



# OUR CITY: OUR FUTURE

OFFICIAL COMMUNITY PLAN



City of   
**Yorkton**

*Where Good Things Happen!*













## EXECUTIVE SUMMARY

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**“Our City: Our Future”** is a story of the City of Yorkton, Saskatchewan, that includes a vision of its future and the goals, objectives and policies to support it.

In accordance with Sections 29 and 32 of *The Planning and Development Act, 2007* (The Act), the Council of the City of Yorkton has prepared and adopted this Official Community Plan to provide the city with goals, objectives and policies relating to the next 25 years of future growth and development within the community.

**“Our City: Our Future”** serves as a conceptual framework to guide Council in building the best possible community. Other supplementary planning tools will be needed to assist decision making on future land use and development proposals. This Plan provides strategic policy direction for urban form, growth and development based on a 25 year land development concept map. The Official Community Plan contains a regional component which addresses Yorkton’s regional relationships and an intermunicipal planning component which addresses the coordination of future land use, growth patterns and transportation systems with our neighbouring municipalities. As Yorkton’s primary planning document, **Our City: Our Future** will implement various documents and policies the city has already adopted and provide direction to the development and implementation of more specific, detailed plans by city departments over a 25 year planning horizon.

The purpose of this Plan is to, *“provide a comprehensive policy framework to guide the physical, environmental, economic, social and cultural development of the municipality or any part of the municipality”*.

This Plan meets the requirements of Provincial Legislation by addressing:

- Future growth and development within Yorkton;
- Coordination of land use, future growth patterns and public works with other municipalities;
- Provision of municipal services and facilities;
- Contain statements of policy relating to the physical environmental, economic, social or cultural development of the municipality that the council considers advisable; and,
- Contain mandatory statements on sustainable current and future land use and development, current and future economic development, the management of hazardous or sensitive lands, source water protection and implementation of the Plan.

This Plan will be implemented over a twenty-five year planning horizon.

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# OUR CITY: OUR FUTURE

OFFICIAL COMMUNITY PLAN

**PHOTO CREDITS:**

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## ACKNOWLEDGEMENTS

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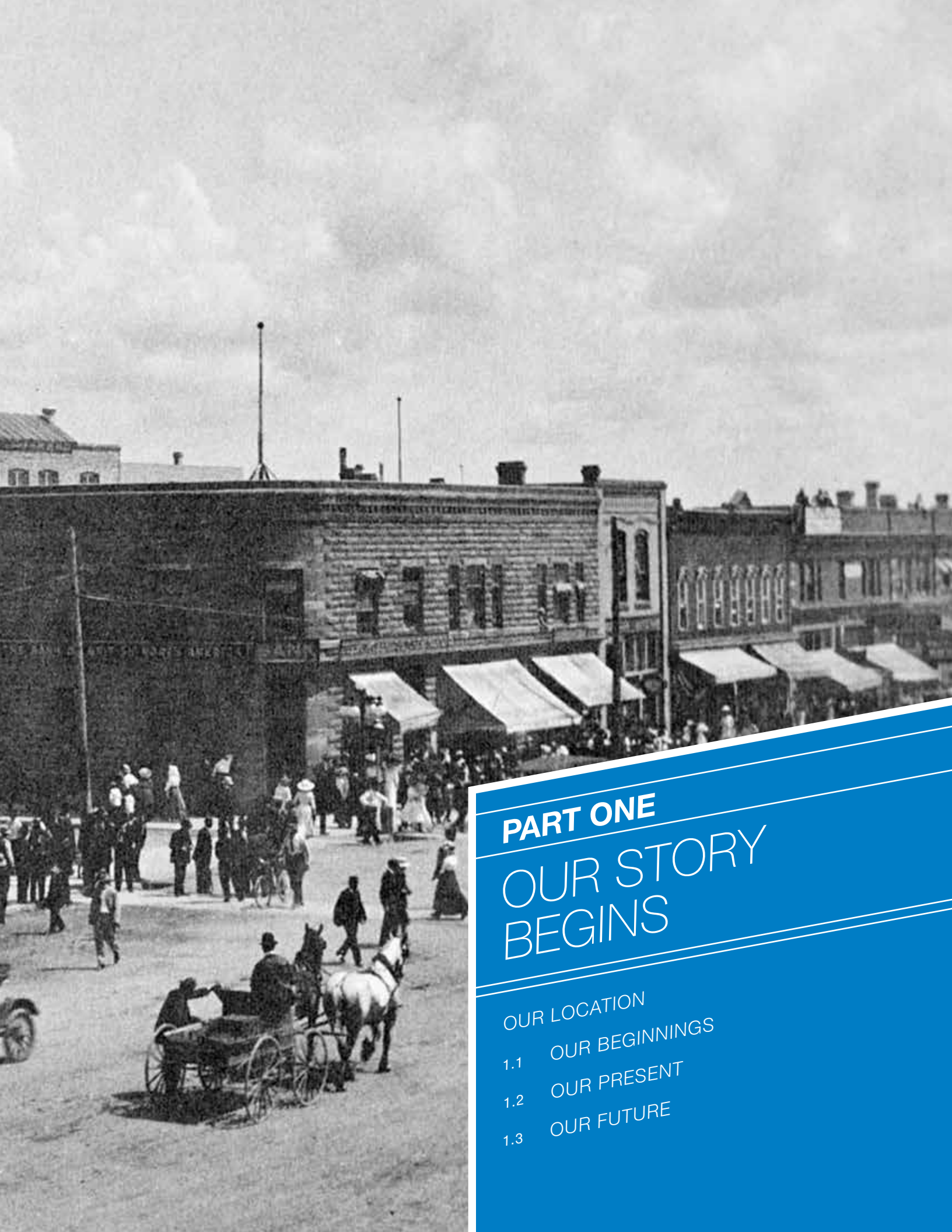
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Yorkton, Saskatchewan 1913 - Broadway at 2nd Ave



## PART ONE

# OUR STORY BEGINS

OUR LOCATION

1.1 OUR BEGINNINGS

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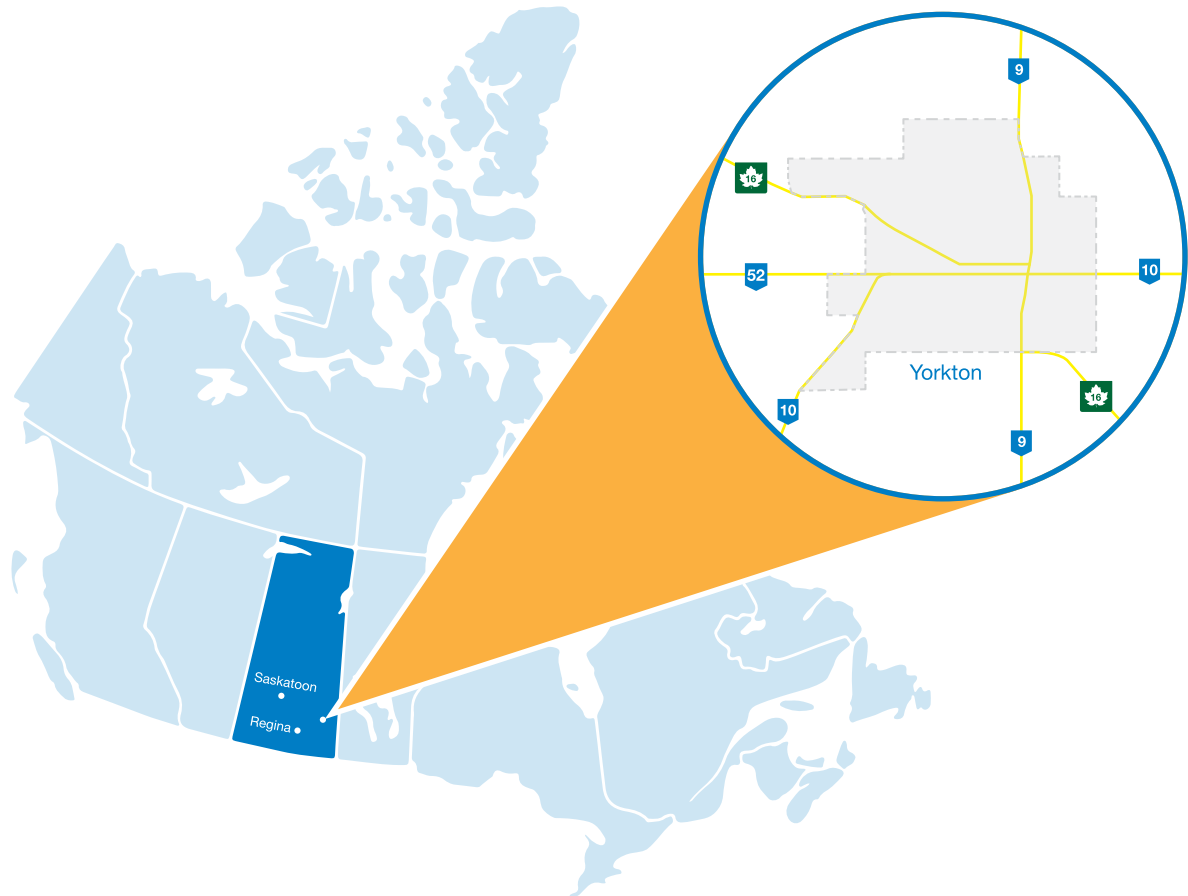




## 1.1 OUR LOCATION

Yorkton is located 330 km east of Saskatoon, 186 km northeast of Regina and some 64 km west of the Manitoba border. Provincial Highways 9, 10, 16 and 52, as well as both the Canadian National and Canadian Pacific rail lines intersect the city making Yorkton a regional transportation hub and service centre.

FIGURE 1.1. YORKTON LOCATION MAP



The area is known for its rich agricultural land and the city has a significant trade area of 150,000 people, large in comparison to other similar sized cities. Yorkton serves as the major distribution centre for goods and services for the agricultural and mining industries in the region. In addition to its role as a regional provider of retail commercial and wholesale services, the city delivers health and government services and is home to major recreation and cultural facilities. The continued growth and diversification of the local economy is assured in view of the expected expansion of the mining sector in this region.

Yorkton shares its region with numerous partners including urban and rural municipalities and First Nations. The city has a longstanding involvement in District Planning with the R.M.'s of Wallace and Orkney. The city wishes to seek and maintain mutually beneficial relationships with its regional partners. A clear articulation of city interests in this Plan will serve to assist the understanding between partners and the sharing of information leading to better cooperation. The Plan will outline a path forward to harness the abundant opportunities of the Yorkton region, address its unique challenges and to build the city and region based on the principles of sustainability and Smart Growth.



## 1.2 OUR BEGINNINGS (FIRST NATIONS HISTORY, EARLY SETTLEMENT)

The latter day explorers who travelled through the northeastern part of what is now Saskatchewan on their way west, were John Palliser (1857-1861) of the British North American Exploring Expedition, Lloyd Hime, photographer and surveyor attached to the 1858 Assiniboine & Saskatchewan Exploring Expedition, and Sir William Butler (1870) commissioned by the Canadian government. Their goals were to observe, study and record life on the plains. The Dominion Government wanted more knowledge of Rupert's Land, the Hudson Bay territory that would become part of Canada in 1870. They also wanted to plan for the eventual large-scale settlement of the West. All three expeditions had Aboriginal and Métis guides/interpreters to facilitate communication with various peoples of the plains, the Aboriginals and the Métis they would encounter. One important recommendation made by Butler was followed by the founding of the North West Mounted Police in 1873.

After the signing of Treaty No. 4 at Fort Qu'Appelle in 1874, the Saulteaux Nation would make up the population of three prominent Reserves in Yorkton region, Cote, Keesekoose and Key. This Treaty covered surrender of lands in present-day southern Saskatchewan, which included Yorkton area.

Yorkton's origins date back to 1882 when a group of Toronto businessmen, the York Farmers Colonization Company obtained a charter from the Dominion Government to settle 8 townships in the eastern part of the Provisional District of Assiniboia, North West Territories. Settlers, most with farming experience from Ontario, Manitoba and the British Isles were the first to make entry on homesteads and company lands in a region recognized for its very fertile soil. The group also established York City, on the banks of the Little White Sand River. It was renamed Yorkton with the opening of the post office on January 1, 1884.

By 1888, the Company had satisfactorily met the terms of the agreement with the government.

However, their presence would continue to be an influence in the colony, and they lobbied the government for the railway to be extended to Yorkton.

When the Manitoba and North Western Railway finally extended westward in 1891, Yorkton moved to the present site, 4.6 km south of the original location. More settlers came from Eastern Canada, the British Isles, United States and Western Europe. In 1897, large numbers of Ukrainian immigrants came to the region to take up free homesteads. In 1899, Doukhobors from Russia also came to settle on free homestead lands. In 1905, when most of the District of Assiniboia became part of the Province of Saskatchewan, Yorkton's population was 1,200. Incorporated as a city on February 1, 1928, Yorkton was already known as a major service center for a large trading area.

Today, it is the province's fifth largest city and the Alberta Venture Magazine calls it "a community on the rise."



### POPULATION

With a population of 18,471 (2012 Saskatchewan Health Estimate) Yorkton is the fifth largest city by population in the province. Yorkton experienced a five year average annual population growth of 1.65% between 2006 and 2011. With a strong economic outlook, the city could continue to increase at a higher than average annual growth based on job growth and subsequent migration to the community.

### ECONOMY

Yorkton's geographic location and services enhances its potential to continue to attract new investment and grow existing businesses and the local economy.

As a provincial transportation hub, Yorkton is easily accessible to both people and industries in the region. It's location on the Yellowhead corridor (Highway 16) places it at a strategic point between Saskatoon and Winnipeg, Manitoba.

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 too near to larger communities, thus enhancing its regional business role.




Yorkton's trading area is very large in relation to its own population, and has a positive impact on retail and other business revenues and on employment opportunities. Yorkton businesses provide products and services to the agricultural sector, including individual farmers and farm service businesses, over

a large area. In addition to this, Yorkton is a centre for health, education, and other public/community services. Parkland Regional College attracts many young people to Yorkton to pursue their studies after high school, building their ties to the city. Yorkton businesses and residents have also 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. Yorkton is large enough to offer visitors opportunities to spend money on goods and services, and is small enough to avoid traffic congestion and to find parking and key businesses easily.

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.



TABLE 1.1. RECENT CONSTRUCTION ACTIVITY

Nature of Activity / Year	2008	2009	2010	2011	2012	5 Year Total
Residential 	<b>\$16M</b> \$16,444,953	<b>\$15M</b> \$15,106,246	<b>\$13M</b> \$13,669,990	<b>\$20M</b> \$20,134,095	<b>\$26M</b> \$26,191,865	<b>\$91M</b> \$91,547,149
Commercial / Institutional 	<b>\$24M</b> \$24,594,968	<b>\$29M</b> \$29,726,550	<b>\$6.6M</b> \$6,673,500	<b>\$11M</b> \$11,318,715	<b>\$49M</b> \$49,412,535	<b>\$121M</b> \$121,726,268
Industrial 	<b>\$25M</b> \$25,056,204	<b>\$3.5M</b> \$3,538,620	<b>\$1.8M</b> \$1,800,100	<b>\$2.6M</b> \$2,600,000	<b>\$2.2M</b> \$2,214,000	<b>\$35M</b> \$35,208,924
<b>TOTAL</b>	<b>\$66M</b> \$66,096,125	<b>\$48M</b> \$48,371,416	<b>\$22M</b> \$22,143,590	<b>\$34M</b> \$34,052,810	<b>\$77M</b> \$77,818,400	<b>\$248M</b> \$248,482,341

**LAND USE**

Land use in Yorkton is regulated through the city’s Zoning Bylaw. Existing land uses have been mapped and are indicated in the City of Yorkton’s Official Community Plan and Zoning Bylaw Background Report (2012).

Residential development in Yorkton was traditionally constructed in 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 was constructed conventionally using curvilinear streets, with crescents and cul-du-sacs. York Colony is the city’s newest neighbourhood development and it incorporates elements of Smart Growth.

Yorkton’s retail space is fairly well concentrated. The downtown commercial area is located along Broadway Street, bordered by Dracup Avenue to the east and Maple Avenue to the west. Other commercial areas are located on the west side of the city, while larger highway commercial uses

are located along Highways 9 and 10 (east).

The Yellowhead Commercial Subdivision is located south of Broadway Street East while the Roundhouse Commercial Subdivision is located adjacent to Highways #9 and #16 by the Tourism Centre.

Industrial development is concentrated along York Road and within the Ball Road Industrial Subdivision. The Gladstone Industrial Park is located within this area (from Novak Road to Dracup Avenue). Heavy industrial uses are located along York Road, west of Novak Road. The city has designated and zoned large areas of land north and west of the existing light industrial areas for heavy industrial activity.



## COMMUNITY FEATURES

Yorkton's public open space includes both passive and active play spaces for all age groups. A pedestrian pathway system is in its infancy and will eventually connect these open spaces with each other. Development of new neighbourhoods continues to add to the number of parks in the community, while large green spaces can be found at the south end of the city (Logan Green and the Jubilee Ball Park) and in the west (the Ravine Ecological Preserve, Deer Park Golf Course, Jaycee Beach/Kinsmen).

The city has many attractions, including the Yorkton Film Festival and a wide array of other cultural and recreational activities, facilities and sites. Cultural and recreational programming is provided by the city as well as a variety of organizations, agencies, businesses and service groups.



## 1.4 OUR FUTURE

### POPULATION PROJECTIONS

Over the next twenty-five years, Yorkton is expected to double in population to over 36,000 by 2036<sup>1</sup>. This net increase in population will be mainly due to in-migration as a result of economic growth and job creation in the region.

The implications of underestimating population growth for a municipality poised for rapid growth are much more serious than overestimating population numbers. For example, underestimation can lead to a shortage of land versus the ability to meet and respond to demand in a planned and timely fashion given current and projected economic forecasts for the region. It is reasonable to assume that growth will continue to be strong.

### HOUSING NEEDS

Yorkton has recently experienced significant economic growth, increasing the demand for and types of housing. Population growth and economic development have resulted in a shortage of market, near market and non-market housing. Our new housing plan, completed in 2012, is helping us work to meet the demand for housing for a wide spectrum of residents, including seniors, students and newcomers to Canada. We are looking at ways to increase the affordable housing stock - such as providing and encouraging infill housing, providing for a variety of lot sizes including small lots that are appropriate for entry level housing, as well as increasing the overall density of the city. These are all strategies to address future challenges, while taking advantage of existing land stock and infrastructure.

Population projections identify a need for an additional 6,000 to 8,000 housing units over the next twenty-five years. This means that Yorkton faces an economic challenge of ensuring an adequate housing supply for its residents in the future. How the city will address this challenge is outlined later in this Plan.

1. The population figure was established by Crosby Hanna & Associates in Section 4: Population and Housing within the City of Yorkton Official Community Plan and Zoning Bylaw Background Report completed in 2012.



## FUTURE ECONOMY

Yorkton has the third largest trading area in Saskatchewan following Regina and Saskatoon. This is a major asset to this community's economy.

The growing economy means a stronger demand for housing. Yorkton appeals to new immigrants and as they move into the market of homeownership we could see a need for additional housing to accommodate this demand. It is possible that our community could see an increase of at least 1,000 more new Canadians before 2015.

Our community will become a higher-education centre for this region with the development of a new Parkland College campus on Dracup Avenue. With a potential 350 students, this campus will be a significant economic stimulus for the city.

The city, the Chamber of Commerce and Yorkton's leaders in the education and health-care sectors, recognize the challenge of attracting and retaining the skilled human resources employers will need to replace retiring employees, and to fill new jobs in the city and region. This issue is highlighted in the economic development strategy developed by the city in 2011 with the participation of stakeholders, special committees and working groups.

The Yorkton Municipal Airport will become a hub for the intermodal transfer of goods and services not only for the city but also for the region. This facility

will be developed in a way that allows for transfer of materials, equipment and personnel to northern destinations, as mineral exploration and production increases, particularly rare earth minerals. The airport's location allows it to significantly expand its facilities but in order to do so, investment must occur in infrastructure.

Yorkton is poised for significant economic growth in the next twenty-five years. To take advantage of this growth, the city is working to align its strategic direction to ensure that quality of life issues do not become barriers to that growth.

We know that Yorkton is not immune from the continuing uncertainty surrounding global markets and the risks associated with global capital, financial and foreign currency markets. While this risk is beyond our ability to influence and help shape, our community is attractive as an investment opportunity. It is also attractive because of the physical infrastructure we have invested in, the municipal services and programs we provide, and our ability to structure and leverage partnerships and collaborative approaches in support of economic development.



Communities are places or entities where each member can give something, where they can contribute something that they feel especially able to give, something they are good at. The gift from each member is valued by the whole community and all gifts are unique and individual. The gift that the community gives back to each member is that of a role and a connection.”

– Ed Margason



## AGRICULTURAL & FOOD PROCESSING

Saskatchewan is a global leader in the supply of agriculture products required by the world. A reliable transportation network allows our products to move from the farm to processors and world-wide markets. The current agricultural economy is helped by a large cultivated farmland base – Saskatchewan has 44% of Canada’s total cultivated farmland. A thriving Saskatchewan crops industry contributes to and benefits from the increasing local and global demand for food, feed, fuel and fibre.

Quality Saskatchewan crops are used to create leading-edge health products that are exported globally.

Saskatchewan has unmatched agricultural potential and world-class investment opportunities.<sup>2</sup> It is also known as a consistent and reliable supplier of safe, high-quality grains, oilseeds, pulses and livestock.

Saskatchewan exports over \$1 billion in each of the three key product sectors: cereal grains (wheat, oats and barley); oilseeds (canola, flax and mustard) and pulses (lentils, peas and chickpeas). Over \$100 million worth of agricultural products were exported in 2010 to each of 19 countries – ranging from the United States to China, Pakistan and South Korea. Our markets are world-wide and our products are desired by a growing population.<sup>3</sup>

Saskatchewan is Canada’s leading agri-food exporter, with international sales of \$10.2 billion in 2011. Exports in each of the province’s key sectors (cereal grains, oilseeds, and pulses) are all over \$1 billion. Our province is centrally located and connected to world logistics systems, and this allows our products to be efficiently exported worldwide.

Two canola crushing plants are situated in Yorkton or just outside of it: LDM Foods and Richardson International Ltd. Both of these are world-wide suppliers of oilseed products. Richardson Oilseed can process up to 2,400 tonnes of canola a day, producing up to 1,000 tonnes of canola oil on a daily basis. Global demand for Canadian canola oil and canola oil products will likely continue to grow in the next ten to twenty-five years, meaning that further expansion of these plants is likely.

Other crops or services could emerge in the twenty-five years that offer opportunities both for the community and for the region.

Lentils and flax are both desirable products for overseas markets. It is likely that we will see increasing production of these products over the next twenty-five years.

Consumers’ desire to have traceability in their food represents a significant future market for our agricultural products. The ability to trace products/attributes along the farm-to-fork continuum is becoming increasingly important to consumers.<sup>4</sup> Our ability to supply global demands and to feed a hungry world makes Yorkton a choice location for investment in value-added agricultural businesses in the future. In fact, it is very likely that we will see Grain Millers Drive become a corridor of value-added agricultural businesses supplying world-wide markets in grain seeds, flax and other by-products related to food processing over the next twenty-five years.

A value-added agricultural sub-sector that is expected to experience growth in the next twenty-five years is biofuels. Saskatchewan is the largest source of agricultural biomass in Canada. Each year, on average, Saskatchewan’s farmers produce 13 million tonnes of wheat, 4.6 million tonnes of canola and 5.3 million tonnes of barley. This makes Saskatchewan particularly well-suited for the production of biofuels, including ethanol, biodiesel and biogas. Some bio-products strengths Saskatchewan has include: (1) Biofuels and energy (ethanol, gasification, biogas, biodiesel); (2) Bio-materials and Biopolymers (fibres, bio-composites), (3) Bio-chemicals (resins, adhesives, platform chemicals, proteins), and (4) New environment-friendly process technology.

2. Saskatchewan Agriculture, nd. Highly Cultivated, n.p.

3. Ibid.

4. Agriculture and Agri-Food Canada recognize this importance to consumers. Its vision is to secure a National Agriculture and Food Traceability System (NAFTS) to serve citizens, industry and government. NAFTS is to be built upon national standards to ensure credibility, integrity and efficiency.

## RESOURCE DEVELOPMENT

Our future is solid. The reason why we can be so bold is simple: mineral resources. Yorkton is in the middle of the largest and richest potash field in east central Saskatchewan. As such, it will become the service centre of several existing and potential potash mines. The majority of potash mines are serviced from communities within 100 km.

Mosaic's Esterhazy mine site, 53 km south of Yorkton, is undergoing a \$1.6 billion expansion. The Potash Corporation's mine site in the Rocanville area, 146 km southeast of Yorkton, is undergoing a \$2.8 billion expansion.

In addition to the expansion of these existing mines, there are also active exploration programs in the region:

- Encanto Potash Corporation's Mustowekwan project, 109 km west of Yorkton.
- BHP Billiton Canada is undertaking an extensive seismic program, 60 km south of Yorkton.
- The Potash Corporation of Saskatchewan's potential new mine site is 45 km southeast of Yorkton.
- Finally, North Atlantic Potash (SSC Acron) site in the Foam Lake area is 121 km northwest of Yorkton.

A 2011 report by The Saskatchewan East Enterprise Region found that in this region over the next three years, 67% of businesses in the resource sector plan to expand, 60% expect increased sales, and over \$3.8 billion is expected to be invested either in expansions or renovations.<sup>5</sup>

All of this means that Yorkton is poised for substantial growth over the next five to ten years as feasibility and exploration projects are completed and companies make decisions regarding mine site development.

## MANUFACTURING AND EMERGING INDUSTRIES

Canada, and Saskatchewan in particular, are experiencing a period of very significant economic and industrial growth. This includes the expansion of industry beyond what is traditional in the region (agriculture, for instance). Manufacturing sales in Saskatchewan remained strong in 2012 despite the sector struggling internationally. In fact, in 2012 Saskatchewan had the highest gains in manufacturing sales in the country.<sup>6</sup>

With Saskatchewan's – and Yorkton's – strong base of primary production activity (agriculture, mining, etc.), it only follows logic that the region should be involved in the secondary production of goods as well (i.e. manufacturing).

In 2011, the value of Saskatchewan's manufacturing shipments was \$12.6 billion. Almost half of the province's manufacturing sector is based outside of Regina and Saskatoon. Farming, industrial and commercial operators around the world increasingly know the word 'Saskatchewan' when they see it, and actively look for it. It represents quality they know and trust. According to the latest figures from Statistics Canada, the value of Saskatchewan's manufacturing shipments set a new record for the month of September, posting the highest percentage increase in the nation on a year-over-

year basis, up by 7.7 per cent. Nationally, figures were up only 1.8 per cent.

Manufacturing is a significant driver of our economy, both in terms of gross domestic product and employment. Key manufacturing clusters include machinery, transportation and industrial equipment; food, crop and beverage processing; wood products; and chemical manufacturing. Emerging clusters include aerospace and defence, automotive accessories, and electronics and instrumentation.

There are many other industries considered non-typical for Saskatchewan that are taking root and growing quickly in the region, such as biofuels, food processing (fruit processing in particular), pulse crops, information technology, and tourism.

5. Derek Murray Consulting & Associates and George Patterson Consulting, November 2011, Saskatchewan East Enterprise Region – Economic Impact Study, (Regina: Saskatchewan).

6. <http://www.gov.sk.ca/news?newsId=515d4902-7d05-4890-ba9b-e60127e8b322>, Provincial news release, November 15, 2012













## PART TWO

# BACKGROUND TO OUR PLAN

### INTRODUCTION

- 2.1 SCOPE OF THE OFFICIAL COMMUNITY PLAN
- 2.2 PLAN HORIZON AND PROJECTED LAND NEEDS
- 2.3 PLAN APPLICATION
- 2.4 OUR CONVERSATION WITH OTHERS ABOUT THIS PLAN
- 2.5 RELATED PLANS AND STUDIES
- 2.6 OPPORTUNITIES AND CHALLENGES
- 2.7 OUR COMMITMENT TO SMART GROWTH PRINCIPLES
- 2.8 OUR COMMITMENT TO ACTION ON CLIMATE CHANGE
- 2.9 OUR COMMITMENT TO ENERGY SUSTAINABILITY
- 2.10 OUR COMMITMENT TO PEOPLE WITH DISABILITIES
- 2.11 OUR VISION
- 2.12 OUR GOALS







## INTRODUCTION

On the basis of the findings set out in the City of Yorkton “**Our City: Our Future**” Background Report 2012 (the Background Report) and of the findings highlighted in Part 9 of the report, the following story of Yorkton including its vision, goals, objectives and policies is set out.

### 2.1 SCOPE OF THE OFFICIAL COMMUNITY PLAN

**Our City: Our Future** is intended to serve as a statement of the goals, objectives and policies for the future growth and development of Yorkton. All future development in the city shall conform to this Plan. The Plan outlines a path forward to harness the abundant opportunities of this region, to address its unique challenges and to build a city based on the principles of sustainability.

### 2.2 PLAN HORIZON AND PROJECTED LAND NEEDS

Our Plan is based on a twenty-five year planning horizon to accommodate a projected population of 36,000 persons. The Plan identifies a future growth scenario encompassing residential and business development for the community, future land needs and the desired overall footprint for Yorkton in the year 2036.

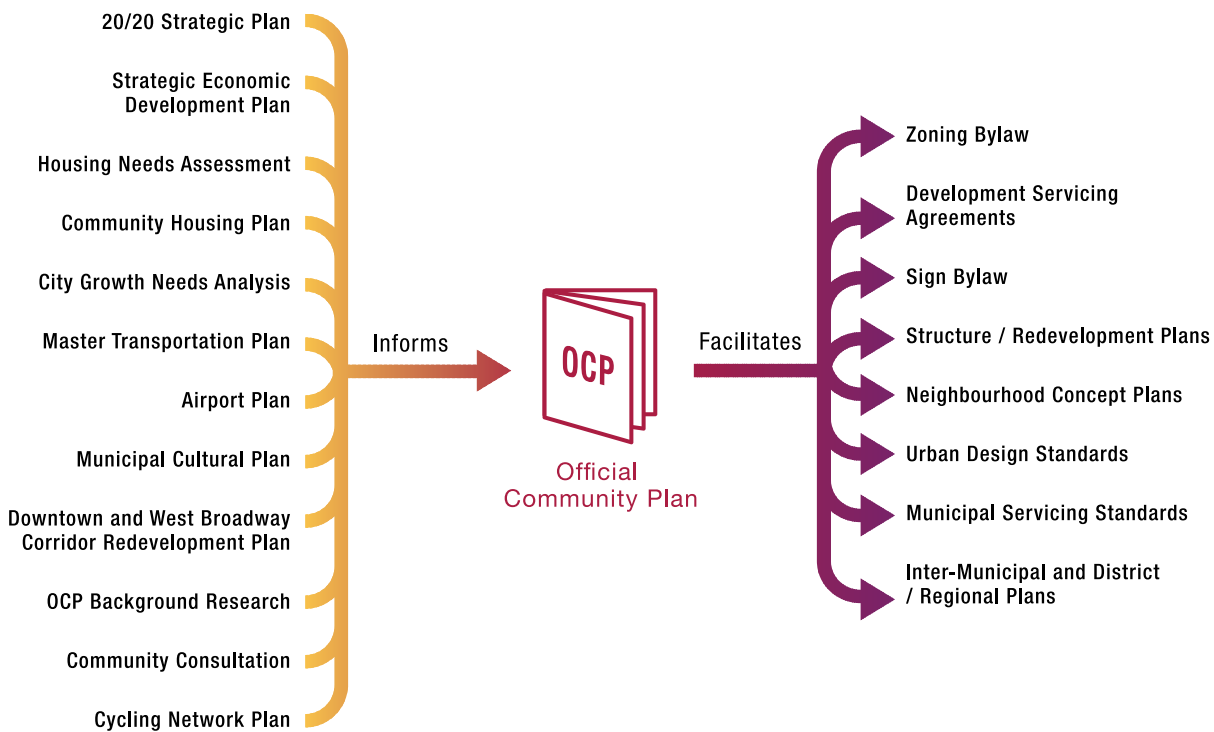
Over the next twenty-five years, Yorkton is projected to increase because of regional economic growth and job creation. The Plan projects a need for 911 ha (2,250 acres) of land to accommodate future growth requirements. It is reasonable to assume that growth will continue to be strong, given the current and projected forecasts for the region.

## 2.3 PLAN APPLICATION

Our Plan serves as a conceptual framework to guide City Council in building the best possible community. Other supplementary planning tools will be needed to assist decision making on future land use and development proposals. This Plan provides strategic policy direction for urban design, growth and development based on a Future Land Use Concept (Drawing 1 – Part 9). **Our City: Our Future** contains a regional component which addresses Yorkton’s growth outside of its current boundaries, regional relationships and an inter-municipal planning component which addresses the coordination of future land use, growth patterns and transportation systems with our neighbouring municipalities. In addition to this, this Plan also forms the foundation of the plan hierarchy (derived from provincial legislation and policy) that governs the planning framework for this community. This is elaborated upon in Part Eight: Implementing Our Plan.

