

# planning + design



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# City Centre Plan

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“The goal of the City Centre Plan is to create an environment where people want to live and work, and to set the stage for market forces to drive development.”

Saskatoon’s Downtown is recognized as the financial, commercial, and cultural centre of the city and the region, rapid growth and recent developments within and outside the Downtown demonstrate that Saskatoon is evolving and that policies need to be re-evaluated. To preserve and enhance the role of the Downtown, a comprehensive City Centre Plan for Saskatoon’s Downtown and the key corridors leading Downtown will re-focus the vision for the city’s centre and serve as the foundation for a sustainable city expected to grow to over 500,000 residents.



The goal of the City Centre Plan is to create an environment where people want to live and work, and to set the stage for market forces to drive development. The Plan does not force development to the Downtown, but instead, sets out to create an urban environment that will attract people to the area and foster the growth of residential, business, and cultural uses. The Plan views policies and recommendations through the lens of the pedestrian and builds out a City Centre that is for all people, for all seasons.

The Plan is divided into three components, “Public Places,” “Moving Around &

Infrastructure,” and “Policy to Enable Development,” which reflect the major considerations in planning for a vibrant and contemporary City Centre. Twelve key strategies represent the goals and objectives of the Plan.

1. A strong and unique retail centre as a destination for the region
2. A new West Downtown
3. A new network of public spaces throughout the city to serve all seasons
4. A broad network of pedestrian-priority streets
5. Improved connections to surrounding neighbourhoods
6. Advancement of arts and culture within the City Centre
7. Stronger existing neighbourhoods
8. Improved transportation, transit, bike, and parking systems
9. Sustainable design
10. City policies to foster private and public investment

11. Residential development as a priority
12. Business development as a priority

## Implementing the City Centre Plan

The Plan will be implemented in phases over the next 15 to 20 years. The Plan divides the projects into Immediate-, Near-, Mid-, and Long-Term projects. The immediate implementation items were presented to City Council in January 2014 and include the following:

1. New Design Guidelines
2. Eliminating the maximum building height Downtown
3. Incentives for Office and Structured Parking Developments
4. Initiating a Comprehensive Parking Study
5. Making Surface Parking Lots a Discretionary Use
6. Formalizing Temporary Parking Patio Guidelines





Some of the larger City Centre Plan improvements include the following:

1. A new public plaza on 21st Street in front of the city's iconic Bessborough Hotel
2. A new public plaza in the vicinity of TCU Place
3. A new linear park along 23rd Street connecting the riverbank to the Downtown
4. Winter city initiatives, including back alley walkways and lighting displays
5. A new West Downtown area along Idylwyld Drive that will connect the Downtown to areas west and south of the City Centre such as Riversdale, Caswell Hill, and River Landing, and will support growth of Midtown Plaza



The next five years will be exciting for the City as the City Centre Plan begins to reshape the Downtown. With numerous streetscaping improvements, new plazas and pedestrian amenities, and significantly more Downtown residents, a more vibrant and sustainable Downtown will flourish as we grow to a population of 500,000.

## Message from the Director

At some point in February 2014, the population of Saskatoon city surpassed 250,000 people. When I started my career 30 years ago, Saskatoon was 154,000 people. Within the span of one career, we grew by 100,000 people. That was with a growth rate of about 1%. Projections are for a sustained growth rate of 2.5% for the next 30 years.

Saskatoon has always striven to be bigger, but we haven't always thought 'big.' Just changing some public policies, regulations, etc., is not going to be enough for Saskatoon to be 'big.' Thinking has to change. The population of Saskatoon is becoming more diverse, with over 3,000 new Canadians entering the city each year. We've talked a lot already about transit, density, and moving-around, and how important these are to our future. But what about other things like public art, urban design, safety, heritage, and creating special places where people like to be. There are so many elements that need to be included in our growth plans to make Saskatoon a city where people want to stay and make their home.

That is where our Urban Design, CPTED and Heritage teams come in. The City has a talented group of urban designers who use creative design and plenty of input from area stakeholders to transform ordinary, often stark, urban streetscapes into attractive, functional 'places' where people want to shop, stroll, view, or just sit in a special place. This year, Central Avenue and 20th Street will both see their streetscapes extended to make the Riversdale and Sutherland business districts even more special.

