

# CORRIDOR PLANNING PROGRAM

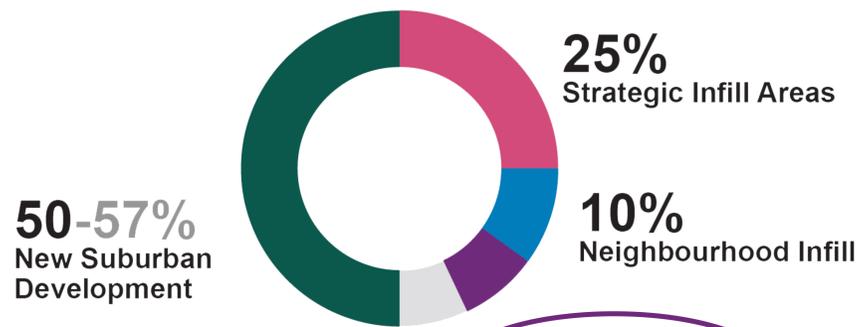
# WELCOME

## Saskatoon is growing.

Over the next few decades, Saskatoon is projected to grow to a population of 500,000 people. We've heard from the community that we need to balance this future growth between new areas (greenfield development) and existing areas (infill development) to ensure our city remains competitive and desirable for future generations.

Infill development takes advantage of existing infrastructure, places less demand on transportation systems, and enables the creation of more diverse and vibrant neighbourhoods.

Our **Plan for Growth** outlines the goals for new development in Saskatoon:



## What is corridor growth?

**Corridor Growth** refers to infill development strategically directed along the planned Bus Rapid Transit (BRT) lines and based on the principles of Transit-Oriented Development.

**Transit-Oriented Development** refers to buildings and streets that are designed around transit. The principles of Transit-Oriented Development are:

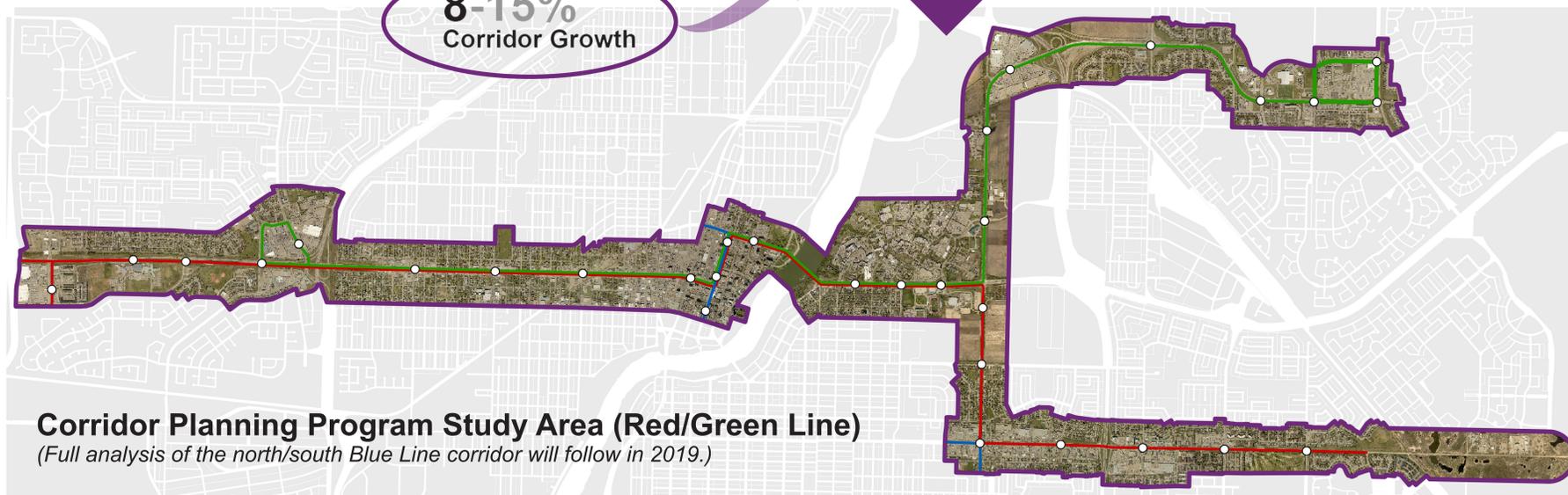
1. Streets designed for all users
2. A wide variety and mix of land uses
3. Fine-grained, walkable neighbourhoods
4. Pedestrian-friendly buildings
5. Enhanced public realm
6. Balanced approach to parking



