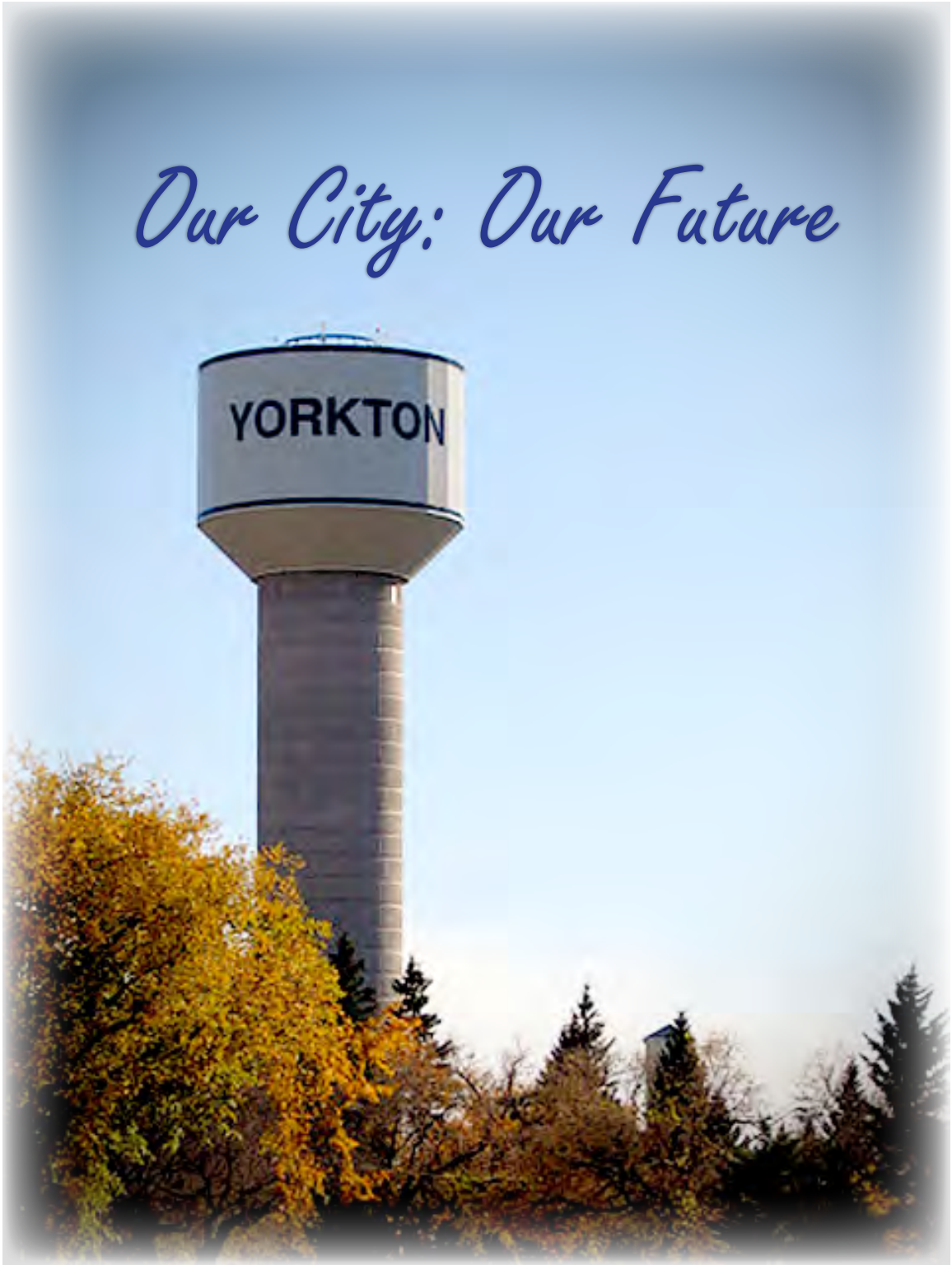
CITY OF YORKTON

Official Community Plan and Zoning Bylaw



BACKGROUND REPORT 2012

PREPARED FOR:

THE CITY OF YORKTON

PREPARED BY:

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MARCH 2012

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EXECUTIVE SUMMARY

In early 2011, the City of Yorkton retained Crosby Hanna & Associates to work with Council and administration in the preparation of its Official Community Plan and Zoning Bylaw. The purpose of the Background Report is to provide information necessary for the preparation of the Official Community Plan. It documents the relevant existing conditions in the City of Yorkton, including natural resources and hazards, heritage and human resources, land use, municipal services and infrastructure. On the basis of this information, the report also sets out land use policy implications and needs arising from existing conditions and expected trends for the community.

The Physical Environment

Land use in the ecoregion has become a complex mixture dominated by agricultural (crop cultivation, tame hay and livestock grazing), commercial and industrial activities. These activities, together with transportation and utility corridors, as well as urban development, have created an intensively used and extensively altered landscape. Habitats in the City of Yorkton and area include upland areas such as cultivation, grass-dominated, and treed, as well as wetland areas which include wetlands and riparian areas.

Areas within the City of Yorkton have been prioritized as either having high sensitivity (warranting a high degree of protection) or having moderately high potential for enhancing or recovering overall ecological value based on the ecological assessment.

Hazard Lands, including contaminated lands and flood hazard areas, have also been identified for the City of Yorkton. The City must limit the potential for development to take place on potentially contaminated and flood prone sites.

The City of Yorkton also has a wide array of archaeological resources, that fall within one of the following five categories: Designated Provincial Heritage Properties, Designated Municipal Heritage Properties, National Historic Sites, Other Sites of Cultural and Heritage Significance, and Archaeologically Sensitive Lands.

Market & Economic Analysis

Yorkton and its surrounding area enjoy several important assets that serve to strengthen its economic base. It is a major centre for a wide trading area is more comparable to a much larger city. Yorkton is a centre for health, education, and other public / community services. As Yorkton's population continues to grow, people and business located in the trading area will benefit from a wider variety of retail and other services. Expansion of the potash industry will increase and diversify Yorkton's business service role.

It is important for the City of Yorkton to maintain a strong outreach to the agricultural sector, First Nations, mining industry, retail and other business customers in the region, as well as users

of Yorkton's health, education and other public services, due to their importance in the trading area.

As Yorkton continues to grow future priorities for Yorkton should include: addressing the housing challenges; maintaining the quality of life that Yorkton now offers; continued revitalization of Yorkton's downtown; and attracting and attaining skilled human resources.

Population and Housing

The City of Yorkton with a current population of 18,471 (SK Health) experienced a five year average annual population growth rate of 1.65%. With a strong economic outlook the City of Yorkton, based on job growth and migration to the City, is projected to grow at an accelerated rate.

Yorkton's population has been projected to reflect potential growth at a range between 2.2% and 2.75%. Based on this, the City could see an increase in population to between 32,088 - 36,395 in a twenty five year time frame. Growth of this magnitude would result in the development of approximately an additional 6,160 - 8,184 dwelling units over a twenty five year time frame.

Infrastructure

A review of municipal infrastructure was undertaken in 2011. A design horizon to the year 2036 (25 yrs.) was used to calculate estimated future needs for infrastructure components.

All components of the potable water system appear to have adequate capacity for current and future requirements. However, an industrial expansion at the northern edge of the City may require additional potable water storage and/or pressure boosting. This would be determined as the area is developed.

The City has an annual replacement budget of $400k/yr for water mains and $200k/yr for sanitary sewer mains. All components of the sanitary sewer system appear to have adequate capacity for use under regular design conditions.

The addition of large volumes of inflow and infiltration (storm water and ground water) cause significant operational and capacity issues – particularly at the wastewater treatment facility.

The City is aware of existing capacity issues and has a number of improvements in progress (i.e. "Scenario 10", Brodie Pond, Dracup Pond). The City should continue to work towards improving the storm water system by completing the upgrades recommended in the 2011 Storm Water Study.

Stantec Consulting is preparing a master plan for the City landfill. Pending the results of that study, the landfill is expected to continue to operate under the existing conditions. Note: the culverts for the access crossing over the Yorkton Creek are showing signs of failure and preliminary estimates for repair are approximately $1.0M.

Stantec Consulting has prepared a Transportation Master Plan (2012) that contained the following points of note:

- A number of intersections were identified for improvement or signaling.
- Recommendation for a truck by-pass / dangerous good route that could potentially involve Grain Millers Drive, and Township Road 254 (1 mile south of Queen St), and a connection to the east.
- Identification of the need to study long term options for mitigating the effect of the rail lines that bisect the City from the north-west to the south-east.

Land Use

Land uses within the City of Yorkton have been categorized as either residential, commercial, industrial, community service, and parks & recreation and open space. Field reconnaissance was undertake in 2011 to map existing land uses, including vacant land, within the City of Yorkton.

Based on current land availability and population projections it was possible to develop a land need requirement for the City of Yorkton over the next twenty five years. It is suggested that the City of Yorkton will need approximately 1,027 - 1,358 acres of additional serviced land solely to accommodate residential development over the twenty five year time period. Land need calculations based on historical growth, current land supply, employment densities and a migration assumption, suggest that the City will require an additional 395 - 626 acres for commercial development and an additional 28 - 259 acres for industrial development.

Public Consultation

During the initial data collection and analysis phase, input into the community planning process was solicited from the community in three ways: through a workshop with representatives of key stakeholder groups in the community; through a community survey of a sample of the City's population; and through consultation with the community's youth. The complete findings from these consultations can be found in the supplementary document entitled "Our City: Our Future - Yorkton Official Community Public Consultation".

CONTENTS

1. INTRODUCTION

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1.1 CONTEXT AND PURPOSE

Municipal government plays a very important role in shaping the community by making it a more enjoyable place for all residents to live. The major objectives of municipal government are to:

- provide basic municipal services;
- promote economic growth;
- encourage social development; and
- protect natural resources.

In order to meet these objectives, development within the municipality must be well planned and tailored to meet the specific needs and resources of the community. Without adequate planning, confusion and conflict may arise between government, developers and residents. This could result in inappropriate or unwanted development and could inhibit the ability of Council to meet its objectives.

In Saskatchewan, *The Planning and Development Act, 2007* (*The Act)* provides a legal framework which allows Council to develop an Official Community Plan.

An Official Community Plan is a document that examines and outlines land use objectives for future land use and development in the municipality. It provides applicable policy solutions to be used to avoid basic and complex land use problems.

Municipal government controls land use primarily through Zoning Bylaws. *The Act* stipulates that new Zoning Bylaws be adopted only in conjunction with an Official Community Plan. This ensures that all Zoning Bylaws are in harmony with the long term development objectives.

Section 32 of *The Act* states that an Official Community Plan must contain statements of policy with respect to:

- sustainable current and future land use and development in the municipality;
- current and future economic development;
- the general provision of public works;
- the management of lands that are subject to natural hazards, including flooding, slumping

and slope instability;

- the management of environmentally sensitive lands;
- source water protection;
- the means of implementing the official community plan.
- the objectives that are to be accomplished by a zoning bylaw;
- the incorporation of any existing provincial land use policies that may be applicable;
- information based on studies and surveys that the minister may require or that may otherwise be appropriate; and
- any other matters or concerns that the council considers advisable.

The development objectives of each municipality will directly reflect the unique resources and needs of the community. The Official Community Plan must be based upon sound knowledge of the municipality to ensure that it meets the requirements of the community.

In early 2011, the City of Yorkton retained Crosby Hanna & Associates to work with Council and administration in the preparation of its Official Community Plan and Zoning Bylaw. The purpose of this background report is to provide the information necessary for preparation of the Official Community Plan. It documents the relevant existing conditions in the City of Yorkton, including natural resources and hazards, heritage and human resources, land use, municipal services and infrastructure. On the basis of this information, the report also sets out land use policy implications and needs arising from existing conditions and trends in the community.

1.2 Planning Area (Drawing 1)

The City of Yorkton is situated approximately 331 km east of the City of Saskatoon and 186 km northeast of Regina. Access to the community is provided via Provincial Highways 16, 9, 10 and 52. Other communities in the region include Melville, Canora, Foam Lake, Kamsack and Esterhazy, as well as several First Nation communities including Key First Nation, Keeseekoose First Nation, Cote First Nation, Sakimay First Nation, Cowessess First Nation, Kahkewistahaw First Nation, Star Blanket Cree Nation, Peepeekisis First Nation, Little Black Bear First Nation, Okanese First Nation. The City of Yorkton is located between the Rural Municipalities of Orkney No. 244 (located on the western side of Yorkton) and Wallace No. 243 (located on the eastern side of Yorkton). At the time of this report, the three municipalities (Yorkton, RM of Orkney and RM of Wallace) formed the Yorkton Planning District.

The following snapshot of history is drawn, from the online Encyclopaedia of Saskatchewan

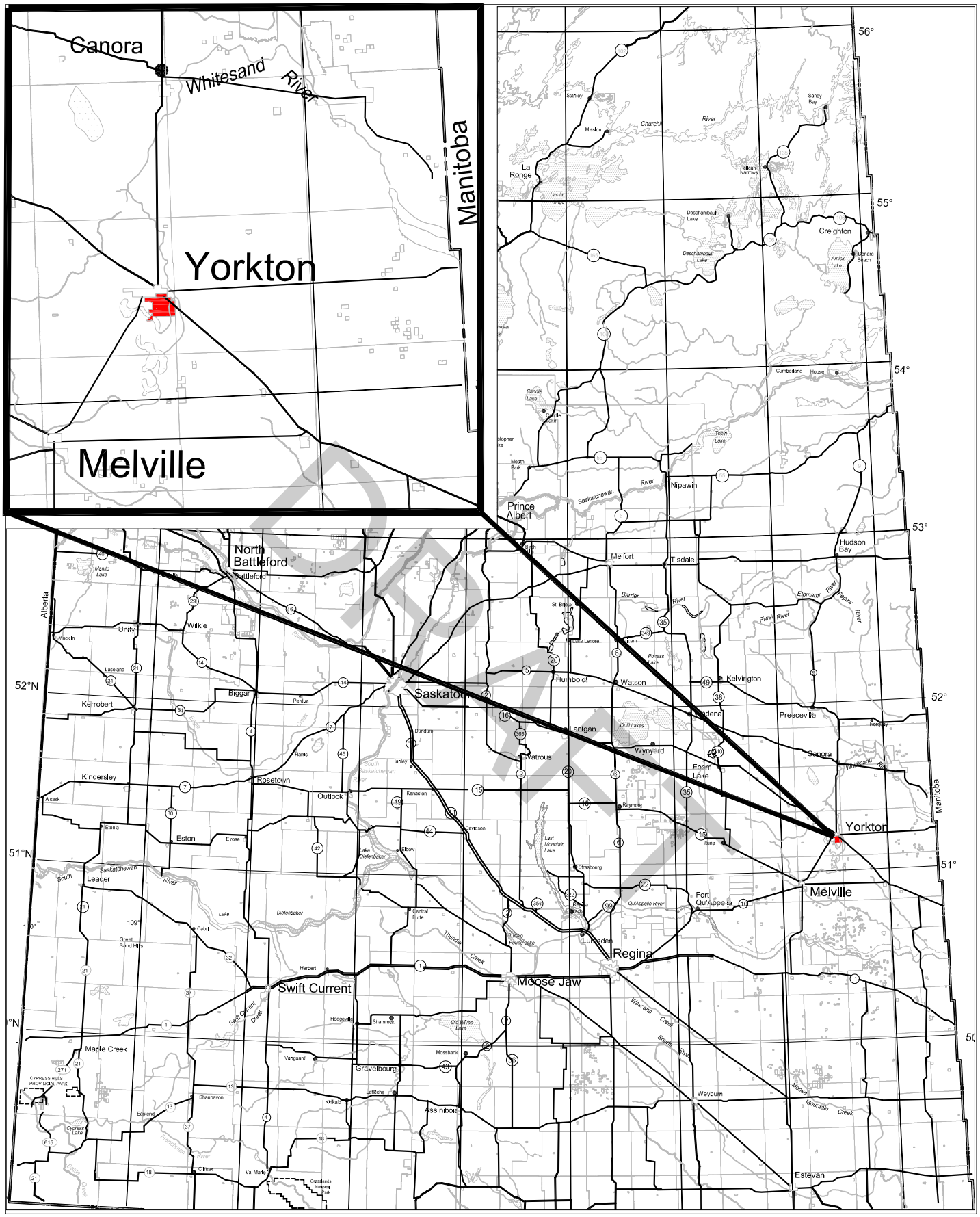
(Canadian Plains Research Centre).

The community is a regional service centre for the surrounding area, which is known for its rich agricultural land. When explorers and traders first came through the region, they encountered the Assiniboine, Cree, Saulteaux, and Métis nations. In 1882 the York Farmers' Colonization Company, a block settlement group from York County, Ontario founded York City about 4 km NE from the present-day city, on the banks of the Little White Sand River, a tributary of the Assiniboine. Settlers came from eastern Canada, Manitoba, the United States, England, Scotland, and Ireland. In 1884 a post office was established, and the settlement was renamed Yorkton to prevent confusion with York, Ontario.

In 1889 the railway was extended westward from Saltcoats to present-day Yorkton, 4 km south of the original colony. In order to be situated alongside the new railway line the colony moved to its present site, where it prospered; it was incorporated as a village in 1894, and as a town in 1900. The railway brought with it a major influx of Hungarians, Germans, Scandinavians, Russians, Belgians and Americans, as well as great numbers of Ukrainians and Doukhobors. These immigrants provided the community with a population boost, a new vitality, and culturally diverse institutions and festivities. Yorkton achieved city status in 1928, and is today the province's fifth largest city (Table 1-1). (http://esask.uregina.ca/entry/yorkton.html)

TABLE 1-1: 2011 POPULATION OF MAJOR CITIES IN SASKATCHEWAN SASKATCHEWAN HEALTH COVERED POPULATION 2011

City	Population
Saskatoon	232,780
Regina	204,120
Prince Albert	43,434
Moose Jaw	35,671
Yorkton	18,471
Swift Current	17,540
North Battleford	16,158
Estevan	12,335
Weyburn	11,257



Yorkton Official Community Plan

Drawing 1 - Location & Access

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

1.3 THIS REPORT

The purpose of this report is to provide background information regarding existing conditions and trends in the City of Yorkton that may be relevant to planning policies and decisions. As a background report, it should serve both as a compendium of base-line conditions, against which changes in the community may be measured, and as an ongoing reference document. It contains information related to:

- the physical environment and natural and heritage resources of the City and surrounding area and natural hazards that constrain future development;

- the socioeconomic environment and demographic context of the community, within which population trends are documented and future population growth projected;

- key municipal infrastructure in Yorkton, including water, sanitary sewer, storm water management, solid waste management, transportation and communications;

- community services, including protective and emergency services, culture and recreation facilities and provincial utilities;

- patterns of existing land use and development (residential, commercial, industrial and community services), availability of serviced land for future development and recent construction activity; and

- input received from representatives of key community groups and the broader community with respect to future planning and development in the City of Yorkton.

The report continues with a synthesis of the information collected and analysed, in the form of a set of planning issues and concerns, and concludes with presentation of proposed planning vision and goals that will provide direction for future growth and development in Yorkton and address many of the concerns and issues identified.

2. THE PHYSICAL ENVIRONMENT

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Attributes of the natural environment, either alone or in combination, have the potential to affect the extent, type and location of future development within the corporate limits of the City of Yorkton. Therefore, an understanding of these characteristics is important in the formulation and synthesis of land use policy.

2.1 ENVIRONMENTAL SETTING

The information in the following sections is based on a combination of remote sensing image analysis and fieldwork conducted during 2011. Air photo interpretation and fieldwork were conducted in mid July. Fieldwork consisted of a reconnaissance-level survey of areas proposed for urban expansion and thus having potential for land use change, as well as sites within the existing city limits consisting of examples of natural or semi-natural features.

The objectives were to:

survey remaining areas of upland and wetland habitats and evaluate their condition; and

identify priority areas for natural heritage resource conservation.

2.1.1 Ecological Overview

The City of Yorkton is located on the Yorkton Plain, a landscape unit generally consisting of near-level to undulating post-glacial terrain comprised of both till and glacio-lacustrine deposits. The upland soils are primarily fertile Black Chernozems of either a loamy or silty-clay texture.

Elevation in the Yorkton vicinity ranges from about 520 to 490 m a.s.l. with a slight general downslope trend from south to north. In terms of surface hydrology the City is situated within the Yorkton Creek catchment area, a sub-basin of the Whitesand River in the Assiniboine River regional watershed. Local water bodies include several small lakes southwest of the City and numerous pothole sloughs. Snowmelt and rainstorm surface runoff consists of a combination of localized flow into sloughs, fill-and-spill processes between sloughs, as well as flow directly into Yorkton Creek or its various tributary drainage courses.

The Aspen Parkland Ecoregion provides the local ecological context. At the time of European settlement, natural habitats in this ecoregion consisted of an abundant and diverse mosaic of poplar groves, fescue prairie, wetlands and the riparian zones of stream margins. The Aspen Parkland Ecoregion supports a rich variety of wildlife species. Acton *et al* report a total of 55 species of mammals, 320 species of birds, 11 species of reptiles and amphibians, and 47 species of fish.[1]

The wooded groves of the Parkland are dominated by aspen poplar but include balsam poplar in moister locations. Typical understory shrubs include western snowberry, Wood's rose, choke cherry, saskatoon, currants, raspberry and beaked hazelnut. Common forbs include wild peavine, cream-coloured vetchling, asters, violets, tall lungwort, and wild sarsaparilla.

Plains rough fescue was the prevalent grass species in the grassland communities of the ecoregion, particularly on medium to heavier textured soils such as those in the Yorkton area. Other grass species include June grass, western porcupine grass, awned and northern wheat grass and various upland sedges. Common forbs include yarrow, northern bedstraw, asters, goldenrods, prairie sage, three-flowered avens, dotted blazingstar, silverleaf psoralea, harebell and prairie crocus. The shrub component includes western snowberry, prairie rose, saskatoon, choke cherry, meadowsweet, hawthorn and wolf-willow. In many areas the shrub cover can become significant, even dominant, between aspen groves, along grove margins, in moister hollows, or on north-facing slopes.

Deeper wetlands in the ecoregion are typified by cattails, bulrushes and a variety of submergent species such as pondweeds, bladderwort, water milfoil and white water crowfoot. Shallow marshes generally support beaked and awned sedges, spangletop, slough grass, reed canary grass, spike-rush and forbs such as water parsnip, water hemlock and cow parsnip. The wet meadow margins are usually dominated by northern and marsh reed grass, bluegrass, Baltic rush, and forbs such as water plantain, but may also support willows, alders and balsam poplars.

2.1.2 Conditions in the Study Area (2011)

Land use in the ecoregion has become a complex mixture dominated by agricultural (crop cultivation, tame hay and livestock grazing), commercial and industrial activities. These activities, together with transportation and utility corridors, as well as urban development, have created an

[1]Acton, D.F. and G.A. Padbury, C.T. Stushnoff , 1998. The Ecoregions of Saskatchewan. Published by Canadian Plains Research Centre, University of Regina.

intensively used and extensively altered landscape. As a consequence, the majority of natural habitats have been eliminated or significantly altered over much of the regional landscape. The changes to upland habitats have included native vegetation removal and replacement with introduced species. The changes to wetland and riparian habitats have included infilling or ditching/drainage of wetlands, alteration of surface drainage channels, and modification of surface infiltration capacities and, therefore, rates of runoff and erosion. Impacts within the City of Yorkton and surrounding vicinity have included all of those types of change.

Drawing 2 - Natural Habitats depicts the results of the field reconnaissance and air photo interpretation while the categories are described and illustrated in the following subsections.

Sites were classified on the basis of general habitat type, dominant vegetation cover type and a condition rating based on criteria such as extent, condition, connectivity with other habitats and potential disturbance frequency.

2.1.2.1 Upland Areas

The upland categories include: Cultivation (C), Grass-dominated (G) and Treed (T).

Cultivation (C)

As the result of recent expansions of Yorkton's city limits into its agricultural surroundings, this category includes the most extensive land cover encountered. Figures 2-1 to 2-3 illustrate typical conditions. During the summer of 2011, these locations either supported annual crops or had been relatively recently tilled. In the case of the latter, ground cover typically consisted of a mix of bare soil, residue from previous crops, and exotic vegetation (weeds).

No condition rating was applied to this category. The lack of natural or even permanent vegetation, together with the disturbance frequency associated with annual cropping, mean that these areas currently provide very limited natural heritage resource values.

Figure 2-1: Cultivation (C) south of Queen St. (Highway 10) in NE 28-25-4-W2. View is northwest. The wetland in background has been affected by intermittent cultivation during dry years.

Figure 2-2: Cultivation (background) east of Highway 10 in SW 28-25-4-W2. View is northeast

Figure 2-3: Cultivation (background) north of York Rd. (Highway 16) in NE 10-26-4-W2. View is west.

Grass-dominated (G)

These sites support a vegetative cover of native and/or introduced grasses and herbaceous vegetation (forbs). A variable proportion of shrub and tree species may also occur locally, but are not predominant. Three sub-categories (G1, G2, G3) are recognized based on inclusion of a condition rating.

G1 - Semi-Natural Grassland

This sub-category consists primarily of grasses and forbs native to the fescue prairie which characterized the Aspen Parkland Ecoregion, although some non-native grasses and forbs are now intermixed throughout. The only example of this type is illustrated in figures 2-4 and 2-5. It is situated in Logan Green, a large public open space in the south central area of city, between Queen Street and Logan Crescent, east of Highway 9. Note the presence of small, scattered aspen poplar groves, which are typically associated with such grassland in this ecoregion. The site has a relatively high natural heritage resource value, primarily from the perspectives of retention of botanical biodiversity, provision of wildlife habitat, as well as educational, interpretive and recreational value. The site currently sees some casual trail use and further trail development is proposed as part of a master plan for the area.

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Figure 2-4: Semi-natural grassland (G1) east of Highway 9 in SE 35-25-4-W2, part of the Logan Green open space area. The view is south.

Figure 2-5: Semi-natural grassland (G1) north of Queen St. (Highway 10) in SE 35-25-4-W2, part of the Logan Green open space area. The view is east.

G2 - Non-Native Grass/Forb

This sub-category includes sites dominated by introduced grasses and forbs, many of which were most likely originally seeded to such cover for such purposes as surface stabilization, site restoration or, in some cases, to establish an opportunity for haying. The most common non-native grass species in these locations are smooth brome grass, quack grass and Kentucky blue grass. Both native and introduced species of forbs may be present, with the age and disturbance history of the vegetation cover being determinants of the degree to which native species may been able to reestablish.

The natural heritage resource value of these sites is considered to range from relatively low to moderately high. The value is lower for areas which are comparatively smaller, have a less diverse plant community and/or are not contiguous with other types of habitat remnants. At a minimum, these sites do provide value in terms of surface runoff reduction, erosion control and provision of some wildlife habitat. Figure 2-6 illustrates the most valuable example of this sub-category; a part of the Ravine Ecological Preserve, and enhanced by the adjacent wooded areas and wetland habitats, it additionally provides both recreational and interpretive opportunities.

Figure 2-6: Non-native grass/forb (G2) north of Broadway St. West in SW 3-26-4-W2. The view is southeast. The area is an example of site restoration and is part of the Ravine Ecological Preserve.

G3 - Managed Landscaping

This vegetation type consists of maintained lawns interspersed with both introduced and shrubs and trees. The best example occurs at the Deer Park Golf Course in the southwest part of the city. This sub-category mainly provides recreational and aesthetic value, although it also serves to reduce

surface runoff and erosion. There is also a small measure of wildlife habitat value because of the proximity of wooded stands and several wetlands. The site is illustrated in Figure 2-7.

Treed (T)

These locations are dominated by stands of hardwoods and associated understory layers of shrubs and herbaceous species. In most cases the dominant tree species are aspen poplar and, in moister sites, a mixture with, or dominance by, balsam poplar. Also locally present in a few sites are species introduced for landscaping purposes, such as Manitoba maple, green ash, American elm, Siberian elm and caragana. Three sub-categories are recognized (T1, T2, T3) based on inclusion of a condition rating.

Figure 2-7: Managed landscaping (foreground) at Deer Park Golf Course south of Broadway St. West in NE 33-25-4-W2. The view is northeast.

The Treed category generally provides relatively high natural heritage resource value from the perspectives of biodiversity retention, landscape aesthetics, erosion control, climate amelioration and provision of wildlife habitat and recreational opportunity. Figures 2-8 and 2-9 illustrate examples of this category.

Sites designated as T1 are considered to have the highest value as a function of relatively larger size, or contiguity with wetlands or semi-natural grassland.

The T2 sites are considered to have somewhat less value. They are sites surrounded by, or adjacent to, areas designated as G2 or G3.

The T3 sites have the least value, primarily because they are comparatively small, or are isolated by, or adjacent to, agricultural cultivation or existing urban development.

Exceptions to the foregoing description are two small T3 sites near the north edge of the Logan Green area, which are tree plantations consisting of both native and introduced species.

Figure 2-8: Aspen groves (T1, background) east of Highway 9 in SE 35-25-4-W2, part of the Logan Green open space area. The view is south.

Figure 2-9: Aspen and balsam poplar stand (T2, background) at Deer Park Golf Course south of Broadway St. West in NE 33-25-4-W2. The view is south.

2.1.2.2 Wetland Areas

These sites include water bodies and marshes (W) as well as drainage courses and stream channels (R).

Wetlands (W)

This category includes larger open water ponds, emergent deep marshes and shallow marsh wetlands. Three sub-categories are recognized (W1, W2, W3) based on inclusion of a condition rating. Size, permanence, type of adjacent vegetation cover and evidence of disturbance are the relevant rating criteria.

Wetlands and water bodies provide a broad range of natural heritage resource values. They are particularly important contributors in maintaining biodiversity, but their ecological functions include runoff storage, stormwater flow reduction, aquifer recharge, and attenuation of sediment and contaminants. In addition, they enhance landscape aesthetics and provide both recreational and educational opportunities.

The W1 sub-category is considered to have the highest value. It includes the larger, permanent open water ponds (Figure 2-10) and adjacent emergent deep marshes (Figure 2-11). The only occurrence of such wetlands at present is in the west central area of the city in the swale that extends from south of Deer Park Golf Course northward past the Ravine Ecological Preserve to site of the small municipal campground on York Road.

The W2 wetlands include emergent deep marshes and the relatively larger shallow marshes. This sub-category denotes either relatively smaller basin size, or wetlands exhibiting the effects of disturbance related to such actions as reconfiguring of the basin, infilling, or drainage ditching. Figure 2-12 shows an example of this sub-category.

Wetlands in the W3 sub-category are primarily small shallow marshes. Most are affected by surrounding cultivation (refer to Figure 2-1 above) or may have been intermittently cultivated during periods below normal precipitation. Infilling and/or drainage ditching impacts may also be evident (Figure 2-13).

Figure 2-10: Open water pond (W1) north of Broadway St. West, adjacent the Ravine Ecological Preserve in SW 3-26-4-W2. The view is west**.**

Figure 2-11: Emergent deep marsh (W1) north of Smith St. West (Highway 16A) in NW 3-26-4-W2. The view is northeast.

Figure 2-12: Large shallow marsh (W2) north of highway 10 in SE 6-23-3-W2. The view is west. Ditching now connects this basin to Yorkton Creek.

Figure 2-13: Wetland basin (W3) bisected by Dracup Ave. in SE 1-26-4-W2. The view is south. A ditch along the road edge drains the basin northward and infilling is occurring at the southern margin (in far background).

Riparian (R)

This category denotes drainage courses and their margins. Natural riparian areas are ecologically very important. In conjunction with their basic roles as water sources and conveyances for runoff, they contribute to maintenance of water quality. In addition, their channels, banks, and where applicable, their valley slopes and floodplains, sustain botanical diversity, provide habitat and linkage corridors for wildlife, enhance landscape aesthetics and provide recreational and educational opportunities.

The R1 sub-category applies to segments of Yorkton Creek as it transects the east edge of the city. A number of shallow, natural tributary drainage courses are also included in this designation. Figures 2-14 and 2-15 illustrate examples of conditions at various points. Along much of the creek, agricultural and other land use activities closely approach the top of the channel banks.

The R2 sub-category identifies several constructed ditches developed to drain wetland basins and/or urban stormwater runoff to Yorkton Creek. Although such ditches (Figure 2-16) are not considered to provide significant natural heritage resource value, and are of very limited value as wildlife habitat, some feed into or augment flows in natural drainages.

Figure 2-14: Yorkton Creek (R1) as it flows under Highway 10 in NE 31-25-3-W2. The view is south (upstream). Note that stream-edge shrubs and trees are no longer present along parts of the corridor.

Figure 2-15: Yorkton Creek (R1) from the Riverside Terrace bridge in NE 1-26-4-W2. The view is north (downstream). Note the new residential development.

Figure 2-16: The Dracup Ave. drainage ditch (R2) in SE 2-26-4-W2. The view is northeast.

2.1.3 Recommendations

Developing healthy, sustainable communities requires land use planning approaches and infrastructure designs that avoid or minimize environmental degradation, and that maximize the benefits of maintaining essential ecological services. Soil fertility, air and water quality, as well as

processes that ensure nutrient cycling and assimilation of wastes are a few key examples. Long term benefits come from moving toward a goal of having the community "fit into and work with" its ecological setting to the greatest extent possible. Objectives that contribute to the goal include:

to provide source water protection;
to maintain groundwater recharge;
to reduce infrastructure costs;
to reduce flood damage to property;
to protect or enhance wildlife habitats and biodiversity;
to facilitate monitoring of ecosystem health;
to ameliorate urban microclimate;
to enhance urban landscape aesthetics;
to improve property values;
to provide recreational and educational opportunities; and
to promote quality of life values.

Drawing 3 - Environmental Sensitivity & Conservation Value delineates areas prioritized on the basis of environmental sensitivity and/or natural heritage resource conservation value.

Class 1 areas have a high sensitivity and, as such, warrant a high degree of protection. Constraints are required on inappropriate development or land use activities in order to avoid significant negative impacts. However, these areas provide the greatest opportunity for benefits through an approach combining environmental protection measures and facilitation of compatible activities. In two of the Class 1 areas -- one on the west side of the city including the Ravine Ecological Preserve, and one in the Logan Green open space -- this approach is essentially already being implemented.

The most extensive Class 1 area extends along the east edge of the city and consists primarily of Yorkton Creek and several tributary drainage courses and wetlands. The area is a significant feature and could, if conserved and managed as a corridor parkway, become an even more valuable asset to the city and district.

Class 2 identifies areas on the basis of a moderately high potential for enhancing or recovering overall ecological value. In the case of several that are single wetland basins, mitigation of the impacts of drainage ditching and/or adjacent land use are required. The remaining areas encompass a number of natural habitat remnants which could be effectively aggregated into larger units by such measures as restoration of permanent vegetative cover, preferably with native species, between and around the smaller remnants.

2.2 SOURCE WATER PROTECTION

In 2007, the Assiniboine Watershed Stewardship Association (AWSA) was established to help protect source water in the region. The work of the AWSA is guided by the Yorkton and Area Aquifers Source Water Protection Plan, which was developed over a three plus year period by representatives from local municipalities, First Nations, and agricultural, industry and other interest groups.

The Yorkton Area Aquifers Source Water Protection Plan is an important document for the City of Yorkton. As stated in the plan, the area surrounding the City of Yorkton, as well as within the City itself, groundwater is virtually the only reliable source water for drinking, as well as for agriculture, industry and municipal supplies. Source water protection planning in this area is focused on the local aquifers, and on the measures needed to manage potential threats to the quantity and quality of groundwater.

Key objectives from the plan include: eliminating direct pathways to aquifers; protecting sensitive areas of the aquifers from surface contamination (including the preparation of a map that identifies areas where aquifers are vulnerable to contamination from land use as well as adopting consistent zoning designations and bylaws that ensure vulnerable areas of the aquifers are zoned in a manner that minimizes the potential for contamination); and increasing awareness among watershed residents regarding the effect their activities can have on source water quality and quantity.

In terms of protecting sensitive areas from surface contamination, it was stated in the plan that changes in land use can affect the volume of water available for groundwater recharge, carry pollutants to areas of groundwater recharge and result in high risk activities occurring over vulnerable areas. The report also states that because each land use has a different level of impact, careful physical planning can minimize these impacts. As the whole of Yorkton has been mapped to identify areas of aquifer vulnerability, it is important to use this information in identifying appropriate land uses that can occur in areas with high vulnerability and when additional investigation should occur to identify, in closer detail, the aquifer's vulnerability, along with

mitigation measures to avoid contamination. It was recommended in the plan that all of the types of rural, urban and industrial land use activities that pose potential threats to aquifers should be identified by the Rural Municipalities in the area and the City of Yorkton. It was further recommended that zoning districts that correspond to aquifer sensitivity be used to regulate land use activities.

Within the City of Yorkton and area, aquifer vulnerability has been mapped by the Saskatchewan Research Council as part of the Yorkton Area Aquifers Source Water Protection Plan. Drawing 4 - Devlopment Constraints indicates the areas in the City and surrounding area that are most vulnerable to contamination from land use activities. This information, originating from the Groundwater Resources in the Yorkton Aquifer Management Plan Area: Final Report (2006) and noted by the authors, can be useful for initial screening of areas of interest. Local, and more detailed studies are required to assess the potential impact on groundwater of a specific land use. The map shows much of the aquifers located in the City of Yorkton as having extremely high or high vulnerability to contaminations from sources at the ground surface. Potential contamination sources include the old landfill, accidental spills, the Yorkton Creek and borrow pits. The Yorkton Creek, incised into the top of the Logan Valley aquifer is an important source of recharge to the aquifer.

The Assiniboine River Watershed Source Water Protection Plan identifies strategies for source water protection in the watershed. These include:

> Formation of a formal Assiniboine River Watershed Authority (the Assiniboine Watershed Stewardship Association was formed in 2007 to implement the two source water protection plans - Assiniboine River Watershed Source Water Protection Plan and the Yorkton Area Aquifers Source Water Protection Plan).
>
> Protecting the source drinking water for all communities by developing a well head integrity program for every community that uses groundwater and protecting the water quality upstream of surface water intakes.
>
> Improve fish passage throughout the Assiniboine River Watershed.
>
> A nutrient reduction plan to reduce nutrient loading associated with human activities that result in the movement of nutrients to water bodies within the watershed.
>
> Increasing the education and awareness of residents about their watershed and related watershed issues.

2.3 HAZARD LANDS

2.3.1 Contaminated Lands

At the time of this report, the City of Yorkton had identified several contaminated sites within the City. Contaminated sites are shown on Drawing 4 - Development Constraints. While it is essential for the City of Yorkton to encourage infill development, the City must also limit the potential for development to take place on potentially contaminated sites until they have been remediated by those responsible for the contamination.

2.3.2 Flooding

In 1994 under the Canada-Saskatchewan Flood Damage Reduction Program (FDRP), a flood hazard area was depicted for the City of Yorkton on a Flood Hazard Map (Drawing 4 - Development Constraints). The aim of the FDRP is to discourage future flood vulnerable development, curtailing escalating disaster assistance payments in known flood risk areas, as well as the reliance on costly structural measures. The FDRP is carried out jointly with the province under cost sharing agreements. Once a flood risk area is mapped and designated both governments agree not to build or support (e.g., with a financial incentive) any future flood vulnerable development in those areas. Zoning authorities are encouraged to zone on the basis of flood risk. New development is not eligible for disaster assistance in the event of a flood.

The Yorkton storm water systems performs adequately during times of low flow, but surcharging and flooding frequently occurs during severe storms. Most recently, severe flooding and damage to private property occurred during the July 1st, 2010 storm event. Any new development or redevelopment will put additional strain on the system.

The main problem areas appear to be the low area around Brodie Avenue and Gladstone Avenue, which extend all the way to Broadway Street and the CPR. A number of flood areas are noted, including along Circlebrooke Drive, the round-about on Bradbrooke, the City's mobile home park and along Dracup Avenue from Smith Street to Darlington Street (Development Constraints - Drawing 4).

Much of the City has relatively flat topography resulting in minimal gradients on the existing storm sewer pipes. In addition, many of the existing pipes are buried with minimal cover, hindering the City's ability to upgrade the existing system with larger pipe diameters.

When the CPR and CN rail lines were constructed through Yorkton, they were constructed to a relatively high elevation compared to the surrounding topography. This increased grade difference resulted in a damming effect on the flow of stormwater from the City's south end as it travels through the City and eventually east across Highway 9 and into Yorkton Creek. It has also been noted that the existing culverts crossing the CP railway at Gladstone Avenue are approximately 80 years old and may not have capacity for the existing peak flows.

The City experienced a significant rainfall in the early 1970's which identified the need for upgrades to the storm water system. These upgrades included the Haultain Storm Sewer upgrade and the Victoria Ditch System. Although the improvements provided some relief, continued development of the Health Care facilities along Bradbrooke Drive, and the development of Silver Heights residential neighbourhood resulted in additional storm water floods and pressure on the existing system.

In the 1980's the City constructed a 30 inch storm sewer across the exhibition grounds to the west, discharging into a wetland area. This wetland is one of a series of low lying areas owned and controlled by the City.

The City has an agreement with Ducks Unlimited to maintain water levels at certain periods of the year. The water levels are maintained by the golf course through a gate, and are used to provide irrigation to the course throughout the summer months.

The City has experienced flooding in several severe storm events in the past few years. Previously, flooding to a lesser extent has occurred repeatedly at various locations. While the upgrades constructed over the years (Haultain storm sewer and exhibition grounds diversion) have provided some relief, they are not capable of dealing with a major storm event, i.e. greater than 1:100 years.

The basic problem is the lack of a major drainage system (continuous street grading) combined with limited capacity of the piped drainage system. The area was developed before the significance of the major drainage system was recognized; therefore, runoff in a major storm event surcharged the pipe system and collects in low areas. In Yorkton, the railway embankments cuts off the overland flow and contributes to flooding in the low areas. The topography within the City is relatively flat and existing storm sewers have minimal grades which exaggerate system deficiencies.

In 2011, the City of Yorkton, in preparation for the spring melt, took precautionary measures to manage and control the spring runoff anticipated to result from the fall moisture conditions and snowpack. The Saskatchewan Watershed Authority indicated that 2010 saw the wettest fall on record, creating no moisture storage availability in the soil.

The City of Yorkton identified all areas prone to flooding and hauled snow from these areas to expose catch basins. As well, snow was removed from all main arterials and some residential corridors. Dracup Avenue and Victoria Avenue drainage channels were cleaned, and steaming of culverts and catch basins were also completed. In addition to this, readily available, various high-capacity pumps to readily transfer water were made available, a video inspection was completed and culverts under Gladstone Avenue at the CP rail tracks were cleaned. A thorough cleaning of the drainage line from Broadway Street to Smith Street and from Brodie Avenue to Laurier Avenue and piping from Dunlop Street to Victoria Avenue was also completed in preparation for the spring melt.

The hydraulics of the drainage system in Yorkton are exceedingly complex due to the relatively flat grades, interaction between the major and minor drainage systems, ponding caused by the railway embankments potential backwater impacts from downstream, and surface flowing issues.

The City has embarked on a phased multi-year construction plan beginning with Dracup Avenue storm water pond and the Brodie Avenue storm water pond. Both ponds are designed to retain storm water and slowly ease it into the existing storm water network. The result is that high storm water flows should be mitigated. In time, as close to 20 million dollars is spent on storm water management in the next 10 - 15 years, the likelihood of flooding should be substantially reduced. The City is committed to storm water management beginning with the capital expenditure of almost $3.4 million in 2011-2012.

Lastly, the City of Yorkton, at the time of this report, was developing the Logan Green Project, which includes a stormwater management component in the City's south region. Stormwater ponds are being developed east of Yorkdale School, adjacent to the community gardens and will be part of the overall eco-recreation area being constructed by the City to assist in dealing with backwash waste water from the new water treatment plant. The dry ponds will allow storm water to drain in a slower, controlled manner and will be seeded with vegetation that could potentially absorb such contaminants as silt and debris that accumulate on the bottom of the ponds. Figure 2-17 shows the preliminary master plan for the Logan Green Project.

Associated Engineering

CROSBY HANNA & ASSOCIATES
LANDSCAPE ARCHITECTURE AND PLANNING

Figure 2-17

Yorkton
Where good things happen.

