



# SOUTHEAST RIVERSDALE DESIGN PLAN

final report

SOUTHEAST RIVERSDALE DESIGN GROUP

a joint venture of Crosby Hanna & Associates and Associated Engineering (Sask.) Ltd.



# SOUTHEAST RIVERSDALE DESIGN GROUP

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2001-07-16

Derek Thompson  
Land Branch  
City of Saskatoon  
222 - 3<sup>rd</sup> Avenue North  
Saskatoon, SK S7K 0J5

## RE: SOUTHEAST RIVERSDALE DESIGN PLAN (00-012)

Dear Mr. Thompson:

On behalf of our entire consulting team, we are pleased to submit the Final Report for the Southeast Riversdale Design Plan. In this report, you will find a framework for future land use and development in Southeast Riversdale and a series of recommendations which, when implemented, should lead to rational, orderly and community-supported redevelopment of Southeast Riversdale.

We wish to extend our sincere thanks to you and the entire Steering Committee for your input throughout the planning process and to the City of Saskatoon for the opportunity to be of service on this important urban redevelopment planning project.

Sincerely,

SOUTHEAST RIVERSDALE DESIGN GROUP



Andrew J. Hanna, P.P.S., M.C.I.P.  
Crosby Hanna & Associates



A.O. (Bert) Munro, P.Eng.  
Associated Engineering (Sask.) Ltd.



# SOUTHEAST RIVERSDALE DESIGN PLAN

## Final Report

Submitted to:

City of Saskatoon Land Branch

Submitted by:

SOUTHEAST RIVERSDALE DESIGN GROUP

a joint venture of crosby hanna & associates and associated engineering (sask.) ltd.

In association with:

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Consulting Engineers

ELLARD CROFT DESIGN GROUP  
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July 2001

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## EXECUTIVE SUMMARY - SOUTHEAST RIVERSDALE DESIGN PLAN

The purpose of the Southeast Riversdale Design Plan project is to produce a detailed plan, sufficient in detail and precision to form the basis for a proposed plan of subdivision. The objectives of the Design Plan, as stated in the project Terms of Reference, are as follows:

- To optimize the saleability of land while minimizing servicing requirements.
- To create a unique and identifiable area.
- To provide for the free flow of both pedestrian and vehicle traffic within the site, between the Southeast Riversdale site and the South Downtown project area, and the surrounding neighbourhoods and amenities.
- To provide for adequate street rights-of-way for on-street parking, appropriate sidewalk widths and streetscape amenities.
- To create linkages to the South Saskatchewan River and the Meewasin Valley Trail and park network.
- To consider the heritage resources of the area.
- To consider the proximity of development to the freeway.
- To integrate both the existing and planned adjacent development.

Southeast Riversdale is defined, for the purposes of this study, as the area bounded by Idylwyld Drive, 19<sup>th</sup> Street, Avenue C and the South Saskatchewan River. Totalling approximately 7.5 ha in area, lands in the Southeast Riversdale study area are, for the most part, owned by the City of Saskatoon. A number of parcels are, however, under private ownership. In preparing the Design Plan, the consulting team was to develop a plan that could be implemented on City lands, with or without the participation of the owners of the private lands, and without the need for the City to acquire these private lands.

### COMMUNITY / STAKEHOLDER CONSULTATION

The planning and design process leading to the Southeast Riversdale Design Plan was to be comprehensive in nature, in that it was to include consideration of a wide range of environmental, technical and land use factors and to include consultation with identified stakeholders and the broader community. This consultation process included several steps, as follows:

- Initial, one-on-one discussions with private land owners and other stakeholders, to identify issues, concerns and desires;
- Visioning workshop with stakeholders and other community resource people;
- Presentation of Development Concept Options to stakeholders and solicitation of comments / feedback;
- Presentation of Preliminary Master / Demonstration Plan to stakeholders; and
- Community Open House, to present the Preliminary Plan to interested members of the community.



## KEY DETERMINANTS / OPPORTUNITIES

The following factors were determined, during the inventory and analysis phase of the project, to be the most fundamental and significant factors in framing redevelopment plans for Southeast Riversdale.

### LAND USE AND SITE CONTEXT

- City policy and stakeholder input agree that redevelopment of Southeast Riversdale should be predominantly residential in nature.
- The Meewasin Valley Authority (Meewasin) requires that a building or structure proposed within 92 m of the riverbank or in a public park, open space or designated conservation area, shall not exceed 11 m in height. The design shall include suitable transitions, terraces, landscaping and other appropriate design features which soften the impact of the building or structure as it relates to its setting. Land use in these areas may be only for the purposes of enhancing the leisure and education use of the Meewasin Valley.
- Meewasin will not approve any new industrial use within the site, pursuant to Meewasin's Riveredge Industrial Location Policy.
- A continuous public open space corridor shall remain along the riveredge.
- The steep valley wall, combined with a major interceptor sanitary sewer, limits the potential to integrate the lower riveredge terrace with the upper backshore area.
- Views of major and minor landmarks, within and beyond the site, are numerous and varied. These views serve to connect the site to the external urban fabric and should be considered when contemplating development on this site.
- While the sewage pumping station is visually nondescript and may require odour abatement, the power plant pump house structure is visually interesting and prominently located. Opportunities exist to enhance the importance of this structure.
- It is anticipated that the perception of noise will be strongest at the east edge of the site, near the Freeway. City of Saskatoon policy requires noise attenuation when levels reach 65dBa, but only if control measures will result in a minimum reduction of 10 dBA. Given the variation in traffic noise from vehicle tires and from truck engines, noise attenuation is not expected to be a City requirement. This position will not improve the auditory environment of the site.
- The Avenue C Substation generates a more constant noise, without apparent (perceived) changes in frequency or loudness. The noise is very apparent to non-residents but likely perceived as less intrusive by long-time residents of the area. Without attenuation, noise generated by the substation will impact / influence potential residents and will limit gathering locations for park visitors.
- The Avenue C Substation is visually prominent from much of the site and from beyond the site. The industrial character of this facility must be visually rationalized with proposed development, in addition to the need to reconcile the auditory impact of this facility, noted above.
- The riveredge context of the site, and particularly the proximity to the South Downtown riverfront area, provides significant urban waterfront development opportunities.

### GEO-ENVIRONMENTAL CONDITIONS

- Existing geo-environmental conditions on-site meet, with the exception of one small area, Canadian Council of Ministers of the Environment (CCME) Guidelines for industrial / commercial development. Conditions in significant portions of the site do not meet CCME Guidelines for residential / parkland or agricultural development. Mitigation can bring site conditions into conformity with these guidelines. It will be necessary for the City of Saskatoon to determine the extent of mitigation to be undertaken and, thus, the maximum extent of residential / parkland development that may occur on the site.



## INFRASTRUCTURE

- Utility corridors currently located within the Avenue A and Avenue B rights-of-way will remain.
- The trunk sanitary sewer line running along the riveredge (complete with associated limitations on development along its corridor) will remain.
- The power plant pump house and sewage pumping station will also remain.
- The Avenue C substation will remain, along with sufficient lands to facilitate ongoing operations of the facility.
- The Avenue A substation will be relocated to accommodate implementation of the Southeast Riversdale Design Plan.
- Opportunity has been identified to provide a local road linkage between South Downtown and Riversdale (under the Idylwyld Freeway Bridge), although not without impacts to the existing continuous riveredge pedestrian / open space corridor.
- The existing water distribution system cannot support the fire flow for high density residential development. To reach this level of service, the water mains along Avenues A and B must be increased in size from 150 to 200 mm in diameter and additional hydrants added on Avenue A.
- The sanitary sewer system along the southernmost portion of Avenue B and connecting to Avenue C along Spadina Crescent requires replacement. The current size of the sewer mains along Avenues A and B is not a restriction on development.
- The heavy concrete foundation of the former A.L. Cole Generating Station remains below ground. This structure would be a significant constraint to the development of buildings with basements and/or underground parking structures.