**This translates to 11,000–22,000 new dwelling units along these corridors!\***

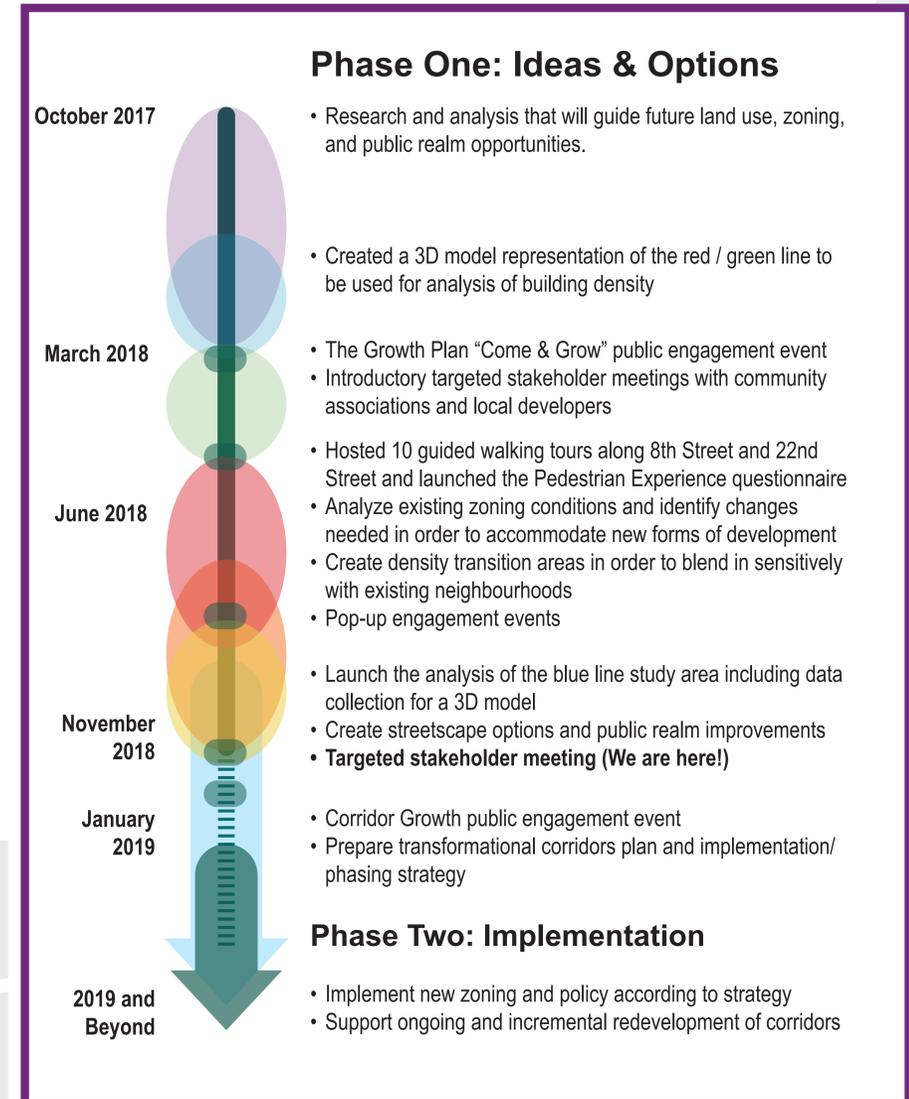
**= (Between 18,000 – 40,000 people.)**

\* Total for all corridors, including north-south Blue Line. (Not shown—yet.)



**What is a “corridor,” anyway?**  
They're the major transportation arteries through the heart of the city (such as 22<sup>nd</sup> Street, 8<sup>th</sup> Street, and College Drive). But they're also so much more! They represent an opportunity to re-focus future housing, employment, and commercial development inward and upward, to energize our future rapid transit system, and to connect neighbourhoods together like never before.

## What's the timeline?



**Let us know what you think about corridor growth!**  
**We're listening.**

# CORRIDOR PLANNING PROGRAM

## WHAT WE'VE HEARD



### “COME & GROW” EVENT

Part of the Growth Plan public engagement open house on March 7, 2018.



### WALKING TOUR & PEDESTRIAN EXPERIENCE SURVEY

Led 10 walking tours along 8th Street and 22nd Street and launched the Pedestrian Experience Questionnaire.



