



City of
Saskatoon

Office of the City Clerk

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January 8, 2014

- His Worship Mayor D. Atchison
- Councillor C. Clark
- Councillor T. Davies
- Councillor R. Donauer
- Councillor D. Hill
- Councillor A. Iwanchuk
- Councillor Z. Jeffries
- Councillor M. Loewen
- Councillor P. Lorje
- Councillor E. Olauson
- Councillor T. Paulsen

Dear Committee Members:

**NOTICE OF MEETING
EXECUTIVE COMMITTEE**

Please take note of the following meeting of the above-noted Committee:

DATE: MONDAY, JANUARY 13, 2014

TIME: 1:00 P.M.

PLACE: COMMITTEE ROOM "A"

A copy of the agenda is attached.

Please notify the City Clerk's Office in advance of the meeting if you are unable to attend.

Yours truly,

Joanne Sproule
City Clerk

JS:jh

Attachment

- cc: City Manager
- City Solicitor (3)
- Director of Government Relations
- Fire Chief
- Director of Media Relations

- General Manager, Asset & Financial Management Department
- General Manager, Community Services Department
- General Manager, Corporate Performance Department
- General Manager, Transportation & Utilities Department

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AGENDA

(OPEN TO THE PUBLIC)

EXECUTIVE COMMITTEE

MONDAY, JANUARY 13, 2014, AT 1:00 P.M., COMMITTEE ROOM "A"

SECTION A – MINUTES

1. Minutes - of meeting held on December 9, 2013.

SECTION B – DECISION ITEMS

1. City Centre Plan – Items for Immediate Implementation (File No. CK. 4130-1)

RECOMMENDATION: that a report be forwarded to City Council recommending:

- 1) endorsement of the Immediate Implementation projects identified in the City Centre Plan;
- 2) that the Administration be authorized to proceed with the necessary steps to amend the Official Community Plan Bylaw No. 8679, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Incentive Program Policy No. C09-035;
- 3) that the General Manager, Community Services Department, be requested to prepare the required notices for advertising the proposed amendments;
- 4) that the City Solicitor be requested to prepare the required bylaw amendments to the Official Community Plan Bylaw No. 8769 and Zoning Bylaw No. 8770;
- 5) that at the time of the public hearing, City Council consider the Municipal Planning Commission's recommendation regarding the amendments to the Official Community Plan Bylaw No. 8769, and Zoning Bylaw No. 8770, as outlined in this report; and

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- 6) that at the time of the public hearing, City Council consider the Administration's recommendations that the proposed amendments to the Official Community Plan Bylaw No. 8769, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Incentive Program Policy No. C09-035, as defined in this report, be approved.

Attached is a report of the General Manager, Community Services Department dated December 19, 2013, presenting items for immediate implementation from the City Centre Plan, and to seek authorization to proceed with the necessary steps to implement these items.

TO: Secretary, Executive Committee
FROM: General Manager, Community Services Department
DATE: December 19, 2013
SUBJECT: City Centre Plan – Items for Immediate Implementation
FILE NO.: PL4130-22

RECOMMENDATION: that a report be forwarded to City Council recommending:

- 1) endorsement of the Immediate Implementation projects identified in the City Centre Plan;
- 2) that the Administration be authorized to proceed with the necessary steps to amend the Official Community Plan Bylaw No. 8769, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Incentive Program Policy No. C09-035;
- 3) that the General Manager, Community Services Department, be requested to prepare the required notices for advertising the proposed amendments;
- 4) that the City Solicitor be requested to prepare the required bylaw amendments to the Official Community Plan Bylaw No. 8769 and Zoning Bylaw No. 8770;
- 5) that at the time of the public hearing, City Council consider the Municipal Planning Commission's recommendation regarding the amendments to the Official Community Plan Bylaw No. 8769, and Zoning Bylaw No. 8770, as outlined in this report; and
- 6) that at the time of the public hearing, City Council consider the Administration's recommendations that the proposed amendments to the Official Community Plan Bylaw No. 8769, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Incentive Program Policy No. C09-035, as defined in this report, be approved.

TOPIC AND PURPOSE

The purpose of this report is to present items for immediate implementation from the City Centre Plan, and to seek authorization to proceed with the necessary steps to implement these items.