When it comes to creating special places, it can all be for nothing if people do not feel safe. I recall a statement made during a conference in New York about how the City of New York brought back Union Square. Union Square was a no-man's land during the 60s and 70s. It was described as dangerous, dirty, and unwelcoming. The strategy for change was simple – keep it clean and safe – and today, the area is bustling with people, shops are full, and it is an attractive destination.

Saskatoon is a leader in Crime Prevention Through Environmental Design (CPTED) and has embedded CPTED principles in our Official Community Plan. The City is currently engaged in a pilot project to evaluate a Community Support Program where uniformed civilian officers patrol parts of Broadway, Riversdale and the Downtown to ensure these areas feel safe.

Finally, growing big shouldn't mean growing apart from our past. Saskatoon is learning and understanding the value of incorporating significant historical and heritage features within major redevelopment plans. Saskatoon's new waterfront, River Landing, has incorporated numerous historical and heritage elements into the project. The South Caswell Plan intends to preserve and adaptively re-use significant buildings from the past. A new Heritage Policy has been drafted and will offer more incentives for people to conserve our heritage.

Growing big and thinking big are two things that need to go together. Understanding and learning how successful cities have become big without losing their character, feeling unsafe, and erasing their heritage is a key to growing forward.

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# Garden and Garage Suites

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Shortly, a new form of development may be popping up in neighbourhoods across Saskatoon.

In December 2013, City Council endorsed the Neighbourhood Level Infill Development Strategy. The Strategy made a number of recommendations regarding infill development in Saskatoon’s established neighbourhoods. The study recommended that a new type of infill development be permitted in the form of garden or garage suites, which in larger centres such as Vancouver is called “laneway housing.”



Credit: Lane Fab Design

A Garden Suite is a small, ground oriented dwelling unit located in the rear yard of a one-unit dwelling. A Garage Suite would include both a dwelling unit and garage space. Both garden and garage suites have cooking, food preparation, sleeping, and sanitary facilities that are separate from those of the one-unit dwelling located on the site.



Credit: Akua Schatz

In May 2014, City Council approved amendments to the City’s Official Community Plan and Zoning Bylaw to allow for garden and garage suites.

The basics for obtaining approval for a garden or garage suite are as follows:

- Only one secondary, garden or garage suite is permitted on a site that contains a one unit dwelling.
- They will be allowed throughout the City on any site that contains a detached one-unit dwelling. Due to the necessary requirements, it may not be possible for some sites to meet the minimum standards for approval to build a garden or garage suite.
- This will be a discretionary use, which means each application will be reviewed in the context of the local area. Comments from neighbours will be among many considerations; however, final approval will be at the discretion of City Administration.
- The application must meet the following criteria:
  - A site plan, building elevations, and floor plans must be provided.

- The site plan must include the connections for water and sewer. In most residential areas, the water and sewer lines are located in the street at the front of the site. It is preferred that the garden or garage suite have separate connections from the front street. The developer must provide an engineering study prepared by and stamped by a Professional Engineer (P. Eng) must be submitted.
- The discretionary use application fee of \$1,500.
- The site plan must include location of off-street parking space. A minimum of two spaces are required (one for the one unit dwelling and one for the suite).
- All city-owned / boulevard trees must be shown on the site plan.

Detailed regulations and requirements can be found at [www.saskatoon.ca](http://www.saskatoon.ca) (look under “I” for Infill Development Strategy).



Credit: Brook McIlroy Inc

# Growing Forward! Shaping Saskatoon

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“Current and future land uses influence how, why, where and when people travel.”

Saskatoon’s population is anticipated to double to half a million people over the next 30 to 40 years. This change is happening quickly and it’s how we manage that change that is important.

Growing Forward! Shaping Saskatoon is a public planning initiative that will help guide civic infrastructure investments as Saskatoon grows. It specifically focuses on two of the City’s 10-year Strategic Plan priorities of Sustainable Growth and Moving Around.