As Yorkton’s primary planning document, **Our City: Our Future** implements various previously adopted documents and policies as shown in Figure 2.1 below. It also provides direction to the development and implementation of more specific, detailed plans by city departments over a twenty-five year planning horizon.

FIGURE 2.1. LINKAGE BETWEEN AN OFFICIAL COMMUNITY PLAN AND POLICY.



Our Plan provides the direction to the following plans and bylaws:

- Structure Plans for redevelopment of existing neighbourhoods
- Concept plans to guide development of new neighbourhoods
- Zoning Bylaw for quality control in city building
- Urban design standards for enhancing building architecture
- Municipal servicing standards for service efficiency
- Inter-municipal and District plans to protect mutual interests



In a sustainable community, resource consumption is balanced by resources assimilated by the ecosystem. The sustainability of a community is largely determined by the web of resources providing its food, fiber, water, and energy needs and by the ability of natural systems to process its wastes. A community is unsustainable if it consumes resources faster than they can be renewed, produces more wastes than natural systems can process or relies upon distant sources for its basic needs.”

*Sustainable Community Roundtable Report (South Puget Sound),  
Sustainable South Sound, n.d.*

This Plan is made up of a vision statement which incorporates community values and addresses how we will grow as a community for the next twenty-five years. This relationship is shown in a simple format in Figure 2.2 below:

FIGURE 2.2. THE COMPONENTS OF THIS PLAN.



Policies that address the future development of areas outside the current limits of the city will take effect once those areas are annexed to the city. In the interim, development policies will evolve in conjunction with neighbouring rural municipalities.

## 2.4 OUR CONVERSATION WITH OTHERS ABOUT THIS PLAN

Our Plan has been shaped by us, the citizens of Yorkton, through the public engagement process. A steering committee (the Planning & Infrastructure Commission and other community members) was the primary point of contact throughout the planning review process. It provided a perspective and understanding of community preferences, and the priorities of City Council and stakeholders within the community to ensure that local ideas and concerns are reflected in this Plan. The committee provided ongoing direction over the course of the study through direct participation in exploring policy options and preferences.

The public was directly involved through:

- Steering Committee Meetings (January 2011, March 2012)
- Community Survey (October 2011)
- Stakeholder Consultations (April 2012)
- Open House “**Our City: Our Future**” Background Report (April 2012)
- Chamber of Commerce Presentation (May 2012, August 2013)
- Presentation to the Saskatchewan Abilities Council (March 14, 2014)
- Focus Group Workshops (TBD)
- Open House “Official Community Plan & Zoning Bylaw” (August 2013, September 2013)
- Presentation to the Yorkton Rotary Club on October 21, 2013.



## 2.5 RELATED PLANS AND STUDIES

Our Plan aligns with and supports other important policies and initiatives expressed in plans and studies for Yorkton.

### 2.5.1 THE YORKTON 20/20 STRATEGIC PLAN FOCUSES ON EIGHT GOALS WITH ASSOCIATED STRATEGIES:

- **Healthy community** – Promoting and building a healthy community encouraging healthy life styles, personal wellness with quality health care.
- **Infrastructure** – Creating a community with a comprehensive, integrated and sustainable infrastructure plan and programs that meet current and future needs.
- **Economic development** – Ensuring our city is open for business, providing an economic environment that embraces innovation and growth.
- **Community development** – Fostering a safe community that embraces cultural and social diversity by providing social, recreational and educational opportunities for all community members
- **Environment** – Creating a community that promotes environmental awareness, re-thinks, re-cycles, re-uses and uses green space and energy efficiently.
- **Technology** – Positioning technology as a means for community communication, create operational efficiencies
- **Education** – Fostering strategic partnerships to offer responsive, quality education for all citizens.
- **Governance and communication** – Creating a governance model that is accountable, transparent, and engages residents participation and involvement in policy development and goal setting.

### 2.5.2 YORKTON STRATEGIC ECONOMIC DEVELOPMENT PLAN (2011-2013)

This plan includes goals, objectives and actions intended to enhance the local economy. A primary goal focuses on the need to build community capacity to manage economic growth. This includes measures to ensure provision of a sufficient supply of serviced and development-ready land, develop an improved housing supply, and to create an improved development approval process.

### 2.5.3 YORKTON HOUSING NEEDS ASSESSMENT (2011)

This assessment identified gaps in the housing continuum and the issue of affordability of housing for residents. It recommends the preparation of a community housing plan and encourages the development of secondary suites and the creation of higher density residential subdivisions.

### 2.5.4 YORKTON COMMUNITY HOUSING PLAN (2012)

This plan identifies three goals to stimulate housing development:

- Facilitate and enhance the range of affordable, adequate and accessible housing options. Key objectives include provision of adequate serviced residential subdivisions with a range in lot density, to accommodate a variety of housing from entry level to high density multi-unit housing.
- Encourage the provision of non-market, near market and market housing options
- Create and facilitate a favorable environment for housing in the city.

### 2.5.5 YORKTON CITY GROWTH NEEDS ANALYSIS (2009)

This analysis examines future land needs for residential, commercial and industrial development based on historic trends, recent development of agricultural processing plants and the potential impact of mining development. (Residential land needs are projected using a density rating of six dwelling units per acre rather than the historic four dwelling units per acre figure.)

### 2.5.6 YORKTON MASTER TRANSPORTATION PLAN (2012)

This plan provides the basis for the development of policies and strategies for a multi-modal transportation network (roads, transit, pedestrian and cyclist traffic) in conjunction with the Plan. It identifies immediate, intermediate and long term traffic needs (eg. west truck bypass route) for a population of 35,000.

### 2.5.7 YORKTON CYCLING NETWORK PLAN (2008)

The city's interest in creating a safe, healthy and connected community led to a comprehensive cycling network plan. This plan created a vision and a facility plan for on-street bikeways, off-street multi-use pathways and bicycle parking as well as education and outreach components.

### 2.5.8 YORKTON AIRPORT PLAN (2010)

This plan evaluates airport infrastructure and defines the airport's long term vision and objectives, while identifying opportunities and objectives to meet that vision. These include a preferred long term land use plan and recommendations for future capital improvements.



### 2.5.9 MUNICIPAL CULTURAL PLAN

This plan identifies cultural resources in Yorkton and strategically demonstrates how these resources can help the community achieve its civic goals. Consisting of key objectives and actions, it directly and indirectly integrates Yorkton's cultural resources into a wide range of local government planning activities.

### 2.5.10 DOWNTOWN AND WEST BROADWAY CORRIDOR REDEVELOPMENT PLAN (2005)

This plan was developed as a response to specific planning issues facing the Downtown and the West Broadway Corridor. The objective is revitalization of that area via a series of strategic planning initiatives including: urban design, pedestrian and vehicular accessibility, economic development, housing, social activities and events.

## 2.5.11 YORKTON AREA AQUIFERS - SOURCE WATER PROTECTION PLAN (2006)

This plan was developed in order to identify the areas in the City and surrounding area that are most vulnerable to contamination from land use activities. Due to the fact that groundwater is virtually the only reliable supply of source water for drinking, source water protection planning in this area is focused on the local aquifers, and on measures needed to manage potential threats to the quantity and quality of groundwater.



## 2.6 OPPORTUNITIES AND CHALLENGES

Yorkton is entering an era of unprecedented economic prosperity given the extensive resources found in the region. The community knows, however, it must initiate steps to ensure that opportunities can be realized as they present themselves.

- **Provision of available serviced land.** It will be critical that available serviced land is available for business and residential development. Yorkton must cultivate a corporate “business friendly” environment. The need for an efficient development approval processes in city administration is crucial. The city must be responsive to the needs of business but must also be responsible in protecting the interests of citizens by instituting fair development levy rates and transparent decision making processes for new development.
- **Housing options.** The challenge is to find a balance between housing options and affordability to satisfy the housing continuum in this community to ensure market and non-market needs can be satisfied.
- **Investment in airport and transportation infrastructure.** Provision of scheduled air service to the community and associated upgrades to airport infrastructure and services is essential to improving access to global markets. Improvements to regional and local road systems consistent with urban growth will also be needed, principally highway bypass routes.
- **Development of programs for infrastructure development.** Storm water management system improvements are required to accommodate future growth and serious drainage issues. Elevations of land in the Yorkton area range from about 520 to 490 m (above sea level) with a slight south to north down-slope. The city is situated in the Yorkton Creek catchment area, a sub-basin of the Whitesand River in the Assiniboine River regional watershed. The potential flood hazard area for the city has been identified on a Flood Hazard Map prepared under the Canada - Saskatchewan Flood Damage Reduction Program (FDRP) as shown on Drawing 2 - Development Constraints found in Part 9. The FDRP recommends that land use policy and zoning for municipalities protect against the potential flood risk for proposed development on flood hazard land. The Statements of Provincial Interest Regulations recognize the importance of incorporating watershed management principles within land use policy to restrict development from floodways and flood fringes wherever possible.



- **Inter-municipal relations.** The city needs to work collaboratively within the framework of the Yorkton Planning District or perhaps a wider regional initiative to ensure that development initiatives can be accommodated in the interests of the entire community. The recent Saskatchewan Municipal Board (SMB) decision on the city annexation application points to the need for more harmonious inter-municipal relations to create a positive and attractive environment for investment and development. The SMB presented a framework for cooperation, negotiation and agreement by which the members could use existing and new mechanisms and resources to achieve their respective interests.
- **Aquifer Protection:** Aquifer protection is a major concern for the city and region. The only reliable drinking water source in the city and surrounding area is obtained from local aquifers hence protection of groundwater is essential to Yorkton's continued and sustainable growth. The Yorkton Area Aquifers Source Water Protection Plan identifies areas of vulnerability for aquifers and recommends land use policies to manage potential threats to the quantity and quality of ground water. Aquifer protection can be pursued in the context of wider community and rural municipal interests such as regional water service systems and potential rural development. Aquifer vulnerability has been mapped on Drawing 2 – Development Constraints found in Part 9.
- **Environmentally sensitive areas.** Developing healthy, sustainable communities requires land use planning approaches and infrastructure designs that avoid or minimize environmental degradation and maximizes the benefits of maintaining essential ecological systems. Drawing 3 – Environmental Sensitivity and Conservation Value in Part 9 delineates areas in the city on the basis of environmental sensitivity or natural heritage resource conservation value. Areas are prioritized as Class 1 value (high sensitivity and warranting a high degree of protection) and Class 2 areas (moderately high potential for enhancing or recovering overall ecological value).



## 2.7 OUR COMMITMENT TO SMART GROWTH PRINCIPLES

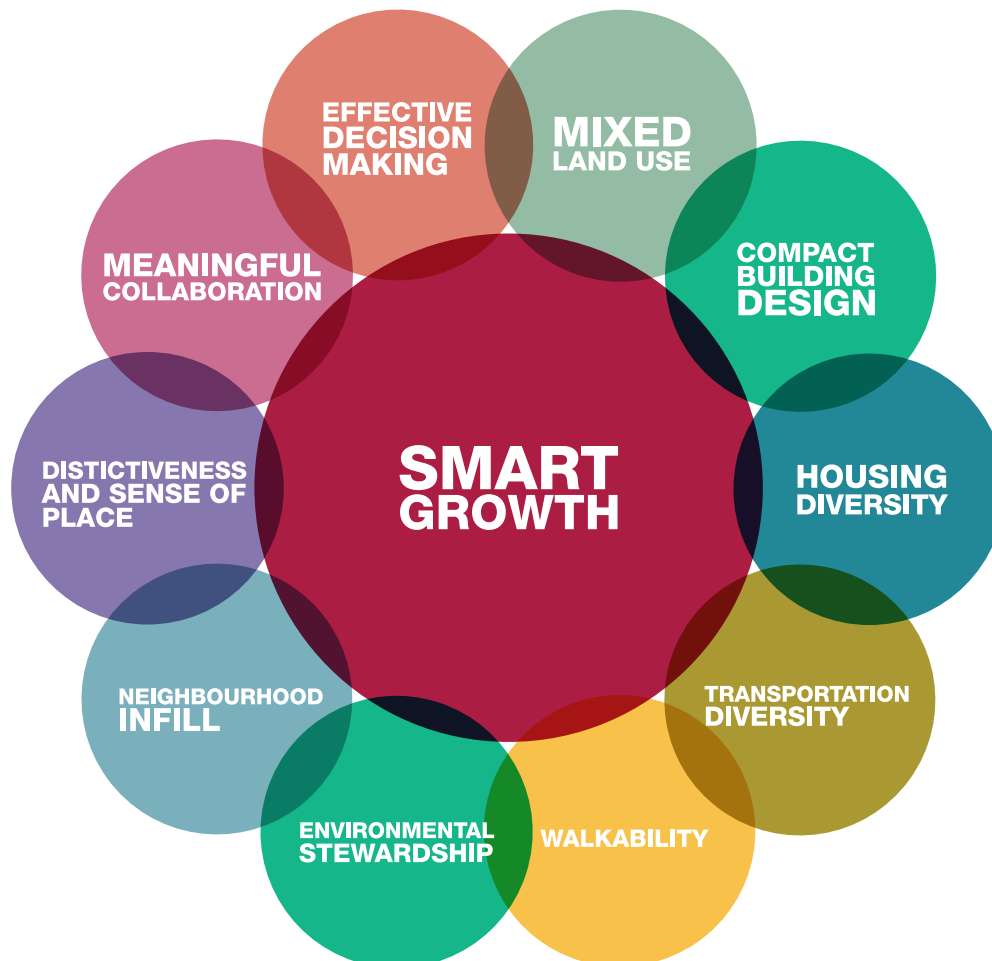
Smart Growth is a recent innovative approach to community planning that offers interesting planning perspectives for communities in search of policy options to address sustainability. Smart Growth provides a framework for communities to make informed decisions on how and where they grow. Its focus is on solutions that address the impacts of past planning practice and problems associated with the resulting highly dispersed urban development. Ten Smart Growth principles are:

- Mixed land use;
- Compact building design;
- A range of housing opportunities and choices;
- A walkable community;
- A distinctive, attractive community with a strong sense of place;
- Preservation of open space, i.e., farmland, natural landscape and critical environmental areas;
- Strengthen and direct development to existing neighborhoods;
- A variety of transportation options;
- Predictable, fair and cost effective development decisions; and
- Community and stakeholder collaboration.

These principles are explained further in Figure 2.4 below, as well as Table 2.1 and Figure 2.3 in Appendix 1.

Many of these principles provide policy options that will be presented in this Plan as a fresh approach in dealing with old issues.

FIGURE 2.4. THE PRINCIPALS OF SMART GROWTH



## 2.8 OUR COMMITMENT TO ACTION ON CLIMATE CHANGE

In the past few years, there has been a remarkable increase in the level of awareness associated with climate change. This has resulted in an increasing awareness of municipal administrators and politicians towards how climatic changes will influence future decision making.

Damage resulting from climate change will create a financial burden on municipalities. It is becoming increasingly important for municipal governments to prepare strategies that adapt to, or mitigate climate change.<sup>7</sup>

What does this mean for Yorkton? In 2009, the Prairie Adaptation Research Collaborative predicted our community will see a three degree rise in the annual mean temperature by the 2020s.<sup>8</sup> By the 2080s, the annual mean temperature will experience a significant rise. Also by the 2080s, the cooling degree day range will be 14 to 20 times greater (169 – 251 degree days) than baseline conditions now experienced at Yorkton (12 degree days)<sup>9</sup>. The annual moisture index is expected to increase as well. Yorkton is predicted to increase between 3.9 and 4.2 degree days/mm compared to 3.4 degree days/mm now. Yorkton can also expect to receive ever increasing amounts of precipitation in 2080 compared to 2012.<sup>10</sup>

For many municipalities, adaptation to climate change is a complex challenge. This is because managing risk involves uncertain outcomes and debatable probabilities. Moreover, every community in this province is unique in its setting and people, and therefore faces environmental and social implications that will differ from those of neighbouring communities.

Even when climate change threats are understood, the localized nature of impacts and the seemingly distant timeframes involved can make it hard to design and implement policies designed to address climate change. Identifying a suitable approach to managing climate change is often difficult. It is evident, however, global leaders now recognize a planned approach to dealing with the issues helps build resilience and minimize risks.

There are two main responses to tackling the issues related to climate change, these are addressed on the following page.



Our true destiny...is a world built from the bottom up by competent citizens living in solid communities, engaged in and by their places.”

– David W. Orr



7. In 2012, cities along the eastern seacoast of the United States experienced unprecedented storm events while the interior of the United States experienced extreme drought conditions.
8. Elaine Barrow, 2009, Climate Scenarios for Saskatchewan, Prepared by the Prairie Adaptation Research Collaborative on behalf of the Ministry of Environment and the University of Regina, p.12.
9. A cooling degree day is defined as the number of degrees that a day's average temperature is above 65o Fahrenheit and people start to use air conditioning to cool their buildings. Read more: <http://www.investopedia.com/terms/c/colddegreeday.asp#ixzz2C2jmQsvG>
10. Barrow, p.73.

## MITIGATION

Mitigation is defined as a human intervention to reduce the sources or enhance the sinks of greenhouse gases. Examples include using fossil fuels more efficiently for industrial processes or electricity generation, switching to renewable energy (solar energy or wind power), improving the insulation of buildings, and expanding forests and other “sinks” to remove greater amounts of carbon dioxide from the atmosphere.<sup>11</sup> The objective of mitigation efforts is to reduce greenhouse gas emissions (GHG), with the result of lowering the volume of carbon that enters the atmosphere on an annual basis.

Mitigation actions over the long-term will reduce GHG levels in the atmosphere and help to reduce the heating trends that are behind many of the climate changes we are currently experiencing. Mitigation is an extremely important aspect of dealing with climate change. Municipalities in other provinces are addressing climate change through strategies designed to lessen their carbon footprint<sup>12</sup>.

The starting point for most of these actions involves an energy use and greenhouse gas emissions inventory. The inventory allows municipalities to determine where they consume energy and the amount of GHG they emit. This baseline information is critical when implementing policies to reduce

greenhouse gas emissions and develop energy conservation programs. Energy conservation programs help municipalities to manage energy costs and reduce the production of carbon dioxide emissions. Reducing carbon dioxide emissions plays a role in the health of our communities. This also influences the sustainability of our communities.

Conserving energy and reducing overall energy demand is an important part of both daily and long-term municipal management decision-making. The recognition that energy prices will continue to rise in the future, in addition to the inevitable development of a carbon market, makes energy management an important issue for municipalities.

## ADAPTATION

Adaptation to climate change is an essential complement to mitigation. Adaptation to climate change should start with the adoption of measures that tackle the weather risks countries already face.<sup>13</sup> The Canadian Institute of Planners defined adaptation as being, “an adjustment in natural or human systems in response to actual or expected climatic effects, which moderate harm, or takes advantage of beneficial opportunities. The main goals of adaptation usually include: alleviating current and projected future impacts; reducing sensitivity and exposure to climate-related hazards; and increasing resiliency to climatic and non-climatic stressors.<sup>14</sup>

Successful adaptation does not mean that negative impacts will not occur, only that they will be less severe than would be experienced had no adaptation occurred. Simply put, adaptation is all about understanding climate impacts and effects, in order to undertake substantive actions which

make communities and municipal investments more resilient to the harmful effects of weather and climate. In addition, actions undertaken may also capitalize on any positive long-term opportunities that will result from these changes.

- 
11. The Environmental Literacy Council defines a “sink” as “a reservoir that takes up a chemical element or compound from another part of its natural cycle”, in Environmental Literacy Council, 2008, Sources and Sinks, n.p.
  12. As an example, Regent Park is a 30-hectare (69-acre) publicly funded housing development in the east end of Toronto. The site is being redeveloped with stringent new building specifications that are estimated to be 75 per cent less energy intensive than similar conventionally designed buildings, in Christopher Kennedy, 2010, Getting to Carbon Neutral: A Guide for Canadian Municipalities, Produced for Toronto and Region Conservation by Sustainable Infrastructure Group, (University of Toronto: Toronto), p. 36.
  13. The International Bank for Reconstruction and Development/The World Bank, 2010, Economics of Adaptation to Climate Change: Synthesis Report, Washington, p. 31.
  14. Canadian Institute of Planners, 2007, CIP Policy on Climate Change, Intergovernmental Panel on Climate Change (IPCC), Fourth Assessment Report, “Climate Change 2007, Synthesis Report – Summary for Policymakers, p.1.

**BE PREPARED: THE BENEFITS OF PLANNING FOR CLIMATE CHANGE.**

Planning at the municipal and community level presents an important avenue for local adaptation to mitigating greenhouse gas emissions.

There are a number of reasons why municipalities should be actively involved in planning for climate change. First, many impacts and hazards associated with climate change translate into issues that are local in nature, and directly affect communities, people and businesses. Second, protecting municipal investments (such as infrastructure and municipally owned and operated facilities) because climate change can seriously damage expensive infrastructure and affect the delivery of municipal services. One of the most widely accepted, and effective ways to manage climate change within the context of municipal operations, is to develop a plan or strategy that strives to understand the problems and present realistic approaches to dealing with them.

It is becoming very clear that the choices we make regarding the built form and patterns of our

communities have strong links to the climate change impacts and adaptation scenarios that they elicit. In a world with increasingly interdependent and dynamic socio-economic systems, the communities that are planning for resilience now will be best positioned to deal with climate change in the future. Smart growth communities are able to respond and adapt to both the direct (flooding and sea level rise) and indirect (cost of fuel and food) effects of climate change.

Municipalities cannot simply rely on the assumption that the prevailing climate will be more or less the same as it was over the past 50 to 100 years. We can expect to live in a climate with different rainfall patterns, warmer temperatures, more frequent storms, and severe weather events. These changes in climate will directly affect municipalities.

The following table highlights those areas of municipalities that will be affected by climate change:

TABLE 2.2. HOW MUNICIPALITIES ARE AFFECTED BY CLIMATE CHANGE.

RISING COSTS OF DAMAGED INFRASTRUCTURE
PROTECTION AND REPAIR
PUBLIC SAFETY
DRINKING WATER QUALITY
WASTEWATER AND STORM WATER MANAGEMENT
LIABILITY

The sooner municipalities begin to plan for climate change, the more likely the behavior will become institutionalized, and integrated into daily practice so that eventually, all decisions will be framed within a context that ensures that climate change criteria are applied.





## 2.9 OUR COMMITMENT TO ENERGY SUSTAINABILITY

The enduring nature of local government decisions can be seen in the lifespan of the physical elements that make up a community. Some examples of the lifespan of community assets are shown in Table 2.3.

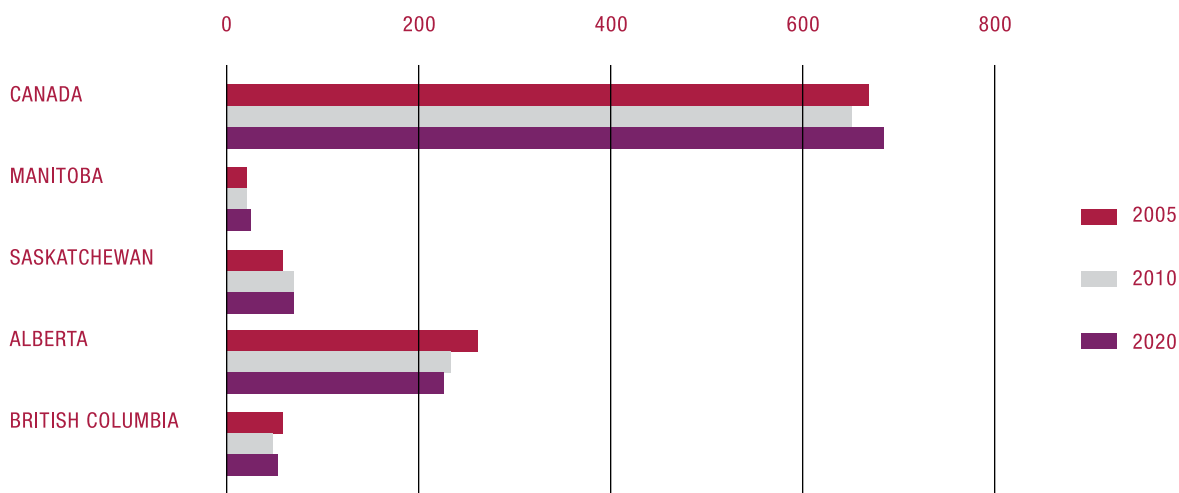
TABLE 2.3 LIFESPAN OF COMMUNITY ASSETS<sup>15</sup>

COMMUNITY ELEMENT	TYPICAL LIFESPAN (YEARS)
SUBDIVISIONS AND ROADS	15 – 30
BUILDINGS	50
MUNICIPAL INFRASTRUCTURE	15 –100
LANDSCAPE	10 –100
SYSTEMS AND EQUIPMENT	7– 25
VEHICLES	7– 25

### SHAPING ENERGY DECISIONS

Environment Canada reviewed greenhouse gas emissions across Canada in a recent publication.<sup>16</sup> The future path of greenhouse gas emissions in Canada will depend on a number of factors including: economic activity, population, development of energy markets and their influence on prices, technological change, consumer behaviour, and government actions. Saskatchewan is projected to have a slight decline in its GHG emissions from 2010 to 2020 despite the economic growth projected for this province over this same time period (decline of 7 Mt C02e)<sup>17</sup>. This is shown in Figure 2.5.

FIGURE 2.5. PROVINCIAL AND FEDERAL GHG EMISSIONS: 2005 TO 2020 (MT C02e).



Provincial GHG Emissions: 2005 to 2020 ( Mt C02e)

15. Table prepared from, Prince Edward Island Implementation Guide to Tangible Capital Assets for Municipalities, n.d., p.8, the City of Yorkton, 2010, Tangible Capital Assets – Policy No. 10.40, pps. 14 – 18, and Guide to Accounting for and Reporting Tangible Capital Assets, April 2007, Prepared by Public Sector Accounting Group of the Canadian Institute of Chartered Accountants.

16. Environment Canada, August 2012, Canada's Emissions Trends – 2012, (Ottawa: Ontario), pps. 69.

17. Ibid., p. 34.

Local governments can influence a high percentage of total greenhouse gas emissions through land use planning as well as transportation planning. Figure 2.6 illustrates that local government can influence the residential, commercial and industrial sectors in their production of energy. It is also important to note that local government also has the ability to influence transportation patterns within a community. All of these contribute significant amounts of greenhouse gas emissions that can be reduced through the use of Smart Growth principles as well as policy.

Elected local government officials, planners, engineers, and developers can affect energy consumption through a myriad of long-lived

decisions about community and regional growth, urban form, transportation and infrastructure, local energy generation, and building construction and retrofits.

Land use decisions can have wide-ranging implications for energy use and resulting local government finances, greenhouse gas emissions from transportation, community livability, and other local priorities. Planning with energy in mind can mean substantial economic, environmental, and social benefits for the community.

Figure 2.6 demonstrates that local governments have the means and authority to affect how energy is used in some key sectors.

FIGURE 2.6. ENERGY USE BY SECTOR FOR SASKATCHEWAN (2009).<sup>18</sup>



Land use decisions are energy use decisions. The findings of two key studies on the topic of land use and energy are summarized below.

The first study was prepared by Canada Mortgage and Housing Corporation and is entitled “Comparing neighbourhoods for Sustainable Futures: A Study by Canada Mortgage and Housing Corporation” ([www.cmhc-schl.gc.ca/en/co/buho/sune/index.cfm](http://www.cmhc-schl.gc.ca/en/co/buho/sune/index.cfm)). In this study, Canada Mortgage and Housing looks at five Canadian cities and compares different kinds of neighbourhoods within them in terms of some key sustainability features.<sup>19</sup>

All of these features will influence the amount of greenhouse gas emissions a family will produce annually. By locating homes closer to work, school and shopping, as well as to public transit, this can encourage alternative transportation choices such as transit, bicycle or foot.

This study found the following features make a neighbourhood more sustainable:

- A village atmosphere;
- Value for money;
- A place where you can make your daily trips on foot, bike or bus;
- A safe neighbourhood;
- A neighbourhood you can stay in; and
- A green neighbourhood that preserves the countryside.

18. Michael Holden and Robbie Rolfe, 2012, *State of the West Energy – 2012 Western Canadian Energy Trends*, (Edmonton: Alberta), pps.418.

19. Canada Mortgage and Housing Corporation, nd., *Comparing Neighbourhoods for Sustainable Features*. (Ottawa: Ontario), pps. 3

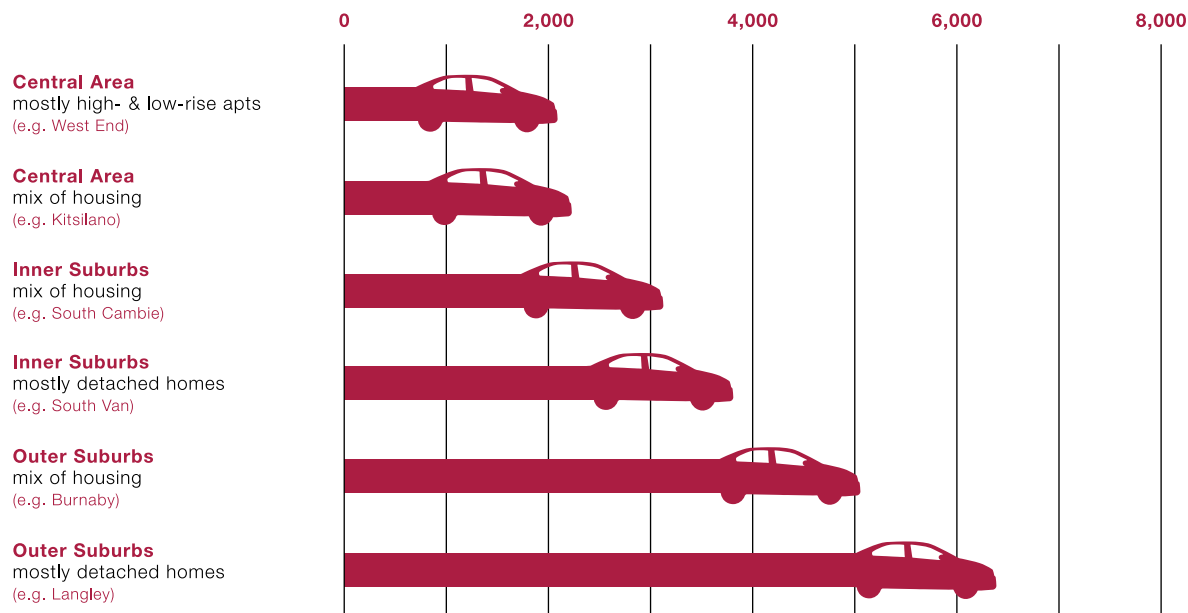
This study found that walking, cycling and using public transit are more feasible when these destinations are close to home and when routes for pedestrians and cyclists are pleasant and safe, for example, on streets with slow-moving cars, shade trees overhead and shops or homes beside the sidewalk, rather than parking lots. It did not matter which community was surveyed, Vancouver, Calgary, Ottawa, etc., having neighbourhoods which shared the features outlined above meant that fewer greenhouse gas emissions occurred because residents had a choice of transportation mode available to them.<sup>20</sup>

The second study comes from the City of Vancouver and is entitled “Greenest City: 2020 Action Plan”. Mayor Gregor Robertson outlined in a 2009 presentation to the FCM Annual Conference held in Whistler, British Columbia, several initiatives Vancouver was undertaking to ensure that city was the greenest in the world. One particular aspect of those initiatives and presentation was the amount of GHGs produced from auto emissions. Figure 2.7 illustrates the amount of vehicle greenhouse gas emissions that occurs from vehicles at different distances from Vancouver’s city centre. Obviously, the closer to the city centre one is located, the more opportunities there are to select alternative transportation modes compared to further away. **Our City: Our Future** does not claim that Yorkton is Vancouver; rather, we as a community can learn from other larger centres in terms of land use patterns or policies that encourage choice and reduce our ecological footprint.

Vancouver is a community of 578,000 residents and 378,000 jobs, in a region of over 2.2 million people and 1.1 million jobs. It is also a compact community where 59% of the dwellings are apartments and 41% are homes. It has a relatively low vehicle use (50%) and high transit (17%), carpooling (12%), cycling (3%) and walking (17%).<sup>21</sup> Vancouver has focused on areas where it can positively influence behaviour to lower its greenhouse gas emissions:

- Leadership and empowerment by promoting greener buildings in its community;
- Emphasizing eco-density in land use and transportation decision making such as expanding cycling networks, improving the pedestrian environment and increasing the density of the centre core; and,
- Promoting the application of a greener building code to reduce a building’s environmental footprint.

FIGURE 2.7. VEHICLE GREENHOUSE GAS EMISSIONS.



Estimated annual greenhouse gas emissions from weekday urban car trips (Vancouver, BC)

20. City of Kelowna, May 2012, Community Climate Action Plan, (Kelowna: British Columbia), p. 38.

21. Mayor Gregor Robertson, June 2009, Vancouver’s Challenge: Greenhouse Gas Emissions and Becoming the Greenest City by 2020. Presentation to the FCM Annual Conference in Whistler, British Columbia.



Municipalities Issue Table

- The following table, taken from work by Canada’s National Climate Change Process.<sup>22</sup> Municipalities Issue Table (and adapted from Allen et al. 1996), shows how various land use changes can affect energy consumption.