## DEVELOPMENT PRINCIPLES AND INTENT OF THE PLAN

Based on the feedback and direction provided from stakeholder and Steering Committee review of preliminary development concept options, a Demonstration Plan (Drawing 4-1) and the Southeast Riversdale Design Plan (Drawing 4-2) were prepared to address a series of underlying principles for redevelopment of Southeast Riversdale. Highlights of these plans include the following:

1. A recognition that geoenvironmental contamination issues relating to previous activities in the area will be mitigated, such that conditions on City-owned lands in Southeast Riversdale meet Canadian Council of Ministers of Environment (CCME) Guidelines for residential / parkland or agricultural development.
2. Respect for the neighbourhood context of Southeast Riversdale, through a transition in land use types and intensity from west to east in the area, proposed re-establishment of narrow-lot, single unit residential along Avenue C and gradual increases in land use intensity and building heights towards the Idylwyld Freeway
3. Proposed development of "Riversdale Square", an area intended to serve as a public focal point within Southeast Riversdale and as a "gateway" into the Riversdale area along 19<sup>th</sup> Street. The ultimate character, ambience and image of Riversdale Square should be determined by the community with the help of the City of Saskatoon. While it is beyond the scope of this plan to specifically identify what should be provided within Riversdale Square, possible opportunities include: passive green space; a place for vendors and artisans to display and sell their products; a venue for concerts and/or festivals; and a place for people to meet and socialize. The ultimate mix of site development approaches should, however, be determined in by the community in consultation with the City of Saskatoon.



4. Proposed development of a mix of land uses within Southeast Riversdale but, within that mix, a significant portion of all redevelopment is proposed to be residential. Additional development opportunities are envisioned to include retail, service and other commercial, professional and community services and public spaces, in a truly mixed-use environment.
5. Proposal to explore potential adaptive re-use of the former City Electrical Department Building on Avenue B.
6. Respect for the river valley setting of Southeast Riversdale, including river views (particularly upstream) through a recommended transition towards increased building heights to the north and enhanced and additional open space linkages along the river edge and from the river into backshore areas.
7. Recognition that the Avenue C Substation will remain and that prudent separation be provided between the substation and incompatible uses, including the use of noise attenuation techniques where appropriate.
8. Minimized costs associated with the provision of municipal services, utilities and infrastructure, through incorporation of existing rights-of-way and servicing corridors into the proposed street layout.
9. Allowance for a rational and phased approach to the sale and development of lands such that the first proposed redevelopment areas coincide with those areas least expensive to service and that subsequent stages relate to logical extensions in services and utilities.
10. Accommodation of a possible future road linkage between Riversdale and South Downtown; such linkage could pass under the Idylwyld Freeway Bridge and connect with the foot of Avenue D at Spadina Crescent.

The Demonstration Plan (Drawing 4-1) plan was compiled to demonstrate how the development principles of the Southeast Riversdale Design Plan might be addressed. It is important to note that, with the exception of recommended road alignments, and proposals related to existing buildings or structures, the Demonstration Plan is intended **only** to suggest how these principles might be addressed. Other scenarios, involving different locations and mixes of the land uses illustrated on the Demonstration Plan could well evolve, depending on market forces and interest in the development community. In other words, the specific locations of proposed uses or building forms and massing should not be taken literally. The proposed uses do illustrate the mix of land uses that is considered appropriate for the area but detailed site planning and architectural design will be required, in association with market and financial analysis, before specific relationships between use, site and building design can be confirmed.

The Southeast Riversdale Design Plan (Drawing 4-2) is the potential basis for a proposed plan of subdivision, indicating detailed site areas and frontages. Final determination of lot or parcel boundaries cannot be determined until there is a clearer idea of market demand for land and until final land use designations have been made. The following data relate to the blocks and parcels illustrated on Drawing 4-2:

- Total gross area (including privately owned lands, Avenue C Substation, riverbank open space lands and eastern periphery open space lands): 7.224 ha (17.842 acres)
- Total riverbank and eastern periphery open space lands: 2.077 ha (5.130 acres)
- Total gross developable area (including privately-owned lands but excluding open space lands and Avenue C Substation): 4.723 ha (11.665 acres)
- Total City-owned development sites: 2.322 ha (5.735 acres)

Total estimated land development costs associated with redevelopment of the Southeast Riversdale Design Plan study area are \$2,405,000, broken down as follows:

- Site remediation / clean-up: \$625,000
- Site servicing / infrastructure: \$1,135,000
- Off-site infrastructure levies: \$480,000
- Miscellaneous costs: \$165,000

## RECOMMENDATIONS

Implementation of the Southeast Riversdale Design Plan is expected to take a number of years to complete and will require the involvement of the City of Saskatoon as well as a variety of other public agencies and community groups and input from the general public. To start the process, it is recommended that:

1. The Southeast Riversdale Design Plan be presented to City Council for approval in principle as a framework for redevelopment of Southeast Riversdale.
2. The Administration prepare a land assembly resource plan to assemble all of the City-owned parcels in the Southeast Riversdale Design Plan area. Land assembly resource plan to incorporate remediation costs, offsite development costs, direct development costs to bring sites to marketable status, acquisition costs of properties owned by Utility Services Department and the estimated market value of all parcels.
3. The land assembly resource plan developed in accordance with (2) above be referred to the Administration and Finance Committee to propose a source of funding for any revenue shortfall identified.
4. Upon resolution of all funding shortfalls within the land assembly resource plan, the Administration be directed to develop a *pro forma* land development plan, including phasing, development costs, anticipated sales revenue and timelines of the proposed development.
5. City Council direct the City Electric System Branch of the Utility Services Department to sell Parcels B and C (as illustrated on Drawing 4-2 of this report) on the condition that the



lands are remediated to meet CCME guidelines for residential / parkland and agricultural land uses.

6. In association with any site remediation, and any other site excavations, the City of Saskatoon ensure that this activity is monitored to check for precontact archaeological deposits buried in sand units below one metre to a depth of approximately 2.5 metres.
7. The Administration be directed to obtain the necessary approvals to comply with the Legislative requirements of the Meewasin Valley Authority in all respects related to the redevelopment of the Southeast Riversdale Design Plan area.
8. The Development Services Branch prepare a report to City Council on the merits of placing the A.L. Cole Generating Station Pump House on the Community Heritage Register.
9. The City of Saskatoon, in consultation with the Riversdale community and other property owners in Southeast Riversdale, undertake a review of its Development Plan and Zoning Bylaw with the aim of amending these bylaws, as required, to accommodate residential or other development as proposed in the Southeast Riversdale Design Plan.

# 1. INTRODUCTION

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## 1.1 BACKGROUND

In January 2000, the City of Saskatoon solicited consultant proposals for the preparation of the Southeast Riversdale Design Plan and, in March 2000, the Southeast Riversdale Design Group was retained to undertake the work.

The purpose of the Southeast Riversdale Design Plan project is to produce a detailed plan of the area, sufficient in detail and precision to form the basis for a proposed plan of subdivision, complete with support documentation which sets out design criteria, recommended development staging and development cost analysis. The objectives of the Design Plan, as stated in the project Terms of Reference, are as follows:

- To optimize the saleability of land while minimizing servicing requirements.
- To create a unique and identifiable area.
- To provide for the free flow of both pedestrian and vehicle traffic within the site, between the Southeast Riversdale site and the South Downtown project area, and the surrounding neighbourhoods and amenities.
- To provide for adequate street rights-of-way for on-street parking, appropriate sidewalk widths and streetscape amenities.
- To create linkages to the South Saskatchewan River and the Meewasin Valley Trail and park network.
- To consider the heritage resources of the area.
- To consider the proximity of development to the freeway.
- To integrate both the existing and planned adjacent development.

The planning and design process leading to the Southeast Riversdale Design Plan was to be comprehensive in nature, in that it was to include consideration of a wide range of environmental, technical and land use factors and to include consultation with identified stakeholders and the broader community. A Steering Committee was established by the City of Saskatoon, with representation from the Land and Development Services Branches of the Community Services Department, the Municipal Engineering Branch of the Infrastructure Services Department and the Electrical Services Branch of the Utility Services Department, to oversee all aspects of the Southeast Riversdale Design Plan process and to provide direction to the consulting team at key points in the process.



## 1.2 STUDY AREA

The Southeast Riversdale study area is bounded by 19<sup>th</sup> Street to the north, the Idylwyld Freeway to the east, the South Saskatchewan River to the south and Avenue C South to the west (Drawing 1-1). In total, it comprises an area of approximately 7.47 ha.

The study area includes both lands owned by the City of Saskatoon and lands owned by others. In preparing the design plan, the consulting team was to develop a plan that could be implemented on City lands, with or without the participation of the owners of the private lands, and without the need for the City to acquire these private lands in the study area.