The main outcome of Growing Forward! Shaping Saskatoon will be the Growth Plan to Half a Million (Growth Plan). The Growth Plan will help Saskatoon proactively navigate the challenges associated with rapid population growth, as witnessed in some other Western Canadian cities. The plan will look at ways to improve how people move around while making it easier to work, shop and play closer to home. By creating more transportation choices and building places that bring people together, Saskatoon will be a healthier, more sustainable, accessible and attractive place to live.

## What exactly is the Growth Plan to Half a Million?

The Growth Plan is made up of several parts that fit together to form a new growth model for the City of Saskatoon – one that will provide new choices so that residents will have access to a variety of different housing options and attractive transportation alternatives.

- **Shaping Growth:** *How do we encourage sustainable and attractive development in existing areas and along major roads?* This part of the plan will guide growth and redevelopment along major transportation corridors to create community hubs that are renewed and revitalized.

- **Shaping Transit:** *How do we move more people, rather than just more cars, as the city grows to half a million people?* This part of the plan will develop a long-term strategy to make our transit system a more attractive choice for people’s daily travel needs as well as explore the feasibility of rapid transit in Saskatoon.

- **Shaping Bridges:** *How do we manage core bridges so we can accommodate more people moving around as Saskatoon grows?* This part of the plan will look at strategies to efficiently manage the movement of more people, rather than more cars, across Saskatoon’s core bridges (within Circle Drive).

As the Growing Forward! Shaping Saskatoon process evolves, the Growth Plan will incorporate other key initiatives.

- The **Employment Areas Study** will review current and future employment needs to ensure that sufficient and suitable land is available to support a growing population. The objective of this study is to achieve a balanced distribution of employment areas throughout the city that are well designed, accessible to all modes of transportation, and located closer to where people live.

- The **Active Transportation Plan** will focus on making it easier to move around Saskatoon without a car by improving how our transportation network accommodates non-motorized traffic like pedestrians, bicycles and skateboards.

- The **Financing Growth Study** will review the current and future costs of infrastructure and civic services to support growth. This will allow us to develop better options for how we pay for growth to ensure that Saskatoon is an affordable place to live for all residents.



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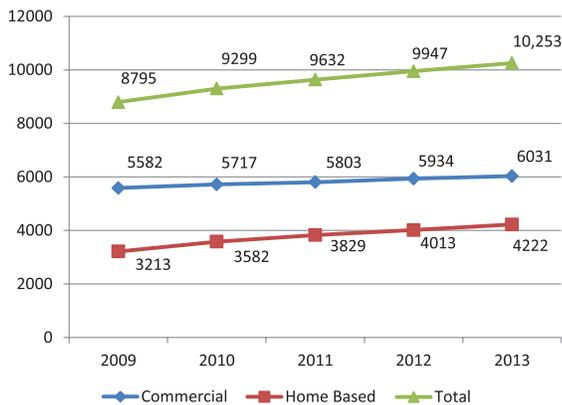


The City of Saskatoon Business License Program licenses all businesses operating from a fixed address within Saskatoon. This includes all home-based businesses as well as businesses operating from commercial and industrial locations.

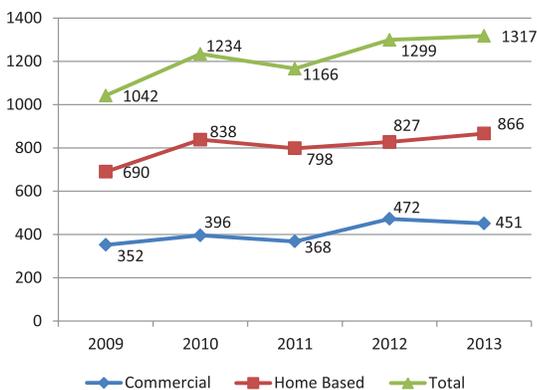
At the end of 2013, there were 10,253 businesses licensed by the Program. Figure 1 illustrates the overall business growth in Saskatoon and identifies the total number of home-based and commercial/industrial business licensed from 2009 to 2013. The total number of businesses has increased by more than 17% since 2009. Figure 2 illustrates the number of new business licenses issued for the years 2009 to 2013. The number of new home-based businesses continues to exceed the number of new commercial/industrial businesses.