TABLE 2.4. LAND USE AND ENERGY.

LAND USE DECISION	HOW IT AFFECTS ENERGY	ENERGY IMPLICATIONS
Combination of land use factors (shape, size, interspersed, etc.)	Travel requirements (especially trip length and frequency)	Variation of up to 150%
Interspersion of activities	Travel requirements (especially trip length)	Variation of up to 130%
Shape of urban area	Travel requirements	Variation of up to 20%
Density / clustering of trip ends	Facilitates economic public transportation	Variation of up to 20%
Density / mixing land uses / built form	Facilitates cogeneration of heat and power	Savings up to 15% Efficiency of primary energy use improved up to 30% with district energy
Layout / orientation / design	Passive solar gain	Energy savings of up to 20%
Siting / layout / landscaping materials	Optimize micro-climate	Energy savings of at least 5%; more in exposed areas

**YORKTON'S ROLE**

Yorkton could focus on areas where it could positively influence behavior to lower greenhouse gas emissions. The first step is to develop an energy and emissions plan for the community, and prepare a strategy to deal with greenhouse gas emissions as growth occurs. The Partners for Climate Protection recommends a community wide target of 6% below the selected base year within ten years. As an example, the City of Dawson Creek in British Columbia set targets of 85% below 2006 levels by 2050; 33% by 2020; and 14% below 2006 levels by 2012.<sup>23</sup> Yorkton could take a lead role and demonstrate commitment to dealing with climate change in the same manner as Dawson Creek, British Columbia.



22. Community Energy Association, n.d., [www.communityenergy.bc.ca/community-energy-benefits-introduction/land-use-energy-and-transportation](http://www.communityenergy.bc.ca/community-energy-benefits-introduction/land-use-energy-and-transportation).  
 23. Community Energy Commission, September 2008, Community Energy & Emissions Planning – A Guide for B.C. Local Governments, (Victoria: British Columbia), p. 14.

## 2.10 OUR COMMITMENT TO PEOPLE WITH DISABILITIES

The built environment shapes our physical, psychological and social health. An accessible and inclusive built environment, designed using approaches such as Universal Design, is one of the key building blocks of an age-friendly and disability-friendly community. Being able to move freely about a community, including through and within public buildings and public space, has a major impact on the mobility and independence of people with disabilities and older people. Barriers to access can discourage people from leaving their homes. This, in turn, can have a negative impact on an individual's health, quality of life and on their ability to contribute to their community.<sup>24</sup>

We are seeing an increased proportion of our society with disabilities, particularly mobility, due not only to the aging of Canadian society but also because of chronic conditions affecting our society. We need to rethink how our built environment can be improved for healthier living patterns at all spatial levels, whether it is our own backyard, home or work environments, block, street, neighbourhood, community or region.

Innovative strategies that promote health among people with disabilities is an important public health priority. Many people with disabilities have much greater difficulty participating in various types of health-promoting behaviours due to limited physical and/or programmatic access to these services and programs.<sup>25</sup>

The risk to people with disabilities from low participation or adherence to various types of health promotion programs is particularly troublesome, as they report a lower rate of good health and a higher number of health conditions.

There are enormous benefits to be gained through regular activity. The inaccessibility of the natural and built environments limit opportunities for the

disabled to participate in various types of recreation, sport and leisure activities in both indoor and outdoor settings. The general population has access to outdoor physical activity settings such as sidewalks, pathways, parks, streets, or shopping malls to perform the most common form of physical activity, walking. Those with disabilities, however, have trouble with an inaccessible environment.

Some streets do not have access ramps, damaged sidewalks may create a higher risk of falling, walkways or walking paths are too narrow for a wheelchair user and partner to walk side by side, or they may be too steep to safely navigate alone. Other problems with outdoor environments include poor street lighting, poor weather making sidewalks slippery or impassable, not having enough benches along a pathway for people who need frequent rest periods, poorly designated signage, no accessible bathrooms along a pathway, and no handicapped parking spaces near a pathway.

The arrangement and design of the built environment affects people's health and the way they physically and psychologically relate to and interact not only with their neighbourhood but also with the community as a whole.

### OUR BUILT ENVIRONMENT:

The built environment refers to the human-made surroundings that provide the setting for all human activity, including those places where people live, work, learn, rest and play. These spaces range from rural streets to bustling downtowns and all the places in between.

*Health Canada – Health Equity and Community Design:  
What is the Canadian Evidence Saying?*

24. Rebekah Mahaffey & Alice Miro, 2010, Planning for the Future: Age-friendly and Disability-friendly Official Community Plans, Union of BC Municipalities, (Vancouver: British Columbia), p. 9.

25. James H. Rimmer, PhD, and Jennifer L. Rowland, PhD, PT, MPH, 2008, Health Promotion for People With Disabilities: Implications for Empowering the Person and Promoting Disability-Friendly Environments in *The American Journal of Lifestyle Medicine*, Vol X, No. X, p.1.

Research by the Ontario Ministry of Municipal Affairs and Housing and the Ontario Professional Planners Institute points to a number of land-use components that influence human activity, facilitate health and mental well being and promote social interaction and inclusion, including:

- layout, design, connectivity and maintenance of sidewalks, roads and non-motorized transportation, paths and trails;
- land uses that might include some combination of homes, stores, businesses, institutions, community and cultural facilities and industries;
- compactness, density and accessibility of built areas;
- access to recreational facilities and green spaces;
- connected networks of motorized and non-motorized transport systems;
- safe, comfortable and attractive streets, public spaces, buildings and structures;
- healthy and resilient natural environments and biodiversity.<sup>26</sup>

As a community, we will address the mobility needs of our more vulnerable groups such as youth, the elderly, and people with disabilities. We will build on existing partnerships with community groups while working with vulnerable populations and integrate their needs into our documents like **Our City: Our Future**. We will engage and involve those vulnerable groups in community planning, particularly those groups that lack either the resources to participate or are less aware of regular opportunities to provide input in our planning work. We will establish a healthy community “knowledge

broker” in our Planning Services Division capable of working with others in the health and social services sectors to address mobility issues in our built environment. A supportive built environment is fundamental to enabling increased levels of exercise for those families whose members include one who has a disability.

We recognize it is important for health professionals and public policy makers to champion accessible and disability friendly actions and to prioritize disability awareness in our community.



## 2.11 OUR VISION



Vision has no boundaries and knows no limits. Our vision is what we become in life”.


–Tony Dungy

Our city in 2036 will be a community sharing a vision of providing a better life to all and whose leaders govern in a manner that benefits that vision. We will be a community that reaches out to those in need. We will demonstrate to others how well a municipality may be governed when its people share a common vision. We shall not perish but will be emboldened because we embrace that common vision. We will lead the province with many innovative practices and demonstrate to others the richness of our souls through our actions.

26. Ministry of Municipal Affairs and Housing and the Ontario Professional Planners Institute, 2009, Planning By Design: A Healthy Communities Handbook, (Toronto: Ontario), p. 4.



## VISION



In 2036, Yorkton has blossomed as a progressive and innovative community, the “City of Opportunity”. As the major urban centre in east central Saskatchewan, it will have experienced extensive business development resulting from the expansion of the mining sector, value-added agricultural businesses, transportation related services, and retail and wholesale services/ in the region. The city will continue to place a premium on the value of maintaining productive and respectful relations with neighbouring rural municipalities and other regional partners.


The opportunity for economic prosperity and infusion of new employment will drive the development and creation of dynamic new residential neighbourhoods that respect the environment. Infrastructure will be designed keeping in mind how the city will grow in the future and the need to have a smaller environmental footprint.



## OUR COMMITMENT TO SUSTAINABILITY PRINCIPLES



## OUR COMMITMENT TO ACTION ON CLIMATE CHANGE



Yorkton will maintain a sterling record in environmental stewardship as witnessed by the continued protection of natural areas and the expansion of its system of parks and open spaces. The challenges posed by climate change are incorporated into decision making on building design, neighbourhood design, infrastructure management and transportation management.


Yorkton will be a leader in energy sustainability with initiatives to reduce its energy footprint through the use of partnerships, technological advancements, behavioural changes and modifications to its infrastructure. The real cost of resource inputs and waste generation are included in decision making. By doing so, Yorkton can make efficiency, conservation, reuse, recycling and renewable energy sources primary considerations for its healthy economy.



## OUR COMMITMENT TO ENERGY SUSTAINABILITY



## OUR COMMITMENT TO PEOPLE WITH DISABILITIES



We will build on our reputation as a secure, healthy community with accessible community services, a good place to live and raise a family. Yorkton maintains a human scale and its surrounding area maintains its rural character. Its built environment accommodates seniors and people with disabilities. We have become a model community for Saskatchewan in our understanding of their needs and design accordingly.





## 2.12 OUR GOALS

- **A Well Designed City** - enhancing the quality of life for our citizens.
- **A Vibrant City Centre** - as a source of civic pride and strength.
- **A Sustainable Urban Form** – by managing and accommodating growth using responsible land use principles that incorporate Smart Growth concepts.
- **An Expandable Economy** - leading to greater economic prosperity for citizens.
- **Balanced Strategies for a Complete, Healthy and Livable Community** - ensuring that Yorkton continues to be a great place to live.
- **Celebration of History, Culture and Diversity** – in everyday activities and through programming.
- **A Connected Community** - through the integration of land use and transportation systems.
- **Effective Management of Land and Resources** – to achieve timely, well serviced development.
- **Environmental Stewardship** – ensuring a green and sustainable natural environment.
- **Support to the Region** – collaborating with neighboring municipalities, First Nations and regional partners.









## PART THREE

# MANAGING OUR GROWTH

### INTRODUCTION

- 3.1 GENERAL
  - 3.1.1 PLAN HORIZON
  - 3.1.2 PROJECTED LAND NEED
  - 3.1.3 INTENSIFICATION OF EXISTING NEIGHBORHOODS
  - 3.1.4 DEVELOPING AND PLANNED (NEW) NEIGHBORHOODS
  - 3.1.5 BUSINESS DEVELOPMENT
  - 3.1.6 CITY
  - 3.1.7 ARTERIAL COMMERCIAL
  - 3.1.8 HIGHWAY COMMERCIAL
  - 3.1.9 INDUSTRIAL
  - 3.1.10 BROWNFIELD DEVELOPMENT





## INTRODUCTION

Yorkton's population growth has averaged approximately 120 new residents per year over the past twenty years and is projected to grow from 18,471 currently to 36,000 by 2036. That level of growth will require the construction of between 6,160 and 8,148 additional housing units.

This population and employment growth will be accommodated through the development of additional residential, commercial and industrial areas and will be supported by expanded infrastructure systems, community services and recreation facilities. These areas are shown on *Drawing 1: Future Land Use Concept* in Part 9.

Most of the new residential development in Yorkton will occur in developing and planned neighborhoods on the periphery of the built up areas of the city. These areas will be designed as complete communities with consideration given to compactness to assure a variety of housing options and efficient use of land and infrastructure. Mixed use will also be a considered neighborhood feature in order to provide diversity in the community and to integrate work places and living space. A primary community feature will be the proximity between all residential areas and community services, and the provision of walking/ cycling trails to encourage active living.

Growth will also occur through the redevelopment of properties in existing neighborhoods. Intensification is a key principle of Smart Growth policies for existing neighborhoods that provides for an increase in the number of residents and jobs, encourages a mix of uses, enhances existing businesses and community vitality, uses existing facilities and infrastructure and leads to greater use of non-automotive modes of transportation.

Our Plan provides for a continuum of housing design that encompasses both single-family

and multi-family development. A higher level of planning will be required through the preparation of Structure and Concept Plans to ensure that desired neighborhood features are attained for existing and new neighborhoods.

Commercial development will occur primarily in four distinct areas, both in existing and planned commercial areas: Downtown, West Broadway (arterial), Highway Commercial Corridors, and, in a limited fashion, residential neighbourhoods. Downtown development and redevelopment initiatives will occur along Broadway Street bordered by Dracup Avenue to the east and Maple Avenue to the west. Arterial development will primarily occur along the West Broadway Street corridor and the Roundhouse Commercial Subdivision after Yellowhead Commercial Subdivision. Highway Commercial corridors will continue to be developed along Highway 9 and Highway 10 (east), as well as south of Broadway Street East in the Yellowhead Commercial Subdivision. Neighbourhood commercial, offering daily convenience needs to local residents, will continue to be encouraged to locate in established and new neighbourhoods.

Industrial development will primarily occur in the northern most limits of the city, south of the municipal airport. Existing industrial uses are located along York Road and in the Ball Road Industrial Park. The heaviest industrial uses are located along York Road West, west of Novak Road. Additional vacant land adjacent to these existing industrial areas is appropriate for the continued development of industrial businesses in Yorkton.



“Sustainable development” is an umbrella term that includes various types of sustainable development practices. Its original and most cited definition from the Brundtland Commission's *Our Common Future* is “..development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.”

## 3.1 GENERAL

### 3.1.1 PLANNING HORIZON

Our plan horizon is twenty-five years with a population target of 36,000 people.

### 3.1.2 PROJECTED LAND NEED

It is projected that 335 ha (827 acres) of land will be required for residential growth, an additional 253 ha (626 acres) for commercial growth and 105 ha (259 acres) for industrial growth. The recent annexations of land from the RM of Orkney and the RM of Wallace by the city have increased our land inventory by 1020 ha (2,520 acres) (February 2013).

A large portion of the annexed land from the RM of Orkney will be used for protection and expansion of public services, including the Yorkton Regional Airport (located in the north of the city – 273 ha (675 acres) and the landfill and sewage lagoon (located in the northeast of the city – 259 ha (640 acres)). Much of the remaining land is not considered developable in terms of providing for a residential, commercial and industrial land inventory apart from airport related commercial services that would benefit from being located in close proximity to the airport.

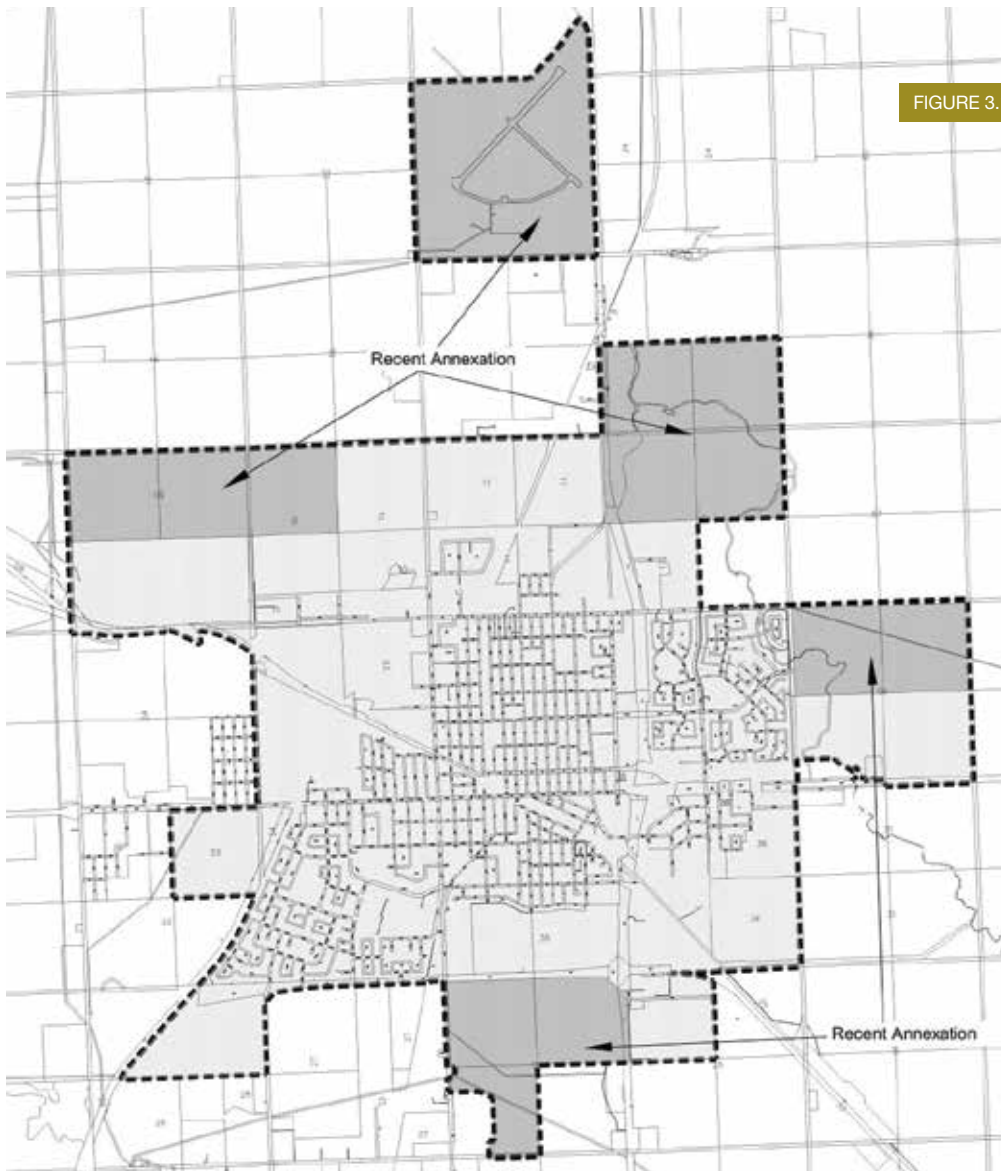


FIGURE 3.1 RECENT ANNEXATION

## INDUSTRIAL

Of the remaining annexed land from the RM of Orkney, approximately 194 ha (480 acres) is appropriate for industrial development (land located in the northwest of the city, adjacent to existing and planned industrial development). Adding this to the current industrial land inventory in our city, we will be able to meet the need for industrial growth over the next twenty-five years.

## RESIDENTIAL

Approximately 157 ha (388 acres) of the annexation from the RM of Orkney is appropriate for residential development (south of Queen Street). Combined with the existing land inventory for residential use, this will meet the need for residential land over the twenty-five year time frame at a development density of six dwelling units per acre. Serviceability investigations may reduce land inventory. Developing at a higher residential density (e.g., seven dwelling units per acre) will slow residential land consumption.

## COMMERCIAL

A nine ha (22 acre) strip along Highway 9, south of Queen Street (a part of the annexation from the RM of Orkney) is well suited for commercial development. Within the twenty-five year time frame, there is the likelihood there will be a need to annex land for additional commercial development.

Depending upon the rate of growth, and the rate of uptake for commercial land, we will not need additional land to be annexed until approximately 2024.

### 3.1.3 INTENSIFICATION OF EXISTING NEIGHBORHOODS<sup>27</sup>

We intend to accommodate residential growth primarily through expansion of developing and planned neighborhoods but will also encourage future redevelopment and intensification of existing neighborhoods. It is the goal of the city to accommodate approximately 10% of residential growth or 1,800 people to the year 2036 through intensification.

Intensification is generally supported throughout the city, with a priority on designated intensification areas and subject to consideration of appropriate use and infrastructure capacity. Development standards for conversion of use will be provided in the Zoning Bylaw.

Intensification areas are shown on Drawing 1 – Future Land Use Concept in Part 9 and include the following areas:

- (a) Downtown Yorkton (Area 1)
- (b) West Broadway (Area 2)
- (c) Airport Vicinity (Area 3)
- (d) Regional High School/Sacred Heart (Area 4)

Intensification will be generally supported throughout the city, with a focus on the intensification areas identified above and subject to use and development capacity. The city will take the initiative in the preparation of Area Redevelopment Structure Plans for designated intensification areas.

The Yorkton Downtown and West Broadway corridor Redevelopment Plan 2005 shall be the guiding document for redevelopment in these areas (Downtown and West Broadway). When redevelopment and/or intensification is proposed in these areas, particular attention will be made to Drawing 1 - Future Land Use Concept in Part 9 of this document.

27. Intensification can be defined as a process in which existing buildings or surrounding lands are reused, modified or added to in order to make more intensive use of those facilities or lands. This can include conversion of existing dwellings to accommodate more people, infill between existing dwellings, the conversion of non-residential uses to residential, or the redevelopment of existing residential neighbourhoods to a higher density.

### 3.1.4 DEVELOPING AND PLANNED (NEW) NEIGHBORHOODS

- (1) Concept plans will be prepared by developers before the development of new residential subdivisions occur. These plans will show how the development is to be phased along with servicing plans. Each residential development should use a compact and well-designed urban form that efficiently uses land and infrastructure.

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- (2) Each new neighborhood should achieve a minimum density target of six dwelling units per gross acre.

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- (3) The city will work in partnership with developers in the preparation of Concept Plans for new neighborhoods to ensure design is consistent with the following desirable neighborhood features:
  - (a) Neighborhoods should be designed using a “village centre” component, which contains a mix of commercial and higher density residential development, recreation and community facilities.
  - (b) To help achieve compact development in new neighborhoods, public land use such as school sites, roads, and storm water facilities should be planned and designed to make efficient use of land and to optimize public operational and maintenance costs.
  - (c) The highest density areas within each neighborhood should be located directly on transit routes.
  - (d) School sites should be located centrally and be within walking distance of residential areas.

---

- (4) Areas identified as Phase 1 New Neighborhood development constitute approximately 286 ha (707 acres) and are shown on Drawing 1: Future Land Use Concept in Part 9. The following neighborhoods are expected to accommodate a population of approximately 9,000 people to the year 2026. They include:
  - (a) SW-12-26-04-W2M (York Colony)
  - (b) NW-06-26-03-W2M (Boardwalk)
  - (c) NW-25-25-04-W2M (south of Queen Street - 30 acres)
  - (d) West half of SE-12-26-04-W2M (Brown)
  - (e) S ½-06-26-03-W2M (Quance)

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- (5) Areas identified as Phase 2 New Neighborhood development constitute approximately 331 ha (818 acres) and are shown on Drawing 1: Future Land Use Concept. The following neighborhoods are expected to accommodate a population of approximately 10,000 people to the year 2036. They include:
  - (a) NW-03-26-04-W2M (Skinner)
  - (b) N ½-SW-26-25-04-W2M & N ½ of 28-25-04-W2M (south of Queen Street)
  - (c) E ½-of SE-12-26 -04-W2M (Brown)
  - (d) NE-06-26-03-W2M (Boardwalk)

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- (6) Development will not be allowed in Phase 2 areas and the city will not consider applications for Concept Plans for Phase 2 areas until:
  - (a) Development of Phase 1 areas is projected to be within five years of completion; and
  - (b) The land available for redevelopment in existing neighborhoods is insufficient to meet projected housing demand.





### 3.1.5 BUSINESS DEVELOPMENT

Land identified as Commercial and Industrial is shown in Drawing 1: Future Land Use Concept in Part 9, and shall be considered sufficient for future commercial and industrial development during the twenty-five time horizon of this Plan.

### 3.1.6 CITY CENTRE

The central core is the symbol of a city. The more attractive and vibrant our city centre is, the more pride residents will have for Yorkton as a whole. For this reason our city centre should be strengthened and enhanced.

It should contain the richest mix of uses, including residential, retail, institutional, recreational, cultural, and commercial in ways that support each other.

Residential development is absolutely vital to the quality of life in the city centre as it brings vitality, excitement and safety to it. Social interaction

is enhanced through a wide diversity of social activities. Quality urban design for the city centre will be achieved by enhanced design of public spaces coupled with better building design. Our goal is to continue to make our city centre a great place to live, work and have fun.



I have been dwelling upon downtowns. This is not because mixtures of primary uses are unneeded elsewhere in cities. On the contrary they are needed, and the success of mixtures downtown (on in the most intensive portions of cities, whatever they are called) is related to the mixture possible in other part of cities.”

– Jane Jacobs, *The Death and Life of Great American Cities*



### 3.1.7 ARTERIAL COMMERCIAL

Arterial commercial development provides for the daily needs of residents. It offers opportunities for city-wide services and retail to be established, while not taking away from the distinctness or vibrancy of Yorkton’s downtown. Arterial development typically follows key roadways (West Broadway), and is linear in its spatial distribution, as opposed to the centrally-located and clustered development in the downtown.

While the primary function of arterial roadways is the efficient movement of varying types of traffic, arterial commercial development typically caters to the “travelling” public and often to motor vehicles in general, although in no way should it be limited to development of this nature. Focusing on just the “travelling” public produces large gaps created by asphalt parking lots and unpleasant walking environments.

Being linear, arterial commercial development has the potential to provide effective linkages between different areas or neighbourhoods in Yorkton and the opportunity exists to create attractive pedestrian environments. As West Broadway Street continues to undergo its transformation from residential to commercial, our goal, over time, is to develop this important area into one that is inviting to both cars and people.

### 3.1.8 HIGHWAY COMMERCIAL

Highway commercial development is similar to arterial commercial in that it is focused along major roadways, but is typically located around the outskirts of the city.

For this reason, it is most often land reserved for large-format development and “big-box” retail centres.

In addition, these developments include hotels, restaurants, commercial rental units and commercial business complexes or any business that typically benefits from access and visibility from major roads.

With its location at the outer edges of the developed city, highway commercial developments often serve as “gateways” into the city. Because of this, certain high-traffic areas and land around the city entrances have the potential to positively or negatively represent the city as a whole. When developing these areas we want to enhance the appearance of these “City Gates”.



“

As we enter cities, we gain our first and often most lasting impression of communities. Consequently, entrances should be informative, pleasurable and civilizing – whether approaching a small town, suburban centre or metropolitan core...They are critical to the life and form of our cities”

– Warren Boeschstein

### 3.1.9 INDUSTRIAL

Industrial development is a critical part of the city. Industry helps the city’s economy remain competitive on a regional and global scale, as well as on a local scale through employment. Industrial development attracts skilled and un-skilled workers, which in turn strengthens the residential and commercial sectors of the city. For this reason, serviced industrial land must be readily available in order for us to respond to market demand and capitalize on opportunities for industrial growth. Although it is vital to the economic health of our city, heavy industrial development is often incompatible with land uses such as residential and high-density commercial, and must be physically separated in the interest of public health.

**3.1.10 BROWNFIELD DEVELOPMENT**

Several contaminated sites within city limits have been identified, as shown on Drawing 2 – Development Constraints in Part 9. It is essential to encourage infill development, but it should take place only after the site is remediated to the satisfaction of the Approving Authorities. Facilitating brownfield development by ensuring identified contaminated sites are remediated to a level suitable for the intended use or for site suitability prior to redevelopment, will add vitality to established areas within our city.

The City of Cincinnati, Ohio, identified that for every 0.18 cars eliminated from the roadways as a result of building businesses closer to the urban population through brownfield redevelopment, approximately 1 metric ton of CO<sub>2</sub> emissions is saved. It also identified that for every person residing in a clustered mixed-use development instead of a suburban-style residential subdivision, approximately 2.7 metric tons of CO<sub>2</sub> emissions is saved.<sup>28</sup>

The National Round Table on the Environment and the Economy found that for every hectare developed in a brownfield project can save an estimated minimum of 4.5 hectares of Greenfield land from being developed in an outlying area.<sup>29</sup>

Brownfield properties are often strategically located and their redevelopment or re-use will provide the following benefits:

- Revitalization of the downtown core and surrounding neighborhoods;
- More effective use of existing municipal infrastructure;
- Reduction in pressure for suburban expansion;
- Clean-up of environmentally contaminated sites; and
- Increased tax revenue and job creation.

There is a compelling economic case to promote the redevelopment and re-use of brownfield sites. Research indicates that post brownfield redevelopment on average produces about 10 to 100 times more dollars in economic benefits than is spent on site remediation.<sup>30</sup>

**TABLE 3.1 THE BENEFITS OF REDEVELOPING BROWNFIELD SITES**

ECONOMIC BENEFITS	SOCIAL BENEFITS	ENVIRONMENTAL BENEFITS
Increased tax revenue for municipality	Neighbourhood revitalization and the opportunity to enhance existing areas	Less pressure for greenfield development and urban expansion
Use of existing infrastructure	Improvements in the health, safety and security of neighbourhoods	Improvement in environmental quality by removal of contaminants
Increased employment opportunities		Lowered risk of contaminants migrating off site
Opportunities to develop strategically located properties	Opportunities for development (such as affordable housing) in core areas close to services	Improvements in air quality by redeveloping in already- established areas thus reducing transportation needs and associated harmful emissions
Increased values of surrounding properties	Redevelopment of historical buildings	
Reduced liability for property owner	Improvement in quality of life in the neighbourhood	Reduction of Saskatoon’s ecological footprint by redeveloping brownfields versus greenfields
Economic opportunities for developers	More sustainable and livable communities	

Source: City of Saskatoon, July 2009, Redeveloping Brownfields in Saskatoon, (Planning & Development Branch: Saskatoon), p.2.

28. Evans Paull, March 2010, “Greening Brownfields – Energy-efficient Locations, Green Jobs, and Energy Production” (Washington DC: Northeast-Midwest Institute), PowerPoint presentation.

29. National Round Table on the Environment and the Economy, 2003, “Cleaning up the Past, Building the Future: A National Brownfield Redevelopment Strategy for Canada”.

30. City of Guelph, 2004, City of Guelph Brownfield Redevelopment Community Improvement Plan, p.3.









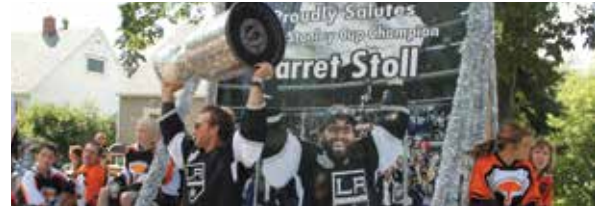
## PART FOUR

# OUR HEALTHY COMMUNITY

### INTRODUCTION

- 4.1 OUR GOAL – A WELL DESIGNED CITY
- 4.2 OUR GOAL – A VIBRANT CITY CENTRE
- 4.3 OUR GOAL – A SUSTAINABLE URBAN FORM
- 4.4 OUR GOAL – AN EXPANDABLE ECONOMY
- 4.5 OUR GOAL – BALANCED STRATEGIES FOR A COMPLETE, HEALTHY AND LIVABLE COMMUNITY
- 4.6 OUR GOAL – CELEBRATION OF HISTORY, CULTURE AND DIVERSITY





## INTRODUCTION

Every community in this province – regardless of its size, geographic location, demographic composition, or economic base — aspires to become a place where families are safe, enjoy personal and environmental health, can select from a range of housing and transportation choices, and have access to educational and economic opportunities.<sup>31</sup> These are the building blocks of sustainable communities.

Successful incorporation of these principles into policy making at all levels of government will greatly enhance the livability of communities. It will also help communities proactively address and adapt to the threats of climate change, preserve natural resources and open space, and contribute to cleaner air and water.

The relationship between planning and health is well-documented. Numerous case studies have been prepared either provincially or federally to support planning's role in ensuring a healthy community.<sup>32 & 33</sup>

The Provincial Health Services Authority of British Columbia identified the following interventions in order to improve the health of individuals and families:<sup>34</sup>

- **Provide more transportation choices.** Develop safe, reliable, and economical transportation choices;
- **Promote affordable housing.** Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities;
- **Enhance economic competitiveness.** Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services and other basic needs;
- **Reinvest in existing communities.** Reinvest in communities by targeting federal and provincial funding toward strategies that emphasize transit oriented, mixed-use development, to minimize urban sprawl and improve the efficiency of public works investments;
- **Coordinate and leverage federal and provincial policies and investment.** Remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices; and,
- **Value communities and neighborhoods.** Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods.

## SOCIAL WELL-BEING

Healthy communities provide the essential social infrastructure necessary for individuals and families to attain well-being. Social well-being encompasses two components: basic needs such as nutrition, housing, sufficient income, and public health and safety; and, opportunities for learning, faith, recreation, creativity and artistic expression, community identity, citizen engagement, and cooperation.

Yorkton is committed to building and maintaining a healthy community. This is seen through the work of City Council and others through the variety of outreach, capacity building, and education programs offered through various organizations and the partnerships with numerous community based groups.

31. Canadian Institute of Planners, nd, Healthy Communities Practice Guide, (Ottawa: Ontario), p.1.

32. Provincial Health Services Authority, 2007, "Creating a Healthier Built Environment in B.C. – Summary Report", (Victoria: British Columbia), pps.

33. Canadian Institute of Planners, 2011, "Taking the Pulse – Benchmarking Planning for Healthier communities Survey Results." (Ottawa: Ontario).

34. Ibid, pps. 6, 7, 8, 11 to 17.

## 4.1 OUR GOAL

### A WELL DESIGNED CITY

“...to enhance the quality of life for citizens.”



#### 4.1.1 URBAN DESIGN

Our city conveys a sense of civic pride, celebrating our climate, culture and history through quality urban design elements that allow us to enjoy our city year-round. Visitors to Yorkton are welcomed by pleasing and inviting entryways that create a lasting impression. Residents feel proud about the city they live, work and play in - a city which contributes positively to how the streets look and feel, to the proliferation of the urban forest, to the celebration of our culture and history through heritage preservation and public art initiatives.