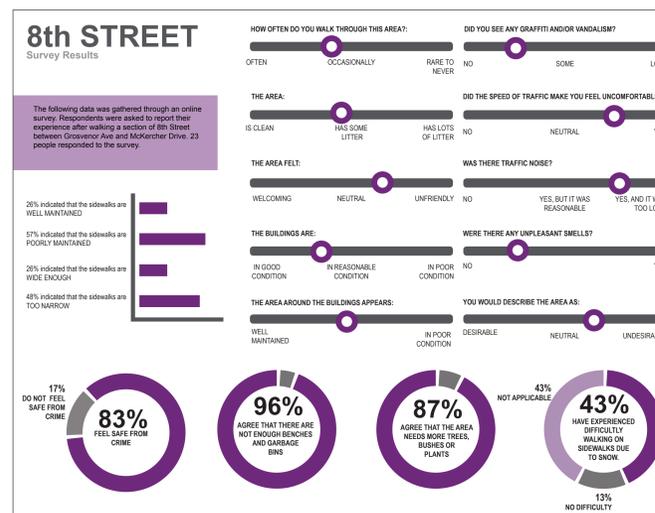
### OUTDOOR POP-UP ENGAGEMENT EVENTS

Hosted two outdoor pop-up style engagement events on 8th Street and 22nd Street on August 21 & 23, 2018.

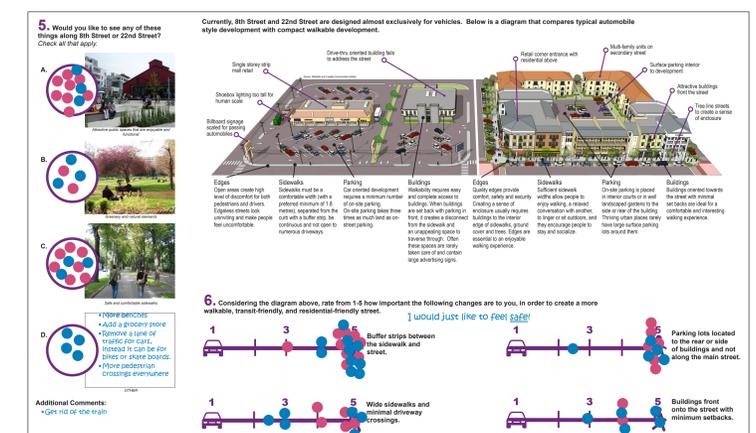
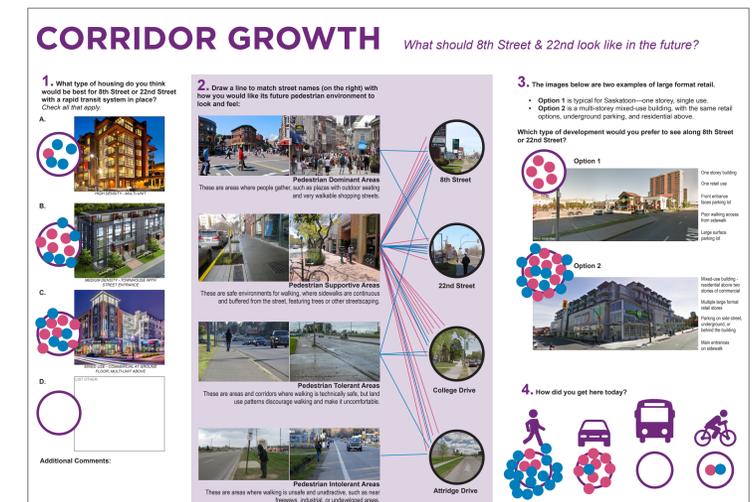
Below is a list of feedback collected through written comments, an intercept survey, and a questionnaire at the “Come and Grow” event.

- Participants provided 267 written comments and 593 sticky dots on a 122 ft. map. 182 dots indicated areas that need attention and 411 dots indicated areas that people enjoy or frequent. (A full map with comments is available on the Corridor Planning Program page on the City's Website).
- 59 people completed an intercept survey and this is what they said:
  - Pedestrian safety, neighbourhood connectivity, transportation efficiency, and green space are the top concerns of residents.
  - Essential streetscape elements (trees, lighting, sidewalks) are critically important.
  - Increased density is welcomed along our major corridors.
  - Changes to the land use mix along our corridors is desired
- 40 people responded to three questions about key important places, the types of business or services that are needed, and the requirements needed to live on a major corridor. Here is a summary of their responses:
  - Participants listed many historic churches, civic centres, community gathering places, the libraries, parks, the forestry farm, Meewasin Valley, and Broadway Avenue as a few of the places that should be maintained as the Corridor Planning Program evolves.
  - Respondents indicated that they would like to see flexible zoning including a variety of retail stores and service oriented businesses, grocery stores, local boutique shops, restaurants, lounges, mixed-use buildings, places for outdoor seating, 4 season bike lockers, programmed parks, community centres, children facilities, and food trucks along the major corridors.
  - To consider living on a major corridor, respondents mentioned the need for a good view, residential amenities, garden areas, near park space, reasonable pricing, balconies, mixed-use building, quality design, close to public transit, safe, welcoming, quiet, and underground parking.