For more business license statistics or to view the Business Profile 2013 Annual Report, please visit [www.saskatoon.ca/go/businesslicense](http://www.saskatoon.ca/go/businesslicense).

**Summary of Total Business Activity**



**Summary of New Business Activity**



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*Growing Forward continued from page 5.*

A Growing Forward! Shaping Saskatoon public event was held on February 25, 2014, to start the discussion about what is important to residents as the city grows to half a million people. The feedback received from this event and other community outreach initiatives is being used to develop specific alternatives for growth near major roads, transit and rapid transit, and core area bridges that will be considered by the public this fall. Opportunities for ongoing information and engagement throughout the Growing Forward! Shaping Saskatoon process will be available online at [www.growingfwd.ca](http://www.growingfwd.ca).



Credit: Urban Systems

### How do other civic programs fit in?

There are other ongoing civic initiatives that will also affect Saskatoon's growth, such as the North Commuter Parkway Project, North Downtown and City Centre Plans, and Affordable Housing, programs. These initiatives will align with the principles of the *Growth Plan to Half a Million* to ensure that Saskatoon grows in a consistent and integrated manner.

Though the *Growth Plan to Half a Million* will not directly address day-to-day civic operations like recycling, snow clearing and road maintenance, it will set a direction for city growth that will help guide expectations of civic service delivery. The City will continue ongoing delivery of its civic services and will strive for continuous improvement in all areas to meet the needs and expectations of citizens.

For more information on these and other civic initiatives please visit the City's website at [www.saskatoon.ca](http://www.saskatoon.ca) and search under the alphabetical listing.



Credit: Urban Systems

# Varsity View Local Area Plan

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A Local Area Plan (LAP) is a community-based approach to developing comprehensive neighbourhood plans. The process is led by the Neighbourhood Planning Section of the Planning and Development Division. LAPs allow residents, business owners, property owners, community groups, and other stakeholders direct input into determining the future of their community by discussing issues important to the neighbourhood. Through the community engagement process, a vision and goals are developed, and then participants work together to identify specific recommendations for improvements in the neighbourhood.

The Varsity View LAP process began with a neighbourhood survey and general public meeting to identify issues in the neighbourhood. Neighbourhood stakeholders were asked to participate on the Varsity View LAP Committee, and a series of topic-specific meetings were held. More than 130 local stakeholders contributed to the development of the Varsity View LAP.

The Varsity View LAP contains a total of 31 recommendations related to the following topics: Land Use, Infill and Redevelopment, Parks and Open Space, Municipal Services, Traffic and Circulation, Active Transportation, Heritage and Culture, Campus-Community Relations, and Neighbourhood Safety.



## Summary of Key Varsity View LAP Goals

### 1. Address Neighbourhood Parking Concerns

Due to the proximity of the University of Saskatchewan (U of S) campus and Royal University Hospital (RUH), Varsity View has been negatively impacted by non-residents driving through and parking in the neighbourhood. Numerous changes have been proposed to increase the effectiveness of the Varsity View Residential Parking Permit Program.

### 2. Improve Pedestrian and Cycling Connectivity

The U of S campus and RUH are major destinations to the north, and despite the grid design of the neighbourhood, there is a lack of safe, continuous north-south connections for pedestrians and cyclists. Developing this network will also support healthy and environmentally friendly activity.

### 3. Support and Contribute to the Development of College Quarter

Located on the east side of Cumberland Avenue, across from Varsity View, the development of College Quarter will continue to impact the neighbourhood. Residents of Varsity View have appreciated opportunities to contribute to the College Quarter Plan and look forward to continued involvement in the future. It is anticipated that as College Quarter develops, there will be increased interest from property owners to redevelop the Varsity View side of Cumberland Avenue, north of 14th Street. The LAP Committee recognizes and supports the potential transition of this corridor, while also having a long-term objective of maintaining the stable single family residential land uses in the core of the neighbourhood. The group provided comments on land use/density, design, parking, and interface areas that act as guidelines for future

*Continued on page 8.*

*Varsity View continued from page 7.*

Cumberland Avenue developments and are intended to stabilize the single-family dwelling environment on both sides of adjacent Bottomley Avenue, to the west of Cumberland Avenue.