LOGAN GREEN
Preliminary Overall Master Plan

0 10 30 75 100m

2011/06/10

2.4 CULTURAL HERITAGE RESOURCES

2.4.1 Project Objectives

The City of Yorkton and the surrounding area have an extensive array of archaeological resources. These resources fall within one of the following five categories:

- Designated Provincial Heritage Properties
- Designated Municipal Heritage Properties
- National Historic Sites
- Other Sites of Cultural Heritage Significance
- Archaeologically Sensitive Lands

A review of the Heritage Resources within each of the above-mentioned categories is undertaken. The results of this review are summarized in a Heritage Sensitivity map (Potential Heritage Sensitivity - Drawing 5).

2.4.4.1 Designated Municipal Heritage Properties

Designated Municipal Heritage Properties consist of over 60 individual sites in Saskatchewan. Designation of these sites began in 1981, when the *Saskatchewan Heritage Property Act* was passed by the provincial legislature. About 750 urban and rural municipal councils and First Nations groups have passed these bylaws, thereby aiding in the designation of such sites.

There are currently nine Designated Municipal Heritage Properties within the City of Yorkton and R.M. of Orkney. There are currently no Designated Municipal Heritage Properties within the R.M. of Wallace. A review of each of the designated Municipal Heritage Properties ensues.

Army Navy and Air Force Veterans Building
Other Name(s): Anavets Building
Date of Origin: 1909-1915
Historic Use: Shop or Wholesale Establishment
Current Use: Social, Benevolent or Fraternal Club
Street Address: 43-45 Broadway Street East
Date of Municipal Heritage Designation: August 8, 2005

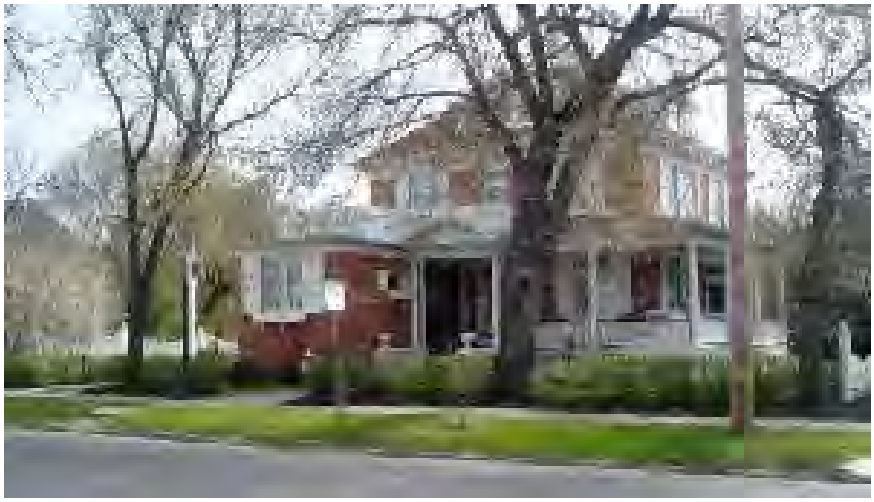
The Army Navy and Air Force Veterans Building consists of two conjoined buildings that were constructed in 1909 and 1915 for entrepreneur, Franklin S. Collacott. Collacott had inherited a hardware business from his father, Thomas Henry Collacott. The buildings are thought to be representative of settlers, who established themselves in the Yorkton area, and who were willing to risk everything in order to launch a business in a new town.

Over the years, the conjoined buildings have housed numerous stores and have represented a place of rendezvous for the Town and surrounding rural population. The buildings are still used as a meeting place and form part of the last remaining groups of the more elaborate buildings in the downtown core.

The heritage value lies in the architecture of the building. The character-defining elements such as the two attractive street facades make them unique in the City of Yorkton. There is the original brick exterior, the roofline with ornate features, and the large interior rooms that give it an atmosphere of an old-time store.

Beisel Residence
Other Name(s): Henry Residence/Medical Office
Date of Origin: 1910
Historic Use: Single Dwelling
Current Use: Single Dwelling
Street Address: 81 2nd Avenue North
Date of Municipal Heritage Designation: February 26, 1996

The Beisel Residence, located at 81 2nd Avenue North is a Municipal Heritage Property consisting of one-and-a-half city lots in the downtown residential area of the City of Yorkton. The property features a three-storey brick-and-stone residence built in 1910.



The heritage value this building lies in its association with the development of Yorkton. Clarence Mellwood Henry, a physician and prominent citizen, commissioned this house in 1910 and used it both as a residence and as a clinic. An addition to the northwest of the house was later added to accommodate Yorkton's first x-ray machine. The building was later used as the Yorkton barracks of the Royal Canadian Mounted Police. The "R.C.M. Police "sign is still evident, located left of the front door.

Architecturally, the building incorporates several Classical elements, such as the columns, rounded-arch pediment, delineated cornice, eyebrow windows, along with a wrap-around veranda. The style was common to middle-class residences in North America and contributes to its status as a landmark in the community.

Source: City of Yorkton Bylaw No. 03/1996.

Doukhobor Residence
Date of Origin: 1910 to 1911
Historic Use: Single Dwelling
Current Use: Single Dwelling
Street Address: 29 Myrtle Avenue
Date of Municipal Heritage Designation: August 10, 1992

The Doukhobor Residence is a Municipal Heritage Property located on one residential lot on the corner of Broadway Street West and Myrtle Avenue in the City of Yorkton. The property features a single-storey, brick-clad residence, constructed in 1932, a detached garage and brick and wood fence.

The heritage value of the Doukhobor Residence lies in its association with the local Doukhobor community. This home is one of only six original homes of this type built by the Doukhobors in the Yorkton area as revenue generating rental property. The walls are three bricks deep and constructed using bricks manufactured at the Doukhobor brickyard located in Yorkton. The pitched, overhanging roof and use of the Doukhobor quality finishes and local materials resulted in a building that incorporates traditional design and forms into a modern bungalow. Good craftsmanship and materials are further exhibited in the stone fence and the garage in the rear of the property. As the only home of its type remaining in Yorkton, it is a symbol of Doukhobor presence in Yorkton and a landmark in the community.

Source: City of Yorkton Bylaw No. 13/1992.

Dulmage Homestead
Other Name(s): Dulmage Farmstead
Date of Origin: Approximately 1936
Historic Use: Single Dwelling
Location: Yorkton
Date of Municipal Heritage Designation: March 8, 2004

The Dulmage Homestead is a Municipal Heritage Property consisting of one quarter section located within the Ravine Ecological Preserve in the City of Yorkton. The property features the remnants of the Dulmage farmstead. The heritage value of the Dulmage Homestead lies in its association with the history of Yorkton. The Dulmage Farmstead is part of the large tract of land granted to the York Farmers' Colonisation Company Limited by the Government of Canada in 1882. The Dulmage Property was the last of the company's original land holdings to be sold.

The Dulmage Homestead was acquired by George Dulmage in 1936. In addition to establishing the farmstead, Dulmage was an inventor and manufacturer who lived in Yorkton throughout most of his adult life. Dulton Manufacturing, founded by George Dulmage, operated at the Dulmage Farmstead where ladders of all kinds were made, including the Aeroplane steel, his own patent. Remnants of the Dulmage farmstead buildings provide a unique opportunity to learn about historic farming, inventing, and the manufacturing experience.

The Dulmage Homestead is located within the Ravine Ecological Preserve. The features that are associated with the Dulmage Homestead include the remnants of the house site, manufacturing shop, shipping and receiving area, garage, dairy building, barn, chicken house, and long barn for holding cattle.

Source: City of Yorkton Bylaw No. 05/2004.

Hudson's Bay Company Store
Other Name(s): The Home Gallery; Sampson Furniture; Woolworth's Store
Date of Origin: 1912-1913
Historic Use: Shop or Wholesale Establishment
Current Use: Shop or Wholesale Establishment
Street Address: 19 Broadway Street East
Date of Municipal Heritage Designation: March 26, 1990

The Hudson's Bay Company Store is a Municipal Heritage Property which occupies a corner lot on Broadway Street East and 2nd Avenue in Yorkton. The property features a two-storey brick, terra cotta-clad building constructed between 1912 and 1913. The heritage value of the Hudson's Bay Company Store in Yorkton lies in its association with the Hudson's Bay Company, one of the most important mercantile corporations in the early history of Canada. The Yorkton store represents the company's transition from a fur trading operation to a retail merchandising business in the early part of the twentieth century. Constructed according to the company's corporate style, an Edwardian interpretation of Classicism, the building demonstrates the Hudson's Bay Company's desire to stay abreast of modern fashions while still maintaining the traditional values of the corporation.

The Yorkton Hudson's Bay Company store also speaks to the pre-First World War building boom experienced by Yorkton and other communities on the prairies. This building boom was illustrated by a move to concrete as oppose to wood construction. Clad in white terracotta, this imposing two-storey brick building exemplifies this trend and exudes a sense of stability and permanence to the community. Although the Hudson's Bay Company sold the building in 1954, the building has continued its retail function. Located on a prominent corner in the business area, the building remains a commercial landmark on Yorkton's streetscape.

Source: City of Yorkton Bylaw No. 25/89.

Old Land Titles Building
Other Name(s): Godfrey Dean Cultural Centre
Date of Origin: 1907-1908
Historic Use: Courthouse and/or Registry Office
Current Use: Museum
Street Address: 49 Smith Street East
Date of Municipal Heritage Designation: November 20, 1989

The Old Land Titles Building is a Municipal Heritage Property occupying two civic lots on Smith Street East in the City of Yorkton. Situated on landscaped grounds, the property features a one-storey, brick-and-stone office building completed in 1908, with an addition that was added in 1930. A non-contributing addition was also built in 1970.

The heritage value of the Old Land Titles Building resides in its status as one of a series of Land Titles Offices constructed in Saskatchewan between 1906 and 1914. Designed by the prominent Toronto architectural firm of Darling and Pearson during its tenure as provincial architects, the building's monumental proportions projected an image of function, strength, permanency, and modernity desired by the province.

Additional heritage value of the Old Land Titles Building resides in its association with the Land Titles system. The transfer of land administration from the Federal to the new Provincial government in 1906 necessitated the construction of several new buildings to house Title records. The importance of these records required that the building be fireproofed according to the standards of the time. These requirements included the extensive use of non-combustible building materials such as reinforced concrete, stone and metal sash window and door fixtures. In the 1930s, the increasingly busy Lands Office received an annex on the southern side of the building.

Architecturally, the Old Land Titles Building encompasses several character-defining elements. The features of the building reflect a Georgian Classical style of monumental architecture, including its symmetrical façade, metal cornice, Tyndall Stone frieze, architrave, fan-shaped windows with keystone detailing, and the carved stone pilasters and lintels that surround the decorative entrance way. The elements that speak to the building's sense of prestige, including its massing and proportions, the stone quoining, the interior doors with original sheathed copper, the brick-and-Tyndall Stone façade, and stone detailing.

Source: City of Yorkton Bylaw No. 28/89.

Yorkton Organic Milling Ltd.
Other Name(s): Smith Flour Mill; B.P. Kent Flour Mill
Date of Origin: 1890-1900
Historic Use: Food and Beverage Manufacturing Facility; Grain Elevator
Street Address: 120 Livingstone Street
Date of Municipal Heritage Designation: May 12, 1997

Yorkton Organic Milling Ltd. is a Municipal Heritage Property consisting of a .48-hectare lot in the downtown core of the City of Yorkton. The property features multiple buildings including a brick-clad mill built in 1898 that is attached to a wood-crib mill built in 1900; a feed storage facility and elevator built in 1947; and a flour storage facility, garage and office built in 1957.

The heritage value of Yorkton Organic Milling Ltd. lies in its status as the oldest milling complex in the Yorkton area. Since its inception, the site has evolved to accommodate the changing needs of the businesses located here. A brick flour mill constructed in 1890 was moved to this site in the early 1900s to be closer to the rail lines. In 1900, the mill was expanded with the addition of a

wood-crib building. In the 1940s a grain elevator along with facilities for flour storage, feed storage and additional office space were added. By the early 1950s, the mill was used solely as storage for wheat to be milled in Saskatoon, and as a bulk baking outlet. The complex closed in 1989; however, it remains a landmark in the community.

The heritage value of Yorkton Organic Milling Ltd. also resides in its association with prominent businessmen in Yorkton. John J. Smith, one of Yorkton's early businessmen, commissioned the original mill and had it built using brick manufactured by the Yorkton Brick Company. In 1902, Smith sold the Mill to Levi Beck, who operated the Mill under the name of "Northern Star Flour" until 1936, when he sold it to the Yorkton Milling Company. In 1982, the Yorkton Milling Company sold the mill to Bill Kent.

Source: City of Yorkton Bylaw No. 03/1997.

St. Paul's Lutheran Church
Other Name(s): Methodist Church
Date of Origin: 1901-1970
Historic Use: Religious Facility or Place of Worship
Current Use: Religious Facility or Place of Worship
Street Address: 73 Smith Street East
Date of Municipal Heritage Designation: October 19, 1998

St. Paul's Church was constructed between 1899 and 1901 by Yorkton's Methodist congregation, and served that community until 1929, when it was purchased by St. Paul's Lutheran community. The Methodist building had become surplus in 1928 when the Presbyterian and Methodist congregations

in Yorkton amalgamated to form St. Andrew's United Church. Therefore, the building was no longer required.

This building exhibits some attractive architectural elements, such as buttresses and the Romanesque arched windows with projecting brick work. The pale yellow bricks were manufactured locally by the Morozoff Brick Plant, and stands on a well-crafted field stone foundation. Like many turn-of-the-20th-century churches, it exhibits a number of attractive stained glass windows. St. Paul's Church underwent substantial restoration in the mid 1970s, but this work did not include the spire. A parish hall was attached to the back of the church in the late 1970s.

Orkney Church
Other Name(s): Orkney United Church; Orkney Presbyterian Church
Date of Origin: 1893-1894
Historic Use: Religious Facility or Place of Worship; Mortuary Site; Cemetery or Enclosure
Current Use: Historic or Interpretive Site; Mortuary Site; Cemetery or Enclosure
Location: Orkney RM No. 244
Date of Municipal Heritage Designation: April 13, 1982

The Orkney Church is a Municipal Heritage Property located approximately 7 kilometres northwest of Yorkton within the Rural Municipality of Orkney No. 244. Consisting of a 4160 square metre parcel, the property features a stone church constructed in 1893-94 and a cemetery.

The heritage value of The Orkney Church resides in its connection with the district's Scottish homesteaders who emigrated from the Orkney Islands. The early decision to build a church reflects the importance these settlers placed on their Presbyterian faith. Constructed adjacent to a fieldstone school between 1893 and 1894, this church became an important religious and community gathering place. Many of these pioneers are interred in the cemetery.

The heritage value of The Orkney Church also resides in its stonemasonry. Stonemasonry was a relatively inexpensive alternative to wood-frame construction in the North-West Territories during a time when lumber was often scarce and costly. The rectangular footprint and unadorned fieldstone walls make the church a good example of Scottish stonemasonry.

Source: Rural Municipality of Orkney No. 244 Bylaw No. 174.

Orkney School
Other Name(s): Orkney School #97
Date of Origin: 1897
Historic Use: One-Room School
Location: Orkney RM No. 244
Date of Municipal Heritage Designation: April 13, 1982

The Orkney School is a Municipal Heritage Property situated on a 6090 square metre parcel of land located approximately 7 kilometres northwest of Yorkton. The property features a stone one-room school built in 1897.

The heritage value of the Orkney School lies in its connection to the development of education in the area. This stone structure replaced a log school built on the same site ten years earlier. The decision to build a school for the newly-formed community demonstrates the high value the settlers put on education. Although the stone exterior differs from the majority of other schools constructed at this time, the size and interior is typical of the one-room schools constructed across the prairies. By 1958, the needs of the community had surpassed the facilities of this building and it was replaced by a larger school a few kilometres away.

The heritage value of the Orkney School also lies in its connection to the Scottish settlers in the area. The impetus to build the school came from the local settlers who came from the Orkney Islands in Scotland under the auspices of the York Farmer's Colonization Company. The settlers constructed a school that is reminiscent of the buildings in their native Scotland. The building, across the road from a similarly constructed church, reflects the stone masonry tradition of these settlers with its fine fieldstone walls, sharply cut corners and simple unadorned exterior.

Source: Rural Municipality of Orkney No. 244 Bylaw No. 173.

2.4.1.2 Designated Provincial Heritage Properties

Designated Provincial Heritage Properties consist of sites that are determined to be of Provincial importance. Over 60 sites have been designated as Provincial Heritage Property since the introduction of the *Saskatchewan Heritage Property Act* in 1981. Provincial Heritage Properties are designated for their architectural style, or their historical or cultural context. Designation of these sites allows for preservation of these historic properties in trust for the people of Saskatchewan.

There is currently one designated Provincial Heritage Property within the City of Yorkton. There are no Provincial Heritage Properties within the R.M. of Orkney or the R.M. of Wallace. A detailed review of the Provincial Heritage Property ensues.

Yorkton Court House
Date of Origin: 1919-1921
Historic Use: Court House and/or Registry Office
Current Use: Court House and/or Registry Office
Street Address: 29 Darlington Street East
Date of Provincial Heritage Designation: February 15, 1988

The Yorkton Court House is a Provincial Heritage Property which occupies two well-landscaped city lots in Yorkton. The property features a two-storey symmetrical stone and brick building which was constructed between 1919 and 1921.

The heritage value of the Yorkton Court House lies in its architecture. The building is one of a series of court houses designed by the office of the provincial architect, a government department responsible for the design and/or supervision of all public buildings between 1905 and the depression years of the 1930's. Architect and engineer Maurice Sharon held the position between 1916 and 1930 and is credited with the design of ten Provincial courthouses.

Several towns and cities were identified as judicial centres with those at Yorkton, Kerrobert, Prince Albert, Weyburn and Estevan receiving buildings of substantial size, while those at Gravelbourg, Shaunavon, Melfort, Wynyard and Assiniboia received more modest buildings that share an identical prototypical design.

The Yorkton Court House was the first to be designed by Mr. Sharon. The front façade is a symmetrical composition framed by stone end pavilions framing a centralized entrance that is accentuated by detailed stone carving. The rusticated base of the end pavilions combined with arched windows, a stone cornice and upper balustrades exhibit hallmarks of the Beaux-Arts style as developed from French Classicism.

It is believed that the Yorkton Court House symbolizes Yorkton's status as a pre-eminent community in the eastern portion of the province. The building's striking exterior is clad in a combination of ample amounts of Tyndall Stone with Claybank brick and the interior staircases, woodwork and stained glass convey a sense of the importance of the institution. The generous use of stone represents the end of an era of public building construction in Saskatchewan as diminished population growth in the 1920's saw brick replace stone as a less expensive material. Situated on large well-landscaped grounds and in close proximity to the land titles building, the Yorkton Courthouse constitutes a major landmark in the community.

2.4.1.3 National Historic Sites

A review was undertaken of all of the National Historic Sites in the study area. There are no National Historic Sites located immediately within the R.M. of Wallace, R.M. of Orkney, or within the limits of the City of Yorkton. The closest designated National Historic Sites are Fort Livingstone National Historic Site, Fort Pelly National Historic Site and Fort Espérence. A brief review of the Fort Livingstone, Fort Pelly and Fort Espérence ensues. Note that the data obtained for this review was taken directly from the Parks Canada Management Plan released in October, 2007.

Fort Livingstone is located approximately 7.3 km northwest of Pelly, Saskatchewan near the junction of the Snake Creek and Swan River. Fort Pelly is located is located between Kamsack and Pelly near the Saskatchewan-Manitoba border, situated on the banks of the Assiniboine River. Fort Espérence

is situated in the Qu'Appelle Valley on the south banks of the Qu'Appelle River, immediately north of the Rocanville Potash Mine.

Although these sites are not located in the immediate study area, they demonstrate the importance of east central Saskatchewan during the settlement of the Canadian West. Fort Pelly and Fort Espérence were both fur trade posts, the former established by the North West Company and the later by the Hudson's Bay Company. Fort Livingstone was the first permanent post of the North-West Mounted Police and it briefly housed the territorial government of the North-West Territories prior to its move to Fort Battleford in 1878.

The three National Historic Sites represent British or Canadian institutions established to conduct trade and commerce or to assert the authority of the Canadian government on the area prior to agricultural settlement. The history of each site is shaped by its relationship to the land, its resources and to the first Nations who first inhabited these regions.

2.4.2 Yorkton and Area History

The story of Yorkton goes back to 1882, when a group of settlers from York County, Ontario, established a settlement. Early in 1882, a group of business men met in Toronto, Ontario, to discuss a plan to invest in the opening of lands for homesteading in Western Canada, specifically in the newly created Provisional District of Assiniboia, North West Territories. These men formed a part of the York Farmers' Colonization Company, a chartered company whose purpose was to promote western settlement and to make a profit with the sale of lands. The Dominion Government had provided for the acquisition of free homestead quarter sections, as well as offering certain sections for sale to companies. Their charter allowed them not only to buy and sell certain lands, but to set up businesses, build roads, operate ferries, run stagecoaches, make loans, and generally take charge of the founding of a new colony. This furthered the Governments desire for western expansion and colonization.

The original group of settlers founded the original York Colony which was located about two miles north of the present-day city, on the banks of a small river. In 1883 an inspector with the Colonization Company reported that while the Colony was quite prosperous, it was limited in terms of future growth, due to the fact that it was not located near an existing rail line. By 1888 the York Farmers' Colonization Company had complied with the terms of its agreement with the Dominion Government. The Company had not only founded a colony, but had settled most of the homesteads and its lands in the acquired townships. In 1889 the Manitoba and North Western Railway was extended west, and the colony moved to be situated alongside the newly established rail line. As a result of the railway, a major influx of European settlers was experienced and the initial colonists were joined by additional settlers from other east European countries, Germany, and by other Europeans who emigrated north from the American plains.

The Company continued to have land holdings in the Yorkton area, until 1947 when the company was dissolved. As was the case throughout much of Saskatchewan, the promise of farmland was the greatest attraction for early settlers. In the immediate Yorkton area, the fertile region was settled

primarily by immigrants from Ukraine who were experienced with farming on the plains and could maximize the agricultural potential around the City.

2.4.3 Other Sites of Cultural Heritage Significance

A. Documented Archaeological Sites

In addition to Designated Municipal and Provincial Heritage Properties in the study area, various other sites of cultural significance have been identified. Within the City of Yorkton, R.M. of Wallace and R.M. of Orkney, several archaeological sites have been identified to date. These sites are summarized in the table below.

TABLE 2-1: IDENTIFIED ARCHAEOLOGICAL SITES YORKTON & SURROUNDING AREA

Site Type	Definition of Site Type	Number in Area
Artifact Find	Five or Fewer Artifacts Recorded at the Site	4
Artifact Scatter	Six or More Artifacts Recorded at the Site	8
Artifact/Feature Combination	Combination of Artifacts and Features at the Site	1
Multiple Features	Multiple Features of Different Kinds at the Site	1

In addition to the above-mention sites, Sites of a Special Nature (SSN) also warrant consideration. According to the *Saskatchewan Heritage Property Act* a SSN is defined as "any pictograph, petroglyph, human skeletal material, buried object, burial place or mound, boulder effigy or medicine wheel". For development purposes, SSN should be avoided with at least a 100 m buffer. Within The City of Yorkton, R.M. of Wallace and R.M. of Orkney, there are currently a total of two SSN recorded in the area. These consist of two single burials that have been removed from the area.

The Saskatchewan Heritage Conservation Branch restricts access to the location of archaeological sites, especially SSN. Therefore, site specific locations cannot be provided in this report.

2.4.4 Heritage Potential

In the province of Saskatchewan, various criteria have been developed to determine whether a proposed development is in an area of low, moderate, or high archaeological potential.

The following criteria (defined by Heritage Conservation Branch; Ministry of Tourism, Parks, Culture and Sport, Province of Saskatchewan) are those used to define archaeologically sensitive areas within Southern Saskatchewan:

- Within the same quarter-section (or within 500 m of) a Site of Special Nature (per s. 64 of *The Saskatchewan Heritage Property Act*), or other previously recorded site(s), unless it is shown to be of low heritage significance;
- Within 1 km of permanent rivers/streams;
- Within 1 km of well-formed valleys (defined by 3 or more contour intervals) containing permanent and/or seasonal watercourses;
- Within 1 km of permanent/seasonal water bodies greater than 2 km in length/width;
- Within 1 km of smaller water bodies that are located in well-defined drainage basins;
- Adjacent to (or within 500 m of) readily identifiable strandlines (ancient lake shores);
- On islands greater than 1 km in length/width;
- On hummocky terrain (defined by 3 or more contour intervals and 4 or more sloughs per quarter-section);
- Within (or on the periphery of) sand dune complexes;
- On escarpments (defined by 2 or more contour intervals within 200m), prominent uplands, and hills/ridges (including eskers).

2.4.5 Heritage Resource Management Recommendations

Yorkton and surrounding area have an extensive array of heritage resources, as evidenced by both the documented and undocumented Heritage Property. A ‘heritage sensitivity' map has been generated using the screening criteria outlined in Section 2.4.4 (Potential Heritage Sensitivity - Drawing 5).

It is noted that any proposed development in areas deemed to have moderate or high archaeological potential will require further heritage screening. It is also likely that any proposed development in areas labeled as moderate or high archaeological potential may result in the requirement for a proponent to undertake a Heritage Resource Impact Assessment (HRIA) by a qualified archeologist.

2.4.5.1 Additional Heritage Management Recommendations

It is recommended that prior to the commencement of any development, whether it be a new

location, or updating existing infrastructure, that the City of Yorkton consider the following:

- Public Consultation

    a. Many historic sites are locally known, but are not yet recorded and recognized by Heritage Conservation Branch as Heritage Property. Therefore, it is recommended that additional public consultations be held prior to the onset of any proposed development on these sites.

- Heritage Potential and Impact Assessments

    a. Prior to commencing development, all development plans must be submitted to the Heritage Conservation Branch for additional heritage screening.

    b. Should the City wish to develop in an area of moderate or high archaeological potential, the developer will be required to contact a qualified archaeologist to undertake a Heritage Resource Impact Assessment (HRIA) of the development area prior to the onset of any construction.

    c. If heritage resources are identified within the development area during the HRIA, the developer may be required to move the proposed development to a new location or undertake mitigative measures to receive clearance from the Heritage Conservation Branch.

3. MARKET & ECONOMIC ANALYSIS

3. MARKET & ECONOMIC ANALYSIS

3.1 ECONOMIC SETTING

Even the most cautious observers who would examine the economic prospects for Canada, Saskatchewan and Yorkton over the next ten to twenty years have several reasons to be optimistic and positive.

While predictions for continued growth in Canada, western Canada and the Yorkton region bring with them a number of apparent challenges which must be addressed effectively, it is important to look back and ahead to spotlight a number of factors which should provide all three with positive indicators for their economic future:

- Canada, which has already started to emerge from a serious economic slowdown resulting from an international financial crisis in less than two years, and before many other countries, offers a stable economic and investment climate and a modern and dynamic society able to change with and benefit from world conditions; instability in other parts of the world only strengthens this Canadian advantage;

- An important reason for Canada's relative economic strength is that good management and regulation of our banking system enabled our economy to avoid the worst effects of the collapse of housing markets in countries such as the United States, Ireland and Spain; historic supplies of unsold houses and dramatic drops in housing prices in those countries have seriously hurt average household wealth, consumer and investor confidence, and the availability of business and personal credit; slow growth, high unemployment and serious declines in government revenues will take years to correct in these and other countries;

- It can be argued that a city like Yorkton, despite rapidly rising housing prices and a growing housing shortage of all types, is much better off in addressing its housing challenge than comparable cities in these countries, because of the opportunities for new housing construction and renovation/conversion of existing properties; Yorkton faces a housing challenge which can lead to job creation and higher government revenues, not the opposite;

- Western Canada and the Yorkton region continue to benefit from strong demand for commodities by Asian and other fast growing economies; in the case of Saskatchewan, projections for prices of agricultural, mineral and energy resources and products are highly positive; the development of more prosperous and dynamic economies in countries such as China and India will make Saskatchewan and Yorkton more prosperous in the next decades;

- As a result, such important measures of economic health as job creation, sound public finances, and the relative strength of our dollar reflect these positive characteristics of our economy, especially in western Canada;

- A major challenge for Yorkton and region, Saskatchewan and all of western Canada will be to attract, retain and train a young workforce; many employees will reach retirement age in the next decade, growth will create new jobs to be filled, and intense competition for skilled workers will be strong;

- High levels of immigration and investment in education and job training will only address part of the anticipated shortage of employees in many economic sectors; small and large businesses and public employers such as hospitals will need to make major capital investments in technology and other measures to increase productivity of their operations, including continual training programs; and

- While Canada's economic growth will be somewhat hampered by continued economic and financial problems (including the public deficit/debt issues which the Americans are confronting), it is still forecast that the Canadian economy will achieve one of the strongest rates of growth of all industrialized countries, and will continue to see strong job creation and declining unemployment, in the next three years at least.

It is interesting to note that a group of Yorkton residents who attended a strategic planning conference in October, 2010 identified a number of these, and other, issues when they identified key issues in the global environment which would affect Yorkton's future. Among the issues which were raised were:

- Emerging markets in India and China;

- Urbanization and population increases in the world;

- The impact of technology, including the internet, mobile computers, 'smart' phones, and advances in medicine;

- The importance of the 'green' movement;
- Global economic competition;
- Continuing international conflicts; and
- Our aging population.

Saskatchewan offers an abundance of natural resources in strong demand in the United States (which still takes up to 80 % of Canadian exports), Asian countries and, to a greater extent, other foreign countries. In addition, this province offers its residents a high quality of life in economic and environmental terms.

The province has enjoyed a strong increase in government revenues from resources, which have strengthened considerably its financial position, and the availability of funds for important public services such as health, education and transportation. Reflecting the availability of jobs and economic opportunities, more than 50,000 people have moved to Saskatchewan from 2007 to the end of 2010. Saskatchewan's urban population is growing at a faster rate than for Canada as a whole.

Forecasts for economic growth in Saskatchewan this year and in 2012 are being revised upward, and some economists believe that the province's economy could grow by as much as 5 % per year early in this decade. For the next three years, job growth in Saskatchewan is forecast to increase by much more than 1 % annually, and unemployment will fall to around 4.5 % (perhaps 2.5 % below the Canadian average).

A recent forecast that investment in Saskatchewan will grow at a rate of at least 7 % annually in the next few years would probably validate these higher growth projections for economic and job growth. In areas of the province where oil and gas exploration and production are centered, annual investment increases of up to 13 % are forecast.

Population, job and urban growth will stimulate housing demand and new construction, as well as continued increases in retail and commercial service business sales. In 2010 alone, new housing construction increased in the province by 46 %.

Yorkton offers both a geographic location and particular attributes which enhance its potential to continue to attract new investment and grow existing businesses and economic sectors.

3.1.1 Population and Demographic Characteristics of Yorkton and Area

As noted above, Saskatchewan has enjoyed a recent period of strong population growth, as mirrored by the City of Yorkton. Between 2001 and 2006, Yorkton's population was steady or declined somewhat; by 2006, its population had fairly stabilized at around 15,000 residents.

Since then, based upon Saskatchewan Health data, its population had grown steadily to more than 17,600 by 2009, and to an estimated level of at least 18,471 by the end of 2011. The City of Yorkton estimates that the City's population will reach 21,000 by the end of 2011. Possible developments which will be discussed below could lead to a serious growth in the number of residents within a few years, perhaps to a level of 25,000 by 2015.

Data available from Saskatchewan Health and Census sources provide the following profile of Yorkton's population:

- 18.3 % of its residents are aged less than 15 years; this statistic is important as an indicator of potential future employees; it is noted that the growing enrolment at Parkland Regional College provides a significant number of young adults who move to Yorkton for their studies, and are potential employees and taxpayers should they choose to stay in the City;

- Yorkton's population is somewhat older than that of the entire province, and the City's median age is 42 years versus under 39 years for Saskatchewan;

- Data compiled by the City suggest fairly healthy income levels in Yorkton, with 2009 average family income of just under $ 70,000 and average household income at just below $ 59,000;

- The percentage of Yorkton residents without a high-school diploma (28.4 %) is lower than for Saskatchewan as a whole (30 %); many smaller cities and rural areas in Saskatchewan have a higher percentage than the provincial total, which is a positive indicator for Yorkton;

- It is also worth noting that the percentage of Yorkton residents with some post-secondary education (40 %) is close to that for the whole province (42 %); and

- Yorkton's recent unemployment rate is estimated by the City of Yorkton to be at approximately the same level as the provincial level, somewhere below 5 %.

The City and local business organizations note the importance of Yorkton's large trading area, covering a region in Manitoba and Saskatchewan with a radius of nearly 150 km, and with more than 150,000 people who regularly deal with Yorkton businesses. Within its primary service area, having a radius of 75 km, Yorkton's businesses provide products and services to more than 100,000 people. Yorkton is the third largest trading area in Saskatchewan.

Yorkton's large trading area is more comparable to a much larger city, and is a major asset for the City's economy. It is noted that lower long-distance telephone charges in recent years, the availability of retail and other service information on the internet (including web sites providing information on goods and services available in Yorkton), and fast-increasing use of debit and credit cards for purchases, are certainly broadening communities' effective trading areas and the potential level of patronage from residents in that trading area.

The City estimates total annual retail sales for its businesses at $542 million in 2011, and projects 2014 sales at a conservative level of close to $595 million. Job, economic and population growth in Yorkton and its trading area have the potential to push retail sales well beyond that projection in the next three years.

It is noted that past projections of Yorkton's population by 2013 have already been exceeded by more than 3,000 residents. A recent report to City Council on Yorkton's future housing demand noted that, should Yorkton continue to grow at a rate comparable to its annual rate since 2006 (between 2.5 and 3 % per year), Yorkton's population could reach at least 25,000 residents before 2020, and more than 36,000 by 2035.

The City of Yorkton estimates that its basic municipal services are now in place to serve a population of up to 30,000 residents, so it would now absorb a rapid population growth over the next decade, should housing supply be able to meet such possible growth.

3.1.2 Profile and Assessment of the Local and Area Economy

Yorkton and its surrounding area enjoy several important assets which serve to strengthen Yorkton's existing economic base, and enhance opportunities to address future challenges.

Yorkton's historically and recently stable population and business base have grown in the past four years, and could both increase significantly over the next decade at least.

Yorkton is easily accessible to people, including businesses located in a large region. Its location on an important transportation network enhances its role as a major centre for a wide trading area. It is located on three major highways, including the Yellowhead corridor (Highway 16), which has experienced ever-increasing traffic as a very important interprovincial route. It is also located on the Canadian Pacific Railway's main line, and connected to Canadian National's network through Saskatchewan, including direct connection to the Port of Churchill in Manitoba.

Unlike many other cities in western Canada of comparable size, the City benefits from not being located too near larger communities, thus enhancing its regional business role. Regina is 190 km from Yorkton, and Saskatoon (330 km) and Winnipeg (450 km) even farther. As fuel costs increase in the future, Yorkton's locational advantage could increase, counteracting the draw of shopping and other activities in larger cities.

It is important to set out some of the reasons why Yorkton's trading area is so large in relation to its own population, and has such a positive impact on retail and other business revenues and on employment in other sectors:

- Yorkton businesses provide products and services to the agricultural sector, including individual farmers and farm service businesses, over a large area; prospects for agriculture are promising, given world demand for food and other uses of farm products, depending of course on weather conditions and resulting crop production;

- Yorkton is a centre for health, education, and other public/community services; the important economic impacts of this regional role are discussed below;

- Yorkton is big enough to offer visitors other opportunities to spend money on goods and services during their stay in the city, even if for only a few hours; it is small enough to avoid traffic congestion, find parking, and find key businesses, even for the first time; and

- As Yorkton's population and business base continue to grow, people and businesses located in the City's trading area should have the opportunity to benefit from a wider variety of retail and other services.

It is also evident that future expansion of the potash industry in the region around Yorkton, including possible new development close to the city, would serve to both increase and diversify Yorkton's business service role as a regional centre.

Both the City of Yorkton and the Yorkton Chamber of Commerce recognize the importance of the City's regional role, and the necessity to maintain a strong outreach program to the agricultural sector, First Nations, mining industry, retail and other business customers in the region, and users of Yorkton's health, education and other public services.

The internet, use of print and radio/television media, and providing information to visitors while in Yorkton, are all methods which will maintain and strengthen two-way communication with the city's customers in its wide trading area. Both the City and Chamber also recognize the importance of offering more, new and upgraded services to these regular visitors. The City and Chamber might consider developing a web site for its trading area, with links to businesses and community organizations, information on events and special promotions and coupons, and other community news of possible interest to people in the region.

Yorkton's health care sector has an important role in economic development. Recent discussions about plans for a new regional health centre in Yorkton would only consolidate the position of health care and its associated services as a major catalyst of economic activity.

The importance of health care to a city's economy is four-fold:

- The sector's payroll impact is very important, with major spin-offs for the entire local economy;

- Businesses of all types benefit from visits to the city by residents of a wide region for health-related reasons; shopping and other spending activities often take place over more than one day, and involve visitors from all age groups; it is also common for regional residents to choose to retire to the city because of the availability of health-related services;

- The health-care sector employs educated and trained persons, many of whom move to the city in question, and these persons and other family members contribute to the city's

economic and social life; in many cases, spouses of health-care employees start businesses and are involved in important sports and cultural organizations; and

- The presence of a vibrant health-care sector is an important selling point in the attraction and retention of businesses to a city, and to the recruitment and retention of employees.

Yorkton businesses and residents have recognized the importance of health care to the economic and social fabric of the city and region by financially supporting new investments in facilities, including technology, delivered by the Sunrise Health Region through its Yorkton Regional Health Centre. New Health Centre facilities in the future will also require major local and regional fund-raising efforts as part of their funding.

The quality and diversity of Yorkton's education sector is also important to its economy. Again, besides the payroll impact of the residents employed in education at all levels, the City's economy also benefits in attracting new businesses and employees by offering education programs to a post-secondary level.

A special benefit of the presence of Parkland Regional College is that it attracts many young people to Yorkton to pursue their studies after high school, building their ties to the City. Because a major challenge of cities across western Canada is to attract young residents to their growing workforces, Parkland College offers technical and other training and education which local employers seek from new employees. Many of these students can become future employees, homeowners, taxpayers, and active citizens. Without the presence of Parkland College in the City, Yorkton's population would be relatively older in character.

Parkland College has a special role to play (as in past years with the provision of trained/educated students to Yorkton's manufacturing sector) in the rapid expansion of the oilseed crushing and potash mining sectors in the city and region, as it can focus on future employer demand for particular skill sets in conjunction with investments in new technology. Parkland College has already identified the following sectors as requiring new skilled employees in the city and surrounding region: mining, oilseed crushing and new associated value-added activities, light and heavy manufacturing, other agri-business, general business services requiring special technical skills, and public services, including the health sector.

At some time in the future, for example, Yorkton could become a centre for nurse education and training through the participation of the Health Region and Parkland College. In the past two years, Parkland College has seen a major increase in demand for its English courses for new Canadians, most of whom are either already working or anxious to pursue their studies.

As Yorkton's population and economy have grown in recent years, Parkland College has experienced a growth in enrolment, and even waiting lists to enter particular programs. Parkland College and the City are working on a possible location for a new campus, and the area on Highway 9, north of Broadway, is under consideration. The College is looking to increase enrollment by opening up at least 300 additional places to accommodate the local and regional demand for basic industries and

other sectors, through a new Centre for Trades and Technology. The new campus could also include a dormitory for initial space for up to 50 students, with provision for future expansion. Local/area fund raising as part of the financing of a new campus would be important.

The following statistics also provide evidence of the importance of Yorkton's education sector, and of its population's educational attainment:

- Enrolment in the city's eight elementary schools stands at more than 2,100 and at more than 1,200 in its two high schools; and

- More than 30 % of the city's adult population (aged 25 years or over) have obtained a high-school diploma or equivalent, added to the more than 50 % of adults who have at least some post-secondary education (Table 3-1).

TABLE 3-1: YORKTON POPULATION DISTRIBUTION BY EDUCATION 2006 STATISTICS CANADA CENSUS

	Population 15-24 (1,955)	Population 25-34 (1,625)	Population 35-64 (5,530)
High School Diploma or Equivalent	645 (32%)	490 (30.2%)	1730 (31.3%)
Apprenticeship or Trades Diploma	110 (5.6%)	200 (12.3%)	840 (15.2%)
College or CEGEP or other non-university diploma or certificate	155 (7.9%)	375 (23.1%)	1050 (19.0%)
University certificate or diploma below the bachelor level	15 (0.8%)	65 (4.0%)	320 (5.8%)
University certificate, diploma or degree	80 (4.1%)	305 (18.8%)	615 (11.1%)

For the future growth of Yorkton, the availability of well-paid jobs in education and health care serves as an inducement to young residents to pursue education and training opportunities and find employment locally. In addition, their availability can be an important inducement to the spouses of employees recruited or transferred to cities such as Yorkton to accept such a move.

Other communities have regretted their failure to protect and advance their education and health-care sectors, and in some cases, have experienced serious job and service losses locally, or seen other communities in their region move ahead because of their success in building these sectors.

Yorkton's important role as an agricultural service centre for a large region is a major part of the City's economic profile as seen by businesses supplying products, including machinery, and services to farmers and farm businesses in the region; the growing importance of value-added activities which require local products and expertise; the presence of two new oilseed crushing plants, with direct

employment impact of more than 150 jobs, plus important spin-offs; and the importance of visits to the City by rural residents for sales by other commercial sectors in the city.

Nothing demonstrates the importance of agriculture and agri-business to Yorkton's economy more than the positive or negative impact of weather and commodity prices on business revenues in the City. Farmers and other rural residents of the region which Yorkton serves have proven their loyalty to Yorkton businesses over many years, through both good and difficult years. Yorkton's businesses have worked hard to maintain a reputation for providing a high level of personal services to long-time customers in the City's trading area. Also, many farmers and other rural residents, as a reflection of their ties to Yorkton, have chosen to retire to the City.

Yorkton's ability to grow will prove to be a major asset for the City's future. The City of Yorkton estimates that basic municipal services now in place could be provided for a population of up to 30,000 residents. However, should recent rates of population growth continue in the rest of this decade, the provision of new serviced lots to accommodate continuing housing demand may present a major challenge for the City.

Yorkton's construction industry is one of the major employers and is an active participant in the growth of the city's population and economy. Total building permit values in recent years have grown to levels of between $ 45 and $ 60 million annually, compared to, for example, $ 4 million as recently as 2006. In 2011, construction activity broke down as follows: commercial / institutional projects: 33%; residential developments: 59 %; industrial construction: more than 8 %. The distribution of construction activity by type of project will fluctuate from year to year, but it can be expected that annual building permits will continue to be valued in accordance with recent years. Construction activity throughout the region around Yorkton, if it remain strong, will also provide a source of important revenues for construction businesses located in Yorkton. The following Table 3-2 demonstrates shows the building permit values for the past five years (2006-2011).

Yorkton's downtown area has benefited from the recent growth of the City. Through the Yorkton Business Improvement District (YBID), which was established in 2005, and which works to revitalize and promote the city's central commercial area, a number of beautification and redevelopment initiatives have already been successfully carried out. The BID and City of Yorkton continue to work together to generate continued revitalization of the downtown area, including tax exemptions available for: new or converted housing; business creation and expansion; remediation/rehabilitation of properties requiring conversion; heritage preservation of historic buildings in the downtown; and improvements to building facades and surrounding sites.