The pedestrian experience questionnaire online survey was launched in conjunction with the walking tours to help capture the current conditions. As of early November, 56 people shared their experience after walking a section of 8th Street E or 22nd Street W. Here is a summary of their experiences:



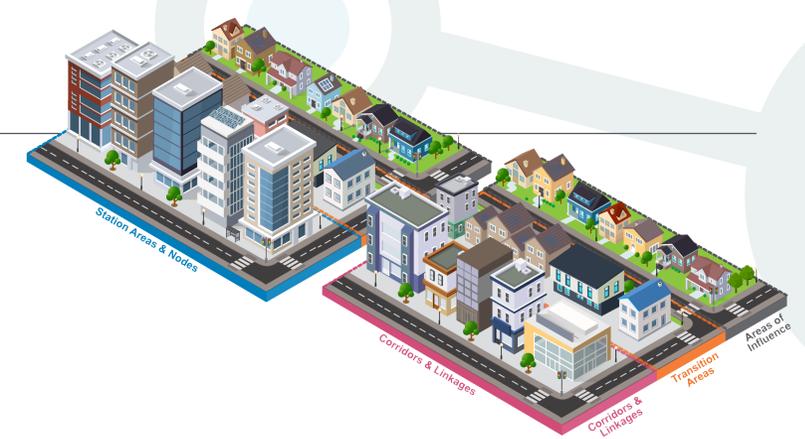
The feedback from the event is shown below. The pink dots correlate to responses gathered for 8th Street and the blue dots are for 22nd Street.



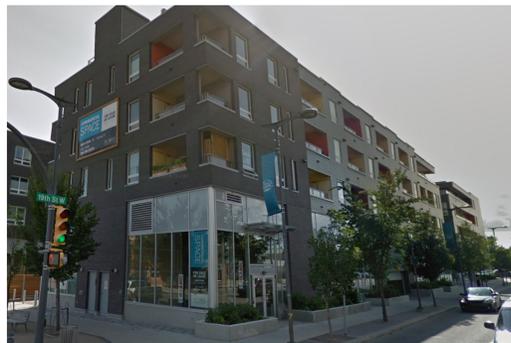
# CORRIDOR PLANNING PROGRAM

## CHARACTER AREAS

'Character areas' define development density, built form, and the public realm. The following images represent examples of the type of development that could potentially occur in each character area. The buildings shown are for illustrative purposes—to express the general idea of potential building types.



Station Areas & Nodes



Corridors & Linkages



Transition Areas



Areas of Influence



Main Street Areas



### Applies to Properties:

1. Near BRT stations;
2. Close to major destinations; or,
3. Near existing high-density development or other major nodes.

### Description:

- High density, mixed-use development (commercial or other active frontages at ground level, office/employment and residential on higher floors).
- High standard of pedestrian-oriented urban design.
- Highest potential to support transit-oriented development.
- Concentrated to an approximately one or two block radius around key destinations.
- Building design and streetscaping support the area's function as a high-traffic pedestrian area.
- Reduced and hidden parking to reflect transit priority (i.e. rear-access, tuck-under, or underground parking, shared parking arrangements, etc).



### Applies to Properties:

1. Fronting on the BRT corridors in-between stations;
2. Connecting directly to the corridors at a station or other major node; or,
3. Located between a corridor and other significant areas of activity which have a high potential for increased development.

### Description:

- Moderate/mid-density development.
- Moderate public realm enhancements.
- Mostly residential, some mixed-use such as ground floor commercial and smaller offices.
- Range of residential typologies and offerings, including ground-oriented units at the base of buildings.
- Provides an effective transition between higher density development at stations and surrounding lower-density areas.
- Reduced and hidden parking.



### Applies to Properties:

1. Located off of the BRT corridor but adjacent to higher density development;
2. Where multi-unit residential already exists; or,
3. Within a short walking distance to the corridors and BRT stations.

### Description:

- Low-to-mid density residential development such as duplexes, townhouses, or other small-scale multi-unit residential typologies.
- Some modest public realm enhancements in strategic locations.
- Maintains the neighbourhood character by providing a transition zone between lower density existing neighbourhoods and higher density corridor infill.
- The intent of these areas is to sensitively transition the density of development down into existing neighbourhoods.

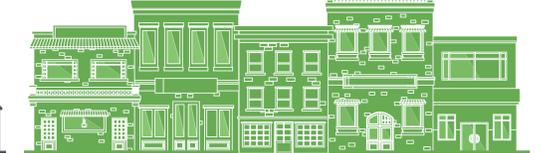


### Applies to Properties:

1. Located far enough away from the BRT corridors to not require any change in land use, yet are still within the general area of influence (or "walkshed") of the corridors.