REPORT HIGHLIGHTS

1. The City Centre Plan was endorsed by City Council on December 16, 2013.
2. The Administration recommends four items for immediate implementation based on the City Centre Plan.
3. The immediate implementation items will require changes to the Official Community Plan Bylaw No. 8769, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Policy No. C09-035.

STRATEGIC GOAL(S)

This initiative supports the City of Saskatoon's (City) Strategic Goal of Sustainable Growth by establishing the City Centre as a cultural and entertainment hub for the region with employment, corporate offices, and store-front retail.

BACKGROUND

At its meeting on December 16, 2013, City Council endorsed the new City Centre Plan (Plan). The report indicated that an additional report would be prepared by the Administration to outline items for immediate implementation and seek Council's authorization to proceed with the process to adopt the changes. These immediate implementation items are necessary in order to be incorporated into a number of new projects being considered for the Downtown in the near future. Immediate implementation of these items will provide certainty to developers as they move into the design phases of their projects. A further report will be forwarded to Council outlining an Implementation Plan for the remaining strategies identified in the Plan as short, intermediate and long term.

REPORT

Immediate implementation items include projects or actions that are considered a critical first step in addressing the recommendations of the City Centre Plan. The following projects and actions are proposed for implementation within the next three to six months:

1. **Design Guidelines**

The City Centre Plan recommends a set of comprehensive design guidelines and regulations for the Downtown. The proposed guidelines identify the design goals that will ensure Downtown developments support the overall vision of the City Centre. The policies are flexible enough to encourage development and allow for creative building design yet provide for a built environment that is sensitive to the pedestrian at the street level. This is achieved by addressing the building's relationship to the street rather than focusing on the physical appearance of a building. The guidelines address the following:

- a) frontage;
- b) building step-backs;
- c) building height (allowing buildings taller than 76 metres);
- d) minimum building height (minimum of 10 metres);
- e) parking placement; and
- f) facade guidelines;

The proposed Design Guidelines will focus on development standards such as stepbacks, location of parking, and some facade standards. The Administration may consider an Architectural Control District for the Downtown in the future as a means to establish a design theme.

The proposed Design Guidelines, contained in Attachment #1, will require an amendment to the Official Community Plan (OCP) Bylaw No. 8769, and will apply to the "Retail Core Area", and the "Mixed-Use Commercial Area", as defined by the OCP's "Downtown Land Use Map". A Design Guideline Policy will be detailed in Section 6.1 of the OCP, while specific design elements will be included in Zoning Bylaw No. 8770. For instance, there will be a requirement for architectural cladding on structured parking in the B6 and RA1 Zoning Districts.

The proposed bylaw amendment will also adjust the boundary of the OCP's "Downtown Land Use Map" to adjust the northern boundary to align with the new 25th Street extension.

2. New Office Building and Structured Parking Incentives

One of the 12 Key Strategies of the City Centre Plan is "Business Development is a Priority". A significant increase in office space in the Downtown will, in turn, create:

- a market for retail uses (including grocery stores);
- provide employment opportunities for Downtown residents;
- contribute to the density of the City; and
- increase the tax base.

Structured parking is another key piece of this strategy. During the development of the City Centre Plan, business owners and property managers advised that businesses are reluctant to locate Downtown due to the lack of parking and that people hesitate to work Downtown for the same reason. Providing structured parking in the Downtown will address the parking shortage while encouraging the current surface parking lots to be developed.

The City's Vacant Lot and Adaptive Reuse (VLAR) Program, Policy No. C09-035, provides incentives for development on vacant parcels of land. The Administration recommends an amendment to the VLAR program to expand the range of incentives when parking structures are constructed as part of an office development.

The VLAR would be amended in the following manner:

- a) waive the 48 month vacancy requirements for these uses;
- b) where an existing building is expanded or completely replaced, the incentives would apply to the net gain of office space; and
- c) additional points would be awarded to projects that include structured parking available to the public, either as part of an office or retail development, or as a stand-alone parking structure.

3. Parking Study

Due to the importance of providing structured parking in the Downtown, and the high cost to build and operate a stand-alone parking structure, the Administration further recommends that a comprehensive parking study be undertaken immediately. The study would examine ways to help finance and provide incentives to encourage stand-alone parking structures in the Downtown. The Administration will provide an additional report with a Terms of Reference and funding source to undertake this study in 2014.