#### The following policies address design:

- (1) Require on-site landscaping for residential, commercial, industrial and institutional development.
- (2) Establish standards for the enhancement of gateways into the city that will increase the prominence of these areas and create a positive, lasting impression.
- (3) Continue to implement streetscaping, heritage preservation, architectural and site improvement standards, and pedestrian and vehicular movement improvements outlined in the Downtown and West Broadway Corridor Redevelopment Plan. Extend these principles, where applicable, to other established and new areas of Yorkton.
- (4) Lead by example by using high quality architecture, landscaping and exterior design in the development of public facilities and spaces within Yorkton.
- (5) Strive for improved sustainability of Yorkton's neighbourhoods through the application of LEED for Neighbourhood Design development principles.<sup>35</sup>
- (6) Foster partnerships and incentives with the building and development community to increase the use of green building practices.
- (7) Encourage development patterns that decrease car dependency including such features as:
  - (a) Compact community designs;
  - (b) Ensuring contiguous development patterns;
  - (c) Increased residential density;
  - (d) Better connections for pedestrians and cyclists;
  - (e) Improving public transit access and service levels;
  - (f) Orient new subdivision design and building construction to take maximum advantage of passive and active solar opportunities where suitable.

35. LEED for Neighbourhood Development integrates the principles of Smart Growth, urbanism and green building into the first national system for neighbourhood design. LEED for Neighbourhood Development, developed in collaboration with the Congress for the New Urbanism and the Natural Resources Defense Council, emphasizes elements that bring buildings and infrastructure together and relates the neighbourhood to its local and regional landscape.



- (8) Explore innovative zoning tools in consultation with the development industry including form-based, performance-based, and use-based zones or some combination of these.

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- (9) Encourage a variety of development designs and layouts, particularly those that use green technology, reduce the building footprint, increase the amount of open space, and promote the use of alternative forms of transportation.

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- (10) Reinforce the role of the street as a public open space by creating a more pedestrian and cyclist friendly streetscape and increasing connectivity between neighbourhoods and the community.

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- (11) Celebrate the successes of Yorkton and the private sector in developing well designed and environmentally sustainable facilities, buildings and spaces.

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- (12) Celebrate winter throughout the city's urban design initiatives, encouraging enjoyment of the city in all four seasons.

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- (13) Develop a public art policy that reflects the unique characteristics of this community and region.

#### 4.1.2 COMPLETE STREETS

Our streets, at their most basic function, are the realms within our city for executing public activity; today, this activity manifests itself primarily as transportation. As part of our well-designed city, our complete streets do not give preference to certain transportation modes nor discriminate against others. All modes of transportation (including walking, cycling, public transportation, and private motoring) are given equal space and opportunity on our streets, with high regard for safety and comfort.<sup>36</sup>

The following policies address the design of new streets:

- (1) Yorkton will plan for, design, construct, operate, and maintain appropriate facilities for pedestrians, bicyclists, transit vehicles and riders, children, the elderly, and people with disabilities in all new construction and retrofit or reconstruction projects where feasible.

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- (2) Yorkton recognizes the necessity of promoting pedestrian, bicycle and public transportation travel as an alternative to the automobile in order to protect all road users, reduce negative environmental impacts, promote healthy living, and advance the well-being of commuters.

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- (3) Where practical, the city will scope, plan, design, construct, operate, and maintain all streets to provide a comprehensive and integrated network of facilities for people of all ages and abilities traveling by foot, bicycling, automobile, public transportation, and commercial vehicle.

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- (4) The city will create a comprehensive, integrated, connected transportation network that balances access, mobility, health and safety needs of motorists, transit users, bicyclists, and pedestrians of all ages and abilities. It will ensure a fully integrated system, by planning, funding, designing, constructing, managing, and maintaining a complete and multi-modal network.

A complete street is a roadway with all users in mind – including motorists, bicyclists, equestrians, public transportation vehicles and riders, and pedestrians of all ages and abilities.

– National Complete Streets Coalition

36. Road Commission for Oakland County, September 2012, Complete Streets General Guidelines, (Oakland County: Michigan), p. 6.

## 4.2 OUR GOAL

### A VIBRANT CITY CENTRE

“...as a service of civic pride and strength.”



#### 4.2.1 THE CITY CENTRE

Our city centre plays a unique role within the urban fabric of our city. With the growth of our city, the city centre benefits - particularly as residential growth is encouraged both in and close to the core. This critical mass of people contributes to the continued re-vitalization of our core. The Downtown & West Broadway Redevelopment Plan is a guiding document for development within the city centre. It assists us in maintaining the unique character of this area, while focusing on creating a mixed use, pedestrian oriented commercial district where cultural, administrative, financial and high density residential activities are concentrated.

The following policies address city centre development:

#### FUTURE USE

- (1) Implement the City of Yorkton Downtown and West Broadway Corridor Redevelopment Plan as the primary policy document guiding city centre development.
- (2) Foster the development of high density housing both in and close to the core, creating a critical mass of people enjoying and living in the city centre.
- (3) Encourage and facilitate the development of amenities that will attract residential populations to live and play in the city centre.
- (4) Strengthen the support to local businesses by promoting the development of significant residential, recreational, educational and cultural projects in the city centre.
- (5) Promote the development of vacant and under-utilized spaces within the city centre core.
- (6) Create a unique sense of place within the city centre by preserving historic resources through façade restoration and Municipal or Provincial Heritage Designation.
- (7) Develop infill parameters and conversion use guidelines for the redevelopment of vacant and under-utilized spaces in the city centre.
- (8) Collaborate with the Yorkton Business Improvement District, the Yorkton Chamber of Commerce and Yorkton Downtown Business Association in continuing to promote the city centre as the prime focus of Yorkton's central growth, where cultural, administrative, financial, and high density residential activities are concentrated.
- (9) Support mixed-use developments both in and close to the city centre that will contribute to the viability and vibrancy of the area, particularly during and after traditional office hours.
- (10) Develop a parking strategy in cooperation with the YBID and review parking standards for the city centre to identify existing and future needs and capacity, problem areas, and options including the feasibility of an elevated off-street parking facility.



## DESIGN

New development in the city centre is encouraged to incorporate the following design elements:

- (1) Buildings should fit the site and not impinge on the pedestrian realm. Articulation of building facades should be encouraged wherever possible to discourage a uniform streetscape appearance.
- (2) New development should be encouraged to follow zero lot lines, however, where buildings do not meet property lines, setbacks should be occupied by an active use.
- (3) Pedestrian scale should be reinforced at the lower level of the building.
- (4) Landscaping should be provided on sites and at the base of buildings wherever possible.
- (5) Lighting should, in addition to ensure safe movement, highlight or accent particular features in evening hours.
- (6) Public amenity features, as part of the development, are encouraged.
- (7) Maximization of parking areas, including joint-use parking arrangements is encouraged. Parking lots should be placed at the side or, preferably the rear of the building and should incorporate curb appeal for pedestrians when adjacent to the street or sidewalk.
- (8) Ensure access to buildings as well as the streetscape allows for equal access over their life cycles.
- (9) Provide clear links and interfaces between streets and open spaces.
- (10) Emphasize City Centre Park as a destination location for all seasons by providing programming during lunch hours and on weekends.

## 4.3 OUR GOAL

### A SUSTAINABLE URBAN FORM

“...by managing and accommodating growth using responsible land use principles that incorporate Smart Growth concepts.”



#### 4.3.1 DEVELOPING AND PLANNED NEIGHBOURHOODS

Our neighbourhoods accommodate affordable housing, provide for a variety of lot sizes, including lots that are appropriate for both multiple units and entry level housing, are compact and take advantage of existing infrastructure where possible. The design of our neighbourhoods makes it possible for each area to sustain itself throughout the neighbourhood lifecycle. The diverse population that exists within our neighbourhoods is able to meet their day-to-day needs close by and we have the option to access these stores and services without a car.

The following policies address neighbourhood development:

- (1) Neighbourhoods should be designed and developed using the following principles:
  - (a) a variety of lot sizes that are conducive to a mix of housing types from single family dwellings to multiple family units, accommodating different spectrums of the population;
  - (b) maximum connectivity to adjacent areas, parks and open spaces, and destination sites within the city;
  - (c) alternative transportation options that encourages walking, cycling, or public transit use;
  - (d) parks and open spaces that are accessible and well connected to the broader community;
  - (e) protection and integration of significant natural areas into the design of the neighbourhood, ensuring their use and enjoyment by all residents of Yorkton;
  - (f) opportunities for a mix of land uses within the neighbourhood such as minor employment areas, daily convenience needs and services, and other amenities and community services; and
  - (g) compact and efficient design.
- (2) Encourage the development of home based businesses, ancillary to single detached dwellings in residential neighbourhoods.
- (3) Collaborate with First Nations in facilitating the development of urban reserves for housing.
- (4) Encourage the development of neighbourhood commercial areas to serve the daily convenience needs of residents, given consideration to the location of other designated commercial zoning districts.





#### 4.3.2 DEVELOPMENT IN EXISTING NEIGHBOURHOODS

Infill development within established neighbourhoods in our city respects the existing character and is in context of the neighbourhood. The design of infill (re)development sites considers the transition between low density residential and more intensive multiple-unit housing.

The following policies address infill development:

- (1) Investigate appropriate parameters for infill development and from this, develop a set of infill development guidelines that address intensification and use conversions.
- (2) All infill development will be oriented so that units adjacent to streets will have front doors facing the street.
- (3) Consider narrow lot single-family development in low density neighbourhoods where:
  - (a) There is no opportunity for current or future lot assembly with adjacent lots to achieve higher density residential development (e.g., row houses, townhouses, etc.) due to the age and condition of adjacent buildings; and,
  - (b) The property is serviced by a rear lane, where vehicle access is from the lane only, or
  - (c) There is no rear lane and on-street parking is available for visitors, and the proposed subdivision design limits the paved driveway area at the front of the lot to a single width driveway and there are no more than 2 narrow lots side by side within any block; and,
  - (d) It is located near public open space and/or park facilities.
- (4) Encourage innovative design that facilitates multiple units on a single lot in single-family residential areas provided that:
  - (a) the setbacks can be maintained,
  - (b) private amenity space is functional,
  - (c) common amenity space is provided onsite, unless within a one block radius of a neighbourhood park,
  - (d) all building, fire and safety standards are met in accordance with applicable legislation,
  - (e) All services are available or paid by the new development.
- (5) Consider minor variances to lot width or lot depth provided the minimum lot area is achieved and the applicant can demonstrate a viable building design, with amenity areas that are accessible and can be used by the occupants.



### 4.3.3 AFFORDABLE HOUSING

Yorkton has experienced significant economic growth in recent years. This has increased demand for housing. There is a shortage of market, near market and non-market housing. We are committed to the provision of housing for a wide spectrum of residents, including affordable housing for seniors, students, newcomers to Canada and low income families. We believe that creating a healthy, sustainable community for all residents can be achieved by supporting alternative and innovative approaches to developing the built environment and the social well-being of our residents.

We meet the demand for housing for residents with varying income levels, tastes and needs. In terms of affordable housing, priorities developed by the Yorkton Housing Committee and solutions set out in the City of Yorkton Housing Needs Assessment Study guide us in providing for affordable housing. We focus our efforts on facilitating the development of rental housing, entry level housing, student housing, transitional and accessible housing, seniors housing and subsidized housing for low income families.

#### The following policies address affordable housing:

- (1) Provide for the development of secondary dwelling units in the form of basement suites and garage suites.
- (2) Collaborate with all levels of government in facilitating the development of non-market and near market housing.
- (3) Explore possibilities of public-private partnerships in addressing housing challenges within Yorkton.
- (4) Ensure the design of new neighbourhoods includes sites that are appropriate for affordable housing, such as small lots and multiple unit dwelling sites.
- (5) Encourage compact neighbourhood design in order to take advantage of existing infrastructure and maximize the use of new infrastructure associated with the development.

### AN EXPANDABLE ECONOMY

“...leading to greater economic prosperity for citizens.”



#### 4.4.1 OUR ECONOMY

A sustainable economy provides diverse and viable economic opportunities for meeting the social needs of present and future generations, supporting a livable, high-quality built environment, and reducing and/or limiting negative impacts on the natural environment. A sustainable economy is both resilient and responsive to changing circumstances.

Yorkton has recently experienced tremendous economic growth and continues to promote an “open for business” approach to economic development. We work towards building capacity within our community to manage current and future economic growth, as well as fostering the process of business retention, expansion and attraction and developing strategic partnerships with internal and external stakeholders.

We adapt readily to economic change by providing for supports and infrastructure that sustain economic activity in our community, such as quality of life, human resources, and innovation. We are committed to addressing economic issues through the work of the Economic Development Committee as well as **Our City: Our Future**.

- (1) Continue to update and streamline business policy and regulatory processes that improve customer service and maintain comparable taxes and fees with other regional jurisdictions.
- (2) Liaise with the business community on a regular basis to improve communication and consultation on municipal issues related to economic development.
- (3) Continue to be responsive to emerging “new economy” business sectors.
- (4) Support community economic development through education, trade shows, and other promotional opportunities.
- (5) Work with SaskAbilities to ensure adequate transit service in relation to major employment centres, businesses and institutions.
- (6) Support the retention and recruitment of a qualified labour pool by ensuring access to appropriate and affordable housing and other necessary support services such as child and elder care.
- (7) Work with stakeholders to address mobility issues related to the efficient and timely movement of goods to and throughout Yorkton and the region.
- (8) Proactively respond to change, uncertainty and competition and reposition Yorkton and region to full advantage of new and emerging business development opportunities.
- (9) Create partnerships for prosperity with businesses, organizations and agencies to position the community with alliances and well-focused strategies and tactics to ensure sound financial management.





#### 4.4.2 HIGHWAY COMMERCIAL CORRIDORS

Highway commercial corridors in our city flourish as important regional and city-wide commercial assets. Hotels, restaurants, commercial retail units and commercial business complexes locate here. As visitors and residents enter our city along these corridors, they are greeted by a pleasing aesthetic appearance, creating a positive, lasting impression and offering us a sense of civic pride.

The following policies address highway commercial development:

- (1) Accommodate large format retail and vehicle oriented services that serve a city-wide and regional market.
- (2) Ensure development in highway commercial corridors is unique from the types of development located downtown and in other established commercial areas.
- (3) Ensure highway commercial corridors look attractive and give a good first impression of the city.
- (4) Require landscaping and other urban design elements that serve to enhance the visual form and character of development, as well as promote the economic assets of these corridors.
- (5) Develop a major commercial corridor overlay, ensuring areas with high levels of visibility are putting their best face forward. This overlay may contain additional provisions for landscaping, screening, parking and loading, garbage facilities, signage, buffering, pedestrian amenities, lighting and setbacks.
- (6) Develop building and landscape design standards for development on major entry areas.
- (7) Capitalize on the strategic location of Gateway Lands adjacent to Hwys #9 and #16 to facilitate the orderly development of commercial opportunities within these corridors.





#### 4.4.3 ARTERIAL COMMERCIAL (WEST BROADWAY)

Our West Broadway Corridor continues to see significant development, particularly on the west end, where the Painted Hand Casino, Home Inn & Suites and the Gallagher Centre are located. Recognizing the transitional nature of West Broadway from residential to commercial, we facilitate the transformation of this street into a continuous commercial corridor, opening opportunities for the retail and commercial market in our city to expand. The City of Yorkton Downtown & West Broadway Redevelopment Plan will guide development within the West Broadway Corridor.

The following policies address arterial commercial development:

- (1) Create intensified, mixed-use developments, incorporating public amenities such as bus stops and transit shelters.
- (2) Ensure that arterial commercial development supports the function and role of the city centre.
- (3) Ensure arterial commercial development is located on or adjacent to arterial streets.
- (4) Recognize the transitional nature of West Broadway from residential to commercial, and, in as much as possible, ensure compatibility with surrounding uses of land.
- (5) Ensure that Yorkton's arterial commercial corridors contribute positively to the aesthetics of the city's gateways.
- (6) Require landscaping that considers alternative forms of transportation, such as walking, cycling or transit.
- (7) Encourage parking to locate behind a development, or in a shared central space between two adjacent developments.



#### 4.4.4 INDUSTRIAL

An important part of Yorkton's economic profile continues to be our important role as an agricultural service centre for a large region. The importance of agricultural business in our city is further demonstrated by value-added activities needing local products and expertise. Our economy is further expanded by the proliferation of potash mining activities in the region, stimulating the demand for office space and a wide variety of business services. We capitalize on new economic activities in the region by expanding serviced industrial land in the north and northeast portions of our city.

#### The following policies address industrial development:

- (1) Accommodate a diverse range of light-to-heavy industrial uses between Grain Millers Drive and York Road to facilitate the development of future industrial opportunities.
- (2) Maintain a supply of readily serviceable land with consideration given to a diverse range of industrial activities ensuring development opportunities are continually available.
- (3) Capitalize on industrial growth through collaboration with industry and government in realizing economic development initiatives in the region.
- (4) Avoid land use conflicts and encourage clustering of industrial development by providing limitations on the type of retail or wholesale uses that are permitted in industrial districts.
- (5) Ensure land use conflicts are minimized between industrial areas and other development through the use of landscaping, buffers, screening, separation distances, and any other measures appropriate in addressing potential impacts.
- (6) Transform older, existing industrial areas, located adjacent to residential areas, into uses that are more compatible with the surrounding residential character of the area.
- (7) Maintain Yorkton's role as an agricultural service centre and promote the city as a place for new business development supporting such activities as value-added agricultural industries and potash exploration and development.
- (8) Develop a strategy of maintaining a ten year supply of industrial land.
- (9) Ensure that industrial sites are developed with:
  - (a) Suitable and maintained buildings;
  - (b) Appropriate landscaping;
  - (c) Consideration of adjacent land uses, streetscapes, and the environment; and
  - (d) Amenities for workers in the area.
- (10) Consider innovative infrastructure systems to create more efficient and sustainable industrial parks.



#### 4.4.5 BROWNFIELD REDEVELOPMENT

There are multiple brownfield sites throughout Yorkton. Brownfield redevelopment is an important part of improving neighbourhoods. Such projects, however, may concern residents and other stakeholders about the potential for exposure to contaminants from a site. There have been successful brownfield redevelopment projects throughout North America. Saskatoon has experienced success with the Fairbanks Morse Building, the T. Eaton Warehouse, the River Landing project and the former Inland Steel site to name a few. Yorkton can experience the same level of success through careful remediation of known brownfield sites.

Brownfields and urban infill redevelopment produce significant energy benefits by reducing vehicle miles traveled (VMTs) due to shorter work trips, shorter shopping trips, and higher non-auto means of travel.

The following policies address brownfield redevelopment:

- (1) The city needs to offer financial incentives to registered or assessed owners, tenants or assignees within a designated community improvement area. Such incentives may include grants and/or loans to assist with feasibility studies, municipal fees and eligible costs, or by providing tax incremental financing for the rehabilitation, remediation and redevelopment of a property.
- (2) The city is encouraged to provide tax assistance to encourage the cleanup of contaminated properties by granting five year tax exemption from the time the property is certified by the Approving Authorities as being decontaminated.
- (3) The city should retain and capture employment opportunities while reducing its ecological footprint for land and energy use and improving the quality of life through development. The reuse and redevelopment of vacant and underutilized former industrial and commercial buildings for new employment and residential uses will help to achieve this goal.



## 4.5 OUR GOAL

### BALANCED STRATEGIES FOR A COMPLETE, HEALTHY AND LIVABLE COMMUNITY

“...ensuring that Yorkton continues to be a great place to live.”



#### 4.5.1 PUBLIC HEALTH & SAFETY

Part of social well-being is the knowledge that one lives in a safe neighbourhood and community. Safety is more than the absence of crime – it requires a secure physical environment, supportive social surroundings, and a strong community foundation.

Our safe and healthy community has a sense of place and neighbourliness with a clean, accessible, attractive, and stable built environment, peaceful residential neighbourhoods, and improved access to health, housing, education, employment, mobility and the arts. Our community strives to offer a wide variety of community-based services that are inter-generational, accessible, prevention-oriented, supportive, coordinated, responsive to change, and effective.

#### The following policies address public health and safety:

- (1) Foster the development of a community that is safe, diverse and inclusive and where social interaction, physical activity, sense of place, and neighbourliness are actively promoted and supported.
- (2) Work with multicultural organizations to promote harmonious intercultural relations and access to community services.
- (3) Continue to improve transportation safety through the implementation of infrastructure, design and construction Best Management Practices.
- (4) Work with school districts to provide safe routes to school, including walking and cycling options.
- (5) Increase community disaster preparedness through public awareness and education.
- (6) The city will monitor community needs in relation to social issues and facilitate provision of a continuum of services from prevention to long-term intervention and treatment to meet local needs.
- (7) The city will encourage the integration of compatible land uses such as child care services, religious institutions, youth oriented facilities, senior facilities and extended care facilities into appropriate locations in existing and new residential neighbourhoods.
- (8) Accessibility and age-in-place will be encouraged through the application of the National Building Code and other accessibility guidelines.
- (9) The city will ensure police, fire and ambulance services are appropriate and meet the needs of the community.
- (10) The city will encourage developers to apply Crime Prevention Through Environmental Design (CPTED) principles during site planning. The city will evaluate site plans based on CPTED principles.





#### 4.5.2 SCHOOLS, KNOWLEDGE CENTRES & INSTITUTIONAL

Knowledge is an essential resource for creating and sustaining a strong economy, society and culture. A knowledge centre works to create and support an environment of information and technology transfer that nurtures the start-up, incubation and development of innovation-led knowledge based businesses.

Our individual institutional land uses and knowledge centres (such as Yorkton's Parkland College) play an important role in the health of our community. Yorkton has several institutional uses of regional and community-wide significance, the most notable being the Yorkton Regional Hospital. Smaller institutional uses such as churches, schools, daycare centres, nursing homes, community residential facilities, and government facilities are located throughout the city. We continue to support our community's knowledge centres and institutional uses, encouraging and promoting their development throughout our city as essential components of our community.

The following policies apply to institutional uses:

- (1) Review rezoning applications for institutions considering such factors as: intended use, servicing, access, traffic generation, transit routes, lot size, open space, scale, neighbourhood context, accessibility, and environmental impacts.
- (2) Liaise with institutional land owners to address operational and neighbourhood concerns as required.
- (3) Encourage institutional land owners to preserve on-site open space and make it publicly accessible.
- (4) Support the preparation of a regional industrial and high tech strategy dealing with issues of future trends, related infrastructure requirements, transportation and land requirements, and options for growth.
- (5) Foster an environment in which Parkland College may become a fully accredited degree granting university so that students do not have to leave the region in order to obtain post-secondary education.



### 4.5.3 RECREATION

The opportunity to enjoy recreational activities enhances our community's livability and personal health. While recreation and good health have always been associated with a community's livability and personal health, the link has recently become more evident through numerous studies. Dramatically growing levels of obesity in all age groups and chronic diseases are now leading causes of death and disability. The reasons for these include aging, sedentary lifestyles, poor nutrition, poverty, and a built environment that discourages exercise.

We promote and encourage physical activity and active lifestyles in order for our residents to achieve significant health and wellness benefits, including improved physical health, support for disease prevention, control, or management, improved mental health, enhanced emotional and social well-being, and increased autonomy and independence.

The following policies address recreation:

- (1) Review recreational programming and facilities, as necessary, to ensure they are meeting current and emerging needs.
- (2) Ensure recreation facilities and programs are accessible to people of all ages, ethnicity, incomes and abilities.
- (3) Undertake awareness building and education programs through the school or public health systems to encourage individuals and families to develop and maintain an active and healthy lifestyle.
- (4) Consult with the school districts and Parkland College to coordinate infrastructure, including the shared use of lands and facilities for recreation and community use.
- (5) Complete a Parks and Recreation Master Plan as a guide for the planning and budgeting for recreation and parks facilities.



#### 4.5.4 PARKS, PATHWAYS, OPEN SPACES AND VISTAS

We are fortunate to have a broad range and number of open spaces including Logan Green, Yorkton Creek, the Ecological Reserve and the Exhibition Grounds to name a few. Development of new neighbourhoods continues to add to the park system, with large green spaces offering a variety of passive and active recreation opportunities. A continuous pathway network is the backbone of our healthy community and ensures parks, public facilities and other important destination sites within the city are accessible to residents and visitors. Yorkton's open spaces enhance the city's livability, health, and environmental sustainability by providing areas of beauty, historic and cultural landscapes as well as valuable animal and plant habitat, biodiversity and cleaner air and water. The integration of significant natural areas, including Yorkton Creek, into the park system ensures environmental protection and continued enjoyment of our city's natural beauty within the urban environment. Our urban forest continues to be one of our community's great assets.

#### The following policies address parks and public facilities:

- (1) Ensure provision is made for municipal reserve when land is subdivided in the following ways:
  - (a) Smaller municipal reserve areas within new residential subdivisions should be provided for parks and playgrounds.
  - (b) Large programmable park spaces should also be provided in new neighbourhoods.
  - (c) In commercial and industrial subdivisions, cash-in-lieu will be considered as the primary method of meeting the municipal reserve requirement, unless the requirement can be transferred to an acceptable area and dedicated for reserve use.
- (2) Enhance the city's urban forest by investing in and encouraging tree planting along boulevards and municipal properties, in parks and on private lands, expanding the urban forest and acting as a mitigative measure in regard to climate change through the implementation of the City of Yorkton Urban Forestry Bylaw 15/2007.
- (3) Review and amend the City of Yorkton Urban Forestry Bylaw 15/2007 to include measures to support climate change initiatives and improve the retention of our urban forest.
- (4) Promote and encourage the protection and designation of indigenous, significant trees and wildlife trees.





Without a sense of caring, there can be no community.”

– Anthony J. D’Angelo



- (5) Ensure that land intended for storm water or runoff management or primarily serves a utility function, is not included in the area dedicated as municipal reserve in new subdivisions.

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- (6) Ensure storm water ponds are identified as utility parcels on subdivision plans.

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- (7) Strengthen the connectivity between Yorkton’s parks and open spaces, significant natural areas and public recreation facilities when planning new neighbourhoods, parks, school sites and trails.

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- (8) Pursue funding opportunities, partnerships, and sponsorships to develop, enhance, and maintain sports and recreation facilities.

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- (9) Ensure that municipal reserve lands provided by developers are constructed in a manner satisfactory to the city so that additional resources are not required to upgrade them after the warranty period.

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- (10) Maintain the natural area adjacent to Yorkton Creek but allow for, where feasible, accessible and pedestrian- and bicycle-oriented amenities.

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- (11) Encourage opportunities to incorporate food producing community gardens into parks and other public open spaces, where appropriate.

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- (12) Adopt a hierarchy of parks systems as outlined in Table 4.1 - Appendix 1.

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- (13) Support the protection of significant public view corridors in the review of development applications.

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- (14) Protect the scenic values of the Highway 10 corridor from Queen Street to Highway 52.



## CELEBRATION OF HISTORY, CULTURE AND DIVERSITY

“...in everyday activities and through programming.”



### 4.6.1 HERITAGE AND CULTURAL RESOURCES

We are a socially sustainable community that fosters its unique history by reflecting the values and cultures of our residents by contributing to heritage preservation and cultural vibrancy. We provide opportunities for our culture and history to be showcased and appreciated. The Yorkton Municipal Cultural Plan and the Downtown and West Broadway Corridor Redevelopment Plan are guiding documents in developing policies and strategies in supporting history and culture within our city.

The following policies address the celebration of history, culture and diversity:

- (1) Support the designation of provincial heritage and municipal heritage buildings and sites within Yorkton.
- (2) Examine opportunities, in collaboration with the Municipal Heritage Advisory Sub-Committee, for the use of heritage designation bylaws.
- (3) Collaborate with the Chamber of Commerce and the Yorkton Business Improvement District in enhancing character areas in Yorkton's downtown through heritage designation bylaws and through other preservation strategies available to the City of Yorkton.
- (4) Support residential property owners in identifying, researching and if applicable, working towards heritage designation, restoration and preservation efforts.
- (5) Showcase local history through the use of interpretive elements as improvements to the public realm and in the design of municipal facilities and spaces.
- (6) Foster a diverse range of cultural opportunities and a network of cultural resources through city-led initiatives and partnerships.
- (7) Pursue partnership and sponsorship opportunities to procure, display, and maintain public art for both neighbourhood and community-level gathering places.
- (8) Use publically-accessible city owned buildings and facilities to showcase and display local arts and culture in a variety of forms.
- (9) Ensure development does not proceed on potentially heritage sensitive land, as identified by the Heritage Conservation Branch of Saskatchewan and as shown on Drawing 4 – Potential Heritage Sensitivity in Part 9, until an appropriate assessment has been completed by a qualified professional. The costs of any required Heritage Impact Resource Assessment to identify if heritage resources exist on the site, and if the developer may be required to move the proposed development to a new location or undertake mitigative to receive clearance from the Heritage Conservation Branch of Saskatchewan will be the responsibility of the proponent of the proposed development.







## PART FIVE

# OUR INFRASTRUCTURE

### INTRODUCTION

#### 5.1 OUR GOAL

##### 5.1.1 WALKING AND CYCLING

##### 5.1.2 MAJOR ROADWAYS

##### 5.1.3 TRANSIT

##### 5.1.4 RAILWAY

##### 5.1.5 AIRPORT

#### 5.2 OUR GOAL

##### 5.2.1 POTABLE WATER SYSTEM

##### 5.2.2 SANITARY SEWER SYSTEM

##### 5.2.3 STORM WATER SYSTEM

##### 5.2.4 SOLID WASTE DISPOSAL

##### 5.2.5 INFRASTRUCTURE ASSET MANAGEMENT







## INTRODUCTION

Our infrastructure encompasses everything from potable water, sanitary sewer, storm sewer, roadways, transit, railways and the airport. These systems serve a fundamental and essential role in the health and safety of the community. Consideration should be given to the capacities and useful lifespan of our existing infrastructure components when lands are considered for development, redevelopment or expansion.

Based on growth, capacities and useful lifespan, infrastructure needs to be provided as efficiently and cost-effectively as possible in order to provide for the maintenance, service and support of our community without upward pressure on levies, property taxes and other development charges.

Our city is the hub of this region demonstrated by the highways and rail lines that connect us to other communities in the province and to international markets for products produced in this community. The transportation system includes sidewalks, street networks, bikeways and other trails, transit and air. It allows for the efficient movement of people and goods to and from the city and is absolutely essential to it and the region.

In the past, most Canadian municipalities focused on expansion of their infrastructure (e.g., roads, bridges, sewers, water mains and buildings) to support population growth. Many municipalities are now realizing the cost of renewing aging infrastructure is increasing, and infrastructure must be considered as an “asset.”<sup>37</sup>

Municipal infrastructure requires ongoing investment to sustain it. In other words, municipal infrastructure has monetary value, and its components will not last forever. Abandoning or eliminating the asset at the end of its life is not something municipalities can consider for infrastructure. Canadian municipalities are now realizing that an asset management plan is required to address the rising costs for, and competing priorities associated with, infrastructure renewal programs.<sup>38</sup> An asset management plan is also needed to address public demands for a higher level of service, more stringent regulations, population changes, limited financial resources, competition, and technology.

Asset management provides transparent, rational and accountable cost-effective management of municipal infrastructure systems with best value for money, saving unnecessary cost. In this capacity, asset management could be viewed as a value management program at strategic and tactical levels.<sup>39</sup>

37. Federation of Canadian Municipalities, 2012, Canadian Infrastructure Report Card 2012: Volume 1. Municipal Roads and Water Systems, (Ottawa: Ontario), p. 8.

38. The City of Edmonton is recognized by Canadian, American and international engineering and public administration associations as one of North America's most progressive infrastructure and asset management jurisdictions.

39. City of Yorkton, 2012, Municipal Public Accounts – 2011, (Yorkton: Saskatchewan), p. 8.

## 5.1 OUR GOAL

### A CONNECTED COMMUNITY

“...through the integration of land use and transportation systems.”



#### 5.1.1 WALKING AND CYCLING

Our street network is designed to accommodate pedestrian, cycling and transit traffic. Yorkton’s Cycling Network Plan guides us in developing on-street bike paths, both commuter and recreation routes throughout the city linking many of our major venues. Cycling lanes and pathways for walking are expanded as our city grows. Maintaining and establishing linkages between major destination sites and the parkway system are prime considerations as our city grows and develops.

- (1) Implement the Cycling Network Plan and the Transportation Master Plan in the development of additional cycling routes and other pathways, as recommended and as the city expands, on an as-needed basis.
- (2) Ensure new neighbourhoods provide for active transportation, with connections to schools, daily convenience needs, key destination sites and Yorkton’s broader parks and open space system.
- (3) Improve active transportation linkages and connectivity in existing, developed areas of Yorkton through the continued development of a trail network.
- (4) Encourage new sidewalks to be separated from the pavement by a curb and boulevard, except where implementation is considered impractical because of natural topography, inadequate right-of-way, boulevard trees, or open ditches.
- (5) Construct pedestrian and cycling improvements when upgrading major roads or collector streets, where feasible.
- (6) Identify future trails, footpaths, and bikeways and acquire rights-of-way or easements at the time of rezoning or subdivision, in order to create high quality pedestrian and bicycle networks throughout the community.
- (7) Establish priorities in the operating and capital budget plans for constructing sidewalks, footpaths, and bikeways and upgrading the visibility of pedestrian crosswalks, particularly in the city centre.



As the avenues and streets of a city are nothing less than its arteries and veins, we may well ask what doctor would venture to promise bodily health if he knew that the blood circulation was steadily growing more congested!”