### Description:

- No changes proposed.
- It is anticipated that these areas will experience incremental redevelopment or infill gradually over time.
- Neighbourhood level infill (i.e. development that fits the character of the neighbourhood) will continue to be encouraged in these areas, as it is today.
- Any neighbourhood infill will continue to follow existing policy such as the Neighbourhood Level Infill Development Strategy and Local Area Plans.
- The Corridor Planning Program will play a role in monitoring and assisting in these areas.



### Applies to Properties:

1. Along established or historical commercial streets outside of the Downtown which have pedestrian-oriented buildings and streetscapes and where the current zoning already facilitates transit-oriented development.

### Description:

- No changes proposed.
- Existing Main Street areas (e.g. Broadway Ave, 20th Street W) are an important and cherished part of Saskatoon's city fabric. The support they provide to the overall vision of the Growth Plan and the Corridor Planning Program is appreciated.
- Many of these areas have existing plans and policies in place which already guide their development, and therefore there are no proposed changes to the land use of these character areas.



# CORRIDOR PLANNING PROGRAM

## EXISTING ZONING

- There are 37 different zoning districts within the Corridor Planning study area (nearly 3/4 of all City zoning districts).
- The zoning in place today serves vastly different functions across the study area. Some districts are supportive of the Growth Plan vision and goals\*—but most are not.

\* See Growth Plan goals on 'Welcome' board.

- ONE AND TWO UNIT RESIDENTIAL DISTRICT
- FUTURE URBAN DEVELOPMENT DISTRICT
- MOBILE HOME, TOWNHOUSE, AND MULTI-UNIT DWELLING DISTRICT
- LOCAL AND COMMUNITY INSTITUTIONAL SERVICE DISTRICT
- GENERAL AND CORE AREA INSTITUTIONAL SERVICE DISTRICT
- COMMERCIAL DISTRICT
- LIGHT INDUSTRIAL DISTRICT
- HEAVY INDUSTRIAL DISTRICT
- MIXED USE DISTRICT
- REINVESTMENT AREA DISTRICT
- AGRICULTURAL DISTRICT
- PLANNED UNIT DEVELOPMENT DISTRICT

### MX1 – Mixed Use District 1

- Scarcely present in the overall study area (only 5.0 ha total). No MX1 lands at all have direct frontage onto the major corridors.
- Relatively new zoning district, first implemented in 2009.
- Generally aligned with Growth Plan goals, despite a few barriers.

Typical uses	Alignment with goals
<ul style="list-style-type: none"> <li>• 'Inclusive' land use framework (i.e. all uses of land are permitted except for a specific list of discretionary or prohibited uses, e.g. noxious uses)</li> </ul>	<ul style="list-style-type: none"> <li><b>Good.</b> 'Inclusive' land use framework promotes true mixed-use districts.</li> </ul>
<ul style="list-style-type: none"> <li>• Max. building height: 10–14 m typical; up to 24 m for some uses</li> <li>• Max. floor space ratio: 5:1</li> <li>• Smaller, denser sites allowed</li> <li>• Small or zero yard setbacks</li> <li>• Stepped-back massing above 14 m</li> </ul>	<ul style="list-style-type: none"> <li><b>Good.</b> Development standards promote adequate density; Stepped-back massing for tall buildings reduces visual impact of large facades.</li> </ul>
<ul style="list-style-type: none"> <li>• Typical spaces required: 1,625 per dwelling unit + those associated with any non-residential uses</li> <li>• Typical commercial: 1 per 30 m<sup>2</sup></li> <li>• Large buildings require parkades</li> <li>• Can be placed anywhere on site</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Reduction required for transit orientation and site density; must be hidden to improve pedestrian experience.</li> </ul>
	<ul style="list-style-type: none"> <li>• Hidden and reduced parking (rear yard, tuck-under, underground)</li> </ul>

### B3 – Medium Density Arterial Commercial District

- Similar to the B4 district in many ways (see B4 info box below), though much less prevalent across the Corridor Planning study area (19.9 ha).
- The high-priority location around Idwyldy Drive & 22<sup>nd</sup> Street contains most of the B3 lands within the study area. This area is surrounded by higher density zoning and serves as the connection point between three central, historic neighbourhoods (Downtown, Riversdale, and Caswell Hill).

