

AGENDA

REGULAR BUSINESS MEETING OF CITY COUNCIL

Monday, September 30, 2019

1:00 p.m.

Council Chamber, City Hall

Pages

1. NATIONAL ANTHEM AND CALL TO ORDER

2. CONFIRMATION OF AGENDA

Recommendation

That the agenda be confirmed as presented.

3. DECLARATION OF CONFLICT OF INTEREST

4. ADOPTION OF MINUTES

Recommendation

That the minutes of the Regular Business Meeting of City Council held on August 26, 2019, be adopted.

5. PUBLIC ACKNOWLEDGMENTS

5.1 In Remembrance of Dale Sayese

5.2 In Remembrance of Doug Winter

5.3 Council Members

This is a standing item on the agenda in order to provide Council Members an opportunity to provide any public acknowledgements.

6. UNFINISHED BUSINESS

7. QUESTION PERIOD

8. CONSENT AGENDA

Recommendation

That the Committee recommendations contained in Items 8.1.1; 8.2.1 to 8.2.2; 8.3.1 to 8.3.4; 8.4.1; and 8.5.1 to 8.5.11 be adopted as one motion.

8.1 Standing Policy Committee on Planning, Development & Community Services

- 8.1.1 Municipal Heritage Advisory Committee - Renaming Request - Traffic Bridge – Information to Tell the Story of the Traffic Bridge [File No. CK. 6310-1 x 6050-8]** 13 - 27

Recommendation

That the Administration be directed to engage with Meewasin Valley Authority to incorporate the additional panel and consultation in the contract as funded by the traffic bridge contingency.

8.2 Standing Policy Committee on Finance

- 8.2.1 Downtown Saskatoon - Board Composition and Request for Temporary Exception [File No. CK. 6280-2]** 28 - 30

Recommendation

1. That the Downtown BID be granted an exception to the Board composition requirements contained in Bylaw 6710 on a temporary basis to permit Shaunna Leyte, a nominee of a business outside of the District (within River Landing) to remain on the Board; and
2. That the City Solicitor be instructed to make the appropriate Bylaw amendments.

- 8.2.2 Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop [File No. CK. 4020-1]** 31 - 36

Recommendation

1. That the Administration be authorized to purchase 2011 1st Avenue North for a price of \$740,000 to be funded from the Property Realized Reserve; and
2. That the City Solicitor be requested to prepare the appropriate agreement and that His Worship the Mayor

and the City Clerk be authorized to execute the agreement under the Corporate Seal.

8.3 Standing Policy Committee on Environment, Utilities & Corporate Services

- 8.3.1 Diversity, Equity, and Inclusion Advisory Committee - 2019 Wicahitowin Conference - October 16 & 17, 2019 [CK. 225-83]** 37 - 38

Recommendation

That up to five Diversity, Equity, and Inclusion Advisory Committee members be approved to attend the Wicahitowin Conference – October 16 & 17, 2019.

- 8.3.2 Tree Protection Policy Update [CK. 4139-4]** 39 - 56

Recommendation

That the information be received.

- 8.3.3 Frozen Service Connections Investigation Program [CK. 7780-1]** 57 - 60

Recommendation

That a budget adjustment transfer of \$500,000, from Capital Project #1618 – Sanitary Trunks to Capital Project #1615 – Water Distribution, be approved. Funds being transferred will be allocated through the Water & Wastewater Infrastructure Reserve, resulting in a net zero impact to the reserve.

- 8.3.4 Curbside Residential Recycling Service Levels for 2020 and Beyond [CK. 116-2 x 7830-5]** 61 - 72

The following letters are provided:

Submitting Comments

- Tracy Shepherd, dated September 10, 2019; and
- Russ Ebernal, dated September 11, 2019.

Recommendation

1. That Option 1: Core Acceptable Materials be approved for the curbside residential recycling program;
2. That the continuation of the Glass Recycling Partnership with SARCAN Recycle be approved; and
3. That the Administration report back to the appropriate Committee with information on the structure of the new

program, rationale of any changes to the program, communications plan, and a summary of how the program's success will be measured.

8.4 Standing Policy Committee Transportation

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| 8.4.1 | Maintenance of Centre Medians [Files CK 6220-1 and PK 4000-8] | 73 - 116 |
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Recommendation

That Option 3 – Improved Standards, Streamlined Operations, and Development of a Median and Boulevard Asset Management Strategy, be approved.

8.5 Governance and Priorities Committee

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| 8.5.1 | Meewasin Valley Authority (MVA) - Change of MVA representative on the Saskatoon Environmental Advisory Committee (SEAC) [CK. 175-9] | 117 - 118 |
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Recommendation

That Mr. Mike Velonas be appointed as the Meewasin Valley Authority representative on the Saskatoon Environmental Advisory Committee to the end of 2020.

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| 8.5.2 | Board of Management Appointment to Downtown Saskatoon BID [CK. 175-48] | 119 - 121 |
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Recommendation

That the appointment of Mr. Mark Wolff to the Downtown Saskatoon Business Improvement District Board of Management, be approved.

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| 8.5.3 | Saskatoon Public Library - Business Case [CK. 650-1] | 122 - 325 |
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The letter and information package from Saskatoon Public Library is provided electronically due to size.

Recommendation

That the matter be referred to the Saskatoon Public Library Board requesting a report:

1. based on the proposal and the programming design, on the impact to branch libraries, what services (if any) will be duplicated by the new library and its programming, and if the library will be competing with any component of private sector such as room rentals; and

in Appendix 1 of the September 23, 2019 report of the City Manager, be approved.

8.5.8 2020 City Council and Committee Meeting Schedule [CK.255-1] 380 - 391

Recommendation

That Option 1 - 2020 Council and Committee Meeting Calendar as set out in Appendix 1 to the September 23, 2019 report of the City Clerk, be adopted.

8.5.9 Approaches for Addressing Existing and Emerging Protocol Issues [CK. 205-0] 392 - 410

Recommendation

1. That the Administration be directed to draft a comprehensive protocol policy addressing flag raising and proclamations, including establishing detailed criteria for determining which applications can be accepted;
2. That the approval of flag raising and proclamation requests be delegated to the City Clerk's Office with an appeal mechanism to the Governance and Priorities Committee; and
3. That the City Solicitor make any necessary amendments to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*.

8.5.10 2020 Annual Appointments – Members of City Council to the Governance and Priorities Committee and Standing Policy Committees [File No. CK 225-4-3] 411

Recommendation

1. That all members of City Council be reappointed to the Governance and Priorities Committee to November 16, 2020; and
2. That members of Council be reappointed to the Standing Policy Committees to November 16, 2020 as follows:
 - Environment, Utilities & Corporate Services – Councillors Davies, Gersher, Gough, Hill, and Loewen
 - Transportation – Councillors Block, Donauer, Dubois, Gersher, and Jeffries
 - Planning, Development & Community Services – Councillors Davies, Gough, Hill, Iwanchuk, and Jeffries

- Finance – Councillors Block, Donauer, Dubois, Iwanchuk, Loewen

8.5.11 2020 Annual Appointments – Personnel Subcommittee [File No. CK 4510-1] 412

Recommendation

That Mayor Clark and Councillors Iwanchuk, Donauer and Dubois be reappointed to the Personnel Subcommittee for 2020.

9. COMMITTEE REPORTS

9.1 Standing Policy Committee on Planning, Development & Community Services

9.2 Standing Policy Committee on Finance

9.3 Standing Policy Committee on Environment, Utilities & Corporate Services

9.4 Standing Policy Committee Transportation

9.5 Governance and Priorities Committee

10. ADMINISTRATIVE REPORTS

10.1 Transportation & Construction

10.2 Utilities & Environment

10.3 Community Services

10.3.1 Farmers' Market Building Update [File No. CK. 600-3 x 205-7] 413 - 419

Information Report

Requests to Speak:

- Adithya Ramachandran, President, SFMCL, dated September 18, 2019 (including comments)
- Erika Quiring, Executive Director, SFMCL

10.4 Saskatoon Fire

10.5 Corporate Financial Services

10.6 Strategy & Transformation

10.7 Human Resources

10.8 Public Policy & Government Relations

10.8.1 Cities and Their Relationship with Provincial-Municipal Associations [File No. CK. 155-1] 420 - 466

Information Report

11. LEGISLATIVE REPORTS

11.1 Office of the City Clerk

11.2 Office of the City Solicitor

11.2.1 Workplace Transformation Journey: Corporate Reorganization Bylaw Amendments Group #5 - Bylaw Nos 9646, 9647, 9648, 9649, 9650 [File No. CK. 115-12] 467 - 481

Approval Report

Recommendation

That City Council consider:

1. Bylaw No. 9646, *The Adult Services Licensing Amendment Bylaw, 2019*;
2. Bylaw No. 9647, *The Mobile Home Amendment Bylaw, 2019*;
3. Bylaw No. 9648, *The Private Crossings Amendment Bylaw, 2019*;
4. Bylaw No. 9649, *The Traffic Amendment Bylaw, 2019 (No. 2)*; and
5. Bylaw No. 9650, *The Trailer Camps Amendment Bylaw, 2019*.

11.2.2 Amendments to the Cannabis Business License Bylaw, 2018, Proposed Bylaw 9645 [File No. CK. 4350-68] 482 - 485

Approval Report

Public Notice provided.

Recommendation

That City Council consider Bylaw No. 9645, *The Cannabis*

- 11.2.3 **The Vehicles for Hire Bylaw, 2019 - Proposed Bylaw 9651 [File No. CK. 7000-1 x 307-4]** 486 - 557

Approval Report

Recommendation

That City Council consider Bylaw No. 9651, *The Vehicles for Hire Bylaw, 2019*.

- 11.2.4 **Kahkewistahaw Urban Reserve Creation [File No. CK. 4000-4]** 558 - 576

Approval Report

Recommendation

1. That City Council approve the proposed Municipal Services and Compatibility Agreement attached as Appendix 1; and
2. That His Worship the Mayor and the City Clerk be authorized to execute the Agreement.

12. OTHER REPORTS

13. INQUIRIES

14. MOTIONS (NOTICE PREVIOUSLY GIVEN)

- 14.1 **Councillor B. Dubois - Residential Curbside Organics Funding [File No. CK. 7830-4-2]**

Councillor B. Dubois provided the following notice of motion at the Regular Business Meeting of City Council held on August 26, 2019.

"Whereas the City of Saskatoon has adopted a target to divert 70% of the waste from the landfill by 2023;

Whereas organics materials consume approximately 32% of the City's waste that ends up in the landfill;

Whereas after lengthy discussion and debate, on March 25, 2019, Saskatoon City Council agreed to implement a comprehensive residential curbside organics program by 2023;

Whereas, at the same meeting, City Council also agreed to phase-in funding for the waste and organics program by dedicating a one percent property tax increase in each year over the next four years;

Whereas the City of Saskatoon has limited financial resources to fund projects, programs, and services;

Whereas City Council's goal is to provide affordable programs and services while keeping property tax increases to a minimum;

Whereas the City of Saskatoon has several competing priorities that require funding in the 2020 and 2021 budget;

Whereas at its July 29, 2019 Saskatoon City Council agreed to allocate \$10 million in one-time funding from the federal Gas Tax Fund to the organics program;

Now, therefore, Be it Resolved that the proposed funding phase-in for the comprehensive residential curbside organics program be reduced to the following:

- an amount equivalent to a 0.75% property tax increase in 2020; and
- an amount equivalent to a 0.75% property tax increase in 2021.

Be it Further Resolved that this revised funding plan be implemented for the City's 2020 and 2021 Business Plan and Budget.

Be it Further Resolved that the one-time increase in federal Gas Tax Fund be used for eligible capital projects that exclude waste diversion and organics."

14.2 Councillor D. Hill - Permanently Doubling of the Federal Gas Tax Fund [File No. CK. 1815-1]

Councillor D.Hill provided the following notice of motion at the Regular Business Meeting of City Council held on August 26, 2019.

"TAKE NOTICE that at the next Regular Business Meeting of City Council I will move the following motion:

WHEREAS the federal Gas Tax Fund is valuable and predictable municipal infrastructure funding program that helps the City of Saskatoon invest in projects that improve mobility, support cleaner air, and enhance quality of life;

WHEREAS municipalities in Canada are responsible for 60 percent of Canada's infrastructure, but have access to only 10 cents of every tax dollar generated;

WHEREAS the Gas Tax Fund, established in 2005, is a predictable, reliable, permanent per capita municipal infrastructure transfer payment

that flows directly from the Government of Canada to municipalities;

WHEREAS in its 2019 Budget, the Government of Canada announced a one-time doubling of the Gas Tax Fund, increasing the program to \$4.3 billion in 2019.

WHEREAS in 2019, the City of Saskatoon will receive a total of approximately \$28 million in 2019 from the Gas Tax Fund;

WHEREAS the Federation of Canada Municipalities have adopted an advocacy position that calls on all federal political parties to permanently double the Gas Tax Fund, including a 3.5 annual escalator;

WHEREAS by 2030, it is estimated that the City of Saskatoon would receive over \$40 million per year if FCM's position is adopted;

NOW THEREFORE BE IT RESOLVED that Saskatoon City Council advocate to all Saskatoon candidates running for all political parties in the 2019 federal election, that they commit to permanently doubling the federal Gas Tax Fund, including a 3.5% annual escalator;

BE IT FURTHER RESOLVED that City Council direct His Worship the Mayor to prepare a questionnaire on permanently doubling the federal Gas Tax Fund that would be submitted to all 2019 federal election candidates in Saskatoon Constituencies and all party leaders seeking to form the next government."

14.3 Councillor D. Hill - Equaling of Business Licensing and Renewal Fees [File No. CK. 300-1]

Councillor D.Hill provided the following notice of motion at the Regular Business Meeting of City Council held on August 26, 2019.

"TAKE NOTICE that at the next Regular Business Meeting of City Council I will move the following motion:

'WHEREAS the Administration has reported that Cannabis renewal fees be significantly reduced to reflect that there is not a significant amount of work required for the license renewal;

WHEREAS the Administration has reported that there are only four (4) business sectors that pay a higher license and renewal fee; taxi brokerages, adult services, pawn shops, and food trucks and trailers;

WHEREAS the Administration, reported that they reviewed different licensing fees for individual sectors, at the request of Council, and the two businesses sectors reviewed were, motor vehicle sales and sidewalk cafes;

WHEREAS the Administration acknowledged that there was additional work required for the licensing and renewal of motor vehicle sales and sidewalk cafes, but recommended against a different licensing and renewal fee;

WHEREAS the Administration reported that the business licensing branch is independent of property tax and has no impact on the mill rate;

WHEREAS the Administration reported that a stabilization reserve exists for the business licensing operations to balance out year-end by contributing to, or drawing from the reserve to ensure that there is no mill rate impact;

WHEREAS the Administration currently has experience with a flattening of building permit fees that could be applied to the business licensing operations;

WHEREAS members of Council have expressed interest in treating all businesses equally when it comes to licensing and renewals,

NOW THEREFORE BE IT RESOLVED that the Administration report on levelling the business licensing and renewals to one fee, for both processes, for all businesses, including a 4.5% contingency. The report should be based on actual business licensing and renewal costs, actual revenue, and number of businesses licensed and renewed annually. The report should also include how the stabilization reserve would be applied when required;

BE IT FURTHER RESOLVED that the Administration include extensive collaboration and consultation with the business community, which would also include what the business community would like to see in annual reporting with respect to business licensing and renewal revenue and costs associated with business licensing, in addition to operation efficiencies realized with a streamlined licensing fee and renewal fee."

15. GIVING NOTICE
16. URGENT BUSINESS
17. IN CAMERA SESSION (OPTIONAL)
18. ADJOURNMENT



STANDING POLICY COMMITTEE ON PLANNING, DEVELOPMENT AND COMMUNITY SERVICES

Municipal Heritage Advisory Committee – Renaming Request – Traffic Bridge – Information to Tell the Story of the Traffic Bridge

Recommendation of the Committee

That the Administration be directed to engage with Meewasin Valley Authority to incorporate the additional panel and consultation in the contract as funded by the traffic bridge contingency.

History

At the September 16, 2019 Standing Policy Committee on Planning, Development and Community Services meeting a letter from Lenore Swystun, Chair, Municipal Heritage Advisory Committee and a report of the General Manager, Community Services Department dated September 4, 2019 was considered.

Your Committee received presentations from Ms. Lenore Swystun, Chair, Municipal Heritage Advisory Committee and Ms. Andrea Lafond, Meewasin Valley Authority. Mr. Alan Otterbein, Design and Development, Meewasin Valley Authority was also in attendance and provided information with respect to the contract.

Your Committee was informed that Meewasin Valley Authority would be approaching the City to look at the contract value and adding an additional \$5,000 to proceed with the additional panel (from eight to nine).

Your Committee is recommending that the Administration be directed to engage with Meewasin Valley Authority to incorporate the additional panel and consultation in the contract as funded by the traffic contingency.