4. Surface Parking Lots as a Discretionary Use Downtown

Surface parking lots, which currently occupy approximately 26% of the City Centre area, detract from the character of the Downtown by interrupting retail frontages and creating a negative perception of Downtown.

The Plan recommends amendments to Zoning Bylaw No. 8770 to make Surface Commercial Parking Lots a discretionary use in the M4 (Core Area Institutional Service) and B6 (Downtown Commercial) Zoning Districts. The discretionary use process can impose screening, setback, and landscape development requirements, as well as time limits on the use of a site as a surface parking lot. The Administration recommends a maximum two-year approval period after which time the owner would be required to cease using the site as a parking station, or apply for an extension to the temporary status while plans for further development of the site are finalized.

It should be noted that these regulations would apply to newly created at-grade commercial parking lots and parking stations. Parking structures providing two or more storeys of parking and existing surface parking lots would not be affected by the proposed new regulations.

In addition, the Administration will examine further recommendations to prohibit surface parking lots in specified areas of the Downtown where heritage resources and high value retail uses are located. This option will be presented to City Council at a later date as part of the short-term projects implementation report.

5. Temporary Parking Patio Guidelines

The Plan encourages the seasonal, temporary conversion of on-street parking spaces for outdoor dining opportunities, often referred to as 'parking patios' or 'parklets', where feasible in the Downtown, Riversdale, and Broadway Business Improvement Districts. Alternatively, seating areas on the sidewalk could be provided with an on-street boardwalk for pedestrians to walk around the seating area. With either option, a minimum of a 2.0 metre space must be provided to maintain pedestrian circulation.

Amendments to the internal Sidewalk Cafe Guidelines are needed to formalize this initiative. The approval criteria will include the following:

- restricting the use from May 1 to October 15 each year;
- limiting the duration and number of sidewalk cafes permitted per block;
- addressing safety; and
- additional criteria specific to the street classification.

The business owner would be responsible for all costs involved in establishing a parking patio, including the full cost to hood the parking meters. The relevant Business Improvement District will participate in the review and approval process, along with relevant civic departments.

OPTIONS TO THE RECOMMENDATION

The option exists for City Council to proceed with all, some, or none of the Immediate Implementation items as presented. In this case, the Administration would request direction on what changes are to be undertaken.

POLICY IMPLICATIONS

The implementation of the projects identified in this report will require amendments to the Official Community Plan Bylaw No. 8769, Zoning Bylaw No. 8770, and the Vacant Lot and Adaptive Reuse Policy No. C09-035.

FINANCIAL IMPLICATIONS

The financial implications related to these implementation items will be the advertising costs associated with the Bylaw amendments. These costs will be covered within the existing budget allocations in the Community Services Department.

Additional incentives resulting from the proposed amendments to the VLAR program will be funded in accordance with the existing policy. Incentives consist of a tax abatement funded through a property tax increment collected over time. This results in foregone property tax revenue for the City.

PUBLIC AND/OR STAKEHOLDER INVOLVEMENT

The Plan was developed based on the input from the first two Phases of the City Centre Plan project. The Plan was guided by a Steering Committee, with stakeholder consultation held in the Fall, 2012, and the Plan was presented to the community during a June, 2013 Open House.

COMMUNICATION PLAN

The Administration will forward these implementation items to relevant stakeholders, including the three core Business Improvement Districts and the City Centre Plan Steering Committee, prior to the Public Hearings. The Municipal Planning Commission will also review the relevant bylaw amendments prior to the Public Hearing.

Amendments to the Official Community Plan No. 8769, and Zoning Bylaw No. 8770 will be advertised in accordance with Public Notice Policy No. C01-021, and a date for public hearings will be set.

DUE DATE FOR FOLLOW-UP AND/OR PROJECT COMPLETION

It is anticipated that the immediate implementation items described in this report will be prepared and the required public hearings will be conducted in three to six months.

ENVIRONMENTAL IMPLICATIONS

No environmental and/or greenhouse gas implications have been identified at this time.

PRIVACY IMPACT

There is no privacy impact.

SAFETY/CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

A CPTED review will be included in the review of the proposed design guidelines. A CPTED review for the remaining initiatives is not required at this time.