– Hugh Ferriss, “The Metropolis of Tomorrow”



### 5.1.2 MAJOR ROADWAYS

Yorkton’s extensive street network accommodates the routing of heavy trucks, the safe transport of dangerous goods and the efficient and safe movement of people. Within the network there are ample opportunities to walk and cycle. The City of Yorkton Transportation Master Plan aids with developing policies and strategies for our overall transportation network - developing a sustainable framework for a population horizon of 36,000 people.

#### The following policies address roadways:

- (1) Use the City of Yorkton Transportation Master Plan in the development and improvement of Yorkton’s transportation system.
- (2) Collaborate with the Ministry of Highways and Infrastructure, the Ministry of Government Relations and adjacent municipalities in the design and development of truck routes.
- (3) Minimize negative impacts on existing residential areas when accommodating the routing of heavy trucks and dangerous good routes.
- (4) Account for future truck routes during the Concept Plan stage for development within Yorkton.
- (5) Encourage boulevard tree planting, landscaping and where appropriate, rainwater collection as part of the design, construction and reconstruction of collector and arterial roadways.
- (6) Use Transportation Demand Management (TCM) strategies and other appropriate traffic calming techniques, to address speeding, safety concerns and short-cutting through residential neighbourhoods.
- (7) Ensure that transportation links allow for efficient disaster/emergency response routes throughout the city and into the region.

### 5.1.3 TRANSIT

We recognize the role transit plays in this city as a means to allow those without vehicles to access areas of the community not available to them because of a disability or not having a motor vehicle. The transit system is a very important requirement to new immigrants, the elderly and those with disabilities. Connecting these groups with work opportunities, health or dental centres, religious and cultural facilities as well as shopping facilities ensures they enjoy a healthier lifestyle than if they are a shut in.

#### The following policies address transit:

- (1) Support the Sask Abilities Council to: maximize opportunities for transit use, upgrade transit facilities; and develop a more-energy efficient and sustainable transit fleet.
- (2) Integrate transit with other modes of transportation by:
  - (a) Ensuring safe accessible pedestrian and cycle routes between transit stops and major local and regional destinations;
  - (b) Focusing particularly on sidewalks, corners and intersections. Pick-up/drop-off points, pathways and entranceways to buildings.
- (3) Support new transit routes that service new subdivisions and run along major and arterial roads.
- (4) Encourage Sask Abilities to give priority to providing service to major institutional and employment centers.
- (5) Support the effective implementation of transit to other areas of the city in order to reduce the reliance on automobiles.



### 5.1.4 RAILWAY

We recognize the noise and vibration levels and the disruption to emergency vehicle access caused by the railways passing through the city. Noise and vibration assessments resulting in recommendations to reduce these levels should be undertaken. We will also work with the Sunrise Health Region, and emergency and protective services, to plan around the delays to emergency services as much as possible.

#### The following policies address these railway issues:

- (1) Initiate dialogue with the Canadian Pacific Railway, on creating a grade separation of the downtown CP rail line.
- (2) Ensure noise and vibration levels are considered during the development review process of proposed developments, located adjacent to or in close proximity to rail lines.
- (3) Ensure pedestrian, cycling and vehicular safety is addressed during the development review process of proposed developments located adjacent to or requiring a railway crossing.
- (4) Continue to work with the Canadian Pacific and Canadian National Railways in addressing safety concerns, aesthetics, and transportation movement constraints.





**5.1.5 AIRPORT**

Our municipal airport’s existing assets are protected and maintained by the Yorkton Airport Authority. Improvements are undertaken to enhance the commercial viability of the airport and encourage its expanded use for both aviation and non-aviation uses. Long-term development of the airport is protected and the airport’s role in supporting the economic and social development of our city and surrounding area is enhanced. The Yorkton Regional Airport Development Plan aids with developing policies and strategies for the continued use of Yorkton’s airport.

**The following policies address the Yorkton Regional Airport:**

- (1) Continue to ensure noise and land use compatibility impacts between the Regional Airport and Yorkton’s urban development to the south are considered in the growth of the city.
- (2) Support the Airport Authority in the rehabilitation and development of airside lands, a terminal facility and uses that support the airport operations.
- (3) Support the Airport Authority in the development of airside and landside commercial development.
- (4) Work with the Airport Authority in ensuring land use at the airport does not impede the development of aviation related activities.
- (5) Develop specific policies for lands outside existing Airport land ownership, to ensure airport operations are protected and land use activities in the vicinity are regulated.
- (6) Work with the RM of Orkney and the RM of Wallace to ensure airport operations are protected and land use activities surrounding the Yorkton Regional Airport is compatible.
- (7) Areas shown on Drawing 5 – Airport Surfaces in Part 9, are subject to the Yorkton Airport Zoning Regulation and Aeronautics Act R.S.C., 0985, c. A-2.

## 5.2 OUR GOAL

### EFFECTIVE MANAGEMENT OF LAND AND RESOURCES

“...to achieve timely and well serviced development.”



#### 5.2.1 POTABLE WATER SYSTEM

Yorkton relies upon groundwater to supply all of the raw water for the city's needs. The wells are distributed over a total of five (5) aquifers surrounding the community. Summary tables for the potable water system are provided in Appendix 1 (Tables 5.1 – 5.5).

Water treatment operations are consolidated at the Queen Street Water Treatment Plant. This plant was officially opened in June 2012. This plant has the capacity to provide potable water to 28,875 people. The treatment process system has a rated capacity of 22,000 m<sup>3</sup>/day. Yorkton has a total potable water storage capacity of 27,000 m<sup>3</sup> consisting of 22,736 m<sup>3</sup> at the water treatment plant and 4,545 m<sup>3</sup> at existing reservoirs. Provision has been made for future system expansion which could provide a total treated water production volume of 33,000 m<sup>3</sup>/day or to a population of over 36,000 people.

The existing treatment, storage and distribution systems 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. Associated Engineering, however, recommended that in order to satisfy the two times average day potable water storage recommendation for fire protection approaching 2030, the city may wish to consider constructing another reservoir/booster station or water tower elsewhere in the city.<sup>40</sup>

#### The following policies address water supply and distribution:

- (1) Work with the Ministry of Environment to ensure adequate water transmission and storage facilities to obtain good quality water at acceptable volumes and pressure within the water service area.
- (2) Work with the Assiniboine Watershed Authority to raise awareness and reduce per capita consumption of water.
- (3) Ensure that the water distribution system can be extended into proposed annexation areas in an efficient and cost effective manner.
- (4) Review public water service outside the city boundaries in order to:
  - (a) Determine future demand for service to address pressing public health or environmental concerns, to provide fire suppression or to service industry;
  - (b) Identify and evaluate alternative potable water sources and delivery systems; and,
  - (c) Explore funding options for potential service extensions in addition to local improvements.
- (5) The city should update the 2005 water master plan by 2016 to ensure that it adequately addresses future growth areas identified in **Our City: Our Future**.

40. Integrated Engineering reviewed the potable water supply for the North Industrial lands between York Road and Grain Millers Drive in 2013. This company recommended that a perimeter water trunk main be considered in order to meet flow demands predicted for 2025. Furthermore, it was recommended that the city begin planning for a northwest potable water source, likely in proximity to the Yorkton Municipal Airport [source: Integrated Engineering, May 2013, City of Yorkton North Industrial Servicing Plan.]

## 5.2.2 SANITARY SEWER SYSTEM

The city has a diversity of pipe material making up the collection system. This is illustrated in Table 5.6 in Appendix 1.

The existing system relies almost entirely upon gravity to collect sewage for treatment at the wastewater plant. A single lift station services Riverside Terrace for discharge into the gravity service mains. The sanitary sewer from the city is collected into a 1050 mm diameter concrete trunk main that discharges to the wastewater plant, the sole discharge pipe into the wastewater plant.

The city is investigating the possibility of twinning this main to ensure redundancy in the system. The existing main is in generally fair condition, and this makes it increasingly more important to twin it before 2017.

The wastewater plant likely does not have the capacity during summer months due to infiltration from storm water. Construction of new sanitary sewer systems should require that all components to be water tight and foundation weeping tile drains and roof downspouts should not be permitted to directly or indirectly discharge to the sanitary sewer. Manholes that are located in depressions or ditches should be sealed tight to prevent runoff from entering the sanitary sewer system.

In the past, it was common in Saskatchewan for homeowners to connect weeping tile or sump pump

system 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.

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 of waste water at the wastewater treatment plant. 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 deferring costly upgrades that may be required in the future due to capacity issues.

The current wastewater treatment plant has no nutrient removal systems. This could have a significant impact as environmental regulations are being reviewed by the Ministry of the Environment.

### The following policies address the sanitary sewer system:

- (1) Maintain and improve the municipal sewer system to reduce rainwater inflow and infiltration into the sewer system to maintain capacity and efficiency of the system.
- (2) Undertake an I & I program to determine the amount of infiltration into the sewer system and develop cost effective means to mitigate it during the summer months.
- (3) Consider extending the sewer network outside the city boundaries as a means to deal with health related issues or where the city deems it necessary in areas where the aquifer is shallow and could be affected by seepage by large scale development.
- (4) Educated industry and the general public on the bylaw to eliminate chemicals flowing into the sewer system.
- (5) The city will undertake the preparation of a sanitary sewer master plan to guide the future expansion of the wastewater collection and treatment system when new regulations are introduced either by the province or the federal government.

### 5.2.3 STORM WATER SYSTEM

The storm water system consists of multiple major and minor basins. These are shown as Figure 5.1 in Appendix 1. In essence, however, there are two major storm watersheds: (1) Dracup Avenue Storm Water Basin and (2) Yorkton West Storm Water Basin.

The Dracup Avenue Storm Basin encompasses most of the eastern portion of the city with the exception of the Round House Commercial Subdivision and the York Colony subdivision in the northeast. Storm events generate run-off that is directed to the main drainage channel running north along Highway 9 towards Yorkton Creek. Three storm retention ponds along Dracup Avenue, from Smith Street East to York Road East, will collect storm water during large events. These ponds will help to reduce the run-off from causing property damage within this storm basin. Other storm pond locations were being investigated by the city during the preparation of this Plan. These should address additional problem areas within this basin.

The Yorkton West Storm Water Basin encompasses most the areas built before the 1970s. Development within the drainage area continues to increase run-off volumes and peak flow rates during storm events, exceeding the original drainage basin capacity during large scale events. The Brodie Storm Pond was built as a measure to control storm

water in the downtown area. Other measures are contemplated and will be phased in over the next fifteen years. The work the city has undertaken in incorporating recreation elements in storm water management has been recognized by others. The city received a Design Exhibit Certificate for its Broadway-King Street Recreation Corridor from the 50th Making Cities Liveable Conference in 2013. This corridor includes the Brodie Storm Pond.

Storm water collection improvement options are somewhat limited due to the flat gradients and the shallow elevations of the existing basins. Significant changes and associated large capital costs are required to make improvements to the storm water basin. The city recognizes this and has developed a long-term capital program to implement measures within the Dracup Avenue Storm Basin. When these measures have been implemented, the city will focus on the Yorkton West Storm Basin. When taken together, all of the improvements will be in excess of twenty-five million dollars.

#### The following policies address the storm water basin:

- (1) Continue to maintain and improve the environmental quality of the storm water management basins to improve watershed function.
- (2) Investigate alternate storm water management approaches such as Low Impact Development techniques, by developing comprehensive, cost effective and sustainable storm water basins that maximize ground water recharge.
- (3) Retain the storm water holding capacity of natural storage areas to reduce peak flows.
- (4) Ensure that when development occurs, post-runoff events are the same or less than pre-development events through the use of on-site detention methods.
- (5) Ensure the 1:5 and 1:100 storm events are used in the calculations when determining post-development events in order to reduce as much as possible the likelihood of surcharging the storm sewer system.
- (6) Complete the Yorkton West Storm Water Basin in a systematic, phased manner by selecting the component that provides the best value for the municipality at the time of implementation.
- (7) Complete the Dracup Avenue Storm Water Basin in a systematic, phased manner by selecting the component that provides the best value for the municipality at the time of implementation.
- (8) Integrate the use of stormwater management facilities in the development of parks and open space by locating them adjacent to municipal reserve parcels whenever possible.
- (9) Prepare a storm water master plan for the entire city by combining the two models used in modeling the east and west sides.





#### 5.2.4 SOLID WASTE DISPOSAL AND RECYCLING

The city owns and operates a solid waste management facility located to the north of the wastewater treatment plant. The city has developed and expanded the facility on an as-needed basis. New waste bury pits are constructed on an as-needed basis.

Table 5.8 in Appendix 1 shows the amount of waste generated by residents based on population projections previously discussed in this Plan.

#### The following policies address solid waste disposal:

- (1) Actively support initiatives to reduce solid waste and develop efficient and environmentally acceptable long-term waste disposal solutions.
- (2) Develop and initiate incentives and or bylaws to encourage recycling within existing residential and new multiple-family and commercial developments.
- (3) Support recycling and composting initiatives by participating in pilot projects, conducting public education seminars, and reducing municipal consumption and waste.
- (4) Develop and initiate incentives to further reduce the volume of construction waste going into the landfill.
- (5) Continue to work on the initiatives to convert the existing waste stream into an alternative fuel source such as biodiesel.



### 5.2.5 INFRASTRUCTURE ASSET MANAGEMENT

The city follows the Public Service Accounting Board (PSAB) accounting procedures in recording tangible capital asset acquisitions or betterments made throughout a year and generally follows the life-cycle accounting for each asset established through engineering practices. The city continues to complete inventory of its infrastructure to manage replacement of it in an orderly and cost-efficient manner. The asset management process is summarized as Figure 5.2 in Appendix 1.

#### The following policies address asset management:

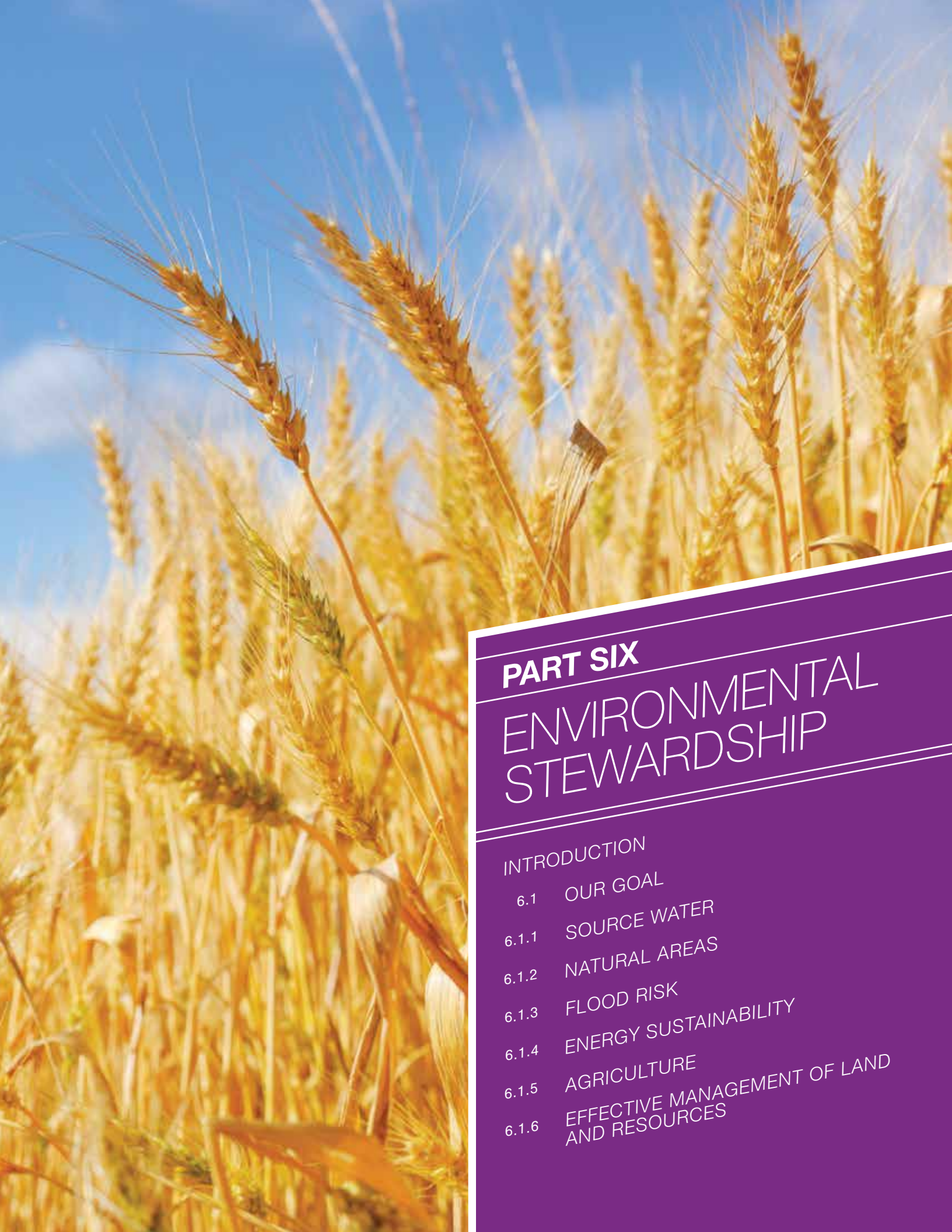
- |   |   |
|---|---|
| <p>(1) Continue with the creation of a comprehensive inventory of the city's infrastructure assets.</p>   | <p>(7) Conduct a risk assessment program to help quantify the risk of asset failure and relate this risk to investment levels.</p>  |
| <p>(2) Develop and implement strategies to address the infrastructure gap.</p>  | <p>(8) Complete life-cycle cost analysis on the city's infrastructure to support better decision-making and long-term planning.</p>   |
| <p>(3) Coordinate regular updates of the city's inventory and investment needs in budget presentations to City Council.</p>   | <p>(9) Ensure that the city understands its future infrastructure needs and the costs associated with those needs by using the most up-to-date information available to the city.</p> |
| <p>(4) Coordinate infrastructure funds received from federal and provincial programs with an asset management plan.</p>   | <p>(10) Ensure that development costs, including on and off-site infrastructure costs, are recovered by the city through servicing fees and development levies.</p>                   |
| <p>(5) Submit a formal update report to City Council every three years.</p>   |   |
| <p>(6) Create a consistent ranking system to evaluate the state and condition of existing infrastructure assets of all classes (i.e., drainage, streets, buildings, information systems, etc.).</p> |   |











## PART SIX

# ENVIRONMENTAL STEWARDSHIP

### INTRODUCTION

6.1 OUR GOAL

6.1.1 SOURCE WATER

6.1.2 NATURAL AREAS

6.1.3 FLOOD RISK

6.1.4 ENERGY SUSTAINABILITY

6.1.5 AGRICULTURE

6.1.6 EFFECTIVE MANAGEMENT OF LAND  
AND RESOURCES





## INTRODUCTION

A Greek proverb says, “A society grows great when old men plant trees whose shade they know they shall never sit in”. We are fortunate because our pioneers had the foresight to take great care with the environment. We must now plant those trees so that our children, grandchildren and great-grandchildren will experience the shade of those trees as they grow old.

The choices that businesses, individuals, communities and governments make every day are what ultimately drive the strength of the economy and our resource base, as well as the quality of our environment. More specifically, environmental degradation or improvement, whether it first appears to be caused by “major” or “minor” sources, is ultimately the product of many every-day choices. Each of us makes hundreds to thousands of choices in a day. Each of those choices can have

an influence on the environment, whether it is personal housing and transportation, city planning and services or purchases of products. All of these choices influence our environment.

We rely upon the environment for our source water, so it is prudent that our actions protect it as much as possible not only for today but also for countless tomorrows.

## 6.1 OUR GOAL

### ENVIRONMENTAL STEWARDHSIP

“...to ensure a green and sustainable natural environment.”



### 6.1.1 SOURCE WATER

In the 2003 Plan, protection of environmentally sensitive areas was facilitated through the identification of aquifer areas with a high vulnerability index. Since that plan was developed, the Assiniboine Watershed Stewardship Authority was established to help protect source water in the region. Directed by the Yorkton and Area Aquifers Source Water Protection Plan, this source water protection plan is an important guiding document in protecting the only reliable water source for drinking water, agriculture, industry and municipal supplies in Yorkton and surrounding area. Support for the implementation and evolution of the Yorkton and Area Aquifers Source Water Protection Plan, will protect Yorkton and area's ground water resources, ensuring a safe supply of drinking water and protection of sensitive areas of the aquifers from surface contamination.

All of Yorkton has been mapped to identify areas of aquifer vulnerability. This mapping also identifies when additional investigation should occur, as well as any mitigation measures needed to avoid contamination. Areas having high and extremely high vulnerability to contaminations are shown on Drawing 2: Development Constraints in Part 9.

#### The following policies address source water protection:

- (1) Work in partnership with the Assiniboine Watershed Stewardship Association and surrounding RMs in protecting source water in the region.
- (2) The aquifer vulnerability index, as mapped on Drawing 2 in Part 9, should be used when considering development proposals in areas deemed to have high or extremely high vulnerability to contaminations from sources at the ground surface.
- (3) Applicants proposing a development or subdivision in these areas will be required to submit a report prepared by a qualified professional that assesses the risk associated with the proposed development or subdivision and identifies any necessary mitigation measures.
- (4) Ensure that subdivision of land or the development of structures on land determined to have high or extremely high vulnerability to contaminations does not occur or, if applicable, occurs in accordance with specified mitigation measures. The costs of any required hazard report to identify the risk of proceeding with a proposed development on potentially vulnerable land, or recommending specified measures to mitigate the risk of development of vulnerable land, will be the responsibility of the proponent of the proposed development.
- (5) Support an integrated watershed planning approach for managing surface water, drainage and groundwater that promotes low impact development and healthy stream ecosystems.
- (6) Prohibit high-risk uses, such as chemical manufacturing, automotive service stations and high density residential development from occurring on critical aquifer recharge areas.

### 6.1.2 NATURAL AREAS

Protecting Yorkton and area's source water includes protection of Yorkton Creek. This creek, incised into the top of the Logan Valley aquifer is an important source of recharge to the aquifer.<sup>41</sup> In addition to this, areas adjacent to creeks or water bodies, such as Yorkton Creek, are ecologically very important. These areas filter runoff, contribute to the maintenance of water quality, while channels, banks, valley slopes and floodplains,

41. H. Maathuis and M. Simpson, June 2006, Groundwater Resources in the Yorkton Aquifer Management Plan Area: Final Report [SRC Publication No. 10419-1E06], (Saskatoon: Saskatchewan Research Council), p.26.



sustains botanical diversity, provides habitat and linkage corridors for wildlife, enhances landscape aesthetics and provides recreational and educational opportunities.

Areas of importance in the city have been mapped on Drawing 3: Environmental Sensitivity and Conservation Value in Part 9, based on the results of field reconnaissance and air photo interpretation. These areas include important upland and wetland areas and their protection will not only help achieve source water protection for the region but also maintain groundwater recharge, reduce infrastructure costs, reduce flood damage to property, enhance wildlife habitats and biodiversity, facilitate monitoring of ecosystem health, improve microclimates in urban areas, enhance urban landscape aesthetics, improve property values, provide recreational and educational opportunities, and promote quality of life values.

Areas mapped, and designated as Class 1, have a high sensitivity and, as such, warrant a high degree of protection. The most extensive Class 1 area consists of Yorkton Creek and several tributary drainage courses and wetlands. Constraints are

required on inappropriate development or land use activities in these areas in order to conserve and protect these significant natural areas from destruction. These areas provide the greatest opportunity for benefits through an approach combining environmental protection measures with compatible activities. This approach is already being implemented at the Ravine Ecological Preserve and in the Logan Green water management system. Conserving and managing Yorkton Creek in this way - as a corridor parkway, for example, will ensure that it becomes an even more valuable asset to Yorkton and area.

Areas mapped, and designated as Class 2 have a moderately high potential for enhancing or recovering overall ecological value. Facilitating and enhancing the overall ecological values of these natural areas, will result in long term benefits as Yorkton moves towards a goal of having the community “fit into and work with” its ecological setting to the greatest extent possible.

#### The following policies address natural areas:

- (1) Use land use approaches and infrastructure designs that will avoid or minimize environmental degradation and maximize the benefits of maintaining essential ecological services.
- (2) Require an ecological impact assessment should development be proposed in areas that contain Class 1 or Class 2 lands, as identified on Drawing 3: Environmental Sensitivity and Conservation Value.
- (3) Work with provincial agencies to protect any significant environmentally sensitive areas, including Yorkton Creek. These resources will be protected and, where appropriate, integrated with recreational use and development. Where significant potential for environmental degradation has been identified, development may be delayed until such time as the requirements of the relevant provincial agencies to protect such resources have been obtained.
- (4) Create a continuous open space system, with “greenways” between significant natural areas, city- wide destination sites and the city’s evolving parks and open space system.
- (5) Encourage the use of native species and climate change resistant plants for landscaping on both public and private lands and continue to promote the principles of “Naturescaping”.<sup>42</sup>

42. Naturescaping refers to landscaping that creates an environment of native plants in combination with others in natural areas or a backyard to attract beneficial insects, birds, and other creatures, and help keep rivers and streams healthy. Urban sprawl over the last century has had a significant impact on bird and wildlife habitat. Homeowners with yards and gardens have a unique opportunity to curtail this loss of habitat by creating their own backyard wildlife garden.

### 6.1.3 FLOOD RISK

In the past, flooding from overland drainage has been an issue for the city. Much of the city has relatively flat topography resulting in minimal slopes on existing storm sewer pipes. The city has embarked on a phased, multi-year construction plan and is committed to storm water management.

Flood hazard areas have been mapped (see Drawing 2: Development Constraints in Part 9), based on the Canada-Saskatchewan Flood Damage Reduction Program completed for Yorkton in 1994. Two areas have been mapped, the floodway and the flood fringe. The floodway contains the deepest, fastest, and most destructive flood waters and only necessary infrastructure should be allowed in the floodway. The flood fringe is the zone within the flood hazard area where some types of development may occur if suitably flood-proofed. The city should continue working with the Water Security Agency to discourage development on hazardous land, and to ensure that appropriate development standards are met, when development is feasible, to minimize the risk of flood hazards within Yorkton.

#### The following policies address flood risk:

- (1) Ensure development avoids land that is hazardous due to flooding, unless suitable mitigation measures are to be implemented. Drawing 2: Development Constraints in Part 9, identifies areas that are unacceptable for development, or require mitigation measures, due to hazard lands.
- (2) Require applicants seeking development or subdivision approvals to consult with the Water Security Agency to assess the potential hazard due to flooding. The flood hazard area shall be defined as the 1:100 year flood elevation plus wave and wind run-up or the 1:500 year flood elevation, whichever is greater.
- (3) Require that applicants for proposed developments on land that is identified as being potentially hazardous submit a report prepared by a qualified professional that assesses the risk associated with the development, and identifies any necessary mitigation measures.
- (4) Ensure that subdivision of land or the development of structures on hazard prone land, does not occur or, if applicable, occurs in accordance with specified mitigation measures. The costs of any required flood hazard report to identify the risk of proceeding with a proposed development on potentially hazardous land, or recommending specified measures to mitigate the risk of development of hazardous land, will be the responsibility of the proponent of the proposed development.



1973



2010



#### 6.1.4 AGRICULTURE

The provincial government identified that climate impacts on the agricultural sector and adaptive responses are already occurring and are likely to accelerate in the future.<sup>43</sup> Farmland makes up 80% of the prairie eco-zone. The preservation of farmland within and outside of Yorkton is important to ensure the health of natural prairie ecosystems like grasslands, wetlands and streams.

A healthy community offers access to an affordable and abundant selection of fresh produce, grocery stores, farmers' markets, and community gardens. Consuming locally produced foods can reduce the need for long distance shipping, which can reduce the environmental impact of food production and distribution. The presence of a grocery store or food market in a neighborhood correlates with higher fruit and vegetable consumption, reduces the prevalence of overweight and obesity, and reduces the incidence of hunger and malnutrition.

Our ability to maintain a sustainable diet in the face of climate change will become increasingly important over the next twenty-five to fifty years. Our economy will become more dependent on the use of local assets and the ability to offer unique products or services matched to regional assets. There are growing opportunities in both foods that have a regional appellation and in the production of food for local consumption. The first provides an opportunity to market a region's food products to a global audience, while the latter connects local farmers to the community in which they reside. Both provide an opportunity for increased value-added and can increase farm viability. Shorter, more localized food supply chains have been proposed as a vehicle for sustainable development.

Direct selling through local markets is not a new concept. The Farmers Market is held at Parkland Mall throughout the year. The market is a means by which urban consumers can re-connect with the land. Their benefits include a more sustainable production system and reduced transport externalities, more financial contributions to the local economy and a greater connectivity between and within consumers and producer groups.

43. Ministry of the Environment, 2011, Saskatchewan's 2011 State of the Environment Report, (Regina: Saskatchewan), p. 14.



The following policy addresses agriculture:

- (1) Ensure surrounding agricultural land is kept in production as long as possible through the timely subdivision of land and through the densification of Yorkton over time, taking advantage of existing land stock and infrastructure.
- (2) The municipality will ensure regulations pertaining to local food marketing are eco-friendly by not creating barriers to direct sellers and the consumer.
- (3) The municipality will review the possibility of creating a centralized farmer's market facility that can show case local food and craft producers.
- (4) The municipality will emphasize the importance of growing food as a community through community gardens.
- (5) The municipality will show how an institutional purchasing program can be oriented to promote local food markets.
- (6) The municipality will work with others to support agriculture and local food production in the Yorkton region to improve regional food security, ensure the availability of fresh produce, and expand economic opportunities for local farmers.
- (7) The municipality will encourage through land use policies urban agriculture, community gardens, school gardens, edible landscapes, community-supported agriculture, and farmers markets, especially in high need areas to increase access to healthy foods.
- (8) The municipality will review the possibility of creating a Regional Food Hub within the Yorkton region to process and distribute agricultural products grown locally.
- (9) The municipality will address through land use policies the concentration of liquor outlets and fast food restaurants near schools, parks, and other community facilities, especially in areas that have poor access to fresh foods.
- (10) The municipality will encourage, where feasible, access to community garden sites, school garden sites, edible landscapes and community-supported agriculture in each community.



Landscapes of great wonder and beauty lie under our feet and all around us. They are discovered in tunnels in the ground, the heart of flowers, the hollows of trees, fresh-water ponds, seaweed jungles between tides, and even drops of water. Life in these hidden worlds is more startling in reality than anything we can imagine. How could this earth of ours, which is only a speck in the heavens, have so much variety of life, so many curious and exciting creatures?"

– Walt Disney Company



### 6.1.5 ENERGY SUSTAINABILITY

We consider where we can positively influence our behavior to lower our greenhouse gas emissions and carefully weigh our land use decisions against how they will affect our energy usage as a community. We strive towards reducing trip lengths for commuters, encouraging the use of alternative transportation methods such as walking, cycling, and public transit and designing our neighbourhoods with an awareness of how to optimize our energy efficiency (e.g. mix of land uses, density, design, landscaping, etc.).

#### The following policies address energy sustainability:

- |  |  |
|--|--|
| <p>(1) Implement the policies of <b>Our City: Our Future</b> related to transportation and infrastructure, land use planning and promoting a health community.</p> <hr/> <p>(2) Increase pedestrian and cycling infrastructure and maximize connectivity between neighbourhoods.</p> <hr/> <p>(3) Continue to raise awareness of the transit system with the assistance of the Saskatchewan Abilities Council.</p> <hr/> <p>(4) Emphasize the bike and pedestrian pathway networks established by the city as alternative means to access the community.</p> | <p>(5) Ensure development includes the provision of sidewalks, trails and bike lanes to maximize pedestrian and cycling connectivity where appropriate.</p> <hr/> <p>(6) In cooperation with the Saskatchewan Abilities Council, work towards providing efficient and effective transit infrastructure and facilities, including expansion of the existing network and service levels.</p> <hr/> <p>(7) Develop a community wide climate action plan to establish a baseline level of greenhouse gas emissions and set targets for 2036.</p> |
|--|--|

### 6.1.6 EFFECTIVE MANAGEMENT OF LAND AND RESOURCES

Our infrastructure systems serve a fundamental and essential role in the health and safety of the community. Consideration is given to the capacities and useful lifespan of our existing infrastructure components, when lands are considered for development, redevelopment or expansion. Based on growth, capacities and useful lifespan, infrastructure is provided as efficiently and cost-effectively as possible. We provide for the maintenance, service and support of our community without upward pressure on levies, property taxes and other development charges.

