### How was this achieved?

- i) **Public Events** – City-wide public events were held during each of the four rounds of public engagement. These events provided a variety of formats for discussion and input in order to meet the needs of the widest variety of residents.
- ii) **Online Surveys** – Online surveys supplemented and expanded the reach of the public events. The surveys provided an online option to access information and provide input. Surveys were based on workbooks and questions used during public events.
- iii) **Stakeholder Presentations** – Presentation sessions were held with a wide range of stakeholder groups throughout the project. This enabled interest groups to hear about the project and discuss their questions and concerns in a variety of forums. Over 70 presentations were made during the course of the project.
- iv) **Spotlight On . . . Information Series** - This series was developed to help explain key elements of the Growth Plan Summary Report #1 through a series of short and interesting blog posts. A total of five Spotlights were released from June to November 2014 focusing on:
  - a) Core Area Bridges: What is happening and what can we do?
  - b) Complete Streets: What do they look like and why do we need them?
  - c) Growth Near Major Corridors: How will half a million people fit in Saskatoon?
  - d) Future Transit: What is happening and what can we do?
  - e) Bus Rapid Transit: What is Bus Rapid Transit and is Saskatoon ready for it?
- v) **Workbooks** – Workbooks were used during three rounds of engagement, where options and priorities began to be topics of discussion. The workbooks enabled more detailed information to be provided to participants and allowed them to consider the information at their convenience.
- vi) **Engagement Summary Reports** – Engagement Summary Reports, prepared after each round of engagement, presented a complete picture of the discussion around the Growth Plan initiatives in all forums, including verbatim comments received online, via paper surveys, and in emails and social media. This

information was available publicly to show both the common and the disparate themes of public feedback.

- vii) **Summary Reports** – As the Growing Forward! Shaping Saskatoon process progressed, Summary Reports were prepared to present the considerations, rationale, and recommendations for the Growth Plan project. Two Summary Reports were prepared, one in May 2014 and one in June 2015. These reports allowed members of the public to follow the development of the project. A final Summary Report has also been prepared and is attached to the Growth Plan to Half a Million approval report.

**Goal: Ensure balanced participation. As part of its commitment to inclusive decision-making, the City committed to supplementing broader engagement events with targeted communications and engagement to ensure a diversity of views are represented.**

#### **How was this achieved?**

- i) **Stakeholders** – Numerous presentations were made to a wide variety of stakeholder groups and organizations. Over the course of the project, approximately 2,300 people from business groups, volunteer organizations, religious organizations, community associations, and others participated in these presentation and discussion sessions.
- ii) **Partnership Opportunities** – The project team worked with other community partners to identify opportunities to participate in events held by other organizations that would target a diversity of perspectives. This included such events as participating in the Urban Aboriginal Gathering, the 2nd Avenue Sidewalk Sale, the International Women’s Day Forum, and the Voice of Youth Leadership Forum.
- iii) **Representative Survey** – A representative random sample survey of 801 Saskatoon residents was conducted through an online research panel by Inshtrix Research Inc. in June 2015. This survey gathered feedback on the preliminary long-term recommendations and implementation priorities included in the Growth Plan as a complement to the project’s engagement activities. The survey was used as an indicator of general levels of support from the community.
- iv) **Targeted Communications** – A variety of communications were targeted to particular topics and/or stakeholder groups to encourage participation and discussion. Targeted flyers were distributed to neighbourhoods near the proposed 33rd Street/Preston Avenue bridge; emails and event promotions were sent to a variety of Community Associations for distribution, highlighting potential impacts for their areas; and event and survey invites were sent to land and business owners along the high-priority corridors to encourage participation during the third and final rounds of engagement.

**Goal: Solicit input into the development of the Growth Plan. The goal of the Growing Forward! Shaping Saskatoon process was to ensure that resulting deliverables continue to reinforce City Council's Strategic Goals as an extension of public visioning and that the public continues to have representation in decisions related to growth in Saskatoon.**

#### **How was this achieved?**

- i) Events and Online Surveys** - Four rounds of major public engagement occurred during key milestones of the Growth Plan's development. During each of these rounds, input was gathered through in-person events and online surveys.