PUBLIC NOTICE

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

ATTACHMENTS

1. Proposed Design Guidelines for Downtown.

Written by: Paul Whitenect, Senior Planner
Planning and Development

Jo-Anne Richter, Manager
Business License and Zoning Compliance Section
Planning and Development

Reviewed by: Lesley Anderson, Manager
Neighbourhood Planning Section

Reviewed by: 
Alan Wallace, Director
Planning and Development

Approved by: 
Randy Grauer, General Manager
Community Services Department
Dated: January 7, 2014

Approved by: 
Murray Totland, City Manager
Dated: Jan 7/14

cc: His Worship the Mayor

Proposed Design Guidelines for Downtown

The proposed design guidelines are intended to protect and improve the walkable character of the street by addressing those elements of the built environment that relate to the pedestrian. Specifically, the proposed guidelines address frontage, building height, parking placement and facade details relating to pedestrian comfort. The proposed design guidelines are summarized below, and Pages 80, 85 and 86 from the City Centre Plan, are attached for additional information:

A. Frontage

The proposed design guidelines will require the placement of new buildings near the front property line. The front facade of a building must be located in the principal frontage area, which is the area 0.5 metres or less from the front property line. The front facade must also occupy a minimum of 75% of the length of the primary frontage.

B. Height

The Zoning Bylaw No. 8770 currently permits building heights up to 76 metres. The proposed design guidelines require a step-back at upper levels of buildings. The purpose of the step-backs is to deflect winds from being blown down onto pedestrians, and to address pedestrian scale on taller buildings. A proposed 2.0 metre step-back would be required at a height of between 10 metres to 25 metres, for at least 40% of the front facade. The height of the step-back would help taller buildings appear compatible in height and scale with the historic buildings of Downtown.

A minimum building height will also be considered for addition to the B6 and M4 zoning district in the Zoning Bylaw No. 8770.

C. Parking Placement

The proposed design guidelines require the placement of new buildings and additions along the site frontage. This will force at-grade parking areas to the rear of the lot and hidden from view by the building. However, the proposed design guidelines will not require a setback for new parking structures if architectural treatments are provided on all sides of a parking structure that face a public street. The purpose of this requirement is to ensure parking structures resemble a building and add, not detract, from the character of the area. Architectural treatments may include metal screens and architectural cladding, and must resemble a building. Parking areas that are not screened with architectural cladding resembling a building facade will be required to maintain a minimum 7.0 metre setback from the front property line. If there is no building within the setback area, then the area will require landscape development.

Page 94 from the City Centre Plan is attached below, and provides images of parking structures that have architectural treatments similar to what is proposed in the design guidelines.

In the retail core areas, such as along 21st Street East, it is further recommended that commercial uses, or retail ready shell spaces, be developed on the ground floor of all developments, including parking structures. This proposed retail requirement will be brought forward at a later date.

D. Facade Guidelines

The purpose of facade guidelines is to create animation at the street level. Guidelines for the treatments of facades include ground level front entrances to ensure active street frontage, as well as screening and setback requirements for parking, and landscaping elements (refer to the Architectural Design Guidelines below, taken from Pages 85 and 86 of the City Centre Plan). The proposed guidelines require a minimum of 40% of the surface area on the ground floor facade of a building to be transparent, and a minimum of 30% of the surface area of the remaining facade to contain transparent openings.

DESIGN GUIDELINES THREE GENERAL CRITERIA

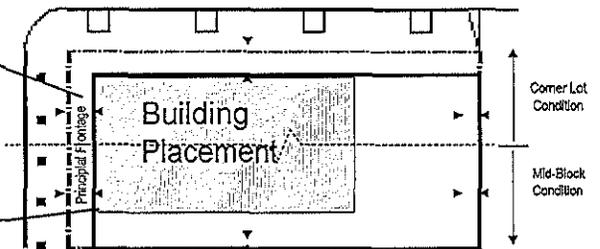
See Design Guidelines Chart for Dimensions

Frontage:

Continuous rhythm of building facades along the street is critical to high-quality public street spaces. The design guidelines require placement of new buildings and building additions along the street front. The Principal Frontage is the area parallel to the front property line. The front façade must be located in the Principal Frontage area according to the Design Guidelines Chart.