#### The following policies address management of land and resources:

- |  |  |
|--|--|
| <p>(1) Ensure that development in Yorkton can be adequately serviced by infrastructure and utility systems and services.</p> <hr/> <p>(2) Ensure that the city understands its future infrastructure needs and the costs associated with those needs by using the most up-to-date information available to the city.</p> | <p>(3) Ensure that development costs, including on and off-site infrastructure costs, are recovered by the city through servicing fees and development levies.</p> <hr/> <p>(4) Integrate the use of stormwater management facilities in the development of parks and open space by locating them adjacent to municipal reserve parcels whenever possible.</p> |
|--|--|





## PART SEVEN

# OUR RELATIONSHIPS

### INTRODUCTION

- 7.1 OUR GOAL
  - 7.1.1 GROWTH MANAGEMENT
  - 7.1.2 COOPERATIVE PLANNING AND EFFECTIVE RELATIONSHIPS AND PARTNERSHIPS
  - 7.1.3 FIRST NATIONS RELATIONS BUSINESS DEVELOPMENT
  - 7.1.3 REGIONAL ECONOMIC PLANNING







## INTRODUCTION

Our community is the major urban centre in this region. It supports regional transportation, service delivery, housing and associated infrastructure and services for residents in our neighboring municipalities. Yorkton maximizes the value of regional assets with a commitment to the success of this region and a cooperative approach to nurturing partnerships between each municipality. **Our City: Our Future**, reflects the opportunity for more integrated intermunicipal planning and regional cooperation available within this region. Yorkton is the region’s principal investment and business centre, service centre, transportation hub and centre of excellence for knowledge and culture.

The region contains a range of value-added agricultural businesses as well as businesses that support the agricultural industry and the production of mineral wealth found in this area. The key regional assets include the Yorkton Regional Airport, the transportation network, the mineral wealth, the educational and cultural opportunities, the health facilities, and agricultural industries. The city will build on these economic generators through integrated transportation and land use planning, to enhance economic growth opportunities and support the regional economy.

Yorkton will participate, in partnership with its regional neighbours, in new regional initiatives that build on this region’s economic strengths. Yorkton is the region’s logistical heart and home to industrial activity that complements regional industries. Yorkton supports the regional economy by meeting the residential and/or employee needs, offering the advantages of an urban lifestyle with a wide range of housing choices, livable neighbourhoods, high quality services, plus community, recreational and cultural facilities.

### SUPPORT TO THE REGION

“...through collaboration with neighbouring municipalities, First Nations and regional partners.

#### 7.1.1 GROWTH MANAGEMENT

The city received approval for two annexations in 2012 and 2013. The combined area was 2520 acres. This amount of land is sufficient to accommodate growth for the next twenty-five years. It is important, however, that the city identifies lands beyond that 25 year planning horizon to ensure they are available when required in the future.<sup>44</sup>

The opportunity to acquire land that is not already subdivided is limited within the areas around the city. Lands to the south and west of the city are highly subdivided into country residential parcels or residential subdivisions. The only blocks of land available that are relatively free of subdivisions are located to the north and east of the city. It is important to note, however, that the city needs to effectively utilize lands within its existing boundaries either through development or intensification of developed areas before looking to develop lands outside of these areas.

This does not mean that the city should not identify and acquire strategically placed lands that will serve future growth. These are nodes of land the city needs to ensure are available to it in the future for growth. These lands are shown on Drawing 1 – Future Land Use Concept in Part 9 and are identified as “Potential” (i.e. located outside of Yorkton’s current boundary).

In order for development to occur, infrastructure needs to be extended before additional businesses can locate in this area. Infrastructure located on the south side of Grain Millers Drive could be extended north to facilitate development of the subject lands and also to provide water and sewer to the airport.

In the event that these lands are not available for purchase, the city should review the feasibility of creating a partnership arrangement with the RM of Orkney as well as stakeholders to develop this corridor. The first step in that arrangement could be for city and the RM of Orkney to spearhead a committee to bring existing and potential stakeholders together to ensure business and industry can develop with ease in this corridor. In this way, all parties could “grow the economy of this region”.

The region will benefit in the development of this corridor in much the same way as the Moose Jaw – Regina corridor has benefited through cooperation of multiple partners.<sup>45</sup> Much like the Moose Jaw – Regina corridor, the Grain Millers Drive corridor has access to natural gas, power, water, rail as well as highways connecting us to Winnipeg, Saskatoon, Regina and other markets in Canada, the United States and overseas.

The second growth node is located within the RM of Wallace to the east of York Colony. There are approximately 320 acres of land available in this area that could be developed as residential. This would be a continuation of development of York Colony and Riverside Meadows Phase II. This could provide an additional 1094 dwelling units based on six dwelling units per net acre.

The city should examine the purchase of this land within the next two to five years in order to secure it for the future. This would provide land security to the city for the next forty years. This is a standard period for other communities to ensure that they have the ability to grow in the future. This would ensure that the city is well positioned in the future as resource development occurs in this region.

44. A standard growth horizon is typically 25 years although some communities are using as long as 40 years to ensure there is enough land available for future growth of the community.

45. Regina Regional Opportunities Commission, 2012, Moose Jaw – Regina Corridor Finally Official.

- (1) Create a growth management strategy in cooperation with the rural municipalities that addresses the need for additional land well in advance of an annexation application.
- (2) Support the strategies outlined in **Our City: Our Future** to keep the city compact, protect agricultural lands and environmentally sensitive lands, build complete neighbourhoods and strengthen the regional economy.
- (3) Do not consider major changes to the city's boundaries until such time as a growth management strategy is adopted.
- (4) Consider the capacity of all types of infrastructure and the social well being when reviewing growth options.
- (5) Work with adjacent municipalities when undertaking planning studies that have inter-municipal implications and would benefit from a cohesive planning approach.
- (6) Support public awareness of growth management and sustainable development best management practices, through public events and online or print information.



The primary way to prepare for the unknown is to attend to the quality of our relationships, to how well we know and trust one another. It is possible to prepare for the future without knowing what it will be.”

– Margaret Wheatley, “When Change Is Out of Our Control”



## 7.1.2 COOPERATIVE PLANNING AND EFFECTIVE RELATIONSHIPS AND PARTNERSHIPS

We work cooperatively and in partnership with our regional partners. An understanding exists, through the Yorkton Planning District, that Yorkton needs room to grow while respecting the preservation of rural and agricultural activities in our neighbouring Rural Municipalities. We work with our neighbouring First Nations on matters of land use planning, infrastructure development, cultural relations, and economic development. Cooperation amongst our neighbours and regional partners allows the region and Yorkton to reach its full potential and is based on good faith, open discussion and respect for each other's interests. We value partnerships that create lasting relationships with others.

### The following policies address cooperative planning and relationships:

- (1) Collaborate with the Rural Municipalities of Orkney and Wallace through the established Planning District, to continue to ensure both urban growth and rural land activities and interests are protected.
- (2) Pursue agreements, with neighbouring municipalities and First Nations that may address joint planning, future growth directions, and joint delivery of service, based on common interests of the region as a whole.
- (3) Develop inter-municipal processes that further open the lines of communication and contribute positively to activities undertaken by the Planning District.
- (4) Create plans and processes, collaboratively, that provide greater clarity for land use decisions in such areas as the rural-urban fringe, areas of mutual interest, regional corridors, and regional aquifer areas.
- (5) Construct a positive attitude to promote open communication so issues of concern can be detected early and resolved before they escalate into conflict.
- (6) Build and maintain open and effective channels of communication with our partners at political and administrative levels.
- (7) Nurture cooperative and collaborative relationships for resolving issues that acknowledge the shared destiny of our neighbours.
- (8) Participate with municipalities, authorities and agencies in forums to address important issues in the region.
- (9) Create plans and processes that provide greater certainty for land use decisions where impacts cross municipal boundaries.
- (10) Continue to work cooperatively with our neighbours to achieve:
  - (a) Compatible land use and future growth patterns in our border areas;
  - (b) Ensure the protection of our environment;
  - (c) Create an integrated regional transportation system;
  - (d) Coordinate major infrastructure development; and,
  - (e) Cooperatively manage issues of common interest.
- (11) Use alternative approaches as appropriate to achieve these objectives, including:
  - (a) Discussions between municipal administrators;
  - (b) Joint Committees of Councils;
  - (c) Joint planning projects;
  - (d) Multi-lateral planning processes;
  - (e) Forums for inter-municipal issues; and,
  - (f) Participation in other organizations.
- (12) Generate products that may include:
  - (a) Joint planning strategies or other cooperative strategies;
  - (b) Jointly prepared statutory plans;
  - (c) Intermunicipal planning accords adopted by Council resolution; and,
  - (d) Statutory intermunicipal planning documents.



### 7.1.3 FIRST NATIONS RELATIONS

We collaborate with our First Nation neighbours in establishing Urban Reserves within our city through the Treaty Land Entitlement Act Framework Agreement.

The following policys address our First Nations relations:

- (1) Support the establishment of First Nations Reserve Land within and near the city limits, subject to appropriate agreements regarding matters such as:
  - (a) Compensation for loss of municipal taxation;
  - (b) Payment for municipal services; and
  - (c) Bylaw compatibility and compatibility of enforcement.

“ Treasure your relationships, not your possessions.”  
– Anthony J. D’Angelo





### 7.1.3 REGIONAL ECONOMIC PLANNING

We strengthen and expand our role as a regional centre for shopping, business, health, education, tourism and services through collaboration and cooperation with our regional partners. Our common interests, spanning from transportation, aquifer and natural area protection, regional economic opportunities and affordable housing require us to engage cooperatively for the region to benefit as a whole.

#### The following policies address regional economic planning:

- (1) Cooperate with the School Divisions, the Parkland College, the Sunrise Health Region, the Yorkton Chamber of Commerce, the Yorkton Business Improvement District, and the Yorkton Airport Authority in planning initiatives and development and operation strategies.
- (2) Work with regional partners on implementing the Yorkton and Area Aquifer Protection Plan to protect environmentally sensitive areas and source water in the region.
- (3) Work with regional partners, organizations, and private landowners to protect, preserve, and enhance Yorkton Creek as a valuable natural resource for the region.
- (4) Work with neighboring municipalities and the Ministry of Transportation and infrastructure, to undertake coordinated and integrated planning for land adjacent to primary highways to improve transportation management and maintain a functional highway network.
- (5) Support the efficient movement of goods through this region with compatible land use planning along major transportation routes.
- (6) Plan for industrial land development within the city that complements development in the neighboring municipality and transportation linkages and industry requirements.
- (7) Participate with other municipalities in planning to meet regional affordable housing needs within the context of this region.
- (8) Work with regional partners and others to develop, implement and monitor an integrated environmental protection strategy based on a cumulative effects management approach.
- (9) Maintain Yorkton's key role in the region as a centre for wealth creation and business and employment opportunities by ensuring a sufficient supply of land for new business and industrial growth.
- (10) Support improvements at the Yorkton Regional Airport by participating with regional partners in an integrated land use and transportation planning approach for the future extension of services to the airport.
- (11) Participate in a coordinated regional planning approach to address issues affecting the airport.
- (12) Cooperate with other municipalities to attract economic activity to the region.
- (13) Cooperate with the other municipalities to build local economic capacity in the region, including agriculture and agri-food industries.
- (14) Cooperate with local recreation, tourism and cultural groups to promote Yorkton as a tourism destination and support event programming such as the Yorkton Film Festival, sporting events, entertainment and other programs that draw visitors to the region.











## PART EIGHT

# IMPLEMENTING OUR PLAN

### INTRODUCTION

- 8.1 AUTHORITY
- 8.2 HOW OUR PLAN FITS THE STATUTORY FRAMEWORK
- 8.3 MANDATE
- 8.4 RESPONSIBILITIES
- 8.5 IMPLEMENTATION STRATEGY
- 8.6 SUPPORTING PLANS
- 8.7 BUDGET
- 8.8 MONITORING AND PERFORMANCE MEASURES
- 8.9 AMENDMENTS
- 8.10 ZONING BYLAW
- 8.11 OTHER IMPLEMENTATION TOOLS
- 8.12 OTHER





Boer War Volunteers : 1899



Seeding Bee : 1948

## INTRODUCTION

The policies from **Our City: Our Future** applies to City of Yorkton's strategies, programs, and services, and their implementation will require coordination between city departments, community and governmental agencies, adjacent municipalities, senior tiers of government and First Nations. This Plan is intended to manage growth and change in Yorkton to 2036.

The future described in **Our City: Our Future** cannot be achieved all at once. Over the life of this Plan, growth will likely occur slowly at times, more rapidly at times, and in somewhat different patterns and sequences than is contemplated. An effective plan must be flexible enough to succeed within a range of likely conditions, and be adjusted as those conditions are monitored and evaluated, while maintaining a steady aim at its ultimate goals.

The city intends **Our City: Our Future** will be implemented, reviewed, and from time to time amended, in accordance with the provisions and procedures set out in legislation and the OCP itself.

## 8.1 AUTHORITY

Established under the authority of provincial legislation, the Council of the City of Yorkton has prepared and adopted **Our City: Our Future** to provide the city with goals, objectives and policies relating to the next twenty-five years of future growth and development within the community.

Provincial legislation provides areas **Our City: Our Future** must address through policies. In addition, it may address other matters as they relate to land use and development in a city.

The Statements of Provincial Interest (SPI) apply to community planning and development in the province. Provincial legislation enacts these statements and requires every official community plan and zoning bylaw to be consistent with them. The SPI address the following:

- (a) Agriculture and Value- Added Agribusiness;
- (b) Biodiversity and Natural Ecosystems;
- (c) First Nations and Métis Engagement;
- (d) Heritage and Culture;
- (e) Inter-municipal Cooperation;
- (f) Mineral Resource Exploration and Development;
- (g) Public Safety;
- (h) Public Works;
- (i) Recreation and Tourism;
- (j) Residential Development;
- (k) Sand and Gravel;
- (l) Shore Lands and Water Bodies;
- (m) Source Water Protection; and
- (n) Transportation.

Our Plan incorporates, insofar as practical, The Statements of Provincial Interest Regulations.

## 8.2 HOW OUR PLAN FITS THE STATUTORY FRAMEWORK

**Our City: Our Future** provides the community with a means to coordinate growth over the next twenty-five years. This Plan is an overarching document that directs growth for the community and is implemented through the Zoning Bylaw and other bylaws and policies of the city. Figure 8.1 in Appendix 1 illustrates the hierarchy of statutory plans and bylaws and where **Our City: Our Future** fits. This Plan coordinates the regulations and policies of the senior tiers of government with city regulations and policies to create a livable community. This Plan, in a sense, creates a bridge between levels of government and different sectors of the community to create a healthy and vibrant city.

## 8.3 MANDATE

**Our City: Our Future** fulfills the requirements of provincial legislation as well as regulations. It incorporates the principles from The Statements of Provincial Interest Regulations. This Plan supersedes Bylaw No. 15-03 adopted as Plan Yorkton in 2003.

The purpose of this Plan is to, *“provide a comprehensive policy framework to guide the physical, environmental, economic, social and cultural development of the municipality or any part of the municipality”*. This Plan meets the requirements of provincial legislation by addressing:

- Future growth and development within Yorkton;
- Coordination of land use, future growth patterns and public works with other municipalities;
- Provision of municipal services and facilities;
- Contain statements of policy relating to the physical environmental, economic, social or cultural development of the municipality that the council considers advisable; and,
- Contain mandatory statements on sustainable current and future land use and development, current and future economic development, the management of hazardous or sensitive lands, source water protection and implementation of the Plan.

This Plan will be implemented over a twenty-five year planning horizon.

## 8.4 RESPONSIBILITIES

City Council exercises its authority within the mandate of municipal governments prescribed by the Cities Act. City Council has the responsibility of approving **Our City: Our Future** and future amendments thereto. The Minister has the responsibility of approving this Plan on behalf of the province. City Council has the authority to approve subsidiary plans, policies, programs and activities that will implement **Our City: Our Future** and to approve the budgets associated with these implementation activities.

City administration operates under the direction of City Council and has responsibility for preparing the subsidiary plans and policies and undertaking the programs and activities that support implementation of **Our City: Our Future**.

District Official Community Plan must recognize the importance of Yorkton as an important service centre for the region and should complement it with respect to planning and development along the fringes of the city.

The Yorkton District Planning Commission is a decision making body responsible for planning within the urban fringe. This authority must be cognizant of the contents of this Plan. The



## 8.5 IMPLEMENTATION STRATEGY

**Our City: Our Future** will be implemented in partnership with all departments and shared with our partners. Implementation will require a combined corporate, community and private sector effort to deliver the anticipated outcomes and performance expectations. This Plan will be adopted in conjunction with a Zoning Bylaw and a Sign Bylaw.

Implementation of **Our City: Our Future** will be supported through the activities of the Planning Services Division.

There are several strategies that flow out of **Our City: Our Future** that will shape our community in the future. These include:

**Corporate and strategic planning:** Create a better organization, a better city, and a high standard for municipal government through vision, awareness and education, participation and action.

**Land management and capital development:** Ensure a sustainable capital and land program that meets community needs and priorities, balances form, function, growth, and replacement requirements.

**Livability:** Maintain and enhance our community's high level of vibrancy, wellness and quality of life.

**Strategic financial planning:** Uphold financial management practices which are accountable, efficient and maximize resource use for the community's benefit.

Community, stakeholder and industry involvement will come through partnerships and cooperation in joint activities. This can be supported by individual departments through activities with City Council and various committees, organizations, agencies and community groups.

## 8.6 SUPPORTING PLANS

Implementation of this Plan requires an integrated approach with supporting plans as shown earlier. It is expected that this Plan will be implemented with the use of supporting plans, policies, strategies, guidelines, programs and activities over the next twenty-five years.

## 8.7 BUDGET

The implementation of **Our City: Our Future** must be achieved in a fiscally efficient and effective manner. Our residents are interested in knowing that our long-term financial strategies are in place and monitored on an ongoing basis. The city has a key role in ensuring service delivery occurs in a timely and effective manner that maximizes the resources available to it.



## 8.8 MONITORING AND PERFORMANCE MEASURES

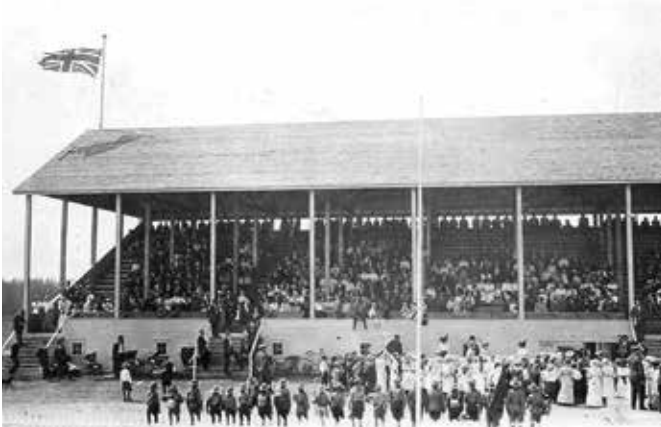
This Plan will be monitored through city departments' business plans. Monitoring will identify trends and emerging policy issues over time, show year to year changes that establish a pattern and provide information that will have true value for public accountability, budgeting and delivery of planning services.

Monitoring will establish if the Plan needs to be revisited due to unforeseen changes related to growth or economic projections.

## 8.9 AMENDMENTS

City Council when considering an amendment to **Our City: Our Future** will have regard for the policy framework established within this Plan and the impact that a change will have to that framework.

**Our City: Our Future** provides a framework to guide development and growth decisions in this municipality over a twenty-five year period. City Council will evaluate the need to review and update this Plan when that period is reached or as needed.



## 8.10 ZONING BYLAW

The Zoning Bylaw will be the principal method of implementing the objectives and policies contained in **Our City: Our Future**, and will be adopted in conjunction herewith.

### 8.10.1 PURPOSE

The purpose of the Zoning Bylaw is to control the use of land providing for the amenity of the area within Council's jurisdiction and for the health, safety and general welfare of the inhabitants of the city.

### 8.10.2 CONTENT AND OBJECTIVES

The Zoning Bylaw will implement the land use policies contained in **Our City: Our Future** by prescribing and establishing zoning districts for residential uses, community service uses, retail and other commercial uses, industrial uses, future urban development lands and restricted development lands. Regulations within each district will govern the range of uses, site sizes, setbacks, building locations, off-street parking, landscaping and so forth.

### 8.10.3 AMENDMENT OF THE ZONING BYLAW

When considering applications to amend zoning regulations or standards, or requests for the rezoning of land, Council shall consider such proposals within the context of:

- |  |   |
|--|---|
| <p>(1) The nature of the proposal and its conformance with all relevant provisions of this Official Community Plan.</p> <hr/> <p>(2) The need to foster a rational pattern of relationships among all forms of land use and to protect all forms of land use from harmful encroachments by incompatible uses.</p> <hr/> <p>(3) The need for the form of land use proposed and the supply of land currently available in the general area capable of meeting that need.</p> | <p>(4) The capability of the existing road system to service the proposed use and the adequacy of the proposed supply of off-street parking.</p> <hr/> <p>(5) The capability of existing community infrastructure to service the proposal, including water and sewer services, parks, schools and other utilities and community services.</p> |
|--|---|

### 8.10.4 CONTRACT ZONING

- (1) Where an application is made to Council to rezone land to permit the carrying out of a specified proposal, Council may, for the purpose of accommodating the request, enter into an Agreement with the Applicant pursuant to provincial legislation.
- 
- (2) Council may enter into an agreement with the applicant setting out a description of the proposal and reasonable terms and conditions with respect to:
- (a) the uses of the land and buildings and the forms of development.
  - (b) the site layout and external design, including parking areas, landscaping and entry and exit ways.
  - (c) any other development standards considered necessary to implement the proposal, provided that the development standards shall be no less stringent than those set out in the requested underlying zoning district.
- 
- (3) Council may limit the use of the land and buildings to one or more of the uses permitted in the requested zoning district.

### 8.10.5 USE OF THE HOLDING SYMBOL “H”

- (1) Pursuant to Provincial legislation, Council may use the Holding Symbol “H” in conjunction with any zoning district designation, to specify the use to which lands or buildings may be put at any time that the holding symbol is removed by amendment to the Zoning Bylaw.
- 
- (2) Council may use the Holding Symbol “H” to accommodate multiple phase subdivisions and developments.
- 
- (3) In making a decision as to whether to remove the Holding Symbol “H” by amendment to the Zoning Bylaw, Council shall consider whether the development has progressed to a point where extension of municipal services is appropriate.

## 8.11 OTHER IMPLEMENTATION TOOLS

### 8.11.1 SUBDIVISION APPLICATION REVIEW

In reviewing any application for subdivision, Council shall indicate support for such application only when it has:

- (1) Ensured that all policies and guidelines established regarding occupancy levels, development standards and design of the subdivision, as set out in **Our City: Our Future**, have been satisfied.
- (2) Ensured that the application is in conformity with the Zoning Bylaw.
- (3) Negotiated the terms of a servicing agreement, if required, with the applicant.
- (4) Determined its wishes with respect to the dedication of lands.

### 8.11.2 DEDICATED LANDS

- (1) When reviewing any application for subdivision, Council may have unstable or flood-prone areas set aside as environmental reserve and/or municipal reserve, as a condition of subdivision approval, pursuant to Provincial legislation.
- (2) Pursuant to The Act, Council may require the owner of land that is the subject of a proposed subdivision to provide money in place of all or a portion of land that would otherwise be required to be dedicated as municipal reserve.

### 8.11.3 MUNICIPAL LAND BANKING

- (1) Where private development of land for urban purposes is not occurring to meet the City's land use requirements, Council may undertake to acquire land for subdivision or development to meet such demand. Council will determine a suitable pricing system for resale of any lots developed.

### 8.11.4 LAND EXCHANGE AND PURCHASE

- (1) To facilitate the relocation of non-conforming uses, Council may consider a program for acquiring such sites, or for exchanging municipally owned land in an appropriate area of the City for the relocation of those uses.

### 8.11.5 BUILDING BYLAW AND PROPERTY STANDARDS BYLAW

- (1) Council will use the Building Bylaw and Property Standards Bylaw to provide standards for the construction, repair and maintenance of buildings and property within the community as well as ensuring acceptable physical conditions. Provisions for occupancy permits and inspections are included in the bylaws.



- (1) In accordance with Provincial legislation, the Council may establish, by separate bylaw, development levies for the purpose of recovering all or a part of the capital cost of providing, altering, expanding or upgrading services and facilities associated with a proposed development within existing subdivided areas. Such bylaw must be based on studies to establish the cost of municipal servicing and recreational needs and on a consideration of future land use and development and the phasing of associated public works.
- (2) In accordance with Provincial legislation, the municipality may establish, by Council resolution, a schedule of development specifications and servicing fees to be used by the municipality as the basis for the negotiation of servicing agreements with proponents of new subdivision development. Such servicing specifications will provide a consistent set of development standards for provision of direct services by developers in new subdivision development. The schedule of fees will be based on the identification of overall services and public works that the municipality anticipates will be needed as a result of new subdivision development for a specified term. Offsite service fees for individual developments will be established based on a calculation of the servicing needs being created by that individual development as a part of the municipalities' overall servicing needs.

## 8.11.7 CONCEPT PLANS

- (1) In the interests of ensuring a comprehensive and planned approach to development, a developer may be required to prepare a concept plan for an entire area that will ultimately be developed for residential, commercial or industrial purposes and submit supporting documentation, where appropriate, as follows:
- (a) Reports, prepared by professionals certified to assess relevant factors, to assess the geotechnical suitability of the site, susceptibility to flooding or other environmental hazards, including potential site contamination, together with any required mitigation measures. These measures may be attached as a condition for a development permit approval.
  - (b) Engineering reports to address concerns such as availability of water supply, surface water drainage, and sewage treatment and disposal.
  - (c) The initial concept plan shall provide an integrated layout for the total development as envisioned, showing road layout and access to external public roads, phasing of development, and dedicated lands. Connectivity from the development area to existing areas of the City for pedestrians as well as vehicles will be an important consideration by Council. Once the initial concept plan has been accepted by Council, and subdivision and development commences, no subsequent subdivision that is inconsistent with the approved concept plan and all policies in this document will be permitted without approval of a revised concept plan.

Council may adopt concept plans, and agreed upon amendments to concept plans pursuant to Provincial legislation.

## 8.11.8 DIRECT CONTROL DISTRICTS

- (1) In accordance with provincial legislation, where it is considered desirable to exercise particular control over the use and development of land and buildings within a specific area, Council may, in the Official Community Plan and Zoning Bylaw, designate an area as a Direct Control District (DCD).
- (2) Direct Control Districts are intended to provide for developments that, due to their unique characteristics, innovative ideas, environmental site constraints, historical significance or unusual site constraints, require specific regulations unavailable in other land use districts.
- (3) Criteria utilized in the evaluation of development in DCDs shall be as follows:
  - (a) The development shall successfully integrate with adjacent land uses and development;
  - (b) The development shall be economically, physically, and socially sustainable;
  - (c) The development shall conform to the overall goals and objectives of this Plan;
  - (d) The development is not premature in terms of the provision of supportive municipal infrastructure;
  - (e) The development manages significant impacts on environmental and heritage resources; and
  - (f) The development shall be appropriately serviced providing for adequate off-street parking and loading facilities, as well as special considerations for site layout and landscaping.
- (4) A development proponent may proceed with an application for the designation of land to Direct Control District by amendment to this Plan and the Zoning Bylaw. The application shall include a Conceptual Site Development Plan showing the intended site layout and building envelopes, the intended use of land and the proposed density and phasing of development.
- (5) The Council shall evaluate each application on its merits and its conformity with the provisions of this Plan and make a determination respecting the approval or refusal of the designation request.
  - (a) Subject to its approval of the designation request, the Council shall direct the Development Officer to prepare draft bylaw amendments to this Plan and to the Zoning Bylaw to incorporate provisions for the requested Direct Control District.
  - (b) The amending bylaws shall designate the Direct Control District by "DCD(#)". The amendment to this Plan shall contain guidelines applicable to the review and approval of detailed plans and drawings for the development. The Conceptual Site Development Plan shall be appended to this Plan.

## 8.12 OTHER

### 8.12.1 FURTHER STUDIES

- (1) When necessary, Council will undertake such studies or programs required to facilitate and encourage the growth and development of Yorkton.

### 8.12.2 COOPERATION AND INTER-JURISDICTIONAL CONSIDERATION

- (1) Council shall cooperate with senior governments, other municipalities, public and private agencies and First Nations to implement **OUR CITY: OUR FUTURE**.

### 8.12.3 PROGRAMS

(1) Council shall participate in senior government economic development, public utility, resource enhancement, housing, social and environmental protection programs and projects, where such will help in achieving its goals and objectives.

### 8.12.4 PROVINCIAL LAND USE POLICIES AND INTERESTS

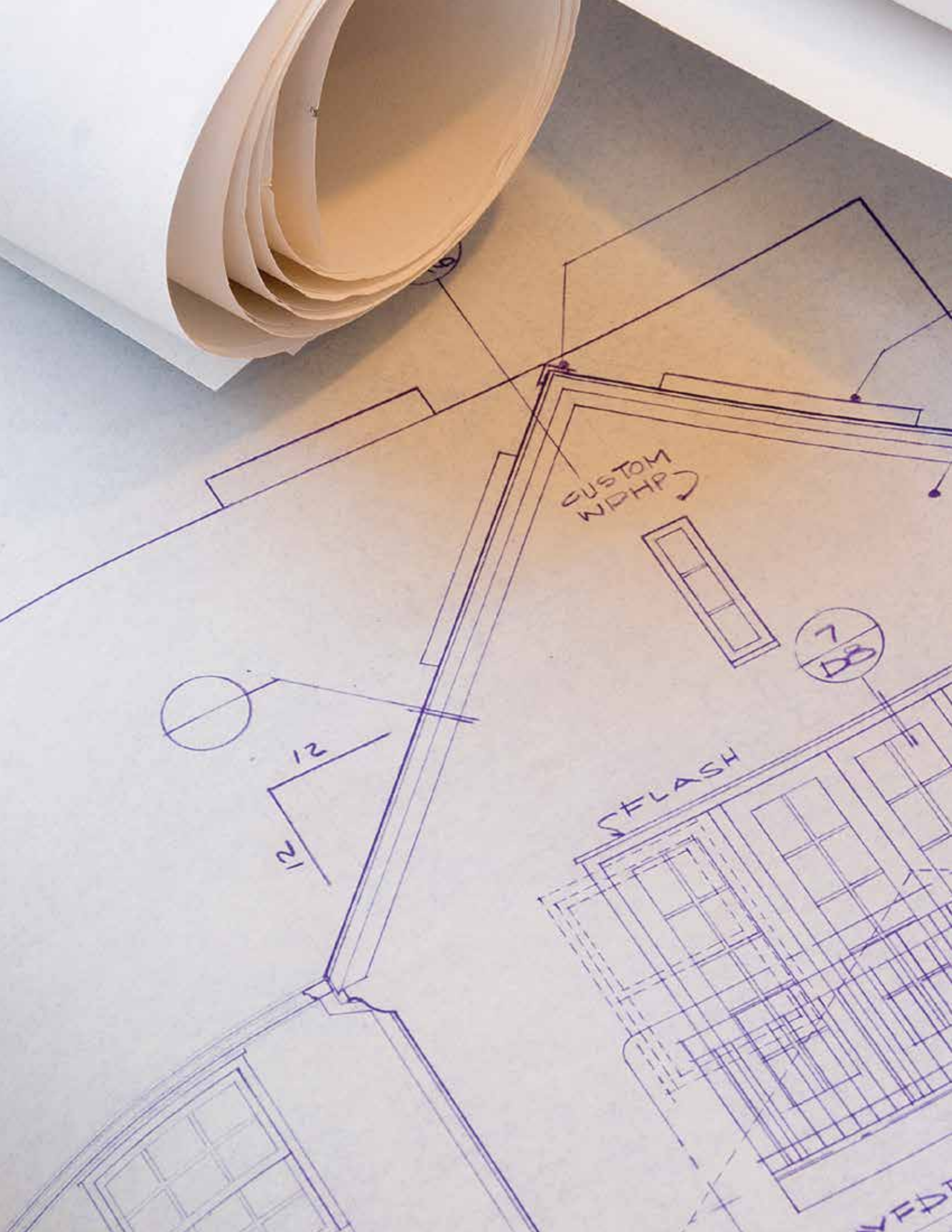
(1) This bylaw shall be administered and implemented in conformity with applicable provincial land use policies and interests, statutes and regulations and in cooperation with provincial agencies.

### 8.12.5 BINDING

(1) Subject to Provincial legislation, **OUR CITY: OUR FUTURE** shall be binding on the city, the Crown, and all other persons, associations and other organizations, and no development shall be carried out that is contrary to it.

### 8.12.6 DEFINITIONS

(1) The Zoning Bylaw definitions shall apply to **OUR CITY: OUR FUTURE**.