The first round described Saskatoon's aspirations for growth, introduced strategies, and gathered input to guide the development of options for the Growth Plan's core initiatives of Corridor Growth, Transit, and Core Area Bridges. The second round sought feedback on potential options for each initiative, and the third round presented the recommended long-term options for Corridor Growth, Transit, and Core Area Bridges, and sought input on the implementation possibilities and priorities for these core initiatives. The final round of engagement was aimed at communicating the draft plan to the community, as well as gathering feedback on the recommended implementation and phasing strategy.

Due to the generally high levels of support expressed during each round of engagement, the key directions for the core initiatives have been consistent throughout the project and form the final recommendations.

- ii) Representative Survey** – Following the third round of engagement, a representative survey was undertaken to test the support for the long-term recommendations of the Growth Plan with the wider public of Saskatoon.
- iii) Stakeholder Presentations** – Discussions and presentations to a wide range of stakeholder groups allowed for informal and formal discussion of the key directions. Input from these diverse perspectives allowed for adjustments and enhancements to the considerations and communications of the project.

## Summary of the Growing Forward! Shaping Saskatoon Engagement Themes and Results

### Engagement Summary Report #1

Public Engagement Period: February 25 to March 11, 2014

Engagement activities included:

- i) two public open houses;
- ii) an online public survey; and
- iii) stakeholder presentations.

The public events were comprised of a 20-minute presentation, followed by a come-and-go open house with activity stations where participants were invited to engage in conversations with Civic staff and technical subject matter experts. Engagement questions were open ended and resulted in a variety of types of responses. The feedback received was then categorized according to emergent themes.

#### Growth Plan Overview

What other goals and objectives should we consider to promote Moving Around?

What other goals and objectives should we consider to promote Sustainable Growth?

#### Transit System Plan

What are some barriers to your use of transit?

Which areas could be best served by improved transit service?

Are there other types of transit services you would like us to explore for Saskatoon?

#### Rapid Transit

What do you think are important features of rapid transit for Saskatoon?

Candidate corridors for rapid transit are identified on the map. What are some of the most important destinations served by these potential corridors? Should other corridors be considered?

#### Growth Near Major Corridors

What other ingredients are needed to support vibrant communities near major transit corridors?

Which areas have the greatest potential to be vibrant areas in the future?

Which areas in the city have these qualities today?

#### Core Area Bridges and Networks

What are the most important qualities of a 'great' downtown street for you?

What strategies should we consider for improving mobility?

### Results

Comments were wide ranging. The full Engagement Summary Report #1 can be found on the project website at [www.growingfwd.ca](http://www.growingfwd.ca) > Get Involved > Downloads.

## Engagement Summary Report #2

Public Engagement Period: March to November 2014

The input gathered during the first round of engagement was used to develop detailed Growth Plan to Half a Million (Growth Plan) options for discussion during the next round of public engagement in November and December 2014. As such, the intent of the summer and fall 2014 project engagement was to continue to educate the public about Saskatoon's Growth Plan, generate interest in participating in its development, and check in to ensure we're on the right track.

Engagement and communication activities included:

- i) Release of the Engagement Summary Report #1 and Growth Plan Summary Report #1 in June 2014;
- ii) Spotlight On...Information Series that explained the key elements driving the development of detailed Growth Plan options; and
- iii) 14 presentations to a variety of groups, reaching 470 people.

## Engagement Summary Report #3

Public Engagement Period: November 20 to December 7, 2014

Engagement activities included:

- i) two City-wide Public Workshops;
- ii) two Community Information Sessions;
- iii) an online public survey; and
- iv) stakeholder presentations.

During this round of engagement, participants were presented with a shortlist of options being considered for each of the Growth Plan's key initiatives of Corridor Growth, Transit, and Core Area Bridges.

### Corridor Growth

For Corridor Growth, participants were presented with a shortlist of seven prioritized corridors with redevelopment potential, and asked the following questions:

1. Do you support the shortlist of corridors being considered or do you think some corridors are better suited for redevelopment, urban vibrancy and rapid/frequent transit than others?
2. Did we hit the mark or are we missing anything?

### Results

Participants were asked to indicate their support (high, medium, and low) for each of the candidate corridors being considered for redevelopment. In general, 8th Street received the highest support and the least "low support" responses, followed by 22nd Street and Idylwyld Drive. The Confederation Suburban Centre received the lowest number of "high-support" responses and the highest number of "low-support" responses.