## 1.3 THE PLANNING PROCESS

The planning process followed in the preparation of the Southeast Riversdale Design Plan consisted of five distinct, but interrelated, Phases, each of which was comprised of a series of steps. Work involved:

- assessment of relevant background information;
- consultation with stakeholders and the broader community;
- field observations;
- critical interaction with the Client Steering Committee; and
- creative integration of the perspectives and experience brought by the individual professions represented on the consulting team.

The Phases of the planning process included (refer to Figure 1-1):

- **Phase 1: Initial Steps**, in which an initial site reconnaissance was undertaken by the consulting team and Client Steering Committee, relevant background information and resource materials were compiled, a site survey was undertaken and base mapping was prepared.
- **Phase 2: Establishing the Envelope of Opportunity**, in which an initial consultation was undertaken with identified stakeholders, existing conditions on and affecting the site were reviewed (including geo-environmental / hydrotechnical conditions, existing infrastructure conditions, heritage resources, existing patterns of land use and ownership, the regulatory and policy environment, architectural resources, the visual environment, and the context established by surrounding neighbourhoods and land uses), and key opportunities and constraints affecting future development of the study area were identified.

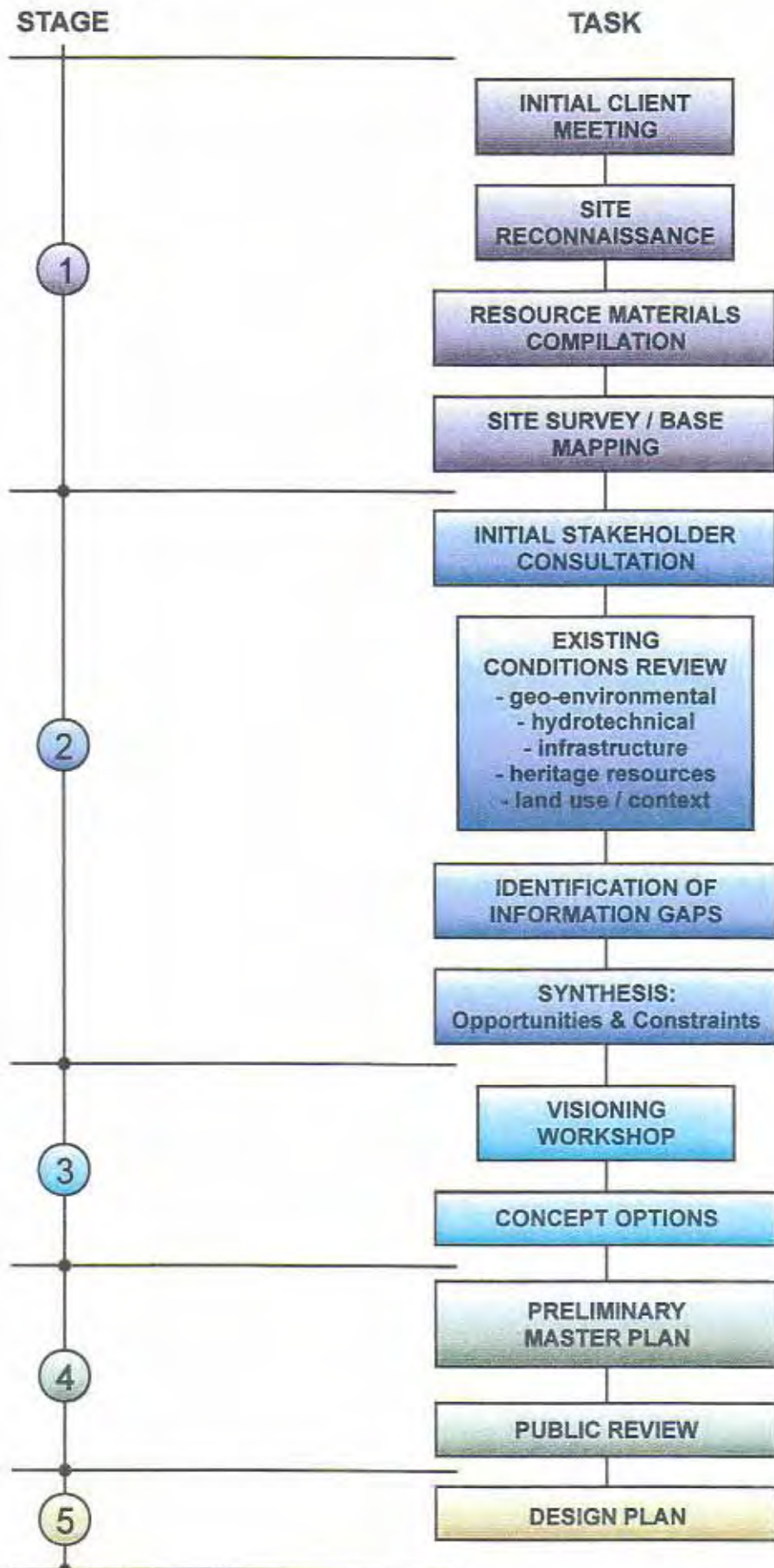




<p>Legend</p> <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: green; margin-right: 5px;"></span> Privately Owned Lands</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px solid black; margin-right: 5px;"></span> Refer to text</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px dashed black; margin-right: 5px;"></span> Study Area Boundary</li> <li><span style="display: inline-block; width: 15px; border-bottom: 1px solid black; margin-right: 5px;"></span> -Total Study Area: 7.47 ha</li> </ul>	<p>primary consultant  <b>SOUTHEAST RIVERSDALE DESIGN GROUP</b>  <small>not a city of saskatoon service</small>      consulting geotechnical engineers      R. MARCHAND, SHERIDAN LTD.      consulting architects      BLAND CHOI DESIGN GROUP      consulting archaeologist      DR. ERNEST G. WILSHI      client      - City of -  <b>Saskatoon</b>      Community Services      Land Branch</p>	<p>project  <b>SOUTHEAST RIVERSDALE DESIGN PLAN</b></p>	<p>drawing  <b>Study Area</b></p> <table border="1"> <tr> <td>date</td> <td>2006/11/08</td> </tr> <tr> <td>sheet #</td> <td>1-1</td> </tr> </table> <p>scale  </p>	date	2006/11/08	sheet #	1-1
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**Figure 1-1  
Planning Process**



- **Phase 3: Land Use / Development Concept**, in which a visioning workshop was held with the Steering Committee and identified stakeholders to reach consensus on future development direction, and preliminary development concept options were prepared and reviewed with the Steering Committee.
- **Phase 4: Master Plan**, in which a preliminary master plan, or Demonstration Plan, was prepared (to illustrate proposed development intent) and reviewed with the Steering Committee and the general community.
- **Phase 5: Design Plan**, in which the Demonstration Plan was refined into a preliminary design plan, which, after review with the Steering Committee was finalized and submitted to the City of Saskatoon.

#### 1.4 THIS REPORT

This Final Report provides summary background information to those constraints and opportunities identified in Phase 2 of the process and describes the thinking that led to, and the options considered in, developing the Southeast Riversdale Design Plan. The report is organized as follows:

- Section 2 contains a synthesis of findings, in the form of a statement of key opportunities for, and determinants of, potential future development in Southeast Riversdale;
- Section 3 describes the process followed in identifying optional development scenarios for the Southeast Riversdale study area, and sets out the conceptual development options resulting from that process;
- Section 4 includes the Conceptual Master Plan that illustrates the land use and urban design principles considered important to successful redevelopment of Southeast Riversdale and the Southeast Riversdale Design Plan.

A separate report, entitled: Southeast Riversdale Design Plan - Technical Report, has also been prepared, which provides a comprehensive inventory of conditions in and affecting the study area, and an analysis of the opportunities and constraints which framed the contents of the Southeast Riversdale Design Plan.



## 2. KEY DETERMINANTS / OPPORTUNITIES

This section represents a compilation of those factors determined, during the inventory and analysis phase of the project, to be key development determinants and/or opportunities. Although all findings documented in the Technical Report were used to set direction for redevelopment planning of the Southeast Riversdale site, the following are considered to be the most fundamental and significant factors in framing such plans.