TABLE 3-2: RECENT CONSTRUCTION ACTIVITY
CITY OF YORKTON 2007 - 2011

Nature of Activity/Year	2007	2008	2009	2010	2011	Total
Residential	$15,187,089	$16,444,953	$15,106,246	$13,669,990	$20,134,095	$80,542,373
Commercial / Institutional	$28,538,789	$24,594,968	$29,726,550	$6,673,500	$11,318,715	$100,852,522
Industrial	$0	$25,056,204	$3,538,620	$1,800,100	$2,600,000	$32,994,924
Total	$43,725,878	$66,096,125	$48,371,416	$22,143,590	$34,052,810	214,389,819

It is interesting to see how other cities in North America, both of comparable size and larger, are confronting the challenges of revitalizing and transforming where necessary their downtown centres:

- Consultants working on revitalization projects in other cities are devoting much of their time to working with existing landlords (who own available spaces and are already paying property and other taxes) to carry out a practical inventory and realistic evaluation of the space which they have to offer, and its potential for reuse; special inducements to new tenants or buyers often require municipal participation through funding for beautification and amenities, or tax incentives, like the City of Yorkton is now doing and offering;

- Many such landlords are anxious to sell their properties (many have already closed businesses located in their properties) and their properties could form part of an assembly of lots and buildings for a new use;

- Downtown areas in many cities can be effectively downsized by locating recreational and cultural projects within their area, and by planning for significant new residential development in downtown zones; new residents of all ages provide important potential customers to existing and future businesses;

- Such additions to an existing downtown area also serve to enhance the diversified, multi-use character which they offer, unlike malls located in peripheral areas, and which are now experiencing serious vacancy rates in many cities; they also strengthen the important movement in many cities to support local businesses;

- Use of historic themes, focus on nearby heritage and natural resources such as parks and rivers, and appropriate streetscaping can make such initiatives more popular to new residents and shoppers and provide a gathering place for all residents of a city for special events; even

modest and initially limited revitalization projects which convey a sense of place and street life to residents and visitors can stimulate future development; even in large cities, popular historic districts which now are important entertainment and leisure zones and attract young adults to live and work, started as redevelopment projects of only one or two blocks; many young adults, singles or couples, prefer to live close to work and where they are not forced to drive all the time;

- Even national retailers are attracted to such projects in many cities, including restaurant and café businesses; they do not tend to lead or initiate such redevelopments, but will react to new traffic patterns;

- Multi-use projects, including conversions of older buildings, often include ground-floor retail/commercial space, and office and residential spaces above;

- Some cities are redeveloping portions of their central cores as close-in suburbs, with a variety of housing to suit different age groups: townhouses for downsizing older couples, smaller houses for families, apartment-type housing for singles (young and old), and seniors care centres with different levels of care;

- Many downtown revitalization projects, both big and small, can entail multi-use developments and redevelopment of existing properties, involving both a new developer and existing property owners, and incorporate 'brownfield' initiatives using a property previously used for another purpose; even smaller cities can have a significant amount of abandoned/vacant property no longer in use by its owner(s); and

- In cities where public safety and crime are at least perceived to be a serious problem in a central district, such revitalization initiatives are often accompanied by municipal and business measures to enhance a feeling of security: more visible police presence, use of video cameras, extra lighting, and design approaches to increase visibility.

At the same time as cities and their business organizations rethink the future role of their downtown areas, the traditional concepts of retailing are also being re-examined. Some important trends affecting retailers big and small, local and multi-national include:

- As the population of a city ages, its residents have been shown to shop less and reduce their purchases; younger adults aged between 18 and 34 continue to be the most active consumers in North America;

- Cities with a declining percentage and number of young adults in their populations can therefore be expected to see changes in historic shopping patterns;

- Cities and commercial zones continue to actively recruit such successful retailers as 'category killers' (stores such as Best Buy, with a big retail market share in electronics and computers/peripherals) and popular clothing stores for young shoppers;

- While the percentage of the shopping dollar diverted to online shopping on the Internet remains fairly low, it increases each year, and larger chains benefit from the ability to invest in their shopping sites and offer special promotions;

- Today, shoppers in cities such as Yorkton have virtually the same access to products and services, thanks to the Internet, as those in Saskatoon, Winnipeg, or Toronto; an avid reader can order the same book at the same price on amazon.ca and expect to receive it virtually the same day as someone in a large city;

- Retailers are often attracted to new or renovated commercial space located in proximity to or within a residential development, whether the ground floor of an apartment tower or a commercial node within a residential neighbourhood, and not just because of the surrounding potential market; often, they seek a location offering a more unique character than on a traditional downtown street or in a mall;

- Even in colder-climate cities, a trend to open-air shopping, whether on a commercial strip or a reconfigured mall area has been evident in recent years; it is noted that in the United States, where the first enclosed malls were built, the last enclosed shopping mall was built nearly six years ago;

- Often, these open-concept shopping areas include public spaces such as parks, small amphitheatres or performing spaces, residential units (townhouses and/or apartment buildings), and transportation nodes (bus stops and transfer points, interurban stations, etc.);
- More retailers, especially in larger cities, are building up rather than out; IKEA recently opened a six-floor store; in smaller cities, a group of independent retailers could collaborate on a two or three-floor renovated building;

- Specialty stores, including food sellers, are grouping together to create a unique shopping experience for the growing number of people looking for different types of food: multi-cultural, health food, organic produce, etc.; and

- Some retail chains in Europe have adopted the policy of seeking and revitalizing older, distressed retail space, in order to present a socially responsible and innovative image to their customers; this trend will probably reach many parts of North America in future years.

Finally, if forecasts of much higher fuel prices are correct: local shopping would be expected to gain in popularity; shopping on the Internet will become more prevalent; and centrally located stores, even in smaller cities, could have a location advantage over peripheral competitors.

Even locally-owned and independent retailers will confront the challenges and opportunities of the new retail marketplace in future years, and should consider adapting to a 'bricks-and-clicks' retail approach, offering goods and services to their customers both in their stores and on the Internet.

In summary, the recent experience of the retail sector in general and of other cities suggests strongly that realism and creativity will be required to maintain and strengthen a city's retail sector in the future. It can be expected that the high rate of change in retailing will continue, and that planning should remain a short-term exercise.

Yorkton's tourism role will increase in importance in the future due to prominent role as a service centre for the region and its wider focus.

Before discussing Yorkton's major tourism and related assets, it is useful to discuss several important tourism trends in recent years:

- Canada's share of the growing international tourism market has flattened and even declined in some years; security concerns, exchange rates and other factors such as higher fuel costs are blamed for Canada's decline as an international tourism destination; at the same time, Canadians are increasing their trips to foreign countries, especially overseas, year after year;

- Visits by Americans and by other foreign tourists via the United States, have declined significantly in recent years; the above-mentioned factors are often indicated as responsible for this trend;

- The types of tourists who make up key markets is also changing: fewer couples with children, more older couples, and immigrants living in Canada still tend to visit their home countries;

- Consequently, Canada's tourism industry has identified empty-nesters, active seniors, baby boomers, and other affluent market niches are key tourism markets;
- Those Americans who do visit Canada are doing less so by automobile and much more by airplane; cross-country road trips have declined as a result;

- The average length of stay by tourists visiting Canadian destinations, including by Canadians themselves, has fallen significantly in recent years; more trips are of shorter duration; in part, this trend is due to busy two-income couples finding less common time to undertake long trips, and they often take more short trips, including perhaps one vacation break of a week in the summer months, leaving time for a winter getaway;

- A neglected potential tourism market across Canada is the visiting friends and relatives (VFR) market; for a city like Yorkton, visiting friends and relatives, including persons who formerly lived in the city/area, constitute an important source of tourist dollars, even if they may tend to stay at a home rather than in a hotel/motel; activities which could prolong their stays and increase their expenditures can have a big impact on local businesses;

- A prime tourism market for Yorkton and area is its own residents, because they can be expected to organize outings and activities for their visitors, and it is key to inform them regularly about attractions and events in the city and area;

- Group tourists, including those visiting a region by bus, have declined in number, but are still an important market because of their level of spending on their trips; the Painted Hand Casino in Yorkton and historical/nature assets of the city and area can be prime attractions for tourists travelling in groups; these tourists tend to be older and to enjoy organized outings and programs;

- Meetings and conventions, and leisure time of business travellers, constitute a potential source of tourist spending, and marketing aimed at these special-purpose visitors can increase length of stay and money spent during their stays;

- RV tourism is a steady and steadily growing source of tourism activity in regions such as around Yorkton; RV tourists travel often, travel longer distances, and often spend more money than perceived by the hospitality industry; retailers, malls and casinos often offer them overnight accommodation in their parking lots to induce them to stay for a couple of days (the longer a tourist stays in one location, the more money spent per day);

- The internet is now playing a very important and growing role in tourism: planning, bookings/reservations, sharing of travel experiences (good and bad), and generally enhancing the independence and knowledge of tourists before they arrive and during their stay;

- It is expected that there will continue to be a major increase in travel by the 55 to 75 year old age group who will have the time, income and desire to travel and experience new things; active seniors, many well into their seventies, travel more independently than they did ten years ago; older people travel more outside the peak summer months than do young adults and couples with children; and

- The growing importance of environmental values in the tourism experience has become evident; tourist attractions and services are evaluated by consumers for their environmental practices.

In comparison to other cities of comparable size, Yorkton is well endowed with tourist attractions and services to attract and retain tourists and visitors from the major tourist markets described above. Yorkton's strong economy is an important factor in the city's very high hotel and motel occupancy rates. It can be expected that new hotel/motel developments in Yorkton in the next few years will increase the city's present supply of around 600 rooms considerably.

Although year to year tourist levels fluctuate in reaction to such factors as the strength of the Canadian economy and dollar, fuel prices, and weather, Yorkton's location between Winnipeg and Saskatoon on a major national highway will always provide for a peak-season market of pass-through travellers. Tourism Yorkton works closely with the local/area and provincial tourism industry to promote Yorkton and to advance opportunities for growth in the City's tourism and hospitality sectors.

Among Yorkton's most important attractions for destination or pass-through tourists and visitors are:

- The Painted Hand Casino, which can be expected to attract more visitors in future years, and offer more entertainment programs, especially should a new hotel be built next to the Casino;

- The Gallagher Centre, which can accommodate 800 people for conventions and use the arena area for trade shows, and offers a water park for families and children's groups;

- Special facilities such as the Godfrey Dean Cultural Centre/Art Gallery and the Western Development Museum;

- Events such as the Yorkton Film Festival (May), the Casino's annual Pow-Wow, and summer/fall events organized through the Yorkton Fair, the Museum and the Yorkton Arts Council; in the future, Yorkton will be able to expand existing and add new events through 'piggybacking' on event programs in larger cities in Manitoba and Saskatchewan;

- More than 210 electrified campsites, including at nearby provincial and regional parks, with a variety of day-use recreation at the two parks;

- Excellent facilities for sports tournaments in all seasons, including three 18-hole golf courses within a 55-km radius of the city;

- Good quality shopping and restaurants; and

- Yorkton’s municipal airport and its ability to be used as a jumping off point for departures further north for hunters and anglers.

To set this profile of Yorkton's economy into perspective, it is useful to summarize some of the key developments which have stimulated the rapid growth of the City in just the past three years:

- The announcement by BHP Billiton later in 2011 that a new potash mine may be developed to the east of Melville and South of Yorkton in the Bangor area; this project, should it be confirmed, would engage up to 4,000 workers during its construction phase, and a large number of permanent employees through direct and indirect employment during operations; it would also stimulate demand for office space and a wide variety of business services during both construction and operational phases;

- In addition to BHP’s potential mine in the Bangor area, exploration is also in progress near Otthon (Agrium), Bredenbury (PCS), and Foam Lake (North Atlantic Potash Inc. & Rio Tinto). While it is still too early to predict the outcomes of exploration activities, there is potential for at least two of these mines to proceed in the region within the next five to ten years. PCS at Bredenbury is the furthest along among these four potential mines.

- Confirmed and possible expansions of other potash mines in eastern Saskatchewan have already had a direct impact on Yorkton, and greater employment resulting from these projects strengthens Yorkton's trading area;

- Housing prices in all price ranges have increased greatly, and a serious housing shortage has already started to develop in the city within the last few years;

- An influx of new Canadians into Yorkton has taken place since 2008, as several hundred new arrivals have used government-funded counselling and language services; agencies working with these new residents project that the number of new Canadians in Yorkton will continue to grow as job opportunities present themselves;

- The construction of a new regional health centre will lead to more jobs in the health sector, in addition to the construction jobs available for at least three years; and

- Added to the two recently opened oilseed crushing plants in the city, new and expanded potash mines in the region around Yorkton could lead to more than 1,500 direct jobs in Yorkton which did not exist less than three years ago.

All this activity will also lead to increased sales and employment by Yorkton's estimated 1,000 businesses, which employ more than 7,500 employees already. Nine of these employers have more than 200 employees each.

Among major private employers in Yorkton are Harvest Meats (a division of Premium Brands), Leon's Manufacturing Company Inc., Morris Industries Ltd., Grain Millers Canada Corporation, and Ram Industries.

Canada Census data (2006) shows the diversity of employment by sector in Yorkton, although rapid economic growth has changed the distribution of total jobs by sector since then:

- Agriculture/resource-based industries: 5 % of all jobs

- Construction: between 5 and 6 %

- Manufacturing: more than 6 %

- Wholesale and retail trade: 19 %

- Finance and real estate: nearly 5 %

- Health care and social services: more than 15 %

- Education: nearly 8 %

- Business and other services: more than 36 %.

Studies and surveys carried out in recent years in North America indicate that there is a significant

undercount with respect to total employment in particular communities because of the growth of home-based employment, self-employment, part-time (often unreported) jobs, and commuting arrangements (such as local residents who are actually employed many miles away, such as at potash and uranium mines). Seniors, students and young couples are especially involved in the types of employment and income-earning activities which are not captured in traditional data. Very small businesses employing fewer than three residents are another important source of economic activity in communities such as Yorkton.

Other communities have (because of the aging of their area populations and the resulting rate of attrition of their workforces) added, as a key objective of their strategic economic plans, plans to maximize the potential to retain young people through their access to good jobs locally or farther away through commuting. An appropriate objective for the City would be to make Yorkton a recognized leading-edge centre for effective job training and life-long learning.

3.2 Future Directions for the Yorkton Economy

Economic challenges can present opportunities, especially during a period of population and economic growth. It is beneficial with respect to addressing important challenges if community consensus can be achieved, and a community planning exercise which engages residents and other stakeholders can be a useful vehicle for informing them of the issues which Yorkton faces, and options available.

One such challenge will be the issue of ensuring that an adequate housing supply will be available to existing and future residents of Yorkton. A recent report to City Council has defined this issue:

- Because of the increase in purchase prices and rents in Yorkton since 2009, a large number of single residents cannot afford the housing which they need;

- A large number of families, including single-parent families, also confront rents and purchase prices beyond their incomes;

- Low-income family housing may already be meeting only 50 % of current demand in the city;

- Of the approximately 950 students at Parkland Regional College, around 25 % move to Yorkton for their studies, and many face the problem of finding adequate and affordable housing (Parkland estimates that there is a gap of at least 50 housing units at this time, and it expects enrolment at Parkland to continue to grow in the next few years); and

- Special-needs and seniors' housing with various levels of care and services will also be a sector requiring attention as the population grows and ages.

As Yorkton's population continues to grow, and especially if major new developments are announced, there will be a continued demand for serviced lots and for market housing of all types, serving upper and middle-income residents.

The following points are also offered for the community's consideration:

- Similar housing challenges are being faced, to varying degrees, across Saskatchewan;

- As noted earlier, addressing the housing challenge in the next few years presents opportunities for business and municipalities, and can create jobs, and it is still preferable to address this challenge as opposed to the serious problems which other countries face with years of unsold housing inventory;

- Strong housing demand 'across the board' presents the opportunity for multi-type housing developments which address different housing sub-markets: single-family homes, townhouse condos for downsizing seniors and young couples, rental apartments and affordable units for lower-income and special-needs residents;

- Strong demand for housing can be expected from an ever-growing new Canadian population; in other cities, they have shown a determination to enter the housing market as purchasers as soon as they can, often sharing housing with other family members, and renovating older properties; one group estimates that Yorkton is now #3 of all Saskatchewan cities in receiving new Canadians, and that Yorkton could see an increase of at least 1,000 more new Canadians between now and 2015;

- If rents in Yorkton continue to increase beyond the 20 to 30 % rate over the past two years, and if the city's very low vacancy rate becomes more critical, employers in the city will confront the possibility of serious job vacancies;

- Some community leaders believe that Yorkton may require a minimum of between 500 and 1,000 new serviced lots over the next five years, depending on economic growth over that period; opportunities for housing developments including lots in the central core of Yorkton would only meet part of this potential demand; the community will have to address the issue of where to expand the city's housing base; and

- One projection of potential economic growth (depending on the confirmation of potash mining development in the area, as well as other factors) foresees the possibility of Yorkton's adding up to 6,500 new jobs by 2015; such job growth could lead to a local population of up to 30,000 by that year.

Another issue which will require input from residents and other stakeholders is how to maintain the quality of life which Yorkton now offers, especially if rapid growth continues. Among issues which have been identified in Yorkton and in other communities facing high growth are the following:

- Working with community organizations, municipal governments will set as a high priority to maintain, upgrade and add cultural, recreational and sports facilities and programs which have been a point of local pride in Yorkton; Yorkton's increasingly diverse population will be a source of new activity in the future;

- To build upon existing community events, and add new events, which serve to bring residents together and attract visitors to Yorkton; a new multi-cultural event may be an example of such an initiative with many potential benefits in the future;

- Continued preservation of heritage, historically significant and natural assets within the City;

- Encouragement of community and privately-operated day care and other family services, and maintaining services and programs for the seniors living in the City;

- Continued actions to address specific concerns related to safety and crime;

- Measures to address traffic safety and congestion as the city grows and expands;

- Measures to address new traffic issues as potential problems affecting connections between different parts of the City may arise in the future; and

- To ensure that community cohesion which has defined Yorkton in the past is maintained even if the City goes through many years of high growth and physical change.

The continued revitalization of Yorkton's downtown area will play an important role in meeting future economic and social challenges and benefiting from new business opportunities. As in other cities, it can be expected that the downtown area will become more residential in character, in addition to addressing the need for office and commercial space. Yorkton's Downtown Business Improvement District has already identified properties which could be used for such developments, and the City of Yorkton has identified such developments as part of its strategy for the future of the City.

Downtown areas which transform themselves in this way have the advantage of already offering basic services and infrastructure (such as sewer and water services, roads, proximity to residents' needs, etc.), thus requiring lower up-front investments for such developments to occur.

Significant outside investment and developer participation has been required for such developments in comparable cities. Outside developers and their advisors offer the benefit of lessons learned with such developments in other cities, positive and negative.

A multi-phase, multi-use development, for example, in the area north of Broadway Street could form part of the city's future. Privately, First Nations and City-owned properties could be considered for inclusion in such a development in different phases.

Such a development in early phases could include:

- A new hotel;
- Townhouse and garden apartment condominium units;
- At least one office building with commercial storefront space at street level (should a new potash mine be announced in the near future, local office space would be required by the mining company and its many consultants);
- Market-rent and assisted rental housing units in three to four-floor buildings;
- Some serviced lots for single-family housing;
- A new Cineplex with several screens;
- A new city library building; and
- A festival plaza for community and other events and celebrations.

It is also likely that other development partners could come forward with ideas for inclusion. Such multi-use developments offer the benefits of synergies of use: new residents become customers for existing and new businesses nearby; residents and employees located in such a development are also close to recreational and cultural facilities; and tax and other revenues to the City would be used to finance its development costs. Such a development would also provide revenues to permit continued beautification programs which the YBID and City have undertaken in recent years in the downtown area.

The City of Yorkton, Chamber of Commerce, and Yorkton's education and health-care sector leaders have recognized the challenge of attracting and retaining the skilled human resources which employers will need to replace retiring employees and fill new jobs in the city and area. This issue shows up in many of the key elements of the economic development strategy which the City has developed with the participation of many stakeholders through the work of special committees and working groups over the past two years.

The issue of finding and keeping educated, trained and skilled employees faces employers across Saskatchewan and western Canada. This fact makes the issue even more high in profile for Yorkton.

Many of the priorities which these groups and the City have identified have already been translated into action plans which are already underway.

Many ideas, comments and concerns received from several community leaders have been included in the sections above, and others are offered here for residents' consideration as they look at the future of Yorkton:

- Future development of agri-business, including value-added production; development of bio-fuels as a spin-off from oilseed crushing and transformation of oats and specialty grains are examples;

- New businesses focussed on services and programs for seniors and young families, including increased day care;

- Establishment of a 21st century Welcome Wagon, with a focus on greeting and assisting new residents, including new Canadians;

- Strong community support for a new regional health centre and a new Parkland Regional College campus with a Centre for Trades and Technology;

- Attraction of new retailers, including Wal-Mart (which recently expanded), clothing stores for younger customers, and specialty boutiques;

- A new public library building;

- More entertainment offerings, including a new Cineplex;

- A new hotel near the Casino with theatre seating for shows (note: a new hotel began construction at the Painted Hand Casino at the time of this report. Other hotels were also being constructed at the Broadway Corner site and at Smith Street East and 7th Avenue North. A future hotel was being planned west of the Gallagher Centre);

- Encouragement of the City's trucking industry, including new truck dealers and repair/wash services;

- Address the shortage of doctors, and the possible serious lack of doctors in the future;

- Updating of signage and zoning bylaws to stimulate business development;

- More police officers as the population continues to grow;

- Redevelopment of the airport which serves major businesses and plays a major regional role, perhaps as a regional airport;

- Development of a community transit service, perhaps starting with service on one or two corridors, using shuttle mini-buses/vans and a computerized dispatch service available to residents with their cell phones and a password;

- A possible hotel tax to fund tourism marketing and existing/new events, as well as signage for tourists and visitors;
- At least two new ice sheets in the city, as well as skateboard parks; and

- Improved traffic connections between the downtown and the areas of the City east of Highway 9.

4. POPULATION AND HOUSING

4. POPULATION AND HOUSING

4.1 HOUSING AND SOCIOECONOMIC PROFILE

Appendix 1 to this report contains selected socioeconomic statistical data for the City of Yorkton (Source: 2006 Census of Canada), with comparable data for the Province of Saskatchewan as a whole. It should be noted that this information in many cases is out of date (i.e. house prices), as the next Census was completed in 2011, with data being released throughout 2012 (comparable data was not available at the time of this report), and should be considered for comparison purposes only. The following observations are offered based on review of the data contained in Appendix 1:

- Over 67% of the dwellings in Yorkton were owner-occupied (c.f. 72% for Saskatchewan)

- The labour force participation rate in Yorkton was 64% (c.f. 68% for Saskatchewan)

- The unemployment rate in Yorkton was 5.7% (c.f. 5.6% in Saskatchewan)

- The four most important economic sectors for employment of Yorkton residents (Standard North American Classification System) were as follows:
  - Health care and social services
  - Retail trade
  - Business services
  - Educational services
  - Manufacturing

- The average house price in Yorkon ($110,958) was slightly lower than in Saskatchewan as a whole ($132, 111). However, In 2010 this number had reached 190,000 for the City of Yorkton.

4.2 Population Trends and Projections

The study of past population trends provides a basis for projections of future population. In this section, such trends are identified and projections made for the City of Yorkton to help determine future needs and demands for future development, municipal infrastructure and other community services, as well as other implications of projected population changes.

Projecting future populations is, at best, an approximate "science", dependent fully on the quality of assumptions that are made about what people will do in the future. Projecting future population change for the City of Yorkton is further complicated by the relatively small size of the community's population (thus unanticipated births, deaths or migration of relatively few people can have a proportionately large impact on percentage changes).

Population data used for the purposes of this analysis and projections of population change were obtained from the Saskatchewan Health Covered Population (SHSP) count. *As of 2011, Health Covered Population data indicates a total City population 18,471; this figure is used as the "current population" for the purposes of all projections, apart from the Halley projection which uses the most current Saskatchewan Health data (births and deaths) at the time of this report (2009).* The 2009 Health Covered Population was 17,608. Statistics Canada census data has been used to show historical population trends.

It is important to note that the covered population is based on eligibility for health insurance benefits in Saskatchewan and because the provincial health registry is updated through a renewal process every three years, decreases have been observed in the covered population following previous health card renewal years (i.e. persons who cease to be eligible are removed from the system). The covered population figures have been closest to Statistics Canada population estimates in the year following a health card renewal. As shown in Figure 4-1, 1991, 1994, 1997, 2001, 2003, 2006, and 2009 were all following the health card renewal year and thus indicate a "dip" in the population.

Another dip noted in the historical population is shown between 2010 and 2011. Although Saskatchewan Health population numbers show a decline between 2010 to 2011, the drop is an error.

The drop in the population can be explained by an allocation error made by Saskatchewan Health that caused many of its figures in 2010 to be inaccurate. A switchover was made to a new method of trying to calculate them, however, where certain information wasn't in the record; it defaulted back to some old information. The mistake was rectified in the 2011 numbers and thus, is why a decrease is shown from 2010 to 2011. The CEO of eHealth Saskatchewan estimates that the correct figure for Yorkton in 2010 would have been around the 18,000 mark, making the average annual growth from 2010 to 2011 around 2.5%.[2] Although Sask Health numbers will continue to show this error, we have used 18,000 as the corrected number for 2010.

4.2.1 Recent Trends

Historical population trends for the City of Yorkton for the period of 1991 - 2011 are presented in Table 4-1 and Figure 4-1. According to Statistics Canada, between 2001 and 2006, the City population decreased at an average annual rate of -0.09%. Between 2006 and 2011, this trend reversed, with an average annual population growth rate of 0.82%. During the full ten-year period, average annual population growth was approximately 0.37%.

According to the 2011 SHSP data, the population of Yorkton grew at an average annual rate of 0.89% over the last ten years (2001-2011). Within the last five years (2006-2011), the average annual population growth was 1.65%.

TABLE 4-1: HISTORICAL POPULATION GROWTH CITY OF YORKTON 1991 - 2011

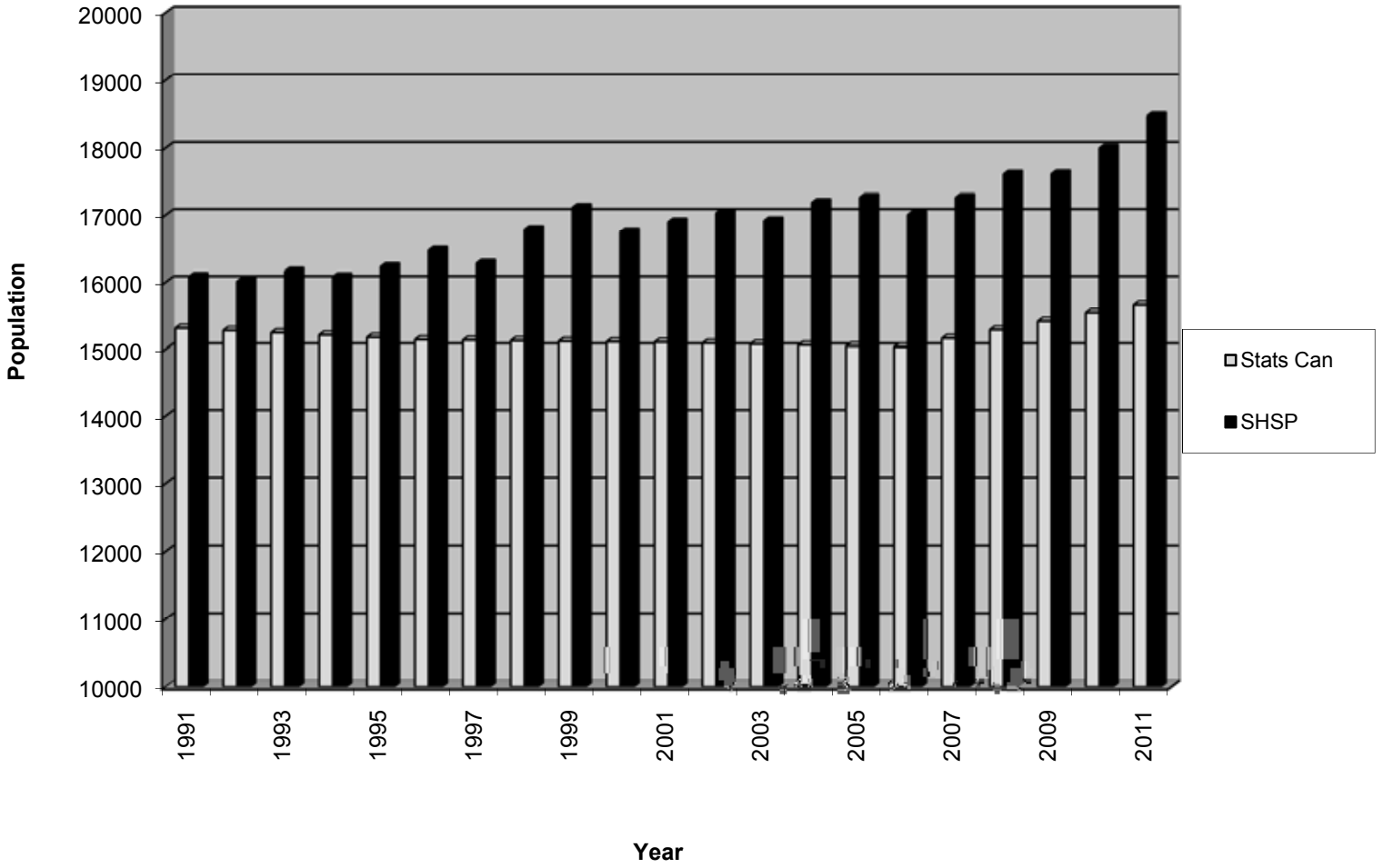
Year	Population (SHSP Population)	% Change	Population (Stats Can)	% Change
1991	16,086	--	15,315	--
1992	16,014	-0.4%	--	--
1993	16,162	0.9%	--	--
1994	16,082	-0.5%	--	--
1995	16,230	0.9%	--	--
1996	16,473	1.5%	15,145	-1.1%
1997	16,280	-1.2%	--	--
1998	16,783	3.1%	--	--
1999	17,113	2.0%	--	--

[2]Chris Putnam, "Yorkton Population Numbers In", Yorkton This Week, January 18th, 2012.

2000	16,747	-2.1%	--	--
2001	16,898	0.9%	15,107	-0.3%
2002	17,032	0.8%	--	--
2003	16,916	-0.7%	--	--
2004	17,186	1.6%	--	--
2005	17,261	0.4%	--	--
2006	17,006	-1.5%	15,038	-0.5%
2007	17,260	1.5%	--	--
2008	17,603	2.0%	--	--
2009	17,608	0.0%	--	--
2010	18,000 (corrected)	2.2%	--	--
2011	18,471	2.6%	15669	4.2%
Net Change 1991-2011	2,403	--	354	--
Average Annual Growth (20 year) 1991-2011	--	0.69%	--	0.11%
Net Change 2001-2011	1,573	--	562	--
Average Annual Growth (10 year) 2001-2011	--	0.89%	--	0.37%
Net Change 2006-2011	1,465	--	631	--
Average Annual Growth (5 year) 2006-2011	--	1.65%	--	0.82%

While it is evident that growth has been occurring in the City of Yorkton over the last ten years, there is noted difference between the two trends (0.82 vs. 1.65%), the large difference seen between the two statistics can be explained through the procedure in which the population is counted as detailed above. As the covered population figures have been closest to Statistics Canada population estimates in the year following a health card renewal it is important to look at the last year in which a health card renewal was done (2009). Population growth between 1999 - 2009 (ten year growth trend) shows an average annual growth of 0.29% and population growth between 2004-2009 (five year growth trend) shows an average annual growth rate of 0.49%.

Figure 4-1: City of Yorkton
Historic Population 1991 - 2011



4.2.2 Population Projections

On the basis of past and present population size and structure, birth rates, death rates and migration patterns in the City of Yorkton, it was possible to develop several projections for population change in the City of Yorkton to the year 2059. The first projection (projection #1) was made using the Cohort Survival Method, with the software program Halley. Developed by Ned Levine (Los Angeles: Graduate School of Architecture and Urban Planning, University of California, 1983), this population program is designed to project and analyse population over a twenty year period, factoring in three key variables: mortality, fertility and migration. A simple geometric extrapolation was then used to project the twenty year population to 2059. The benefit of using the Halley projection is that we are able to see the breakdown of demographics over a twenty year time frame. As noted above, at the time of this report, only the SHSP 2009 birth and death data was available, so this is the data that has been used in order to see a breakdown of demographics.

The first projection as described above, shown in Table 4-2, is based on unadjusted migration rates, however, two additional projections have also been performed using the Cohort Survival Method (using SHSP 2009 data), adjusting the migration rates over the twenty year time frame showing medium and high growth rates of 1.0% and 2.0% (projection #2 and projection #3, respectively). This gives us an indication of demographic breakdown taking into account migration in the young labour force in the City of Yorkton.

Three additional projections have also been performed (Table 4-6 & Figure 4-2), using 2011 SHSP data, in order to account for recent growth (2010 to 2011) and taking into account economic factors (as described below), creating a medium 2.2% growth rate over the next 25 years and 1.9% over the entire 50 year time frame and a high (2.75%) projection for the City of Yorkton to the year 2061. These additional projections are simple linear growth projections and show growth in the City of Yorkton over the next 50 years.

Table 4-2 shows population projections that suggests that Yorkton will see a growth in population (based on historic birth, death and migration rates). The extrapolated ten year trend (SHSP) suggests that the population will increase by approximately 1,854 residents over the twenty year time frame (2009 - 2029) and to a potential additional 4,995 residents over the fifty year time frame (2009 - 2059). Accounting for an increase in migration over what was seen between 1999-2009 (Projection #3 - 2.0% average annual growth rate), a potential increase of 8,782 residents over the twenty year time frame (2009 - 2029) could potentially be seen.

The population structure as well as the projected changes in terms of percentages of total population for the cohort-survival method projection (unadjusted) are presented in Table 4-3 for a twenty year time period (2009 - 2029). It is noted that as the population ages, seniors (65+) will constitute a larger proportion of the population, increasing from 19.2% to 21.9%. In addition to this, growth in the proportion of population will also increase in preschool and elementary aged kids, increasing from 6.2% to 8.8% and from 12.0% to 15.0%, respectively. The dependency ratio will increase, due to an increase in the proportion of seniors, preschool and elementary aged kids, from 0.60 to 0.84, creating an increased cost on the productive portion of the population (i.e. ages 15 - 64).

TABLE 4-2: CITY OF YORKTON
POPULATION PROJECTIONS 2009 - 2059
(Adjusted Migration Rates)

Projection	Year										
	2009	**2014**	**2019**	**2024**	**2029**	**2034**	**2039**	**2044**	**2049**	**2054**	**2059**
Unadjusted Migration Rate *Halley* **(Projection #1)**	17,608	17,807	18,264	18,746	19,462	19,953	20,457	20,974	21,503	22,046	22,603
Adjusted Migration Rate - Medium (1.0%) *Halley* **(Projection #2)**	17,608	18,198	19,127	20,049	21,408	22,500	23,648	24,854	26,122	27,454	28,855
Adjusted Migration Rate - High (2.0%) *Halley* **(Projection #3)**	17,608	18,726	20,268	22,953	26,390	29,137	32,169	35,517	39,214	43,296	47,802

Alternatively, assuming that migration will occur in the prime working age group of 20-44, a medium (1.0% average annual growth rate) and high (2.0% average annual growth rate) projection have also been performed to give an indication of how the demographic structure of the population will change over the twenty year time frame (Table 4-4). The medium projection suggests that the population will grow to over 21,000 in the twenty year time frame (2009 - 2029). The high projection assumes that the population will increase to over 26,000 (Table 4-5). Projecting the population beyond the twenty year time frame to 2059, suggests that the population could potentially reach 28,855 under the medium scenario and 47,802 under the high scenario. What is important to note in these projections is the change in the demographic structure of the population over the twenty year time frame. The breakdown of the medium projection is presented in Table 4-4. Assuming that migration will increase in the prime working age group of (20-44), the proportion of seniors will only rise slightly from 19.2% to 19.9%. The largest changes that will be seen are in the preschool aged group (0-4) in which the proportion will increase from 6.2% to 9.6% and in the old labour force, which will decrease from 24.9% of the population to 20.1% of the population. Under the medium growth assumption, the dependency ratio will increase from 0.60 to 0.79.

Under the high growth assumption, presented in Table 4-5, seniors will actually decrease as a proportion of the population, going from 19.2% to 16.2%. The old labour force (45-64) will see a significant decrease in the proportion of the population, from 24.9% to 17.8%. The largest increases will be seen in the young labour force (20-44), due to in-migration of this age demographic and preschool aged children who will increase from 6.2% of the population to 10.1%.

TABLE 4-3: CITY OF YORKTON
PROJECTED POPULATION STRUCTURE (2009 - 2029)
(Unadjusted Migration Rates)

AGE GROUP	2009		2014		2019		2024		2029	
	No.	%	No.	%	No.	%	No.	%	No.	%
Preschool (0-4)	1099	6.2	1190	6.7	1313	7.2	1482	7.9	1704	8.8
Elementary (5-14)	2117	12	2295	12.9	2393	13.1	2692	14.4	2918	15
High School (15-19)	1243	7.1	1101	6.2	1090	6	1229	6.6	1250	6.4
Young Labour Force (20-44)	5396	30.6	5380	30.2	5249	28.7	5150	27.5	5117	26.3
Older Labour Force (45-64)	4378	24.9	4585	25.7	4603	25.2	4344	23.2	4204	21.6
Seniors (65+)	3375	19.2	3256	18.3	3616	19.8	3849	20.5	4269	21.9
Total	**17608**	**100**	**17807**	**100**	**18264**	**100**	**18746**	**100**	**19462**	**100**

TABLE 4-4: CITY OF YORKTON
PROJECTED POPULATION STRUCTURE (2009 - 2029)
(Adjusted Migration Rates - Medium Growth Assumption)

AGE GROUP	2009		2014		2019		2024		2029	
	No.	%	No.	%	No.	%	No.	%	No.	%
Preschool (0-4)	1099	6.2	1226	6.7	1429	7.5	1591	7.9	2040	9.5
Elementary (5-14)	2117	12	2295	12.6	2430	12.7	2860	14.3	3155	14.7
High School (15-19)	1243	7.1	1101	6.1	1090	5.7	1230	6.1	1288	6
Young Labour Force (20-44)	5396	30.6	5691	31.3	5870	30.7	6085	30.4	6349	29.7
Older Labour Force (45-64)	4378	24.9	4629	25.4	4692	24.5	4434	22.1	4307	20.1
Seniors (65+)	3375	19.2	3256	17.9	3616	18.9	3849	19.2	4269	19.9
Total	17608	**100**	18198	**100**	19127	**100**	20049	**100**	21408	**100**

TABLE 4-5: CITY OF YORKTON
PROJECTED POPULATION STRUCTURE (2009 - 2029)
(Adjusted Migration Rates - High Growth Assumption)

AGE GROUP	2009		2014		2019		2024		2029	
	No.	%	No.	%	No.	%	No.	%	No.	%
Preschool (0-4)	1099	6.2	1266	6.8	1558	7.7	1856	8.1	2656	10.1
Elementary (5-14)	2117	12	2295	12.3	2469	12.2	3049	13.3	3561	13.5
High School (15-19)	1243	7.1	1101	5.9	1090	5.4	1231	5.4	1330	13.5
Young Labour Force (20-44)	5396	30.6	6134	32.8	6755	33.3	8263	36	9882	37.4
Older Labour Force (45-64)	4378	24.9	4674	25	4780	23.6	4705	20.5	4692	17.8
Seniors (65+)	3375	19.2	3256	17.4	3616	17.9	3849	16.8	4269	16.2
Total	17608	**100**	18726	**100**	20268	**100**	22953	**100**	26390	**100**

The last three projections (Projections #4, #5 & #6 in Table 4-6) were made using 2011 SHSP data. Projection #4, shows a linear growth rate using the 5 year historical trend of 1.65%. Projections #5 & #6 use the assumption that migration rates will increase over the next several years (over the five year historical trend). This assumption is made to account for the following factors: a potential Agrium potash mine which will create 450 new jobs and a potential BHP Billiton potash mine in the Bangor area (two drill rigs are currently operating and a large seismic survey is underway with an estimation of 500 direct jobs at the mine); and an expansion to Mosaic's Esterhazy mine, resulting in 250 new jobs being created. In total, it has been estimated that a total of 1,200 direct jobs will result from all three of these potash mines.

The U.S. Bureau of Economic Analysis[3] lists employment multipliers by industry aggregation, showing a range of mining multipliers from 2.0 to 2.1. For these projections, an employment multiplier of 1.5 has been used to calculate potential net employment gain, meaning for each new job in a primary industry, 0.5 induced or indirect jobs will be created as well. An employment multiplier of 1.5 is a relatively conservative number to use based on the fact that export or basic industries (i.e. potash and canola) which produce and sell goods that bring in new income from outside the area (i.e. product is exported) create a larger multiplier effect than industries that produce goods and services consumed locally. This is evidenced by research done by Stabler and Olfert in 1992 (Restructuring Rural Saskatchewan: The Challenge of the 1990's), in which they state, "Development of a major mine in the vicinity of a community can produce a local boom in housing and commercial development. Several dramatic examples of this phenomenon were apparent in Saskatchewan during and after the 1960s when potash mines were developed at several locations in the central and southeastern parts of the province". It is also pointed out in their research that in addition to population and commercial development growth, relative gains in business were also apparent. Using an employment multiplier of 1.5 equates to a net increase of 1,800 new jobs (1,200 new jobs multiplied by 1.5 to account for spin-off effects).

For the purpose of our analysis, we will assume that 75% of people migrating to the area will make Yorkton their permanent residence due to the fact that Yorkton is the largest trading centre in the region and its many amenities will serve to draw a large portion of these new workers. Based on this assumption, 1,350 new workers will relocate to Yorkton. Yorkton's average household size, based on the Federal Census in 2011, is the City's population from 2011 (15,669) divided by the number of private dwellings located in the city during the same time (7,175), yielding an average household size of 2.2 persons. Based on Yorkton's average household size, it has been assumed that a total of 1,350 new jobs will actually bring in a total of 2,970 new people (i.e. 1,350 multiplied by 2.2).

Projection #5 shows the implications of a large influx of workers over a five year time frame (i.e. after 2021, it is assumed that population growth will then return to 1.65% growth per year). Table 4-6 demonstrates these implications.

---

[3] U.S. Department of Commerce, Regional Multipliers: A User Handbook for the Regional Input-Output Modeling System, March 1997, Third Edition. (Economics and Statistics Administration - Bureau of Economic Analysis), 54.

Under Projection #5, population growth will increase by an average annual growth rate of 2.21% should an additional 2,970 people move to Yorkton in the next five years, yielding a population of 32,088 over the next twenty five years. Under these assumptions, over the 50 year time frame, the population will reach 48,341. This is an average annual growth rate of 1.9% over the full fifty year time frame.

The sixth projection (Projection #6) creates a safety factor (+0.5%) over the imminent growth that will be created due to the development of potash mines in the region. Based on a 2.75% average annual growth, Projection #6 shows that the City of Yorkton could potentially see its population increase to 36,395 over a twenty five year time frame. The City would see between 537 people per year to 923 people per year over the next twenty five years. Based on Saskatchewan Health population numbers, this number is feasible, due to the error made in calculating the 2010 population number, which should have shown Yorkton's population in the range of 18,000 people (with the correction made Yorkon saw a growth rate of 2.5% between 2010 - 2011).

It is important to note that municipalities in Saskatchewan have in the recent past underestimated their population growth. The City of Saskatoon has been growing at a rate of 2.5% consistently for the past five years and the City's Planning and Development Department expects the trend to continue as long as the economy thrives and employment is plentiful (Star Phoenix "Rapid Population Growth Poses Challenges", December 29th, 2011).[4] Recent population projections completed for the City of Saskatoon have underestimated the actual population numbers (The City of Saskatoon and the Saskatoon Health Region Population Projections 2006 - 2026, June 2010).

The implications of underestimating population growth for a municipality poised for rapid growth are much larger than overestimating population numbers (i.e. a shortage of land versus the ability to meet and respond to demand in a planned and timely fashion). It is reasonable to assume that growth in the City of Yorkton will continue to be strong, like other urban, regional centres in the province have observed. To demonstrate the implications of this, two projections have been used in the following sections, as preferred growth scenarios, in determining future land needs (Table 4-6 Projections #5 & #6 - 2.21% and 2.75% average annual growth rates respectively). As pointed out by Kasier et al, "Instead of a single projection, a population or economic forecast usually should include several projections in order to create an interval or bracketed forecast of future population or employment and to engage policy makers and the public in discussion of both the underlying assumptions and future impacts".[5]

[4] Jason Warick, "Rapid Population Growth Poses Challenges", The Star Phoenix, December 29th, 2011.