## Transit

For Transit, participants were presented with the draft Future Transit Plan, which outlined service features and Bus Rapid Transit (BRT) alignment, and asked the following questions:

1. Do you support the proposed Future Transit Plan or are there features you like and others you don't?
2. Did we hit the mark or are we missing anything?

### Results

Participants were asked to indicate their support (high, medium, and low) for the different features within the draft Future Transit Plan. In general, implementing BRT east-west and north-south received the strongest support.

## Core Bridges

For Core Bridges, participants were presented with four long-term core bridge management strategies, and asked the following questions:

1. Which of the four long-term core bridge management strategies do you support?
2. Did we hit the mark or are we missing anything?

### Results

Participants were asked to indicate their support (high, medium, and low) for each of the long-term strategies being considered to manage travel across core area bridges. The option for a new river crossing at 33rd Street alongside BRT lanes on the University Bridge received the strongest support. Maintaining "Business-as-usual," where we maintain the base transit system and complete the road network projects already identified, received the lowest support.

## Engagement Summary Report #4

Public Engagement Period: February to June 2015

Engagement activities included:

- i) two Growth Plan Public Workshops;
- ii) a Growth Plan Campus Consultation;
- iii) an online public survey;
- iv) transit customer intercept surveys;
- v) Aboriginal Focus Group;
- vi) North Park and City Park Community Consultation;
- vii) Corridor Survey;
- viii) an online representative citizen survey; and
- ix) stakeholder presentations.

This round of engagement presented the community with a detailed overview of the proposed draft long-term plan and possible implementation priorities for major corridor

redevelopment, a new transit system with BRT, and a 33<sup>rd</sup> Street river crossing with BRT lanes on the University Bridge.

The public events consisted of an overview presentation outlining the “business-as-usual” conditions that could be expected with continued growth, as well as an overview of the proposed long-term plan and implementation priorities. Participants were then led through a series of discussions in groups, and they also had a workbook to review and provide comments.

Supplementary engagement, including an online representative citizen survey and targeted engagement with affected stakeholders, also took place during this round.

Participants were presented with the proposed long-term plan and asked to indicate their support through the following questions:

1. Do you support the recommended long-term direction of the Growth Plan?
  - a) Overall Growth Plan;
  - b) Redevelopment and Infill along our Major Corridors;
  - c) The Transit Plan with BRT; and
  - d) A possible 33rd Street River Crossing with Bus Lanes on the University Bridge.
2. How could we enhance the Growth Plan?
3. Are there other comments you would like to make?

The online representative survey was conducted between June 1 and June 9, 2015, by Insightrix Research Inc., using their online research panel. A total of 801 randomly selected Saskatoon residents participated in the survey. The survey questions were based on the March 2015 Workbook and online public survey developed by Urban Systems Ltd. This enabled a direct comparison between the input collected through the open public engagement activities and this representative survey.

## **Overall Growth Plan**

### **Results**

In general, there was strong support for the main Growth Plan initiatives, which received over 80% support from participants in the open public engagement activities and 90% support from the representative survey respondents.

Corridor Growth was strongly supported by both the public event participants and the representative survey respondents at 85% and 88%, respectively.

The Transit Plan with BRT received support from 80% and 83% of public event and representative survey respondents, respectively.

The proposed river crossing received the lowest support from public event participants, with just over 60% showing support for it, while 78% of the representative survey respondents indicated support for a new river crossing.

Suggested enhancements to the Growth Plan most commonly relate to improvement of traffic design planning and congestion reduction. Other suggestions include repair and maintenance of existing infrastructure and higher transit service levels, along with a focus on active transportation, among others.

Concerns were raised with a variety of factors, including:

- Why we are encouraging growth;
- Dis-satisfaction with current conditions and levels of service for City services and infrastructure, and we should deal with this before planning for the future;
- How will other services and agencies cope with this level of growth? (i.e. Social Service Agencies, affordable housing, etc.); and
- How will we ensure that traffic flow is not negatively affected?