**4. Assist in Shaping Future Infill Development**

Varsity View is a neighbourhood that has been greatly affected by infill development. Nearly every street has at least one recent infill project. Reinvestment in neighbourhoods is good, but it is important to not lose the existing character that attracted the investors. Many members of the Varsity View LAP Committee participated in the city-wide project to develop the Neighbourhood-Level Infill Development Strategy that was adopted by City Council in 2013.

**5. Recognize the Historical Significance of the Neighbourhood**

Residents of Varsity View have an appreciation for the many historic homes and buildings in the neighbourhood, along with the notable current and former residents who have lived in the area. They want to ensure this rich history is not lost.

**6. Support Opportunities For Community Building**

Opportunities to better utilize neighbourhood facilities and amenities to develop additional community cohesion have been identified.

On April 14, 2014, the Varsity View LAP became the twelfth LAP adopted by City Council since 1999. As with every LAP, the recommendations include a combination of short, medium, and long-term recommendations. While LAPs take many years to fully implement, numerous recommendations related to neighbourhood improvements will occur in the immediate future.

The Varsity View LAP Final Report and an accompanying document of excerpts from the full report, the Varsity View LAP Final

Summary Report, are both available online at: [www.saskatoon.ca/go/lap](http://www.saskatoon.ca/go/lap).



## BUSINESS LICENSE ONLINE HAS LAUNCHED!

**Save Time, Go Online.** The City of Saskatoon Business License Program has officially launched Business License Online, a new online tool that provides a convenient method for business owners to apply for, or renew, their Business License. It is safe, easy to use, and accepts payments from major credit cards. Since the availability of this online application in February 2013, 35% of new business license applications have been submitted online, which represents 460 out of 1317 businesses.

While new business license applications have been accepted online for the past year, the opportunity to renew online is now available as well. Instructions on how to access the online renewal option are provided on the renewal notice, which is mailed to business owners approximately two weeks prior to the expiration of their license.

With over 10,000 licensed businesses in Saskatoon, the ability to renew online makes the process much more convenient for many. New business license applications and renewals may also be submitted by mail or in person.

To access Business License Online or to obtain more information please visit [www.saskatoon.ca/go/businesslicenseonline](http://www.saskatoon.ca/go/businesslicenseonline).



# Shakespeare on the Saskatchewan Banners

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In co-operation with Saskatoon Light & Power, Urban Design administers the street banner program, which brings colour and animation to numerous streets in the City and helps community organizations promote themselves and their events. Urban Design accepts applications, reviews graphics for compliance with the City's Banner Policy, and schedules the installation. Saskatoon Light & Power installs, maintains, and removes the banners. In 2013, 449 banners were installed in various locations across the city.



One particularly interesting banner application was received from Shakespeare on the Saskatchewan called the Shakespeare Said banner project. The group requested to install banners designed by Georges Vanier elementary school art students at locations near the festival site by the river. Because there were no available street light pole locations nearby that had the necessary hardware to hang the banners and were not already scheduled to display previously approved banners, Urban Design worked with the group to cost share the purchase and installation of new banner hardware on additional light poles.

Furthermore, the original request of 10 banners expanded to 69 banners resulting in every participating student having the opportunity to see their banner displayed for the summer. At the unveiling media event, the first banners were installed in front of the students, who were dressed in Shakespearean costumes.

Once fully installed, the Shakespeare Said banners were displayed on street light poles from Spadina Crescent at Queen Street to 21st Street, along 21st Street to the Midtown Mall, as well as four additional banners placed at Georges Vanier School. The Georges Vanier Catholic Fine Arts School was awarded a national prize for the Youth Creativity Challenge for the best realized Art Smarts Project in Canada.