[5] Edward J. Kaiser, et al,. Urban Land Use Planning (University of Illinois: Board of Trustees, 2006) 143-144.

TABLE 4-6: CITY OF YORKTON
POPULATION PROJECTIONS 2011 - 2061

Projection	Year										
	2011	**2016**	**2021**	**2026**	**2031**	**2036**	**2041**	**2046**	**2051**	**2056**	**2061**
Five-year Trend (SHSP 1.65%) **(Projection #4)**	18,471	20,049	21,761	23,620	25,637	27,827	30,024	32,783	35,584	38,623	41,922
Five-Year Trend Plus extra 594 people per year between 2011-2016) **(Projection #5)**	18,471	23,118	25,093	27,263	29,563	32,088	41,682	37,804	41,032	44,537	48,341
2.75% Average Annual Growth **(Projection #6)**	18,471	21,154	24,228	27,747	31,778	36,395	41,682	47,737	54,627	62,641	71,710

4.2.4 Projected Housing Demand and Associated Land Requirements

Population projections based on historical trends for the City of Yorkton seem to indicate steady growth and recent construction activity shows the number of housing starts has steadily increased over the past five years. Over the past few years (starting in 2007), the demand for real estate has dramatically increased in most areas of the province, including Yorkton. It is too early to predict the implications of this from a land consumption perspective, but it appears that these increases in demand are far beyond that which is demonstrated by the trends of the past 10-20 years. As noted in Table 4-7, housing starts in the City of Yorkton have increased dramatically over the past four years, increasing by 44% (191 housing starts since 2007) from the years previous (133 housing starts between 2001 and 2006).

TABLE 4-7: CITY OF YORKTON
HOUSING STARTS 2001 - 2010

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Housing Starts	23(5)	28(0)	15(1)	23(1)	25(1)	19(0)	59(11)	54(6)	48(4)	28(8)	26(7)

*numbers in brackets indicate multiple unit dwelling permits

Assuming that the average household size in Yorkton remains at the current 2011 level (2.2 persons per dwelling), it is possible to project the number of new dwelling units that will be needed in the City to accommodate residential growth. The range of required dwellings units has been calculated from the preferred projections #5 & #6 (in table 4-6) over a twenty five year time frame.

From the information presented in Table 4-7, it can therefore be estimated that, assuming an average annual growth rate between 2.2% and 2.75%, there will be an additional 2,617 - 3,010 dwelling units in Yorkton by the year 2021. By 2036, the total number of additional dwelling units could range between 6,160-8,148.

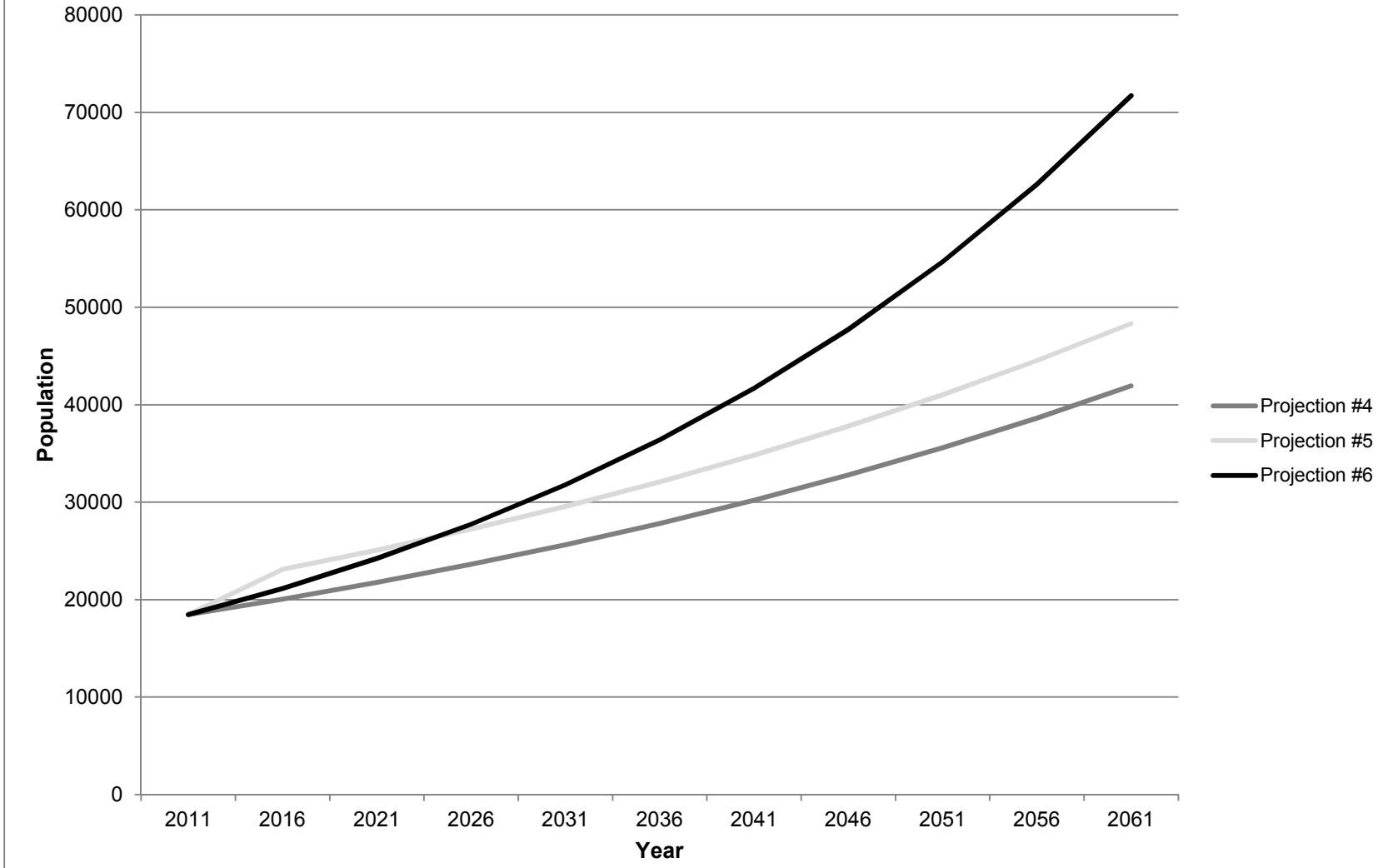
Assuming an average dwelling unit density of 6 units per gross acre, an additional 436 - 502 acres (176 - 203 ha), approximately, will be needed within the next ten years, solely to accommodate additional residential development. Over the next twenty five years, a total of 1,027 - 1,358 acres (416 - 550 ha), approximately, of additional land could be required to accommodate residential growth. These estimates do not include any allowance for non-residential development except for dedicated lands.

TABLE 4-8: CITY OF YORKTON
PROJECTED ADDITIONAL DWELLING UNITS

Projection	Year						
	2011	2016	2021	2026	2031	2036	Avg. Housing Starts per year
Projection #5	--	2,112	3,010	3,984	5,042	6,160	246
Projection #6	--	1,220	2,617	4,217	6,049	8,148	325

A breakdown of existing proposed residential development will be discussed in Section 6.2 Available Serviced Lands.

Figure 4-2: City of Yorkton
Population Projections 2011 - 2061



5. SERVICES AND INFRASTRUCTURE

5. SERVICES AND INFRASTRUCTURE

Municipal infrastructure includes (but is not limited to) roadways, sidewalks, alleyways, raw water supply systems, water treatment facilities, potable water booster stations, water distribution piping and fire protection, sanitary sewer collection piping, sewage lift/pumping stations, wastewater treatment facilities, storm water collection systems, airports, and solid waste disposal facilities. All lands considered for development, redevelopment, or expansion in the City of Yorkton (COY) will be required to tie-in to these existing systems. Consideration should be given to the capacities of existing infrastructure components when designating land for future use. The existing infrastructure system in the COY has a number of positive physical attributes, including a gently sloped topographic profile allowing for gravity drainage in most areas for sewer and storm water, and native soils that allow for easy excavation and trenching for piping installations and roadway construction. The following sections discuss existing infrastructure systems, and the potential need for infrastructure upgrades in areas considered for development or expansion. Assessments have been made based on existing system capacities and growth projections for the City of Yorkton, and do not account for the physical conditions of the facilities themselves.

Photo 5-1: City of Yorkton Fire Hall

5.1 POTABLE WATER SYSTEM

5.1.1 Raw Water Supply

The City of Yorkton (COY) has a number of groundwater production wells that supply all of the raw water for the City's needs. There are currently 12 wells in operation. Most of the City groundwater wells have protective buildings over the well heads, while the remainder are equipped with pitless adapters and locking caps except for Well 2B which has a casing but no pump or adapter at this time.

Information collected for the City of Yorkton Facilities Management[6] project suggests that Well 6 (installed in 2000) is operating but the control building requires replacement. There was no mention of when that work is scheduled. The following figure shows the locations of the City of Yorkton groundwater wells. The subsequent photos show a typical COY raw water well.

Photo 5-2: City of Yorkton Groundwater Pumphouse #10

Photo 5-3:

[6]City of Yorkton Department of Public Works, 2010 *Building Assessment Facilities and Environment Final Report*. Associated Engineering (Sask.) Ltd. Saskatoon, SK. March 2011.

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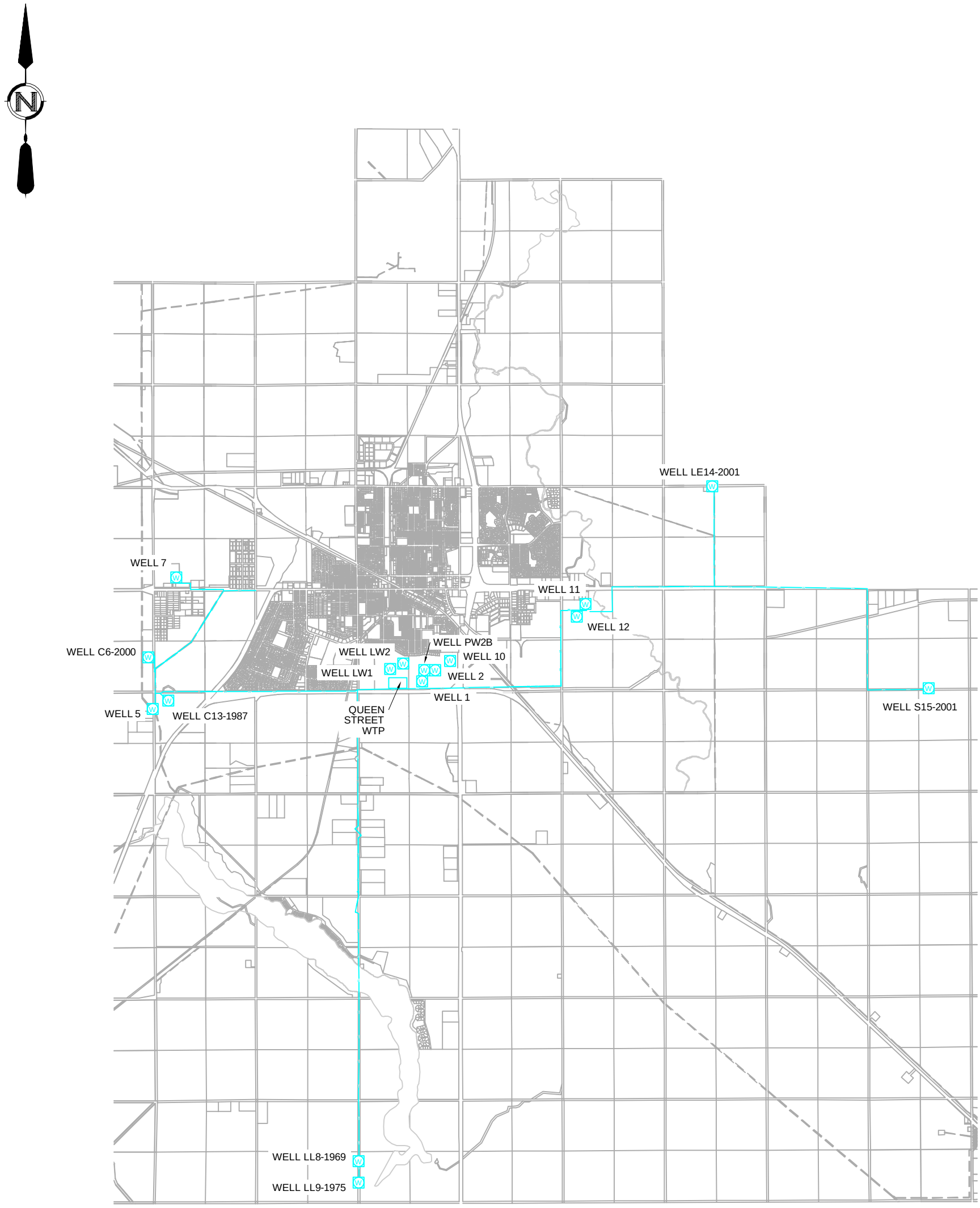
DATE: 2012-02-27, Jeff Lundgren



PROJECT No.	COY
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SCALE:	NTS
DWG. No.	FIGURE 5.1

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YORKTON UTILITIES

RAW WATER SUPPLY

FIGURE 5.1

The wells are distributed over a total of five (5) aquifers surrounding the City of Yorkton. There are no anecdotal reports of the wells biofouling outside the normal rate of biological activity typical of Saskatchewan groundwater. A summary table of the wells and their allocated production volumes, as approved by the Saskatchewan Watershed Authority, is shown below.

TABLE 5-1:
GROUNDWATER WELL PRODUCTIONS SUMMARY[7]

Well Name	Install Date	Approved Diversion Rate (L/s)	Approved Allocation Volume (m^3/yr)
Logan West Well Field			
Well LW1	2007	pending	pending
Well LW2	2007	pending	pending
Well 2A	1957	30.0	136,000
Well 2B	2011	pending	pending
Well 10	1979	pending	pending
Logan East Well Field			
Well 11	1981	50.0	pending
Well 12	1987	50.0	pending
Well LE14-2001	2001	75.0	800,000
Collacott Well Field			
Well 4A	decommissioned	pending	pending
Well 5	1952	pending	pending
Well C6-2000	2000	30.0	493,000
Well 7	1967	23.0	493,000
Well C13-1987	1987	pending	pending
Leech Lake Well Field			
Well LL8-1969	1969	57.0	1,110,000
Well LL9-1975	1975	pending	pending
Sturdee Well Field			
Well S15-2001	2001	75.0	1,000,000
Well 16	-	pending	pending

The Beckie Hydrogeologists Ltd. report[7] states that the existing raw water allocations as well as unused allocations from decommissioned wells (Wells 3, 4A, and 5) give the City a total approved allocation volume of 4,648,000 m^3 per year (12,734 m^3/day). The report also states that since 2009 when the City began providing treated water to two (2) local seed crushing operations, the City's average day groundwater use has been 2,715,000 m^3/year (7,438 m3/day).

[7] Famulak, Mike, P.Geo., P.Geol., *City of Yorkton Water Treatment Plant, Wastewater Reuse Feasibility Study - Hydrogeology*. Beckie Hydrogeologists Ltd. Regina, Saskatchewan. December 2011.

5.1.2 Water Treatment

In the past, the COY owned and operated a number of water treatment plants (WTP), most recently including the Borden WTP, WTP #3 and WTP #4. Water treatment operations were consolidated with the construction of the Queen Street Water Treatment Plant. The Queen Street WTP (hereafter referred to as the QSWTP) provides treated potable water for the City as a whole and has been designed to accommodate future growth up to a design population of approximately 28,875 people.

The treatment process train has a rated capacity of 22,000 m^3/day. Provisions have been made so that a third process train may be added in the future, which would provide a total treated water production volume of 33,000 m3/day. Expansion beyond that production value in the future is also possible.

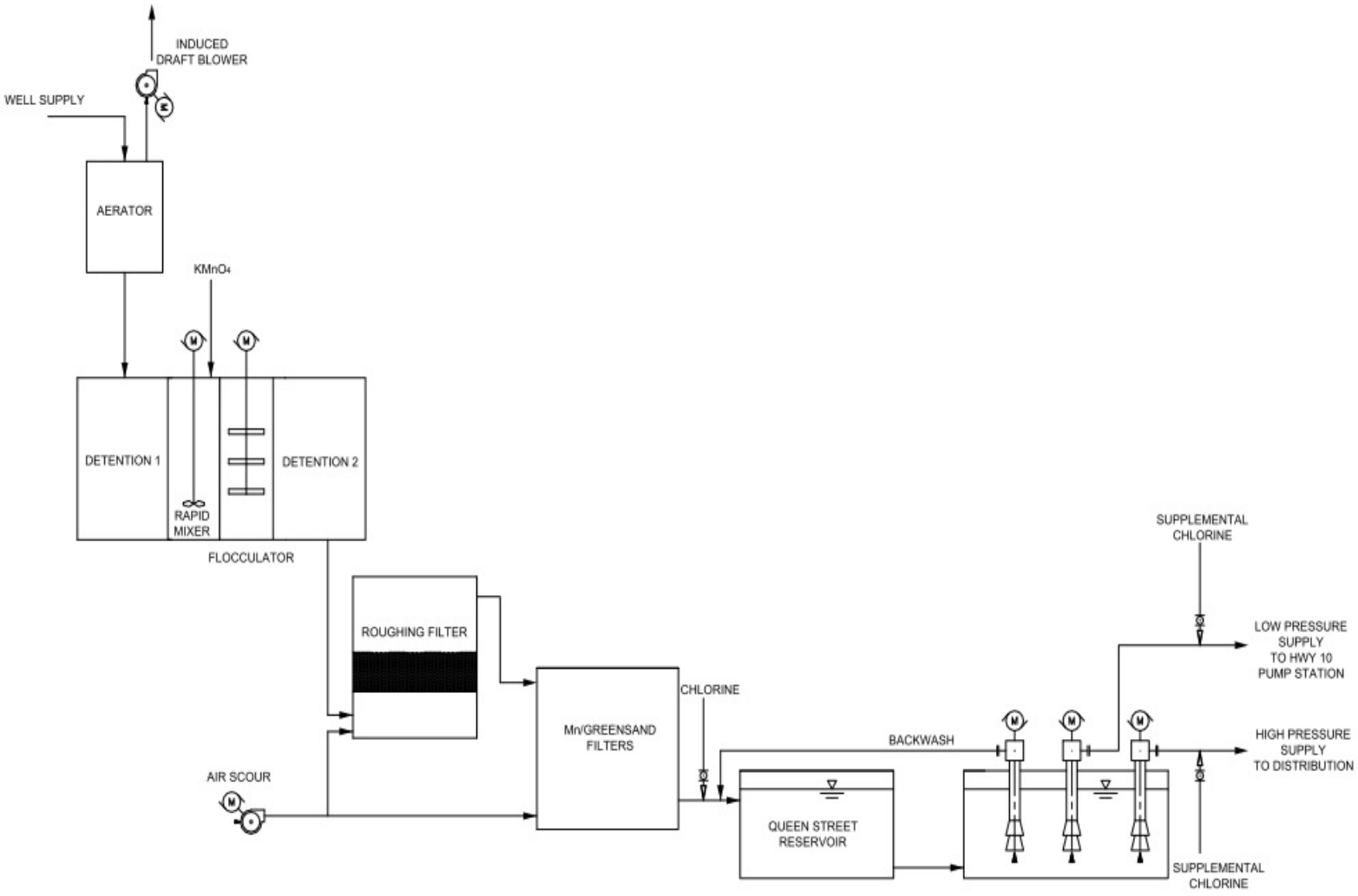
The QSWTP is a groundwater treatment plant, receiving raw water from the City's production well field. The water treatment process train is as follows:

Aeration of raw water;
Detention time for iron oxidation;
Addition of Potassium Permanganate (KmNO4) for manganese oxidation;
Flocculation of iron and manganese particulates with additional detention time;
Upflow roughing filtration to improve downstream gravity filter performance;
Gravity filtration using anthracite and manganese greensand plus media; and,
Gas chlorination for residual disinfection.

Details pertaining to the WTP construction and equipment are included in the *Queen Street Water Treatment Plant Pre-Design Report*[8] . The following figure illustrates the treatment process for the City of Yorkton WTP.

[8] City of Yorkton Water System Expansion, *Queen Street Water Treatment Plant Pre-Design Report, June 2007.* Associated Engineering (Sask.) Ltd., Saskatoon, SK.

Figure 5-2: Queen Street Water Treatment Plant Process Diagram



The following photo shows the Queen Street WTP as it nears completion.

Photo 5-4: Queen Street Water Treatment Plant

As previously stated, the WTP has a current production capacity of 22,000 m^3/day with an ultimate design capacity of 33,000 m^3/day. This value was determined using a design horizon of 2030, a design population of 28,874 persons, and a treated water demand of 450 L/c/day. The *Guide to Waterworks Design (2008)*[9] states that water treatment processes should be designed to meet the maximum day demands for the design year, plus have the capacity to address storage or fire flow requirements. In conjunction with the WTP design, the *Water System Objectives*[10] report recommended a max day factor of 2.5, and a peak hour factor of 4.0 be used. Under these conditions, the WTP has been designed to meet the 2030 max day demand of 32,483 m^3/day and the 2030 peak hour demand of 601.5 L/s.

5.1.3 Water Storage and Distribution

The City of Yorkton has a potable water storage reservoir at the Queen Street WTP. The City water tower, constructed in 1998, provides both additional potable water storage and hydraulic pressure to the distribution system. The Park Street WTP has been decommissioned, but the reservoir is reported to be in fair condition. The City may wish to consider rehabilitation of the facility as an additional potable water storage reservoir or conversion to a booster station in the future. The reservoir at the decommissioned WTP #4 remains in use and the facility is being converted for use as a potable water booster station for operation in 2012. The following table provides a summary of the potable water storage facilities in the City of Yorkton.

[9] SaskH2O. *A Guide to Waterworks Design*, January 2008, EPB 201. Saskatchewan Ministry of Environment. Regina, Saskatchewan.

[10] City of Yorkton Water System Expansion, *Water System Objectives*. Associated Engineering (Sask.) Ltd., Saskatoon, Saskatchewan. January 2005.

TABLE 5-2:
SUMMARY OF POTABLE WATER STORAGE RESERVOIRS

Reservoir Name	Construction Type	Nominal Capacity (m^3)	Comments
Queen Street Reservoir	Reinforced Concrete Below grade	17,830 m^3	Constructed in 2006
Water Tower	Steel Reinforced Concrete Pedestal	1,360 m^3	Radial Cone Tank Bottom
WTP #4 Reservoir	Reinforced Concrete Below grade	6,810 m^3	Constructed in 1981

Records obtained from the City show a total of 6,946 metered potable water services in 2011. These services consumed a total of 2,626,839 m^3 (693,937,353 Gal), or the equivalent of 390 litres or potable water per person per day (based on a 2011 population of 18,471 persons). This calculated per capita treated water consumption value is considered accurate and conservatively exceeds the *Guide to Waterworks Design* per capita recommended design value of 350 L/day. The *Guide to Waterworks Design* states that municipal potable water storage systems with fire protection should have a minimum capacity able to meet twice the average daily demand of the community. The following table shows the current storage capacity compared to the required capacity as the City population expands according to the population projections discussed previously in this report.

TABLE 5-3:
COMPARISON OF STORAGE CAPACITY TO POPULATION

Item Description	2011	2016	2021	2026	2031	2036
Population Projections[1]	18,471	21,154	24,228	27,747	31,778	36,395
Total Potable Water Storage Capacity	26,000 m^3	26,000 m^3	26,000 m^3	26,000 m^3	26,000 m^3	26,000 m^3
Average Day Demand (calculated using 350 L/c-day)	6,465 m^3	7,404 m^3	8,480 m^3	9,712 m^3	11,122 m^3	12,738 m^3
2x Average Day Demand (calculated using 350 L/c-day)	12,930 m^3	14,808 m^3	16,960 m^3	19,422 m^3	22,244 m^3	25,476 m^3
Average Day Demand (calculated using 390 L/c-day)	7,204 m^3	8,250 m^3	9,449 m^3	10,821 m^3	12,393 m^3	14,194 m^3
2x Average Day Demand (calculated using 390 L/c-day)	14,408 m^3	16,500 m^3	18,898 m^3	21,642 m^3	24,786 m^3	28,388 m^3

Notes:
(1) Population projections and their derivation were discussed previously in this report, and have been determined using an average annual growth rate of 2.75%.

Using the MOE suggested water consumption value of 350 L/c/day, the City potable water storage capacity appears to be adequate to meet requirements up to the year 2036. Using the actual water consumption value of 390 L/c/day for 2011, the City could require more potable water storage before 2036 to meet fire protection conditions. Considering the use of a 2.75% annual growth rate, and the aggressive growth rates currently being experienced by a number of Saskatchewan communities, it is recommended that the City re-examine their potable water storage requirements in ten to fifteen (10-15) years or sooner if the City expects any new high demand commercial or industrial users.

Photo 5-5: City of Yorkton Water Tower

The City began installing their underground potable water distribution piping system in the early 1900's with moderate growth until the mid-1970s when the distribution system experienced significant growth. The City has historically maintained accurate records of water distribution piping maintenance activities and repairs. This information is currently being used with a pro-active approach to develop a plan for large scale replacements as the system ages. The distribution system as it exists today is summarized in the following table, including piping break incident numbers by material type.

The City of Yorkton currently has water distribution pumps at the QSWTP (248 L/s @ 52.8 m TDH), and at the Highway 10 Pumping Station Reservoir (2 pumps - 60 L/s @ 50 m TDH each) locations. Additional distribution pumping capacity may be added to the WTP #4 Reservoir when it is converted to a potable water pressure boosting station later this year (in 2012). The water tower also provides hydraulic pressure to the distribution system as its primary function.

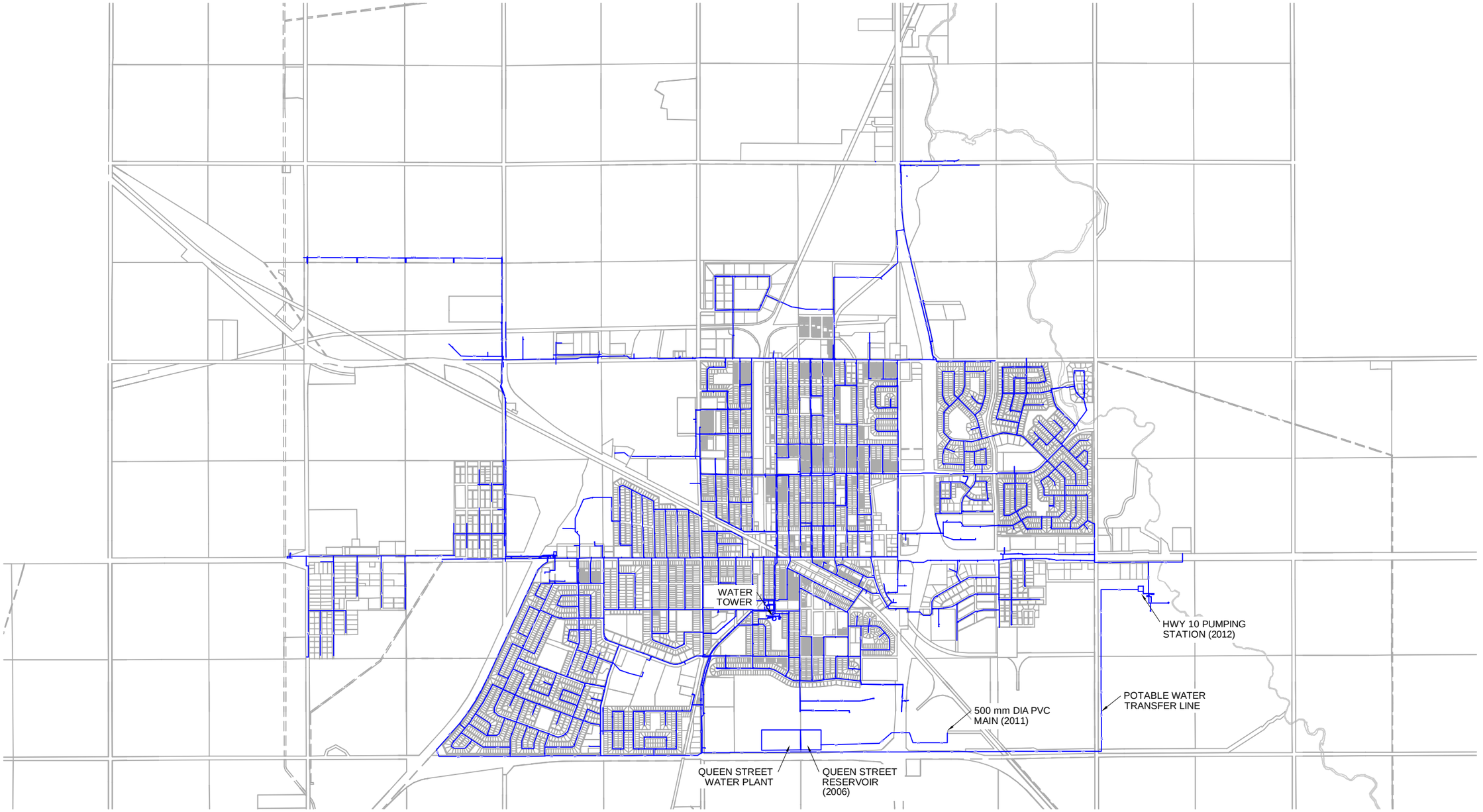
TABLE 5-4:
POTABLE WATER DISTRIBUTION PIPING SUMMARY[11]

Material Type	Piping Length (m)	% of System	# Breaks Since 1984
Polyvinylchloride (PVC)	82,400	46.6	-
High Density Polyethylene (HDPE)	6,100	3.4	-
Ductile Iron (DI)	2,600	1.5	1
Cast Iron (CI)	46,400	26.2	208
Asbestos Cement (AC) / Transite	22,100	12.5	39
Unknown	17,300	9.8	5
Total:	**176,900**	**100**	**253**

The City has a water main replacement program in place with a $600,000/year budget. The majority of the work done under the program was historically based on immediate need and break history. After an unprecedented number of water main breaks in the 1970s, The City engaged in an aggressive water main replacement program in the 1980s. Aside from replacements due to immediate need, the City currently selects sections of water main piping for replacement based on a number of factors including criticality, consequence of failure, material type, and age.

The figure on the following page shows the basic arrangement of the potable water distribution system for the City of Yorkton.

[11] City of Yorkton Public Works, *Water Distribution, Wastewater Collection Infrastructure Inventory Report*. Associated Engineering (Sask.) Ltd., Saskatoon, Saskatchewan. May 2011.



PROJECT No.	COY
DATE:	12/02/10
APPROVED:	J. HORNER
SCALE:	NTS
DWG. No.	FIGURE 5.3

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POTABLE WATER DISTRIBUTION SYSTEM

FIGURE 5.3

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5.1.4 Water System Capacity and Consumption Requirements

The following table summarizes the COY potable water system compared against population projections and calculated demands.

TABLE 5-5:
WATER SYSTEM CAPACITY SUMMARY AND PROJECTIONS

Item Description	2011	2016	2021	2026	2031	2036
Population Projections[1]	18,471	21,154	24,228	27,747	31,778	36,395
Raw Water Allocation (m^3/day)	12,734	12,734	12,734	12,734	12,734	12,734
Queen Street WTP Capacity (m^3/day)	22,000	22,000	22,000	22,000	**33,000**	**33,000**
Potable Water Storage Capacity (m^3)	26,000	26,000	26,000	26,000	26,000	26,000
Average Day Demand (m^3) (calculated using 390 L/c/day)	7,204	8,250	9,449	10,821	12,393	14,194
2x Average Day Demand (m^3) (calculated using 390 L/c/day)	14,408	16,500	18,898	21,642	24,786	28,388

Notes:
(1) Population projections and their derivation were discussed previously in this report, and have been determined using an average annual growth rate of 2.75%.

The existing water treatment, storage, and distribution systems for the City of Yorkton all currently provide adequate service with appropriate fire protection allowances. The City should be able to expect this level of service for the next 20 years. One point to note is that in order to satisfy the 2x average day potable water storage recommendation for fire protection approaching 2036, the City may wish to consider either converting the former Park Street WTP Reservoir into a potable water reservoir and booster pumping station, or constructing another reservoir/booster station or water tower elsewhere in the city. Provisions have been made in the design of the WTP for the expansion, which would raise the production rate of the facility to 33,000 m^3/day of potable water

5.2 SANITARY SEWER SYSTEM

5.2.1 Sewage Collection System

All homes and businesses in the City of Yorkton are connected to the municipal gravity sewage collection system. The gravity collection piping system varies in size, from 100 mm (4 in) to 1050 mm (42 in). The City has a sewer main capital replacement program in place with a $200,000/year budget that includes CCTV inspections, CIPP-type lining, and traditional piping replacements. Sewer collection piping is repaired on an as-needed basis with decisions on replacements currently based on piping age and the number of breaks in the immediate area. The following table summarizes the lengths of sanitary piping by material.

TABLE 5-6:
SANITARY SEWER COLLECTION PIPING SUMMARY[11]

Material Type	Piping Length (m)	% of System
Polyvinylchloride (PVC)	33,100	26.5
Vitrified Clay (VC)	61,500	49.0
Concrete	29,000	23.1
Unknown	1,800	1.4
Total:	**125,400**	**100**

Yorkton's topography has allowed the City to develop the sewer collection system almost completely on gravity flow. A single lift station exists at the east edge of the community and serves to lift the flow from a small localized area east of the Yorkton Creek into the gravity collection system. The City has tentatively contracted Associated Engineering to create a virtual model of the City sanitary system for use in the identification of existing flow restrictions and for predicting the impacts of any planned sanitary system expansions. One possible use for a computerized model would be to determine the feasibility of replacing the City's sole sewage lift station with a gravity collection main that would be routed north-east directly to the WPCP from the current lift station location.

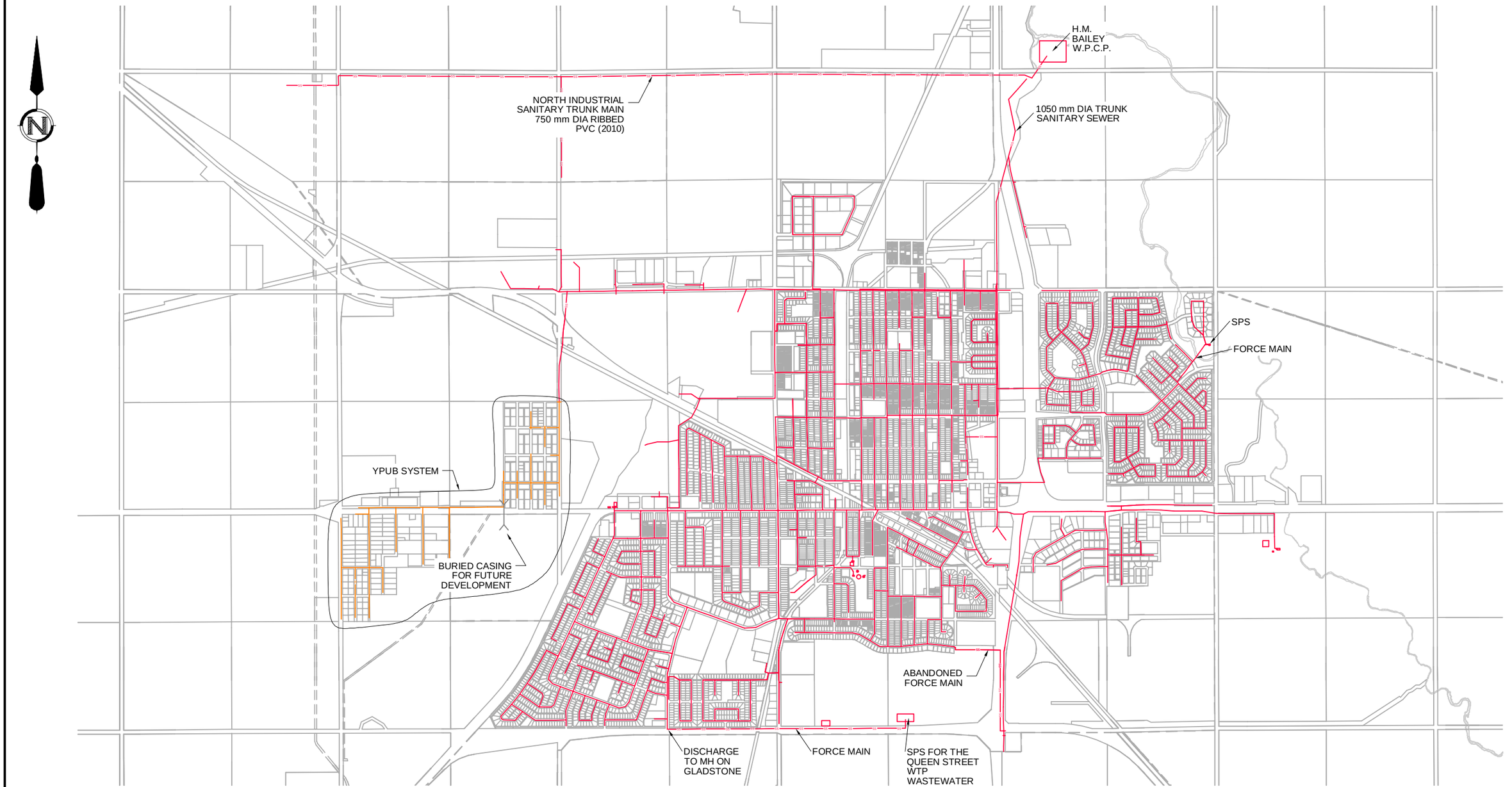
All sanitary sewer collection mains lead to a 1,050 mm (42 in) diameter concrete trunk sewer main that discharges to the H.M. Bailey Water Pollution Control Plant (WPCP). The trunk sewer has an estimated maximum flow capacity of approximately 111,000 m^3/day. It should be noted that the trunk sewer main is the City's sole discharge avenue to the WPCP, and that redundancy is strongly recommended. A major disruption to the service of this line could be catastrophic. The City should consider options to twin the trunk sewer main or provide an alternate route for flow diversion. Given the significance of this line, the City has recently completed a CCTV inspection of it. The inspection revealed that other than a short segment of the piping that has been replaced, the remainder is thought to be in good to fair condition.

Review of the footage by AE suggests that the trunk main could be a candidate for Cured-In-Place Pipe (CIPP) technology. If further investigations prove the existing main is suitable for CIPP, the result would improve flow characteristics, maintain existing capacity, mitigate further spalling, and

eliminate infiltration and encrustations by eliminating piping joints. This option, along with the recommendation of twinning the existing piping, should be assessed in more detail given the significance of the trunk sewer main.

Sanitary sewage collection and treatment systems are generally designed to accommodate target waste water volumes based on a number of factors including current population and growth predictions, types of commercial and light industrial developments within the community, and expected contributions from infiltration. In the past, it was common in Saskatchewan for homeowners to connect weeping tile or sump pump systems to their sanitary sewer service connections. This practice can result in large sudden volume increases in the sanitary system during and immediately after large rainfall events. Another more consistent source of infiltration into the sanitary system is the inflow of groundwater through piping joints that becomes more prevalent as the system ages. Often the simplest solution for this type of infiltration is to line the existing pipes. These volume increases have the potential to flood sewage collection and treatment systems, often resulting in sewage flowing back into residences and flooding basements. There is also an additional cost to the City treating the additional volume at the waste water treatment plant (WPCP). Many of the homes in Yorkton likely have sump or weeping tile systems that discharge into the sanitary sewer system. If these types of connections were eliminated, the sanitary sewer collection and treatment systems would have significantly more available operating capacity. This could result in the City delaying or no longer requiring costly upgrades that may be required in the future due to capacity issues. The City has been collecting flow data which could be useful in determining what impacts the infiltrations and inflows to the sanitary system are having at the WPCP.

The following page is a figure illustrating the City of Yorkton sanitary sewer collection system.



PROJECT No.	COY
DATE:	12/02/10
APPROVED:	J. HORNER
SCALE:	NTS
DWG. No.	FIGURE 5.4

Associated Engineering

YORKTON UTILITIES

SEWAGE COLLECTION SYSTEM

FIGURE 5.4

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DATE: 2012-02-16, Jeff Lundgren

5.2.3 Waste Water Treatment

The H.M. Bailey Water Pollution Control Plant (WPCP) was constructed in 1988, with an upgrade to the facility in 1991. The WPCP is located north of the City on the SW 1/4 of Section 13 in Township 26, Range 4, West of the 2nd Meridian (SW1/4-13-26-4-W2M).

The WPCP facility consists of the following:

Screen and grit removal facility;
Primary settling tanks (2);
Digestion tanks (2);
Waste gas burner (1);
Enclosed clarifiers (2);
Outdoor clarifier (1);
Return sludge system;
Aeration facility; and,
Sludge and aeration ponds (1 each).

The WPCP process has been designed to use a digestion process for biological disinfection. The facility is also equipped for the use of chlorine gas for effluent disinfection in the event that wastewater has to bypass the treatment process. The 2010 Facility Assessment found that the WPCP facility may require some upgrades, but these are solely based on the facilities themselves and are not capacity related. The following figure illustrates the basic layout of the WPCP facility in plan view.

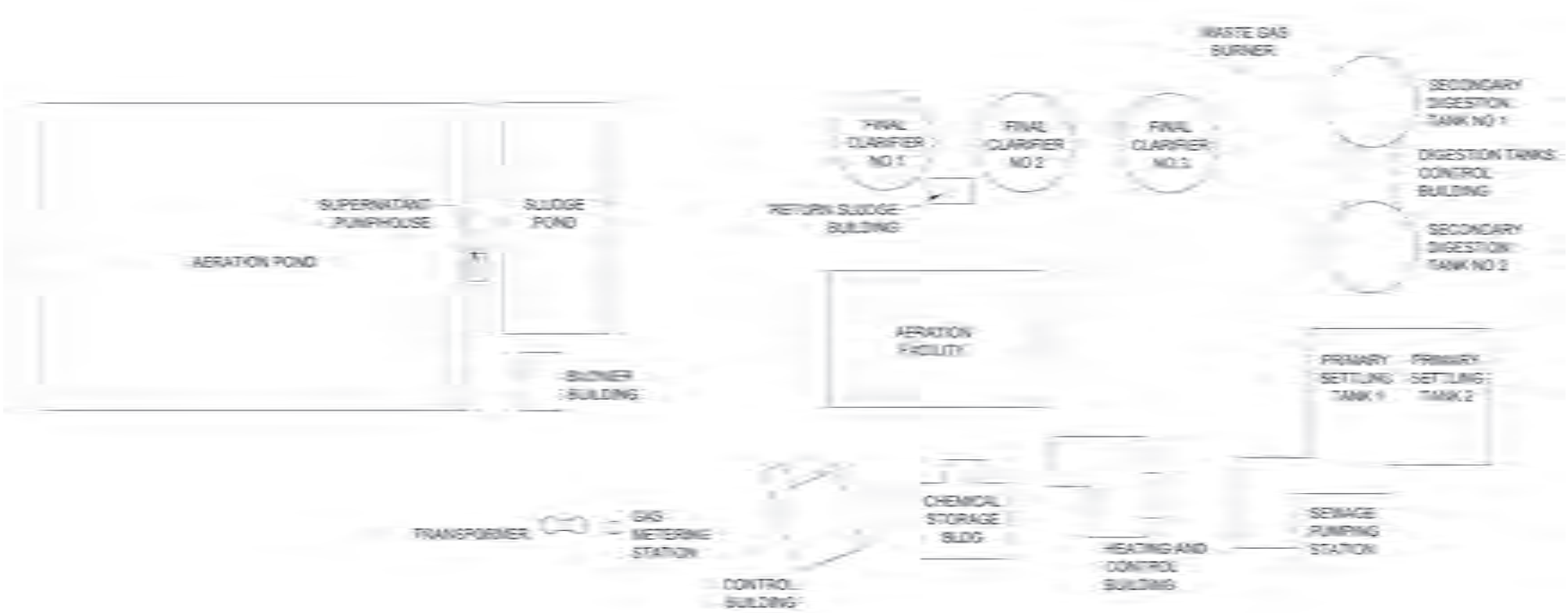


Figure 5-5: Layout of the City of Yorkton Water Pollution Control

Photo 5-6: City of Yorkton Water Pollution Control Plant

In 2006, Louis Dreyfus Canada Inc. (LDC) and James Richardson International (JRI) announced intentions to construct two (2) canola oil processing facilities in close proximity to the City's north-west boundary. An agreement was reached between the City, LDC, and JRI to allow the plants to discharge sanitary sewer waste into the City system. To facilitate this, the City constructed a 750 mm diameter, ribbed PVC North Industrial Sanitary Trunk Main which was completed in 2010. Both JRI and LDC have indicated to the City that their peak sanitary sewer discharge rates will be in the order of 50 L/s for each facility (totalling 100 L/s), and that each facility will perform some amount of primary effluent treatment prior to it entering the municipal system.