Attachment

1. September 9, 2019 Letter from Lenore Swystun, Chair, Municipal Heritage Advisory Committee; and
2. September 4, 2019 report of the General Manager, Community Services Department.

September 9, 2019

Secretary, SPC on Standing Policy Committee on Planning, Development & Community Services

Dear Secretary:

**Re: Municipal Heritage Advisory Committee - Report for SPC on Planning, Development and Community Services – Renaming Request - Traffic Bridge – Information to Tell the Story of the Traffic Bridge
[File No. CK. 6310-1 x 6050-8]**

The Municipal Heritage Advisory Committee, at its meeting held on September 4, 2019, considered a report of the Administration regarding the interpretive sign panels to be installed on the new Traffic Bridge and supports the recommendation of the Community Services Department.

During discussion the Committee asked about the consultation process utilized to involve Indigenous groups. There was appreciation for the efforts made to consult key Indigenous groups.

One further request made by our Committee is to have one more review done of the panels by Indigenous representatives before the mounting of the panels (scheduled to take place in Spring 2020). The intent of another review is to ensure a balance of representation of Indigenous heritage on the panels.

The Committee respectfully requests that the above report be considered by the Standing Policy Committee on Planning, Development and Community Services with respect to the proposed interpretive sign panels.

Yours truly,



Lenore Swystun, Chair
Municipal Heritage Advisory Committee

LS:ht

cc: General Manager, Community Services Department
Director, Planning and Development, Community Services Department
Heritage & Design Coordinator, Community Services Department

INFORMATION REPORT

Renaming Request - Traffic Bridge – Information to Tell the Story of the Traffic Bridge

ISSUE

In 2018 the City of Saskatoon (City) contracted Meewasin to develop interpretive sign panels to be installed on the new Traffic Bridge.

BACKGROUND

At its meeting held on February 26, 2018, City Council resolved that:

- “1. That the City Council resolution of 2007, officially naming the Traffic Bridge “Traffic Bridge”, be maintained for the new structure when it opens, in recognition of the original name from 1907, and as of 2007 the official name “Traffic Bridge” refers to a bridge for foot and vehicle traffic; and
2. That the Administration report back to the Standing Policy Committee on Planning, Development and Community Services, on installations of historical storytelling and interpretation, on both walkways. This could be used to tell the story of the Traffic Bridge, and how it relates to the City of Saskatoon’s History as the bridge at the heart of the city that brings different parts of the community together. Please include a recommended process for engaging the entire community in this process.”

The Municipal Heritage Advisory Committee (MHAC) reviewed the draft interpretive sign panels at its meeting held on May 1, 2019. MHAC resolved that:

- “1. That the information be received;
2. That the following feedback be provided to the Administration regarding:
 - That interpretive sign panel 1 ‘Saskatoon’s Humble Beginnings’ and interpretive sign panel 7 ‘Spanning Our History’ not be forwarded to the SPC on PDCS for further review on:
 - Interpretive Sign Panel 1 ‘Saskatoon’s Humble Beginnings’
 - Text Length within Panel – Revision to shorten the length to ensure appealing to all viewers. Recommend 2 panels if required; and
 - Have Indigenous stakeholders provide confirmation of history within panel, if not previously received.
 - Interpretive Sign Panel 7 ‘Spanning Our History’
 - Revised photographs not only of the demolition but with a photo of the bridge lit up;

Renaming Request - Traffic Bridge – Information to Tell the Story of the Traffic Bridge

- Showcase the romantic view of the bridge;
 - Include information from 1930s to before the decommissioning, which potentially may be result in adding an additional panel; and
3. That other means are brought forward to tell Saskatoon's history, including folklore that are engaging and enticing to the public."

CURRENT STATUS

Completed in 1907, Saskatoon's original Traffic Bridge played a critical part in joining the communities of Nutana, Saskatoon and Riversdale. It served faithfully in this role for more than a hundred years before closing permanently in the fall of 2012.

After extensive public consultations, City Council voted on December 6, 2010, to demolish the Traffic Bridge and replace it with a modern steel truss bridge. The new Traffic Bridge opened in October 2018. The design of the new bridge was intended to respect the original heritage and character of the former 1907 bridge, while meeting modern bridge engineering standards.

DISCUSSION/ANALYSIS

In 2018 the City contracted Meewasin to develop interpretive sign panels to be installed on the new Traffic Bridge. As a result, Meewasin initially developed seven panels to tell the story of the Traffic Bridge. At its meeting on May 1, 2019, MHAC reviewed the content of these panels. MHAC resolved that the first panel (which outlined Saskatoon's origins) be shortened in text length and that various indigenous stakeholders be consulted to ensure that history is accurately reflected. MHAC also resolved that the seventh and final panel include revised photographs of the Traffic Bridge lit up, that it showcase the romantic view of the bridge, and that the panel include any information available from the 1930s to the decommissioning of the bridge. MHAC also wanted to see folklore references as they relate to the Traffic Bridge.

Based on the feedback obtained from MHAC, Meewasin has revised the initial panels, and consulted with Indigenous stakeholders. A total of nine panels are now being proposed, as shown in Appendix 1. The panel titles are as follows:

- 1) The Original Inhabitants;
- 2) Establishing Saskatoon;
- 3) Beyond Wood and Steel – Broadway Bridge;
- 4) The First Crossings;
- 5) Bridging the Gap;
- 6) Beyond Wood and Steel – University Bridge;
- 7) Built for People, Not For Trains;
- 8) Hills, the Long and Short of It; and
- 9) Spanning Our History.

Renaming Request - Traffic Bridge – Information to Tell the Story of the Traffic Bridge

Meewasin ensured that the content of these panels was reviewed by the City Archivist, the City's Municipal Heritage Advisory Committee and various Indigenous stakeholders.

The Interpretive Sign Panels will be attached to the walkway railings at the bridge lookouts on either side of the Traffic Bridge, as demonstrated in the final graphic in Appendix 1. Installation is expected to take place beginning in the fall of 2019, with completion in the winter.

IMPLICATIONS

The cost to design, develop, fabricate and install the interpretive panels on the Traffic Bridge is estimated to be \$42,000 plus taxes. This cost was included as part of the overall project budget and will be funded by Capital Project No. 2407 – North Commuter Parkway and Traffic Bridge Replacement Project. There are no legal, social or environmental implications identified.

NEXT STEPS

Meewasin will install the Interpretive Sign Panels beginning in the fall of 2019.

APPENDICES

1. Municipal Heritage Advisory Committee Submission Background Information – Traffic Bridge Interpretive Signage

Report Approval

Written by: Catherine Kambeitz, Heritage and Design Coordinator, Planning and Development
Reviewed by: Lesley Anderson, Director of Planning and Development
Approved by: Lynne Lacroix, General Manager, Community Services Department

SP/2019/PD/MHAC – Renaming Request – Info to Tell the Story of Traffic Bridge/ac

Municipal Heritage Advisory Committee Submission Background Information – Traffic Bridge Interpretive Signage

Original Inhabitants

The area around what is now called Saskatoon has been inhabited by First Nations people for more than 11,000 years. Archaeological sites here include campsites, bison kill sites, tipi rings, and at Wanuskewin Heritage Park, the most northerly medicine wheel ever found. Over time, this area brought together many Indigenous nations, including the Assiniboine, Blackfoot, Cree, Dakota, Métis, and Saulteaux (among many others), each with their own name for the area and reasons for occupation.



Gabriel Dumont
Artwork courtesy of George Gingras

The South Saskatchewan River system was central to sustaining the economies of the original inhabitants of the area, as it acted as a primary travel route for trade and commerce. This vast river system was a highway to hunting and trade territories, including the surrounding plains where bison and other animals and plants provided food, clothing, and other necessities of life.

The South Saskatchewan River system acted as a primary travel route for trade and commerce

For many Indigenous peoples, this area is remembered as a shared gathering place that brought people together.

Numerous significant trails came through this area, as people gathered for large bison hunts, for trading, and for ceremonial purposes. Major roads and highways running through the city today were built overtop of these trails, including the Moose Woods-Batoche Trail, a historical trail that ran through the Métis settlement of La Prairie Ronde (Round Prairie) to the modern-day Whitecap Dakota First Nation then to Batoche. The Round Prairie bison-hunting brigade began hunting in the area in the 1850s.

This area was home to many Cree nations who occupied this place routinely as an important gathering place and camping area on their way to the bison hunt or to trade. Cree people gathered willow in the area to make arrow shafts, one Cree name for this place is "the place where the willows are taken" or Mane-me-sas-kwa-tan.



Medicine Wheel at Wanuskewin Heritage Park
LH-5054 courtesy of the Saskatoon Public Library

The Dakota call the area Minnetonka—or "mighty water," referring to an area that included a camping area and river crossing around the Senator Sid Buckwold Bridge and Victoria Avenue. Forced to settle on-reserve in the late 1870s, the Whitecap Dakota community chose to settle upriver at Moose Woods, one of the best river-crossing sites.

The Métis hunted bison in the area in and around Saskatoon. Saskatoon also had a Métis name: "Bois de flèche" or Arrow Woods. Patrice Fleury, an 1885 Resistance participant, recounts coming West to assist in an organized bison hunt in the spring of 1858. Fleury noted that their destination was the plains east, west and south of where Saskatoon now stands, a famed bison feeding ground where the bunch, or bison grass was plentiful, the river accessible, and where vast bison herds grazed to make these plains a permanent summer pasture.



Photo courtesy of Gabriel Dumont Institute

By the 1870s, long before Saskatoon was incorporated as a city, the region was part of a larger Métis community that included the Prairie Ronde Settlement and "Frenchmen's Flats" to the south as well as Batoche and other Southbranch Settlements—Toround's Coulee, St. Louis, St. Laurent, and Petite Ville—to the north. Métis Road Allowance communities existed in Saskatoon's Nutana and Exhibition areas well into the 1950s.

Meewasin

Establishing Saskatoon



B-1724 courtesy of the Saskatoon Public Library

In 1882 John Lake, a land agent with the Ontario-based Temperance Colonization Society (TCS), arrived to determine the location of a "Temperance Colony" — an alcohol-free agricultural community dedicated to the ideals of the temperance movement. The federal government granted the TCS 213,000 acres of land in a block straddling the river and stretching from Clarke's Crossing in the north to the present-day Whitecap First Nation. Métis river lots in the process of being surveyed were cancelled by colonial officials and the land was provided to Temperance Colonists. The Métis had settled permanently in the region since the late 1850s-early '60s, although they had used the region's resources much earlier.

John Lake met with Chief Whitecap and others from the community to determine the best location for the colony. On the advice of Chief Whitecap, Lake chose present-day Nutana as the colony's administrative centre. The chosen area would allow easy access to the river. Lake indicated in his reminiscences that the initial name chosen for the settlement was "Minnetonka." The first settlers arrived the summer of 1883.

Economic relationships between the TCS and the Whitecap Dakota First Nation were established by the mid-1880s. The Dakota brought items such as fish and furs to the local stores to trade and some Dakota women worked as domestics in Saskatoon homes. As the Whitecap community developed a thriving cattle industry into the late 1890s, they brought their hay to local markets in Saskatoon. This continued until the 1950s.



LH-858 courtesy of the Saskatoon Public Library

Things began to pick up in 1890, when the Qu'Appelle, Long Lake and Saskatchewan Railway arrived in Saskatoon on its way from Regina to Prince Albert. But the train didn't stop in the little east bank community. Instead it crossed the river where the Senator Sid Buckwold Bridge currently stands, stopping at the station located on the west side of First Avenue, facing 20th Street.

In 1906, with a population of 3000, Saskatoon was the fastest growing city in Canada

Saskatoon grew slowly at first, partly due to its isolation. There was no railway and the river was too shallow and unpredictable for steamboat travel. Settlers could only take the train as far as Moose Jaw, after which they faced a daunting, 260 km (160 mile) trek overland in horse-drawn wagons.

Becoming a village meant that Saskatoon could collect taxes, borrow money, and undertake local improvements. Village assets in 1901 consisted of two road scrapers, a combination plow, a spade, a tape measure, a square, and a combined minute book and ledger.

With a population of only 113 settlers, Saskatoon was barely a dot on the map, dwarfed by major centres like Regina and Prince Albert. Communities like Rosthern and Duck Lake were substantially larger. But Saskatoon grew rapidly over the next few years.



LH-3810 courtesy of the Saskatoon Public Library

In 1906, with the promise of a traffic bridge and other civic improvements, Saskatoon, Nutana, and Riversdale amalgamated to become a city with a population of 3,000—the fastest growing city in Canada!

Meewasin

Beyond Wood And Steel - Broadway Bridge

Completed in 1932, the Broadway Bridge was one of many Depression-era public works projects built under the federal Unemployment Relief Acts of 1930 and 1931 in order to help provide short-term jobs for unemployed, married men across Canada.



A-166 courtesy of the Saskatoon Public Library



A-144 courtesy of the Saskatoon Public Library

**Single men and all women
were not eligible to work
on the bridge**

The purpose of the program was not only to provide the maximum amount of work to as many men as possible, but also to end up with public infrastructure that was both necessary and useful. The goal, in the words of one writer, was to build a bridge "not a boondoggle to keep idle men occupied." Indeed, Saskatoon had needed a new bridge for years, and the construction of one was already being discussed when the Depression struck.

Although the \$850,000 cost was shared by all three levels of government, the Broadway Bridge was very much a "made in Saskatoon" project. It was designed by engineers from the University of Saskatchewan and built by a local contractor using only local men, a total of 1,593 of whom worked on the bridge. All material used in the construction was also sourced from local suppliers.

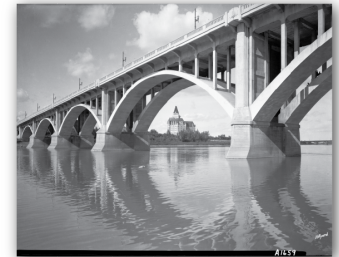


A-174 courtesy of the Saskatoon Public Library

As a relief-work project, the new bridge was to be built by married men on the unemployed register only. In order to spread the work to as many as possible, each man was only given one shift a day for a total of 16 to 22 days, depending on the size of his family. A married man without children was limited to \$25 per month, while a man with a large family could make \$37.50 per month. Single men and all women were not eligible to work on the bridge.

Construction began in mid-December, 1931. To meet the federally imposed completion deadline of December, 1932, the work continued day and night, Sundays and holidays; through wind, rain, snow or shine; all through that bitter winter and the months that followed.

The Broadway Bridge was completed on time and on budget, and opened to traffic before a crowd of several thousand on November 11, 1932, following the Remembrance Day services at the cenotaph.



A-1659 courtesy of the Saskatoon Public Library

Meewasin 

First Crossings

Although rivers in Saskatchewan were important highways, they were also barriers to travel. Even the best crossing sites – where the river was narrow, with gently sloping banks – could be dangerous, and wagons were often floated across while horses and cattle had to swim.

One answer to the problem was to establish ferry crossings.

The first ferry in Saskatchewan was started in 1871 by Xavier Letendre, at Batoche, 90 km north of Saskatoon. Soon afterwards, Gabriel Dumont began operating a ferry a few kilometres south of there, where the Gabriel Dumont Bridge now stands.



LH-2014 courtesy of the Saskatoon Public Library

In Saskatoon, the first ferry service began in the fall of 1883. It was simply a large, flat-bottomed boat that could (with considerable effort) be rowed over to the other side. A "swing ferry" was built in 1884, running on cables strung across the river between present-day Victoria Park and the foot of Main Street. In 1890, it was moved to a point near the foot of Victoria Avenue. This type of ferry uses the river's own current as its motive force. Changing the angle of the ferry relative to the current allows it to move in either direction across the river.

People complained about the ferry service from the very beginning. It was slow, awkward and unreliable. It only ran for part of the year and it frequently broke down or became stuck. At an "indignation meeting" in the fall of 1902, it was reported that the ferry "was never run when the water was high, nor when it was low, nor when the wind was blowing, and when these objections did not exist the ferryman was away doing some other job."



LH-5 courtesy of the Saskatoon Public Library

The ferry approaches were also a major problem. The apron slopes were too steep, and large boulders on the shore made it difficult to load and unload, frequently causing damage to wagons and to the ferry itself. Another problem was the ferry's carrying capacity. During periods of peak travel such as market days or fair days, people, wagons and cattle would crowd the approaches.

Could you imagine waiting up to six hours to cross the river?

People also objected to paying for it. The Temperance Colonization Society had originally operated the ferry as a free service. But it was bought by a private operator in 1893, who charged a fee to take people across. This continued even after the territorial government took over operations in 1898. Free ferry service would not come to Saskatchewan until 1912. But it no longer mattered in Saskatoon, where the ferry made its last run on October 10, 1907, the day the Traffic Bridge officially opened.



The last ferry trip of 1907
LH-1987 courtesy of the Saskatoon Public Library



LH-1835 courtesy of the Saskatoon Public Library

Many people refused to use the ferry at all. After the railway bridge was built in 1890, it became a popular shortcut into town. It was claimed that in 1902, half the people coming to Saskatoon from the east side of the river tied their horses at the end of the bridge and walked across. There are even stories of people dragging wagons across the bridge to avoid taking the ferry.