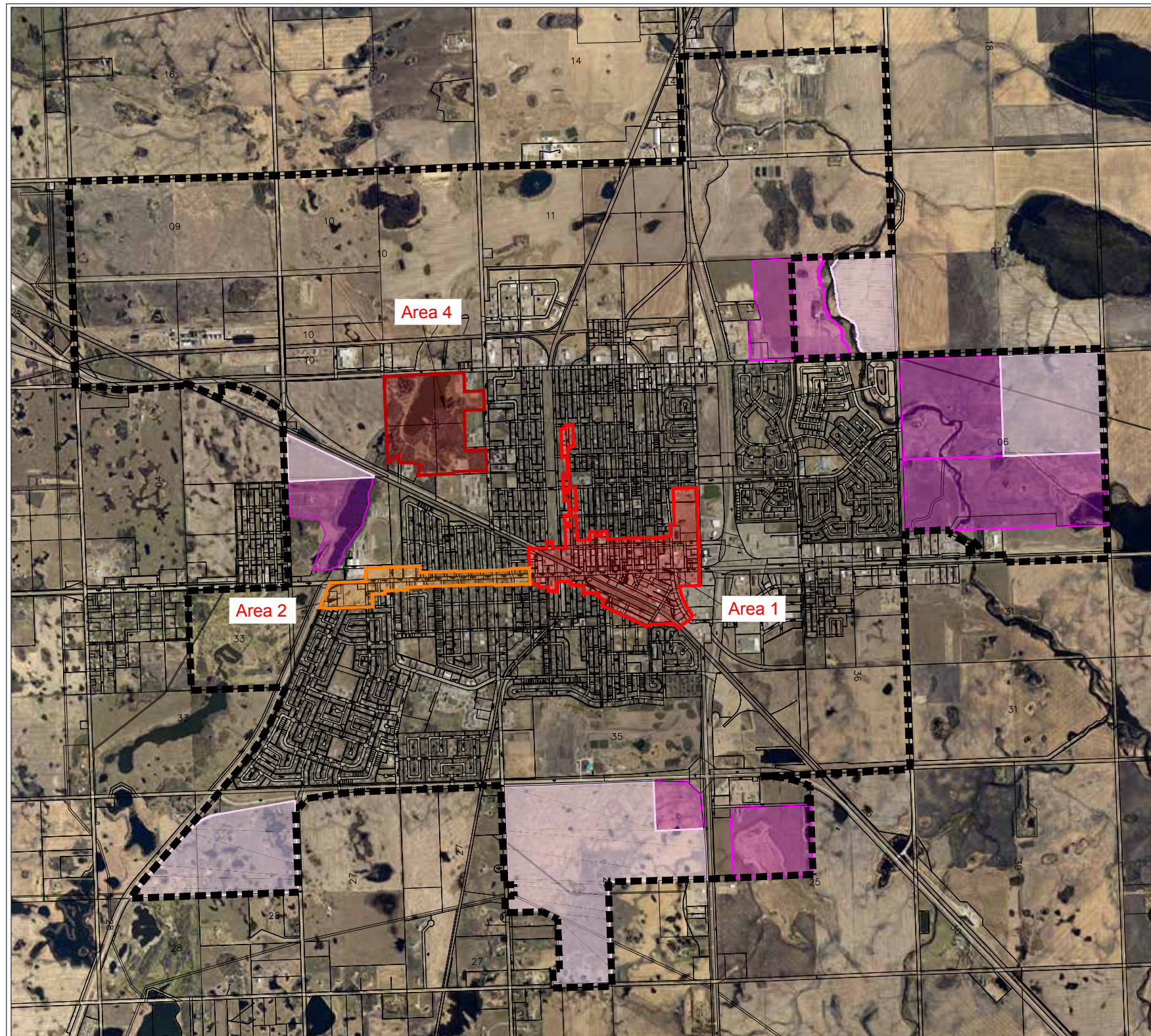










## PART NINE DRAWINGS

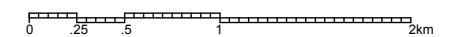
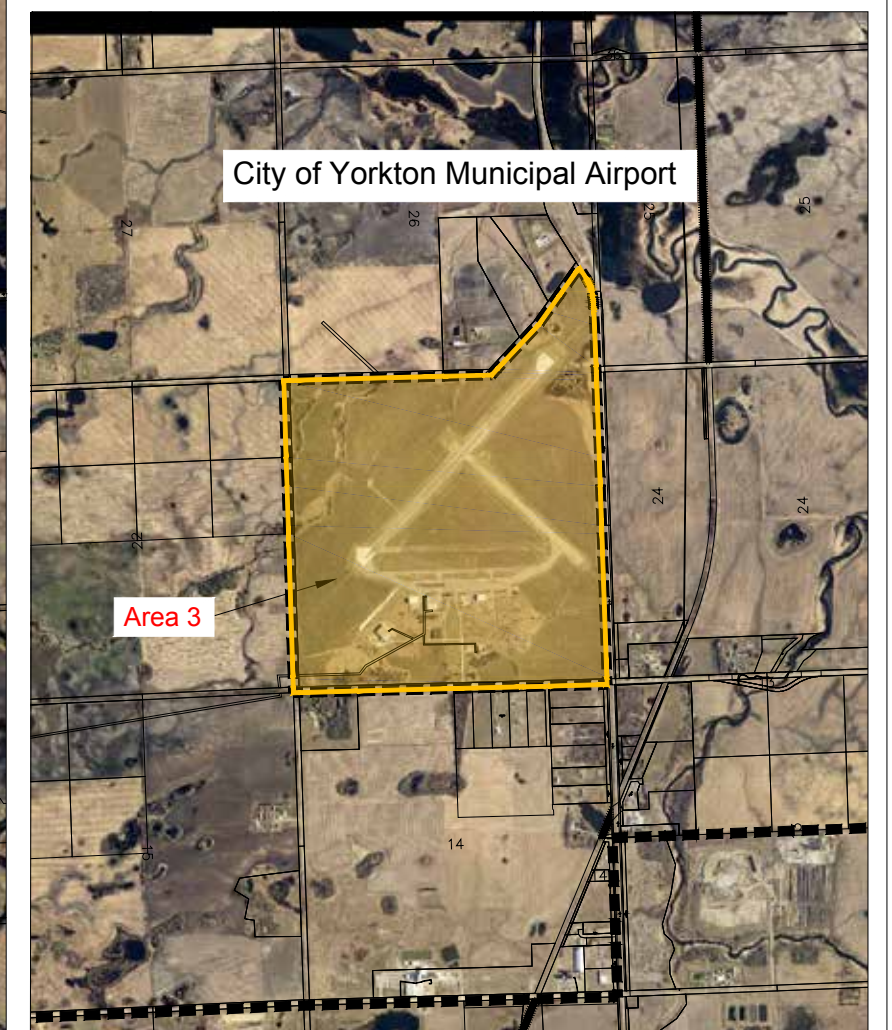
- DRAWING 1 DRAFT FUTURE LAND USE CONCEPT
- DRAWING 1A DRAFT FUTURE LAND USE CONCEPT
- DRAWING 2 DEVELOPMENT CONSTRAINTS
- DRAWING 3 ENVIRONMENTAL SENSITIVITY AND CONSERVATION VALUE
- DRAWING 4 POTENTIAL HERITAGE SENSITIVITY
- DRAWING 5 CITY OF YORKTON AIRPORT SURFACES



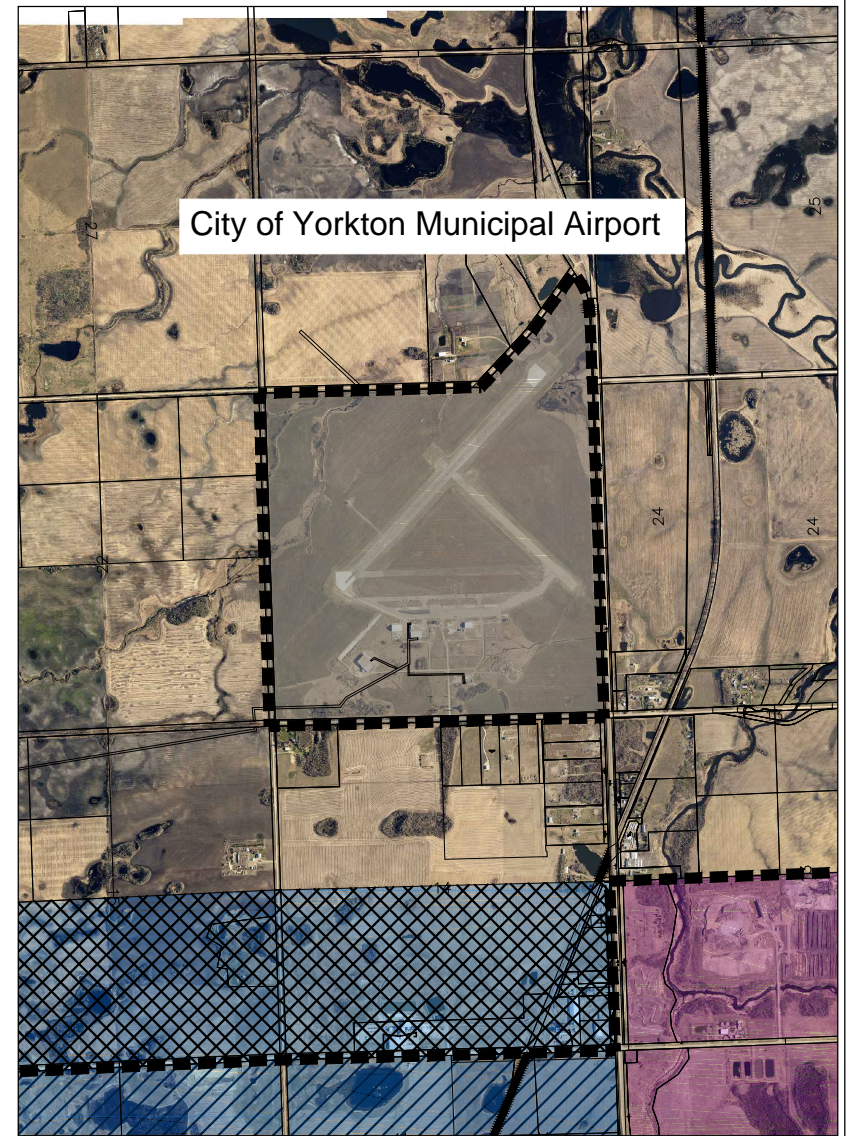
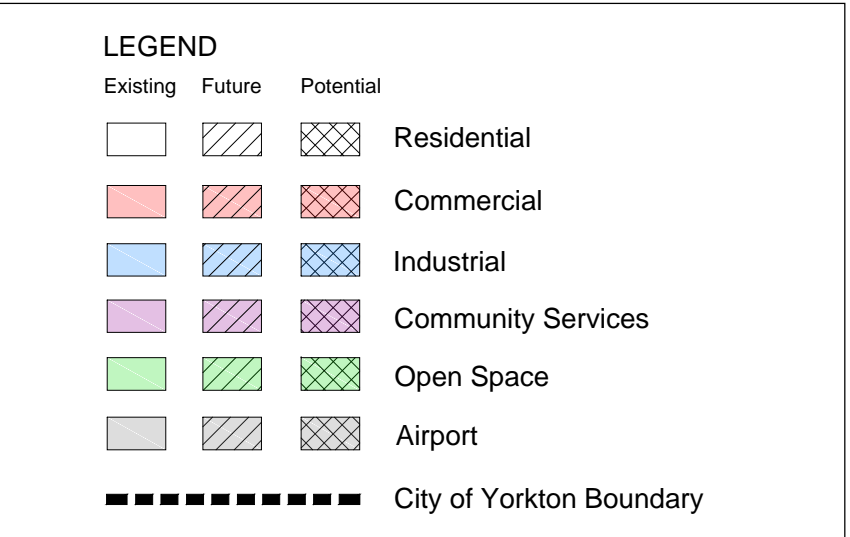
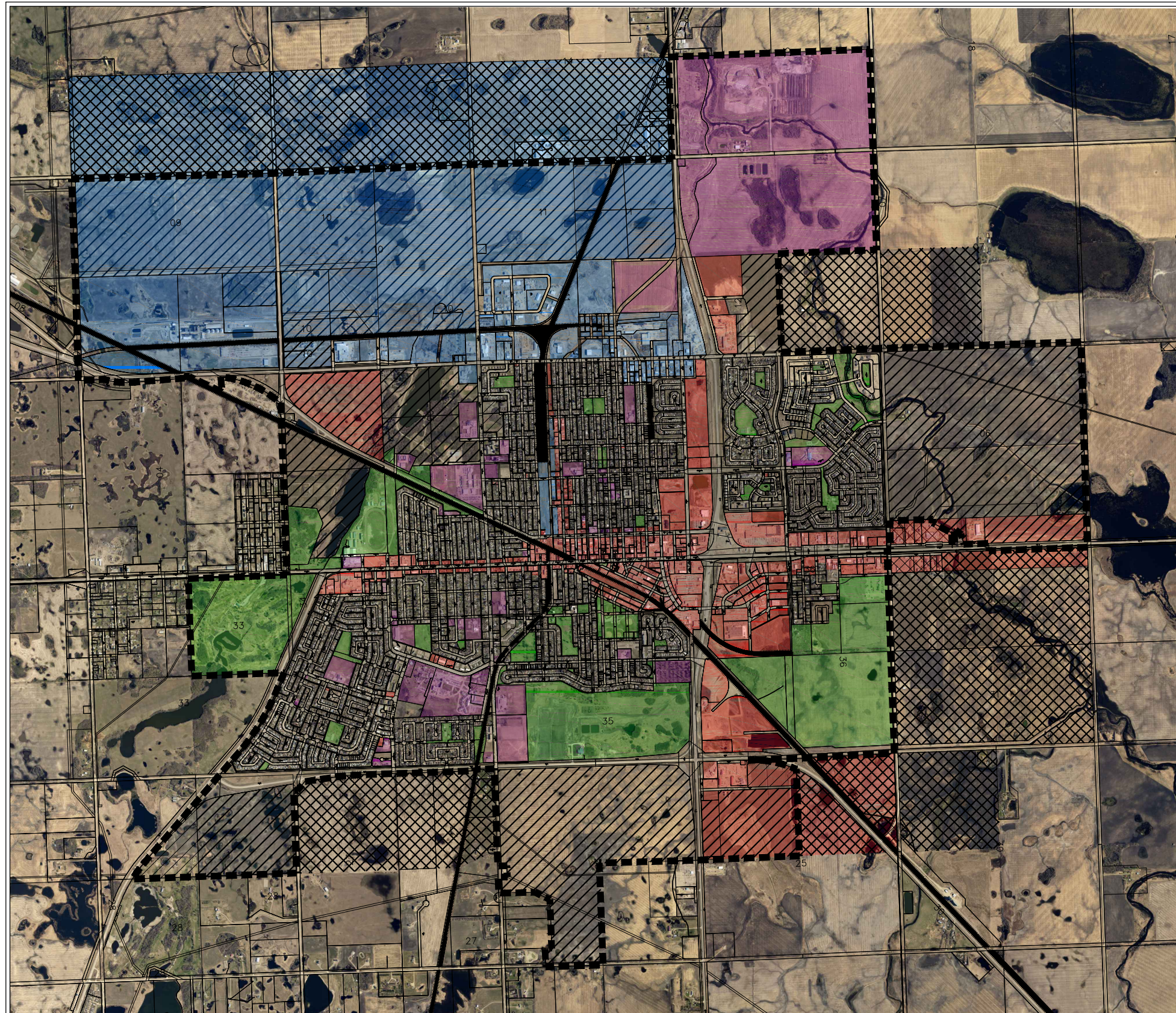


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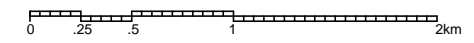
-  Phase I
-  Phase II
-  Intensification Area 1
-  Intensification Area 2
-  Intensification Area 3
-  Intensification Area 4



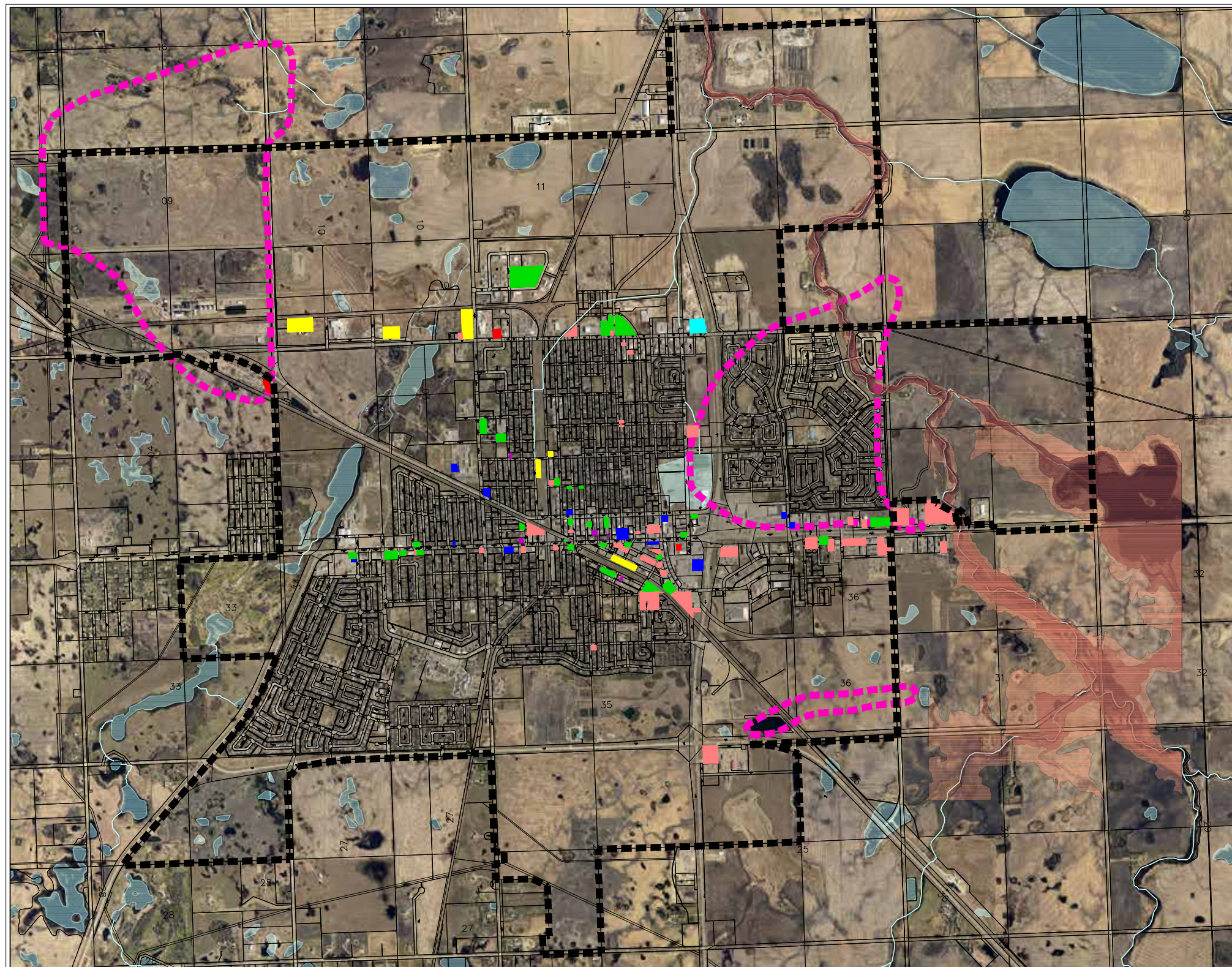




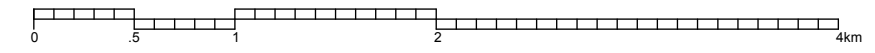
AMENDMENTS	
BYLAW:	21/2014
PUBLISHED DATE:	November 5, 2014



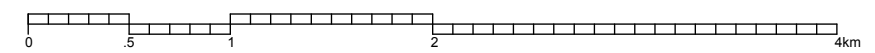
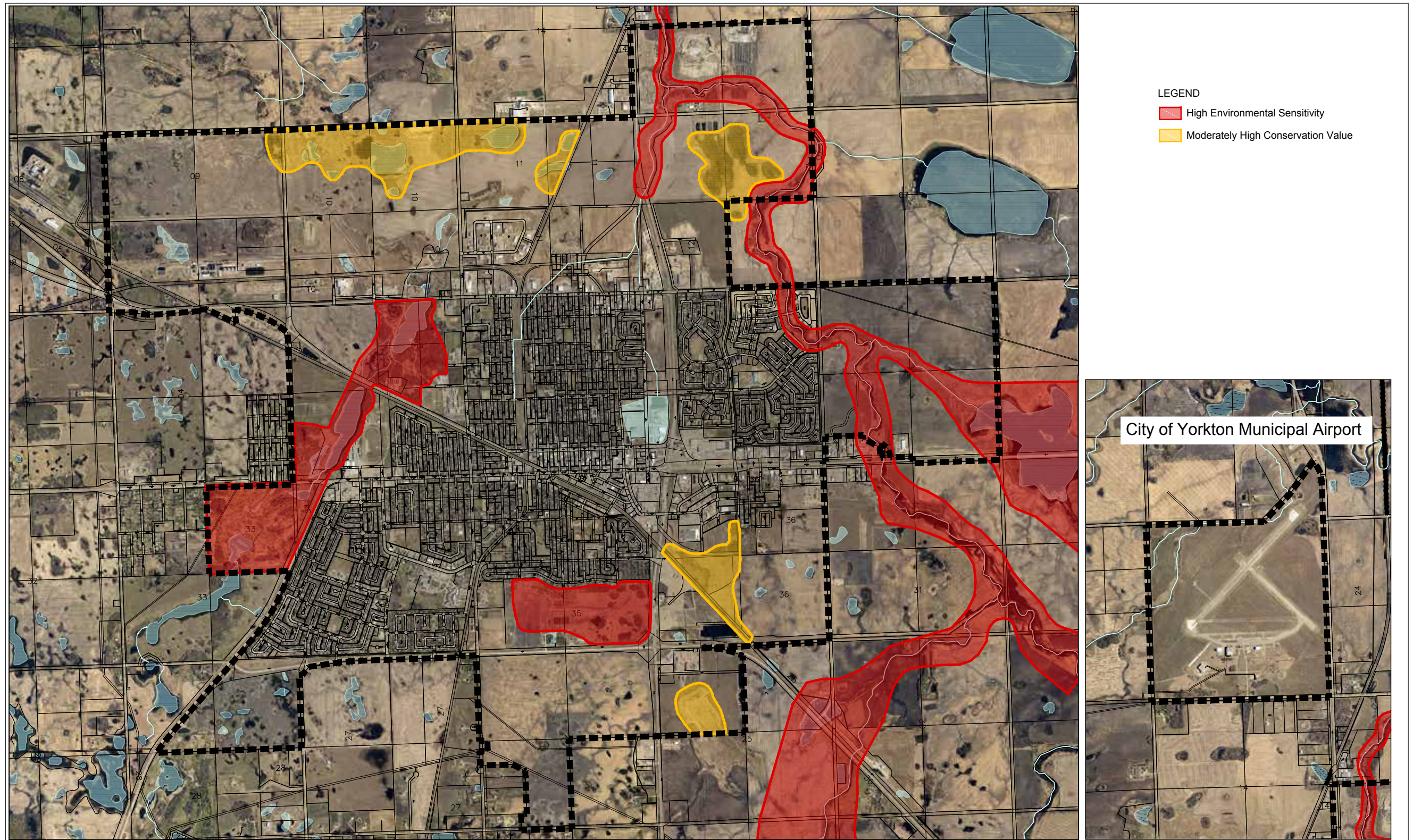




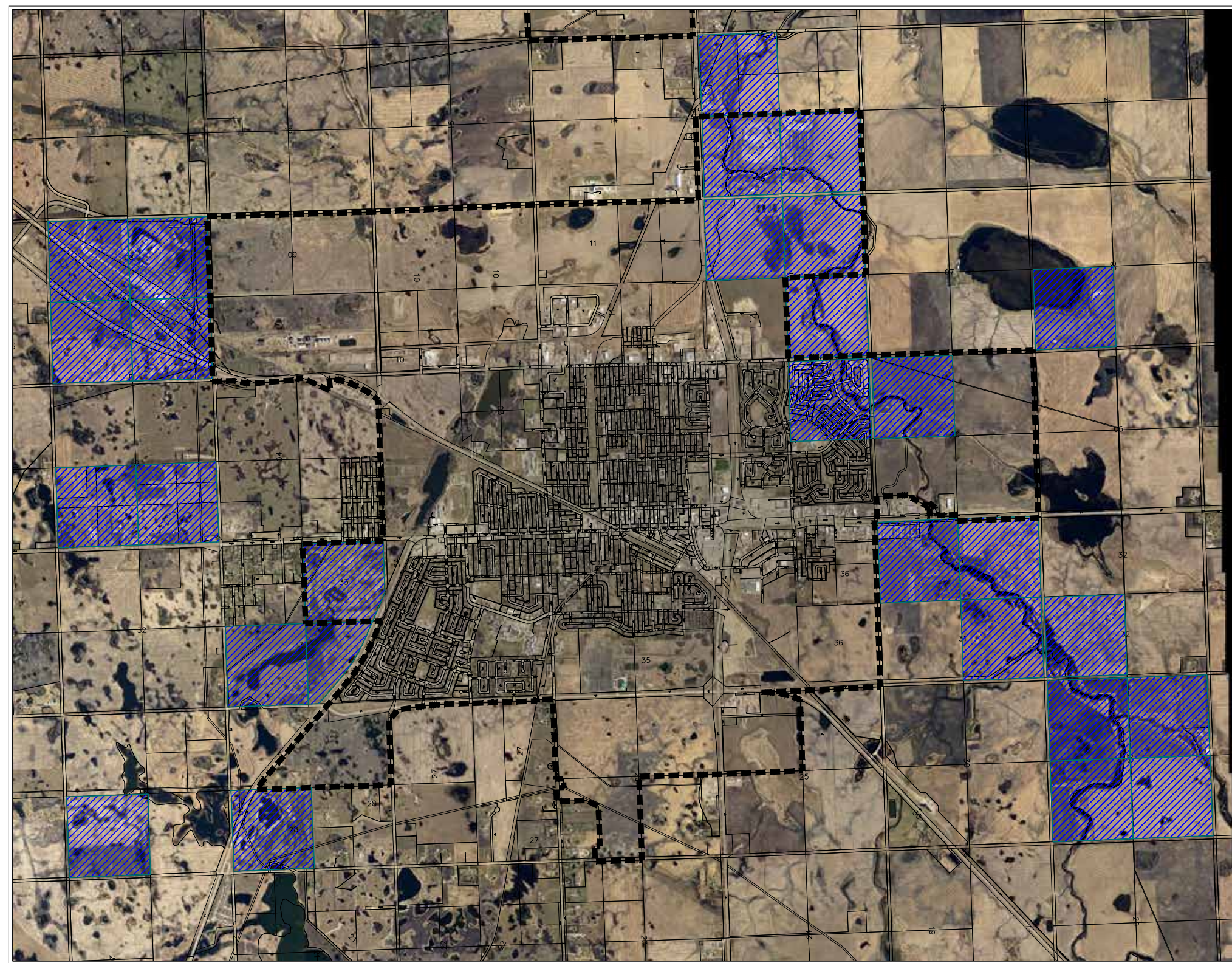
- LEGEND**
- Wetland
  - Waterbody
  - Designated Floodway Fringe
  - Designated Floodway
  - Water Course
  - Extremely High Aquifer Vulnerability
  - City of Yorkton Boundary
  - Potentially Contaminated Sites**
  - Oil Companies
  - Gases - Liquefied Petroleum
  - Remediated Sites
  - Concrete
  - Gasoline Stations
  - Fuel Dealers
  - Others






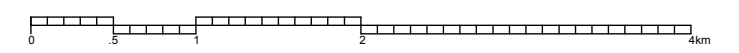




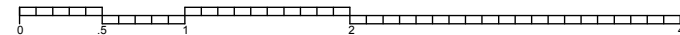
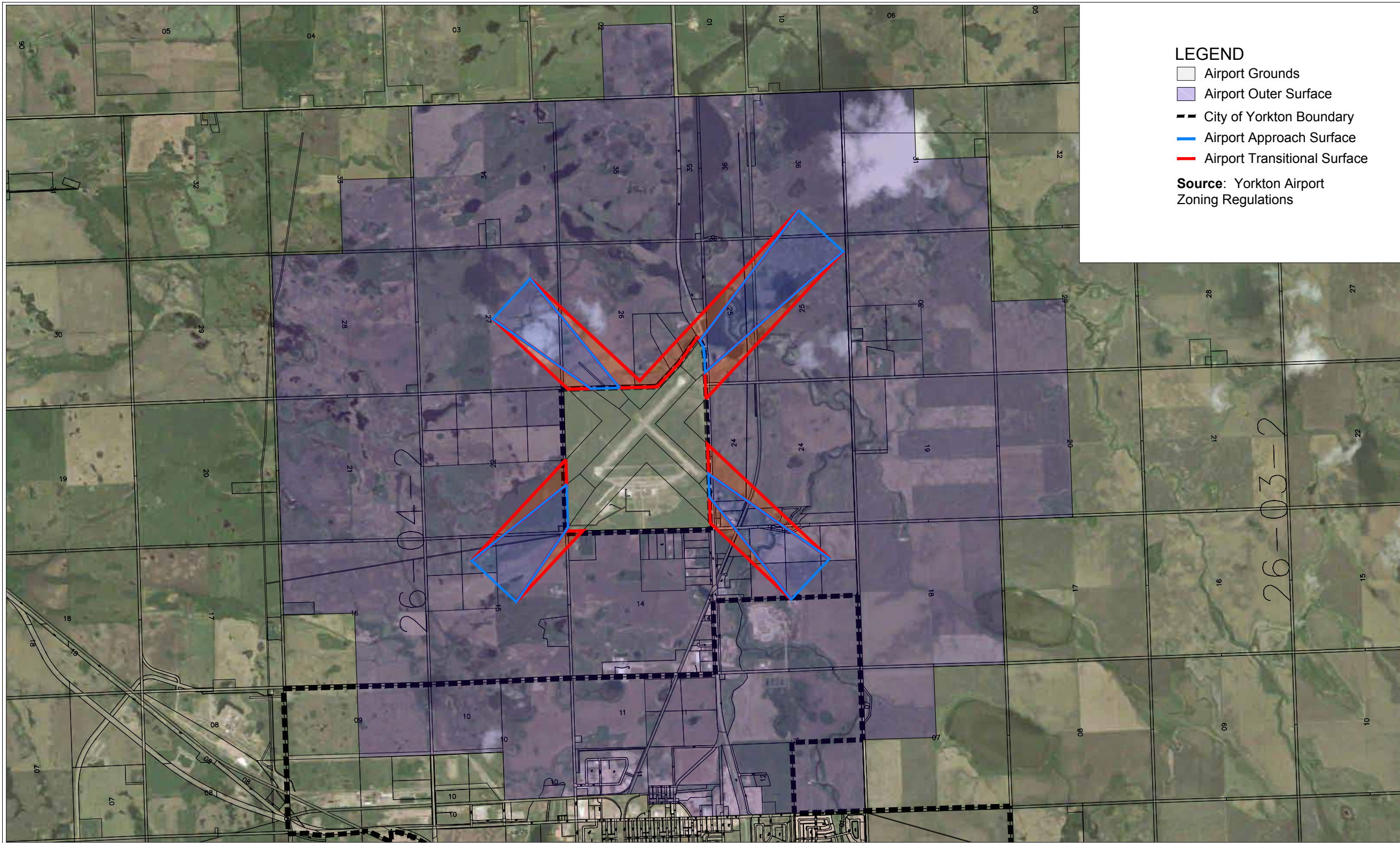


LEGEND

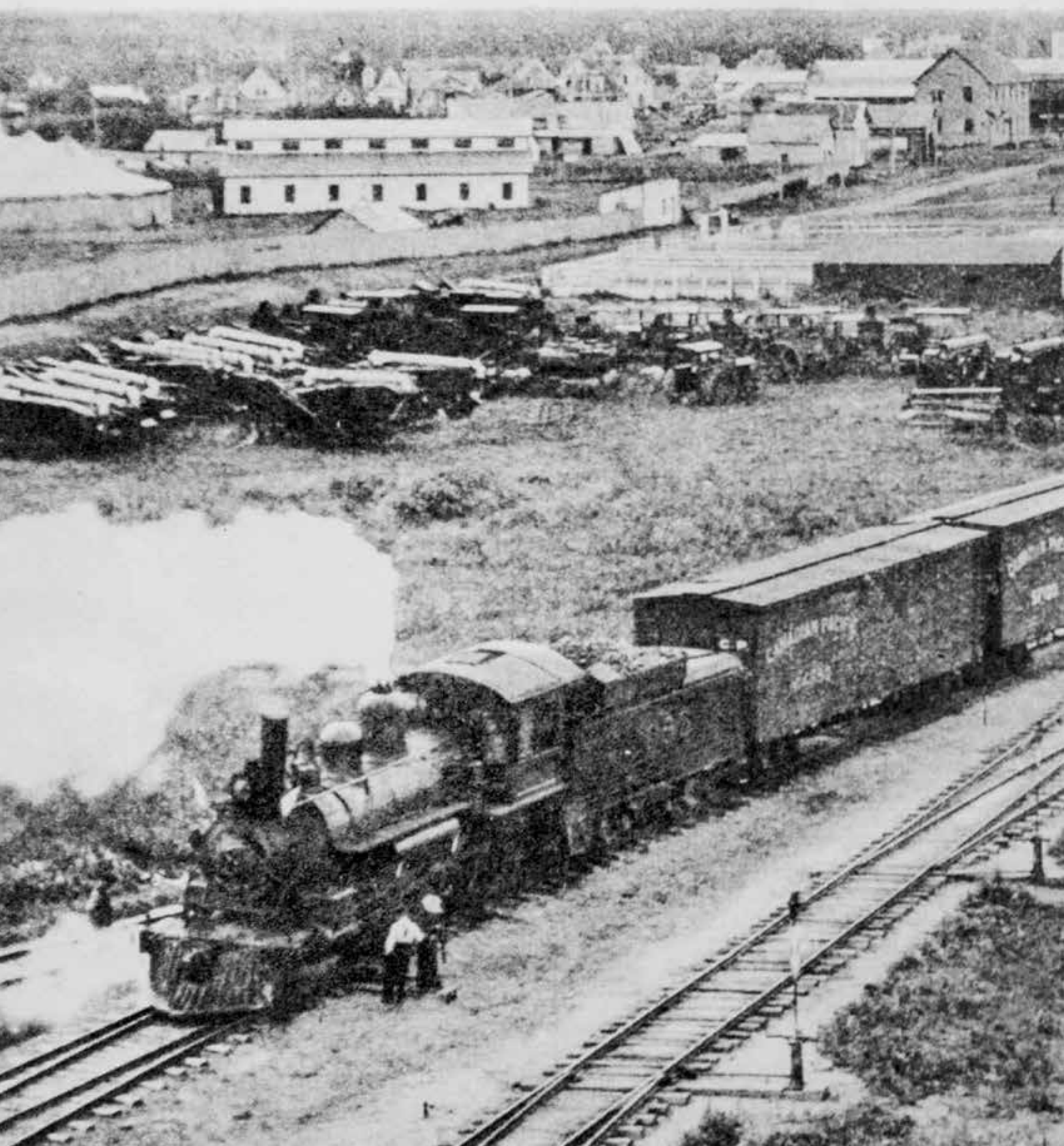
-  Requires Further Screening by Heritage Conservation Branch