Typical uses	Alignment with goals
<ul style="list-style-type: none"> <li>• Retail stores, shopping centres</li> <li>• Financial institutions</li> <li>• Restaurants, lounges</li> <li>• Service stations, car washes</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Residential prohibited; somewhat narrow range of commercial.</li> </ul>
<ul style="list-style-type: none"> <li>• Max. building height: 10 m</li> <li>• Max. floor space ratio: 0.75:1</li> <li>• Min. site area: 450–675 m<sup>2</sup></li> <li>• Min. front yard setback: 6 m (or 3 m for smaller sites)</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Greater permitted densities are required; Deep front yard setbacks discourage sidewalk activation.</li> </ul>
<ul style="list-style-type: none"> <li>• Typical spaces required: 1 per 50 m<sup>2</sup> gross floor area (40 for 2,000 m<sup>2</sup>)</li> <li>• Can be placed anywhere on site</li> <li>• Encourages the choice to drive</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Reduction required for transit orientation and site density; must be hidden to improve pedestrian experience.</li> </ul>
	<ul style="list-style-type: none"> <li>• Mixed-use buildings</li> <li>• Improved public realm and sidewalk activation</li> <li>• Hidden and reduced parking (rear yard, tuck-under, underground, etc)</li> </ul>

### M2 – Community Institutional Service District & M3 – General Institutional Service District

- Not very prevalent throughout study area (51.1 ha total). The most notable locations are along College Drive and in suburban centres (Blairmore, Confederation, University Heights).
- Generally intended to provide for institutional uses such as medical facilities, community centres, special needs, care homes, multi-unit dwellings, and dwelling groups.
- Allows for limited mixed-use, but problematic in its implementation (e.g. uses generally restricted to institutional or similar, and physically accessed only from the interior of buildings).

Typical uses	M2 and M3 districts	Alignment with goals
<ul style="list-style-type: none"> <li>• One-unit, two-unit, semi-detached dwellings</li> <li>• Multi-unit dwellings</li> <li>• Offices, services, clinics, places of worship</li> </ul>	<ul style="list-style-type: none"> <li>• Max. building height: typical 12 m, up to 37 m</li> <li>• Max. floor space ratio: 1.5:1 (M2); 5:1 (M3)</li> <li>• Min. site area: 450–550 m<sup>2</sup></li> <li>• Max. site coverage: 40–50% (M2); none (M3)</li> <li>• Min. front yard setback: 6 m</li> </ul>	<ul style="list-style-type: none"> <li><b>Partial.</b> Residential and some limited mixed-use permitted; However, compatible commercial uses are not.</li> </ul>
<ul style="list-style-type: none"> <li>• Typical spaces required: 1,625 per unit + those associated with any non-residential uses</li> <li>• Large buildings would require parkades</li> <li>• Can be placed anywhere on site</li> <li>• Encourages the choice to own a car</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Greater permitted density needed (particularly for small sites), though M3 is significantly denser; Deep front yard setbacks discourage sidewalk activation.</li> </ul>	
	<ul style="list-style-type: none"> <li>• Improved streetfront activation and interaction with sidewalk</li> <li>• True mixed-use (range of services, commercial, office, retail, etc)</li> <li>• Hidden and reduced parking</li> </ul>	

**B6 – Downtown Commercial District and M4 – Core Area Institutional Service District** are outside the scope of the Corridor Planning Program.

### Special Areas & Districts (University Endowment Lands & Direct Control Districts)

- These AG – Agricultural District lands (in light green) are part of the University of Saskatchewan Endowment Lands. The University's "Vision 2057" Plan lays out a land use vision for the long-term, strategic development of certain parts of these lands, including the build-out of several new urban neighbourhoods. In partnership with the University, the City has initiated a University Lands Strategic Infill Sector Plan to refine the land use vision and develop a transportation and servicing plan for the area.
- This is a large and complex project that is beyond the scope of the Corridor Planning Program. However, the Corridor Planning Program will, in time, assist with the development of a vision and strategy specifically for the land adjacent to Preston Ave and Altitude Drive.
- The DCD7 and DCD3 districts (College Quarter and Preston Crossing, respectively, in purple) are **Direct Control Districts** under the City of Saskatoon Zoning Bylaw. This means that the development of these lands are prescribed in detail according to a specific, tailor-made plan which includes phasing.
- For this reason, these lands are also outside the scope of the Corridor Planning Program. However, the Corridor Planning Program will assist in the implementation of development along College Drive and Preston Avenue.

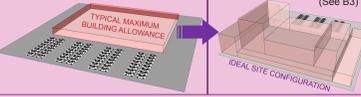
### RM3 – Medium Density Multiple-Unit Dwelling District & RM4 – Medium/High Density Multiple-Unit Dwelling District

- Most prevalent residential zoning districts having direct frontage onto the corridors (12.4 ha), but nowhere near the largest in terms of total land coverage across the entire study area. One-unit dwelling districts (R1, R1A, and R2) dominate that category, at 349 ha.
- RM3 and RM4 do allow for (nearly) the level of residential density that is required to meet Growth Plan targets. However, there are still many issues with these districts presenting barriers to those goals.