Meewasin

Bridging the Gap



PH-90-86 courtesy of the Saskatoon Public Library



LH-3092 courtesy of the Saskatoon Public Library

From the beginning, Saskatoon was remote and isolated, at the end of a long, arduous, overland trek on a lonely stretch of the nearly un-navigable South Saskatchewan River. But that was about to change. In 1889, the Qu'Appelle, Long Lake and Saskatchewan Railway company commenced construction of a railway line from Regina to Prince Albert.

That line would cross the river here, in Saskatoon.

Saskatoon was chosen for three reasons. The riverbanks were low and relatively equal on both sides (the same factor that had lured the original Temperance Colony surveyors in 1883), making it easier to build a bridge here. Owing to the ferry, it was already the crossing point for the important Regina-to-Battlefords trail; and finally, Saskatoon's Temperance Colonization Society had agreed to provide free land for the railway right-of-way and station.

Work began in August. By the time it wrapped up for the winter, they were half way to Saskatoon. Excitement mounted here as the construction crews got closer the following spring. The tracks finally reached the river on May 19th and the first train crossed a temporary bridge here in late June.

By the end of August, the bridge was complete, along with a train station, section house and water tower, all on what is now the downtown side of the river, opposite the original Temperance Colony settlement. By the end of September, twice-weekly trains were running between Regina and Prince Albert.

The world had finally come to Saskatoon.



LH-698 courtesy of the Saskatoon Public Library

In 1889, the Qu'Appelle, Long Lake and Saskatchewan Railway company started construction of a railway line from Regina to Prince Albert



LH-3871 courtesy of the Saskatoon Public Library

But the decision to place the railway station across the river split the settlement in two and ensured that the new community thus created, not the original Nutana settlement, would become the commercial centre of Saskatoon. Indeed, the railway refused to stop in Nutana at all, not even to unload passengers or freight, so that people there continued to be dependent on the ferry.

The new bridge was a simple, wooden, through-truss consisting of six spans resting on timber piers with a total length of 274 metres. Although there had been talk of building a combined railway and traffic bridge, or even a separate traffic bridge, this didn't happen. The new bridge had no provision for foot or vehicle traffic of any type.

Bridges like this were cheap to build and maintain. But the untreated, wooden piers had a limited lifespan and were susceptible to damage, particularly from the ice break up in spring. The new bridge was severely damaged on several occasions over the next few years, most catastrophically in 1904, when four spans were destroyed by the rising ice. Worse, flooding in the Qu'Appelle Valley that year washed out the bridge at Lumsden and submerged miles of track. With its only railway line cut in two places, Saskatoon was effectively isolated for the next 50 days. Travellers were stranded and an estimated 4,000 settlers, who would otherwise have gotten off the train in Saskatoon, instead spent their money elsewhere.

The bridge was rebuilt, this time with permanent, concrete piers. Again, there had been talk of adding traffic lanes, and again, they failed to materialize. Eventually, the wooden superstructure was replaced with steel, and this bridge stood until it was finally demolished in 1964 as part of the rail line relocation project that cleared the way for the Idylwyld Freeway and the Senator Sid Buckwold Bridge.



LH-872 courtesy of the Saskatoon Public Library

Meewasin 

Beyond Wood And Steel - University Bridge

By 1912, Saskatoon desperately needed a second traffic bridge. The city's population had exploded since 1907, with new neighbourhoods on both sides of the river, a new university and a planned street railway system, all of which would further strain the capacity of the already-overtaxed Traffic Bridge.

In 1913, the province and the city agreed to build a new bridge between Clarence Avenue and 25th Street, which is today known as the University Bridge, with the city covering one-third of the cost.



PH-2005-10-41 courtesy of the Saskatoon Public Library

*...creating the impression of
“a stone, skipping across
the water.”*

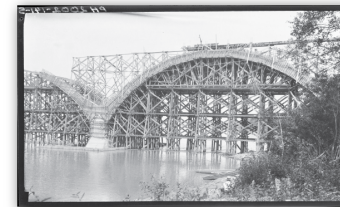
Originally, it was to be a steel-truss bridge similar to the railway bridge at 33rd Street. But the difference in heights between the riverbanks meant that a huge embankment would have to be built along 25th Street. Instead, they chose a spandrel-arched, reinforced concrete bridge, which could be built sloping downward from east to west with the arches decreasing in size, creating the impression of “a stone, skipping across the water.”



LH-3588 courtesy of the Saskatoon Public Library

It was to have two, 4 metre roadways with 2.4 metre sidewalks cantilevered out from each side and a pair of streetcar tracks running down the middle. When completed, it would be “the longest and probably the finest concrete bridge in all of Canada.”

Work began promisingly in August of 1913. But the boom that had been fueling Saskatoon's prosperity was collapsing and the city and province were soon in the throes of recession. The contractor building the bridge was near bankruptcy and there were delays when the concrete of one of the piers settled badly and had to be re-poured. Then on August 4, 1914, Canada went to war and the provincial government froze all public works contracts -- except for the University Bridge. Unfinished, it was in danger of being destroyed by river ice during the spring thaw.



PH-2002-141-5 courtesy of the Saskatoon Public Library

By the spring of 1916, with only the streetcar tracks to be laid and the deck to be paved, the city found itself out of money. The provincial government reluctantly agreed to cover the remaining cost and on November 15, 1916, the University Bridge officially opened. But the planned extension of the street railway system never occurred and the tracks remained unused until they were removed in 1947.

Meewasin 

Built For People, Not For Trains

When it officially opened in the fall of 1907, Saskatoon's Traffic Bridge became the very first bridge over the South Saskatchewan River to be built for people, not trains.

Saskatoon had needed a bridge for years. The slow and unreliable ferry service was not only inconvenient, it was a deterrent to commerce that the ambitious settlement could ill afford. In 1904, the territorial government had set aside \$60,000 to build traffic attachments onto the railway bridge that crossed into downtown where the Senator Sid Buckwold Bridge is now. But that idea fell through.



B-1651 courtesy of Saskatoon Public Library



LH-1819 courtesy of Saskatoon Public Library

Finally, in 1905, the communities of Saskatoon (the present-day downtown), Riversdale and Nutana began discussing the possibility of amalgamating together to become a city. But Nutana held out for a bridge to replace the ferry, and the following spring, the first budget of the brand-new province of Saskatchewan included money for a stand-alone traffic bridge for Saskatoon.

Designed by the provincial Department of Public Works and built at a cost of \$106,000, the Traffic Bridge was a "camel-backed, Parker through-truss" in which the trusses rise above the level of the roadway. It consisted of five spans with a total length of 275 metres, making it the longest dedicated traffic bridge in all of Saskatchewan or Alberta at the time. The roadway was 6 metres wide, with provision for brackets to be added on either side to carry a walkway and streetcar tracks.



LH-222 courtesy of Saskatoon Public Library

Saskatoon's Traffic Bridge became the very first bridge over the South Saskatchewan River to be built for people, not trains

Construction began in August, 1906 and the concrete piers were finished late the following January. But the company that was to supply the steel for the rest of the work was behind on its orders, and construction did not resume again until late spring. Finally, on October 10, 1907, the Traffic Bridge opened to the public.



Re-design of Victoria Avenue and Rotary Park development 1960
LH-2004 courtesy of Saskatoon Public Library

Even before it was finished there were complaints that the bridge was too narrow to accommodate the fast-growing city's future needs. The lack of a dedicated pedestrian walkway was also worrisome, as this made it dangerous for anyone crossing on foot. This was a definitely a problem, and a footbridge was added to the downstream side of the bridge in 1908. But there was no way to make it any wider, and, as was pointed out, there was ample room for two wagons to pass each other easily. What more could you want?

The importance of the Traffic Bridge to the newly-incorporated city of Saskatoon cannot be understated. Without it, Nutana would not have joined in amalgamation and Saskatoon would probably not have become a city – with all the advantages that involves – in 1906. As well, the bridge drew trade into Saskatoon from the south and east which would otherwise have gone to places like Dundurn, and so helped ensure the city's role as a regional service centre at a critical time in its history.

Meewasin 

Hills: The Long And Short of It

From the Nutana side of the river there were only two roads down to the Traffic Bridge: the Long Hill, crossing the face of the riverbank from Broadway, and the Short Hill, built a couple years later, which plunged straight down Victoria Avenue.

With an 11 percent grade, the Short Hill was too steep for most traffic. But the Long Hill road had its own hazards, in particular the sharp turn at the top onto Broadway Avenue, and the even sharper one onto the bridge at the bottom.

In 1912, both roads were paved with sandstone blocks to provide better footing for horses. Even so, loaded wagons and most motor cars found the Short Hill too steep. So did the streetcars of the Saskatoon Municipal Railway, which commenced operations in 1913.



LH-2581 courtesy of the Saskatoon Public Library



LH-1043 courtesy of the Saskatoon Public Library

Crash on Long Hill sends streetcar onto riverbank!

The sharp turns on Long Hill were a real problem for streetcars. The city had to use its smaller cars on the run into Nutana, not only for fear the larger ones would be too heavy for the bridge, but also because they were too long to make the turn at the foot of the bridge without scraping.



PH-2014-302 courtesy of the Saskatoon Public Library

In winter months, ice could make the tracks on Long Hill slippery, and a watchman had to be stationed there to keep them sanded. Even so, there were several derailments over the years. On March 3, 1922, a streetcar jumped the tracks when its brakes failed to hold as it came down the hill. Skidding out of control, it left the road, struck a pole and bounced off, plunging down the riverbank.

Amazingly, no one was killed. Of the twenty-eight passengers, only six were sent to hospital. But there were so many spectators crowding the Traffic Bridge that the chief of police ordered them removed for fear the bridge would collapse.

On several occasions, the road down the Long Hill was damaged by riverbank slumping. In 1914, slumping caused a 1.2 metre crack in the roadway. A temporary bridge had to be built to carry the streetcar lines and other traffic over the crack until it could be fixed.



LH-996 courtesy of the Saskatoon Public Library



LH-693 courtesy of the Saskatoon Public Library

In the early 1960s, the south end of the bridge was raised and a new interchange built, reducing the grade on both the Short and Long Hills slightly. The area around the bridge was substantially changed a few years later when that part of the river was filled in to make Rotary Park. The approaches were completely rebuilt when the new Traffic Bridge was completed in 2018.

Meewasin 

Spanning Our History



Completed in 1907, Saskatoon's original Traffic Bridge played a critical part in joining the communities of Nutana, Saskatoon and Riversdale. It became part of the fabric of Saskatoon, a favourite subject for local photographers and a daunting rite of passage for generations of new drivers, forced to dare its narrow lanes for the first time. It served faithfully in this role for more than a hundred years before closing permanently in the fall of 2012.

The bridge had been closed at various times before that for repairs and maintenance. As it got older, concern was expressed that it might be approaching the end of its effective lifespan. Several major inspections were undertaken between 1986 and 2005 to monitor its condition. In the fall of 2005, it was announced that the bridge had rusted so badly it was in danger of collapsing under its own weight. It was closed to vehicle traffic but remained open to pedestrians and cyclists until repair work began the following summer.



Image courtesy of the Saskatoon StarPhoenix

When the bridge re-opened in the fall of 2006 it was expected to last another twenty years. But an inspection in the summer of 2010 uncovered major structural problems and the city moved quickly to close the bridge permanently.

After extensive public consultations, Saskatoon's city council voted on December 6, 2010 to demolish the Traffic Bridge and replace it with a modern steel truss bridge similar in style to the original.

The pedestrian access ramp on the Nutana side of the bridge was dismantled in May of 2012. That fall, the first span of the bridge on that side was also removed so that Saskatchewan Crescent – which it had crossed over – could be re-opened.



Image courtesy of the Saskatoon StarPhoenix

Saskatoon's Traffic Bridge played a critical part in joining the communities of Nutana, Saskatoon and Riversdale

At the same time, archaeological research into the fate of the paddle wheeler S.S. City of Medicine Hat, which had crashed into the bridge and sank in 1908, was conducted at the base of the southernmost pier, where the accident occurred. Drilling there recovered various artifacts identified as being from the doomed steamer.

The design for the new Traffic Bridge was approved late in 2015. Work began immediately. On January 10, 2016, thousands watched as explosive charges were set off on the bridge, dropping the two remaining southern spans down onto a berm that had been constructed below. In February, the northernmost span was similarly removed. This time, however, explosives were set on the south side of the span only, severing it from the pier and letting it tip down onto the berm in order to protect the retaining wall and walkway on River Landing.

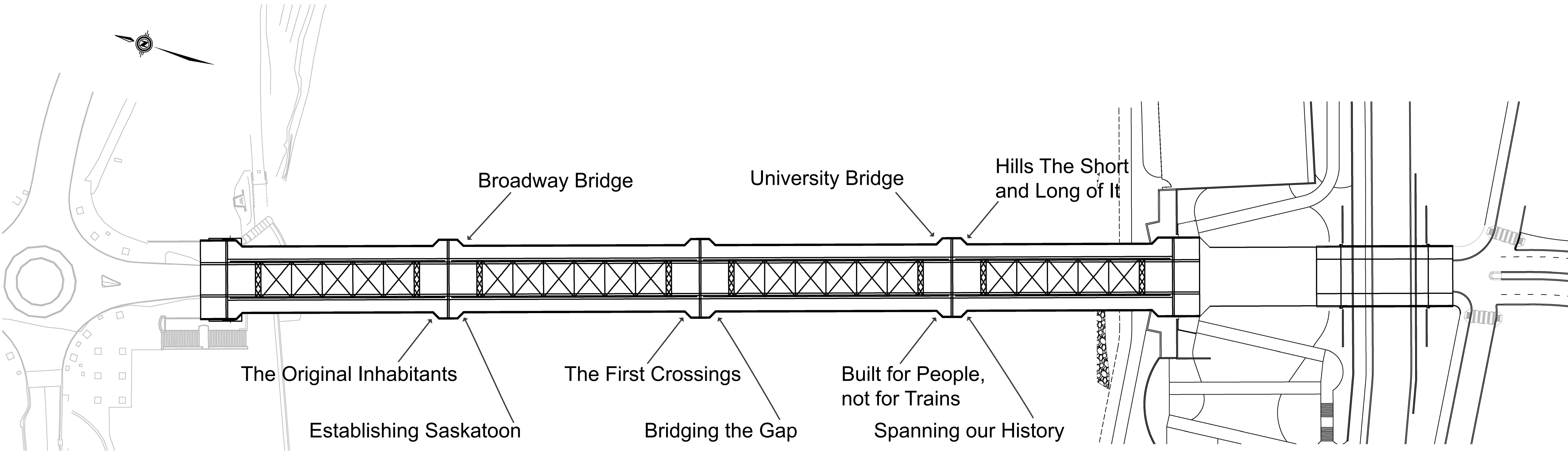


For the next few months, a single span of the historic Traffic Bridge stood alone in the middle of the river. In November, it was lowered to the berm below, cut into smaller pieces and removed, making way for construction of the new bridge.

The new Traffic Bridge officially opened to the public on October 2, 2018.

Meewasin 

Traffic Bridge Sign Locations





STANDING POLICY COMMITTEE ON FINANCE

Downtown Saskatoon - Board Composition and Request for Temporary Exception

Recommendation of the Committee

1. That the Downtown BID be granted an exception to the Board composition requirements contained in Bylaw 6710 on a temporary basis to permit Shaunna Leyte, a nominee of a business outside of the District (within River Landing) to remain on the Board; and
2. That the City Solicitor be instructed to make the appropriate Bylaw amendments.

History

At the September 16, 2019 Standing Policy Committee on Finance meeting, a letter from Brent Penner, Executive Director, Downtown Saskatoon requesting a temporary amendment to Bylaw 6170 to permit a nominee of a business outside of the District to remain on the Downtown Business Improvement District Board of Management was considered.

Attachment

Letter dated August 30, 2019 from Brent Penner, Executive Director, Downtown Saskatoon.



August 30, 2019

His Worship Mayor Charlie Clark and City Councillors
City Hall
222 Third Avenue North
Saskatoon, SK S7K 0J5

Dear Mayor Clark and City Councillors,

Re: Downtown Saskatoon Board Composition & Request for Temporary Exemption

As you know, Bylaw 6710 provides the statutory direction for the Downtown Saskatoon Business Improvement District. Included in the Bylaw is the requirement for board composition. Section 4 states that *"the Board is a body corporate and shall consist of persons appointed by resolution of Council. At least one person appointed shall be a member of Council, and the other persons appointed shall be persons who are electors of The City of Saskatoon and who are operators of businesses in the District or who are nominees of corporations which operate businesses in the District."*

The most recent person to join the Board is Shaunna Leyte, a Senior Manager at EY. EY currently has their office located at 410 22nd Street East which is located within the boundaries of the District. As of November 2019, EY's office is relocating within Downtown Saskatoon to 409 3rd Avenue South. Based on our current boundaries, this location, although Downtown, falls outside of our boundary as it was redrawn by the City of Saskatoon on January 26, 2009. Previously, this area was included in our boundaries when the Downtown BID was formed in 1986 and remained until 2009.