# The Junction Improvement Strategy

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The Junction Study Area is bounded by 21st Street to the north, Avenue H to the east, 17th Street to the south, and Avenues P and R to the west. The area's proximity to larger redevelopment projects such as Pleasant Hill Village, Monarch Yards, Station 20 West, and increased interest by the private sector for redevelopment has triggered the need for a comprehensive Strategy for the area. Between 2002 and 2008, Local Area Plans (LAPs) for Pleasant Hill, West Industrial, and Riversdale were adopted, each of which focused on various improvements for their respective neighbourhood. The Strategy is not intended to replace the LAPs, but rather update and connect them together in response to recent investments and changes in the area.

The plan involves nine key strategies, each reflective of stakeholder input and the overall vision for the area. They revolve around public realm improvements, identifying future uses for vacant/contaminated lands, increasing investor confidence, and developing specific recommendations for improvements within the area. Within each of the nine strategies, specific recommendations have been created to help achieve these goals. The Strategy recommendations are intended to facilitate immediate improvements and continue the successful transformation of the area, and each is assigned to a specific City department or division.

In addition, certain areas of The Junction are designated as specific concept areas to identify preferred land uses related to the nine strategic areas:

## 1. Transition Zone

In this area, reuse of existing industrial properties should occur as they become available, transitioning the area from heavy industrial to uses more complementary with the surrounding neighbourhoods.

## 2. Industry and Artistry

By marketing and promoting The Junction as a destination for entrepreneurs and creative industries, a unique and vibrant business area will result.

## 3. Cultural Branding, History, and Heritage

The unique heritage of The Junction should be promoted, conserved, and retained by recognizing heritage properties and historic churches in the area, and through the installation of historical markers and public events.

## 4. The Green Square

This area, bordered by 19th and 20th Streets and Avenues K and M, currently contains vacant and contaminated parcels. It has the potential to produce renewable energy while land is reclaimed and to lead to future reuse and development.

## 5. Growth/Renewal

This concept area of The Junction has the potential to transform into a vibrant pedestrian area with rejuvenated housing. In the long term, this area should serve as a transition, with higher density properties closer to 20th Street transitioning to single-family dwellings towards 19th Street.

The Strategy also recommends broader improvements throughout The Junction regarding connections to other areas, pedestrian improvements on 20th Street, and access to leisure and recreation facilities. By combining specific recommendations with broader strategies and land use goals, the Strategy will set out to achieve the vision identified by area stakeholders.

## Recommendation Priority List

In June 2013, the Neighbourhood Planning Section hosted a public open house to present the draft Strategy and obtain community feedback. Approximately 80 stakeholders attended the open house and participated in an exercise to identify the recommendations they felt were a local priority. The top eight recommendations were:

1. that a plan for banners, garbage receptacles, benches, and art placement be developed for the areas marked in yellow on the concept map;