### 2.1 LAND USE AND SITE CONTEXT (Drawing 2-1)

- City policy and stakeholder input agree that redevelopment of Southeast Riversdale should be predominantly residential in nature.
- The Meewasin Valley Authority (Meewasin) requires that a building or structure proposed within 92 m of the riverbank or in a public park, open space or designated conservation area, shall not exceed 11 m in height. The design shall include suitable transitions, terraces, landscaping and other appropriate design features which soften the impact of the building or structure as it relates to its setting. Land use in these areas may be only for the purposes of enhancing the leisure and education use of the Meewasin Valley.
- Meewasin will not approve any new industrial use within the site, pursuant to Meewasin's Riveredge Industrial Location Policy..
- A continuous public open space corridor shall remain along the riveredge.
- The steep valley wall, combined with the interceptor sanitary sewer, limits the potential to integrate the lower riveredge terrace with the upper backshore area.
- Views of major and minor landmarks, within and beyond the site, are numerous and varied. These views serve to connect the site to the external urban fabric and should be considered when contemplating development on this site.
- While the sewage pumping station is visually nondescript and may require odour abatement, the power plant pump house structure is visually interesting and prominently located. Opportunities exist to enhance the importance of this structure.
- It is anticipated that the perception of noise will be strongest at the east edge of the site, near the Freeway. City of Saskatoon policy requires noise attenuation when levels reach 65dBa, but only if control measures will result in a minimum reduction of 10 dBa. Given the variation in traffic noise from vehicle tires and

from truck engines, noise attenuation is not expected to be a City requirement. This position will not improve the auditory environment of the site.

- The Avenue C Substation generates a more constant noise, without apparent (perceived) changes in frequency or loudness. The noise is very apparent to non-residents but likely perceived as less intrusive by long-time residents of the area. Without attenuation, noise generated by the substation will impact / influence potential residents and will limit gathering locations for park visitors.
- The Avenue C Substation is visually prominent from much of the site and from beyond the site. The industrial character of this facility must be visually rationalized with proposed development, in addition to the need to reconcile the auditory impact of this facility, noted above.
- The riveredge context of the site, and particularly the proximity to the South Downtown riverfront area, provides significant urban waterfront development opportunities.

## 2.2 GEO-ENVIRONMENTAL CONDITIONS

- Existing geo-environmental conditions on-site meet, with the exception of one small area, Canadian Council of Ministers of the Environment (CCME) Guidelines for industrial / commercial development. Conditions in significant portions of the site do not meet CCME Guidelines for residential / parkland or agricultural development. Mitigation can bring site conditions into conformity with these guidelines. It will be necessary for the City of Saskatoon to determine the extent of mitigation to be undertaken and, thus, the maximum extent of residential / parkland development that may occur on the site.

## 2.3 INFRASTRUCTURE

- Utility corridors currently located within the Avenue A and Avenue B rights-of-way will remain.
- The trunk sanitary sewer line running along the riveredge (complete with associated limitations on development along its corridor) will remain.
- The power plant pump house and sewage pumping station will also remain.
- The Avenue C substation will remain, along with sufficient lands to facilitate ongoing operations of the facility.







- The Avenue A substation will be relocated to accommodate implementation of the Southeast Riversdale Design Plan.
- Opportunity has been identified to provide a local road linkage between South Downtown and Riversdale (under the Idylwyld Freeway Bridge), although not without impacts to the existing continuous riveredge pedestrian / open space corridor.
- The existing water distribution system cannot support the fire flow for high density residential development. To reach this level of service, the water mains along Avenues A and B must be increased in size from 150 mm to 200 mm in diameter and additional hydrants added on Avenue A.
- The sanitary sewer system along the last (southernmost) portion of Avenue B connecting to Avenue C along Spadina Crescent requires replacement. The current size of the main along Avenues A and B should not restrict the development of the study area.
- The heavy concrete foundation of the former A.L. Cole Generating Station remains below ground. This structure would be a significant constraint to the development of buildings with basements and/or underground parking structures.



### 3. CONCEPTUAL DEVELOPMENT OPTIONS

#### 3.1 VISIONING WORKSHOP

In February 2001, approximately 20 individuals participated in a day-long visioning workshop relating to future redevelopment of Southeast Riversdale. Participants, who included identified stakeholders, members of the Client Steering Committee, others with special interest or special understanding to share, and members of the consulting team, were divided into three groups. After a presentation of key opportunities and constraints by the consultants, and a large group discussion on the intended "market(s)" for proposed development, each group was asked to develop and illustrate their collective vision for ultimate development of the Southeast Riversdale study area.

Specifically, their task was to communicate this vision, using both words and a sketch concept, in terms of:

- planning and urban design objectives and principles that they believed to be of critical importance to successful redevelopment of the area;
- a recommended mix of land uses and densities of development, including residential, commercial (retail, office, other), institutional, open space, etc.;
- building forms and massing;
- river edge treatment;
- pedestrian and vehicle circulation systems; and
- any other terms they considered to be important.

Groups were requested to communicate their visions using both words and a sketch concept.

Two of the groups were specifically asked to develop a vision based on the assumption that a road linkage will be developed under the Idylwyld Bridge to the South Downtown. One group was asked to develop a vision based on the assumption that this road linkage will not be developed. All three groups were requested, however, to keep the following in the back of their minds: *"To what extent can our vision be achieved if our assumption about the road linkage to South Downtown is incorrect?"*. This consideration was not to be a primary driving factor in developing their vision but, to the extent that the alternative road linkage scenario could be accommodated **without compromising their vision**, they were asked to think about it.

### 3.2 DEVELOPMENT CONCEPT OPTIONS

On the basis of the three visions developed at the Visioning Workshop, three distinct Development Concept Options were prepared. These Concept Options are included as Drawings 3-1, 3-2 and 3-3, respectively.

As each option reflected a distinct vision for future redevelopment of Southeast Riversdale, there was considerable variety in the proposed roadway networks as well as in the nature, location and extent of public open space. Despite the distinct visions, however, all three options reflected a number of common factors, including the following:

- Future redevelopment of the Southeast Riversdale area will not be dependent upon the provision of a road linkage with South Downtown.
- Generally speaking, proposed development intensity and building massing increases from south to north through the area.
- A range of residential densities are proposed, from narrow lot, single unit residential (reflecting existing development patterns in adjacent portions of the Riversdale neighbourhood) through moderate density, ground-oriented multiple unit residential, to multiple storey apartment residential.
- Properties fronting / flanking 19<sup>th</sup> Street are generally proposed for mixed use development, with ground floor retail and compatible uses and upper level residential and compatible uses.
- A broad river-edge open space corridor is retained below the top of the river valley wall throughout the area.
- In addition to river-edge pedestrian linkages, linkages from the river to backshore areas, and from Southeast Riversdale to the Downtown are provided.
- Separation between the Avenue C Substation and potentially incompatible uses is achieved through intervening public open space and/or roadways.

The three Concept Options (and associated preliminary servicing and infrastructure costs) were reviewed with the Steering Committee and direction was set with respect to those principles, development concepts and land use mix to be incorporated into the Southeast Riversdale Design Plan. In addition, the options were presented to stakeholders and feedback was obtained on preferred elements from the development concepts.









**SOUTHEAST RIVERSDALE DESIGN PLAN**  
**Concept Option 2**

**City of Saskatoon**  
 Community Services  
 Land Branch

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**Scale:**  
 1:1000  
 Date: 03/2018  
 Sheet: 3-2

**North Arrow**







## 4. THE SOUTHEAST RIVERSDALE DESIGN PLAN

### 4.1 DEVELOPMENT PRINCIPLES AND INTENT

Based on the feedback and direction provided from the review of the Development Concept Options, a series of underlying principles were established for redevelopment of Southeast Riversdale. These principles are set out below, along with a description of how they are addressed in the Southeast Riversdale Design Plan.

1. **Recognize that geoenvironmental contamination issues relating to previous activities in the area will be mitigated, such that conditions on City-owned lands in Southeast Riversdale meet CCME Guidelines for residential / parkland or agricultural development.**

Southeast Riversdale contains lands that were historically used for a variety of industrial purposes. Perhaps most noteworthy among these uses was the A.L. Cole Generating Station, a major coal-fired electrical generation facility which occupied a large portion of the area for several decades. With the decommissioning of the A.L. Cole Station and other facilities, comprehensive site clean-ups were undertaken and much of the site has been determined to meet Canadian Council of Ministers of the Environment (CCME) Guidelines indicating that conditions are suitable for safe use of these lands for residential / parkland or agricultural purposes. Most of the remainder of the City-owned lands study area has been determined to meet CCME Guidelines for industrial and commercial use but not residential / parkland or agricultural use. One small area has been determined not to meet CCME Guidelines for industrial and commercial purposes.