Downtown Saskatoon's Board has requested that the City of Saskatoon include the River Landing area south of 19th Street and east of Idylwyld Drive as part of the Downtown Saskatoon Business Improvement District. We anticipate upcoming reports from the City Administration regarding a review and consideration of BID governance and River Landing soon. We do not anticipate a decision on the boundary will be finalized prior to EY's office relocation and unless a temporary amendment is made to our Bylaw, we will lose Shaunna Leyte as a board member.

We are not asking for a permanent amendment to Bylaw 6710 to permit a business owner or appointee of a non-BID located business to sit on the Board. Rather, we are asking for a temporary exception to the current Board composition requirements contained in Bylaw 6710. As these requirements are contained in a Bylaw, we understand that the exception

must also be granted by Bylaw. To that end, Downtown Saskatoon is asking that City Council:

1. Grant the Downtown BID an exception to the Board composition requirements contained in Bylaw 6710 on a temporary basis to permit Shaunna Leyte, a nominee of a business outside of the District (within River Landing) to sit on the Board; and,
2. Direct the City Solicitor's Office to draft a Bylaw that recognizes this exception on a temporary basis (for a period of up to one year).

In conclusion, the Board asks for a timely resolution to this matter so a board member is able to remain on the Board, and that the City Administration's reports on extending the Downtown BID boundary to include the area south of 19th Street East and the area east of Idylwyld Drive are delivered as soon as possible.

Sincerely,



Brent Penner
Executive Director

cc: Chris Beavis, Chair, Downtown Saskatoon Board of Management
Cynthia Block, Ward 6 City Councillor
Jeff Jorgenson, City Manager
Joanne Sproule, City Clerk
Lynne Lacroix, General Manager, Community Services
Cindy Yelland, City Solicitor
Lesley Anderson, Director of Planning & Development
Shaunna Leyte, Board Member, Downtown Saskatoon
Michelle Beveridge, Chief of Staff, Office of the Mayor



STANDING POLICY COMMITTEE ON FINANCE

Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop

Recommendation of the Committee

1. That the Administration be authorized to purchase 2011 1st Avenue North for a price of \$740,000 to be funded from the Property Realized Reserve; and
2. That the City Solicitor be requested to prepare the appropriate agreement and that His Worship the Mayor and the City Clerk be authorized to execute the agreement under the Corporate Seal.

History

At the September 16, 2019 Standing Policy Committee on Finance meeting, a report of the Interim Chief Financial Officer, Corporate Financial Services dated September 16, 2019 was considered.

Attachment

September 16, 2019 report of the Interim Chief Financial Officer

Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop

ISSUE

Administration requires City Council approval for the purchase of land to accommodate the future relocation of the Fire Maintenance and Mechanical Shop and long-range planning for the relocation of Fire Station No. 4 from its current location, at 2106 Faithfull Avenue to 2011 1st Avenue North.

RECOMMENDATION

That the Standing Policy Committee on Finance recommend to City Council:

1. That the Administration be authorized to purchase 2011 1st Avenue North for a price of \$740,000 to be funded from the Property Realized Reserve; and
2. That the City Solicitor be requested to prepare the appropriate agreement and that His Worship the Mayor and the City Clerk be authorized to execute the agreement under the Corporate Seal.

BACKGROUND

In 2018, the Saskatoon Fire Department (Department) initiated a project to create the Saskatoon Fire Strategic Facilities Master Plan (the Plan) that will cover facilities planning as the City approaches a population of 500,000. An overview of the project was received at the Standing Policy Committee on Planning Development and Community Services' regular public meeting on November 5, 2018.

It was identified that the current Maintenance and Mechanical Shop is no longer able to meet the needs of the Department's fleet due to the increased workload and demands of a service almost twice the size of when the shop was built. Compounding the problem is the increased size and complexity of modern fire apparatus.

Included in the overview was the proposal that with the right land appropriation, a new Maintenance and Mechanical Shop, and the relocation of Fire Station No. 4, could be built when fiscally possible. Land location is the number one factor when selecting sites for a fire station. The vacant lot identified is in the right location and will serve the City long term.

Fire Station No. 4 is located at 2106 Faithfull Avenue, north of Circle Drive East on the southeast corner of Faithfull Ave and 42nd A Street East. The Fire Station was built in 1960, totalling 5,459 square feet, and was constructed to serve the expanding North Industrial Sector. Currently, the Fire Station is aging and replacement is required.

The current Maintenance Shop is located in a building on the rear of Fire Station No. 1 property at 125 Idylwyld Drive South. Built in 1964, the site does not align with current procedures and processes in place today such as efficient asset management, inventory control and storage, and suitable processes for shipping and receiving.

Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop

The Mechanical Shop is located under the same roof as the Maintenance Shop. The age of the Shop does not allow for efficient maintenance of fire apparatus and utility vehicles. Apparatus has changed considerably, both in size and technical requirements, over the past 55 years. An example of this inefficiency is servicing of the Aerial Ladder; trucks currently must be serviced outside, next to the Shop, during times when weather is conducive.

DISCUSSION/ANALYSIS

Upon determining that a replacement of the Maintenance Mechanical Shop would be required, the Department contacted Saskatoon Land, Real Estate Services to aid the search for a suitable site. As 2011 1st Avenue North is vacant and ideally situated, it was identified as the best option to pursue.

The lot is a 1.51 acre vacant lot located on 1st Avenue, just south of The Brick store on Circle Drive East (Appendix 1). The lot, legally described as Lot A – Blk/Par 231 – Plan G826 Ext 0, as described on Certificate of Title 89S41311, having ISC Parcel No. 118997364 (Appendix 2), is owned by The Brick GP Ltd. The site is large enough to build upon and ideally situated on 1st Avenue, providing quick access to Circle Drive to the north or Quebec Avenue when travelling south.

The Brick GP Ltd. was contacted to inquire whether they would consider selling the site and a conditional agreement (the agreement) was reached. Notable terms and conditions of the agreement are as follows:

- Purchase price of \$740,000 (\$490,066/acre).
- Conditional upon City Council approval by September 30, 2019.
- Closing date to be October 31, 2019.

In completing due diligence, it was discovered that storm sewer does not currently run within the street adjacent the site and would therefore have to be extended from Circle Drive to allow for a site service connection. A cost estimate of \$80,000 to complete the work was provided by Construction & Design. The purchase price of \$740,000 was negotiated knowing that this additional cost would be incurred at a later date, and it is believed to be representative of market value.

FINANCIAL IMPLICATIONS

The purchase price of \$740,000 is recommended to be initially funded from the Property Realized Reserve (PRR) until such a time that the Plan, specifically the relocation of the Maintenance and Mechanical Shop and long range planning for Fire Station No. 4 replacement, project has sufficient funds to repay the PRR. This strategy is in alignment with the purpose of PRR and corresponding Capital Reserve Bylaw (No. 6774), section 48(3)(c) which states that PRR may be used for the purchase of property required by the City for future capital expansions. Sufficient funding exists in PRR to accommodate the acquisition costs. Repayment of incurred acquisition costs will be consistent with Council Policy No. C09-19. The eventual cost to extend the storm sewer will be paid at the time of construction; funded from the capital project.

Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop

NEXT STEPS

If City Council approves the land purchase request, the City Solicitor will be requested to complete the documents required to transfer title and work towards closing the transaction.

PUBLIC NOTICE

Public notice pursuant to Section 3 of Policy No. C01-021, Public Notice Policy, is not required.

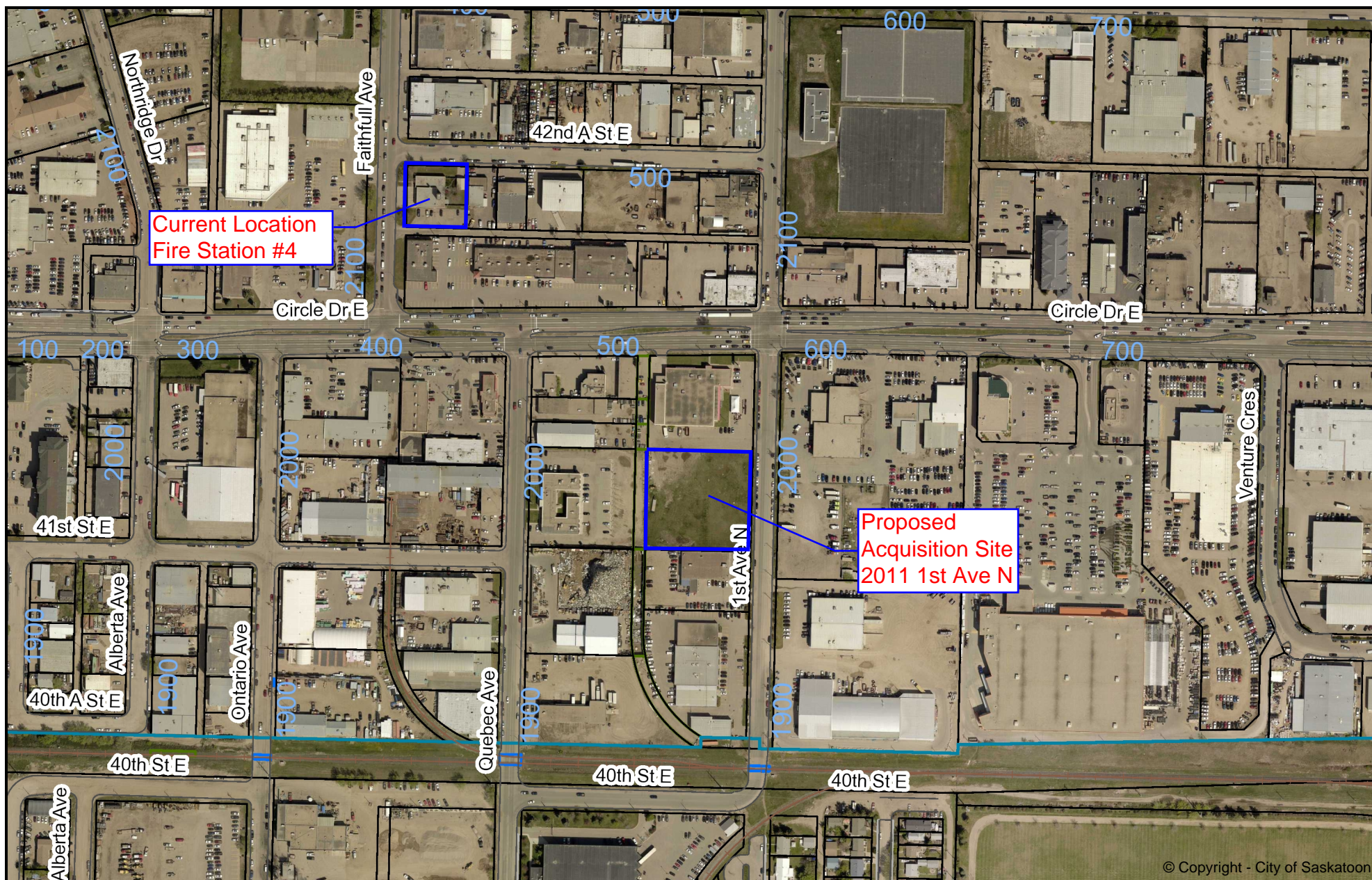
APPENDICES

1. Drawing Showing Location of 2011 1st Avenue North
2. Parcel Picture of the Proposed Acquisition Site

Report Approval

Written by: Morgan Hackl, Fire Chief
Frank Long, Director of Saskatoon Land
Approved by: Clae Hack, Interim Chief Financial Officer

Admin Report - Acquisition of Land for the Relocation of the Saskatoon Fire Department Maintenance and Mechanical Shop.docx



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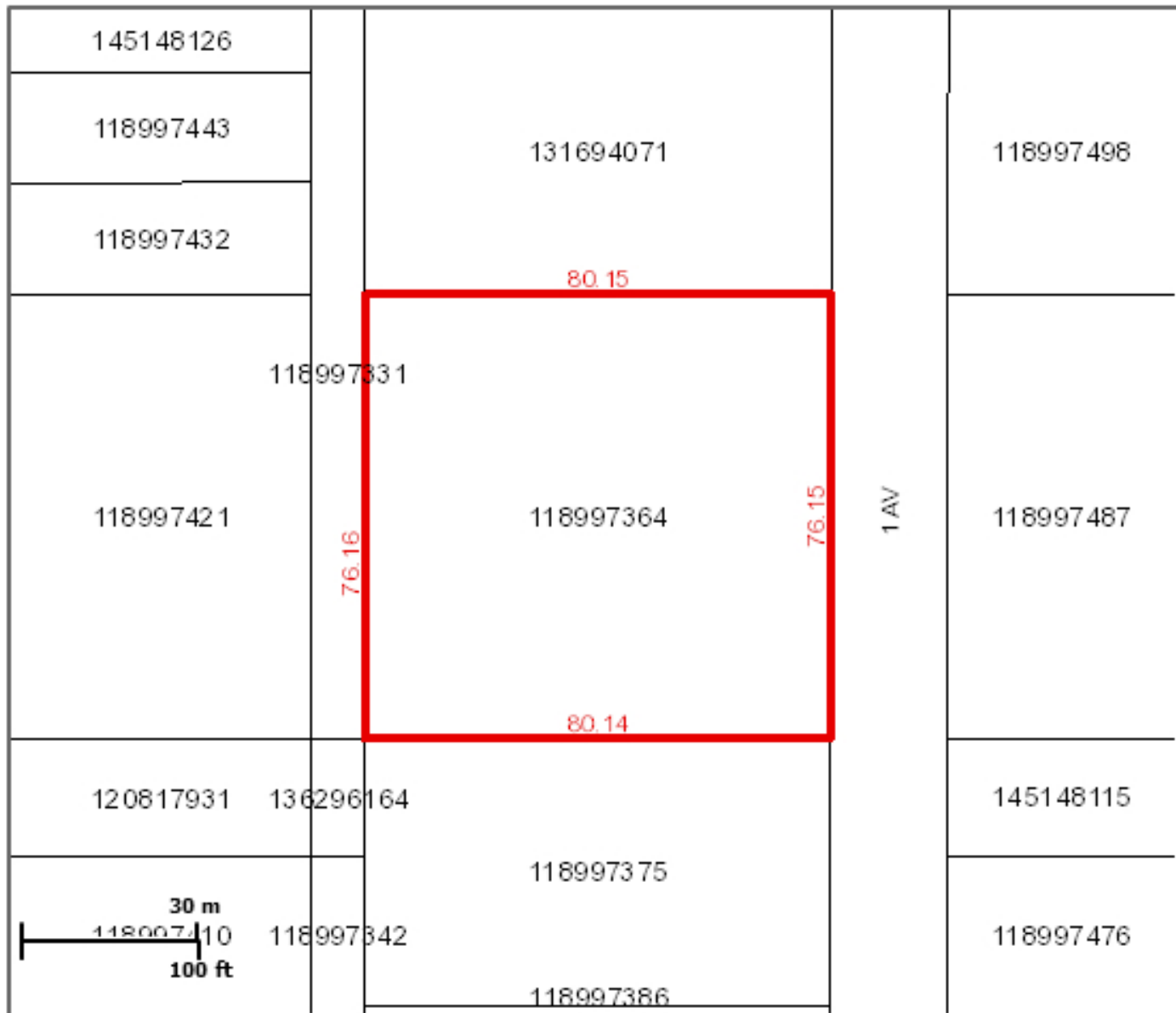
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Surface Parcel Number: 118997364

REQUEST DATE: Wed Apr 17 11:09:46 GMT-0600 2019



Scale: 1:2257

Owner Name(s): THE BRICK GP LTD.

Municipality: CITY OF SASKATOON

Title Number(s): 127931070

Parcel Class: Parcel (Generic)

Land Description: Lot A-Blk/Par 231-Plan G826 Ext 0

Source Quarter Section: NW-04-37-05-3

Commodity/Unit: Not Applicable

Area: 0.61 hectares (1.51 acres)

Converted Title Number: 89S41311

Ownership Share: 1:1

DISCLAIMER: THIS IS NOT A PLAN OF SURVEY It is a consolidation of plans to assist in identifying the location, size and shape of a parcel in relation to other parcels. Parcel boundaries and area may have been adjusted to fit with adjacent parcels. To determine actual boundaries, dimensions or area of any parcel, refer to the plan, or consult a surveyor.



STANDING POLICY COMMITTEE ON ENVIRONMENT, UTILITIES & CORPORATE SERVICES

Diversity, Equity, and Inclusion Advisory Committee – 2019 Wichitowin Conference – October 16 & 17, 2019

Recommendation of the Committee

That up to five Diversity, Equity, and Inclusion Advisory Committee members be approved to attend the Wichitowin Conference – October 16 & 17, 2019.