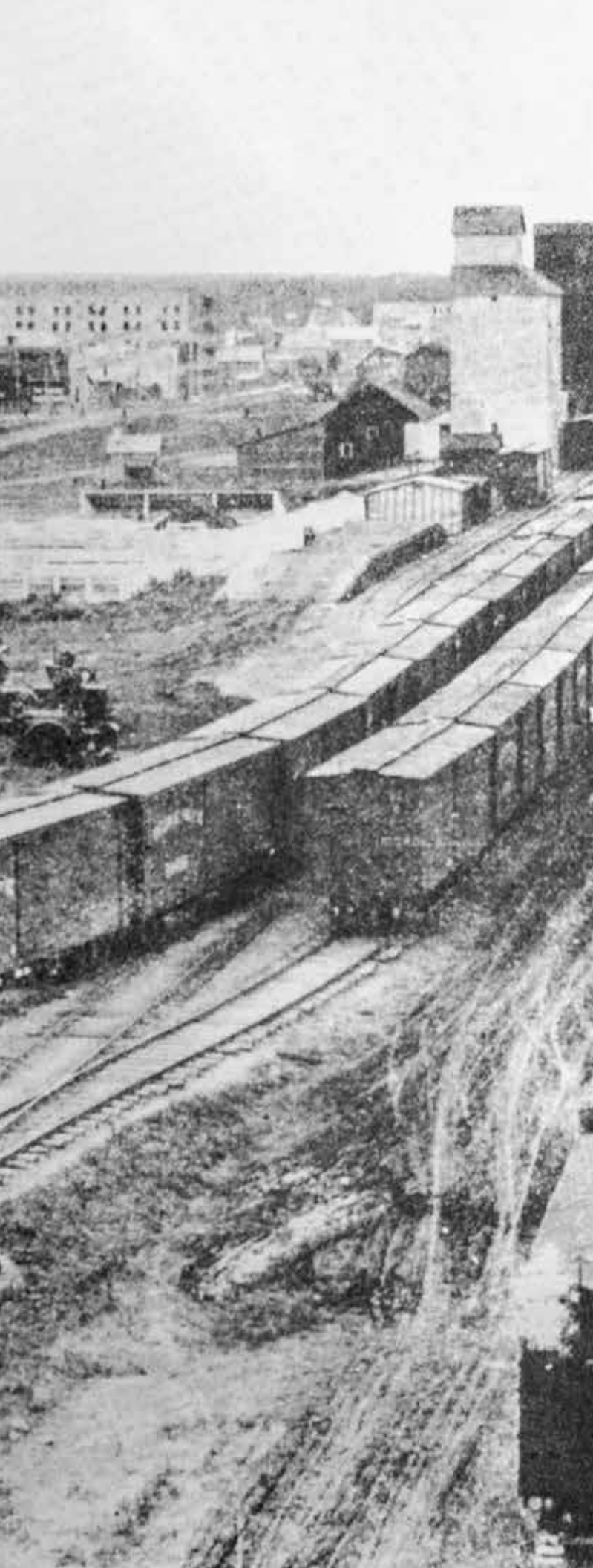












## PART TEN

# APPENDIX 1

TABLE 2.1	SUSTAINABILITY FEATURES FOR OUR COMMUNITY
FIGURE 2.3	OUR SUSTAINABLE FUTURE
TABLE 4.1	TYPES OF OPEN SPACE
TABLE 5.1	GROUNDWATER WELL PRODUCTIONS SUMMARY
TABLE 5.2	SUMMARY OF POTABLE WATER STORAGE RESERVOIRS
TABLE 5.3	COMPARISON OF STORAGE CAPACITY TO POPULATION
TABLE 5.4	POTABLE WATER DISTRIBUTION PIPING SUMMARY
TABLE 5.5	WATER SYSTEM CAPACITY SUMMARY AND PROJECTION
TABLE 5.6	SANITARY SEWER COLLECTION PIPING SUMMARY
TABLE 5.7	THEORETICAL WASTE WATER VOLUME PROJECTIONS
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**TABLE 2.1 SUSTAINABILITY FEATURES FOR OUR COMMUNITY**

<b>SUSTAINABILITY CHARACTERISTICS</b>	<b>DESCRIPTION</b>
DENSITY	Number of people, services or jobs per unit area (e.g., hectare, acre, square kilometre)
MIX OF USES	Combinations of compatible/synergistic land uses that may include commercial, residential (including live-work), institutional, cultural, retail, recreational, public and natural spaces or industrial within a geographic area or across several geographic areas.
MOBILITY OPTIONS	Quality of walking, cycling and public transit, including convenience, safety and comfort, sidewalk presence and condition; street design for safety and barrier free travel; attractive, useful and well-situated street furniture, street lighting, rights-of-ways, building set-backs and orientation to facilitate function and accessibility for pedestrians of all types.
CONNECTIVITY	The degree to which roads, pedestrian walkways, trails and cycling paths are connected so that moving from point A to B is relatively easy (i.e., directness of travel and availability of mobility choices); proximity to well-serviced public transit (i.e., frequency and reliability of service); degree to which natural heritage and hydrological systems are connected to where people live; block length (e.g., shorter blocks in a street grid system result in more intersections and better connectivity); degree to which natural/wilderness areas remain intact.
CONCENTRATED USES	The degree of concentration of businesses, residential, institutional and other activities in main areas (e.g., core areas, downtowns, main streets, business improvement areas, transportation nodes and corridors and employment areas).
STREET DESIGN AND MANAGEMENT	The scale and design of sidewalks and roads and how they are managed for various uses (e.g., narrower streets, traffic signaling and calming designs that regulate speed and volume); street networks that support and balance a variety of transport modes (e.g., public transit, walking, cycling and motorized vehicles); street-specific bicycle-friendly design; street lights that reduce night-time glare, uplight and light trespass (i.e., reduce night-light pollution in rural and urban areas).
BUILDING DESIGN	The scale and design of buildings in relation to street, neighbourhood or community character, barrier-free access, energy and water efficiency, set-backs, solar orientation, adaptability for future reuse and ability to accommodate all stages of life, and durability of building materials
GREEN INFRASTRUCTURE (natural and engineered green elements)	Infrastructure that improves energy efficiency, supply of renewable energy, promotes groundwater recharge, reduces storm water run-off, mitigates heat island effect, drought, heavy precipitation and high wind conditions and supports green spaces, biodiversity and wildlife habitat (e.g., district energy and geothermal systems, recycling depots, street trees and vegetation, permeable surfacing, rain absorbent landscaping and harvesting systems, wetlands and marshes, green/cool roofs, agricultural lands, urban gardens/farming, water and energy-efficient buildings and structures and non-fragmented natural/wilderness areas).



# WHAT IF...

**WHAT IF...**

We plan and design our communities to better connect people, places and the natural environment?

**WHAT IF...**

We plan for increased access to healthy foods and improved food security in our urban centres?

**WHAT IF...**

We plan to protect and design our communities with significantly smaller ecological footprints?

**WHAT IF...**

We plan transportation systems that provide reliable services and strengthen options for living and working without a vehicle?

**WHAT IF...**

We plan to protect and enhance our natural capital – green spaces, biodiversity, and wildlife-habitat?

**WHAT IF...**

We design energy efficient homes that can be adapted for people of all ages?



**WHAT IF...**

We design our streets, boulevards and sidewalks to increase safety and attractiveness while balancing the needs of pedestrians, cyclists and motorists?

**WHAT IF...**

We design neighbourhoods so that a variety of services and facilities are within reasonable walking and cycling distances?

The world is rapidly aging: the number of people aged 60 and over as a proportion of the global population will double from 11% in 2006 to 22% by 2050. By then, there will be more older people than children (aged 0 to 14 years) in the population for the first time in human history.

Source: World Health Organization, 2007, Global Age-friendly Cities: A Guide, (Geneva: Switzerland), p. 3.

Figure modified from: Ministry of Municipal Affairs and Housing and the Ontario Professional Planners Institute, 2009, Planning by Design: a healthy communities handbook, (Toronto: Ontario), p.3 & 4.

**TABLE 4.1 TYPES OF OPEN SPACE**

CLASSIFICATION	SIZE (Ha)	OPEN SPACE DESCRIPTION	EXAMPLES
POCKET PARKS		This type of park can be located on the periphery of a neighbourhood or within it. Amenities are limited.	Appleton Park, Centennial Park, Darlington East, Elizabeth Park, Ericksen Park, Franko Park, Harris Park, Langrill, Pleasant, Riverside Meadows, Shaw Park and Tupper Park.
NEIGHBOURHOOD PARKS	1.0 to 3.8	Quality of walking, cycling and public transit, including convenience, safety and comfort, sidewalk presence and condition; street design for safety and barrier free travel; attractive, useful and well-situated street furniture, street lighting, rights-of-ways, building set-backs and orientation to facilitate function and accessibility for pedestrians of all types.	Heritage Heights Park; Jackson Park; Knights of Columbus; SIGN Park, Waterloo Park.
COMMUNITY PARKS	0.10 to 4.0	This type of park addresses limited, isolated or recreational needs. They meet the needs of several neighbourhoods or a large section of the community by providing specific amenities.	BMX Park; Crossthwaite Park; Drake/Ukrainian Park; Morrison Park; Patrick Park; Peaker/Roslyn Hill and Riverside Terrace.
DESTINATION PARKS	1.62 to 2.43	This type of park serves a broader purpose than neighbourhood parks. They provide the recreational needs of several neighbourhoods in addition to a water feature and more picnic area. This type of park serves residents within a 1500m radius.	Silver Heights Park and Weinmaster Park.
SPECIAL USE		Special use covers a broad range of parks and recreation facilities oriented toward a single use. These should be viewed as strategically located community-wide facilities rather than as serving well-defined neighbourhoods or areas.	Brodie Avenue Skateboard Park; Deerpark Golf Course, Downtown Park; Jaycee Beach/Kinsmen; Jubilee Park; Pioneer Park (Sasktel); Wilson Crescent
LINEAR CORRIDORS		This type of park serves as a pedestrian linkage between and among neighbourhoods. These allow for the safe and convenient movements of pedestrians and cyclists.	Collacott and Henderson Drive; Mayhew Avenue; Broadway-King Street Recreation Corridor, and Winchester Street.
NATURAL AREAS		These are lands set aside for preservation of significant natural resources, remnant landscapes, open space and visual aesthetics or buffering.	Logan Green and Ravine / Ecological Preserve

**TABLE 5.1 GROUNDWATER WELL PRODUCTIONS SUMMARY**

WELL NAME	INSTALL DATE	APPROVED DIVERSION RATE (l/s)	APPROVED ALLOCATION VOLUME (m <sup>3</sup> /yr)
<b>LOGAN WEST WELL FIELD</b>			
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
<b>LOGAN EAST WELL FIELD</b>			
Well 11	1981	50.0	Pending
Well 12	1987	50.0	Pending
Well LE14-2001	2001	75.0	800,000
<b>COLLACOTT WELL FIELD</b>			
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
<b>LEECH LAKE WELL FIELD</b>			
Well LL8-1969	1969	57.0	1,110,000
Well LL9-1975	1975	Pending	Pending
<b>STURDEE WELL FIELD</b>			
Well S15-2001	2001	75.0	1,000,000
Well 16	-	Pending	Pending



**TABLE 5.2 SUMMARY OF POTABLE WATER STORAGE RESERVOIRS**

RESERVOIR NAME	CONSTRUCTION TYPE	NOMINAL CAPACITY (m <sup>3</sup> )	COMMENTS
QUEEN STREET RESERVOIR	Reinforced Concrete Below Grade	17,830 (m <sup>3</sup> )	Constructed in 2006
WATER TOWER	Steel Reinforced Concrete Pedestal	1,360 (m <sup>3</sup> )	Radial Cone Tank Bottom
WTP #4 RESERVOIR	Reinforced Concrete Below Grade	6,810 (m <sup>3</sup> )	Constructed in 1981
PARK STREET	Reinforced Concrete Below Grade	4,540 (m <sup>3</sup> )	Reservoir not demolished

The Park Street WTP was decommissioned but the reservoir still exists and can be used as an additional potable water storage reservoir or converted to a booster station in the future.

**TABLE 5.3 COMPARISON OF STORAGE CAPACITY TO POPULATION**

ITEM DESCRIPTION	2011	2016	2021	2026	2031	2036
Population Projections <sup>46</sup>	18,471	21,154	24,228	27,747	31,778	36,395
Total Potable Water Storage	26,000 (m <sup>3</sup> )	26,000 (m <sup>3</sup> )	26,000 (m <sup>3</sup> )	26,000 (m <sup>3</sup> )	26,000 (m <sup>3</sup> )	26,000 (m <sup>3</sup> )
Average Day Demand (calculated using 350 L/c-day)	6,465 (m <sup>3</sup> )	7,404 (m <sup>3</sup> )	8,480 (m <sup>3</sup> )	9,712 (m <sup>3</sup> )	11,122 (m <sup>3</sup> )	12,738 (m <sup>3</sup> )
2x Average Day Demand (calculated using 350 L/c-day)	12,930 (m <sup>3</sup> )	14,808 (m <sup>3</sup> )	16,960 (m <sup>3</sup> )	19,422 (m <sup>3</sup> )	22,244 (m <sup>3</sup> )	25,476 (m <sup>3</sup> )
Average Day Demand (calculated using 390 L/c-day)	7,204 (m <sup>3</sup> )	8,250 (m <sup>3</sup> )	9,449 (m <sup>3</sup> )	10,821 (m <sup>3</sup> )	12,393 (m <sup>3</sup> )	14,194 (m <sup>3</sup> )
2x Average Day Demand (calculated using 390 L/c-day)	14,408 (m <sup>3</sup> )	16,500 (m <sup>3</sup> )	18,898 (m <sup>3</sup> )	21,642 (m <sup>3</sup> )	24,786 (m <sup>3</sup> )	28,388 (m <sup>3</sup> )

Estimated aquifer potential is equal to 24,700 m<sup>3</sup> per day.

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

**TABLE 5.4 POTABLE WATER DISTRIBUTION PIPING SUMMARY<sup>47</sup>**

MATERIAL TYPE	PIPING LENGTH (m)	% OF SYSTEM	# BREAKS SINCE 1984
Polyvinylchloride (PVC)	82,400	46.6	–
High Density Polyethylene (HDPF)	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
<b>TOTAL</b>	<b>176,900</b>	<b>100</b>	<b>253</b>

**TABLE 5.5 WATER SYSTEM CAPACITY SUMMARY AND PROJECTIONS**

ITEM DESCRIPTION	2011	2016	2021	2026	2031	2036
Population Projections <sup>48</sup>	18,471	21,154	24,228	27,747	31,778	36,395
Raw Water Allocation (m <sup>3</sup> / day)	12,734	12,734	12,734	12,734	12,734	12,734
Queen Street WTP Capacity (m <sup>3</sup> / day)	22,000	22,000	22,000	22,000	33,000	33,000
Potable Water Storage Capacity (m <sup>3</sup> )	26,000	26,000	26,000	26,000	26,000	26,000
Average Day Demand (calculated using 390 L/c-day)	7,204	8,250	9,449	10,821	12,393	14,194
2x Average Day Demand (calculated using 390 L/c-day)	14,408	16,500	18,898	21,642	24,786	28,388

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

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

**TABLE 5.6 SANITARY SEWER COLLECTION PIPING SUMMARY<sup>47</sup>**

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
<b>TOTAL</b>	<b>125,400</b>	<b>100</b>

**TABLE 5.7 THEORETICAL WASTE WATER VOLUME PROJECTIONS**

YEAR	2011	2016	2021	2026	2031	2036
Population Projections <sup>49</sup>	18,471	21,154	24,228	27,747	31,778	36,395
WPCP Capacity (m <sup>3</sup> / day)	28,640	28,640	28,640	28,640	28,640	28,640
CoY WW Volume (m <sup>3</sup> / day)	8,541	9,519	10,902	12,486	14,300	16,378
Volume from JRI & LD (m <sup>3</sup> )	8,640	8,640	8,640	8,640	8,640	8,640
<b>Total WW Volume (m<sup>3</sup>/ day)</b>	<b>17,181</b>	<b>18,159</b>	<b>19,542</b>	<b>21,126</b>	<b>22,940</b>	<b>25,018</b>

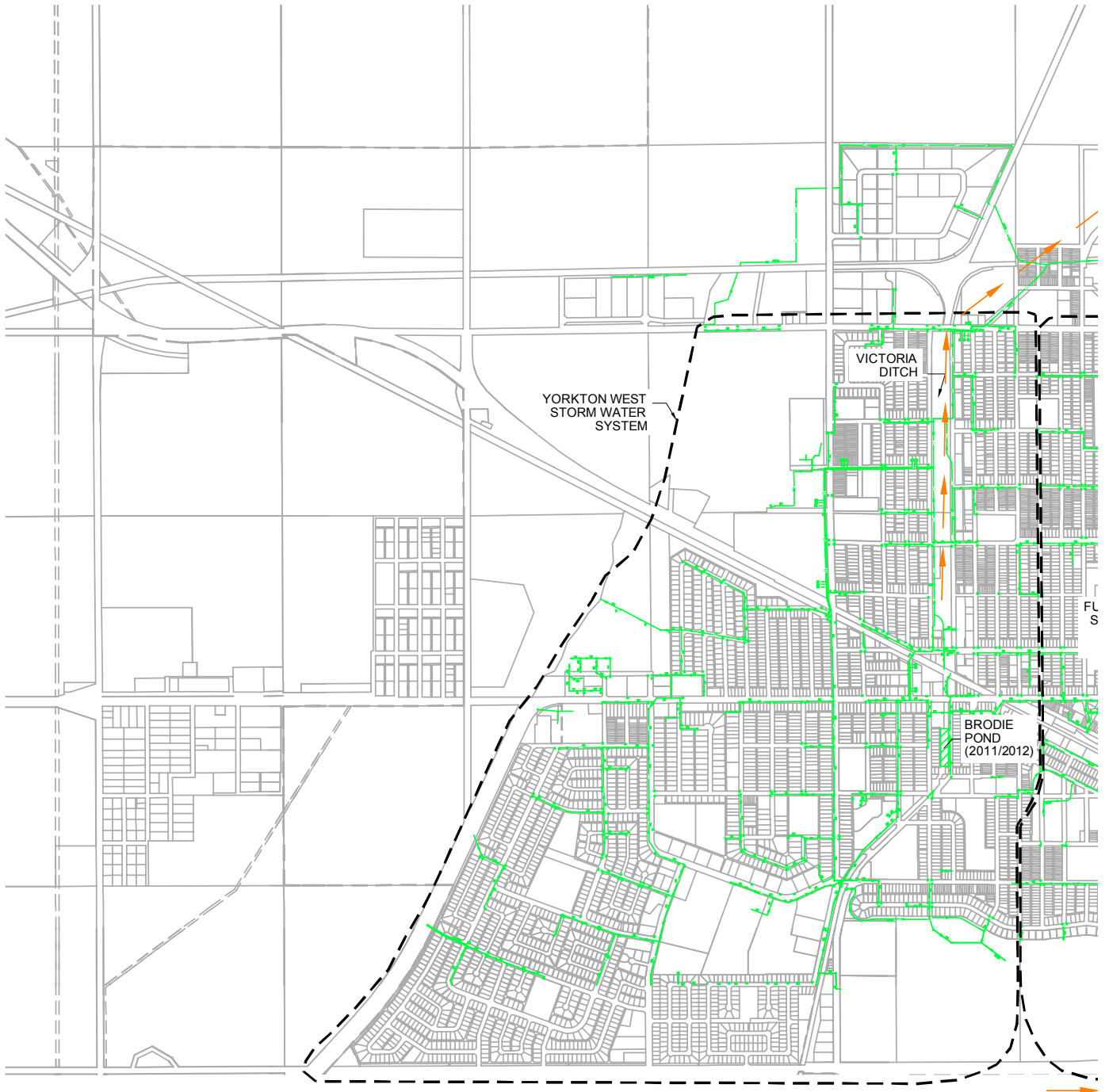
49. Population projections and their derivation were discussed previously in this report, and have been determined using an average annual growth rate of 2.75%.

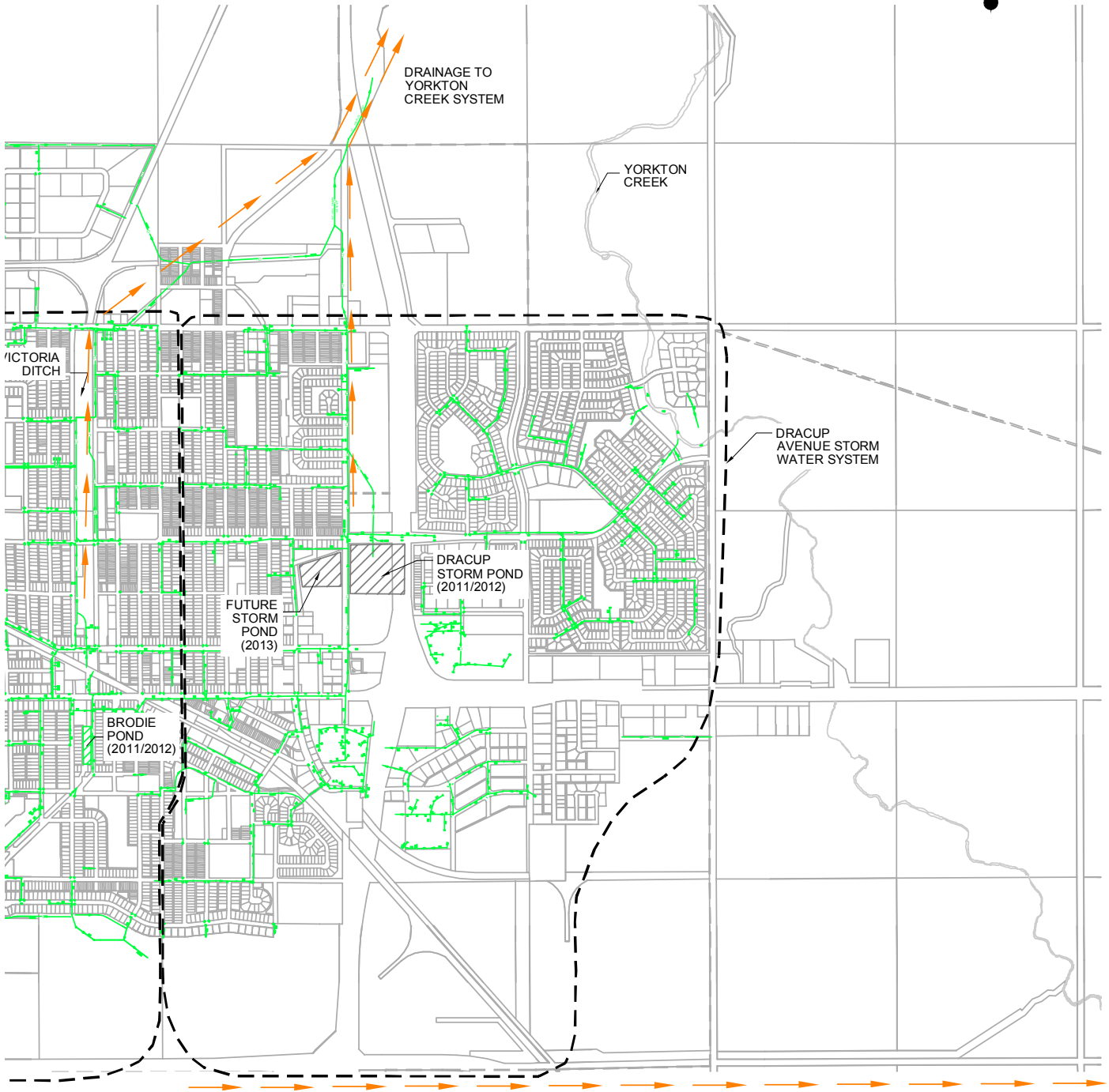


**TABLE 5.8 PROJECTED SOLID WASTE VOLUMES FOR THE CITY OF YORKTON**

YEAR	POPULATION	WASTE PRODUCTION (m <sup>3</sup> /yr)	CUMULATIVE COMPACTED WASTE (m <sup>3</sup> /yr)
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

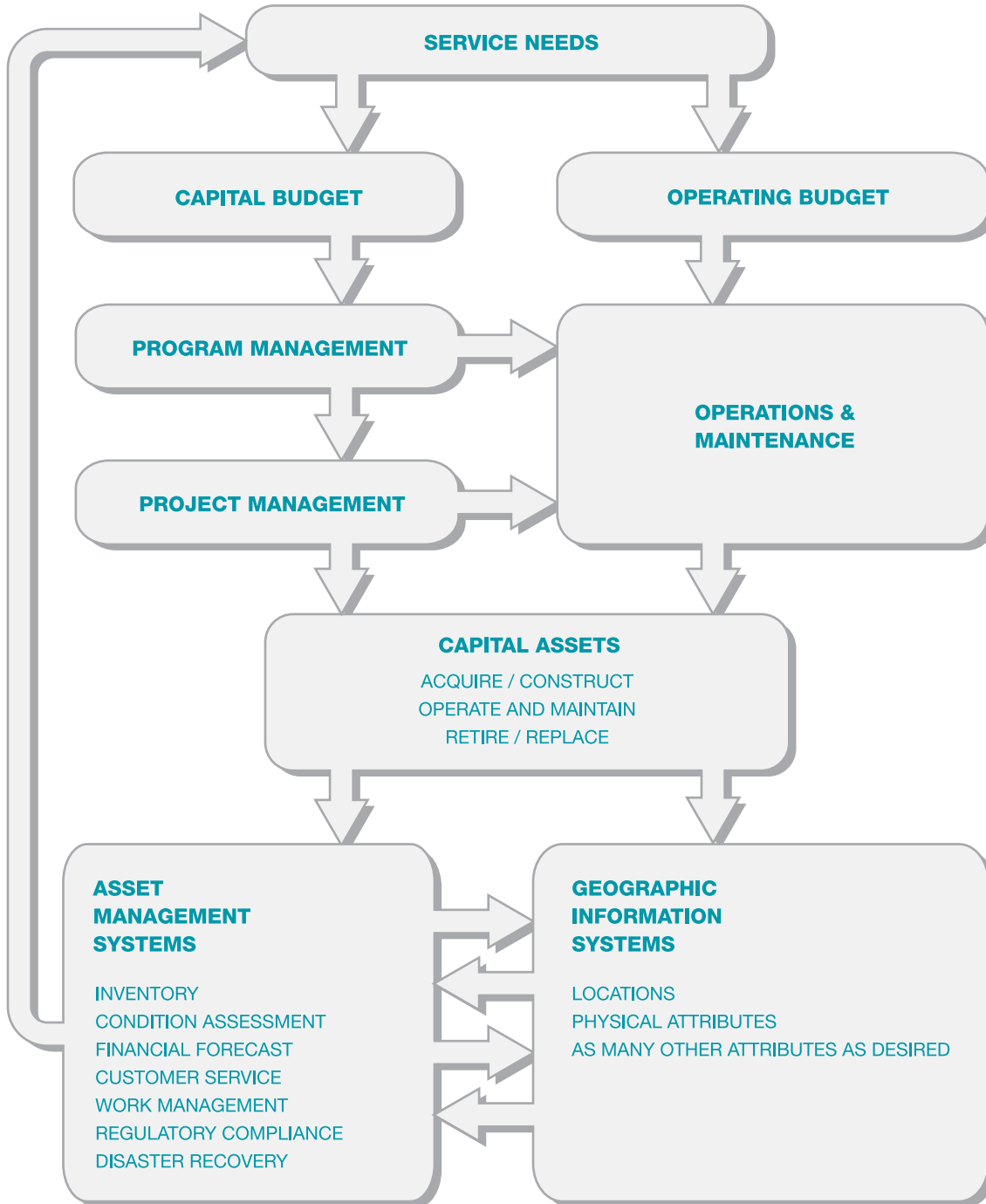
FIGURE 5.1 STORM WATER SYSTEM

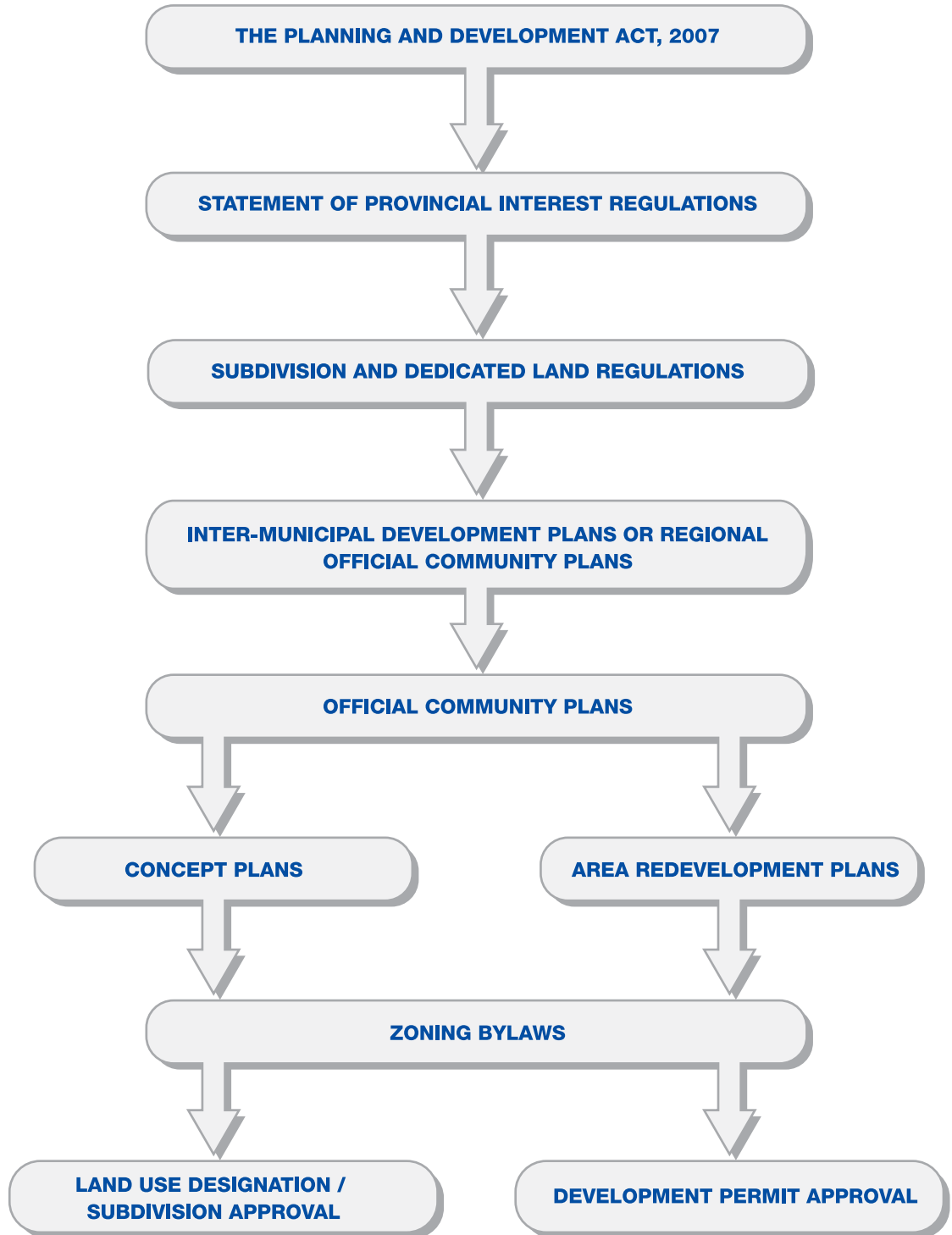






**FIGURE 5.2 INPUT / OUTPUT MODEL FOR ASSET MANAGEMENT**

















# OUR CITY: OUR FUTURE

OFFICIAL COMMUNITY PLAN