Typical uses	RM3 and RM4 districts	Alignment with goals
<ul style="list-style-type: none"> <li>• Multiple-unit dwellings</li> <li>• Dwelling groups</li> <li>• Boarding houses/apartments</li> <li>• All uses permitted in the R2 district</li> </ul>	<ul style="list-style-type: none"> <li>• Max. building height: 12–15 m</li> <li>• Max. floor space ratio: 1.5:1</li> <li>• Min. site area: 550 m<sup>2</sup></li> <li>• Max. site coverage: 40–50%</li> <li>• Min. front yard setback: 6 m</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Commercial and other appropriate land uses prohibited; one-unit dwellings permitted by-right.</li> </ul>
<ul style="list-style-type: none"> <li>• Typical spaces required: 1,625 per unit</li> <li>• Large buildings effectively require expensive underground parkades</li> <li>• Can be placed anywhere on site</li> <li>• Encourages the choice to own a car</li> </ul>	<ul style="list-style-type: none"> <li><b>Partial.</b> Greater permitted density needed (particularly for small sites); Deep front yard setbacks discourage sidewalk activation.</li> </ul>	
	<ul style="list-style-type: none"> <li><b>Problematic.</b> Reduction in minimums needed for transit orientation, site density, and construction cost; must be hidden to improve pedestrian experience.</li> </ul>	
<ul style="list-style-type: none"> <li>• Single use residential buildings</li> <li>• Relatively small buildings on larger sites</li> <li>• Poor public realm activation</li> <li>• Side or front parking detracts from streetscape</li> </ul>	<ul style="list-style-type: none"> <li>• Mixed-use buildings</li> <li>• Improved public realm and sidewalk activation</li> <li>• Hidden and reduced parking (rear yard, tuck-under, underground)</li> </ul>	

### B4 – Arterial and Suburban Commercial District

- Most prevalent zoning district with direct corridor access (97.2 ha).
- B4 lands along 9<sup>th</sup> Street and 22<sup>nd</sup> Street in particular identified in Growth Plan as having highest potential for redevelopment.
- Purpose (from Zoning Bylaw): "to facilitate arterial and suburban commercial development providing a wide range of commercial uses serving motor vehicle oriented consumers."

Typical uses	B4 district	Alignment with goals
<ul style="list-style-type: none"> <li>• Retail stores, shopping centres</li> <li>• Financial institutions</li> <li>• Restaurants, lounges</li> <li>• Service stations, car washes</li> </ul>	<ul style="list-style-type: none"> <li>• Max. building height: 17 m</li> <li>• Max. floor space ratio: 0.5:1</li> <li>• Min. site area: 450–675 m<sup>2</sup></li> <li>• Min. front yard setback: 9 m</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Residential prohibited; somewhat narrow range of commercial.</li> </ul>
<ul style="list-style-type: none"> <li>• Typical spaces required: 1 per 24 m<sup>2</sup> gross floor area (208 for 5,000 m<sup>2</sup>)</li> <li>• Can be placed anywhere on site</li> <li>• Encourages the choice to drive</li> </ul>	<ul style="list-style-type: none"> <li><b>Problematic.</b> Greater permitted densities are required; Very deep front yard setbacks discourage sidewalk activation.</li> </ul>	
	<ul style="list-style-type: none"> <li><b>Problematic.</b> Reduction required for transit orientation and site density; must be hidden to improve pedestrian experience.</li> </ul>	
<ul style="list-style-type: none"> <li>• Mixed-use buildings, etc (See B3)</li> </ul>		

**In order to meet the goals of the Growth Plan, we need to change the zoning rules along these corridors.**

Specifically, we need future development to:

- be oriented toward the rapid transit system and its users,
- serve and respect the adjacent neighbourhoods,
- provide housing options for a growing and changing population, and
- connect it all with safe and enjoyable urban public spaces.

**Check out the rest of the displays to see what we have in mind!**

DISCLAIMER: The map above is a modified version of the City of Saskatoon Zoning Map used for illustrative purposes only and is not a substitute for the official map contained in Bylaw No. 8770, the Zoning Bylaw. Please refer to the Zoning Bylaw for official information.