The WPCP process was designed to accommodate and treat a maximum daily sewage flow of 28,640 m^3/day during wet weather months and a peak instantaneous flow of 43,320 m^3/day. In cases where water consumption is unknown, the Saskatchewan Ministry of Environment recommends using a design value of 450 litres per capita per day[12] to account for consumption, losses outside the system, and the addition of normal inflow and infiltration (I&I). The following table was developed using this value (450 L/cap-day) to predict waste water volume generation with the population projections discussed previously in this report:

[12] SaskH2O. *A Guide to Sewage Works Design*, November2002, EPB 203. Saskatchewan Ministry of Environment. Regina, Saskatchewan.

TABLE 5-7:
THEORETICAL WASTE WATER VOLUME PROJECTIONS

Year	2011	2016	2021	2026	2031	2036
Population Projection	18,471	21,154	24,228	24,747	31,778	36,395
WPCP Capacity (m^3/day)	28,640	28,640	28,640	28,640	28,640	28,640
CoY WW Volume (m^3/day)	8,541	9,519	10,902	12,486	14,300	16,378
Volume from JRI & LD	8,640	8,640	8,640	8,640	8,640	8,640
Total WW Volume (m^3/day)	17,181	18,159	19,542	21,126	22,940	25,018

Notes:
(1) Population projections and their derivation were discussed previously in this report, and have been determined using an average annual growth rate of 2.75%.

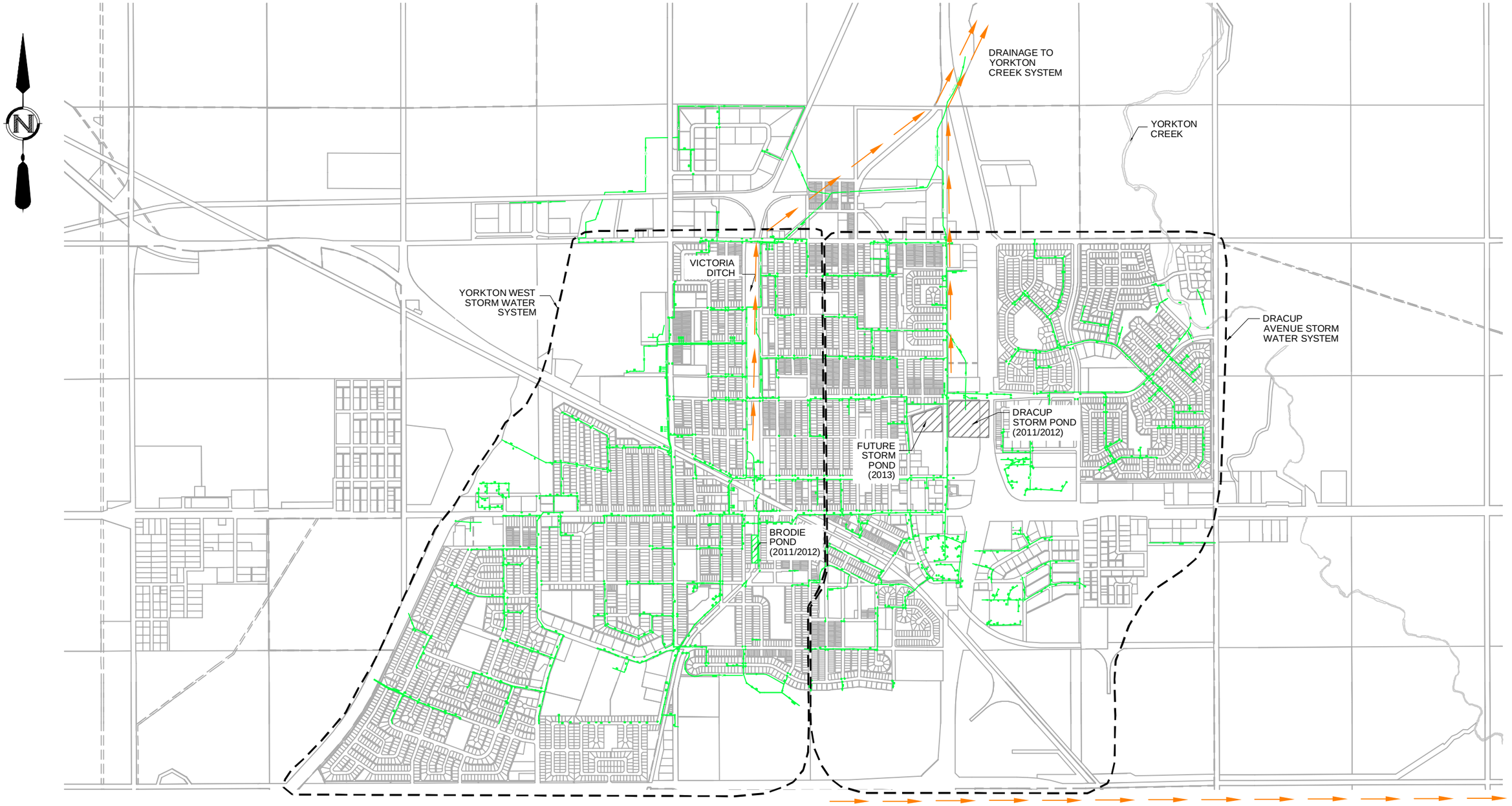
Anecdotal reports indicate that the WPCP facility does not have sufficient capacity during summer months with higher waste water flow volumes due to infiltration of storm water (either by inflow or infiltration). Preliminary data collected by AE suggests that at times the infiltration and inflow (i/i) volumes are nearly doubling the flows seen at the WPCP. These high wastewater volumes are treated at the WPCP at significant cost to the City. The WPCP appears to have the capacity to treat effluent from the city, JRI, and LDC towards the 2036 design horizon; however, this preliminary check does not account for the large i/i volumes the system currently handles.

5.3 Storm Water System

The City of Yorkton storm water management system is divided into two (2) separate and distinct handling systems. Storm water from the eastern section of the city is managed by the Dracup Avenue Storm System. Stormwater from the western section of the city is managed by the Yorkton West Storm Water System.

The Dracup Avenue Storm System is defined by the area encompassing most of the eastern portion of the City of Yorkton, with the exception of the commercial subdivision currently under development and the York Colony development area in the north-east. (These areas have been developed with separate drainage systems and are not planned to drain into the Dracup system.) Storm events generate run-off which is directed to the main drainage channel running north along Highway 9 towards Yorkton Creek. A new storm water retention pond, located east of Dracup Avenue and south of Darlington Street East, is currently under development and is expected to be complete in 2012. The City is planning to add a second storm water pond in the near future immediately west of this site, and has begun including these works into their capital planning exercises.

The Yorkton West Storm Water System is defined by the area encompassing most of the western portion of the City. Much of the property within the boundary was established in the 1960's and 70's. Development within the drainage area continues to increase runoff volumes and peak flow rates during storm events, exceeding the original drainage system capacity during large scale events. Overland flows in the Yorkton West drainage area are directed towards the Victoria Ditch system that discharges north of the City to the Yorkton Creek system. A new storm water retention pond (Brodie Pond) is also under development for this system and is expected to be complete in 2012. The City has indicated they plan to include the expansion of the Yorkton West system in their capital planning exercises. The following figure shows the storm water management system for the City of Yorkton.



PROJECT No.	COY
DATE:	12/02/10
APPROVED:	J. HORNER
SCALE:	NTS
DWG. No.	FIGURE 5.6

Associated Engineering

YORKTON UTILITIES

STORM WATER SYSTEM

FIGURE 5.6

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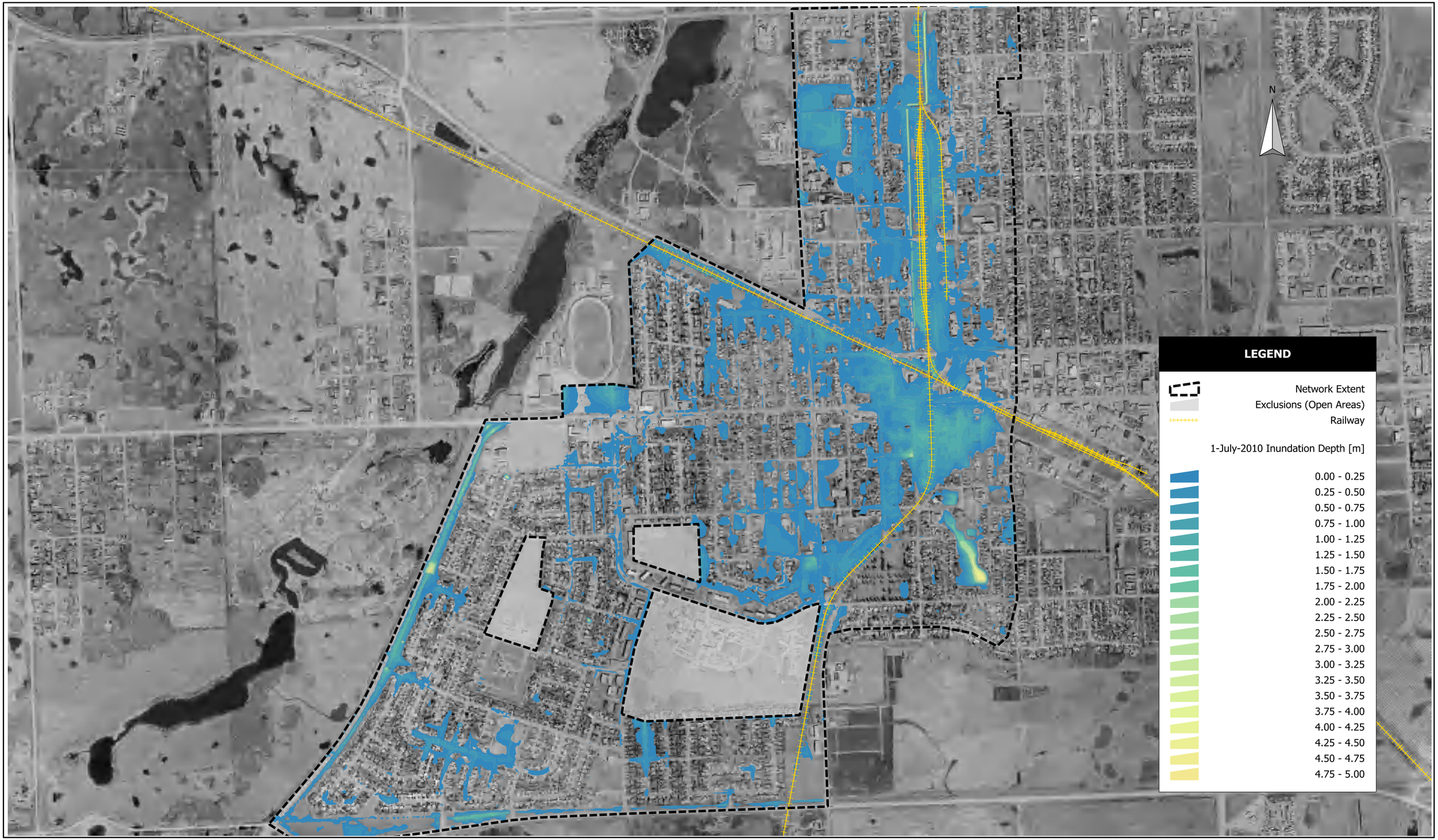
DATE: 2012-02-16, Jeff Lundgren

Yorkton's storm water infrastructure is a network of open flow channels, overland drainage ditches, and buried piping that spans most of the City. Piping materials include vitrified clay, concrete and PVC and range in size from 200 mm (4 inch) diameter to 1,200 mm (47 inch) diameter . Storm water piping typically collects smaller flows and discharges into the larger ditches that empty to the north into Yorkton Creek. Alternately, some storm water runoff is diverted into the drainage ditch system along Highway 10 at the southern edge of the City and is carried east, also to Yorkton Creek. Storm water flows through the main drainage channel at the southern edge of the city are monitored by the Assiniboine Watershed Stewardship Association.

Photo 5-7: Yorkton Creek

Storm water collection improvement options are somewhat limited due to the flat gradients and the shallow elevations of the existing systems. Significant changes and associated large capital costs would be required to make notable improvements.

The City of Yorkton experienced a major storm event on July 1, 2010 that resulted in large-scale flooding over large areas throughout the City, specifically in the central south-west. The flooding damaged a number of privately owned homes and businesses, as well as municipal property such as the Yorkton Regional Library. The following figure shows the extent of the flooding in the Yorkton West Storm Water System during that event.



No.	REVISION	DATE	(Name)	(Date)
			(Name)	(Date)
			(Name)	(Date)

Associated Engineering

DRAFT

YORKTON WEST STORM DRAINAGE STUDY

FIGURE 4 - 1-JULY-2010 Flood Inundation

PROJECT No.: 2010 4774

DATE: MARCH-2011

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Since that time, reports such as the *Yorkton West Storm Drainage Study*[13] have been completed and the City has concentrated their efforts not only on mitigation measures for systems already in place, but also towards developing guidelines for future development within the city boundary. The findings of the study resulted in a recommended plan of action for the city referred to as Scenario 10 (or SC010). The following figure illustrates the work included in Scenario 10 from the Yorkton West Storm Drainage Study.

[13] City of Yorkton, *Yorkton West Storm Drainage Study*. Associated Engineering (Sask.) Ltd. Saskatoon, Saskatchewan. May 2011.

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Map File: W:\bur_water_resources\tasks\20104774\Model_Results_Review\Model Results CALIBRATED 3 (29-March-2011)\Mike Urban Results CAL 3.map

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Associated Engineering

YORKTON WEST STORM DRAINAGE STUDY

Figure 12 - SC010 Upgrade Schematic

PROJECT No.: 2010 4774
DATE: MAY-2011
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Photo 5-8: Yorkton West Storm Water System Upgrades

Photo 5-9: Dracup Avenue Storm Water Channel

It should be noted that the City would benefit from having the Stormwater system modelled as a whole, rather than as two (2) separate systems. The development of a dynamic virtual model would allow the City greater flexibility in planning and may also be used to prioritize capital projects between the systems. Following the recommendations of the study, the City has asked AE to complete the preliminary design of the suggested improvements (Scenario 10). These improvements will have the most notable positive impact to the city and its residents and it is recommended the work continue to be included in the City's capital planning exercises.

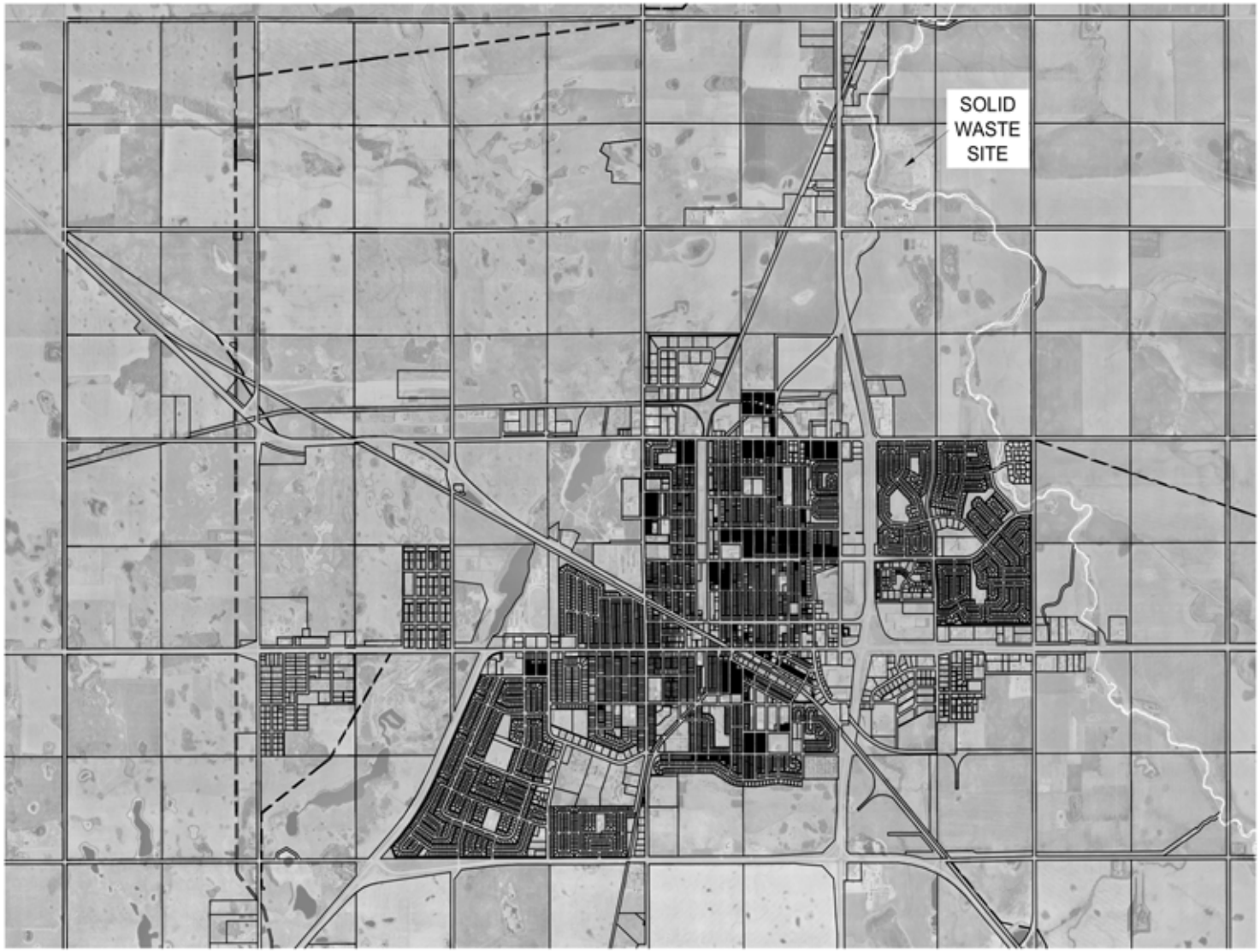
5.4 SOLID WASTE DISPOSAL

The COY currently owns and operates a solid waste management facility (SWMF) located immediately north of the City's Water Pollution Control Plant. The SWMF accepts the following waste types:

Residential/household waste;
Commercial refuse;
Industrial and construction waste (with or without concrete);
Soils contaminated with petroleum;
Asphalt/concrete/masonry waste;
Waste containing asbestos;
Animal carcasses;
Clean fill (soil);
Recyclables; and,
Commercial compost.

The following figure shows the location of the SWMF relative to the City of Yorkton.

Figure 5-9: Location of Solid Waste Management Facility



The SWMF is open to users for set hours that vary by season, and is closed Sundays and statutory holidays. The City recently constructed a new office and controlled access gatehouse for the facility (in 2009) complete with a conventional weigh-scale. The single roadway accessing the facility leads north from Grain Millers Drive, east of Highway 9. The access road has two (2), 3.0 meter (10 ft) diameter culverts located at the crossing of Yorkton Creek. Anecdotal reports indicate that the culverts are showing signs of failure and preliminary costs estimated for replacement are approximately $1,000,000. The City has been in discussion with Armtec's Saskatoon office with regards to options for replacement. The City may wish to consider providing an alternate access road to the SWMF in an effort to gain more value for the large capital expense. One such option would be to replace the bridge crossing the Yorkton Creek on Grain Millers Drive as part of an upgrade for heavy truck traffic.

Photo 5-10: City of Yorkton SWMF Office

The City has been developing and expanding the SWMF on an as-needed basis. New waste bury pits are constructed on an as-needed basis and are designed to have approximately 15,000 m^3 of storage volume each. One (1) waste bury pit was constructed in 2010, two (2) others in 2009, and one (1) in 2008. Once a waste bury pit has been filled to capacity and compacted, it is covered with clean fill and seeded to promote re-vegetation. Waste bury pits are currently not designed to include leachate collection and the geological characteristics of the underlying soils are unknown. Stantec Consulting Ltd. has been commissioned by the City to study the SWMF and prepare a master plan-type report. Any specific or major recommendations regarding the facility operations or future upgrades to the SWMF will be deferred in anticipation of the master plan report.

The following table summarizes the volume of solid waste that could be expected to be generated by the City of Yorkton residents (no outside users) using the population projections previously discussed in Section 2.2, an estimated waste production volume of 1,000 kg/capita/year, and a compacted waste density of 300 kg/m^3. These conditions show the need for the City to develop two (2) or more waste bury pits per year, and it is likely the City will require more land allocation for the facility in the

future. Pending the outcome of the master plan report, the City could consider using larger volume waste bury pits or start a community education campaign designed to reduce the amount of waste entering the facility.

TABLE 5-8:
PROJECTED SOLID WASTE VOLUMES FOR THE CITY OF YORKTON

Year	Population	Waste Production (m^3/yr)	Cumulative Compacted Waste (m^3)
2011	18,471	61,570	61,570
2012	18,979	63,263	124,833
2013	19,501	65,003	189,836
2014	20,037	66,790	256,627
2015	20,588	68,627	325,254
2016	21,154	70,514	395,768
2017	21,736	72,454	468,222
2018	22,334	74,446	542,668
2019	22,948	76,493	619,161
2020	23,579	78,597	697,758
2021	24,228	80,758	778,517
2022	24,894	82,979	861,496
2023	25,578	85,261	946,757
2024	26,282	87,606	1,034,363
2025	27,004	90,015	1,124,378
2026	27,747	92,490	1,216,868
2027	28,510	95,034	1,311,902
2028	29,294	97,647	1,409,549
2029	30,100	100,333	1,509,882
2030	30,928	103,092	1,612,974
2031	31,778	105,927	1,718,901
2032	32,652	108,840	1,827,740
2033	33,550	111,833	1,939,573
2034	34,472	114,908	2,054,481
2035	35,420	118,068	2,172,550

5.5 TRANSPORTATION SYSTEM

In 2011, the City of Yorkton commissioned a *Transportation Master Plan*[14] to aid with developing policies and strategies for their overall transportation network. The overall goal was to develop a sustainable "framework" for a population horizon of 35,000. The City of Yorkton is a participating partner in the Urban Highway Connector Program (UHCP), a program organized by the Ministry of Highway and Infrastructure. The policy assists urban municipalities dealing with operations and maintenance and other related issues to highway traffic traveling through their communities on these connectors. The urban municipalities maintain administrative control over the urban connector through their community. Four components of UHCP are Operations and Maintenance (O&M), Rehabilitation, Capital Upgrades, and Transportation Planning. The aim of the program is to increase safety and serviceability while reducing traffic congestion where possible. With regards to the City of Yorkton, Highway 9, Highway 10, Highway 16, and Highway 52 are all included in the program.

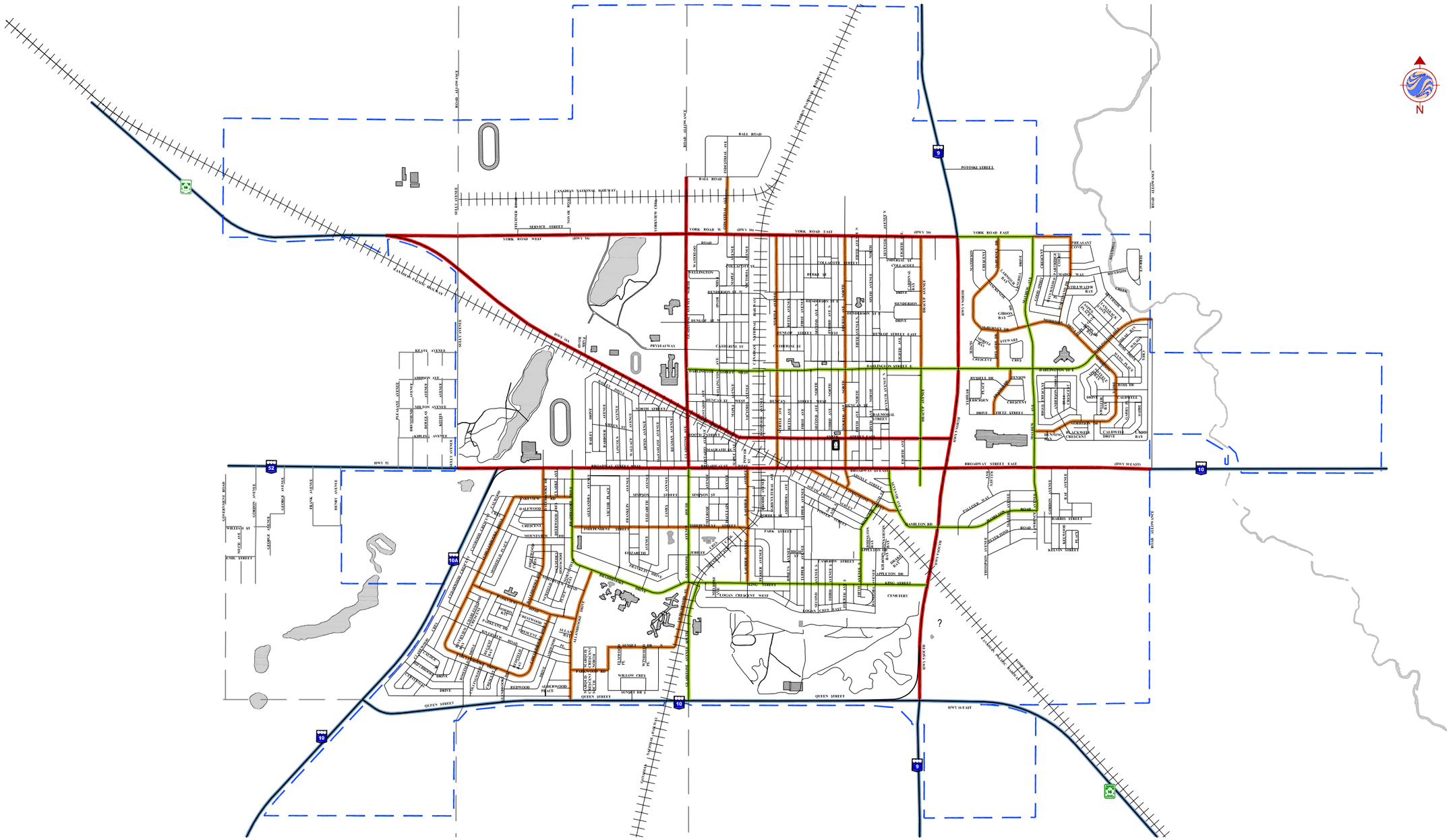
5.5.1 Street Network

The City of Yorkton can be accessed by vehicle on four provincial highways: Highway 16 running southeast to northwest providing access to Manitoba and Saskatoon, Highway 9 running north to south, Highway 10 running east to southwest providing access to Manitoba and Regina, and Highway 52 running west providing access to Highways 310 and 15.

York Road (Highway 16) serves as a major arterial connector to Highway 9 which runs north-south. Highway 52 (Broadway Street), a major arterial, runs east-west through the middle of the City and turns into Highway 10 on the east side of the City. Highway 16A runs southeast to northwest and turns into Smith Street which runs east to west and is a major arterial. Smith Street then connects to Highway 9 running north-south. Canadian National Railway extends north-south through the City with a spur line extending off the main line north of the City and parallel to York Road. Canadian Pacific Railway also has a line extending through the City southeast to northwest and generally following Highway 16. The City has fifteen (15) signalized intersections, sixteen (16) stop controlled intersections, and one (1) roundabout intersection. The primary traffic routes are: Grain Millers Drive, York Road (Highway 16), Darlington Street, Smith Street (Highway 16A), Broadway Street, Bradbrooke Drive/King Street, Queen Street (Highway 10), Gladstone Avenue, Hamilton Road, Dracup Avenue, Highway 9, and Mayhew Avenue.

The *Transportation Master Plan* outlines a large number of recommended improvements that range from the installation of traffic control lights to the construction of major interchanges. It is recommended that report be referenced for any information required beyond the summary of the City traffic systems in this section. The following figure shows a map referenced from the *Transportation Master Plan* of the City's street network, with collector and arterial roadways indicated by heavier lines.

[14] City of Yorkton, *Transportation Master Plan Update Final Report*. Stantec Consulting Ltd. Saskatoon, Saskatchewan. January 2012.



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ORIGINAL SHEET - ANSI B

Stantec

City of Yorkton

Legend

- PROVINCIAL / THROUGH HIGHWAY
- ARTERIAL
- MAJOR COLLECTOR
- MINOR COLLECTOR
- LOCAL STREET

Client/Project
CITY OF YORKTON
TRANSPORTATION MASTER PLAN UPDATE

Figure No.
2.2

Title
EXISTING ROADWAY CLASSIFICATION

Collisions

Collision data was obtained from Saskatchewan Government Insurance (SGI) for a three-year period from 2007 to 2009. The SGI database includes information such as time, date, location, and type of collision as well as collision severity. The following table summarizes the total collisions in the Yorkton area over the three year period. Note that collisions with no specified location were excluded from further analysis.

TABLE 5-9:
YORKTON AREA COLLISION SUMMARY (2007-2009)

Collision Type	# Collisions Total	# Collisions at intersections	# Collisions Mid-Block	# Highway Collisions
Single Vehicle	241	96	124	21
2 Vehicle	1,110	552	519	39
3 Vehicle	33	13	18	2
>3 Vehicle	30	30	0	0
Total:	**1,414**	**691**	**661**	**62**

Note: Mid-block collision assumed if exact address was indicated and no intersection was specified.

The following intersections have been identified as problem intersections, meaning that they have either a high rate of collisions or collisions that are more severe in nature:

Broadway Street & Gladstone Avenue
Broadway Street & Dracup Avenue
Broadway Street & Myrtle Avenue/Agricultural Avenue
Broadway Street & First Avenue
Broadway Street & Third Avenue
Broadway Street & Fourth Avenue
Broadway Street & Highway 9
Broadway Street & Mayhew Avenue
Darlington Street & Victoria Avenue
Darlington Street & Fourth Avenue
Hamilton Road & Highway 9
Livingstone Street & Beck Avenue
Smith Street & Gladstone Avenue
Smith Street & Myrtle Avenue
Smith Street & Fourth Avenue

The *Transportation Master Plan* stated that a cursory examination of possible causes of collision at these intersections yielded the following summary of potential counter-measures:

TABLE 5-10:
POTENTIAL COLLISION COUNTER-MEASURES

Collision Type	Counter-Measures
Left Turn	Improve roadway lighting Improve sightlines by imposing parking restrictions near intersections Ensure yellow light phase is adequate to clear intersection Provide separate left turn storage lane Provide left turn signal phase
Right Angle	Improve roadway lighting Improve sightlines by imposing parking restrictions near intersections Improve signal head visibility by installing twelve inch signal lenses, signal back plates, and/or relocating signal heads Improve signal timing including providing actuation and signal progression Install intersection advance warning signs.
Rear End	Improve roadway lighting Provide separate turn lanes for left/right turn traffic as applicable Provide left turn signal phase Improve pedestrian crossing traffic control devices Improve signal head visibility by installing twelve inch signal lenses, signal back plates, and/or relocating signal heads Improve signal timing including providing actuation and signal progression Install intersection advance warning signs.

Traffic Volumes

A study of available data of heavy traffic volumes in the City of Yorkton, specifically on the highways and major roadways yielded some points of note. Between the years 2003 and 2009 there was a nearly 40% increase in traffic on Highway 52 and overall decreases in traffic volumes on Highways 9 Northbound, 10 Southbound, 10A, and on Queen Street. A summary of the traffic volume examined is shown in the table below:

TABLE 5-11:
HEAVY ROADWAY TRAFFIC VOLUME FOR THE CITY OF YORKTON
(2003 TO 2009)

Location	2003 Volume	2009 Volume	Change (%)
Hwy 16 North	3010	3130	4.0
Hwy 16 South	2690	2970	10.4
Hwy 9 North	5100	4750	-6.9
Hwy 9 South	1590	1820	14.5
Hwy 52	2440	3410	39.8
Hwy 10 South	3630	3330	-8.3
Hwy 10 East	2320	2350	1.3
Hwy 10A	2030	1910	-5.9
Queen St. West	2530	2360	-6.7
Queen St. East	3590	4070	13.4
Hwy 9 (near York Rd)	5260	5660	7.6

Transit

The City offers the Yorkton Community Dial-a-Bus system, which operates Monday to Friday between 8:00 am to 7:00 pm and Saturdays from 9:00 am to 4:00 pm. The system operates using two fixed routes, north and south, but on varying schedules in an attempt to be more specific to the individual rider's needs. The City has noted that ridership has dropped significantly over a six-year span from 2003 to 2009. Over the same time frame, the system has seen an 83% increase in individual fares. The City may wish to consider enacting a "freeze" on fares to encourage usage or launching an awareness and education campaign in an effort to boost ridership.

5.5.2 Traffic Issues Identification

Truck Bypass Route

A segment of the West Truck Bypass between Highway 16 and Highway 52 has recently been completed. The current alignment is 800 m west of the Range Road 2045 road allowance for most of its length with the exception of a segment at the north end where the road curves to intersect Highway 16 at a right angle. The *Transportation Master Plan* recommends that instead of connecting this road to the intersection of Highway 10 and Queen Street as recommended in the 2003 study, that the route be constructed one mile south of Queen Street at the intersection of Highway 10 and Township Road 254. The route would then continue east along Township Road 254, cross Highway 9 and terminate at Highway 16 just east of the city limits. Township Road 254 is presently a gravel road between Highways 9 and 10. The road is not built up between Highway 9 and Highway 16. This new route represents additional costs in constructing and upgrading roadways but will allow truck traffic to bypass all existing and planned residential development.

Grain Millers Drive

Grain Millers Drive (Township Road 262) is a gravelled roadway that runs in an east-west direction one mile north of York Road along the northern edge of the City. This road provides access to many of the industrial sites north of the existing city limits. New industrial development in this area will create an increase in truck traffic, and upgrading this road between Highways 9 and 16 will enable heavy truck access to these new sites. This road will also serve as a northern bypass connection between the two major highways (Hwy 9 and Hwy 16). Using Grain Millers Drive as the primary bypass route would be less costly than developing the West Truck Bypass route, as the Grain Millers Drive route is much shorter and has experienced improvements on the east and west ends in recent years (2010 and 2011). The drawback to this route is that heavy truck traffic from Highway 16 must still travel through the city on Highway 9, which is still a relatively busy corridor. It is recommended that Grain Millers Drive be up-graded in the short term to serve as the City's primary by-pass route until the West Truck Bypass is completed. The Yorkton Creek bridge crossing on Grain Millers Drive between Highway 9 and Range Road 40 (locally known as Husky Road) would likely require upgrades or replacement to be suitable for heavy traffic. This work could potentially save the City the cost of culvert repairs/replacement on the existing landfill access road by moving the access road to the north side of the creek.

Over time, it is expected that both the West Truck Bypass and Grain Millers Drive will be developed as heavy truck routes. Having both of these roads available for truck traffic will reduce delays and may reduce the number of serious collisions on the inner-city roads, most notably York Road, Highway 9, and Highway 10. It is recommended that both the West Truck Bypass Route and Grain Millers Drive become part of the Dangerous Good Route through the City of Yorkton once they are completed/upgraded.

West Truck Bypass

A portion of the West Truck By-Pass was recently completed from Highway 16 to Highway 52 west of the City. In order to provide a complete by-pass of the City, it is recommended that the West Truck By-Pass be constructed one mile south of Queen Street crossing Highway 9 and Highway 10 and ultimately terminating at Highway 16 SE of the City.

East Truck Bypass

Provided that the West Truck Bypass is extended to the south and east to Highway 16, and that Grain Millers Drive is developed between Highway 9 and Highway 16, it may be beneficial to connect the terminus of Grain Millers Drive at Highway 16 north of the city to the terminus of the West Truck By-Pass at Highway 16 and Township Road 254 south of the city. This would allow truck traffic entering the city from any one direction to proceed along one of the routes to bypass the interior roadways of the city altogether. Developing this route along with the West Truck Bypass and Grain Millers Drive would form a perimeter highway around the city; however, current traffic volumes do not support the development of this roadway and this route is not likely to be warranted on the basis of traffic flows alone until well beyond the 2036 time frame of this report.

Dangerous Goods Routes

Provincial Highways 9, 10, 10A, and 16 are posted as Dangerous Goods Routes (DGR). Secondary Highway 52 which terminates in Yorkton is also posted as having DGR status.

The railway lines that pass through and around the City are also identified as Hazardous Materials Routes. They are:

> CP Railway Wynyard Subdivision, runs through the City from southeast to northwest, and CN Railway Yorkton Subdivision runs through the City from north to south.

The City's Dangerous Goods Routes are currently adequate with regards to function, but they may not provide a significant level of comfort for some community residents. Portions of each route designated for dangerous goods either pass through or are near residential areas. The *Transportation Master Plan* recommends that the City maintain these routes in the short term and add other routes as they become available. An example of this would be to designate the West Truck Bypass (once it is complete) or Grain Millers Drive (once upgraded) as a DGR.

5.5.3 Pedestrian and Cyclist Facilities

Associated Engineering developed a *Cycling Network Plan*[15] for the City of Yorkton in 2008. The plan included recommendations for immediate improvements (2009), as well as recommendations for short term (2010/2011), and long-term (beyond 2011) improvements. One recommendation for immediate improvement from that plan was the addition of on-street bike paths on Darlington Street and Gladstone Avenue. It was also recommended the City create on-street bike paths for Hamilton Road and Seventh Avenue.

The *Cycling Network Plan* proposed provisions for both commuter and recreation routes throughout the city linking many of its major venues. Overall, the plan is comprehensive with few further changes or recommendations. In addition to the Cycling Network Plan, the Transportation Master Plan recommended that an additional 5 km of commuter cycling routes and 12 km of recreational cycling routes be added to the already proposed 17.5 km of commuter route and 21 km of recreational route in order to service future development areas. It was also recommended that the Cycling Network Plan for the City of Yorkton be implemented on an as-needed basis, with cycling lanes and pathways being expanded as the City expands.

5.5.4 Railway

The City of Yorkton has two primary railway lines operating through and around the City proper, both of which pass through the downtown core. The Canadian National Railway (CN) Yorkton Subdivision bisects the City from north to south, while the Canadian Pacific Railway (CP) Wynyard Subdivision bisects the City from the north-west to the south-east. CN also operates a small spur line

[15] City of Yorkton, *Cycling Network Plan*. Associated Engineering (Sask.) Ltd. Saskatoon, Saskatchewan. 2009.

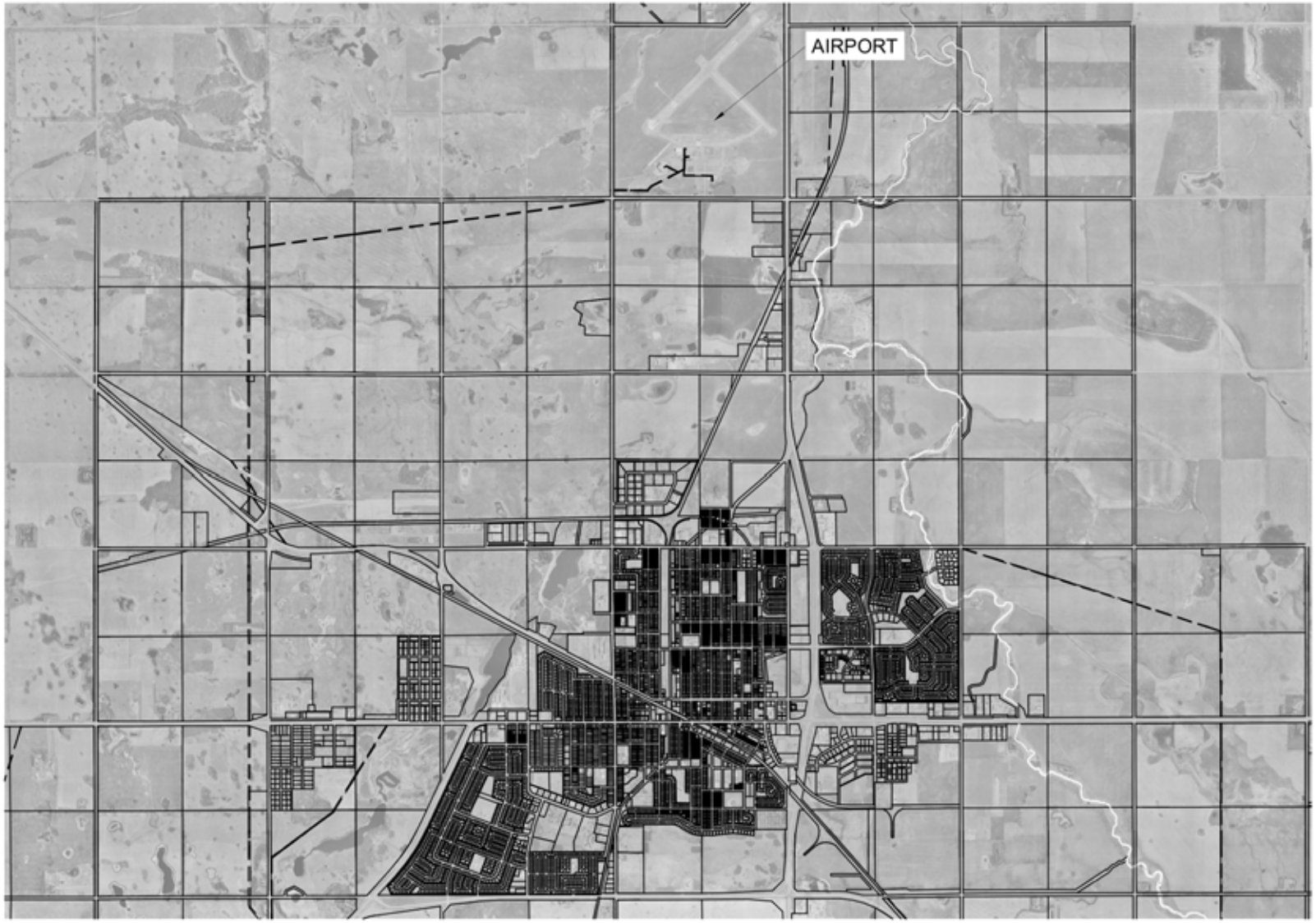
north of York Road that services the grain terminals west of the City limits. Current train volumes obtained from both CN and CP and indicate that two and six trains per day pass through the city on the CN and CP lines respectively. A major concern with the railways passing through the center of the city is the potential disruption of emergency vehicle access. Both the police and fire stations are located on the north side of the City and are separated by the rail lines from the hospital which is located on the south side.

The *Transportation Master Plan* has recommended that for both the short and intermediate term, the "do-nothing" approach is taken. A grade separation of the CP rail line downtown may be feasible in the long term, but this type of project would be a major undertaking and would require careful planning and the co-ordination of a number of regulatory agencies and stakeholders. A grade separation of the CN rail line at York Road is not recommended.

5.5.5 Municipal Airport

The City of Yorkton owns and operates the Yorkton Municipal Airport (YMA), located west of Highway 9 approximately 3km north of the City, as shown in the figure below.

Figure 5-11: Location of Yorkton Municipal Airport



The airport facility currently handles both private and commercial helicopter flights and fixed wing aircraft operators. It is operational twenty-four (24) hours per day, seven (7) days a week has a Superintendent on site to assist with daily operation activities. The YMA supports a number of general aviation activities which include corporate charter operations, aircraft maintenance and storage, aerial application services, flight training and recreational flying, and rotary-wing operations. There are several tenants located in the facilities at the YMA. Other occasional itinerant aviation users include corporate/business aircraft, air ambulance services, RCMP, provincial government and the military. The Yorkton Airport Authority (YAA) is actively seeking a scheduled air service operator to link the region to other areas of Saskatchewan and Manitoba.