History

At the September 9, 2019 Standing Policy Committee on Environment, Utilities & Corporate Services meeting, a request from the Diversity, Equity, and Inclusion Advisory Committee, dated September 3, 2019 was considered.

Your Committee was advised that the Diversity, Equity, and Inclusion Advisory Committee has approved funding for conference attendance as part of its budget approval process, however, its request for conference attendance is in alignment with the *Conferences – Attendance Criteria Policy (C01-013)*.

Attachment

September 3, 2019 letter from the, Diversity, Equity, and Inclusion Advisory Committee.

VIA E-MAIL

September 3, 2019

Chair - Standing Policy Committee on Environment, Utilities & Corporate Services
City of Saskatoon

Dear Sir or Madam,

RE: 2019 Wicahitowin Conference – October 16 & 17, 2019

In previous years the former Cultural Diversity & Race Relations Committee paid for up to 5 members to attend the Wicahitowin Conference. The cost was covered via the development budget that had been set aside for the Committee from Council. However, the changes made to the advisory committees last year now require City Council approval for this type of expenditure. Therefore we request, through this committee, that the Diversity, Equity, and Inclusion Advisory Committee be allowed to send up to 5 members to the above captioned conference at the early bird price of \$200 per registrant.

I trust the foregoing to be satisfactory. Should you require anything further please feel free to call me [REDACTED]

Yours truly,

Chris Sicotte
Chair - Diversity, Equity, and Inclusion Advisory Committee

CC. Namarta Kochar – Vice Chair, DEIAC



STANDING POLICY COMMITTEE ON ENVIRONMENT, UTILITIES & CORPORATE SERVICES

Tree Protection Policy Update

Recommendation of the Committee

That the information be received.

History

At the September 9, 2019 Standing Policy Committee on Environment, Utilities & Corporate Services meeting, a report from the, General Manager, Community Services dated September 9, 2019 was considered.

Your Committee resolved that the matter be forwarded to City Council at its next meeting for information.

Attachment

September 9, 2019 report of the General Manager, Community Services.

Tree Protection Policy Update

ISSUE

This report provides information on Council Policy No. C09-011, Trees on City Property Policy (Tree Policy), related to the possibility of allowing residents to remove dead, diseased or nuisance trees, as well as an interim update on the upcoming Urban Forestry Management Plan (Forestry Management Plan). Within the Forestry Management Plan, in addition to developing an updated Tree Policy, there will also be a recommendation calling for the development and implementation of a tree protection bylaw to respond to changing conditions and improved municipal tree protection practices.

BACKGROUND

City Council, at its Regular Business Meeting held on June 25 & 26, 2018, resolved that:

“The Administration report on best practices for urban forestry, and the possibility of a policy change that would allow residents to replace dead, diseased, or nuisance city trees in their front or back yard.”

Saskatoon’s urban forest is a crucial asset and a fundamental component of the green infrastructure. The City’s approach to protecting these green assets is guided by Council Policy No. C09-011, Trees on City Property, which has been in effect since April 1989, and last updated in 2010 (see Appendix 1). The policy identifies in general, healthy and sound City trees will not be removed. It further notes that requests to remove or replace trees will be dealt with on their own merit, subject to the criteria within the policy, and only upon explicit written consent of the City. The purpose of the policy is to:

- Affirm that trees on City property are living assets owned and maintained by the City as a legacy for residents and visitors of Saskatoon;
- Protect, preserve, and perpetuate the health, beauty, and safety of Saskatoon’s urban forest for the enjoyment of residents and visitors, present and future; and
- Ensure that all trees on City property are adequately protected from unnecessary or unapproved destruction, loss and damage.

CURRENT STATUS

Replacing Dead, Diseased, or Nuisance Trees

Requests for tree removal/replacement on public property abutting private property are received by Parks Division, Urban Forestry Section. Urban Forestry responds to such requests by applying the Tree Policy. In general, the policy allows for the removal of sick, dying, or hazardous public trees, but does not allow removal or replacement of City trees due to perceived nuisance conditions associated with trees.

For clarity, a public tree is one that has been planted by the City or is on or partly on City property. There are three types of public trees; park trees, boulevard trees and front and

side yards. The most frequent public tree requests concern those that are placed on City property but are in a front yard or side yard.

Best Practices in Urban Forestry

Development of a Forestry Management Plan continues. Work completed to date includes:

1. Identification of best tree protection practices from across Canada.
2. Detailed review of the City's current bylaws, policies, practices and other components of the Urban Forestry program with respect to tree protection.
3. Engagement with a number of residents as well as internal and external stakeholders (ongoing).
4. Detailed canopy mapping to determine the percent of canopy cover throughout Saskatoon.

Appendix 2 compares the City's approach to tree protection with three other Canadian municipalities. The best practices review identified that many cities support tree protection efforts through enforcement of a tree protection bylaw and implementation of a tree protection policy. It also identified that none of the cities in the review allow the removal or replacement of trees due to nuisance issues.

DISCUSSION/ANALYSIS

Replacing Dead, Diseased or Nuisance Trees

The current Tree Policy, has provisions that allow for the removal of dying, dead, or diseased public trees (upon written consent from the City), but does not allow removal and replacement of public trees adjacent to private property due to perceived nuisance conditions that can include:

- leaf, fruit, seed, sap and needle drop;
- root growth;
- shade;
- lack of view;
- insect and bird activity; and
- unattractive growth habits.

Mature established trees provide disproportionately more benefits to the community due to their exponentially greater leaf area. Trees are unique as they appreciate in value over time, as opposed to many other assets, which depreciate with age. Replacing mature trees deemed a nuisance, with young trees results in a disproportionate loss of community benefits, such as:

- environmental benefits, such as, improving air and water quality, cooling the air, buffering from winds, reducing flooding, providing wildlife habitat, and ecosystem connectivity;
- health, social and community benefits, and
- economic benefits, such as, increasing property values, increasing economic activity, reducing energy demand

Administration does not recommend a change to the current Tree Policy that would allow tree removal requests on the basis of a perceived nuisance, due to the following:

- if the tree is not dead, dying or diseased, it is actively contributing ecological and community benefits,
- subjectivity associated with the definition of a nuisance tree condition;
- the potential for additional administrative investigative and adjudication effort; and
- the potential of setting precedent that could result in a significant number of additional requests for tree removals due to perceived nuisance conditions.

Best Practices in Urban Forestry

Initial findings as part of the development of the Forestry Management Plan have identified the need for an updated Tree Protection Policy and the development of a bylaw to strengthen and support the City's living assets.

The Forestry Management Plan will provide a ten-year action plan that is developed through extensive internal and external engagement, data analysis, and an assessment of the current state of the City's urban forest. Within the 2020 Capital Projects, Administration submitted a funded Capital Project 1672, to complete an update on the Tree Protection Policy and develop a Tree Protection Bylaw. This project will:

1. Consider initiatives relating to tree protection, such as, the Strategic Plan, Green Strategy and strategic infill goals;
2. Recognize the environmental, economic, and societal services provided by the trees as an essential component of the City's green infrastructure;
3. Clarify the City's expectation to protect against injury or loss of public trees;
4. Establish procedures for identification and mitigation of potential conflicts between hard infrastructure, development, site alterations and all publicly owned trees; and
5. Outline the process for appraising tree value, and collecting security deposits and compensation.

In short, while the report calls for no changes to the current practice for dealing with requests for the removal of public tree deemed a nuisance by a property owner, when the action plan is presented there will be the opportunity to provide the Administration with direction on how to deal with the issue of protecting public trees while permitting a development to proceed.

NEXT STEPS

The Forestry Management Plan is to be presented to City Council for consideration in late 2019. Pending approval, implementation of the recommended actions will begin.

Capital Project 1672 Tree Protection Policy Update and Bylaw in the amount of \$55,000 will be brought forward for consideration during the 2020/21 Business Plan and Budget

deliberations. The identified funding source for this project is the Deferred Tree Replacement Account. This project will deliver an updated Tree Protection Policy and associated bylaw to better align tree protection with City priorities.

APPENDICES

1. City Council Policy No. C09-011, Trees on City Property
2. Tree Bylaw and Policy Comparison of Four Municipalities

Report Approval

Written by: Jeannette Wheeler, Superintendent, Urban Forestry & Urban Biological Services

Reviewed by: Darren Crilly, Director of Parks

Approved by: Lynne Lacroix, General Manager, Community Services Department

Tree Protection Policy Update.docx

CITY OF SASKATOON COUNCIL POLICY

NUMBER
C09-011

POLICY TITLE <i>Trees on City Property</i>	ADOPTED BY: <i>City Council</i>	EFFECTIVE DATE <i>April 10, 1989</i>
		UPDATED TO <i>December 20, 2010</i>
ORIGIN/AUTHORITY <i>Planning and Development Committee Reports 13-1989 and 44-1989; Planning and Operations Committee Report No. 8-2008; and Administrative Report No. 21-2010</i>	CITY FILE NO. <i>CK. 4139-4</i>	PAGE NUMBER <i>1 of 8</i>

1. PURPOSE

To affirm that trees on City Property are “living” assets owned by the City of Saskatoon and maintained as a legacy for the citizens of the City of Saskatoon.

To protect, preserve and perpetuate the health, beauty and safety of the City of Saskatoon’s urban forest for the enjoyment of its citizens, past, present and future.

To ensure that all trees on City Property are adequately protected from unnecessary destruction, loss and damage.

To establish a protocol for responding to requests for tree maintenance or removal of trees that were not planted on City Property and whose main stem is less than 50% on City Property.

2. DEFINITIONS

2.1 City – means the City of Saskatoon.

2.2 City Property – means all land owned, controlled or maintained by the City including parks, boulevards, buffer strips, medians, streets, rights-of-way and natural stands.

2.3 Boulevard – means that portion of a right-of-way that extends from the edge of the street to the property line of the adjacent property, not including the sidewalk.

2.4 Buffer Strip – means City Property set aside for the purpose of providing an aesthetic barrier to act as a buffer between adjacent land uses and prevent through sites.

CITY OF SASKATOON

COUNCIL POLICY

NUMBER

C09-011

POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
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- 2.5 Median – means that part of the roadway which divides the lanes of traffic moving in opposite directions, commonly called the centre boulevard, and includes traffic islands, lay-bys and traffic circles.

- 2.6 Natural Stand - means areas on City Property where trees are in their natural state, and includes riverbanks and bluffs.

- 2.7 Pruning – means the removal of specific branches for the purpose of preserving the health and appearance of a tree and for public safety.

- 2.8 Tree or tree – means both trees on City Property that have 50% or more of the main stem on a Boulevard, and includes all parts of the tree, including the roots.

- 2.9 International Society of Arboriculture – means the worldwide professional organization dedicated to fostering a greater awareness of trees and promoting research, technology, and the professional practice of arboriculture.

- 2.10 Agencies – means the Meewasin Valley Authority, and public and private utilities.

- 2.11 Compensation Formula – means the value to be utilized in establishing equitable compensation for damage and/or loss of Trees, and will be based on the current edition of the “*Guide for Establishing Values of Trees and other Plants*” as adopted by the International Society of Arboriculture.

- 2.12 Additional Costs – means all labour, vehicles, equipment, and materials of the City associated with the removal, relocation, pruning and other tree maintenance activities.

- 2.13 Deferred Tree Replacement Account – means an account established to hold funds collected as compensation for tree loss or damage and that will be utilized for the replacement and/or additional tree planting or maintenance in subsequent years.

- 2.14 dbh – means “Diameter at breast height”, the accepted arboriculture method of measuring the diameter of a tree.

CITY OF SASKATOON

COUNCIL POLICY

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C09-011

POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
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2.15 Straddling Tree – means a tree that is partly on City Property but whose main stem is more than 50% on private property. For the purposes of determining the property line, the City may rely on a surveyor or its own records. With respect to measuring a main stem, the measurement is to be taken at ground level, just above the trunk flare from the midpoint of the tree, perpendicular to the curb. For multi-stem trees, ownership is determined by where the majority of the stems lie, using the same technique. Burls or other growth and/or anomalies are not included in the measurement.

3. IMPLEMENTATION OF THE POLICY

POLICY STATEMENT

All trees situated on City Property will be protected under the provisions of this Policy.

The planting, care and maintenance of trees on City Property will be in accordance with the standards and practices established by the City.

In the case of Straddling Trees, upon receipt of a request for maintenance of a tree that is touching or straddling City Property, the owner will be advised that the tree is privately owned and that the City is prepared to maintain the tree in accordance with City standards and practices provided the owner consents, in writing, to such maintenance and agrees to be bound by the terms of this Policy.

IMPLEMENTATION PROCESS AND PROCEDURE

3.1 Planting - residents may, subject to City approval, plant trees on City Property.

3.2 Recognition of Donations - the City will not allow signage in recognition of the donor of trees planted on City Property except in the case of signage for veterans' memorials.

CITY OF SASKATOON

COUNCIL POLICY

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POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
<i>Trees on City Property</i>	<i>April 10, 1989</i>	<i>December 20, 2010</i>	<i>4 of 8</i>

3.3 Maintenance and Removal

The City will observe the following priorities when responding to requests from residents, contractors and agencies for the maintenance or removal of trees on City Property:

- Public hazard;
- Interference with overhead utility lines;
- Disease; and
- General tree care.

Trees on City Property may not be removed, pruned, or destroyed in any way, without explicit written consent from the City of Saskatoon, and subject to the following:

- a) Trees will not be pruned, trimmed or removed merely for the purpose of opening up views from private property.
- b) Except for traffic signs or signals or street signs, trees obstructing commercial signs, billboards, or other forms of advertising, will not be pruned, trimmed or removed merely for the purpose of making the commercial sign more visible to the public.
- c) Trees will not be removed for the purpose of relocating driveways or structures unless:
 - i) the tree can be successfully relocated; or
 - ii) the tree can be replaced by one of similar quality; and
 - iii) the replacement or removal costs will be paid by the owner making the request, and such costs will be based on the Compensation Formula and any Additional Costs.

CITY OF SASKATOON

COUNCIL POLICY

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C09-011

POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
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- d) Requests to remove or replace trees for reasons other than those cited above will be dealt with on their own merit; however, in general:
 - i) trees that are healthy and sound, and over 15cm (6”) dbh will not be removed;
 - ii) trees that are healthy and sound, and less than 15 cm (6”) dbh can be relocated, subject to the Additional Costs; and
 - iii) trees that are not healthy and sound, may be pruned and monitored for health, or removed.

3.4 Protection

The City will expect residents, contractors, agencies and the City working near or carrying on any operation near a tree on City Property to take reasonable precautions to prevent damage to such trees.

- a) The City will seek to hold liable residents, contractors, Agencies and motor vehicle owners or drivers for any loss of or damage to tree(s) on City Property occurring as a consequence of work, operations, deliberate acts, motor vehicle accidents or negligence, and such loss claimed will be an amount based on the Compensation Formula and any Additional Costs.
- b) Residents, contractors and Agencies will be required to adhere to the City’s Tree Protection Guidelines for Construction Sites, attached to this Policy as Schedule “C”.
- c) In the case of an application for demolition, construction, development or building move with respect to property where there are or are likely to be trees on City Property impacted, the applicant will be required, as a condition of any such permit, to acknowledge in writing that the applicant agrees that the appropriate measure for damages to trees on City Property will be based on the Compensation Formula, and further will be obliged to deliver to the City a deposit equal to the total estimated value of the tree(s) on City Property on or near the site, based on the Compensation Formula, plus an amount equal to twenty percent (20%) of the same, and this deposit will be retained as a damage holdback by the Infrastructure Services Department. In the alternative to delivery of the deposit, the applicant may

CITY OF SASKATOON

COUNCIL POLICY

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C09-011

POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
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provide evidence of insurance to the City naming the City as an additional insured on a comprehensive general liability insurance policy applicable to the work that is to be performed. In the event that trees on City Property are either damaged or destroyed as a result of the work performed, the City will either retain an amount of the deposit or make a claim under the insurance policy equal to the amount of the damages sustained based on the Compensation Formula.

3.5 Straddling Trees

- a) The City will follow the implementation process and procedure set out above, and treat such trees in the same manner as trees on City Property.
- b) In addition, in the case of Straddling Trees the following provisions will apply:
 - i) The owner requesting that the City prune or maintain a Straddling Tree will be advised in writing that the tree is privately owned and that the City is prepared to maintain the tree in accordance with the City's standards and practices provided the owner signs a consent to tree maintenance form, a copy of which is attached to this Policy as Schedule "A";
 - ii) Pruning or maintenance of a Straddling Tree will be scheduled at the City's convenience as part of routine activities in the subject area; and
 - iii) If the Straddling Tree is dead, hazardous or no longer viable to maintain, the City will undertake to remove the tree in accordance with its tree removal schedule for the area.
- c) The value of the tree will be calculated as per Section 4.1 of this policy.