As part of this Design Plan exercise, the consulting team undertook a comprehensive environmental site assessment of City-owned lands in Southeast Riversdale. This assessment has determined the work required to ensure that these lands meet CCME Guidelines for residential / parkland and agricultural purposes and the City of Saskatoon has provided a commitment that the required work will be undertaken and that these Guidelines will be met before the lands are redeveloped.



## 2. **Respect the neighbourhood context of the Southeast Riversdale.**

As Southeast Riversdale is only a part of a larger, distinct and dynamic neighbourhood (complete with established residential and commercial areas), the Design Plan reflects an intent to integrate the study area into this broader context, rather than to create a separate "enclave", divorced from the existing and evolving socioeconomic fabric of the greater Riversdale area.

In this sense, the Design Plan suggests a transition in land use types and intensity (including building heights and massing) from west to east. Near the western margin of the study area (along Avenue C), land use proposals are oriented towards an extension of the narrow-frontage, single unit residential pattern that already exists on the west side of Avenue C and beyond. Re-establishment of this land use type on the east side of Avenue C will help to restore the street character typical in the more established portions of the area and avoid the creation of a hard boundary or wall between established and redeveloped lands. In addition, the development of single unit residential in this area may also serve as a catalyst for re-investment in, and enhancement of, nearby properties in the neighbourhood.

Immediately to the east, development of somewhat higher density, multiple-unit residential uses (though still emphasizing ground-oriented residences with individual entries and rear-land vehicle access) begins a gradual eastward transition towards higher use intensity, and larger, taller structures and, ultimately, to multiple-storey apartment-type structures along the eastern edge of the study area. In addition to facilitating integration of Southeast Riversdale within the context of greater Riversdale, this increase in land use intensity to the east also provides a reasonable fit with the presence of the Idylwyld Freeway on the eastern margin of the study area. Noise levels associated with freeway traffic are considered high enough to suggest that residential development nearby should be able to provide some partial noise attenuation through appropriate construction and orientation of the residential buildings themselves. Typically, it is expected that this can be more readily achieved in "high-rise" apartment-type developments. Clinkskill Manor, on the east side of the Idylwyld Freeway, demonstrates how this type of development can be undertaken in areas of relatively high ambient traffic noise levels.

3. **Provide for the development of an area as a public focal point within Southeast Riversdale and as a "gateway" into the Riversdale area along 19<sup>th</sup> Street.**

Redevelopment of Southeast Riversdale has the potential to contribute, in a substantial way, to the rejuvenation of the broader Riversdale area. One of the keys to successful redevelopment of Southeast Riversdale is, in turn, the need to provide opportunity for the area to become a popular "people place", for neighbourhood and city residents and for visitors. An underlying principle of the Design Plan is, therefore, that a redeveloped Southeast Riversdale contain a public place that can be the focus of a wide range of community, social and economic activity. Given the geographic situation of Southeast Riversdale, an associated opportunity exists to have this public focal point also serve as part of a gateway to Riversdale along 19<sup>th</sup> Street.

It is important that this people place and gateway to Riversdale reflect the essence of what the community wants to be and how it wants to be perceived. Thus, the process of defining and designing the place must be driven by the community. The intent is not necessarily to create a neighbourhood park or an urban plaza area. It is submitted that, while the City of Saskatoon should be involved in the process of design and development (the place is, in any case, seen to be an outdoor public space and the City would therefore be the legal owner), the standard process and roles of the players involved is not expected to be as they would in a traditional park planning and design process.

It is this public focal point and gateway that is expected to set the tone and flavour for many of the activities that can occur there, and the sense of place that can be Riversdale (and, more specifically, Southeast Riversdale). In the course of preparing the Design Plan, the consulting team heard phrases as diverse as "fun and funky" and "serene and pastoral" to describe the image of what Southeast Riversdale could be. Its ultimate character, ambience and image should be determined by the community, with the help of the City of Saskatoon, but given the intent for a relatively intensively developed, mixed-use area, these and other phrases could all, in part, describe Southeast Riversdale and this public focal point and gateway.



4. **Provide for a mix of land uses within Southeast Riversdale but, within that mix, ensure that a significant portion of all redevelopment is residential.**

Many views were expressed, by stakeholders and Client representatives consulted during the planning process, with respect to the types of development that should be encouraged in Southeast Riversdale. There was, however, one point on which all of those consulted were in agreement: although a mix of uses is desirable, residential development should form at least a significant portion of all redevelopment. The Southeast Riversdale Design Plan reflects this view. Indeed, land use proposals suggest that residential use, in a variety of forms and range of densities be the predominant land use in the study area.

This principle supports existing City of Saskatoon policy with respect to housing development in and near the downtown area (including Southeast Riversdale). The City has adopted a Downtown Housing Strategy which has a goal of stimulating the construction of approximately 3,500 new dwelling units (an average of approximately 140 units per year) between 1997 and 2022. The City has established two incentive programs for housing development, for which housing projects in Southeast Riversdale may be eligible: the Downtown Housing Building Permit Fee Rebate Program; and the Rental Housing Tax Abatement Program.

Equally important to the view that housing should be a major development component in Southeast Riversdale, however, is the notion that the area should be a mixed use area, containing (in addition to residential uses) a relatively wide range of opportunities for retail, service, office and other commercial, professional and community services, and public spaces, in a truly mixed-use environment. In other words, the Design Plan proposes that opportunities be provided for mixed use, not only within the overall study area but also on single sites and within individual buildings.

With respect to retail development and use, however, the integrity and viability of the 20<sup>th</sup> Street retail corridor of Riversdale needs to be respected. The intent of this Design Plan is not to provide opportunity for development that could jeopardize the 20<sup>th</sup> Street retail area; rather it is to, over time, provide opportunity for commercial development that can serve local, neighbourhood needs as well as for specialized or unique retail / service uses that can contribute to a unique atmosphere that can evolve in the relatively intense mixed-use environment envisioned for Southeast Riversdale.

5. **Provide for adaptive re-use of those existing buildings worthy of retention.**

In accordance with the *Civic Heritage Policy*, the Development Services Branch of the Saskatoon Community Services Department conducted a review of structures within the Southeast Riversdale Design Plan study area and it was determined that there are two remaining City-owned structures of potential heritage interest: the former A.L. Cole Generating Station pump house; and the former City Electrical Building.

In its heritage structure evaluation of the former A.L. Cole Generating Station pump house, the Development Services Branch identified that, under current conditions and use, the structure would be eligible to be placed on the Community Heritage Register. This would result in recognition only, with no restrictions on alterations or demolition at some point in the future. (Note: it is anticipated that the pump house structure will remain on-site, given its structural integration with the city's primary sanitary sewer gravity main extending along the river bank.)

In its heritage structure evaluation of the former City Electrical Department offices, the Branch identified that, under current conditions, the exterior of the original building and of the 1957 addition would also be eligible for placement on the Community Heritage Register. The structure might become eligible for designation as Municipal Heritage Property, should a suitable adaptive re-use be found and depending on alterations undertaken to accommodate the adaptive re-use. A new evaluation, based on the proposed use and alterations, would be necessary to determine this. Municipal Heritage Property cannot be demolished, must be maintained, and the heritage portions cannot be altered or added to without City Council approval.

The former City Electrical Building may, however, offer potential for restoration and adaptive re-use. It is premature to specify the precise nature of this adaptive re-use, as additional work is required to determine, in more detail, the technical and financial feasibility of renovation, potential uses could include conversion to some form of mixed use (e.g. a live - work situation), for accommodation of community groups and/or for functional integration with the proposed outdoor public focal point / gateway area discussed above.

The Southeast Riversdale Design Plan provides for incorporation of both of these buildings into proposed redevelopment. Although it is not expected that the A.L. Cole Generating Station pump house will be suitable for any type of adaptive re-use of its interior, opportunities do exist to integrate the structure into the system of public open space and pedestrian linkages through the area.



6. **Respect the river valley setting of Southeast Riversdale, including river views (particularly upstream), and the need to provide open space linkages along the river edge and from the river into backshore areas.**

Views from Southeast Riversdale upstream, along the South Saskatchewan River towards the Grand Trunk Railway Bridge are among the most spectacular river views afforded in the city. Further, the Meewasin Valley Trail passes through the area, connecting South Downtown to Victoria Park. The Design Plan incorporates provisions to protect and benefit from these views and linkages and to maximize public access to the river valley.