### **Corridor Growth**

#### **Results**

Over half of respondents agreed with the short-term implementation priority assigned to both 22nd Street West and Preston Avenue/College Drive. However, 31% of those who responded said Holmwood Suburban Centre, also being considered as a short-term priority for redevelopment, should happen later. Many respondents also disagreed with the long-term priority assigned to Idylwyld Drive North, with 48% saying redevelopment should happen sooner.

These findings are generally consistent with representative survey results, which showed:

- ~ Half of respondents supported the short-term projects, with the exception of the Holmwood Suburban Centre;
- ~ 45% of respondents felt that 8<sup>th</sup> Street should be increased in priority; and
- ~ 41% of respondents supported Idylwyld Drive North as a long-term priority.

### **Transit**

Participants were presented with 15 initiatives aimed at improving all aspects of the transit customer experience and asked to identify the most important priorities for the next ten years.

#### **Results**

Initiatives that would improve transit information ranked the highest amongst respondents. All 15 initiatives were identified as either a high or medium priority by more than 70% of respondents.

Representative survey respondents indicated high support (75%) for implementation of real-time bus arrival information, and 50% identified support for increasing the number of comfortable shelters and providing active transportation facilities as high-priority items.

As well, 22% of respondents indicated that higher transit service levels, including hours, frequency, and coverage, were missing priority items in the ten-year plan; and 17% indicated improvements to the customer experience and transit image were also missing priority items within the plan.

The transit service and facility improvements being proposed for short-term implementation within five years were presented to those participating. Respondents were asked whether they agree or disagree with the high priority assigned to the improvements presented for the five-year plan.

## Results

In general, respondents agreed with the high priority assigned to each of the seven short-term transit service and facility improvements. For all but one improvement (dedicated bus lanes on 3rd Avenue), more than half of those who responded to this question said the improvements were a high priority for the five-year plan.

Enhanced East-West (red line) rapid transit services (by increasing frequency, extending service into high ridership areas, and making the routing more direct) received the highest support with 76% of respondents saying the improvement is a high priority. A similar level of support was expressed by respondents to the representative survey. 69% of respondents indicated support for extending conventional service to the west, northeast, and southeast as a high priority.

Dedicated bus lanes on 3<sup>rd</sup> Avenue was seen as high priority by 46% of representative survey respondents; however, 41% of respondents indicated it was not a high priority item. Public engagement participants indicated a similar split with 43% identifying it as high priority and 43% identifying these dedicated lanes as not a priority.

Concerns were raised, relating to the following aspects of transit (among others):

- Why is Light Rail Transit (LRT) not being proposed, or the conversion of existing rail lines to LRT;
- Existing conditions for transit riders need to be improved;
- Service hours and frequency need to be expanded, with many examples of specific route challenges;
- Impacts of bus stops on vehicle traffic and traffic flow need to be addressed; and
- Access to bus stops and appropriate shelter facilities throughout the network is an important component of ensuring everyone can access transit.

## **Core Bridges**

Based on the technical evaluation and the public input from the previous rounds of engagement, a river crossing connecting 33<sup>rd</sup> Street and Preston Avenue is being recommended as a very long-term option to support core-area travel demands. As this is a long-term option, this round of engagement discussed methods to delay the need for a new river crossing.

### **Results**

As mentioned above, the recommendation for dedicated transit lanes on the University Bridge and a new river crossing received over 60% support from engagement participants, and 78% of representative survey respondents expressed support.

Results from the online survey allowed for further analysis of the level of support for the proposed river crossing and transit lane recommendations. Many respondents, who had chosen low support for the river crossing, indicated that they would not support another crossing in a different location, or that they would only support it in the north end or on the outskirts of the city.

As for the dedication of transit lanes on the University Bridge, respondents indicated that they would not support this in another location, or that they see the University Bridge as not having sufficient capacity for this. However, other comments indicated that a fair number of respondents would support bus lanes and active transportation facilities, given certain conditions.

## **Engagement Summary Report #5**

Public Engagement Period: October 14 to November 8, 2015

Engagement activities included:

- two Come-and-Go Public Events;
- an online public survey;
- a Stakeholder Breakfast; and
- a Corridor Come-and-Go Information Session.

This round of engagement presented the key recommendations and the recommended implementation priorities for the core initiatives.