Principal Frontage area

Facade must occupy specified percentage of Frontage area.



Height:

The existing maximum height limits are maintained unless specifically noted otherwise. The design guidelines require partial step-backs at the upper levels of buildings. The partial step-backs serve two purposes. They deflect winds on taller buildings from being blown down onto pedestrians. They also allow new taller buildings to be compatible in scale with the historic low-rise buildings that dominate the City Centre. The height guidelines for each area of the City Centre are described in the Design Guidelines Chart.

Max. Height

Portion of building not stepped back

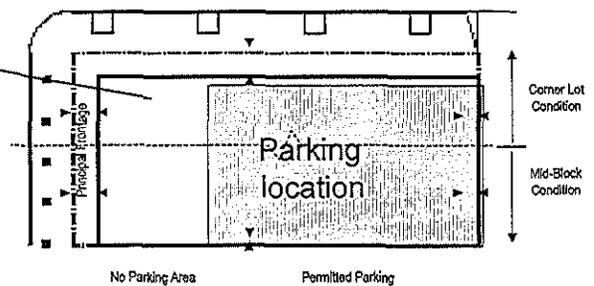
Partial Step-back



Parking Placement & Service Locations:

One of the issues of greatest concern in the City Centre has been the growth of surface parking lots. The design guidelines require placement of new buildings and building additions along the street front so that parking areas are forced to the rear of the lot and hidden behind the buildings. New surface lots must be set back from the front property line and screened. Parking is also permitted in parking structures that are screened on their primary front and have retail on the front portion of the ground level. The Parking Placement guidelines for each area of the City Centre are described in the Design Guidelines Chart. Service locations should be accessed from side street or rear lane.

Parking Setback



Diagrams Credit: Smart Code

c. ARCHITECTURAL DESIGN GUIDELINES

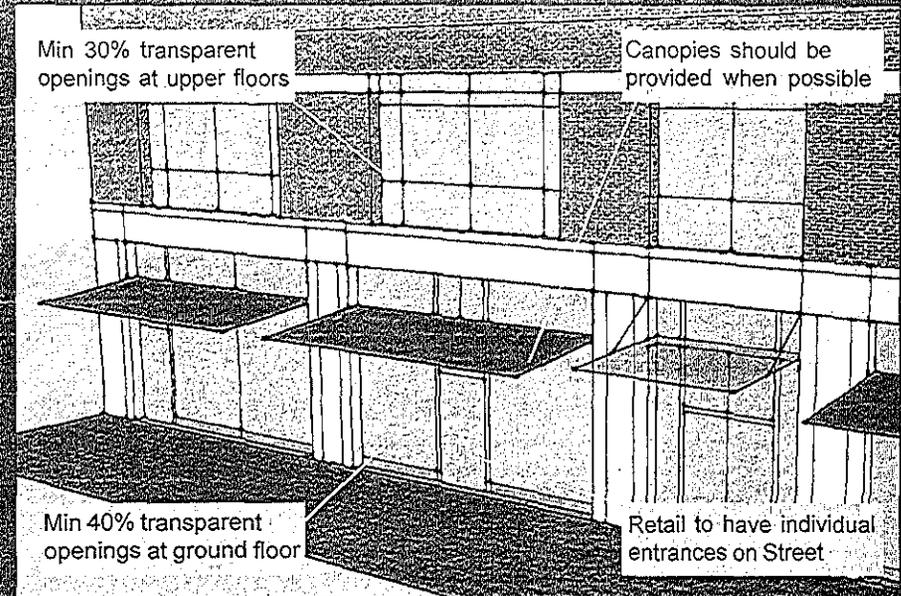
Guidelines for architectural design establish general rules for the façade while allowing flexibility for the private development community. The guidelines allow for a large variety of materials and architectural styles. Variety of architecture is important in order to display the diversity of the City. Extensive regulation of stylistic qualities in a city centre can discourage development. The areas covered by the design guidelines are the divisions of the façade into base, middle, and top; requirements for minimum amounts of transparent openings; limited restrictions on materials. This section also includes examples of high-quality urban residential design. Further detailed architectural regulations on a city-wide basis are not recommended, although more detailed regulations may be appropriate pertaining to specific sites within the City.