In addition to providing additional routes for pedestrians and cyclists on the Meewasin Valley Trail, the Design Plan provides for backshore trail linkages and linkages to the Downtown from Southeast Riversdale. Proposed road alignments and building sites maximize public access to the valley edge and establish opportunities for spectacular river views from development sites.

It is noted that Meewasin's Development Plan establishes a Riverbank Zone extending 92 metres from the river edge into the Southeast Riversdale study area. Within the Riverbank Zone, major restrictions are placed on the nature and form of development that may occur. It is noted that, in the South Downtown, Meewasin agreed to amend its policy with respect to the Riverbank Zone by adjusting its depth to 60 metres from the river edge. The Southeast Riversdale Design Plan is premised on a willingness, on the part of Meewasin, to similarly amend its Riverbank Zone policy in this area.

7. **Recognize that the Avenue C Substation will remain and that prudent separation be provided between the substation and incompatible uses.**

The Avenue C Substation has a profound and negative impact on both the visual and auditory environment in Southeast Riversdale. While its presence in the context of an electrical generating station and apparatus repair shop (the previous adjacent uses in the study area) was not inappropriate, it is now the only major "industrial" remnant of that period. Financial and technical realities dictate that it will remain at its current location into the long term future. Therefore, the Southeast Riversdale Design Plan contains road alignments and development site configurations that both provide spatial separation and opportunity for building location and orientation that will reduce (to the extent practical) conflicts between the substation and potentially incompatible uses.

**8. Minimize costs associated with the provision of municipal services, utilities and infrastructure.**

Portions of Southeast Riversdale are already serviced with frontage roads, complete with water, storm and sanitary sewer services (e.g. 19<sup>th</sup> Street, Avenue C). Some underground services also extend into the area, along the Avenue A and Avenue B rights-of-way. To take the greatest possible advantage of these existing services, the Design Plan recommends a road network that provides for relatively simple extension of these services and minimizes the need for abandonment of functional infrastructure.

**9. Allow for a rational and phased approach to the sale and development of lands.**

The size of the Southeast Riversdale study area, combined with its neighbourhood context and the overall pace of land development in Saskatoon, strongly suggests that redevelopment will likely need to occur in a phased manner over a period of years. The Southeast Riversdale Design Plan facilitates phased development, in that the sale of parcels, by the City of Saskatoon, for initial development can occur in those portions of the area that can be serviced using existing infrastructure. Proceeds from such sales can be used, as required, to offset (at least in part) costs of infrastructure upgrading that will be required before development can occur within other portions of the area (refer to Section 4.5).

**10. Accommodate a road linkage between Riversdale and South Downtown.**

As noted in Section 3.2, redevelopment of Southeast Riversdale is not considered to be dependent upon the completion of a road linkage to South Downtown. Nevertheless, the Riversdale community has indicated that such a link is considered important for a variety of social and economic reasons. The notion of a continuous "riverbank parkway" has also been the subject of discussions and planning concepts in the city for decades. This short portion of linkage would support such a notion.

At this time, it is not known how such a road linkage would be aligned or how it would function within the South Downtown (i.e. east of the Idylwyld Freeway Bridge). Investigations undertaken in the preparation of the Southeast Riversdale Design Plan suggest, however, that such a linkage would be technically feasible. The Design Plan therefore accommodates development of a local road linkage, under the Idylwyld Bridge, to South Downtown. The local nature of this linkage



is significant, in that vertical clearances under the Idylwyld Bridge would be inadequate to accommodate buses or other tall vehicles.

As part of this road linkage, an extension to the Spadina Promenade (a broad, hard surfaced multipurpose trail currently extending from 25<sup>th</sup> Street to the Broadway Bridge and ultimately intended to extend upstream through the South Downtown) is envisioned on the river (south) side of the road linkage, to connect the South Downtown and Victoria Park.

#### 4.2 DEMONSTRATION PLAN

Development of the Southeast Riversdale Design Plan involved several steps. First, the preferred planning principles, concepts and land use types from the three concept options, along with feedback received from stakeholders and direction provided by the Steering Committee, were compiled into a Demonstration Plan (Drawing 4-1). This plan was compiled to demonstrate how the development principles described above might be addressed. It is important to note, however, that, with the exception of recommended road alignments, and proposals related to existing buildings or structures, the Demonstration Plan is intended **only** to suggest how these principles might be addressed. Other scenarios, involving different locations and mixes of the land uses illustrated on Drawing 4-1 could well evolve, depending on market forces and interest in the development community. In other words, the specific locations of proposed uses or building forms and massing should not be taken literally. The proposed uses do illustrate the mix of land uses that is considered appropriate for the area but detailed site planning and architectural design will be required, in association with market and financial analysis, before specific relationships between use, site and building design can be confirmed.

The following points relate directly to the Demonstration Plan as illustrated on Drawing 4-1:

##### **Site Access and Vehicle Circulation**

Two site entries are proposed from 19<sup>th</sup> Street: at Avenue A (right in - right out only); and at Avenue B. A third site entry is proposed from Avenue C immediately north of the Avenue C Substation. This entry road and Avenue B both facilitate separation of the Avenue C Substation from potentially incompatible land uses.

Avenues A and B are proposed to be connected along the top of the river valley wall, with a second road connection immediately south of the former City Electrical Building.





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 Community Services  
 Land Branch

**SOUTHEAST RIVERSDALE DESIGN PLAN**

**Demonstration Plan**

Scale: 1:1000  
 Date: 2013  
 Sheet: 4-1



### **“Riversdale Square”**

The east half of the block occupied by the former City Electrical Building is proposed to be dedicated for development and use of the major public focal point / Riversdale “gateway” discussed under Principle No. 3 in Section 4.1 (above). Called “Riversdale Square” on Drawing 4-1, this area (0.29 ha in extent) is proposed to be a venue for a wide range of formal and informal public activities (to be determined by the Riversdale community) and for commemoration of the Immigration Hall (Saskatoon’s first Federal Government Building, which was located on this site). Its location at the entry into Riversdale along a major arterial road also affords an opportunity for Riversdale Square to serve as a gateway to the area.

Beyond suggesting that the space is envisioned as an outdoor public area, it is impossible, at this time, to suggest either the content or image of Riversdale Square; this should be determined through a process that is driven, in large part, by community preferences. Opportunities are, however, many and varied and could include:

- hard plaza spaces for community festivals and gatherings, concerts, etc.;
- play areas for children;
- use of the square for periodic vending of arts, crafts, produce, etc.;
- passive, casual activities;
- functional integration with potential re-uses of the former City Electrical Building;

The Morse Road right-of-way (which extends east from Avenue A between 19<sup>th</sup> Street and the AT & T Building) could provide parking and/or periodic extension of Riversdale Square functions. Indeed, the triangular parcel of privately-owned land between the freeway ramps (outside the study area, but expected to become even more isolated with the anticipated removal of the former railway “subway” structure across 19<sup>th</sup> Street) could, if acquired for public purposes, provide additional land for parking, a partially weather-protected site for farmer’s market or other market use, and a pedestrian route from Southeast Riversdale to 19<sup>th</sup> Street and, ultimately, to the downtown area.

### **Recommended Land Use Mix**

Along 19<sup>th</sup> Street, redevelopment sites (in addition to Riversdale Square) are proposed for relatively intensive development (up to five storeys in height) for a mix of commercial and residential use. The easternmost of these sites is currently occupied by the AT & T Building, which is seen as an appropriate use at this location, should the owners of this property not wish to redevelop.

An adaptive re-use should be sought for at least the portions of the former City Electrical Building of heritage interest (i.e. the original building and the 1957 addition), although there may also be potential for adaptive re-use of the entire building. Drawing 4-1 illustrates re-use in the form of a combination home / work structure but this is only one of a number of possibilities. If a use is identified, appropriate formal heritage recognition should then be determined and pursued, if appropriate. Demolition of the building should be considered if all other options have been explored and no suitable adaptive re-use found. In such event, redevelopment for a relatively intensive mix of commercial and residential, as described above, is suggested.

The remainder of the block between Avenues B and C is proposed to be used for residential purposes. The west half of the block (i.e. lots fronting on Avenue C) is proposed to be redeveloped in a manner that will respect and enhance the existing streetscape and begin to integrate the Southeast Riversdale site with adjacent residential lands to the west. Thus, redevelopment for narrow-lot, single-unit residential purposes is suggested on the Demonstration Plan. In keeping with the existing neighbourhood fabric, development with small front yard setbacks and vehicle access from a rear lane is proposed.