## Corridor Growth

The implementation priorities for Corridor Growth over the next ten years include developing five Corridor Area Plans in consultation with the community, as well as implementing Transit Oriented Design (TOD) guidelines for new forms of development. Corridor Area Plans in the next ten years would be developed for 8<sup>th</sup> Street East, College Drive, Holmwood Suburban Centre, 22<sup>nd</sup> Street, and Confederation Suburban Centre. In the long term, plans for Idylwyld Drive and 8<sup>th</sup> Street, west of Preston Avenue, would be developed.

### Results

The short-, medium-, and long-term implementation priorities for Corridor Growth showed strong levels of support, with over 80% of respondents indicating medium or strong support. The top comments from those that indicated low support for the priorities had concerns about impacts to traffic and parking, or growth overall, as well as a number of respondents indicated they felt other corridors were higher priorities.

## Transit

The implementation priorities being recommended for Transit over the next ten years include transforming transit across the city by improving overall customer experience, shifting our approach toward providing the most attractive services to the highest demand areas, and implementing BRT lanes along 8<sup>th</sup> Street, 22<sup>nd</sup> Street, 3<sup>rd</sup> Avenue, 25<sup>th</sup> Street, and College Drive.

### Results

The Transit implementation priorities received mid-range support, with 60% to 70% of respondents indicating medium or strong support. Comments from those indicating low support for the transit priorities generally indicated that coverage and/or routes should be improved, as well as the affordability of transit. Some respondents expressed concerns with dedicating traffic lanes for transit and BRT facilities.

For the long-term priorities, numerous respondents, including those that indicated low, as well as medium and strong support, wanted to see higher priorities placed on these improvements. Some indicated that LRT (as opposed to BRT) should be considered now.

## Core Bridges

The Growth Plan is recommending an additional river crossing within Circle Drive, along with improvements to the transit system, as a long-term option to support growth and increase the “people-carrying” capacity across the river. The recommended location for a new bridge would connect 33<sup>rd</sup> Street with Preston Avenue and would serve growing population within Circle Drive, including new development areas in the Downtown, North Downtown, and the University of Saskatchewan’s lands. In the first ten years of the plan, efforts and investments are recommended to be focused on developing the transit and active transportation networks in order to delay the need for an additional crossing.

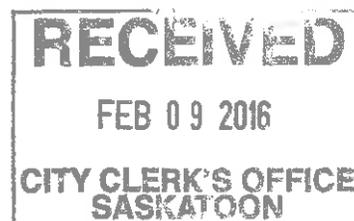
## Results

The short- and medium-term priorities for the Core Bridge initiative included focusing on implementing the transit plan and investing in active transportation infrastructure. These two key areas will help to delay the need for additional river crossing capacity.

The long-term priorities are an additional river crossing connecting 33<sup>rd</sup> Street and Preston Avenue, as well as enhancing the people-moving capacity of existing bridges by dedicating transit lanes on the University Bridge.

This initiative received the lowest level of support of all the core initiatives, achieving a 68% support rating for the short- and medium-term priorities, and a 55% support rating for the long-term priorities. For both, a number of respondents indicating low support included comments specifically against the 33<sup>rd</sup> Street/Preston Avenue bridge proposal, while for others indicating low support for the initiative, it was seen as counter to the active transportation and transit goals by providing additional vehicle capacity. Comments from all levels of support generally indicated support for investments in transit and active transportation.

**From:** Alex Fallon <tfehr@sreda.com>  
**Sent:** Monday, February 08, 2016 5:01 PM  
**To:** City Council  
**Subject:** Form submission from: Write a Letter to Council



Submitted on Monday, February 8, 2016 - 17:00  
Submitted by anonymous user: 71.17.10.5  
Submitted values are:

Date: Monday, February 08, 2016  
To: His Worship the Mayor and Members of City Council  
First Name: Alex  
Last Name: Fallon  
Address: Suite 103, 202 4th Ave N  
City: Saskatoon  
Province: Saskatchewan  
Postal Code: S7K 0K1  
Email: tfehr@sreda.com  
Comments: SREDA supports the City of Saskatoon's Growth Plan in principle, and believes it can play a key role in working with the City to help implement many of the objectives.