# Clinkskill's Brass Lettering

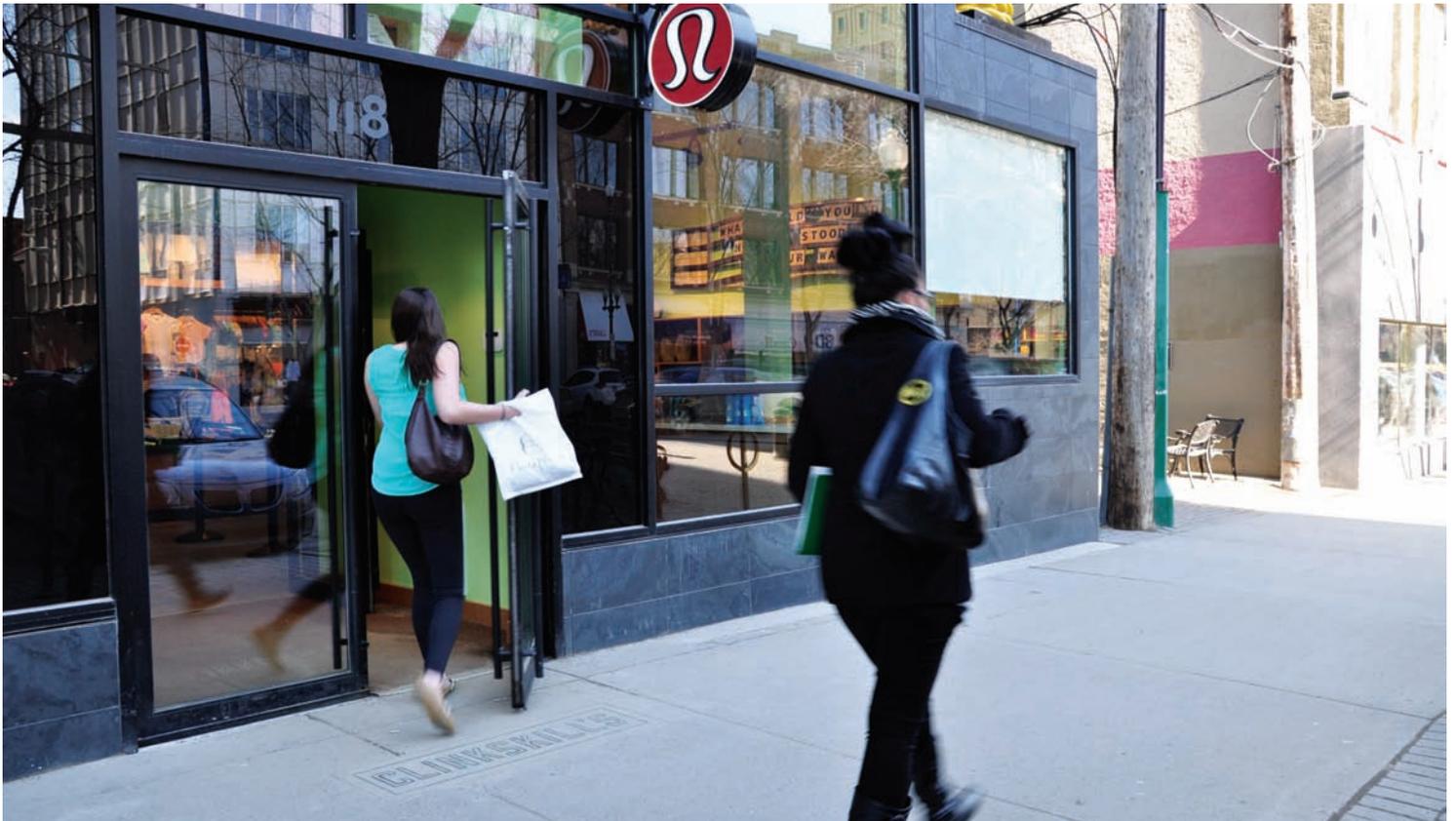
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In 2013, Urban Design was contacted by the great-great-granddaughter of James Clinkskill when construction fencing went up around the Lululemon site at 118 21st Street West. James Clinkskill was the first mayor of the City of Saskatoon, and local merchant who established one of the first stores in the city. Inlaid in the sidewalk in front of the building, "Clinkskill's" was written in brass letters and it was proposed that the lettering should be preserved.



Clinkskill came to Saskatoon in 1899 and his first store was located downtown on First Avenue, south of 20th Street, next to the Queen's Hotel. In Fall 1904, he started making plans for a new store on 21st Street, near the corner at First Avenue. In his memoirs, he notes that work would begin in Spring 1905. While the exact date the new building opened is not known, it was noted in the book *Saskatoon: The First Half Century* that by July 1, 1906, the building had been completed. It is also not known when the brass lettering was placed, but the original sidewalk was wood planking, which means the building would have pre-dated the lettering. Following a series of tenants over the next 80 years, the original building was purchased by the Royal Bank of Canada and demolished in 1986, then rebuilt on the site.

Approximately 27 years later, when work was again occurring at the location, Urban Design contacted the contractor and had the Clinkskill's brass letters safely removed during construction. The brass letters were in good condition, but the steel frame had rusted and needed to be replaced. The sidewalk inlay was refurbished with a new brass frame and reinstalled following the completion of the site's renovation.



The current issue of *Planning + Design* is available for download at [www.saskatoon.ca/go/planning](http://www.saskatoon.ca/go/planning).

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