To the east (fronting on Avenue B), the Demonstration Plan suggests development of ground-oriented "coach house"-type apartments, with individual suite entries and vehicle access from a rear lane. This illustrates the beginning of an eastward transition towards more intensive land use but in a manner that remains compatible with the properties fronting on Avenue C.

East of Avenue B and south of the former City Electrical Building, Riversdale Square and the AT & T Building, Drawing 4-1 presents a residential / commercial land use mix. Immediately south of Riversdale Square and the former City Electrical Building, a "Warehouse Village" is illustrated. This Warehouse Village is envisioned as a true mixed use form of development, in which inexpensive (perhaps modular) construction techniques could be employed to provide affordable opportunities for a combination of workplace and associated residential spaces for start-up enterprises, artisans and others. As with the residential development proposed west of Avenue B, a street orientation (achieved through small front yard setbacks) extends some of the character evident elsewhere in Riversdale into the Southeast Riversdale area. The provision of main floor workplace and second floor residential space, in a setting where small minimum floor areas for both types of use can be established through zoning controls, could facilitate the development of a relatively intense-use "village" in which businesses and owners/operators need not occupy premises too large for their purposes. Community and business representatives have identified a pent up demand for affordable space for business incubation and/or very small operations that is not, apparently, available elsewhere in the city.



Marketplace factors will determine the quantity of land that should be devoted to "Warehouse Village" or similar types of development. The extent of the Warehouse Village on Drawing 4-1 is, therefore, hypothetical only. If demand does not appear to warrant a land dedication for this purpose as large as that shown, it is recommended that the eastern half of the parcel on which it is shown be considered the prime location for such use. This preference is based on two factors:

- The foundation of the former A.L. Cole Generating Station underlies this area. As this type of use is not envisioned to require either basements or underground parking, it is logical to locate it where other forms of development may be constrained by the heavy concrete foundation structure.
- A close spatial relationship with Riversdale Square is appropriate, given the intended role of Riversdale Square as a focus for public activity (including, potentially, periodic market-type functions) and the commercial activity intended to be ongoing in the Warehouse Village.

The remainder of the area outside the proposed 60-metre Meewasin Riverbank Zone is dedicated, on the Demonstration Plan, for relatively intensive residential purposes. The building forms on Drawing 4-1, although hypothetical, do illustrate four important factors to be considered when making ultimate land use designations and density decisions. These factors are:

- As noted above, the foundation of the former A.L. Cole Generating Station underlies approximately the east half of the block occupied by the proposed Warehouse Village and proposed terraced apartment residential development to the south. The presence of this foundation would likely preclude development of buildings of a high rise nature or of underground parking structures.
- The Idylwyld Freeway, along the eastern edge of Southeast Riversdale, is a significant source of noise. For this reason, any residential development east of Avenue A should be developed with the aim of "turning its back" to the freeway.
- The negative visual and auditory impact of the Avenue C substation would similarly suggest that any residential development on the east side of Avenue B have its back turned to the substation.
- Development occurring in proximity to the top of the river valley wall should consider using a terraced, or stepped, building form to optimize river views and minimize the visual impact of such buildings on views from the valley.

### **Open Space and Trail Linkages**

In addition to Riversdale Square, public open space in Southeast Riversdale is suggested for the entire area below the crest of the river valley wall (between the South Downtown and Victoria Park) and in a relatively narrow strip along the eastern edge of the study area. Trail linkages (in addition to city walks along the roads in the area) include the following:

- the existing Meewasin Valley Trail, which extends from the Idylwyld Bridge to Victoria Park;
- a proposed second “upper” route for the Meewasin Valley Trail, extending along the crest of the valley wall, with linkages to the main Meewasin Valley Trail near the Idylwyld Bridge, near the entry to Victoria Park and at the former A.L. Cole pump house, where a lookout / overview is conceptually proposed to be built on the pump house structure with connections to both trail routes;
- a proposed backshore trail linkage along the east side of Southeast Riversdale, linking the Meewasin Valley Trail to Riversdale Square, 19<sup>th</sup> Street and, ultimately, the downtown area; and
- a possible extension of the Spadina Promenade along a possible local road linkage between Riversdale and the South Downtown (see below).

### **Road Linkage to South Downtown**

As noted in Section 4.1, a local road linkage between the South Downtown and Riversdale would appear to be technically feasible, although vertical clearances under the Idylwyld Bridge would limit its use to personal and other small vehicles only. Preliminary technical analysis suggests that the road (as illustrated on Drawing 4-1) would connect with Spadina Crescent West at Avenue D and could be built either on riverfill or (for a significantly higher cost) as a bridge structure on a system of piers, thus allowing the riverbank to remain in its current position.



### 4.3 THE SOUTHEAST RIVERSDALE DESIGN PLAN

Drawing 4-2 is the potential basis for a proposed plan of subdivision, indicating detailed site areas and frontages. Final determination of lot or parcel boundaries cannot be determined until there is a clearer idea of market demand for land and until final land use designations have been made. The following data relate to the blocks and parcels illustrated on Drawing 4-2:

- Total gross area (including privately owned lands, Avenue C Substation, riverbank open space lands and eastern periphery open space lands): 7.224 ha (17.842 acres)
- Avenue C Substation: 0.425 ha (1.050 acres)
- Total riverbank and eastern periphery open space lands: 2.077 ha (5.130 acres)
- Total gross developable area (including privately-owned lands but excluding open space lands and Avenue C Substation): 4.723 ha (11.665 acres)
- Total privately owned lands: 0.751 ha (2.470 acres)
- Proposed Riversdale Square site (Parcel B on Drawing 4-2): 0.297 ha (0.734 acres)
- Total City-owned development sites: 2.322 ha (5.735 acres), broken down as follows:
  - Parcel A (possible multiple unit residential): 0.651 ha (1.608 acres)
  - Parcel C (former City Electrical Building site): 0.260 ha (0.642 acres)
  - Parcel D (possible Warehouse Village site): 0.459 ha (1.134 acres)
  - Parcel E (possible multiple unit residential): 0.364 ha (0.898 acres)
  - Parcel F (possible multiple unit residential): 0.294 ha (0.726 acres)
  - Parcel G (proposed single unit residential): 0.294 ha (0.726 acres)
- Total City-owned and privately owned development sites: 3.073 ha (7.590 acres)
- Total development site area as a proportion of total gross developable area: 65.1%

#### 4.4 REQUIRED INFRASTRUCTURE / PRELIMINARY COST ESTIMATES

##### 4.4.1 Infrastructure Requirements

Drawing 4-3 illustrates the municipal infrastructure required to service Southeast Riversdale, should redevelopment occur as proposed. The following describes key required infrastructure components.

##### a. Roadways

Asphalt on Avenues A and B will require removal and replacement, and approximately 550 m of new roads constructed within the site. The intersection of 19<sup>th</sup> Street and Avenue A is proposed as a right in - right out intersection only, with access to the site at Avenue available only to eastbound traffic and vehicles leaving the site along Avenue A will be able to turn east on 19<sup>th</sup> Street only. Westbound traffic will be required to use Avenues B or C for site access and egress.

##### b. Curb, Gutter and Sidewalks

Curb, gutter and sidewalk replacement is required on both sides of Avenue A and B and on the east side of Avenue C. Slightly more than 1,000 m of new curb, gutter and sidewalk is proposed for within the development, with approximately 300 m of stand-alone sidewalk along the south boundary.

##### c. Water Main

To supply the required residential water demand and fire flow requirements, the existing onsite water mains must be upgraded from 150 mm to 200 mm in diameter with the addition or relocation of existing hydrants, depending on details of development that actually occurs. The 300 mm diameter water main running along the southeast corner of the site will require relocation to allow the development in that area. The existing 600 mm primary water supply main that extends under the former City Electrical Department building will require relocation before the property can be sold for development.

##### d. Sanitary Sewer

Approximately 215 m of gravity sewer located on Avenue B and on the south side of the Avenue C power substation has been identified by the City of Saskatoon as requiring replacement due to poor condition.





STUDY AREA  
72,240 M<sup>2</sup>

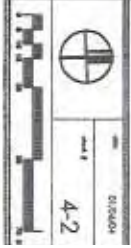
○ Refer to text

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**SASKATOON**  
Community Services  
Land Branch

**SOUTHEAST  
RIVERSDALE  
DESIGN PLAN**

Design Plan









**e. Storm Sewer**

Storm sewer upgrades should be limited to the installation of catch basin and leads along the proposed road right-of-ways.