FAÇADE OPENINGS:

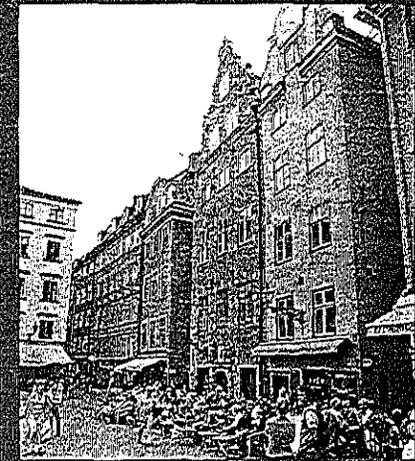
To further encourage walkable streets, windowless walls are not permitted to face front property lines or side streets. The guidelines require minimal percentage amounts of transparent openings on ground floors and upper levels. The ground floor front façade shall include a minimum of 40% of its surface area as transparent openings in all areas of the B6 and B3 Zones. The overall front façade of all floors shall have at minimum 30% of the surface area as transparent openings at all locations within the B6 and B3 Zones.

GROUND LEVEL FRONT ENTRANCES

Ground floor entrances should face the street when possible. Individual stores should have individual entrances to the street. Canopies and awnings should be encouraged to deflect cold winds during the winter months and protect portions of the sidewalk from snow.



MG-4: Architectural Design Guidelines



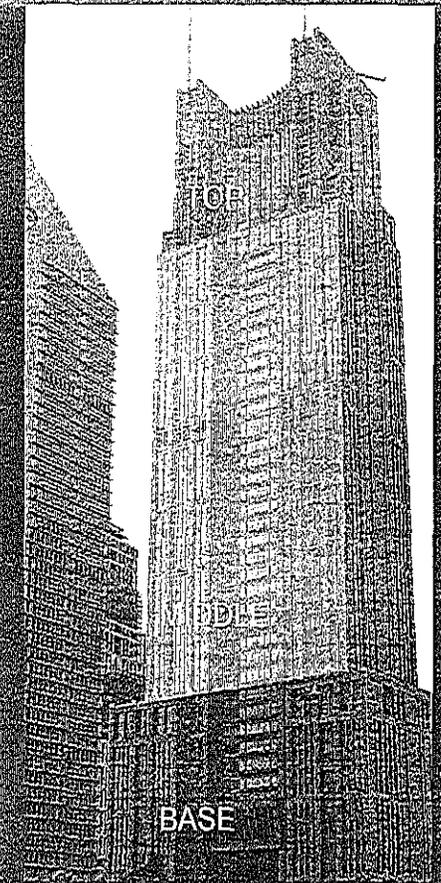
MG-5: Colorful Facades in Copenhagen and Stockholm

MATERIALS & COLOUR

Proposed architectural design guidelines do not require extensive limitations on materials or colours for the City Centre. High-quality architectural design can be accomplished with a wide variety of materials including masonry, metals, glass, and composites. Limiting the range of accepted materials will not insure high-quality architecture. Certain materials associated with low-cost construction, such as vinyl siding and standard grades of cement block, are discouraged on facades that face a public right-of-way. Colour has been used in many northern cities to animate the urban environment and compensate for the short daylight hours in the winter seasons. In the Warehouse District, which consists mostly of all brick buildings, new structures should have brick on at least 30% of their exterior.

DIVISIONS OF THE FACADE

Proposed architectural design guidelines encourage buildings to have changes of architectural expression of the façade to create a distinct base, middle, and top. This strategy is encouraged for several reasons. The most successful city skylines are characterized by the tops of their buildings. Some of the greatest walking streets are characterized by the quality of design of the ground floor facades. Examples of how buildings can have distinct base, middle, and top portions of their facades are illustrated for a variety of conditions. The examples include a distinct type of expression at the ground floor of a building, the use of a slightly different expression such as a change of materials or window proportion for the body or middle of the building, and then articulation that distinguishes the top. On low buildings of two to four stories, the base can be the lower portion of the ground floor and the top may be a cornice. On a taller building, the base may be an entire floor or two, and the top may be an entire floor or more.