CITY OF SASKATOON

COUNCIL POLICY

NUMBER

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POLICY TITLE	EFFECTIVE DATE	UPDATED TO	PAGE NUMBER
<i>Trees on City Property</i>	<i>April 10, 1989</i>	<i>December 20, 2010</i>	<i>7 of 8</i>

3.6 Building Moves

All building moves will be required to follow the procedures as outlined in the “Building Move Information and Guidelines” contained in The Building Bylaw, Bylaw No. 7306.

- a) The building mover (contractor) is responsible for all damages to City trees, associated with the move, and all associated costs.
- b) Each applicant for a building move permit will be required to issue a deposit or bond for the total amount of the estimated tree’s value plus twenty percent (20%) for damage holdback, issued to the Infrastructure Services Department.

4. EQUITABLE COMPENSATION FORMULA AND TREE VALUATION

- 4.1 The value to be used in establishing compensation for damage to or loss of a tree on City Property will be based on the then current “Guide for Establishing Values of Trees and Other Plants” adopted by the International Society of Arboriculture. In the case of damage that is repairable, the damage will be appraised and the reduced tree value and/or cost of the repair will be used to determine the Compensation Formula, a copy of which is attached to this Policy as Schedule “B”.
- 4.2
 - a) If an existing tree is 6” or less in diameter, the cost per tree to move it to an alternate location is approximately \$500, however, actual cost of labour, equipment and materials will be charged after completion of the work.
 - b) If a tree is larger than 6” in diameter and requires cutting down, the cost is approximately \$1,500 (including labour, equipment and materials), however, actual cost will be charged after completion of the work.
 - c) If the tree is replaced at the same or an alternate location, the cost of a new tree is \$310, plus labour, equipment and materials for staking, mulching and watering, ranging from approximately \$110 to \$200, depending on location and bid price, however, actual cost will be charged after completion of work.

CITY OF SASKATOON

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5. DEFERRED TREE REPLACEMENT ACCOUNT

- 5.1 The City will establish a fund to retain any monies received for compensation with respect to trees on City Property and the fund will be utilized for the purposes of tree replacement or enhancement of the urban forest.

6. RESPONSIBILITIES

6.1 Infrastructure Services Department

- a) Establish technical standards and practices pertaining to the planting, care and maintenance of trees on City Property.
- b) Administer the provisions of this Policy.

6.2 City Council

- a) Consider and, where appropriate, approve amendments to this Policy.

6.3 The City of Saskatoon

- a) Consider and, where appropriate, reimburse all costs associated with the cutting down and/or replacement of each tree that is affected by all projects initiated by the City of Saskatoon, with all costs being charged to the appropriate Capital or Operating Budget.

SCHEDULE "A" TO POLICY C09-011



Urban Forestry

**CONSENT TO TREE MAINTENANCE FOR BOUNDARY LINE (STRADDLING)
STREET TREES**

I/We, _____ am/are the registered owner of
(please print name)

(please print address including postal code)

in the City of Saskatoon and, as such, I/we request the City of Saskatoon (the City) to provide maintenance of the tree(s) located on my property, on the border of the road allowance, as described below.

I/we agree that any maintenance service provided by the City shall be in accordance with the current policy and practice of the City.

I/we understand and agree that the City shall not be liable for any claims whatsoever in respect of the tree(s) and I/we hereby agree to save harmless and fully indemnify the city, its successors and assigns, from and against all actions, claims and demands whatsoever which may be brought against or made upon the City arising out of the City's performance or non-performance of the tree maintenance services described below.

I/we agree that for a period of 3 years from the date of maintenance to neither prune, nor remove the tree(s) without prior written authorization from the City of Saskatoon, Urban Forestry. I/we understand that I/we will be responsible for paying the cost of the city work if the terms of this agreement are violated

Owners Signature

Owners Signature

Witness

Date: _____

For City Use Only

TREE ID	POS	SPECIES	DBH	OWN	MNT	Location Detail

SCHEDULE "B" TO POLICY C09-011

Trunk Formula Method Worksheet*

Case # _____ Property: _____ Date: _____

Appraiser(s): _____

Field Observations

1. Species: _____ Cell# _____
2. Condition: _____
3. Trunk Circumference: _____ in/cm Diameter: _____ in/cm
4. Location % = Site _____ Contribution _____ Placement _____ $\div 3 =$ _____

Regional Plant Appraisal Committee and/or Appraiser-Developed or - Modified Information

5. Species rating: _____
6. Replacement Tree Size (diameter) _____ in/cm
(Trunk Area) _____ in^2/cm^2 TA_R
7. Replacement Tree Cost _____
(see Regional Information to use Cost selected)
8. Installation Cost \$ -
9. Installed Tree Cost \$ -
10. Unit Tree Cost _____ per in^2/cm^2
(see Regional Information to use Cost selected)

Calculations by Appraiser using Field and Regional Information

11. Appraised Trunk Area:
(TA_A or ATA_A ; use Tables 4.4-4.7)
or c^2 (#3) _____ x 0.08 _____ 0 in^2/cm^2
or d^2 (#3) _____ x 0.785 _____
12. Appraised Tree Trunk Increase (TA_{INCR})
(TA_{INCR}) = TA_A or ATA_A _____ in^2/cm^2 - TA_R _____ 0 in^2/cm^2 = _____ in^2/cm^2
13. Basic Tree Cost =
 TA_{INCR} _____ in^2/cm^2 x Unit Tree Cost \$ - per in^2/cm^2 + Installed Tree Cost = \$ -
= \$ -
14. Appraised Value =
Basic Tree Cost \$ _____ x Species Rating 0% x Condition 0% x Location 0%
= \$ -

15. If the Appraised Value is \$5,000 or more, round it to the nearest \$100; if it is less, round to the nearest \$10

16. Appraised Value = \$ -

Items 5 through 10 are determined by the Regional Plant Appraisal Committee. The Wholesale Replacement Tree Cost, the Retail Replacement Tree Cost, or the Installed Tree Cost (#9) divided by the Replacement Tree Size (#6) can be used for the Unit Tree Cost (#10), or it can be set by the Regional Plant Appraisal Committee.

* Developed by The Council of Tree & Landscape Appraisers and Endorsed by the International Society of Arboriculture (ISA)

SCHEDULE C TO POLICY C09-011

Preventing tree damage in a construction zone

Equipment and vehicles can injure tree trunks, break branches, tear bark or damage roots. Construction damage may result in reducing the value of the tree or lead to the decline and death of a tree.

The purpose of these guidelines is to reduce the number of trees which are unnecessarily damaged or removed as a result of any construction activities.

Anyone failing to adhere to the tree protection policies and guidelines will be financially responsible for any resulting damage to trees. Restitution for damages to City trees will be assessed on the value of the plant material as well as the cost of any removal or repairs.

Any unauthorized excavations, removal, relocation, pruning, or damage in part or whole of existing trees adjacent to your work site is not allowed and may result in a fine or penalty that may be imposed under this policy.

1. Plan ahead

Prior to proceeding with any construction near City trees, a city arborist must be contacted.

2. Protective fencing and hoarding

A protective barrier or fencing will be required to keep vehicles and equipment away from trees.

For trees within 3-5 meters of construction, place a standard snow fence at the farthest possible distance from the tree(s).

For trees within 1-3 meters of construction, use 12.5 mm (1/2") thick plywood sheeting, 1220 mm (48") in height, enclosing tree(s) at the farthest possible distance from trees.

For trees within 1 meter of construction, use 39 X 89 X 2400 mm (2" X 4" by 8' long) boards secured vertically at 300 mm (12") intervals around the tree trunk with strapping or an equivalent method of securing the boards.

Tree Protection barriers are to be erected prior to the commencement of any construction or grading activities and are to remain in place throughout the entire duration of the project.

3. Protecting tree roots

Severing major tree roots impact both the health and stability of a tree. The critical root zone area is within the drip line of the tree.

SCHEDULE C TO POLICY C09-011

Preventing tree damage in a construction zone

4. Do not pile or leave fill near the tree trunk

Most roots are located in the upper 30 cm of the soil, piling soil over them or changing the grade near an established tree will reduce water infiltration and air exchange around the roots.

5. Digging around trees

Excavations within 3.0 meters of a tree:

You will only be permitted to excavate on one side of the tree.

All exposed roots must be pruned with a sharp pruning tool to provide a clean severance of the root.

Exposed roots must be protected from drying out during construction by placing a tarp over the excavation wall during construction.

Backfill around the roots as soon as possible.

Excavations beyond 3.0 meters of a City tree:

Excavations beyond 3.0 meters of a tree, roots are to be backfilled around the roots as soon as possible to prevent any exposed roots from drying out.

6. Prevent compaction under the drip line of a tree

No grade changes, storage of materials or equipment is permitted within the critical root zone area of a tree.

To prevent compaction of the root zone, a wood chip mulch 15 cm (6") in depth within the root zone of the tree and 10 cm (4") away from the trunk is required.

7. Water

Adequate water over the entire root zone is required during and after construction.

If the soil in the root zone has been compacted, aeration to improve conditions for oxygen supply and water uptake by the roots is required. Holes drilled throughout the root zone to a depth should be at least 30 cm deep.

8. Tree Removal and Relocation

Any requests for removal, cutting, pruning, or relocating a tree must be approved by the Parks Manager.

Tree Bylaw and Policy Comparison of Four Municipalities

Municipality	Regina	Edmonton	Oakville	Saskatoon
Tree Policy	Yes (2 policies Tree Protection & Tree Removal)	Yes	Yes	Yes
Tree Bylaw	Yes	No	Yes	No
Tree Protection is Part of Plan Review	Yes	Yes	Yes	Yes
Permit System	Yes	Yes	Yes (3 part system)	Yes
Education & Outreach	Yes	Yes	Yes	No
Guideline for Tree Evaluation	Yes	Yes	Yes	Yes
Incentives for Preservation	N/A	Yes	N/A	N/A
Tree Removal for Nuisance, Construction, staging or Aesthetic	No	No	No	No
Tree Valuation (Based on International Society of Arboriculture Standards)	Yes	Yes	Yes	Yes



STANDING POLICY COMMITTEE ON ENVIRONMENT, UTILITIES & CORPORATE SERVICES

Frozen Service Connections Investigation Program

Recommendation of the Committee

That a budget adjustment transfer of \$500,000, from Capital Project #1618 – Sanitary Trunks to Capital Project #1615 – Water Distribution, be approved. Funds being transferred will be allocated through the Water & Wastewater Infrastructure Reserve, resulting in a net zero impact to the reserve.

History

At the September 9, 2019 Standing Policy Committee on Environment, Utilities & Corporate Services meeting, a report from the, General Manager, Transportation and Construction dated September 9, 2019 was considered.

Attachment

September 9, 2019 report of the General Manager, Transportation and Construction.

Frozen Service Connections Investigation Program

ISSUE

Over the last decade, several properties in Saskatoon have experienced frozen service connections on multiple occasions. The City of Saskatoon has established a program to investigate and repair this problem; however, additional funding is required in the capital project to fund high priority work. To fund the investigation and repairs of properties that have experienced frozen water service connections multiple times in recent years, this report is seeking approval for a budget adjustment transfer of \$500,000 from Capital Project #1618 – Sanitary Trunks to Capital Project #1615 – Water Distribution.

RECOMMENDATION

That the Standing Policy Committee on Environment, Utilities and Corporate Services recommend to City Council:

That a budget adjustment transfer of \$500,000, from Capital Project #1618 – Sanitary Trunks to Capital Project #1615 – Water Distribution, be approved. Funds being transferred will be allocated through the Water & Wastewater Infrastructure Reserve, resulting in a net zero impact to the reserve.

BACKGROUND

At its meeting held on June 10, 2019, the Standing Policy Committee on Environment, Utilities and Corporate Services received a report from the Interim General Manager, Utilities & Environment Department titled Frozen Water Connections Information. In this report, it was reported that the extreme cold temperatures in February 2019 led to frost reaching depths of up to eight feet. This deep frost led to a high number of water service interruptions including 271 frozen service connections.

These widespread service connection freezing events do not occur every year. They correlate with sustained extreme cold periods and the depth of frost below approximately eight feet.

Table 1 – Total Frozen Water Service Connections

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Frozen Connections	2	39	2	30	289	9	3	10	80	271

Some properties have shown to be susceptible to freezing and have frozen in multiple years. The June 10, 2019 report outlined various contingency plans that will be put in place going forward to improve customer service and mitigate service connection freezing. Among these plans was to investigate and repair the locations where water service connections have frozen on multiple occasions.

DISCUSSION/ANALYSIS

Administration currently has data dating back to 2009 on frozen service connections. This data shows five properties that have experienced a frozen service connection in four separate years, and 29 properties that have experienced a frozen service connection in three separate years since 2009.

All locations that have frozen since 2009 were mapped and grouped into potential project areas. Proposed projects include locations that have experienced freezing in less than three separate years but are on the same block as locations that have frozen three or more times. Projects were given a priority rating based on the number of properties within the areas that have experienced freezing three or four times. Six project areas, representing 45 properties were rated as high priority and were recommended for investigation and repair in the fall of 2019. The 45 properties include all five locations that have frozen four times, 16 of the 29 locations that have frozen three times, and 24 locations that have frozen twice. These locations will be excavated to determine the likely cause of freezing and remedies such as insulating or lowering the service connection will be undertaken.

Capital Project #1615 – Water Distribution, would typically provide funding for this project; however, based on current projections there is no available funding in 2019 for additional work.

Capital Project #1618 – Waste Water Trunks, funds capital rehabilitation work on Sanitary Trunk Mains and current projections indicate there is sufficient unallocated funding to initiate a frozen service connections investigation program. Unallocated funding is available due to favorable cleaning and condition assessment pricing in 2019. This condition information is required prior to allocating the follow-up preservation programs. This allows utilization of current onetime funds for the frozen service connections program without the requirement for an increase to the Water and Wastewater Infrastructure Reserve.

As a result, the Administration is recommending that a onetime transfer of \$500,000 be transferred from Capital Project #1618 to Capital Project #1615. This transfer is necessary to complete the proposed work. The Administration is not proposing the establishment of an annual capital program due to the unpredictability of city-wide freezing events. Future extreme cold events leading to widespread service connections freezing will be evaluated similarly to the 2014 and 2019 events.

IMPLICATIONS

The capital cost to investigate and resolve locations where service connections have been freezing repeatedly will be offset by reduced operational, social and environmental costs.

Operational costs to deal with frozen service connections in 2019 was approximately \$387,000. This includes \$104,000 paid to contractors and \$283,000 for City staff, equipment and material. In addition to the direct financial cost to operations, staff are

pulled away from planned activities resulting in important maintenance work being deferred.

The social and environmental costs of frozen service connections are also significant. Due to the large influx of frozen service connections occurring in a short period, residents can be faced with long wait times before water service is restored.

After a service connection is thawed, or in cases where the service connection cannot be thawed and a temporary service is installed, residents must leave a water tap running 24 hours per day in order to prevent refreezing of the service connection or temporary service. This also impacts water and sewer revenues from the frozen connection properties for the duration of time that the tap is required to run.

NEXT STEPS

If the recommendation is approved, investigations and repair work will start in the fall of 2019 on the 45 properties rated as high priority. The locations will be excavated to determine the likely cause of freezing and remedies to reduce the risk of freezing will be undertaken.

Administration will also continue to monitor frozen service connections and weather patterns that may be related to climate change. If required, similar onetime programs will be implemented to deal with problematic service connections throughout the City. This will ensure a better quality of life for citizens impacted multiple times with frozen connections.

Report Approval

Written by:	Stephen Wood, Water & Sewer Preservation Manager, Major Projects & Preservation
Reviewed by:	Todd Grabowski, Acting Engineering Manager of Asset Preservation
Reviewed by:	Rob Frank, Interim Director of Major Projects & Preservation
Approved by:	Terry Schmidt, General Manager, Transportation & Construction Department

Admin Report - Frozen Service Connections Investigation Program.docx



STANDING POLICY COMMITTEE ON ENVIRONMENT, UTILITIES & CORPORATE SERVICES

Curbside Residential Recycling Service Levels for 2020 and Beyond

Recommendation of the Committee

1. That Option 1: Core Acceptable Materials be approved for the curbside residential recycling program;
2. That the continuation of the Glass Recycling Partnership with SARCAN Recycle be approved; and
3. That the Administration report back to the appropriate Committee with information on the structure of the new program, rationale of any changes to the program, communications plan, and a summary of how the program's success will be measured.

History

At the September 9, 2019 Standing Policy Committee on Environment, Utilities & Corporate Services meeting, a report from the, General Manager, Utilities & Environment dated September 9, 2019 was considered.

Your Committee is also recommending that the Administration report back to the appropriate Committee with information on the structure of the new program, rationale of any changes to the program, communications plan, and a summary of how the program's success will be measured.

Attachment

September 9, 2019 report of the General Manager, Utilities & Environment.