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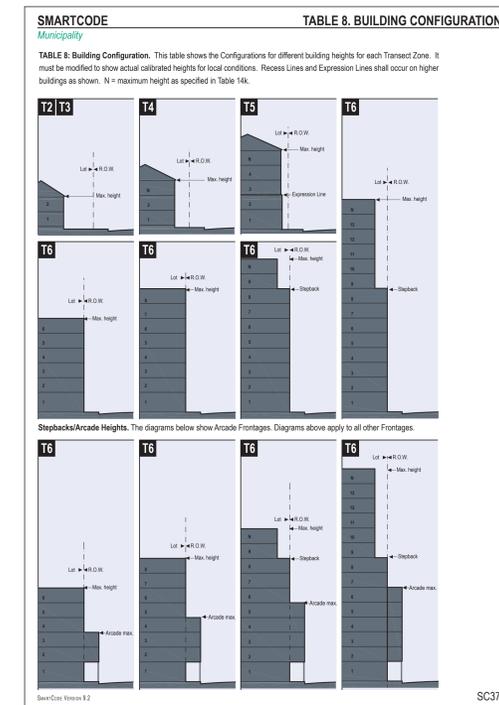
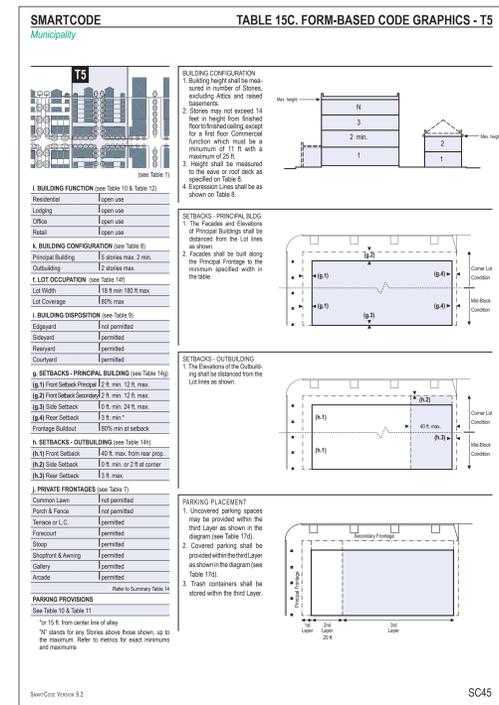
## A DIFFERENT APPROACH TO ZONING

The zoning rules along the Bus Rapid Transit corridors need to change in order to meet the goals of the Growth Plan. To encourage **transit-oriented development** (see ‘Welcome’ board), zoning needs to be more focused on the **form** of development, including building massing, scale, density and street activation, rather than on **use**, as is the case for most of our current zoning practices.

This **form-based** approach to zoning focuses less on use and more on scale, intensity, massing, public space, and the interrelationships between buildings.

Conventional Zoning	Form-Based Codes
<ul style="list-style-type: none"> <li>Segregated land-use planning principles which often result in development that is automobile-oriented</li> </ul>	<ul style="list-style-type: none"> <li>Mixed use, walkable, compact development principles</li> </ul>
<ul style="list-style-type: none"> <li>Organized around single use zones</li> </ul>	<ul style="list-style-type: none"> <li>Based on spatial organizing principles that identify a hierarchy in city structure, from low density to high density</li> </ul>
<ul style="list-style-type: none"> <li>Use is primary; form is secondary, addressed in a basic way through setbacks and building height maximums</li> </ul>	<ul style="list-style-type: none"> <li>Physical form and character are primary, with secondary attention to use</li> </ul>
<ul style="list-style-type: none"> <li>Reactive to individual development proposals</li> </ul>	<ul style="list-style-type: none"> <li>Proactive community visioning</li> </ul>
<ul style="list-style-type: none"> <li><b>Proscriptive</b> regulations, regulating what is not permitted, as well as unpredictable numeric parameters, like density and FAR</li> </ul>	<ul style="list-style-type: none"> <li><b>Prescriptive</b> regulations, describing what is required, such as build-to lines and combines min/max building heights</li> </ul>

### Examples of form-based regulations



These are some examples of form-based code regulations created by *SmartCode*. Form-based codes divide areas into ‘transects’ which form the basis of different regulations in order to create distinction. Transects typically increase in intensity, from rural (T1) to urban city core (T6).

- The example on the left shows building configuration, setbacks, and parking in a hypothetical “T5” transect.
- The example on the right shows building configurations at different heights for each transect.

**How does this apply to Corridor Planning?**  
 The concept of **Character Areas** are, essentially, transects. (See ‘Character Areas’ board.) The character areas will likely be further broken down into specific sub-zones and regulations will apply to specific areas in response to local conditions.

### Are form-based codes used elsewhere?

Form-based development regulation is being used in parts of other jurisdictions across Canada (including Halifax, Charlottetown, Revelstoke, and Calgary), but to our knowledge it has not yet been used in Saskatchewan.

### Will there be a new Zoning Bylaw?

If we pursue this type of zoning, new “zones” will be created that will contain form-based regulation. An entirely new Zoning Bylaw will not be required. This has typically been the practice of other Canadian municipalities.

### Will the use of buildings still be regulated?

Yes. The regulations will focus on building form, but still include a very flexible list of uses. (Possibly an ‘inclusive’ land use framework, whereby all uses of land are permitted except for specific uses.)

### Why form-based code?

Ultimately, form-based codes are focused on creating more desirable places, where people want to be. Below are some examples of urban transformations that are achievable through form-based regulation and public realm improvements, but would be difficult to achieve through conventional zoning.



(Images used with permission from Urban-Advantage.com)