The results of this submission may be viewed at:  
<https://www.saskatoon.ca/node/398/submission/63424>

4110-2



**Population and Public Health**  
Office of the Medical Health Officers  
204-310 Idylwyld Drive North  
SASKATOON SK S7L 0Z2

Tel: 306.655.4338  
Fax: 306.655.4414

March 8, 2016

To the Governance and Priorities Committee:

**Re: City of Saskatoon Growth Plan to Half a Million**

As public health practitioners, we commend the attention given to health-promoting city planning and design throughout the development of the *Growth Plan to Half a Million*. The attention to active transportation, transit and strategic corridor growth in the planning process bring tremendous potential for positive impacts on the health of city residents.

The goal of substantial increases to active transportation use in Saskatoon will be supported by strong targets, and the potential health benefits of action toward these targets are numerous. Saskatoon's neighbourhood traffic review process and pilot of protected cycling lanes are positive developments for active transportation in the city. Such efforts are vital: a 2015 health status report released by Saskatoon Health Region shows that only slightly over half of the region's population is "moderately active" or "physically active." We recommend enhancing options for safe active transportation to curtail increasing rates of obesity and chronic diseases, as well as promoting mental health and wellbeing. In addition to these benefits, increased use of active transportation can bring decreased health system costs while increasing productivity and quality of life.

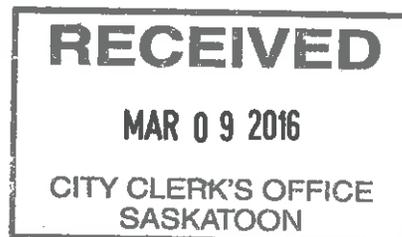
Thank you for your consideration of this letter, and of our request for Dr. Michael Schwandt to make a presentation before the Governance and Priorities Committee on the occasion of the Growth Plan Summit on March 14, 2016.

Sincerely,

A handwritten signature in black ink, appearing to be "Michael Schwandt".

Dr. Michael Schwandt  
Deputy Medical Health Officer  
Saskatoon Health Region

**From:** Tara Reibin <tara.reibin@wanuskewin.com>  
**Sent:** Wednesday, March 09, 2016 9:35 AM  
**To:** City Council  
**Subject:** Form submission from: Write a Letter to Council



Submitted on Wednesday, March 9, 2016 - 09:35  
 Submitted by anonymous user: 142.165.84.62  
 Submitted values are:

**Date:** Wednesday, March 09, 2016  
**To:** His Worship the Mayor and Members of City Council  
**First Name:** Tara  
**Last Name:** Reibin  
**Address:** RR4 Penner Road  
**City:** Saskatoon  
**Province:** Saskatchewan  
**Postal Code:** S7K 3J7  
**Email:** tara.reibin@wanuskewin.com

**Comments:**

Good afternoon,

Wanuskewin Heritage Park would like to speak to the Growth Plan to Half a Million at the Growth Plan Summit on March 14, 2016. Tara Reibin, Development Manager, Wanuskewin Heritage Park and Dr. Ernie Walker, Archaeologist, University of Saskatchewan will be in attendance to speak to the following:

Wanuskewin Heritage Park is embarking on an exciting renewal journey that will benefit Saskatoon and surrounding communities. On Friday, February 26, 2016, Wanuskewin Heritage Park formally announced their intent to apply to be Saskatchewan's first UNESCO World Heritage Site. This means that Wanuskewin will need to expand its land base, improve infrastructure and elevate programming to international standards. The City of Saskatoon's Growth Plan to Half a Million is a great opportunity to plan the City's expansion in a way that accommodates these dreams. Unlike other World Heritage Sites, Wanuskewin is uniquely positioned to become an urban park at the heart of the Greater Saskatoon P4G district.

Improvements to Wanuskewin Road, access to public transit, incorporating off-ramps and entry access into new infrastructure, while recognizing UNESCO's requirement for noise, visual and protective land buffers will be essential. Applying for UNESCO World Heritage designation is just one part of a broader renewal. Wanuskewin also plans to restore native prairie grasslands, renovate and expand the building, add a dedicated art gallery with a focus on Indigenous arts, re-introduce contemporary cultural spaces that tell the full story of the peoples of the Northern Plains and repatriate a small bison herd. Wanuskewin will be a compelling tourism attraction and a boon to our community.

We look forward to working with the City of Saskatoon and surrounding communities as partners to achieve this vision.