Curbside Residential Recycling Service Levels for 2020 and Beyond

ISSUE

The current contract for curbside residential recycling services expires on December 31, 2019, and a new contract is required for 2020 and beyond. A Request for Proposals (RFP) for collection, processing, and marketing of recyclable material in the Curbside Recycling Program was issued on April 5, 2019, and closed on June 4, 2019. The RFP was developed to provide for an opportunity to negotiate the service level (materials accepted) and associated costs. The highest ranked proponent has entered into negotiations to finalize an agreement with the City of Saskatoon (City). The purpose of this report is to obtain direction on the recycling service levels in order to finalize an agreement and ensure services are in place for January 1, 2020.

BACKGROUND

2.1 History

City Council, at its meeting held on May 14, 2012, received the Contract Award – Residential Curbside Recycling report, and awarded the contract for Single-Family Residential Curbside Recycling to Loraas.

City Council, at its meeting held on February 26, 2018, received the Update on Recycling Markets - Plastic Film report and resolved:

“That plastic film be removed as an acceptable item in City of Saskatoon recycling programs starting in April 2018.”

City Council, at its meeting held on September 24, 2018, received the Update on Curbside Recycling Program report and resolved:

“That the City of Saskatoon enter into a pilot program partnership with SARCAN Recycling to expand glass recycling to the four SARCAN Depot locations in Saskatoon.”

City Council at its meeting held on February 25, 2019, considered a report outlining the procurement process and terms of reference for a RFP for the curbside residential recycling contract and resolved:

“That the report Curbside Residential Recycling Services for 2020 and Beyond [CK. 7830-5] of the A/General Manager, Utilities and Environment Department, dated February 11, 2019, be received as information.”

2.2 Current Status

The City and Loraas are in the last year of a seven-year agreement. The contract expires on December 31, 2019, and a new contract is required to be in place prior to January 1, 2020, to ensure there is no gap in curbside recycling services.

2.3 Public Engagement

Results from the Curbside Redesign Engagement and the Waste and Recycling Survey indicated that residents are generally satisfied with the recycling program. Residents advised that they were concerned when plastic film was removed from the program and some residents stated they were concerned that glass would be removed next.

2.4 City of Saskatoon's Current Approach

Curbside recycling service is currently provided on a bi-weekly basis year-round. The 2019 utility charge is \$5.66 per household per month. The current residential recycling program includes the following materials:

- Aluminium and tin cans
- Aluminium foil and pie plates
- Corrugated cardboard
- Mixed paper, newspaper, fine paper and magazines, polycoat
- Boxboard
- Recyclable plastic containers #1 through #7 (excluding #6 styrofoam)
- Beverage containers
- Glass food and beverage containers

2.5 Approaches in Other Jurisdictions

Across Canada, many other municipalities include a similar list of items in their curbside recycling programs. There are many examples of municipalities across North America that have adjusted to changing markets by removing items from their program, including glass and different types of lower value plastics.

The City of Regina residential recycling programs include a similar list of items and started a depot glass recycling pilot program with SARCAN Recycling in May, 2019.

OPTIONS

The RFP was developed to provide City Council with flexibility in determining which service level, or types of materials to be accepted in the program. Based on the results of the RFP, several options for service levels are available for the curbside recycling agreement commencing in 2020. Options 1 to 3 identify different materials that can be accepted for recycling. For each of the options, there are no proposed changes to collection frequency (year-round, bi-weekly) or cart size (large 360 L), however, black plastics and polycoat (i.e. beverage cups) will no longer be accepted in any option due to the inability to recycle these materials.

With the utility funding model, the costs of the program are fully recovered through user fees. In addition to contract costs for collections and processing, the monthly utility charge covers City costs including program administration, bylaw compliance, and education and communication. The cost of the options per household ranges from \$0 to \$7.50 per household per month. The most significant reason for the rate increase is that higher processing costs are no longer being offset by commodity values due to changes in the global recycling market which have resulted in increased recycling costs in programs across North America. A municipal scan shows that the proposed monthly

charges are still on the lower range of similar recycling programs that are funded through a utility model.

Given the uncertainty in the current recycling market, the service level options and associated costs that are proposed by the proponent are within the expected range and consistent with other municipalities. Additional information is included in Appendix 1.

Option 1: Core Acceptable Materials

This option maintains the current list of acceptable items, minus black plastics and polycoat, and would result in the least amount of change to service levels for residents. Pending negotiations, the 2020 rates are anticipated to range between \$7.00 and \$7.50 per household per month.

With limited options for broken glass, glass captured through the Curbside Program would likely continue to be used as construction material in road base or as landfill cover.

Option 2: Core Acceptable Materials minus Glass

This option maintains the current list of acceptable items, minus black plastics, polycoat, and glass. By weight, glass makes up about 4% of the recycling stream. A large portion of the glass material collected through the curbside program is broken by the time it is collected and sorted, reducing the potential for it to be recycled. The environmental impact of household glass ending up in the landfill is not as significant as other materials, including plastic and hazardous material, since glass is an inert material.

Removal of glass would require education and communication campaigns to inform residents of this change, and would likely not be positively received in the community. This additional cost for education would likely negate a large portion of the savings for 2020.

On a per household basis, the costs of removing glass from the Curbside Program are equivalent to less than \$0.04 per household per month. Additional information is included in Appendix 2.

Option 3: Core Acceptable Materials minus Plastics #3 through #7

This option maintains the current list of acceptable items, minus black plastics, polycoat, and plastics #3 through #7. Plastics #3 through #7 make up a small portion of the recycling stream (1.5% by weight). Markets for lower-value plastics have been greatly impacted by the import restrictions of China and have become very difficult to recycle as there are few domestic market opportunities.

The challenge of recycling these plastics is twofold. There are many different subgrades of plastic within the #1 through #7 resin codes and processing technology is costly to sort the smaller plastic that makes up less than 2% of the recycling streams.

The removal of plastics #3 through #7 could lead to cost savings of approximately \$0.02 per household per month. Removal of plastics #3 through #7 would also require enhanced education and communication campaigns to inform residents of this change, which would likely negate any savings in 2020.

Option 4: Cancellation of Curbside Recycling Program

This option would result in cancellation of the Curbside Recycling Program effective January 1, 2020. The Curbside Recycling Program is funded as a utility so cancellation of this program would eliminate the monthly charge on utility bills. Collection would stop at the end of 2019 and carts would be removed in the first quarter of 2020. It is likely that there would be additional wind down costs that would result from termination of the program.

The Curbside Recycling Program diverted approximately 8,500 tonnes of material from the landfill in 2018 or approximately 30% of the material currently being diverted from the landfill. Cancellation of the program would result in a lower diversion rate and more tonnes going to the landfill. City recycling depots would remain an option for residents; however, without additional funding or resources to manage the depot program, overfilled containers and space constraints could result in collection challenges and citizen concerns. This option may also limit the City's access to Multi-Material Stewardship Western funding, as there is a requirement to operate a residential collection program for waste packaging and paper. This option is not recommended by the Administration.

Additional Option (can be combined with any of the above options): Offer glass recycling partnership with SARCAN Recycling

In January 2019, the City entered into a pilot partnership with SARCAN to offer glass recycling at SARCAN depots. With this option, glass containers are more likely to remain intact as compared to curbside collection, therefore resulting in a higher recycling success rate. Through the first six months of the program, approximately 60 tonnes of glass were collected, which is higher than what is able to be recycled through the curbside program. The glass collected through the depot option is also recycled into new products, including glass beads for road paint and fibreglass insulation.

Continued funding from the residential recycling utilities for the SARCAN Recycling Glass Partnership would expand glass recycling options for residents. The cost of this program is estimated at \$30,000 to \$40,000 per year and is based on the tonnage of glass received at SARCAN depots. Further information can be found in Appendix 2.

RECOMMENDATION

That the Standing Policy Committee on Environment, Utilities and Corporate Services recommend to City Council:

1. That Option 1: Core Acceptable Materials be approved for the curbside residential recycling program; and
2. That the continuation of the Glass Recycling Partnership with SARCAN Recycle be approved.

RATIONALE

The Recommendation takes into account affordability, information gathered during engagement, environmental benefit, and the City's waste diversion goals.

ADDITIONAL IMPLICATIONS/CONSIDERATIONS

Direction on the recycling service levels (materials accepted) is required in order to finalize negotiations with the preferred proponent and implement a service agreement prior to January 1, 2020. Recycling utility rates for 2020 and beyond will be presented to City Council at the Preliminary Business Plan and Budget Deliberations in November.

COMMUNICATION ACTIVITIES

Once a new agreement is in place, the City and contractor will work together on communicating any program changes to residents.

APPENDICES

1. Update on Recycling Markets – June 2019
2. Update on SARCAN Recycling Glass Partnership – June 2019

Report Approval

Written by: Daniel Mireault, Environmental Coordinator
Reviewed by: Russ Munro, Director of Water & Waste Operations
Approved by: Angela Gardiner, General Manager, Utilities & Environment

Admin Report – Curbside Residential Recycling Service Levels for 2020 and Beyond.docx

Update on Recycling Markets – As of July 2019

Market Update: Import Restrictions

Market uncertainty still exists halfway through 2019. Import restrictions by the Chinese Government have and continue to have a large impact on global recycling markets. Many countries, such as those in Southeast Asia, started accepting more recycling commodity imports but have now implemented similar measures to those of China. India and other countries announced that they will stop accepting mixed paper material¹. It has been stated by government officials, that environmental concerns and an effort to clean up polluted areas are the primary motivators for implementing these restrictions.

Cardboard and Mixed Paper

The biggest impact of new policy from China has been the disruption of recovered paper fibre markets, which constitutes the largest amount of marketed material by weight in most curbside programs. In the last year, the average price per tonne for cardboard has declined by up to 45%, and mixed paper has fallen to a negative value. The quality standard for cardboard and paper has increased significantly. Polycoat (i.e. plastic-lined cardboard containers) have become difficult to market, along with other cardboard products that are considered a mixed material and include metal or plastic content.

Plastic

Prior to recent market restrictions by China, low oil prices resulted in weak market prices for most plastic grades. Market restrictions have added to the challenges of recycling plastic. New technologies at processing/manufacturing plants in North America have shown some promise, but unfortunately, transportation costs are a large constraint for many communities.

Number 2 Plastic has remained somewhat stable but the other numbers of plastic have struggled. There have been many municipalities across North America (including several in Alberta) that removed plastic #3 through #7 from their curbside program because they were unable to find viable markets. Black plastic has been difficult to market and often ends up in the landfill. It is also being removed from programs in Alberta and elsewhere.

¹ <https://www.recyclingtoday.com/article/india-bans-plastic-scrap-imports/>

Saskatoon Curbside Recycling Material Characterization

Table 2 shows a breakdown by material of tonnages in the curbside recycling program from 2013 to 2018. Contamination is defined as non-recyclable material (such as garbage) placed in the recycling cart by the resident. Residual materials are recyclable but cannot be captured during the sorting process, often because they are too small. As shown, paper and cardboard make up over 70% of total material. Glass is 4% by weight and Plastic #3 through #7 is 1.5%.

Table 1: City of Saskatoon – Curbside Recycling Material Breakdown
(Using program characterization information from 2013 to 2018)

Material	Percent % (by weight)
Cardboard and Paper Total Newspaper (23%) Cardboard (21.2%) Mixed paper (27.2%)	73.3%
Metal Total Tin (1.8%) Aluminum (0.30%)	2.1%
Plastic #1 through #7 Total Plastic 1 (1.47%) Plastic 2 (1.85%) Plastic (Mixed) 3, 4, 5, 6, 7 (1.5%)	4.9%
Beverage Deposit	1.2%
Glass Total Unbroken glass (0.8%) Broken glass (3.2%)	4.0%
Contamination	10.1%
Residuals	4.4%
Total	100%

Update on SARCAN Recycling Glass Partnership – As of July 2019

In January of 2019, the City started a glass recycling pilot for household glass in partnership with SARCAN.

Image 1: Glass Recycling Campaign (Spring 2019)

Household Glass Pilot Program



Background

By weight, glass makes up about 4% of the recycling stream. A large portion of the material collected through the curbside program is broken by the time it is sorted. Broken glass is difficult to sort and becomes contaminated by other residual materials. As a lower value recycling commodity, options are limited for broken glass and the most common option is use in road base or other construction applications as a down-graded material. Broken glass can contaminate other material streams and often ends up in the landfill as residual waste.

The pilot program with SARCAN Recycling provides a more effective recycling option by using a method of capture that utilizes a depot and hand sorting to ensure glass is unbroken. The clear glass is made into reflective glass beads for road paint and coloured glass is made into fibreglass insulation for home construction.

The environmental impact of household glass ending up in the landfill is not as significant as other materials, including plastic and hazardous material, as it is an inert material.

Through the first six months of the glass pilot, approximately 60 tonnes of household glass has been collected, processed, and recycled by SARCAN. The amount of glass captured in the SARCAN program through the first six months has exceeded the amount of glass that can be successfully recycled through the curbside program.

From: Tracy Shepherd <tjshepherd556@gmail.com>
Sent: Tuesday, September 10, 2019 11:55 AM
To: Web E-mail - City Clerks
Subject: recycling - or lack thereof

Submitted on Tuesday, September 10, 2019 - 11:55

Submitted by user: [REDACTED]

Submitted values are:

==Your Message==

Service category: City Council, Boards & Committees

Account Number: [REDACTED]

Subject: recycling - or lack thereof

Message: My concern is the rising cost of recycling services which are decreasing! The services the city is going to be providing are mandated and are paid with my tax dollars. These services are no longer going to be any different than before they existed when I took my papers and milk cartons to Sarcas myself - for free!!! I understand this is a convenience for some people and they are willing to pay the rising costs... I just think it should be a choice and not mandatory!!! I am starting to feel like this city is becoming very communistic... None of what is going on right now makes much sense to me.... this is just one of the many issues that concern me!

Attachment:

==Your Details==

First Name: Tracy

Last Name: Shepherd

Email: [REDACTED]

Confirm Email: [REDACTED]

Neighbourhood where you live: Exhibition

Phone Number: [REDACTED]

For internal use only :

<https://www.saskatoon.ca/node/405/submission/335379>

From: Russ Ebenal [REDACTED]
Sent: Wednesday, September 11, 2019 9:28 PM
To: City Council
Subject: Form submission from: Write a Letter to Council

Submitted on Wednesday, September 11, 2019 - 21:28

Submitted by anonymous user: 142.165.115.20

Submitted values are:

Date Wednesday, September 11, 2019

To His Worship the Mayor and Members of City Council

First Name Russ

Last Name Ebenal

Email [REDACTED]

Address [REDACTED] Massey Drive

City Saskatoon

Province Saskatchewan

Postal Code [REDACTED]

Name of the organization or agency you are representing (if applicable) Public concern

Subject Latest recommendations for recycling program

Meeting (if known) Council meeting Sept. 29

Comments

Concerning the latest recommendations for the recycling program to be reviewed at next council meeting:

1) Many residents are financially unable to absorb an increase in recycling levies.

2) Since Loraas began its recycling contract the types of materials considered acceptable has decreased, so why should the fees be going up?

3) If inappropriate materials are placed in recycling, my understanding is that the entire load is dumped as contaminated landfill, so why should we be paying for the service if it is not even being utilized to the extent where Loraas will separate out individual contaminated items? This belief, of course, may need to be confirmed, as I have it only on hearsay.

4) Number 3 above is further complicated by the level of acceptable contamination before rejection, and the fact that there is no clear definition of this level (i.e.- must metal cans be washed, or is rinsing sufficient, and how much residue is deemed acceptable?)

5) A clear, concise, and complete listing of acceptable materials for recycling is required.

6) At least until these issues are settled, the entire recycling program should be voluntary, with a user pay structure. This will allow Loraas, or what other provider you choose, to streamline their process with a presumably lower consumer volume to deal with, and will also provide an accurate statistical representation of the residents who actually want a recycling program in place.

Attachments

The results of this submission may be viewed at:



STANDING POLICY COMMITTEE ON TRANSPORTATION

Maintenance of Centre Medians

Recommendation of the Committee

That Option 3 – Improved Standards, Streamlined Operations, and Development of a Median and Boulevard Asset Management Strategy, be approved.

History

At the September 9, 2019 Standing Policy Committee on Transportation meeting, a report of the General Manager, Community Services dated September 9, 2019 was considered, along with a PowerPoint presentation provided by the Administration.