The YMA facility consists of a terminal building, an equipment storage building, a maintenance garage, and a few privately owned businesses and outbuildings. An equipment storage building was recently demolished due to advanced age and poor condition. The three municipally owned buildings were all constructed in the early 1940's and were originally established as a flight training centre for the Royal Canadian Armed Forces. All three buildings show significant signs of age and the *2010 Building Assessment* reported significant deficiencies for the storage and garage buildings. There are no connections at the YMA to the City potable water or sanitary sewer system. The City has provisions in the Five Year Capital Plan for upgrades to the fencing, runway surfaces, site drainage, parking, lighting, and building renovations and upgrades; the work is expected to total approximately $9.1 million.

Photo 5-9: Yorkton Municipal Airport Terminal Building

The City, along with the Yorkton Airport Authority (YAA), contracted Pryde Schropp McComb Inc. in 2010 to study the airport facility and operations, resulting in the Yorkton Municipal Airport - Airport Development Plan. The YAA describes its mission as "*to increase interest in and accessibility to Yorkton Region's people and its businesses, by providing an inviting airport and a thriving airport business community, through innovative ideas and a courageous approach". The*

YAA envisions the YMA as "an ever growing, bustling community of airline passengers and business tenants. They will be served by newer facilities that will provide seasonal and year-round passenger, logistics and storage services to our expanding community".

5.6 INFRASTRUCTURE PLANNING

5.6.1 Development and Expansion

Specific areas for development or expansion within City boundaries and their associated infrastructure considerations are discussed in the following paragraphs.

City Boundary Expansion

In October, 2011, the City of Yorkton published a public notice[16] of meetings to discuss the City's intent to apply for an alteration of municipal boundaries. The land descriptions for areas proposed to be annexed from the Rural Municipality (RM) of Orkney No. 244 were:

Section 23-26-4-W2M and a portion of SE1/4-26-26-4-W2M essentially encompassing the existing grounds of the Yorkton Municipal Airport;
NW1/4-10-26-4-W2M;
NE1/4-9-26-4-W2M;
NW1/4-9-26-4-W2M;
NE1/4-12-26-4-W2M;
NW1/4-12-26-4-W2M;
SE1/4-13-26-4-W2M;
SW1/4-13-26-4-W2M;
NE1/4-26-25-4-W2M;
NW1/4-25-25-4-W2M;
A approximately half of SW1/4-26-25-4-W2M; and
Utility right of way access between Sections 13-26-4-W2M and 14-26-4-W2M, and between the south boundary of the city and Section 27-25-4-W2M.

The following figure shows the undeveloped land within the City of Yorkton boundary and the proposed designations. Items of note include the Future North Industrial Subdivision bordering Grain Millers Drive and five (5) distinct areas of commercial development distributed throughout the city. A portion of the land located on the south-west side of Highway 16 is currently under development for commercial use. This area includes potentially environmentally sensitive land and therefore the subdivision design includes allowances for existing wet marshy areas at the south edge and for storm water drainage to the east. It should also be noted that this concept plan was developed in 2009, prior to the July 2010 storm event and subsequent flooding, and since that time a portion of the area designated for commercial development along Highway 9 has been used to construct a storm water retention pond.

[16] City of Yorkton Public Notice. *Yorkton this Week*. Page A7. Wednesday, October 19, 2011.

GRAIN MILLERS ROAD

YORK ROAD

HWY 52

HWY 10

HWY 16A

HWY 9

HWY 16

QUEEN STREET

LAND USE DESIGNATION		TOTAL ACRES
RESIDENTIAL	- city	252
	- private	256
INDUSTRIAL	- city	582
	- private	120
COMMERCIAL	- city	85
	- private	239
INSTITUTIONAL		11

POSSIBLE # OF LOTS
1008
1024

Figure 5-12

UNDEVELOPED LAND WITHIN CITY LIMITS

City of Yorkton
Planning & Engineering

SHEET	OF
DATE	15/12/2011
SCALE	NTS
DRAWN	dja
DESIGNED	
CHECKED	
DRAWING	annexation area_land use_dec2011.dwg

Recent Development

The West Broadway Corridor along Highway 52 West, on the west side of the city has been planned for commercial development. The Painted Hand Casino has been constructed and a new hotel was under construction at the casino site at the time this report was prepared. A Tim Horton's outlet was planned for the northwest corner of Broadway Street West and Bradbrooke Drive North. Finally, a hotel and ancillary facilities were being planned for land west of the Gallagher Centre.

East of Highway 9 beside the Parkland Mall is a multi-phased commercial outlet which includes a hotel, commercial retail units and two restaurants. The first phase of Broadway Corner commenced in 2012 and occupancy is expected late in 2012. Future phases will see additional commercial retail units being added to this site.

Further to the east on Highway 10, the Quance Group is constructing a highway commercial corridor designed for a mixture of commercial opportunities. Site work occurred in 2011 and the site is being actively marketed.

The Yellowhead Commercial Subdivision located immediately south of Broadway Street East has been developed to near full occupancy. A 929 m2 commercial retail unit was being planned east of the Quizno's outlet during the preparation of this report.

5.6.2 Future Development

The following discussions on future development in the City of Yorkton and the required infrastructure will be divided into the following four (4) land use categories; residential, commercial, light industrial, and heavy industrial.

Residential Development

There are a number of areas within the City of Yorkton that are designated for future residential development.

The York Colony subdivision has been proposed north of York Road East and east of Highway 9, and is expected to see development activity from 2012 to 2025. Residential development here would require potable water and sanitary sewer main extensions from the city's municipal systems. A Residential Serviceability Study[17] for the area was completed by Associated Engineering (AE) in 2011 with the following points of note:

[17] City of Yorkton, *Residential Subdivision Serviceability Study*. Associated Engineering (Sask.) Ltd. Saskatoon, Saskatchewan. February, 2011.

Water modeling simulations completed by AE suggest that the single existing 200 mm dia. potable water distribution main running south along Highway No. 9 is inadequate to support a 150 L/s fire flow to the subdivision area due to pressure loss during high flows. In addition to significant pressure loss, a single supply to a subdivision is risky and multiple supply sources are recommended to ensure a secure supply to residents. The City will be extending a portion of this water line along York Road East between Mayhew Avenue and Whitesand Drive in 2012, which will provide additional looping and reduce risk.

The most likely sanitary system collection main to service the proposed residential subdivision is a 300 mm (12 in) dia. PVC buried in the east ditch along Highway 9. If this collection main does not have enough capacity remaining for the proposed development, or if the existing inverts will not allow for a gravity flow connection, the alternate may be to connect to the 1,050 mm (42 in) dia. trunk sewer main that is located west of Highway 9 and intersects the 300 mm PVC main (noted above) north of the proposed subdivision.

Under the city's existing storm water management program, the proposed subdivision would drain into the Dracup Avenue Storm Water System emptying north to Yorkton Creek. However, it is recommended that the new subdivision be developed with an independent storm water system that would discharge to the Yorkton Creek to the north or north-east, possibly following the ditch system for Highway 9.

A subdivision planned for the western half of Section 6-26-3-W2M, across Range Road 40 (Husky Road) has also been proposed. The timing of the development is unclear. Residential developments in this area would require water and sewer extensions similar to those required by the York Colony subdivision. The City should consider long term development plans and the value of installing large diameter sewer and water mains to supply growth in the north-east. It is not recommended that storm water flows from this area be directed into the Dracup Avenue system. As an alternative, open channel drainage towards the Yorkton Creek system should be considered. York Road East terminates immediately east of Mayhew Avenue in the north-east quadrant of the City. In order to provide access to the proposed residential developments it is recommended that York Road be extended along its current alignment east to Range Road 2040. The extension of York Road between Mayhew Avenue and Range Road 2040 will require a crossing of Yorkton Creek. It is also recommended that York Road be further extended along the Township Road 261 road allowance east to Range Road 2039 as the city expands.

The land located south of Queen Street and west of Highway 9 is currently being considered for annexation by the City for residential development. The *Transportation Master Plan* noted that given the amount of space available for residential development within the City, these lands would not be expected to see development activities until the year 2025 or beyond. Potable water service and fire protection flows for this area are not anticipated to be an issue due to the close proximity to the Queen Street WTP and Reservoir.

As with all expansion works, it is recommended that the City consider their long term development goals when planning infrastructure extensions. Because most of the city uses gravity flow sewer

collection, with the exception of a small portion of the east side, sanitary sewer system extensions could be problematic in this area. Development of a gravity collection network with an appropriate grade for drainage while maintaining the required three (3) meter coverage for frost protection may not be possible and a sewage lift station may be required. A more detailed study involving the use of the sanitary sewer hydraulic model is recommended in the preliminary design stages of any development. Storm water flows for this area would normally be directed into the Yorkton West Storm Water System; however, this system is already operating beyond design capacity and planned upgrades do not include provisions for additional drainage area volumes. Storm water surcharge and overland flows could likely follow an alternate route along the ditch system along Queen Street east-bound eventually discharging into Yorkton Creek.

A key component of the development will likely involve the design of a storm water surcharge pond to control the post development flow rates. In order to provide access to the proposed residential development it is recommended that a new access be constructed off of Queen Street south into the new development one half mile from each Gladstone Avenue and Highway 9. Allanbrooke Drive currently terminates at Queen Street in the City's south end. In order to provide additional access to the proposed residential developments south of Queen Street between Range Road 2043 and Gladstone Avenue, the Transportation Master Plan recommends that Allanbrooke Drive be extended south along its current alignment into the new development area.

Commercial and Industrial Development

The York Colony subdivision proposed north of York Road East and east of Highway 9 is expected to have a commercial area at the northern edge. The estimated time frame for the commercial phase of the development is between 2015 and 2020.

The land area located south of York Road West adjacent to the CP Railway and Highway 16 is expected to see commercial development within the 2014 to 2019 timeframe.

A new proposed commercial development anchored by the Parkland Mall is being planned as a multi-staged project including two hotels, a restaurant, commercial retail units, and a bank. The area is currently serviced with water and sewer connections; however, businesses such as hotels and restaurants tend to require significant service volume compared to residential areas with the same area footprint and may require an upgrade to the area piping systems. Storm water flows from the surrounding areas are handled within the Dracup Avenue Storm Water System. Access to the site has been planned from Highway 9 via a right-in/right-out access and from Broadway Street East where the existing mall entrance has been upgraded to a signalized intersection connecting the mall to Kelsey Bay south of Broadway Street.

The parcel of land west of Highway 9 between Smith Street and York Road has been designated for mixed-use commercial development. The *Transportation Master Plan* states that the area between Smith Street and Darlington Avenue will host a 1.6 ha (4 ac) automotive dealership, a 2.4 ha (6 ac) storm water retention pond area, and an approximately 4.0 ha (10 ac) commercial business complex. The land north of Darlington Avenue and south of York Road is planned to host a new campus for

the Parkland College and a second 2.4 ha (6 ac) storm water retention pond. The land to the west of Dracup Avenue and Seventh Avenue will host a third 2.4 ha (6 ac) storm water retention pond and additional commercial development space.

The City has completed design and begun construction on a commercial development approximately 32 ha (80 ac) in area located south of the Yellowhead Subdivision, east of Highway 9, north of Highway 16, and south of the CP Railway. This development is expected to open to interested parties in 2012. A *Serviceability Study*[18] was completed by AE prior to the design package and found that an additional potable water main connection to the new QSWTP would provide the minimum fire protection flows and pressures. The study was unable to draw any conclusions about the capacity of downstream sanitary sewer mains due to the absence of an existing sanitary sewage system model for the city. Storm water flows for the area have been designed to collect in a naturally marshy area at the south-west of the parcel that will remain undeveloped. The storm water pond is designed to drain via an existing drainage ditch owned by the Yorkton Creek Watershed Association following Highway 16 eastbound. King Street currently ends at Highway 9, near the north end of the planned commercial subdivision. In order to provide access to the development the Transportation Master Plan recommends that King Street be extended east along its current alignment into the new development zone. The intersection should be constructed with raised center medians and allowance provided for left turning bays and right turn channelization for all movements. Pedestrian crossings should also be provided crossing Highway 9 on both the north and south legs of the intersection. Signalization of this intersection will likely be required by the time the development reaches full occupancy.

The City has designated a large parcel of the land at the northern edge of the City for industrial use. The City has a sanitary sewer main running parallel to Grain Millers Drive. It is recommended that the water main servicing LDC and JRI further to the west be extended east to service this area. There is no storm water management plan for the area in question, and it is likely that all storm water flows would be directed parallel to Grain Millers Drive towards the Yorkton Creek by an open channel system. Industrial development at the north end will allow the City to develop their existing and future roadways to include a designated dangerous goods route and a bypass for heavy truck traffic. The Transportation Master Plan included the following recommendations for roadway upgrades that will either be required or will directly compliment the industrial development area:

> *Range Road 2040 Upgrades* - Range Road 2040, known locally as Husky Road, is a gravelled roadway running north-south through the City along much of the eastern boundary. It is recommended that Range Road 2040 be up-graded to a paved two-lane roadway with a rural-style cross section from York Road south towards Highway 10. Upgrading Range Road 2040 between York Road and Highway 10 will require replacement of the existing structure crossing Yorkton Creek.

[18]City of Yorkton, *Commercial Subdivision Serviceability Study*. Associated Engineering (Sask.) Ltd. Saskatoon, Saskatchewan. December, 2010.

Fourth Avenue North Extension - Fourth Avenue North leading north from York Road East is a gravelled roadway that currently terminates at the CN Railway spur line. In order to provide access to the proposed industrial development at the north end of the city, it is recommended that Fourth Avenue North be extended along its current alignment north one half mile north of York Road. It is also recommended that a second access be provided into the development. This access is recommended to be constructed from the Fourth Avenue extension east to Highway 9.

Grain Millers Drive Upgrade - Grain Millers Drive is the gravelled roadway running east-west along the north boundary between Highway 9 and Highway 16. In order to improve access to the existing industrial businesses north of the City, to the proposed industrial development areas, and provide an alternate truck route to York Road, it is recommended that Grain Millers Drive be up-graded to a two-lane roadway suitable for use as a designated truck route with a rural-style cross section.

5.6.2 Infrastructure Planning Summary

The following table summarizes the recommended studies and actions discussed previously in this section, including capital costs. It should be noted the costs provided are intended for magnitude of comparison only, and should not be used for detailed budget planning or funding application purposes.

TABLE 5-12:
INFRASTRUCTURE PLANING SUMMARY

Item Description	Anticipated Date	Estimated Capital Cost
Potable Water System		
Construct 500 mm trunk main between York Rd and Queen St. to create looped distribution system	2012	$2.5M
Sanitary Sewer System		
Study feasibility of gravity sewer main to WPCP to replace existing lift station	2013	$20,000
Construct twin piping system for the 1,050 mm trunk main; complete rehabilitation works on existing main	2013/2014	$3.0M
Study to identify control measures for inflow and infiltration to sanitary system	2014	$20,000
Storm Water System		
Continue with Yorkton West Storm Water System upgrade Scenario SC010	On-going	$15.0M
Transportation System		
Complete West Truck Bypass Route [1]	2015	$14.1M
Upgrade Grain Millers Drive to meet standards as a designated truck route [1]	2014	$8.0M
Continue with Cycling Network Plan [2]	On-going	$1.25M
Continue with planned capital improvements at Yorkton Municipal Airport [2]	On-going	$8.5M
Solid Waste Management Facility		
Study to identify options for landfill expansion	2015	$20,000
Land Development		
Serviceability Study Residential Subdivision - South of Queen Street	2018	$100,000
Serviceability Study Industrial Development (North)	2015	$75,000

Notes: (1) Costs referenced from *Transportation Master Plan*
(2) Costs referenced from the City of Yorkton Five Year Capital Planning exercises

5.7 Police & Fire Protection

Yorkton Fire Hall

Policing service is provided by the Canadian national police service, the Royal Canadian Mounted Police. As Yorkton is a major service centre for eastern Saskatchewan and western Manitoba, the RCMP presence in Yorkton is one of the largest in Saskatchewan. Within the City of Yorkton, the RCMP has both a city as well as a rural detachment. Located in the City Hall building, the RCMP is involved in a School Liaison Program, a Community Cadet Program and is also involved with Citizens on Patrol in Yorkton.

Yorkton Fire Protective Services (YFPS) operates out of a newly constructed, state of the art fire station, providing 24 hour emergency response to an area extending approximately 5 miles from the fire station into the R.M.'s of Orkney and Wallace.

The City of Yorkton fire station is approximately 29,000 square feet and includes a hose training tower, classroom facility, Emergency Operations Centre for the City, a double five bay drive-thru garage and an emergency back-up 150kW generator capable of supplying power to the station for three days.

Fire protection is provided by 15 permanent and 3 temporary fire fighters, as well as 10 auxiliary fire fighters, a fire chief and two deputy chiefs.

5.8 Parks & Recreation Facilities

Yorkton Tourism & Chamber of Commerce Building

The City of Yorkton has a very well developed recreation and park system. Existing tourism, recreation and park facilities include the following:

- Godfrey Dean Cultural Centre (meeting space, Godfrey Dean Art Gallery, Yorkton Arts Council, Yorkton Film Festival, Yorkton Sports Hall of Fame)
- Gloria Hayden Community Centre (indoor ice surface, walking/jogging track, squash & racquetball courts, gymnasium)
- Deer Park Municipal Golf Course (golf course, clubhouse, ski trails)
- Yorkton Public Library
- Kinsmen Arena (indoor ice surface, meeting room, concession)
- Logan Green
- Gallagher Centre & Water Park (flexihall, curling rink, convention centre, leisure water park, agricultural exhibition facilities, grandstand, racetrack)
- City of Yorkton Campground (serviced sites)
- Ravine Ecological Preserve (hiking trails)
- J.C. Beach Recreation Area
- Outdoor rinks:
    - Knights of Columbus Park
    - Heritage Heights Park
    - Silver Heights Park
    - Weinmaster Park
- Ball Diamonds:
    - Jaycee Beach
    - Lions Ball Park
    - Jubilee Park
- Soccer Pitches: At the time of this report, the City of Yorkton did not own or operate soccer pitches, although there were a few operated by both School Divisions and the Parkland Mall. Plans for the development of soccer pitches at Logan Green were in the works.

- Neighbourhood Parks
  - BMX park
  - Patrick Park
  - Rodney Ridge
  - Skateboard Park
  - Appelton Trailer Court
  - Weinmaster Park (spray park)
  - Silver Heights Park (spray park)
  - Jackson Park
  - Ukranian Pioneer Park
  - Franko Park
  - Collacotte Park
  - City Hall Park
  - Western Financial Group City Centre Park
  - Shaw Park
  - Heritage Heights Park
  - Knights of Columbus Park
  - Elizabeth Park
  - Tupper Park
  - Harris Park
  - Langrill Park
  - Centennial Park
  - Weinmaster Park
  - Morrion Park
  - Sign Park

In addition to the above noted facilities, the City of Yorkton's Community Development, Parks and Recreation Department offers a variety of programs including drop-in youth nights, drop-in sports (basketball, volleyball, badminton, ladies floor hockey, racquetball), public skating, S-CAPE (a summer program based on Sport, Culture, Art, Recreation and Leadership components), Yorkton in Bloom Competition, and Party in the Park (food, children's games, local entertainment). In addition to the City of Yorkton's recreation and leisure programming, the City also has over 150 sport, culture and recreation groups that contribute to the community's recreation programming / opportunities.

In 2009 the City of Yorkton was involved in the development of a Municipal Cultural Plan, a pilot project initiated by SaskCulture. The objectives of the plan are to improve coordination between Yorkton's cultural community; to secure funding for ongoing implementation of the plan; to increase awareness of various culture & activities within the City; to develop more volunteer support; to recognize Yorkton as a cultural hub; and to establish a new or refurbish an existing community facility.

It is noted that a Parks & Recreation Master Plan will be undertaken by the City of Yorkton in 2013.

6. LAND USE AND DEVELOPMENT

6. LAND USE AND DEVELOPMENT

6.1 EXISTING LAND USE (DRAWING #6)

Drawing 6 illustrates the distribution of general land use types through the City of Yorkton. The following summary of land use, development and community services is drawn from observations made during field investigations during the winter of 09/10, from consultation with representatives from the City of Yorkton, as well as from a variety of secondary sources.

6.1.1 Residential

Within the City of Yorkton a diverse range of housing exists within the community. The City has traditionally developed residential neighbourhoods on a grid pattern, with neighbourhood blocks running north/south. However, the newest residential neighbourhoods have been developed conventionally using curvilinear streets, with crescents and cul-du-sacs. The original / core neighbourhoods are located adjacent to downtown, and north and south of Broadway Street. The city's newest neighbourhoods are located in the northeast and in the southwest portions of the city (Heritage Heights, Riverside, Weinmaster Park, Parkview Estates, & Silver Heights). The City of Yorkton is also in the process of developing a new neighbourhood, north of York Road East and east of Highway 9 North, called York Colony.

Residential development is largely dominated by single detached dwellings (70.5%), however, the city also has a choice of apartments, condominiums, seniors housing and other higher density residential. A larger concentration of multi-unit dwellings are located along Bradbrooke Drive, north of the hospital, as well as along Allanbrooke Drive, Gladstone Avenue South and in the northeast area of the city - south of Darlington Street East and west of Mayhew Avenue. A large concentration of semi-detached dwellings are located within Riverside Meadows (northeast area of the city). There is a mobile home court located within the City, north of the City's cemetery, along Appleton Drive. West of the mobile home court, additional multi-family dwellings can be found.

In 2006, according to Statistics Canada, there were approximately 6,545 private dwellings in the City of Yorkton. In 2011, there were 7,175 dwellings, however as the Census was completed in 2011, additional information regarding dwellings was not available at the time of this report. Of the 6,545 dwelling unit count (in 2006):

- 4,614 were single detached dwellings (70.5% vs. 29.5% for multiple unit dwellings and other);
- 183 were dwelling units in two-unit dwellings (or semi-detached);
- 229 were dwelling units in a town-house configuration;
- 1,414 were dwelling units in a multiple unit configuration.
- 98 were categorized as "other" (i.e. other occupied private dwellings' includes other single attached houses and movable dwellings such as mobile homes and other movable dwellings).

Drawing 6 illustrates the distribution of residential uses throughout the City. Based on the 2011 census of Canada population figures, average household size in Yorkton would appear to equal approximately 2.2 people per household.

In 2009, the City of Yorkton adopted a Rental Housing Incentive Program in order to encourage the development and supply of new rental units in the City of Yorkton and to keep pace with economic growth. This program would accommodate working class professionals moving or relocating to Yorkton in order to keep pace with economic growth.

Developers can apply for either a 5 year or a 10 year commitment per property. The program offers either a 5 year 100% tax exemption to the developers for building five or more multi-family rental units on condition that the units must remain rental for 10 years or to the developers of a condominium project provided the units are owned by one owner or entity.

The 5 year commitment offers a 2 year 100% tax exemption to the developers for building multi-family rental units on the condition that units must remain as rental properties for 5 years or to developers of a condominium projected provided the units are owned by one owner or entity. In all cases a minimum of 5 dwelling units per building must be proposed.

In 2011, the City made an application to the Provincial Government under its Head Start on a Home Program to build entry-level homes in the City of Yorkton. The Head Start on a Home Program is designed to increase the housing inventory of people on modest incomes. At the time of this report, the following had been approved under the program: 11 lots in the C.J. Houston subdivision; the first phase of York Colony (6 lots); the first phase of Fifth Avenue South (6 lots); and 14 dwellings on Good Spirit Crescent. In addition to this, the Head Start on a Home Program also advised the City of Yorkton that 6 additional dwellings would likely be approved in 2012 for the Fifth Avenue Project.

The City of Yorkton has a policy that provides a down payment option for homeowners in the Head Start on a Home Program that can contribute up to $5,000 for a down payment. The homeowner is responsible for repaying the contribution over five years.

Currently the City of Yorkton also permits secondary suites within single detached dwellings, as an accessory use, with the suites being regulated through the National Building Code. The benefits of permitting this type of use in residential neighbourhoods, not only includes a greater choice of affordable rental accommodation but it also allows the City to better regulate some of the common issues related to secondary suites, such as parking. As development pressure increases throughout Saskatchewan, alternative forms of secondary housing, such as garage and garden suites could also be an option for the City. Other municipalities within the province are exploring the idea of permitting these types of suites to deal with the increased demand for housing and to provide more affordable housing for both the renter and the rentee in the form of a mortgage helper.

6.1.1.1 Housing Needs Assessment Study

In the past two years, Yorkton experienced tremendous economic growth, which put pressure on the housing sector due to new immigrants, seniors and students in the City. In order for the City to keep pace with population and economic growth, the City needed to assess the availability of adequate, suitable, accessible, and affordable housing in Yorkton. In March, 2010 a Housing Needs Assessment Study was completed by the Economic Development Department for the City of Yorkton. The purpose of the study was to explore and identify current and emerging housing challenges regarding availability, affordability, adequacy, suitability and accessibility in Yorkton.

The study was divided into two phases. Phase I of the study included the quantitative analysis while using secondary data in order to identify current housing challenges faced by the City. Phase II of the study involved the qualitative analysis.

The following is a summary of the findings after the completion of Phase I of the study:

- 1,370 singles including 700 singles under the age of 35 years cannot afford an average rent of a bachelor suite, or ended up paying more than 30% of their annual gross income.
- The average one-bedroom apartment rent in Yorkton in 2010 was $590. For at least 170 Yorkton couple families, 190 lone parent families and 1,370 singles, this amount exceeds 30% of their gross income.
- 130 couple families and 240 lone parent families with 1-2 children are considered low income families earning less than $28,000/year. These families are unable to afford the average two-bedroom rent.
- 35 couple families and 90 lone parent families with 3+ children are unable to afford average three-bedroom unit rent or are paying more than 30% of their household income towards rent.
- 890 couple families, 490 lone parent families, and 2,440 singles in Yorkton cannot afford average ownership house which costs $190,000 and 1,310 couple families, 580 lone parent families, and 4,610 singles cannot afford new semi/fully detached single family houses that cost between $240,000 and $350,000.
- The waiting list of 200 for 165 existing low income family housing units suggests that these units may only be meeting 50% of actual demand of low income family housing in Yorkton. There is certainly a need of more low income family housing units as current rent of market based units are un-affordable for 890 families in Yorkton, out of 5,210 couple and lone parent families.
- Almost 250 out-of-town full and part time students were enrolled in Parkland College, Yorkton Campus every year. There is no proper student housing available to accommodate these student groups in Yorkton.
- Special needs groups or persons with disabilities have been neglected regarding the provision of affordable housing in Yorkton. It was demonstrated that there is only one affordable unit available for persons with disabilities in Yorkton.
- Out of the 541 affordable/subsidized housing units, 376 were already allocated for and occupied by Seniors. Seventy four (74) seniors remain on the waiting list to get affordable/subsidized housing. The waiting list of seniors for affordable housing suggests that seniors' subsidized housing meets 85% of actual demand.

Phase II of the study, which focussed on the qualitative analysis, strategic directions, and recommendations, concluded the following:

> Yorkton is not keeping pace with the population growth and economic development, which resulted in a shortage of market, near market and non-market housing.
>
> The City should encourage secondary suite development in the basements or in the backyards to lessen the burden on the rental housing market. Local tax incentives should be offered along with the necessary adjustments or changes in the zoning bylaw for secondary suite development.
>
> The City should make sure the development and availability of small size, less expensive lots that will encourage low cost entry level housing.
>
> The City should review zoning bylaws and property standards that will support in-fill housing and the use of empty properties, or where commercial interests have abandoned and remain under-utilized but are close to downtown and/or educational and recreational facilities. The

Zoning Bylaw should accommodate innovative and mixed housing, as well as ensure that new housing construction will be accessible by adequate public transit.
The City should establish a Community Housing Task Force.
The City should develop an overall housing strategy while taking into account the housing continuum, including each and every group in need of housing in the next 5 - 10 years.
The City should develop policies to encourage integrated housing to accommodate different groups in a housing complex. A business related mix should also be encouraged in and around the downtown core.
The City should attract private developers or a group of developers to develop residential lots for a mix of residential developments.
The City should introduce certain tax incentives to encourage new multi-unit rental and entry level ownership housing development. Tax incentives should also be given to landlords to upkeep and maintain existing housing stock.
The City should explore innovative housing solutions to increase the and maintain the housing stock in Yorkton.
The City should formulate a communication strategy to involve the community in finding solutions regarding housing.
The City should lobby Federal and Provincial governments to develop policies and guidelines for rent control, and if necessary impose a cap on rental rates and rental increases.
The City should explore possibilities of public-private ventures to expand housing stock so that competitiveness for future growth is maintained and enhanced.
The City should use the Housing Needs Assessment Study to organize a road show while taking information to developers and the community.
The City should explore the possibilities of Urban Reserves while establishing partnerships with First Nations.
The City should lobby the Federal government on changing the taxation rules for residential properties.
The City should use the Housing Needs Assessment Study as a foundation to move forwards while lobbying Federal and Provincial Governments to place priority and funding into the issue of housing availability and affordability.
The City should prepare a 5-year Community Housing Plan to accommodate housing needs of all groups living in Yorkton.

The City of Yorkton created the Yorkton Housing Committee in 2011, consisting of representatives from key sectors of the community and the Mayor. The mandate of this committee is to prepare an interim report to City Council after 90 days of its inception and a report before the end of 2011. The interim report identified a priority list for Council that can be used to create housing opportunities in the City. The report can also be used to present and lobby ideas to the provincial and federal governments or Crown Corporations to create more housing opportunities in the City. The following priorities were identified:

City tax incentive policy for housing rental construction.

City to create policy whereby rental construction can be held by individuals on a single title basis or condominium.

That the policy encompass all types of rental properties, allowing for individual sem-detached, or condominium titles.
The policy should take into account the provincial incentive and be for a period of not over 5 years.

Help facilitate a supply of non-traditional market based lots.
Zoning changes to allow for higher density lots (30-40 feet).
Insure non-traditional lots are included in comprehensive community planning.
Privately developed or municipal if need be.
Consideration to infill lots and areas currently underutilised.

Stimulus package for basement or secondary suites. Property tax incentives for existing and new inspected suites. One to five years at $1,000 per year or a percentage of property taxes for a period of five years.

Facilitate a NGO-NPO working group to develop a multi-use facility both for delivery of services and short and long term residences i.e. seniors & assisted living.

Development of non-denominational and charitable organizations to provide free or nominal cost infill lots and the services provided to that lot.

City's Building Department to be a program resource centre for all Municipal, Provincial, and Federal programs and post on City website.

6.1.2 Commercial

Servicing the residential areas of Yorkton, as well as the broader regional area, is a well developed commercial and industrial sector.

Commercial development is fairly concentrated within the city. Downtown development is located along Broadway Street, bordered by Dracup Avenue to the west and Maple Avenue to the east.

Downtown commercial zoning extends along Myrtle Avenue to Henderson Street and from there, along Dominion Avenue to York Road (Drawing 6).

Arterial commercial is located along Broadway Street on the west side of the city. Much of this area is a transition zone from residential to commercial and as such, includes many residential sites amongst the commercial development.

On the east side of Yorkton is a well developed highway commercial area. These commercial sites are located along Highway 9 and Highway 10 (east). In addition to this, south of Broadway Street East, the Yellowhead Commercial Subdivision is present.

A small cluster of commercial sites are also located as Highway 16 leaves the City heading east, south of the highway and bordered by Highway 9 South.

Neighbourhood commercial is found throughout the City of Yorkton's neighbourhoods (i.e. laundromats, offices, convenience stores, etc.) and, although not noticeable to the eye, a number of home based businesses are also present throughout Yorkton's neighbourhoods. The City permits home based businesses in all of their residential districts and they are permitted to operate in both single detached and semi-detached dwellings. At the time of the report, there were approximately 260 active residential business licenses. The City utilizes a Neighbourhood Commercial District that allows for such uses as offices, health services, convenience stores, restaurants, neighbourhood shopping centres, etc..

Advancing technology and the ageing of the baby boom population have increased the number of home occupations operating in North America. Promoting home based businesses provides an opportunity for the City of Yorkton to build upon it's economic base and offers alternative employment choices to residents or those looking to move to Yorkton.

In 2005 the City of Yorkton developed a downtown revitalization plan called the Yorkton Downtown and West Broadway Redevelopment Plan. Functioning as a Local Area Plan or a Neighbourhood Improvement Plan, the primary objectives of the plan are: urban design; pedestrian and vehicular activity; economic development; housing; and social activities and events.

Among the recommendations, are the following: targeting a total of 150 high density residential units within the Downtown area by 2015; formalizing and adopting a pedestrian network consisting of greenway corridors and pathways leading into the Downtown from all directions, established on-street dedicated bike lanes, and provide sidewalks on all streets into and within the Downtown; seek to concentrate and direct future commercial and residential development in the Downtown core via beautification, incentive programs, negotiations with developers, establishing urban growth limits, and limiting the purchase of suburban property.

The City of Yorkton has implemented a Enterprise Zone Incentive Program, adopted by City Council in 2005 with the aim of providing development and property improvement incentives. Developed based on the City of Yorkton's Downtown and West Broadway Corridor Redevelopment Plan, the

incentive program's objective is to revitalize and beautify the Enterprise Zone, by removing blight, expanding the tax base, and increasing the economic vitality of the Downtown and West Broadway Corridor. The program includes five incentive categories: Heritage Preservation; Facade and Site Improvements; Housing; Business Creation and Expansion; and Brownfield Remediation.

6.1.3 Industrial

Drawing 6 also illustrates the distribution of industrial uses throughout the City. Industrial development in the City of Yorkton is concentrated in the northern portion of the City, along York Road (Hwy 16A). Light industrial uses front onto York Road from Novak Road to Dracup Avenue. Included in this is the Gladstone Industrial Park and a portion of light industrial uses located south of York Road East from Dracup Avenue to Fifth Avenue. In addition to this, light industrial uses are located along Dominion Avenue, where the Canadian National Railway is located.

Heavy industrial uses are located along York Road West, west of Novak Road. The City has designated and zoned large portions of land north and west of the existing light industrial area as M2 - Heavy Industrial (Future Development).

Within the vicinity of the City of Yorkton, two canola crushing plants exist, Louis Dreyfus Mitsui Foods and James Richardson International. Richardson International is located west of Yorkton on Highway 16 (started operation in November 2009), while the Louis Dreyfus Mitsui Foods (started operation in July 2010) is located within the northwest corner of the City. Direct jobs resulting from the plants have been estimated at more than 150. The two plants have resulted in an estimated investment to the Yorkton area totaling approximately $400 million.

Two mining companies, Agrium Inc. and BHP Billiton are assessing the development of potash mines south-west of Yorkton. Direct and indirect jobs that will result from the potash mines may exceed

1,500 jobs. In addition to this, an expansion to Mosaic's Esterhazy mine has resulted in 250 jobs being created. It has been estimated that the number of direct jobs from both mines and expansion at the Esterhazy mine will be 1,200. These direct jobs will inevitably create additional jobs, increasing the need for residential, commercial and industrial land within the City of Yorkton. PCS is also planning a mine in Bredenbury, with development commencing once the Rocanville expansion is complete while North Atlantic Potash and Rio Tinto are exploring in the Foam Lake region.

6.1.4 Community Services

Major institutional uses in Yorkton include City Hall, Court House, the Post Office, eight elementary schools, two high schools, the Yorkton Regional Health Centre, the Western Development Museum, Parkland College, the Godfrey Dean Art Gallery, and the Yorkton Royal Canadian Mounted Police Detachment.

A. Health Care

Acute care, long term care and community health serviced for the City of Yorkton and surrounding area are administered by the Sunrise Health Region which serves a population of 58,000 people (http://www.sunrisehealthregion.sk.ca/). Service in Yorkton include the Yorkton Regional Health Centre which includes 87 acute care beds, operating room services and 24-hour emergency care. Other health services within the City of Yorkton include the Yorkton Mental Heath Centre; Yorkton District Nursing Home (243 long-term care beds & a 50 bed dementia unit); Home Care; Public Health Office; and Addiction Services.

Crestvue Ambulance operates ambulances in the City of Yorkton, providing 24 hour service. Within the city, the Provincial Air Ambulance Services are also available.

A new hospital for Yorkton was a recommendation that came out of a 22-week conceptual planning process by the Sunrise Health Region, to replace all current buildings on the Yorkton Regional Health Centre campus as well as the Public Health /Women's Wellness Centre. Upon approval of the new hospital by the Ministry of Health, the facility would have an estimated construction cost of $276-293

million. It is estimated that an increase in the usage of Yorkton's health facilities by 10 to 19% over the next ten years will occur. One hundred twenty four hospital beds are recommended for the new Yorkton hospital (105 is the current number of beds available).

A. Education

The City of Yorkton is part of the Good Spirit School Division and Christ the Teacher Catholic School Division (formerly Yorkton Catholic School Division). Of the schools located within the City, there are two high schools, and eight elementary schools.

Elementary schools within the Good Spirit School Division include: Columbia, Dr. Brass, M.C. Knoll and Yorkdale Central. The Yorkton Regional High School is also part of the Good Spirit School Division.

Within Christ the Teacher Catholic School Division, there is: St. Alphonsus, St. Mary's, St. Michael's, and St. Paul's. Sacred Heart High School is also part of the Christ the Teacher Catholic School Division.

A partnership formed between the Christ the Teacher Catholic School Division and the Yorkton Friendship Centre has also resulted in the creation of Dreambuilders, an education centre with three divisions - grades 7 to 9, grades 10 to 12 and a Transition to Work program. All divisions have their own work areas with a classroom atmosphere and a two team teachers. Offering an educational curriculum in compliance with provincial standards constructed to meet the needs of each student, the educational program also includes a physical education component.

Post secondary education in Yorkton is provided by the Parkland College, serving the east central region of Saskatchewan. The college provides both university and technical skills programs. Parkland College provides the largest off campus university program of any regional college in the province. A recent expansion has been proposed for the Parkland College, developing a Trades and Technology centre in Yorkton. Location of the new centre will be at the corner of Dracup Avenue and Highway 9 on land provided by the City of Yorkton.

In addition to Parkland College, the Saskatchewan Trucking Association has opened a trucking industry training centre in Yorkton.

C. Churches

Yorkton is home to a number of community centres, services groups and churches. In total, Yorkton has twenty-eight churches located throughout the community. They include:

- Church of The Nazarene, 366 Independent Street.
- Family Worship Centre, 491 Broadway Street E.
- First Baptist Church Yorkton, 35 Smith Street E.
- Free Pentecostal Church, 20 Bradbrooke Avenue.
- Grace Pentecostal Tabernacle, Corner of King Street & Gladstone Avenue.
- Heartland Baptist Church, 78 First Avenue N.
- Heritage Baptist Church, 345 Darlington Street E.
- Holy Trinity Anglican Church, 165 Second Avenue N.
- Kingdom Hall of Jehovah's Witnesses, 109 Maple Avenue.
- Knox Presbyterian, 66 Park Street.
- Masonic Temple, 111 Haultain Avenue.
- Parkland Community Church, 56 Front Street.
- Parkland Gospel Lighthouse, Highway 52 - West Saradaville.
- Prairie Harvest Christian Life Church, 72 Melrose Avenue.
- St. Andrew's United Church, 29 Smith Street E.
- St. Gerard's Roman Catholic Church, 125 Third Avenue N.
- St. Mark's Orthodox Church,160 Betts Avenue.
- St. Mary's Ukrainian Catholic Church, 155 Catherine Street.
- St. Paul's Lutheran Church, 73 Smith Street E.

- Salvation Army, 147 Booth Street.
- Seventh Day Adventist Church, 384 Gladstone Avenue S.
- Ukrainian Orthodox Church, 89 Bradbrooke Drive.
- Westview United Church, 355 Bradbrooke Drive.
- Worldwide Church of God, 62 Langrill Drive.
- Yorkton Alliance Church, 186 Allanbrooke Drive.
- Yorkton Christian Fellowship, 58 Agricultural Avenue.
- Yorkton Faith Ministries, 16 Maple Avenue.
- Zion Lutheran Church, 234 Independent Street.

D. Cemeteries

There is one cemetery located within the limits of the City of Yorkton, located at King Street & Highway 9 although several cemeteries exist within the region (First Ebenezer Baptist Cemetery, Hoffman Cemetery Memorial, Jaroslaw Church Cemetery, Sliding Hills Christian Cemetery, and the Yorkton Memorial Gardens). The City of Yorkton is considering a second cemetery site, with land north of the proposed York Colony subdivision (south of Grain Millers Drive and east of Highway 9).

6.2 AVAILABILITY OF SERVICED LANDS

The number of undeveloped serviced lots within a community has a significant impact upon its ability to respond to demands in a timely manner. Table 6-1 indicates the current availability of serviced, undeveloped lots in Yorkton. Based on the information shown in Table 6-1 (collected in the Fall of 2011), and on the average rate of land development in the City over the past few years (refer to Section 6.3), the following observations are offered with respect to the sufficiency of land available for development:

- Based on recent rates and types of new housing construction, the supply of 114 single residential lots and 11 multi-family lots may only meet demand in the short term (i.e. 3 - 5 years).

- The current supply of downtown commercial is limited. Demand for additional land in the downtown will, in part, be driven by residential growth.

  The current supply of commercial (not including commercial lots in the downtown) is limited to 4 lots. Based on uptake of commercial land within the past ten years, this number will not meet demand in the short term.

- The current supply of industrial land, depending on the type of industrial activity, appears to be sufficient to meet demand in the short term future, however, since there has been a large influx of commercial development over the past three years, if this trend continues, the number of available industrial lots (9), will not be enough to meet demand in the short term. In addition to this, one large industrial development or spin-off effects could potentially deplete the supply of industrial land much quicker than has been seen in the past. In 2006, the City of Regina sold more industrial land than they did between 1990 and 2005.

- In addition to the 125 lots available for residential development, the City has plans to continue to develop land for residential use to accommodate growth to 2019. In 2012, 11 lots for affordable housing will be developed in CJ Houston, as well as an additional 10 lots of

affordable housing in York Colony. York Colony will also see the development of between 189 to 256 residential lots. West of the Ravine Ecological Preserve 234 planned residential lots will be developed (Skinner Property), and another 1,280 lots on lands south of Queen Street (the City will take possession of this land in 2012).

- In addition to this, a private developer is planning two twelve unit apartment buildings on the north portion of C.J. Houston fronting onto Catherine Street. Construction is tentatively scheduled for 2012. The same developer has begun site work on the Fifth Avenue project and plans to construct six single family homes in 2012.

- Blue Chip Homes is proposing to construct upscale homes in Riverside Meadows Phase II in 2012. It is not known how many homes will be constructed or planned for 7th Avenue North. REMAI is also currently constructing the second 24 unit condominium building on Morrison Drive after the first phase was fully occupied. Other developers are contemplating constructing condominiums in 2012 after seeing the success of the REMAI project

TABLE 6-1: CITY OF YORKTON
AVAILABLE SERVICES LANDS

LOT TYPES	NUMBER OF LOTS	
	Single	Multi
Residential	114	11
Downtown Commercial	Limited*	
Other Commercial	Yellowhead Commercial Subdivision	
	4	
Industrial	Gladstone Industrial Park	
	9	

*Note: A few scattered C1 lots are being held for residential development, while the remainder are unserviced (i.e. along Dominion Avenue, east of CN line).

Consultations with the City of Yorkton indicates that there is potential for additional residential, commercial and industrial land development within the City's boundary (see Figure 5-12). In total, there are 508 acres available for potential residential development, 324 acres available for potential commercial development, and 702 acres available for industrial development. Also within the City's boundary there are 395 acres of undeveloped land that has been deemed as environmentally sensitive and requiring further study before development can potentially occur.

6.3 RECENT CONSTRUCTION ACTIVITY

Table 6-2 summarizes construction activity in Yorkton for the years 2001 to 2010. Based on review of the data presented in the Table, the following observations are offered:

- Over the 2001 - 2010 time period, an average of 36 housing starts have been accounted for per year.

- The number of housing starts has steadily increased over the 2001 - 2010 period, with a large jump in the years 2007 to 2009 seeing the highest number of housing starts at 54.

  Industrial permits saw an increase in 2008 - 2010, prior to this no industrial permits had been issued, apart from 2001 and 2004.