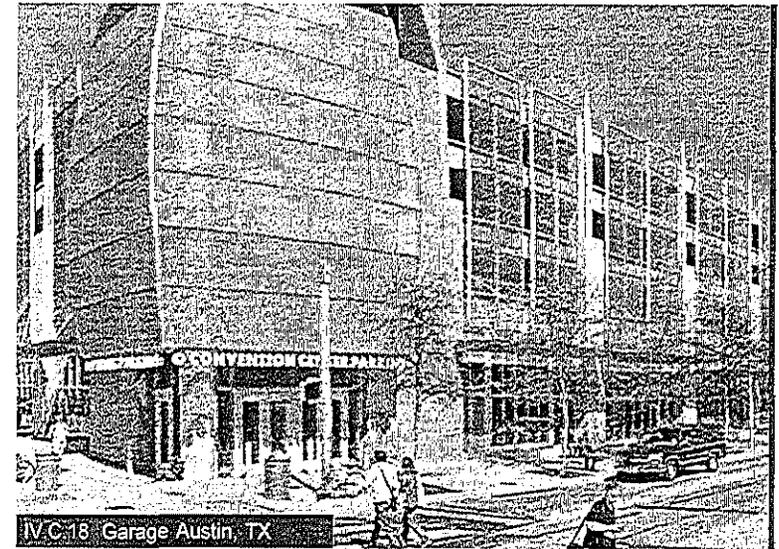


Figures IV.C.7-9
Three parts to the facade
Base Middle Top

- b. Acknowledge reduced ratios of parking demand in the long term due to an increase of mixed-use development and increased use of transit.
 - c. Acknowledge the reduced cost to the City of suburban road construction through the growth of compact, walkable mixed-use areas.
- 4) Devise strategies for the City to associate with new private parking structures that are dedicated to private development projects. The association would be for the purpose of constructing supplemental public structured parking. The strategy will investigate financing methods and public/private partnerships to encourage construction of privately-owned parking structures with surplus parking for public use. It will also investigate opportunities for shared parking.
 - 5) Encourage use of shared parking strategies in which private parking commercial structures that are primarily used during business hours of weekdays can be accessible for public use on weekends and afterhours. Encourage accommodations for bike parking.
 - 6) Identify one or two potential parking structure sites in the Central Business District and develop a financial model for implementing them either through a City funded program, joint venture, or municipally facilitated private investment.
 - 7) Encourage development of one parking structure with public access within each of the 5 minute walking distance neighbourhoods.

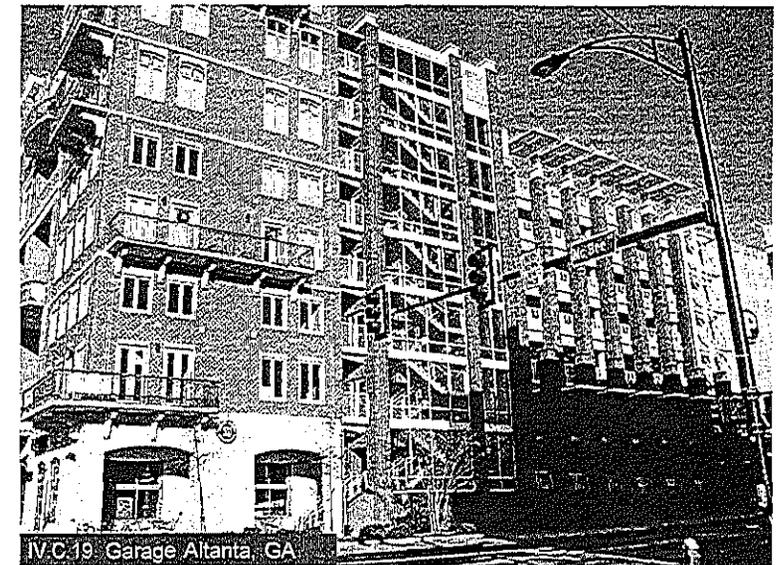
PARKING STRUCTURE FACADES

Parking structures should have architectural treatments when facing public streets in order to resemble buildings. Examples of architectural treatments include metal screens and architectural cladding of the structure. Parking structures should have retail uses on portions of ground floor that face the street.



IV.C.18. Garage Austin, TX

Parking structures with screened facades facing street.



IV.C.19. Garage Atlanta, GA

Parking structures are hidden behind liner buildings when facing front property line. Parking structure facing street is clad with architectural features.