Depending on details of the proposed road linkage to the South Downtown (i.e. whether it is a bridge or earth fill structure), storm sewer works may be required. If the earth fill structure is selected, the storm sewer outlets will have to be extended out to the south (i.e. river) side of the proposed roadway embankment.

**f. Building Services**

Building services are assumed to be the responsibility of the developer.

**g. Telecommunications**

Depending on the final development plan, the proposed apartment complex immediately to the south of the existing AT&T building may require that the fibre optic and telephone cable be relocated east towards the freeway. Alternatively, an easement could be granted for the small portion of the property involved.

**h. Existing Infrastructure and Structures**

The existing utility corridors located within the Avenues A and B rights-of-way and the power plant pump house and sewage pumping station located along the river bank will remain. The Avenue C Substation, along with sufficient lands to facilitate ongoing operations of the facility, have been identified and set aside. The foundation for the old A.L Cole power station still exists. This will impact any future foundation developments that share the same foot print. The Avenue A Substation has been identified for decommissioning in the next 5 to 10 years.

**i. Riversdale Square Development**

Given that neither the image of, nor the constituent development elements that will comprise, Riversdale Square can be defined at this time, it is possible only to say that development of this area should be considered as part of the required infrastructure of Southeast Riversdale. Estimates of development costs associated with Riversdale Square must similarly be determined only after development details have been clarified for this public focal point and gateway.

#### 4.4.2 Preliminary Cost Estimates

Cost estimation based on master planning (the level of planning in the Southeast Riversdale Design Plan) is useful for providing general guidelines for capital budgeting purposes. Since master planning establishes a framework for decision-making at subsequent, more detailed steps in the planning and design process, cost estimation at this stage must be considered in a similar manner. More precise cost estimates will follow as planning and design becomes more detailed and refined. Table 4-1 summarizes the preliminary estimates of land development costs associated with the Southeast Riversdale Design Plan.

<b>TABLE 4-1: PRELIMINARY ESTIMATES OF LAND DEVELOPMENT COSTS</b>	
<b>Description</b>	<b>Cost</b>
<b>Estimated Environmental Cleanup Costs</b>	
Geoenvironmental Cleanup <sup>1,2</sup>	\$575,000
Extrapolated Geoenvironmental Cleanup Costs (for that portion of the proposed Riversdale Square currently occupied by building)	\$50,000
Subtotal Environmental Cleanup	\$625,000
<b>Estimated Site Servicing / Infrastructure Costs</b>	
Roadways	\$320,000
Curb, gutter and sidewalk	\$330,000
Water	\$270,000
Sanitary Sewer	\$70,000
Storm Sewer	\$40,000
<b>Utilities<sup>3</sup></b>	
Natural Gas	\$25,000
Power	\$65,000
Telecommunications and Cable	\$15,000
Subtotal Utilities	\$105,000
Riversdale Square Site Development	To be determined
Subtotal Site Servicing / Infrastructure Costs	\$1,135,000



Description	Cost
<b>Estimated Offsite Servicing / Infrastructure Costs</b>	
Offsite Development Levies <sup>4</sup>	\$480,000
Subtotal Offsite Servicing / Infrastructure Costs	\$480,000
Miscellaneous Costs <sup>5</sup>	\$165,000
<b>Total Estimated Land Development Costs</b>	<b>\$2,405,000</b>
<b>Spadina Extension</b>	
Bridge Structure	\$8,290,000
Earth Fill Structure	\$3,310,000

- Note:
1. It is anticipated that the full costs of excavation and haul (\$5.00 / cu. m) will apply only to those materials not currently meeting commercial / industrial criteria (a total of 1,000 cu. m). As a result, of the value of all other materials (a total of 46,995 cu. m) to landfill operations, it is anticipated that this value will offset at least a significant portion of the \$234,975 costs of excavation and hauling.
  2. The City of Saskatoon may have the opportunity to acquire clean fill at no cost, resulting in a further saving of up to \$93,990.
  3. Primary service main only. Does not include cost for building services.
  4. Provided by the City of Saskatoon.
  5. Miscellaneous costs include planning and engineering, geoenvironmental study report, additional printing and anticipated legal survey costs
  6. Costs do not include appropriate taxes.

#### 4.5 DEVELOPMENT PHASING CONSIDERATIONS

Drawing 4-4 sets out a general phasing strategy for redevelopment of Southeast Riversdale. This phasing is based on a number of factors, as follows:

- Phase 1 development focuses on development of those lands already serviced along Avenues A, B and C and 19<sup>th</sup> Street. In terms of City-owned lands, this would include the proposed narrow-lot, single unit residential development in Parcel G and development of Riversdale Square. Required infrastructure upgrading in this phase would be dependent on the level of participation by private land owners in Southeast Riversdale but could include water main upgrading along Avenues A and B. No upgrading would be required to service City-owned lands in Phase 1, although expenditures on Riversdale Square would, at least, be expected to begin in this phase. Further, should a viable adaptive re-use be found for the former City Electrical Building, or should Parcel C (the site of this building) be redeveloped, there would be a need to relocate approximately 140 metres of the primary water main that currently extends beneath the former City Electrical Building.
- Phase 2 development would include Parcel F and the west half (approximately) of Parcel D (depending on how Parcel D is serviced). Required infrastructure upgrading would include upgraded water main, and roadway upgrading / development and associated work along Avenue B to the south end of Parcel F.
- Phase 3 development would include the east half (approximately) of Parcel D and the northern portion of Parcel A. Required infrastructure upgrading would include upgraded water main, and roadway upgrading / development and associated work along Avenue A to the south end of Parcel D.
- Phase 4 development would include the southern portion of Parcel A and all of Parcel E. Required infrastructure work would include water main upgrading and roadway / associated works along the remainder of Avenues A and B, as well as roadway development along the crest of the river valley wall to connect Avenues A and B. Finally, approximately 100 metres of water main, currently extending beneath the south end of Parcel A, would need to be relocated.



#### 4.6 RECOMMENDATIONS

Implementation of the Southeast Riversdale Design Plan is expected to take a number of years to complete and will require the involvement of the City of Saskatoon as well as a variety of other public agencies and community groups and input from the general public. To start the process, it is recommended that:

1. The Southeast Riversdale Design Plan be presented to City Council for approval in principle as a framework for redevelopment of Southeast Riversdale.
2. The Administration prepare a land assembly resource plan to assemble all of the City-owned parcels in the Southeast Riversdale Design Plan area. Land assembly resource plan to incorporate remediation costs, offsite development costs, direct development costs to bring sites to marketable status, acquisition costs of properties owned by Utility Services Department and the estimated market value of all parcels.
3. The land assembly resource plan developed in accordance with (2) above be referred to the Administration and Finance Committee to propose a source of funding for any revenue shortfall identified.
4. Upon resolution of all funding shortfalls within the land assembly resource plan, the Administration be directed to develop a *pro forma* land development plan, including phasing, development costs, anticipated sales revenue and timelines of the proposed development.
5. City Council direct the City Electric System Branch of the Utility Services Department to sell Parcels B and C (as illustrated on Drawing 4-2 of this report) on the condition that the lands are remediated to meet CCME guidelines for residential / parkland and agricultural land uses.
6. In association with any site remediation, and any other site excavations, the City of Saskatoon ensure that this activity is monitored to check for precontact archaeological deposits buried in sand units below one metre to a depth of approximately 2.5 metres.
7. The Administration be directed to obtain the necessary approvals to comply with the Legislative requirements of the Meewasin Valley Authority in all respects related to the redevelopment of the Southeast Riversdale Design Plan area.

8. The Development Services Branch prepare a report to City Council on the merits of placing the A.L. Cole Generating Station Pump House on the Community Heritage Register.
9. The City of Saskatoon, in consultation with the Riversdale community and other property owners in Southeast Riversdale, undertake a review of its Development Plan and Zoning Bylaw with the aim of amending these bylaws, as required, to accommodate residential or other development as proposed in the Southeast Riversdale Design Plan.





**PHASING STRATEGY**

**SOUTHEAST RIVERSIDE DESIGN PLAN**

**City of Saskatoon**  
Community Services  
Land Branch

**SCAPE CONSULTANTS INC.**  
1000 UNIVERSITY AVENUE, SUITE 100  
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**DATE:** 2014-07-15

**SCALE:** 1:1000

**PROJECT NO.:** 4-4

**REV.:** 1

**DATE:** 2014-07-15