  Between the years 2007-2010 the number of housing starts (single-detached) greatly exceeded the number of all single detached dwellings built between 2001-2006.

- The number of multi-unit dwelling starts have increased dramatically since 2007 and were close to three and a half times the number in the previous 6 years.

TABLE 6-2: RECENT CONSTRUCTION ACTIVITY
CITY OF YORKTON
(2001-2010)

Nature of Activity/Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total & 10 Year Permit Average
New Single-Unit Residential (millions)	3	3.7	2.1	3.6	3.8	3.3	10.7	12.7	11.5	7.7	6.2
- housing starts	23	28	15	23	25	19	59	54	48	30	32
New Multi-Unit Residential	4.8 mil	762500	320000	200000	200000	0	3.8mil	2.1mil	1.6mil	5.9mil	2.0mil
- housing starts	5	0	1	1	1	0	11	6	4	6	4
New Commercial	1.5mil	1.2mil	6.7mil	2.3mil	710656	2.2mil	23.8mil	8.4mil	27.8mil	5.7mil	8.0mil
- permits	24	19	30	34	16	9	18	43	39	28	26
New Institutional	1.6mil	9.4mil	18.4mil	16.0mil	4.0mil	686214	4.7mil	16.2mil	2.0mil	1.6mil	7.5mil
- permits	5	3	13	10	13	3	10	13	10	9	9
New Industrial	50000	0	0	0	0	0	0	25.0mil	3.5mil	2.9mil	3.2mil
- permits	1	0	0	1	0	0	0	11	8	10	3

6.4 SERVICED LAND REQUIREMENT FORECASTS

Over the next twenty five years, a total of 6,160 - 8,148 residential lots will be needed. As noted in Section 4.2.4 of this report, projected population growth (based on past population trends and an assumption of increased migration to the City of Yorkton) suggest that an additional 436 - 502 acres (176 - 203 ha), approximately, will be needed within the next ten years, solely to accommodate additional residential development (based on 6 dwelling units per acre). Within twenty five years, a total of approximately 1,027 - 1,358 acres (416 - 550 ha) of additional serviced land will be required to accommodate residential growth (based on 6 dwelling units per acre). These estimates do not include any allowance for non-residential development except for dedicated lands.

In the fall of 2011, the City of Yorkton had 114 single detached residential lots and 11 multi-family residential lots available. Investigations of vacant land and a preliminary assessment of available land that would be appropriate for residential development, indicate that approximately 508 acres of land is potentially available for residential development. Drawing 6, shows the general extent of vacant land and infill lots that are potentially available for development.

Due to the fact that the City of Yorkton has a supply of vacant residential lots and potential developable land within its boundaries (enough to accommodate 3,184 lots), this eliminates the need for the total 1,358 acres of potential additional land over the twenty five year time frame. Taking this into consideration, the City of Yorkton would need to accommodate for approximately 4,964 lots, translating into 827 acres needed over the next twenty five years at a build rate of 6 dwelling units per acre.

If the City of Yorkton were to develop at a higher density of 7 dwelling units per hectare (approximately 17 dwelling units per ha), the amount of potential residential land needed would decrease even further, and the City would only require 642 acres of land over the next twenty five years. Table 6-3 shows the land requirements under these development scenarios as well as a build out scenario for less dense development (i.e. 5 dwelling units per acre).

TABLE 6-3:
LAND REQUIREMENTS FOR RESIDENTIAL DEVELOPMENT

YEAR	2016	2021	2026	2031	2036	Total acres Required	Total acres required minus available lots and developable land
Preferred Growth Scenario (2.75%) low density (5 du/acre)	244	279	320	367	420	1,630	1,099
Preferred Growth Scenario (2.75%) medium density (6 du/acre)	203	233	267	305	350	1,358	827
Preferred Growth Scenario (2.75%) high density (7 du/acre)	174	200	229	262	299	1,164	642

The following excerpt from the City of Yorkton's Future Growth Needs Analysis completed in 2009 and updated in 2011 indicates the potential land needed for commercial and industrial growth. Potential employment growth in the City and broader region are expected to drive rapid, unprecedented growth in the City both in terms of population and employment. Land need calculations based on historical growth, current land supply, employment densities and a migration assumption, suggests that the City will require an additional 395-626 acres for commercial growth, and an additional 28-259 acres for industrial growth.

The cost and planning process associated with designing and servicing new urban areas (e.g. layout, servicing, and construction) is such that a city must have adequate land within its boundaries to respond to rapidly changing economies and migration patterns. A 25 year planning horizon is reasonable and has precedent in Saskatchewan (e.g. Saskatoon's recent annexation is intended to accommodate 40 years growth).

7. EXISTING POLICIES

7. EXISTING POLICIES

7.1 EXISTING BYLAWS

The City of Yorkton has enacted two Bylaws 14-2003 and 15-2003 that directly relate to planning and development. The City of Yorkton operates through an Official Community Plan (formerly called a Municipal Development Plan), that was passed in 2003. The accompanying Zoning Bylaw (14-2003) was also passed in 2003. The bylaws are outlined and briefly described as follows:

7.2 DEVELOPMENT PLAN 15-2003

The City of Yorkton's Development Plan includes a statement of the City's goals, aims and policies with regard to planning and development for a population of up to 25,000 residents. Included in the plan are subjects dealing with managing community growth; residential development; commercial & industrial development; community, environment & leisure; transportation; urban design & redevelopment; and utilities & services.

The Development Plan also includes a Conceptual Land Use Map, as well as a Future Land Use Map that indicates appropriate land uses outside of the City's boundaries, as well as staging to 2025; a environmentally sensitive areas map; a transportation map indicating existing and potential future roads/bypass; and a water supply map indicating the City of Yorkton's aquifer system.

7.3 ZONING BYLAW NO. 14 - 2003

The City of Yorkton's Zoning Bylaw and has been amended several times over the past 8 years. The bylaw contains definitions, administration provisions, general regulations, zoning districts and related standards - accessory uses, parking, signs, etc.. There are 19 zoning districts classified within the bylaw.

1. R-1 - General Residential District (primarily single detached dwellings, on standard small to medium sized lots; allows for a mix of other compatible accessory uses)
2. R1A - Small Lot Residential (
3. R-2 - Low Density Residential District (primarily semi-detached and single detached dwellings, allows for a mix of other accessory and compatible uses)
4. R-3 - Medium Density Residential District (primarily multi-unit and high density dwellings; allows for a mix of other accessory and compatible uses)
5. R-4 - High Density Residential District (primarily multi-unit and higher density dwellings; allows for a mix of other accessory and compatible uses)
6. R-5 - Mixed Density Residential District (primarily multi-unit and mixed density dwellings; allows for a mix of other accessory and compatible uses)
7. R-6 - Manufactured Home Residential District (primarily mobile and modular residential developments; allows for a mix of other accessory and compatible uses)

8. C-1 - City Centre Commercial District (central community district that provides a wide range of retail, financial, community, professional, residential, and recreational uses conducive to and safe for a high volume of pedestrian traffic)
9. C-2 - Arterial Commercial District (corridor for commercial development to Broadway St. W. From Highway 10 E., to the C.N. R tracks for uses serving the travelling public and residents)
10. C-3 - Highway Commercial District (commercial development in areas along major access routes at entry points to the City)
11. C-4 - Neighbourhood Commercial District (areas that accommodate shopping facilities for the day-to-day shopping requirements of residents in a neighbourhood)
12. MI-1 - Light Industrial District (areas that provide for a wide range of industrial and manufacturing uses with some associated commercial and service establishments)
13. MI-2- Heavy Industrial District (areas that provide for industrial and manufacturing uses)
14. IN - Institutional District (areas of community-wide administrative, cultural, institutional and utility uses)
15. PR - Parks and Recreation District (areas of both passive and active recreational opportunity, as well as community facilities and functions)
16. CMI-1 - Commercial Industrial Transitional District (primarily for reinvestment in core commercial and light industrial areas)
17. CT-1 - City Centre Commercial Transitional District
18. CT-2 Arterial Commercial District (primarily to ensure continued utilization of existing residential in the West Broadway commercial corridor, while encouraging the long term conversion of the subject properties to commercial uses).
19. MXURB - Mixed Use Residential Business District (primarily to facilitate reinvestment in older areas of the City).

The City of Yorkton has a wide array of zoning districts that currently permit a range of residential density and type, as well as providing for different types of commercial and industrial development such as downtown, highway, neighbourhood and arterial commercial and light and heavy industrial.

A comparison of other municipalities in Saskatchewan reveals the presence of additional zoning districts that the City of Yorkton may wish to consider in order to prepare for alternative types of housing (e.g. small lot, estate lot, mixed use, etc.) as well as commercial and industrial zones. The City of Yorkton could consider such zoning districts as follows:

Townhouse residential - providing for comprehensively planned low to medium density multi-unit dwellings in the form of townhouses, dwelling groups.

Estate residential (or large lot residential) - providing for residential development in the form of single detached, semi-detached, two-unit dwellings, multiple-unit dwellings while maintaining a recreational type lifestyle (i.e. golf course development).

Neighbourhood commercial mixed use - providing for a mix of development including a limited range of commercial and institutional uses, as well as medium density residential uses.

Industrial business district - providing for business and light industrial activities that are seeking a high quality, comprehensively planned environment.

Airport district - designating and conserving land for uses associated with the orderly operations of the airport.

7.4 EXISTING POLICIES AND PROCEDURES

The City of Yorkton follows several policies and formal procedures that are directly related to planning and development. The policies and procedures are listed and briefly described below:

7.4.1 Development Permits

The procedure and requirements for development permits are outlined in Part A, Section 3.0 of the Zoning Bylaw. Every person, before commencing any development shall apply to the Development Officer charged with the administration of the Bylaw. A development permit is required with the carrying out of any construction, engineering, mining or other operations in, on, or over land, or the making of any material change in the use or the intensity of the use of any building or land.

7.4.2 Discretionary Use Applications

The procedure for Discretionary Use application outlined in the Zoning Bylaw state that all Discretionary Use applications to be referred to the Development Officer for review/comment by any City Department; the Municipal Planning Commission for consideration and recommendation to Council; and, Council for the authorization to proceed with advertising and to establish a date for a public hearing to be held prior to final approval.

Formal Discretionary Use application requirements and review processes / criteria are identified in the Zoning Bylaw. Applications submitted to Council may be approved with or without conditions that Council may deem necessary.

Advertisement of a Discretionary Use application must abide by the following:

(a) the Development officer shall publish a notice in a newspaper circulating within the City once per week for two (2) successive weeks prior to final approval by Council;
(b) the notice shall be published at least ten (10) days prior to the date set by Council for a public hearing regarding the application;
(c) the affected property shall be posted with a public notice detailing the proposed use of the property at least ten (10) days prior to the date set by Council for a public hearing regarding the application; and,
(d) all landowners within 75 metres (250 feet) of the site for which application is being made shall be notified by registered mail or personal service of the application, and the date on which Council will hold a public hearing regarding the application.

All public notification shall contain the following information:

(a) the legal description and civic address of the land which is the subject of the application;

(b) the purpose of the proposed application; and,
(d) the date, place, and time that Council will hold a public hearing on the application.

Council, after considering:

(a) any representations made at the public hearing;
(b) the Development Plan, or other regulatory plan or bylaw affecting the application and the provisions of Bylaw 12-2003;
(c) any other relevant information and documents; may proceed to:
(i) reject the application;
(ii) approve the application;
(iii) approve the application for a limited time, or
(iv) approve the application with specific development standards.

If council refuses a Discretionary Use application, the City shall not accept another application on the same land for the same purpose until six (6) months have passed after the date of such refusal.

7.4.3 Subdivision Applications

Upon receipt of a completed subdivision application, the Development Officer shall, at a minimum, send a copy of the plan and application for comment to:

(a) Saskatchewan Power Corporation;
(b) Saskatchewan Energy;
(c) Access Communication; and,
(d) The City of Yorkton Public Works/Engineering Department.

The Development Officer may also send a copy of the subdivision for comment to other authorities, agencies, departments, councils or board that in the opinion of the Development Officer might be affected by the proposed subdivision.

The authorities from whom comments are requested by the Development Officer have forty (40) days to respond to the Development Officer after the day on which the comments are requested. Following the 40-day period, the Development Officer may submit the Application to City Council with a recommendation for approval or denial. Within ninety (90) days of receiving the completed Subdivision Application, the City will either issue a Certificate of Approval or a Reason for Denial to the Applicant.

The City of Yorkton charges a $150.00 fee for a Discretionary Use Application. A breakdown of fees, with comparisons to two other municipalities, can be found in Table 7-1.

7.4.4 Application to Rezone

All applications for amendments to the Zoning Bylaw need to be submitted on a prescribed form stating the following:

(a) reasons in support of the amendment;
(b) the legal description and civic address of the property as well as the contact information of the applicant and the registered owners of the property; and,
(c) information regarding the surrounding land uses.

The amendment application may be referred by the Development officer to:

(a) any City Department for review and comment;
(b) The Municipal Planning Commission for consideration and recommendation to Council; and,
(d) Council for first and second reading and to establish a date for a public hearing to be held prior to the third reading.

All amendment applications are required to be advertised once per week for two (2) successive weeks in a newspaper circulating within the City prior to the third reading by Council. The first notice is to be placed no earlier than twenty-one (21) days prior to the date set out by Council for a public hearing regarding the proposed amendment.

If the amendment involves the rezoning of land to a different zoning district, all land owners within 75 metres of the site for which application is being made shall be notified by registered mail of the application, and the date on which Council will hold a public hearing regarding the application. The notification shall contain the following information:

(a) the legal description and civic address of the land which is the subject of the application;
(b) the purpose of the proposed amendment;
(c) one or more places where a copy of the proposed amendment may be inspected by the public during reasonable hours;
(d) the date, place and time that Council will hold a public hearing on the proposed amendment;
(e) an outline of the procedures to be followed by anyone wishing to be heard at the public hearing.

Council, after considering any representations made at the public hearing, other relevant information and documentation, and/or the Development Plan, or other regulatory plan or bylaw affecting the application and provisions of the Bylaw, may proceed to alter the proposed amendment, pass the proposed amendment, defer the amendment application pending additional information, or defeat the proposed amendment.

TABLE 7-1: FEE BREAKDOWN CITY OF YORKTON

Type of Application	Yorkton	Saskatoon	Swift Current
Development Permit - General	Fees as set out below	$100 flat fee, plus 30 cents per $1,000 of construction value	No charge, except for applicable Building Permit fees, as stated in Building Bylaw
Development Permit - Infill	n/a	$100 per unit flat fee	N/A
Minor Variance Permit	$100	n/a	$50
Development Appeals	$50	n/a	$50
Discretionary Use Application	$150	Standard - $800 Complex - $1,500 Highly Complex - $4,000	$400 plus GST
Direct Control District	N/A	If City Council Approval is Required - $2,000	N/A
Architectural Control District	N/A	Major - $2,000 Minor - $500	N/A
Neighbourhood Concept Plan Amendment (without rezoning application)	N/A	Major - $1,500 Minor - $500	N/A
Zoning Memorandum Certificate (Yorkton) / Zoning Bylaw Compliance Certificate (Saskatoon) / Conformity Certificates (S.C.	A) Type 1A $50 B) Type 1B $100 C) Type 2 $200 D) Type 3 $400	$150	$10
Liquor Licence Endorsement	$50	$150	N/A
Rezoning and Zoning Bylaw Amendment Application	$250	Text amendment - $2,500 Low Density - $2,500 Consistent with Approved Concept Plan - $2,500 Med/High Density - $3,500	$400 plus GST

		Contract Zone - Plus $500 Concept Plan (Major) - plus $1,500 Concept Plan (Minor) - plus $500	
Development Plan Bylaw Amendment Application	$250		$400 plus GST
Signage Permit Application	$25 ($1 per square foot of sign area, no less than $25)	Portable Sign: Annual licence fee of $30 per sign	Portable Sign $25
Permanent Signs	N/A	Permanent Signs: A) Billboards - $225 B) Sign Groups 1, 2, 3 - $100 C) Sign Groups 4, 5 - $225 D) Overhanging Signs (by more than 0.30 metres) - $150 in addition to the fee for sign permit	$15
Digital Signs	N/A	$750	N/A
Subdivision Application	$125 flat fee, plus $125 per lot created; Additional escrow of $500 for larger subdivisions.	$550 plus $90 per lot (maximum $3,600 lot fee)	$20.00 Examination Fee plus $15.00/lot Created
Informal Site Plan	A) Accessory Building / Structure - $0 B) One and Two Unit Dwelling - $0		N/A
Minor Site Plan	A) Three unit dwelling and above up to 600 m^2 - $100 B) Non-Residential Development - up to 600 m^2 - $750 Also subject to review fees and require esgrow of $750		N/A
Major Site Plan	A) New forms of development/additions - up to 600 m^2 - $250 B) New forms of development/additions - over 600 m^2 up to 1,000		N/A

	m^2 - $350 C) New forms of development/additions - over 1,000 m^2 - $500		
Condominium Plan for new residential/non-residential condo conversions	$125; also require esgrow of $500	$550 flat fee	N/A
Residential Condominium Conversion	$500; also required to pay $130 per unit approved	$550, plus $200 per unit (no maximum)	N/A
Bareland Condominium Subdivisions	$125; plus $125 for each bareland unit resulting from subdivison		N/A
Payment in Lieu of Off-Street Parking Facilities	$3,000 per space		$2,000 for each off-street parking space

7.4.5 Development Appeals

There are no procedures or requirements for development appeals set out in Yorkton's Zoning Bylaw as these procedures have been set out in a separate bylaw. The City of Yorkton appoints a Development Appeals Board consisting of five members to hear appeals pursuant and in accordance with sections 213 to 227 of The Planning and Development Act, 2007. When an application for a permitted use, form of development or, discretionary use prescribed standards or conditions has been refused, the applicant is advised of the right to appeal to the Development Appeals Board of the City of Yorkton.

7.5 MUNICIPAL CULTURAL PLAN

In 2006 Yorkton was selected as one of four communities in Saskatchewan to undertake a municipal cultural planning process as a part of a pilot project initiated by SaskCulture Inc. This project was a means to achieve greater community engagement in the development of a "culturally-vibrant province".

Beginning in November 2007, community consultations, input and engagement in Yorkton were undertaken to develop the final document. A set of six key objectives and a strategic action plan were developed through a steering committee, project manager, and the results of the community input. Below is a summary of the strategic action plan prepared by Marian Donnelly and Inner Circle Management.

The key objectives that were developed through this process were identified as:

Improved coordination;
Municipal policy and plan;
Increased awareness;
More volunteer support;
Yorkton as a cultural hub;
Establish a new/refurbish an existing community facility.

A series of action items were developed to achieve the key objectives identified above. These action items were identified as follows:

Connect and Collaborate - to establish a Cultural Committee to ensure the objectives of the Cultural Plan are met; to establish the Yorkton Culture Network; and, to establish a cultural charitable foundation.

Affirm Community Participation - to develop a cultural policy for the community of Yorkton that expands on the current policies and to present the Cultural Plan to the City of Yorkton.

Communicate - to establish a communication strategy that would incorporate the Yorkton Events calendar, newspapers, cultural map, and provide marketing opportunities for annual events and smaller organizations and groups. Communication should also be established through an online presence.

Educate and Engage - by presenting a series of capacity building workshops on event planning, marketing, fundraising, etc. To create a partnership with the high schools in the development of a mentoring program and opportunities to train students in the delivery of cultural events, activities and programming. To develop a volunteer incentive program, and to establish a joint marketing campaign that promotes the benefits of volunteering for art and cultural activities.

Build Bridges - to partner with surrounding communities on the establishment of a regional cultural event; to establish the largest Aboriginal art gallery in Saskatchewan; to establish a cultural exchange program between Aboriginal and non-Aboriginal communities; and, to create a regional newsletter that highlights upcoming activities.

Create Space - to establish a sub-committee of the Cultural Committee to investigate the possibility of re-use of space in the City; to explore fundraising opportunities that might exist

to establish a new purpose-build facility; to negotiate with the school divisions towards enabling better community access to the Theatres; to establish a cultural heritage research centre to develop an expanded archive; and, to establish a youth drop-in centre with an arts-based focus.

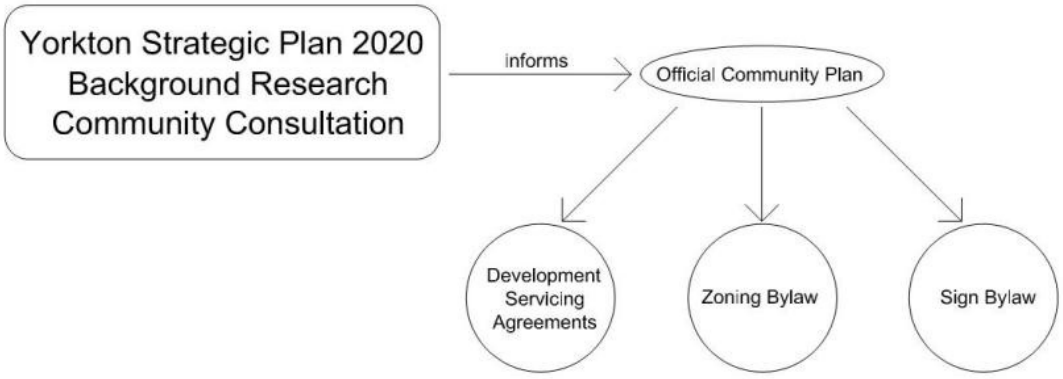
Celebrate! - to create an annual celebration of culture in Yorkton; to re-establish the 'Haunts of Yorkton'; to encourage, facilitate and support community public art; and, to create an arts/business awards event.

7.6 Strategic Plan

The City of Yorkton's Council adopted their latest strategic plan in February 2011. The plan includes eight goal areas:

Health Community - Promote and build a health community encouraging healthy lifestyles and, personal wellness with quality health care.
Infrastructure - A community with a comprehensive, integrated ans sustainable infrastructure plan and programs that meet current and future needs.
Economic Development - A city that is open for business, providing an economic environment that embraces innovation and growth.
Community Development - Foster a safe community that embraces cultural and social diversity by providing social, recreational and educational opportunities for all community members.
Environment - A community that promotes environmental awareness, rethinks, recycles, reuses and uses green space and energy efficiently.
Technology - Position technology as a means for community communication, create operational efficiencies, promote and facilitate economic activity.
Education - Foster strategic partnerships, to offer responsive, quality education for all citizens.
Governance & Communication - The governance model is accountable, transparent, engages residents participation and involvement in policy development and goal setting.

The City of Yorkton's Strategic Plan is an overarching policy document to the City's Official Community Plan. The eight goals identified in the Strategic Plan 2020 will, in part, be integrated into the City's new Official Community Plan along with the background research and public consultation processes that will have taken during the development of the Official Community Plan. The City's Official Community Plan will in turn be implemented by the City's New Zoning Bylaw and Sign Bylaw as shown below.



8. COMMUNITY INPUT

8. COMMUNITY INPUT

During the initial data collection and analysis phase, input into the community planning process was solicited from the community in three ways: through a workshop with representatives of key stakeholder groups in the community; through a community survey of a sample of the City's population; and through consultation with the community's youth. Findings from these consultations can be found in Section 9, with a full summary provided in the supplementary document entitled *"Our City: Our Future"* - Yorkton Official Community Plan Public Consultation".

8.1 STAKEHOLDER WORKSHOPS

SPRING 2012

8.2 YOUTH CONSULTATION

SPRING 2012

8.3 COMMUNITY SURVEY

In the Fall of 2011, Crosby Hanna & Associates (CHA) distributed a "Survey of Residents Concerns and Issues", on behalf of the City of, Yorkton, as part of the City's community planning public consultation process. Approximately 8,152 surveys were distributed and 700 were returned. This amounts to an average return rate of approximately 8.6%. The goal of the survey was to identify and aggregate the priorities and concerns of City residents as they relate to current and future development in Yorkton. Highlights from the survey include the following:

8.3.1 Resident Profile

- 31.3 % of respondents grew up in Yorkton, while 68.7% moved to the City as an adult.
- 78.7 % of the respondents were house owners, while 10.0% were house renters and 6.0% were (resident) business owners.
- 1.0% of the respondents identified themselves as either Aboriginal, 1.6% as First Nation, 1.3% as Metis and 0.7% as Inuit. 1.6 % identified themselves as a newcomer to Canada.
- 77.3% of the respondents plan to be living in Yorkton within the next 5 years.
- The largest response came from residents residing in Neighbourhood #4 (see accompanying map in the document entitled "Yorkton *Our City. Our Future.* Official Community Plan Public Consultation) at 34.9%, followed by #3 (19.6%), #2 (14.4%), #5 (11.1%), #1 (9.3%), #6 (0.9%). Of the survey respondents, 13.1% (or 89 respondents) chose not answer this question.

8.3.2 Commuter Patterns

81 of 700 (11.6%) respondents to the survey had someone in their household commuting to another community for employment. This is a very low, and generally speaking, reflects a healthy balance of development within the community. If people live and work within the same community, they are less dependent on their automobiles and on the transportation system itself (e.g. highways, road networks). Future increases in the price of fuel and road congestion lessens the appeal of commuting to another community for work.

8.3.3 Recreation Facilities

The library, Gallagher Centre, Gloria Hayden Community Centre, school facilities and Deer Park Golf Course are the most popular recreation facilities according to survey responses. The indoor & outdoor skating rinks, Godfrey Dean Cultural Centre, and the Ravine Ecological Reserve make up the second tier, followed by Kinsmen Arena, Weinmaster Park, City Centre Park and Silver Heights Park. Some highlights of the section include the following:

- Seniors (70+) are more likely to use the Godfrey Dean Cultural Centre, the City Centre Park, and the library.
- If a household has children aged 1 - 12, they are most likely to use the soccer pitches, Heritage Heights Park and Silver Heights Park.
- If a household has children aged 13 - 18, they are most likely to use the school facilities.
- If the 19 - 39 age demographic is residing in a household, it is most likely that people within the household will use the outdoor skating rinks, Heritage Height Park, Silver Heights Park, and Weinmaster Park.
- If the 40 -54 age demographic is living in the household, it is most likely that people within the household will be using the indoor skating rinks, Gloria Hayden Community Centre, the golf course, Logan Green, City Centre Park and the Gallagher Centre.
- The school facilities, the indoor skating rinks, the Gallagher Centre, the Gloria Hayden Community Centre are used by the widest range of demographics.

The survey also asked **"What recreation programs / facilities need to be developed or further enhanced in the City?".** Some of the more common responses related to the development of an outdoor swimming pool and/or splash park (mentioned in 52 separate comments), the development of an off leash dog park (mentioned in 20 separate comments), development of walking/biking/multi-use trail system with connections to recreational destination sites (walking trails mentioned in 60 separate comments), development of a third indoor ice surface (mentioned in 12 separate comments) and development of a new skateboard park (mentioned in 15 separate comments).

8.3.4 Agree/Disagree Statements

The following are some general highlights to agree or disagree statements about development in the City of Yorkton.

- Residents are generally in strong support of providing financial or development incentives to encourage future commercial and industrial development.
- Residents are in strong support of encouraging the development of townhouses, condominiums and apartment buildings.
- Residents generally agree that the City has sufficient park space (84.5% agreed), however, it was felt that public recreation facilities were not as not sufficient as park space (69.4% agreed).
- Of the recreation facilities, survey respondents felt that recreation facilities were most adequate for adults, followed by children then seniors. It was felt that there were least adequate for youth.
- Residents were split on their agreement on if they would use an enhanced transit system as an alternative to driving.
- Residents generally disagreed that they would use an enhanced formal cycling network as an alternative to driving.
- Residents are strongly in support of a "triple bottom line" sustainable approach when it comes to considering technologies for the development of new or replacement infrastructure (i.e. balancing environmental, social and economic factors in decisions).
- Residents generally agree that they feel a general sense of security and that Yorkton is a safe place to live.

Certain responses were broken out by age group or neighbourhood:

- If there was someone living in the household between the age of 55 - 69 and 70+ they were more likely to agree that they would use an enhanced City Transit System.
- If there was someone living in the household between the ages of 1-18, they were more likely to agree that an enhanced cycling network would be used. The age demographic that would most likely not to use an enhanced cycling network was the 70+ age demographic followed by the 55-69 age demographic.
- Although residents generally agreed that within Yorkton they feel a sense of security and think that Yorkton is a safe place to live, residents living in neighbourhoods 2,4 and 5 (see attached map) disagreed with this statement more often than other residents.

Residents were also asked to comment generally on the agree/disagree statements. Some of the more common responses related to residents feeling unsafe within the City of Yorkton, the perception that the current bike lanes are being underutilised and that an enhanced formal cycling network would also be underutilised. Other common comments were related to a lack of activities for youth and seniors within Yorkton as well as deficiencies found within the current transit system.

8.3.5 Unique Strengths of Yorkton

Residents were asked *"What are the positive aspects and/or unique strengths of Yorkton that the City can build upon over the next twenty years"*. Some of the more common responses related to Yorkton's geographic location and large catchment area, it's parks and recreation facilities, and the City's "small-town" atmosphere and friendliness.

8.3.6 Yorkton's Most Significant Challenges

Residents were also asked *"What is the most significant challenge that Yorkton faces as a community?"*. Some of the more common responses related to keeping up with infrastructure as the City grows, incidence of crime and drug related activities, racism, lack of affordable housing, high rents, retention of the youth population, and the shortage of skilled labourers.

8.3.7 Housing Issues & Regulated Land Use

Residents were asked to indicated which housing issues concerned them most in the City of Yorkton. The top rated concerns were: supply of affordable housing, supply of senior citizen housing, purchase price, supply of rental housing, followed by property maintenance / housing conditions.

Residents were also asked which land use issues should be more or less regulated. Land uses that residents identified as needing more regulation included property maintenance, protection of natural areas / green space, street trees / landscaping requirements, parking, followed by signage.

Land uses that residents identified as needing less regulation included fire pits, maximum dwelling height, lot sizes, building design, garden suites / basement suites, followed by building setbacks.

8.3.8 West Truck Bypass Route

Residents were asked which street should be used as a connection to a west truck bypass route. Residents were most in favour of using Grain Millers Drive (40.4%), then Queen Street (24.6%), followed by Highway 9 (17.6%).

8.3.9 Recycling

Residents were also asked if they recycle and if so, which facilities they use. Of the respondents that answered, 54% indicated they use the recycling centre, 52.9% indicated they use curbside recycling, and 45.4% indicated they use the community recycling bins. Residents were also asked if they would use composting facilities if they were made available and 48.1% of the respondents answered in the affirmative.

9. FINDINGS

9. FINDINGS

9.1 RESIDENTIAL

Yorkton, with a current (2011) population (SHSP) of 18,471, experienced a five year average annual population growth of 1.65%. With a strong economic outlook (potential potash mines and expansions), the City of Yorkton could continue to increase at a higher than average annual growth based on job growth and subsequent migration to the community. Assuming this, Yorkton's population has been projected to reflect potential growth at a range between 2.2 and 2.75% over the next twenty five years. Based on this outlook, the City of Yorkon could potentially increase from 18,471 to between 32,088 - 36,395 in 2036. Given the City's current average household size of 2.2 people per household, this translates into a potential additional 6,160 - 8,184 additional dwelling units. While it is difficult to predict what will occur in the future, these projections are not unrealistic for the City of Yorkton, based on economic forecasts and historical trends. Based on this outlook, it is important for the City of Yorkton to identify areas for both short-term and long-term future residential development.

Residential development in Yorkton was traditionally developed on a grid pattern, with the oldest and core neighbourhoods located adjacent to downtown as well as north and south of Broadway Street. New neighbourhood development, located in the northeast and southwest of the City has been developed conventionally using curvlinear streets, with crescents and cul-du-sacs. The City's newest neighbourhood development will be located north of York Road East and east of Highway 9 (York Colony). Vacant land, potentially appropriate for residential development, exists in the southeast and southwest of the City, as well as in the northeast. A small portion of land also exists south of Highway 16A, adjacent to the west boundary of the City. In the fall of 2011, the City had identified 153 ha of potential residential land. Given the potential growth scenarios and recent construction activity, areas should be identified for long-term future residential development.

- The City, in the Fall of 2011, had a supply of approximately 114 serviced, vacant, single detached and 11 serviced, vacant multiple unit residential lots available. In addition to these lots, the City is developing a new neighbourhood, York Colony, to be available in 2012. C.J. Houston also represents an eleven lot infill project that is planned for construction on 2012. In addition to this, a private developer is planning two twelve unit apartment buildings on the north portion of C.J. Houston fronting onto Catherine Street. Construction is tentatively scheduled for 2012. The same developer has begun site work on the Fifth Avenue project and plans to construct six single family homes in 2012. Blue Chip Homes is proposing to construct upscale homes in Riverside Meadows Phase II in 2012. It is not known

how many homes will be constructed or planned for 7th Avenue North. REMAI is also currently constructing the second 24 unit condominium building on Morrison Drive after the first phase was fully occupied. Other developers are contemplating constructing condominiums in 2012 after seeing the success of the REMAI project.

While Yorkton's housing remains relatively affordable in the Saskatchewan context, a housing study prepared for the City of Yorkton indicates that Yorkton is lacking in keeping pace with population growth, which has resulted in a shortage of market, near market and non-market housing. Housing prices in all price ranges have increased greatly, and a serious housing shortage could develop in the City in the next few years.

As Yorkton's population continues to grow, and especially if major new developments are announced, there will be continued demand for serviced lots and for market housing for all types. Similar housing challenges are being faced by other communities to varying degrees across Saskatchewan.

Strong housing demand presents the opportunity for multi-type housing developments that address different housing sub-markets: single family homes, townhouse condos for downsizing seniors and young couples, rental apartments and affordable units for lower-income and special-needs residents.

The City of Yorkton currently permits secondary suites as a form of affordable rental housing, as an accessory use to single detached dwellings. However, the City does not currently permit garage or garden suites as a secondary form of housing.

Yorkton faces the economic challenge of ensuring that an adequate housing supply will be available to existing and future residents.

Yorkton, despite rapidly rising housing prices and growing housing shortages of all types, is much better off in addressing its housing challenges than comparable cities in other countries, because of the opportunities for new housing construction and renovation/conversion of existing properties. Yorkton faces a housing challenge that could lead to job creation and higher government revenues.

According to survey responses, residents are in strong support of encouraging the development of townhouses, condominiums and apartment buildings within the City of Yorkton.

Survey respondents indicated that property maintenance should be more regulated in the City of Yorkton while fire pits and maximum dwelling height should be less regulated.

Based on the community survey, residential issues that residents felt were most important were the supply of affordable housing, the supply of senior citizen housing, purchase price and supply of rental housing. Residents also felt that property maintenance and housing conditions were housing issues of concern.

9.2 COMMERCIAL

Yorkton's retail space is fairly well concentrated within the City. Downtown commercial land uses in Yorkton are located along Broadway Street, bordered by Dracup Avenue to the west and Maple Avenue to the East. Arterial commercial uses are located along Broadway Street on the west side of the City. Highway commercial uses are located along Highways 9 and 10 (east). The Yellowhead Commercial Subdivision is located south of Broadway Street East.

Neighbourhood commercial development is located throughout the City of Yorkton's neighbourhoods as well as a number of home based businesses (approximately 260).

In 2005, the City of Yorkton developed a downtown revitalization plan to deal with urban design, pedestrian and vehicular activity, economic development, housing, and social activities and events. Through this program the City implemented the Enterprise Zone Incentive Program to revitalize and beautify the Enterprise Zone (Downtown and West Broadway Corridor). Key recommendations included increasing the residential density of the downtown, greening corridors, adopting a pedestrian network, dedicating bike lanes, concentrating and directing future commercial and residential development in the downtown, establishing urban growth limits and limiting the purchase of suburban property.

The City of Yorkton includes a trading area covering a region in Manitoba and Saskatchewan with a radius of nearly 150 km, and with more than 150,000 people who regularly deal with Yorkton businesses. Yorkton's large trading area is more comparable to a much larger city, and is a major asset for the City's economy. Yorkton is easily accessible to people, including businesses located in a large region and its location on a major transportation network enhances its role as a major centre for a wide trading area. The City benefits from not being located too near large communities.

Due to the importance of Yorkton's regional role, it is necessary for the City to maintain a strong outreach program to the agricultural sector, First Nations, mining industry, retail and other business customers in the region, as well as to the users of Yorkton's health, education and other public services.

Yorkton's downtown has benefited from the recent growth of the City. The Business Improvement District and the City of Yorkton have successfully

implemented a number of beautification and redevelopment initiatives. The City and the YBID, continue to work together to generate continued revitalization.

The continued revitalization of Yorkton's downtown area will play an important role in meeting future economic and social challenges and benefiting from new business opportunities.

In the Fall of 2011 there was a current inventory of 4 serviced, undeveloped commercial sites in the Yellowhead Commercial Subdivision. Areas of underutilised sites and buildings also exist in the downtown, and particularly along Broadway Street where arterial commercial sites mixed with residential can be found.

- Retail sectors which have potential for future expansion may be drawn to peripheral commercial zones within or even outside the city, but some could be attracted to underutilised spaces within the city's central core if the proper inducements were provided.

  Downtown areas can be effectively "right-sized" (i.e. increasing residential and other uses in the downtown, creating a critical mass of people to support business) by locating recreational and cultural projects within their area, and by planning for significant residential development in downtown zones; new residents of all ages provide important potential customers to existing and future businesses.

- Additions, such as significant residential, recreational and cultural projects serve to enhance the diversified, multi-use character which they offer, unlike malls located in peripheral areas, and which are now experiencing serious vacancy rates in many cities; they also strengthen the important movement in may cities to support local businesses.

  The possible development of a new potash mines between Yorkton and Melville (by BHP Billiton) would engage up to 4,000 workers during its construction phase, and a large number of permanent employees through direct and indirect employment during operations. Other mines that will contribute to Yorkton's economy include BHP Billiton with plans for a potential mine site near Bangor, as well as PCS with a potential mine site near Bredenbury and North Atlantic Potash and Rio Tinto exploring near Foam Lake. All of this potential development will also stimulate demand for office space and wide variety of business services during construction and operational phases.

  Confirmed and possible expansions of other potash mines in eastern Saskatchewan have already had a direct impact on Yorkton, and greater employment resulting from these projects strengthens Yorkton's trading area.

All of Yorkton's recent economic activity, including two recently opened oilseed crushing plants, leads to increased sales and employment by Yorkton's estimated 1,000 businesses, which employ more than 7,500 employees already.

According to the community survey results, respondents were generally in support of providing financial or development incentives to encourage future commercial development.

Survey respondents also indicated that street trees and landscaping requirements should be more regulated in the City's Land Use Bylaw.

Based on economic forecasts the City of Yorkton could potentially need an additional 395 - 626 acres of additional commercial land over the next twenty five years.

9.3 INDUSTRIAL

- Yorkton businesses provide products and services to the agricultural sector, including individual farmers and farm service businesses, over a larger area. It is also evident that future expansion of the potash industry in the region around Yorkton, including possible new development close to the City, would serve to both increase and diversify Yorkton's business service role as a regional centre.

Yorkton's important role as an agricultural service centre for a large region is a major part of the City's economic profile. Currently there are businesses supplying ag products, including machinery, and services to farmers and farm businesses in the region. Additionally, the growing importance of value-added activities which require local products and expertise, the presence of two new oilseed crushing plants, with direct employment impact of more than 150 jobs, plus important spin-offs, and the importance of visits to the City by rural residents for sales by other commercial sectors demonstrate the importance of agricultural business in the City.

Yorkton's construction industry is a major employer and is an active participant in the active growth of the City's population and economy. Total building permit values in recent years have grown to levels of between $45 and $60 million annually, compared to $4 million as recently as 2006. Construction activity throughout the region around Yorkton, should it remain strong, will also provide a source of important revenue for construction businesses located in Yorkton.

Industrial development in the City off Yorkton is concentrated in the northern portion of the City, along York Road. The Gladstone Industrial Park is located within this area (from Novak Road to Dracup Avenue). Heavy industrial uses are located along York Road West, west of Novak Road. The City of Yorkton has

designated and zoned large areas of land north and west of the existing light industrial areas for Heavy Industrial.

In the Fall of 2011, there were 9 available serviced industrial lots in the Gladstone Industrial Park.

Survey respondents indicated that they are in general support of providing financial or development incentives to encourage future industrial development.

Survey respondents also indicated that street trees and landscaping requirements should be more regulated in the City's Land Use Bylaw.

Based on economic forecasts the City of Yorkton could potentially need an additional 28-259 acres of additional land for industrial development.

9.4 TRANSPORTATION, INFRASTRUCTURE & MUNICIPAL SERVICES

Raw Water Supply:

The City of Yorkton (COY) has a number of groundwater production wells that supply all of the raw water for the City's needs. There are currently 12 wells in operation. Most of the City groundwater wells have protective buildings over the well heads (Wells 1, 2, 7, 8, 9, 10, 11, 12, & 13), while the remainder are equipped with pitless adapters and locking caps (Wells 6, 14, & 15). Information collected for the City of Yorkton Facilities Management[1] project suggests that Well 6 (installed in 2000) is operating but the control building requires replacement.
The wells are distributed over a total of five (5) aquifers surrounding the City of Yorkton. There are no anecdotal reports of the wells biofouling outside the normal rate of biological activity typical of Saskatchewan groundwater.

Water Treatment:

The Queen Street WTP (hereafter referred to as the QSWTP) provides treated potable water for the City as a whole and has been designed to accommodate future growth up to a design population of approximately 28,875 people.
The treatment process train has a rated capacity of 22,000 m3/day. Provisions have been made so that a third process train may be added in the future, which would provide a total treated water production volume of 33,000 m3/day. Expansion beyond that production value in the future is also possible.

Water Storage and Distribution:

The City of Yorkton has a potable water storage reservoir at the Queen Street WTP. The City water tower, constructed in 1998, provides both additional potable water storage and hydraulic pressure to the distribution system. The Park Street WTP has been decommissioned, but the reservoir is reported to be in fair condition. The City may wish to consider rehabilitation of the facility as an additional potable water storage reservoir or conversion to a booster station in the future.

Using the MOE suggested water consumption value of 350 L/c/day, the City potable water storage capacity appears to be adequate to meet requirements up to the year 2036.

Considering the use of a 2.75% annual growth rate, and the aggressive growth rates currently being experienced by a number of Saskatchewan communities, it is recommended that the City re-examine their potable water storage requirements in ten to fifteen (10-15) years or sooner if the City expects any new high demand commercial or industrial users.

The City of Yorkton currently has water distribution pumps at the QSWTP (248 L/s @ 52.8 m TDH), and at the Highway 10 Pumping Station Reservoir (2 pumps - 60 L/s @ 50 m TDH each) locations. Additional distribution pumping capacity may be added to the WTP #4 Reservoir when it is converted to a potable water pressure boosting station later this year (in 2012). The water tower also provides hydraulic pressure to the distribution system as its primary function.

The existing water treatment, storage, and distribution systems for the City of Yorkton all currently provide adequate service with appropriate fire protection allowances. The City should be able to expect this level of service for the next 20 years. One point to note is that in order to satisfy the 2x average day potable water storage recommendation for fire protection approaching 2036, the City may wish to consider either converting the former Park Street WTP Reservoir into a potable water reservoir and booster pumping station, or constructing another reservoir/booster station or water tower elsewhere in the city.

Sanitary Sewer:

Yorkton's topography has allowed the City to develop the sewer collection system almost completely on gravity flow. A single lift station exists at the east edge of the community and serves to lift the flow from a small localized area east of the Yorkton Creek into the gravity collection system. All sanitary sewer collection mains lead to a 1,050 mm (42 in) diameter concrete trunk sewer main that discharges to the H.M. Bailey Water Pollution Control Plant (WPCP). The trunk sewer has an estimated maximum flow capacity of approximately 111,000 m3/day. It should be

noted that the trunk sewer main is the City's sole discharge avenue to the WPCP, and that redundancy is strongly recommended. A major disruption to the service of this line could be catastrophic. The City should consider options to twin the trunk sewer main or provide an alternate route for flow diversion.

In the past, it was common in Saskatchewan for homeowners to connect weeping tile or sump pump systems to their sanitary sewer service connections. This practice can result in large sudden volume increases in the sanitary system during and immediately after large rainfall events. Another more consistent source of infiltration into the sanitary system is the inflow of groundwater through piping joints that becomes more prevalent as the system ages.

Many of the homes in Yorkton likely have sump or weeping tile systems that discharge into the sanitary sewer system. If these types of connections were eliminated, the sanitary sewer collection and treatment systems would have significantly more available operating capacity. This could result in the City delaying or no longer requiring costly upgrades that may be required in the future due to capacity issues.

Storm Water System:

The City of Yorkton storm water management system is divided into two (2) separate and distinct handling systems. Storm water from the eastern section of the city is managed by the Dracup Avenue Storm System. Stormwater from the western section of the city is managed by the Yorkton West Storm Water System. Both systems use open flow channels, overland drainage ditches and buried piping to ultimately direct run-off to the Yorkton Creek.

Storm water collection improvement options are somewhat limited due to the flat gradients and the shallow elevations of the existing systems. Significant changes and associated large capital costs would be required to make notable improvements.

The City of Yorkton experienced a major storm event on July 1, 2010 that resulted in large-scale flooding over large areas throughout the City, specifically in the central south-west. The flooding damaged a number of privately owned homes and businesses, as well as municipal property such as the Yorkton Regional Library.

The City would benefit from having the Stormwater system modelled as a whole, rather than as two (2) separate systems. The development of a dynamic virtual model would allow the City greater flexibility in planning and may also be used to prioritize capital projects between the systems.

Solid Waste Disposal:

The COY currently owns and operates a solid waste management facility (SWMF) located immediately north of the City's Water Pollution Control Plant.

The single roadway accessing the facility leads north from Grain Millers Drive, east of Highway 9. The access road has two (2), 3.0 meter (10 ft) diameter culverts located at the crossing of Yorkton Creek. Anecdotal reports indicate that the culverts are showing signs of failure and preliminary costs estimated for replacement are approximately $1,000,000. The City is currently evaluating its options regarding replacement.

The City has been developing and expanding the SWMF on an as-needed basis. New waste bury pits are constructed on an as-needed basis and are designed to have approximately 15,000 m3 of storage volume each. Once a waste bury pit has been filled to capacity and compacted, it is covered with clean fill and seeded to promote re-vegetation.

Projected volumes indicate the need for the City to develop two (2) or more waste bury pits per year, and it is likely the City will require more land allocation for the facility in the future. Pending the outcome of the Solid Waste Management Facility Master Plan Report, the City could consider using larger volume waste bury pits or start a community education campaign designed to reduce the amount of waste entering the facility.

Transportation System:

In 2011, the City of Yorkton commissioned a Transportation Master Plan to aid with developing policies and strategies for their overall transportation network. The overall goal was to develop a sustainable "framework" for a population horizon of 35,000.

The City of Yorkton is a participating partner in the Urban Highway Connector Program (UHCP), a program organized by the Ministry of Highway and Infrastructure. The policy assists urban municipalities dealing with operations and maintenance and other related issues to highway traffic traveling through their communities on these connectors.

The City of Yorkton can be accessed by vehicle on four provincial highways: Highway 16 running southeast to northwest providing access to Manitoba and Saskatoon, Highway 9 running north to south, Highway 10 running east to southwest providing access to Manitoba and Regina, and Highway 52 running west providing access to Highways 310 and 15.

The City has fifteen (15) signalized intersections, sixteen (16) stop controlled intersections, and one (1) roundabout intersection. The primary traffic routes are: Grain Millers Drive, York Road (Highway 16), Darlington Street, Smith Street (Highway 16A), Broadway Street, Bradbrooke Drive/King Street, Queen Street (Highway 10), Gladstone

Avenue, Hamilton Road, Dracup Avenue, Highway 9, and Mayhew Avenue.

Between the years 2003 and 2009 there was a nearly 40% increase in traffic on Highway 52 and overall decreases in traffic volumes on Highways 9 Northbound, 10 Southbound, 10A, and on Queen Street.

The City offers the Yorkton Community Dial-a-Bus system, which operates Monday to Friday between 8:00 am to 7:00 pm and Saturdays from 9:00 am to 4:00 pm.

The City has noted that ridership has dropped significantly over a six-year span from 2003 to 2009. Over the same time frame, the system has seen an 83% increase in individual fares.

The *Transportation Master Plan* recommends that instead of connecting this road to the intersection of Highway 10 and Queen Street as recommended in the 2003 study, that the route be constructed one mile south of Queen Street at the intersection of Highway 10 and Township Road 254. This new route represents additional costs in constructing and upgrading roadways but will allow truck traffic to bypass all existing and planned residential development.

It is recommended that Grain Millers Drive be up-graded in the short term to serve as the City's primary by-pass route until the West Truck Bypass is completed. The Yorkton Creek bridge crossing on Grain Millers Drive between Highway 9 and Range Road 40 (locally known as Husky Road) would likely require upgrades or replacement to be suitable for heavy traffic. This work could potentially save the City the cost of culvert repairs/replacement on the existing landfill access road by moving the access road to the north side of the creek.

Over time, it is expected that both the West Truck Bypass and Grain Millers Drive will be developed as heavy truck routes. Having both of these roads available for truck traffic will reduce delays and may reduce the number of serious collisions on the inner-city roads, most notably York Road, Highway 9, and Highway 10. It is recommended that both the West Truck Bypass Route and Grain Millers Drive become part of the Dangerous Good Route through the City of Yorkton once they are completed/upgraded.

In order to provide a complete by-pass of the City, it is recommended that the West Truck By-Pass be constructed one mile south of Queen Street crossing Highway 9 and Highway 10 and ultimately terminating at Highway 16 SE of the City.

Provided that the West Truck Bypass is extended to the south and east to Highway 16, and that Grain Millers Drive is developed between Highway 9 and Highway 16, it may be beneficial to connect the terminus of Grain Millers Drive at Highway 16 north of the city to the terminus of the West Truck By-Pass at Highway 16 and Township Road 254 south of the city. This would allow truck traffic entering the city from any one direction to

proceed along one of the routes to bypass the interior roadways of the city altogether. Developing this route along with the West Truck Bypass and Grain Millers Drive would form a perimeter highway around the city; however, current traffic volumes do not support the development of this roadway and this route is not likely to be warranted on the basis of traffic flows alone until well beyond the 2036 time frame of this report.
Provincial Highways 9, 10, 10A, and 16 are posted as Dangerous Goods Routes (DGR). Secondary Highway 52 which terminates in Yorkton is also posted as having DGR status.
The railway lines that pass through and around the City are also identified as Hazardous Materials Routes. They are: CP Railway Wynyard Subdivision, runs through the City from southeast to northwest; and CN Railway Yorkton Subdivision runs through the City from north to south.
The City's Dangerous Goods Routes are currently adequate with regards to function, but they may not provide a significant level of comfort for some community residents. Portions of each route designated for dangerous goods either pass through or are near residential areas.
Associated Engineering developed a *Cycling Network Plan* for the City of Yorkton in 2008. The plan included recommendations for immediate improvements (2009), as well as recommendations for short term (2010/2011), and long-term (beyond 2011) improvements. The *Cycling Network Plan* proposed provisions for both commuter and recreation routes throughout the city linking many of its major venues.
In addition to the *Cycling Network Plan*, the *Transportation Master Plan* recommended that an additional 5 km of commuter cycling routes and 12 km of recreational cycling routes be added to the already proposed 17.5 km of commuter route and 21 km of recreational route in order to service future development areas. It was also recommended that the *Cycling Network Plan* for the City of Yorkton be implemented on an as-needed basis, with cycling lanes and pathways being expanded as the City expands.
The City of Yorkton has two primary railway lines operating through and around the City proper, both of which pass through the downtown core. The Canadian National Railway (CN) Yorkton Subdivision bisects the City from north to south, while the Canadian Pacific Railway (CP) Wynyard Subdivision bisects the City from the north-west to the south-east. CN also operates a small spur line north of York Road that services the grain terminals west of the City limits. Current train volumes obtained from both CN and CP and indicate that two and six trains per day pass through the city on the CN and CP lines respectively. A major concern with the railways passing through the center of the city is the potential disruption of emergency vehicle access. Both the police and fire stations are located on the north side of the City and are separated by the rail lines from the hospital which is located on the south side.
The City of Yorkton owns and operates the Yorkton Municipal Airport

> (YMA), located west of Highway 9 approximately 3km north of the City. The airport facility currently handles both private and commercial helicopter flights and fixed wing aircraft operators. It is operational twenty-four (24) hours per day, seven (7) days a week and has a Superintendent on site to assist with daily operations. The YMA supports a number of general aviation activities which include corporate charter operations, aircraft maintenance and storage, aerial application services, flight training and recreational flying, and rotary-wing operations.
> The YMA facility consists of a terminal building, a maintenance garage, and a few privately owned businesses and outbuildings. An equipment storage building was recently demolished due to advanced age and poor condition. All three municipally owned buildings show significant signs of age and the *2010 Building Assessment* reported significant deficiencies for the storage and garage buildings. There are no connections at the YMA to the City potable water or sanitary sewer system. The City has provisions in its Five Year Capital Plan for upgrades to the fencing, runway surfaces, site drainage, parking, lighting, and building renovations and upgrades.
> The Yorkton Airport Authority is actively seeking a scheduled air service operator to link the region to other areas of Saskatchewan and Manitoba.

Survey respondents indicated that they are in favour of a "triple bottom line" sustainable approach (i.e. balancing environmental, social and economic factors) in decisions regarding technologies for the development of new or replacement infrastructure such as water, sewer, roads, buildings, services, etc.

According to survey respondents, residents were split on their agreement as to whether they would use an enhanced transit system as an alternative to driving.

Survey respondents generally disagreed that they would use an enhanced formal cycling network as an alternative to driving.

Survey respondents commented that one of Yorkton's most significant challenges is being able to keep up with infrastructure demands as the City grows.

Respondents to the community survey indicated that the preferred development route for a west truck bypass would be Grain Millers Drive, followed by Queen Street.

Approximately half of the survey respondents agreed that they would use composting facilities if they were made available to them. Slightly more than half of the survey respondents indicated that they currently use curbside recycling provided by the City of Yorkton.

9.5 COMMUNITY SERVICES

Major institutional uses in Yorkton include City Hall, Court House, Post Office, eight elementary schools, two high schools, the Yorkton Regional Health Centre, the Western Development Museum, Parkland College, The Godfrey Dean Art Gallery, and the Yorkton Royal Canadian Mounted Police.

The City of Yorkton's recreation facilities include the Gloria Hayden Community Centre, the Deer Park Municipal Golf Course, the Yorkton Public Library, the Kinsmen Arena, the Gallagher Centre, The Godfrey Dean Cultural Centre, the City of Yorkton Campground, several outdoor rinks, ball diamonds, soccer pitches and a well developed park system, including Logan Green and the Ravine Ecological Preserve.

- The City of Yorkton recently completed a Municipal Cultural Plan, with the aim of improving coordination between Yorkton's cultural community, increasing awareness of various culture & activities within the City, developing more volunteer support and establishing a new community facility.

The City is home to a number of community centres, service groups and churches and one cemetery is located within city limits - at King Street and Highway 9.

Yorkton is a centre for health, education and other public and community services. These sectors play an important role in the City of Yorkton's economic development.

Survey respondents indicated that they would like to see the development of a outdoor swimming pool/splash park as well as the development of an off leash dog park and the continuation of the development of a multi-use trail system. Survey respondents also mentioned that the development of a third ice surface and a new skateboard park would be beneficial to the community.

Survey respondents indicated that recreation facilities were the most adequate, in the City of Yorkton, for adults, followed by children and then seniors. It was felt that recreation facilities were least adequate for youth.

Survey respondents indicated that Yorkton's parks and recreation facilities were among one of the City's unique strengths/positive aspects of the City.

9.6 Amenities and Dedicated Lands

- The City of Yorkton includes an extensive public open space system that is well connected throughout the entire City. Development of new neighbourhoods continues to add to the park system, while large green spaces offering a variety of passive and active recreation opportunities can be found at the south end of the city (Logan Green) and in the northeast of the City (Ravine Ecological Preserve, Deer Park Golf Course, Jaycee Beach, Kinsmen).

- Yorkton is well endowed with tourist attractions and services to attract and retain tourists and visitors from the major tourist markets. It can be expected that new hotel and motel developments in Yorkton in the next few years will increase the City's present supply of around 600 rooms considerably.

- Yorkton's location between Winnipeg and Saskatoon on a major national highway (Highway 16, the Yellowhead) will always provide for a peak-season market of pass-through travellers.

- Among Yorkton's most important attractions include the Painted Hand Casino, the Gallagher Centre, the Godfrey Dean Cultural Centre & Art Gallery, and the Western Development Museum. Important events in the City of Yorkton include the Yorkton Film Festival, the Casino's annual Pow-Wow, and summer/fall events organized through the Yorkton Fair, the Museum and the Yorkton Arts Council.

- Other important attractions include the Yorkton campground, as well as nearby provincial and regional parks, excellent facilities for sports tournaments in all seasons, and good quality shopping and restaurants.

- As Yorkton continues to grow it is important for the City to maintain the quality of life which Yorkton now offers ro existing residents. This can be achieved by: working with community organizations and municipal governments to maintain, upgrade and add cultural, recreational and sports facilities and programs; building upon existing community events; continued preservation of heritage, historically significant assets; encouragement of community and privately-operated day care and other family services; addressing specific concerns related to safety and crime; measures to add traffic safety and congestion as City grows; and ensuring that community cohesion is maintained.

- Survey respondents generally agreed that the City has sufficient park space, however comments in the survey indicated that residents would like to see the development of a dog park within Yorkton.

- Survey respondents indicated that the protection of natural areas and green space should be more regulated in the City of Yorkton. Street trees and landscaping requirements were also seen as an important land use regulation by survey respondents.

9.7 NATURAL AND CULTURAL HERITAGE RESOURCES

- The City of Yorkton is located on the Yorkton Plain, a landscape unit generally consisting of near-level to undulating post-glacial terrain comprised of both till and glacio-lacustrine deposits.

  The City is situated within the Yorkton Creek catchment area, a sub-basin of the Whitesand River in the Assiniboine River regional watershed. The Aspen Parkland Ecoregion provides the local ecological context. A total of 55 species of mammals, 320 species of birds, 11 speices of reptiles and amphibians, and 47 species of fish have been reported in the Aspen Parkland Ecoregion. Land use in the ecoregion has become a complex mixture dominated by agricultural, commercial and industrial activities. The majority of natural habitats have been eliminated or significantly altered over much of the regional landscape. These changes include native vegetation removal and replacement, infilling or ditching/draining of wetlands, alteration of surface drainage channels, and modification of surface infiltration capacities.

  Sites within the City of Yorkton have been classified on the basis of general habitat type and a condition rating based on criteria such as extent, condition, connectivity with other habitats and potential disturbance frequency. The categories include Cultivation, Grass-dominated and Treed. Cultivation includes the most extensive land cover encountered in 2011, and provides very limited natural heritage resource values.
  Grass-dominated sites support a vegetative cover and/or introduced grasses and herbaceous vegetation. The only semi-natural grassland located within the study area includes Logan Green. This site has a high natural heritage resource value due to the retention of botanical diversity, provision of wildlife habitat, as well as educational, interpretive and recreational value. The second most valuable Grass-dominated area includes the Ravine Ecological Preserve, providing a non-native grass/forbe area. Other grass-dominated areas include managed landscaping, providing mainly recreational and aesthetic value.

  Treed locations are dominated by stands of hardwoods associated understory layers of shrubs and herbaceous species. Sites, as identified on Drawing 2 are either categorized as having a high value (T1) based on their size and contiguity with wetlands or semi-natural grassland or a lessor value (T2) for sites surrounded by areas designated as non-native grass/forb or managed landscaping. The least value (T3) are sites surrounded by areas adjacent to cultivated lands or existing urban development.

  Waterbodies, marshes as well as drainage courses and stream channels have been identified in the study area. Wetlands include larger open water ponds, emergent

deep marshes and shallow marsh wetlands. They provide a broad range of natural heritage resource values and are contributors in maintaining biodiversity and they ecologically function as runoff storage, stormwater flow reduction, aquifer recharge, and attenuation of sediment and contaminants. Riparian areas denote drainage courses and their margins. Natural riparian areas are ecologically very important. In addition to being water sources and conveyances for runoff, they contribute to maintenance of water quality.

The W1 subcategory is considered to have the highest value. The only occurrence of such wetlands in the study area is in the west central area of the City in the swale that extends from the south of Deer Park Golf Course northward past the Ravine Ecological Preserve.

The R1 subcategory applies to segments of Yorkton Creek and a number of shallow, natural tributary drainage courses are also included.

Developing healthy, sustainable communities requires land use planning approaches and infrastructure designs that avoid or minimize environmental degradation, and that maximize the benefits of maintaining essential ecological services.

Specific areas in the City of Yorkton (Drawing 3) have been prioritized on the basis of environmental sensitivity and / or natural heritage resource conservation. Long term benefits come from moving towards a goal of having the community "fit into and work with" its ecological setting to the greatest extent possible. The most important areas in which the City of Yorkton should strive to avoid or minimize environmental degradation have been designated as Class 1 (having a high sensitivity) warranting a high degree of protection and Class 2 (moderately high) warranting potential for enhancing or recovering overall ecological value.

Areas in which the City of Yorkton should ensure a high degree of protection exists (Class 1), include the Yorkton Creek and several tributary drainage courses and wetlands (Drawing 3). If conserved and managed as a parkway, this area could become a more valuable asset to Yorkton. In addition to this, the Ravine Ecological Preserve and a portion of the Logan Green open space have implemented environmental protection measures and facilitation of compatible activities.

Areas in which the City of Yorkton should enhance or recover the overall ecological value (Class 2), include several single wetland basins in which mitigation of the impacts of drainage ditching and/or adjacent land uses are required; as well as a number of natural habitat remnants (Drawing 2) which could be aggregated into larger units through restoration.

The City of Yorkton is part of the Assiniboine River Watershed. In 2006 the Assiniboine River Watershed Source Water Protection Plan was developed, identifying strategies for source water protection in the watershed. In addition to this, the Assiniboine Watershed Stewardship Association was established in 2007 and is guided by the Yorkton and Area Aquifers Source Water Protection Plan, which was developed over a three plus year period by representatives from local municipalities, First Nations, and agricultural, industry and other interest groups. Planning decisions should have regard for this plan, as the areas surrounding and including the City of Yorkton are located where groundwater is virtually the only reliable source water for drinking, as well as for agriculture, industry and municipal supplies. This particular plan focuses on these local aquifers and on the measures needed to manage potential threats to the quantity and quality of groundwater. Aquifers having a high vulnerability for contamination are located within the City of Yorkton.

- Within the Yorkton region, several designated Heritage Properties exist. Specifically within the City of Yorkton, the Army Navy and Air Force Veterans Building, the Beisel Residence, the Doukhobor Residence, the Dulmage Homestead, Hudson's Bay Company Store, Old Land Titles Building, Yorkton Organic Milling, and St. Paul's Lutheran Church have received municipal heritage designation and are afforded special protection under the *Saskatchewan Heritage Property Act.*

- Within the City of Yorkton, there is also a designated provincial heritage property, the Yorkton Court House. No designated provincial heritage properties are located elsewhere in the Yorkton region (i.e. within R.M. of Wallace and R.M. of Orkney).

- Within Yorkton and surrounding area, various other sites of cultural significance have been identified. Several archaeological sites have been identified to date, including Sites of a Special Nature (i.e. pictographs, petroglyphs, human skeletal material, buried object, burial place or mound, boulder effigy or medicine wheel).

- It is noted that any proposed development in areas deemed to have moderate or high archaeological potential will require further heritage screening. It is also possible that proposed development(s) located in areas thought to have moderate or high archaeological potential may result in the recommendation that an Heritage Resource Impact Assessment (HRIA) be undertaken.

  Many of the historic sites are locally known, but are not yet recorded and recognized by the Heritage Conservation Branch as Heritage Property. Therefore it is recommended that public consultations be held prior to the onset of any development should it be located adjacent or on these sites.

9.8 Hazard Lands & Biophysical Constraints on Development

- Several contaminated sites have been mapped in the City of Yorkton. While it is important for the City to encourage infill development, it is imperative to limit the potential for development to take place on potentially hazardous or contaminated sites.

- In 1994 under the Canada-Saskatchewan Flood Damage Reduction Program (FDRP), a flood hazard area was depicted for the City of Yorkton on a Flood Hazard Map. The aim of the FDRP is to discourage future flood vulnerable development, curtailing escalating disaster assistance payments in known flood risk areas, as well as the reliance on costly structural measures. Once a flood risk area is mapped and designated both governments agree not to build or support (e.g., with a financial incentive) any future flood vulnerable development in those areas. Zoning authorities are encouraged to zone on the basis of flood risk. New development is not eligible for disaster assistance in the event of a flood.

  The Yorkton storm water system performs adequately during times of low flow, but surcharging and flooding frequently occurs during severe storms. Most recently, severe flooding and damage to private property occurred during the July 1st, 2010 storm event. Any new development or redevelopment will put additional strain on the system.

  The City has experienced flooding in several severe storm events in the past few years. Previously, flooding to a lesser extent has occurred repeatedly at various locations. While the upgrades constructed over the years (Haultain storm sewer and exhibition grounds diversion) have provided some relief, the storm water system is not capable of dealing with a major storm event, i.e. greater than 1:100 years.

  The hydraulics of the drainage system in Yorkton are exceedingly complex due to the relatively flat grades, interaction between the major and minor drainage systems, ponding caused by the railway embankments potential backwater impacts from downstream, and surface flowing issues.

  The City has embarked on a phased multi-year construction plan beginning with Dracup Avenue storm water pond and the Brodie Avenue storm water pond. Both ponds are designed to retain storm water and slowly ease it into the existing storm water network. The result is that high storm water flows should be mitigated.

  The City of Yorkton, at the time of this report, was also developing the Logan Green Project, which includes a stormwater management component in the City's south region. Stormwater ponds are being developed east of Yorkdale School, adjacent to the community gardens and will be part of the overall eco-recreation area being constructed by the City to assist in dealing with backwash waste water from the new water treatment plant.

9.9 Partnerships With First Nations & Métis Communities

- Many of the outstanding land claims owed to several First Nations in Saskatchewan are now or have already been settled. The Treaty Land Entitlement (TLE) Framework Agreement specifies details of this process. As part of this process, First Nations have an opportunity to obtain additional lands, including those located within urban municipalities. It is anticipated that some of these lands will be converted to reserve status.

- The City of Yorkton is located in close proximity to many First Nation communities including Key First Nation, Keeseekoose First Nation, Cote First Nation, Sakimay First Nation, Cowessess First Nation, Kahkewistahaw First Nation, Star Blanket Cree Nation, Peepeekisis First Nation, Little Black Bear First Nation, and Okanese First Nation.

- The Yorkton Tribal Council, based in the City of Yorkton includes six member First Nations: Cote First Nation, Keeseekoose First Nation, Key First Nation, Ocean Man First Nation, Sakimay First Nation, and Kahkewistahaw First Nation.

- Urban Reserves are separate jurisdictions in almost every sense, though the Framework Agreement provides for the payment of servicing fees, compatible land use agreements and dispute resolution, among other things.

- The City and First Nations governments will need to work together in matters of land use planning, infrastructure development, cultural relations, and economic development for the Yorkton region to reach its potential.

- *The Planning and Development Act, 2007* provides for the establishment of Planning Districts (and other joint-planning mechanisms), between municipalities and First Nations.

9.10 Agricultural Land and Fringe Areas

- In areas adjacent to the City it is important to ensure that developments do not cause adverse effects upon existing or proposed future urban land uses or servicing requirements. Intensive livestock operations, anhydrous ammonia depots or construction of farm buildings could interfere with future urban land requirements. Policies are required to identify future development areas outside of current City boundaries for long term growth.

9.11 INTERMUNICIPAL COOPERATION

- The City of Yorkton is located within the Rural Municipalities of Orkney No. 244 (located on the western side of Yorkton) and Wallace No. 243 (located on the eastern side of Yorkton). All three municipalities participate in the Yorkton Planning District.

- Recently funding was approved to update the Planning District's Official Community Plan and Zoning Bylaw.

APPENDICES

APPENDIX 1: Demographic Profile

Population and dwelling counts	**Yorkton, City**			**Saskatchewan**		
	Total	Male	Female	Total	Male	Female
Population in 2006	15,038			968,157†		
Population in 2001	15,107			978,933†		
2001 to 2006 population change (%)	-0.5			-1.1		
Total private dwellings	6,903			438,621		
Private dwellings occupied by usual residents	6,543			387,160		
Population density per square kilometre	612.2			1.6		
Land area (square km)	24.57			588,276.09		
	Yorkton, City			**Saskatchewan**		
Occupied private dwelling characteristics	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total private dwellings occupied by usual residents	6,545			387,140		
Single-detached houses - as a % of total occupied private dwellings	70.5			74.3		
Semi-detached houses - as a % of total occupied private dwellings	2.8			2.8		
Row houses - as a % of total occupied private dwellings	3.5			3.3		
Apartments, duplex - as a % of total occupied private dwellings	1.1			1.8		
Apartments in buildings with fewer than five storeys - as a % of total occupied private dwellings	20.5			12.9		
Apartments in buildings with five or more storeys - as a % of total occupied private dwellings	0			2.8		
Other dwellings - as a % of total occupied private dwellings	1.5			2		
Number of owned dwellings	4,375			277,860		
Number of rented dwellings	2,170			99,125		
Number of dwellings constructed before 1986	5,645			312,460		
Number of dwellings constructed between 1986 and 2006	890			74,680		
Dwellings requiring major repair - as a % of total occupied private dwellings	9			10.5		
Average number of rooms per dwelling	6.5			6.8		
Dwellings with more than one person per room - as a % of total occupied private dwellings	0.8			1.4		

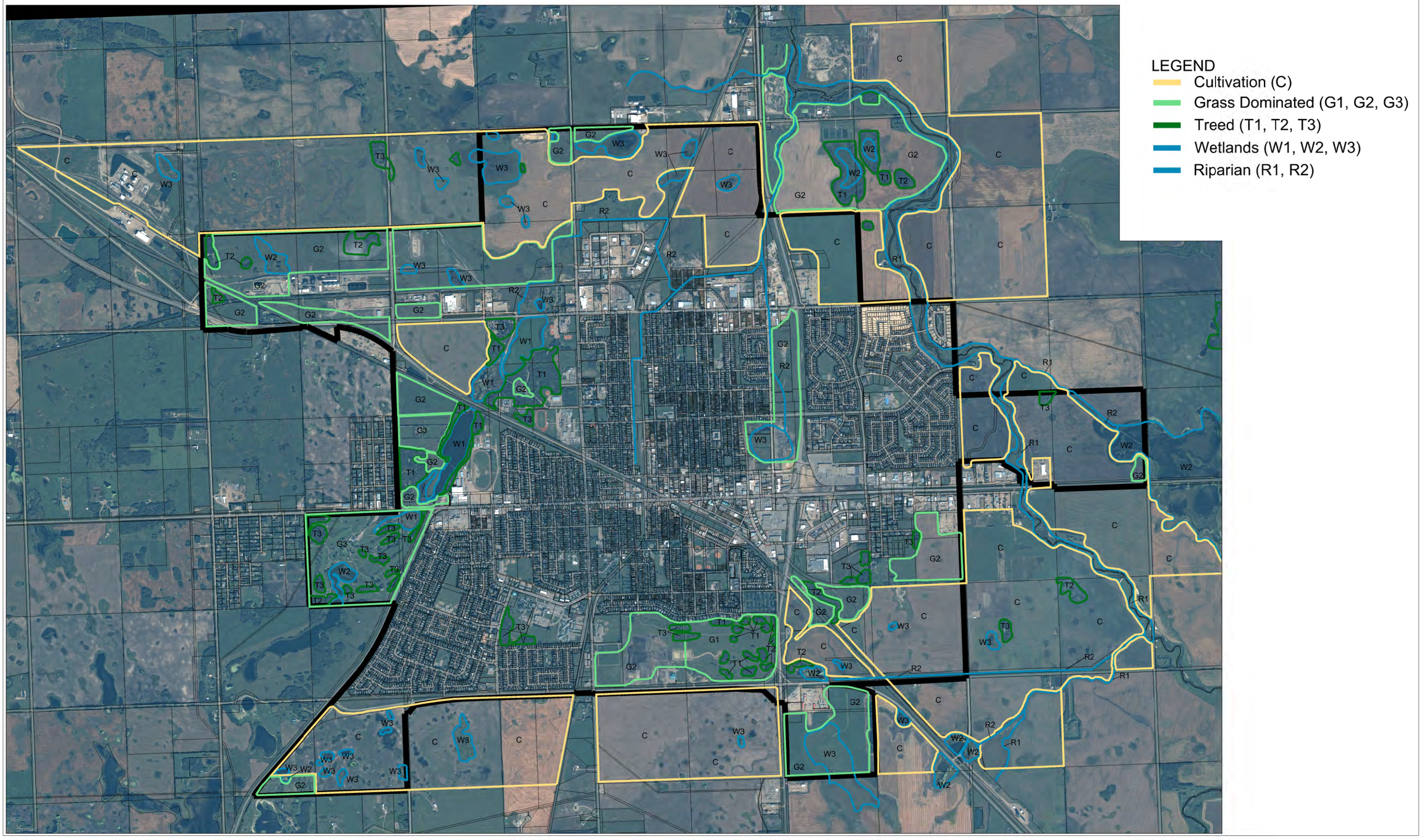
Average value of owned dwelling ($)	110,958			132,111		
	Yorkton, City			**Saskatchewan**		
Mobility status - Place of residence 1 year ago	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total population 1 year and over 47	14,575	6,825	7,750	942,205	463,500	478,705
Lived at the same address 1 year ago	12,475	5,855	6,620	807,755	397,685	410,065
Lived within the same province or territory 1 year ago, but changed addresses within the same census subdivision (municipality)	1,105	485	625	80,090	39,185	40,905
Lived within the same province or territory 1 year ago, but changed addresses from another census subdivision (municipality) within the same province or territory	790	380	415	36,505	17,480	19,020
Lived in a different province or territory 1 year ago	185	100	85	13,645	7,020	6,625
Lived in a different country 1 year ago	10	10	0	4,215	2,125	2,090
	Yorkton, City			**Saskatchewan**		
Mobility status - Place of residence 5 years ago	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total population 5 years and over 48	13,895	6,425	7,475	896,610	440,045	456,565
Lived at the same address 5 years ago	8,130	3,800	4,325	572,875	283,655	289,215
Lived within the same province or territory 5 years ago, but changed addresses within the same census subdivision (municipality)	2,995	1,325	1,665	180,200	86,770	93,430
Lived within the same province or territory 5 years ago, but changed addresses from another census subdivision (municipality) within the same province or territory	1,885	900	985	92,485	44,315	48,170
Lived in a different province or territory 5 years ago	745	310	435	38,925	19,210	19,720
Lived in a different country 5 years ago	140	85	55	12,125	6,100	6,025
	Yorkton, City			**Saskatchewan**		
Educational attainment	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total population 15 years and over 51	12,150	5,560	6,590	766,235	373,390	392,845

No certificate, diploma or degree	3,830	1,750	2,080	231,730	122,305	109,425
High school certificate or equivalent 52	3,365	1,575	1,795	205,495	101,235	104,260
Apprenticeship or trades certificate or diploma	1,450	820	635	86,310	52,700	33,610
College, CEGEP or other non-university certificate or diploma	1,815	625	1,190	111,770	39,765	72,005
University certificate or diploma below the bachelor level	545	220	320	32,180	11,870	20,315
University certificate, diploma or degree	1,140	565	575	98,755	45,515	53,235
Total population aged 15 to 24	1,955	915	1,045	141,690	72,885	68,810
No certificate, diploma or degree	950	470	480	67,545	36,390	31,155
High school certificate or equivalent 55	645	290	350	50,555	26,480	24,075
Apprenticeship or trades certificate or diploma	110	45	70	5,790	3,275	2,515
College, CEGEP or other non-university certificate or diploma	155	70	80	9,285	3,545	5,745
University certificate or diploma below the bachelor level	15	10	10	1,910	840	1,070
University certificate, diploma or degree	80	25	55	6,600	2,350	4,250
Total population aged 25 to 34	1,625	790	835	112,080	54,335	57,740
No certificate, diploma or degree	190	145	50	17,800	10,110	7,690
High school certificate or equivalent 58	490	220	265	31,785	17,345	14,440
Apprenticeship or trades certificate or diploma	200	130	75	12,920	7,740	5,175
College, CEGEP or other non-university certificate or diploma	375	120	255	22,180	8,180	14,000
University certificate or diploma below the bachelor level	65	30	40	3,950	1,650	2,300
University certificate, diploma or degree	305	145	160	23,440	9,300	14,135
Total population aged 35 to 64	5,530	2,620	2,910	373,475	183,805	189,670
No certificate, diploma or degree	975	490	480	76,295	43,585	32,715
High school certificate or equivalent	1,730	850	875	97,775	47,620	50,150
Apprenticeship or trades certificate or diploma	840	475	370	53,420	32,900	20,520
College, CEGEP or other non-university certificate or diploma	1,050	365	685	67,445	24,135	43,305
University certificate or diploma below the bachelor level	320	130	190	19,190	7,280	11,905
University certificate, diploma or degree	615	300	315	59,355	28,280	31,080
	Yorkton, City			**Saskatchewan**		

Labour force activity	Total	Male	Female	Total	Male	Female
Total population 15 years and over	12,150	5,560	6,590	766,230	373,390	392,845
In the labour force	7,755	3,880	3,865	524,305	277,680	246,620
Employed	7,305	3,595	3,710	494,900	261,355	233,545
Unemployed 6	445	285	160	29,400	16,325	13,075
Not in the labour force	4,400	1,675	2,725	241,930	95,710	146,225
Participation rate	63.8	69.8	58.6	68.4	74.4	62.8
Employment rate	60.1	64.7	56.3	64.6	70	59.4
Unemployment rate	5.7	7.3	4.1	5.6	5.9	5.3
	Yorkton, City			**Saskatchewan**		
Occupation	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total experienced labour force 15 years and over	7,690	3,835	3,855	517,475	274,140	243,340
A Management occupations	605	430	175	41,595	25,460	16,135
B Business, finance and administration occupations	1,080	260	815	80,525	19,090	61,440
C Natural and applied sciences and related occupations	330	265	65	21,765	16,960	4,805
D Health occupations	560	105	460	32,205	5,055	27,155
E Occupations in social science, education, government service and religion	740	210	535	42,840	13,325	29,515
F Occupations in art, culture, recreation and sport	295	120	170	10,960	4,400	6,560
G Sales and service occupations	2,370	880	1,495	120,600	46,795	73,805
H Trades, transport and equipment operators and related occupations	1,095	1,030	65	83,245	77,815	5,430
I Occupations unique to primary industry	315	290	25	67,660	52,755	14,900
J Occupations unique to processing, manufacturing and utilities	290	240	50	16,075	12,485	3,595
	Yorkton, City			**Saskatchewan**		
Industry	**Total**	**Male**	**Female**	**Total**	**Male**	**Female**
Total experienced labour force 15 years and over	7,690	3,840	3,855	517,475	274,140	243,340
Agriculture and other resource-based industries	390	310	75	84,305	64,265	20,040
Construction	420	360	55	29,940	26,835	3,105
Manufacturing	470	350	120	29,865	22,985	6,885
Wholesale trade	310	205	110	19,100	14,070	5,035
Retail trade	1,140	550	590	56,730	25,620	31,110
Finance and real estate	375	155	220	25,280	9,245	16,035
Health care and social services	1,180	260	915	58,405	8,855	49,545
Educational services	585	180	405	40,315	12,200	28,115

Business services	1,055	630	425	70,545	43,090	27,450
Other services	1,755	825	930	102,990	46,970	56,025
Source: Statistics Canada; 2006 Census of Population.						
Statistics Canada. 2007. 2006 Community Profiles. 2006 Census.						
Statistics Canada Catalogue no. 92-591-XWE. Ottawa. Released March 13 2007.						
http://www12.statcan.ca/census-recensement/2006/dp-pd/prof/92-591/index.cfm?Lang=E						

APPENDIX 2: Drawings



Yorkton Official Community Plan

Drawing 2 - Natural Habitats

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

North

12/02/09

LEGEND
High Environmental Sensitivity
Moderately High Conservation Value

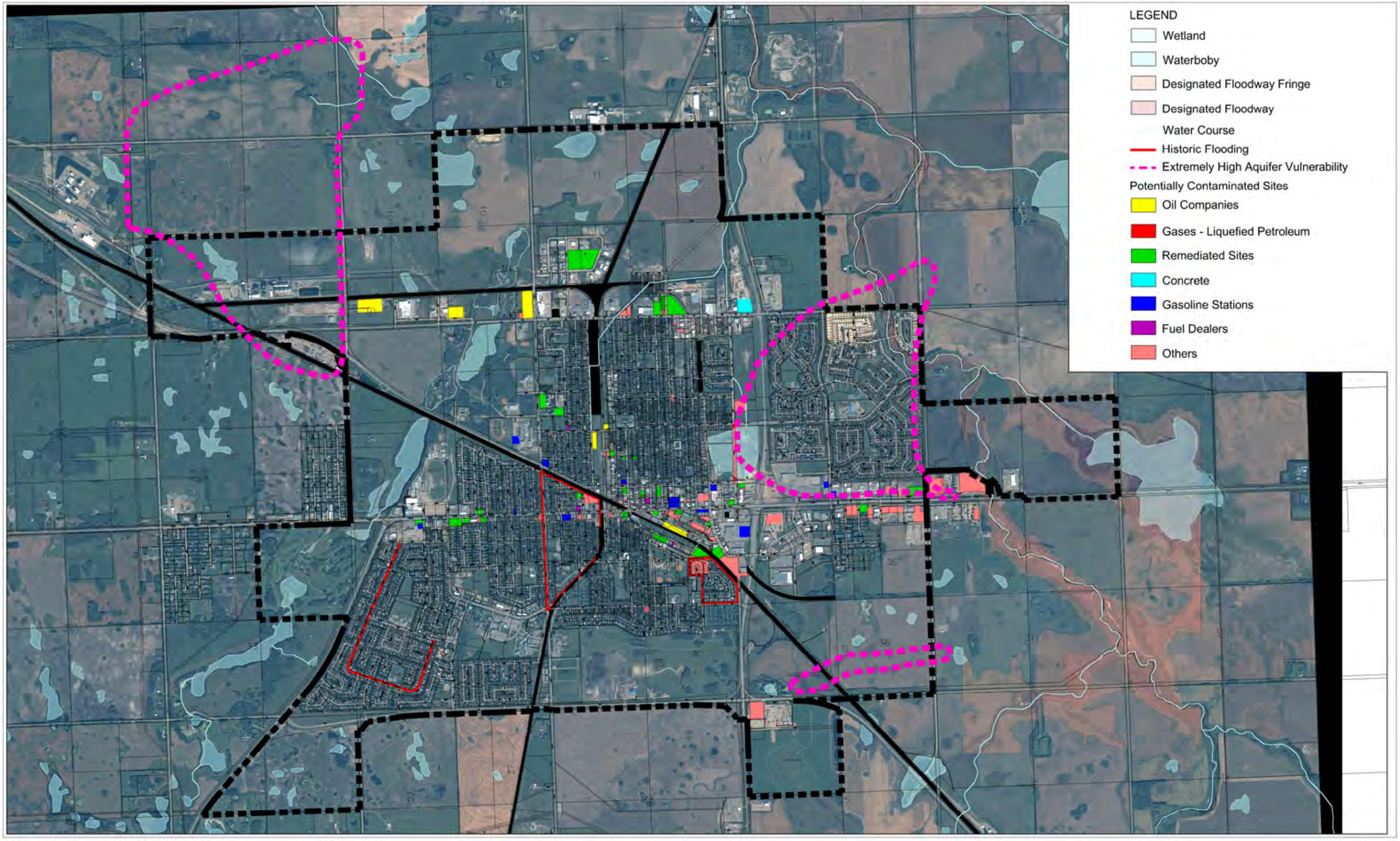
Yorkton Official Community Plan

Drawing 3 - Environmental Sensitivity & Conservation Value

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

North

12/02/09



Yorkton Official Community Plan

Drawing 4 - Development Constraints

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

12/02/09

Yorkton Official Community Plan

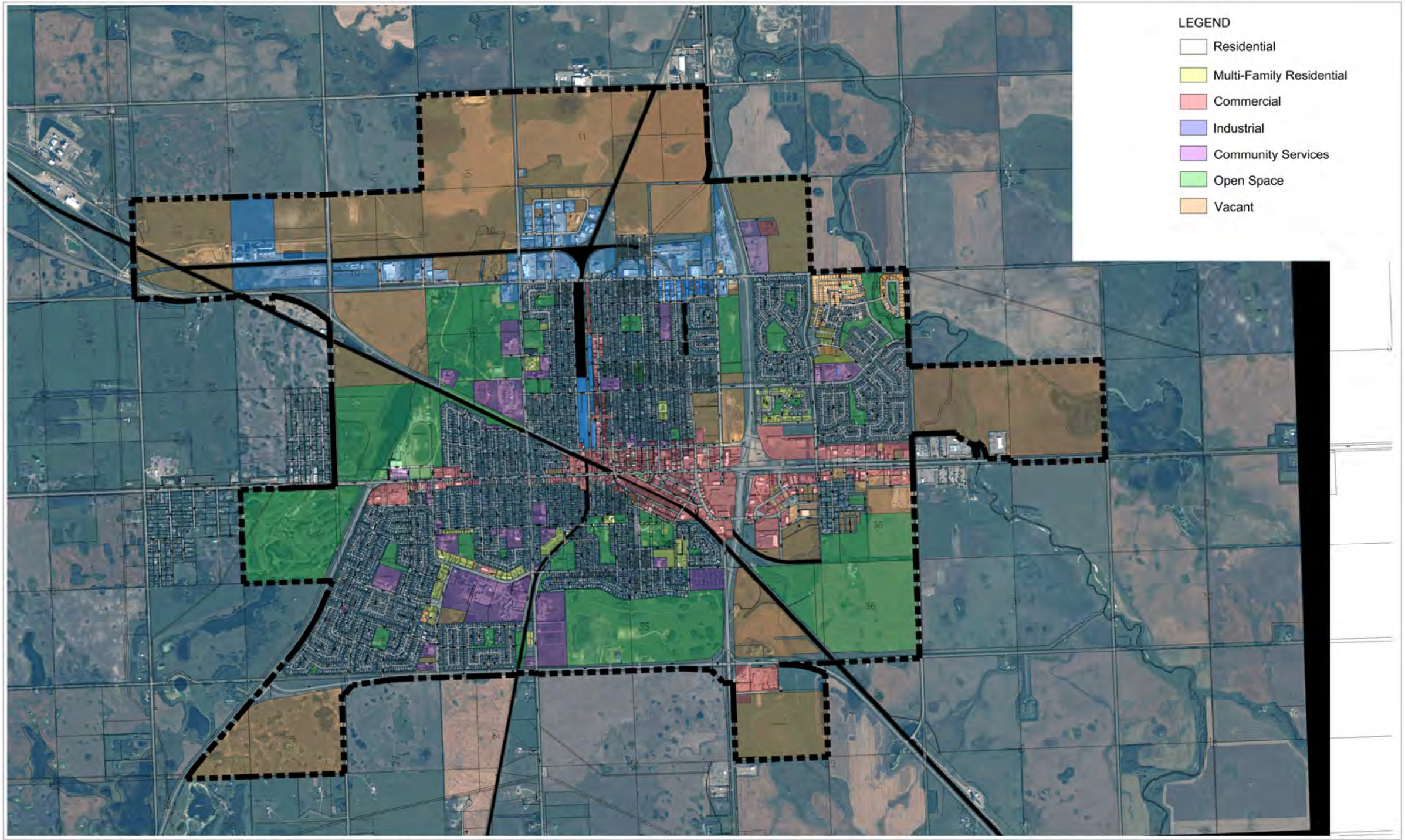
Drawing 5 - Potential Heritage Sensitivity

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

0 .5 1 2 4km

North

12/02/09



Yorkton Official Community Plan

Drawing 6 - Existing Land Use

CROSBY HANNA & ASSOCIATES - LANDSCAPE ARCHITECTURE AND PLANNING -

12/02/09