Your Committee noted that there was an error in Appendix 2. Attached is a summary of the changes along with a revised Appendix 2 (Map) and Appendix 4 – Median Surfacing Options and Costs

Attachments

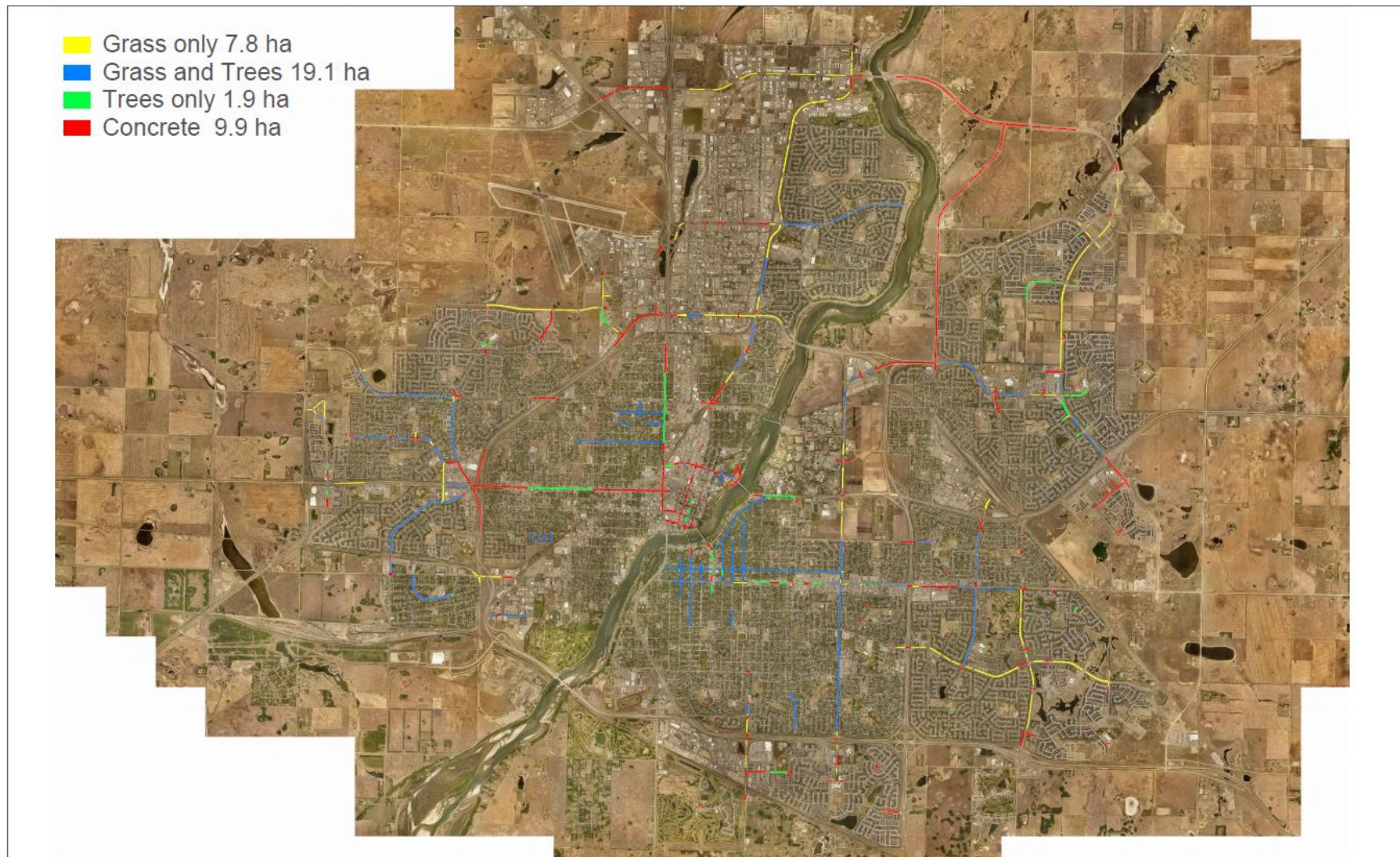
1. September 9, 2019 report of the General Manager, Community Services.
2. Summary of Median Report Changes and Revised Appendices 2 and 4.

Summary of Median Report Changes

Changes to Admin Report:

- 19.3 acres (7.8 hectares) of medians with grass only; previously 18.3 acres (7.4 hectares)
- 47.2 acres (19.1 hectares) of medians with grass and trees; previously 40.0 acres (16.2 hectares)
- 4.7 acres (1.9 hectares) of medians with trees only; previously 13.8 acres (5.6 hectares) and
- 24.5 acres (9.9 hectares) of medians that are concrete only previously 38.8 acres (15.7 hectares)

Changes to Appendix 2 (Replace Map):



Centre Medians

September 2019

Changes to Appendix 4 – Median Surfacing Options and Costs

Various options for median surfaces have been examined; advantages and disadvantages of each and their estimated costs are outlined below. Of note, the total costs shown are for comparison purposes and to demonstrate what the maximum total cost would be if all medians received the service, recognizing there are some medians that would not require the full area to be treated.

As outlined in Appendix 2, total current inventory of medians is:

- 7.8 hectares (78,000 sq m) of medians with grass only; **previously 7.4 hectares (74,000 sq m)**
- 19.1 hectares (191,000 sq m) of medians with grass and trees; **previously 16.2 hectares (162,000 sq m)**
- 1.9 hectares (19,000 sq m) of medians with trees only; **previously 5.6 hectares (56,000 sq m)**
- 9.9 hectares (99,000 sq m) of medians that are concrete only; **previously 15.7 ha concrete only (157,000 sq m)**

1. Increased Seeding/Over-seeding

The option exists to require additional seeding/over-seeding of deteriorated median areas, using a grass seed mix specific to dryland conditions. Dryland grass will tolerate drought, going largely dormant. While lower cost, this option will likely not lead to significantly better results in the non-irrigated conditions of medians and initial competition from weeds.

Cost (including application): \$1.50 per square metre

Approximate total cost for all grass only and grass and tree medians:
(269,000 sq m) = \$403,500. **Previously (236,000 sq m) = \$354,000.**

2. Increased Hydromulching

Hydromulching uses a binding agent to assist in grass seed germination and establishment. Application of dryland seed mix and hydromulch in deteriorated areas will lead to improved germination; however, it should be noted that watering and weeding must still occur. As such, deteriorated areas may require annual applications until re-established to a mandated level (such as +85% germination rate).

Cost (including application): \$2.50 per square metre

Approximate total cost for all grass only and grass and tree medians:
(269,000 sq m) = \$672,500. **Previously (236,000 sq m) = \$590,000.**

3. Sodding

In deteriorated areas, sod can be installed to return the area to a grassed state very quickly. In addition to its higher cost, sod also needs watering until established.

Cost (including installation): +\$10.00 per square metre, including establishment watering

Approximate total cost for all grass only and grass and tree medians:
(269,000 sq m) = \$2,690,000. **Previously (236,000 sq m) = \$2,360,000.**

4. Gravel/Cobblestone/Boulders

Gravel is already used around trees in some Saskatoon medians. Using rock has some disadvantages, such as cost, potential damage to vehicles, and use of pesticides for

weed control. Increasing the amount of rock used in medians is also not in line with the City's environmental and sustainability goals.

Cost: Pea Gravel - \$2.32/sq m; Cobblestone (75-150mm diameter) - \$9.29/sq m; Boulders - \$50-100/each

Approximate total cost for all grass only and grass and tree medians:

(269,000 sq m) = \$624,080 for pea gravel and \$2,499,010 for cobblestone. **Previously (236,000 sq m) = \$547,520 for pea gravel and \$2,192,000 for cobblestone.**

5. Synthetic Grass

Some municipalities in Ontario and British Columbia have installed synthetic grass in locations such as medians. The high initial cost of artificial turf is countered by the lower maintenance cost; however, it should be noted that care and maintenance (such as sweeping) is still required. In addition, future curb restoration and/or utility work will destroy the synthetic grass. Some cities in Canada have reclaimed turf from soccer fields when it is being replaced.

Cost (including installation): +\$100 per square metre

Approximate total cost for all grass only and grass and tree medians:

(269,000 sq m) = \$26,900,000. **Previously (236,000 sq m) = \$23,600,000.**

6. Convert Existing Grassed Medians to Hard Surfaced

The option exists to convert medians away from grass and install hard surfaces, such as splash aprons or complete hard surfacing. Converting medians to hard surface would improve safety and reduce operating costs associated with median mowing and sweeping; however, costs of conversion would be expensive and may result in added costs associated with future utility work, as many utilities are located under medians. In addition, if hard surfacing is constructed in medians with trees, these trees can be subject to severe stress and a higher chance of death if not properly protected.

Cost: Situation specific; +\$550 per square metre

Approximate total cost for all grass only and grass and tree medians:

(269,000 sq m) = \$147,950,000. **Previously (236,000 sq m) = \$129,800,000.**

Due to their high cost and disadvantages, sodding, synthetic grass, and increased hard surfacing on existing medians are not recommended in most situations. To increase clarity and expectations, it is recommended that the Administration develop a Median and Boulevard Treatment Policy, similar to other municipalities, such as Melbourne, Australia (Appendix 5).

Maintenance of Centre Medians

ISSUE

Median maintenance is important for the overall beauty and environmental health of the city. The purpose of this report is to provide an analysis of the issues and options available to improve median restoration and maintenance service levels, while delivering an improved process and the most efficient use of resources.

BACKGROUND

At the Regular Business Meeting of City Council on July 23, 2018, the following Notice of Motion put forward by Councillor C. Block was carried:

"That Administration report back on options to improve maintenance of centre medians."

Current Status

The current appearance of medians in the city varies by location. Appendix 1 provides the definition and a pictogram of medians and boulevards, shows examples of deterioration of medians, and outlines current expectations around front boulevard maintenance.

Median deterioration is due in part to the severity of exposure to difficult environmental conditions and impacts of construction and utility work repairs. Rainfall is a significant factor in the appearance of medians, as the vast majority of medians are not irrigated. Some of the common conditions found within median areas include:

- Uneven median surface;
- Patches of dirt where no grass is established/growing;
- Damaged vegetation; and/or
- Increased amounts of weeds.

In addition, some medians in new neighbourhoods can be difficult to maintain once maintenance responsibility is transferred to the City, due to their unique attributes and features.

City of Saskatoon's Current Approach

Various divisions within the City of Saskatoon (City) play a role in the care of medians. Current median inventory includes:

- 18.3 acres (7.4 hectares) of medians with grass only;
- 40.0 acres (16.2 hectares) of medians with grass and trees;
- 13.8 acres (5.6 hectares) of medians with trees only; and
- 38.8 acres (15.7 hectares) of medians that are concrete only.

Medians are identified as informal spaces in the Green Infrastructure Strategy Green Network (see graph in Appendix 2). Current level of maintenance service completed on medians includes:

- Mowing of medians 4-5 times per season and shrub maintenance 4 times per season, as per the approved Parks' Service Levels. These service levels are currently being met and are occasionally exceeded.
- It is important to note that front boulevards are not mowed or maintained by Parks Division; and while it is not defined or mandated by City bylaw or policy, it has been an accepted expectation that property owners maintain the boulevards adjacent to their property.
- Sweeping of medians is conducted annually at an approximate cost of \$620,000; with approximately half of this cost for grassed medians and half for hard surfaced medians.
- Roadways, Fleet and Support Division does not perform median restoration and repairs; however, the medians are swept, debris is removed, and ruts are filled each spring.
- Median restoration following utility repairs and construction projects, whereby all contractors and City crews are required to restore the median area disrupted by the work, to the condition in which it was found prior to construction, utilizing the Parks Landscape Specifications.

There are several challenges involved with median maintenance, including:

- Medians are not irrigated, which has a significant impact on median appearance in drought conditions and is the main limiting factor in grass establishment.
- In order to establish grass growth and provide regular mowing maintenance, staff are required to access the medians. This is difficult for medians located on arterial roadways, which creates safety concerns for staff. As a result, in order to access these medians, additional resources are required. This may involve closing lanes of traffic to accommodate a safe work zone.
- Medians are used to store snow during the winter season, which contributes to their deterioration. The City continues to receive increased complaints regarding median and boulevard restoration in areas where frequent snow removal efforts occur. This is because of the harsh environment as well as snow clearing efforts (i.e. damage due to grader blades) that can damage the medians.
- The expanded use of magnesium chloride as a winter snow and ice melt for roads has an adverse impact on vegetation. Parks Division has noticed increased grass mortality and weed encroachment on the edges of the median over the last 3-4 years; likely due to the increased use of magnesium chloride. The use of magnesium chloride is considered a best practice across North America; other alternatives are not effective in our climate. Reducing or eliminating magnesium chloride will erode public safety and result in an increase in the application of salt, which will also cause damage to the medians.

- Median repair and restoration efforts completed following construction and utility work can require crews to return to the same location two to three times. There are several reasons why grass may not establish, some of which include:
 - Grass did not establish following the placement of seed due to poor weather conditions/no irrigation, contractor/city crew inexperience, and/or heavy shade;
 - Grass was disturbed/damaged by snow removal efforts; or
 - Grass was damaged as a result of increased traffic (whether by vehicle or by people walking).
- There is currently no effective strategy to complete median maintenance and restoration to a defined and consistent level of service. Only those medians disturbed by construction receive median restoration work. Other medians do not receive additional maintenance and restoration beyond the yearly mowing completed.

To help address some of the challenges with median maintenance and appearance, over the past year, the Administration has:

- Increased collaboration and communication between groups involved in median maintenance;
- Began a review and analysis of current landscaping costs for construction projects;
- Began a review and analysis of construction and parks specifications for median restoration; and
- Parks and Construction & Design Divisions jointly funded one position to assist with landscaping items during construction.

OPTIONS

This section outlines options for improving median maintenance. All options include a recommendation that improved standards and grass establishment requirements for contractors and City crews, as outlined in Appendix 3, be implemented.

Capital funding for all options is proposed to be allocated from existing Capital Project 0832 – Center Median Rehabilitation; approximately \$193,000 available.

This project was originally intended to fund redevelopment of centre medians along major arterial streets; however, this was put on hold due to Bus Rapid Transit planning and uncertainty regarding the effectiveness of investing in arterial medians. In light of recent questions, inquiries and concerns about median conditions and the use of magnesium chloride, there is a need to allocate these dollars to develop a strategy for overall improved outcomes.

It is important to note that all of the options propose to utilize the available capital funding; however, longer-term funding for median and/or boulevard improvements may be required, depending on the option selected.

Option 1 – Status Quo with Improved Standards and Streamlined Operations

Resourcing: Existing Capital Project 0832

Estimated Cost: \$25,000 per year

This option maintains current service levels for median maintenance and continues to implement additional improvement initiatives as discussed above, with the objective of improving median maintenance through improved and clarified standards as outlined in Appendix 3. The estimated cost is for additional inspections by Parks and Construction & Design staff, which will be charged to the capital project outlined above.

Advantages:

- Provides short-term impact and ease of implementation;
- Strengthens communications and expectations for those working on medians and inspections; and
- Leaves funding in Capital Project 0832 (to a maximum of 8 years before the capital funding is depleted).

Disadvantages

- Does not establish a long-term strategy for managing median and boulevard assets;
- This option does not guarantee that a significant improvement will be noted in the state of median conditions; and
- Over the long-term, this option does not address the root issue of non-irrigated medians in drought years, especially if the climate will increase in variability with extreme wet and dry conditions.

Option 2 – Improved State – Improved Standards, Streamlined Operations, and Two-Year Median Maintenance and Watering Pilot Program

Resourcing: Existing Capital Project 0832

Estimated Cost: \$180,000 over two years

This option increases direct maintenance activities and watering for deteriorated medians, with the overarching objective of improving the state of selected grassed medians for a two-year period. Following the pilot, an assessment of the overall success will be completed; if the enhanced service level is continued, additional funding will be required. Specifically, this option proposes the following components:

Option 2 Details	
Proposed Component	Description
Improved Standards and Strengthened Inspections	As outlined in Appendix 3. Cost is for additional inspections and remediation by Parks and Construction & Design staff. Estimated total cost for two seasons: \$50,000
Expanded Crew for Median Maintenance	Additional temporary staff dedicated to median maintenance work, to allow additional fine landscaping, seeding, sodding, and hydromulching, for the 2020 and 2021 seasons. Estimated cost: \$25,000 for four additional staff per season; \$25,000 for seeding, sodding, and/or hydromulching per season. Costs are dependent on weather and level of median deterioration. Estimated total cost for two seasons: \$100,000
Rehabilitation Watering	Roadways has the ability to provide an existing water truck outside of regular use during the summer seasons to provide additional watering for select medians that were recently rehabilitated and facing drought conditions. Estimated total cost for ten water treatments over two seasons: \$30,000
Retain Moderate Level of Snow Cover on Medians	As a pilot for 2020 and 2021, that a moderate level of snow cover (approximately 1 foot) be retained on select roads with deteriorated medians, including Victoria Avenue, Main Street, 29 th Street, and Preston Avenue. The objective of this component is to prevent accidental median damage from snow removal and to dilute the amount of magnesium chloride that reaches the soil. This initiative would include an education campaign (PSAs, social media) to inform residents of why additional snow is being stored on medians. Minimal additional cost.

Advantages:

- This option provides short-term improvements to the status quo;
- Results and performance will be measured through tracking and data collection, resulting in a direct correlation between spend and improvements in median maintenance; and
- This option makes use of existing resources and equipment where possible.

Disadvantages:

- Does not establish a long-term strategy for managing median and boulevard assets;

- Over the long-term, this option does not address the root issue of non-irrigated medians in drought years, especially if the climate will increase in variability with extreme wet and dry conditions;
- This option does not guarantee that a significant improvement will be noted in terms of the state of median conditions; and
- This option leads to an increase in the use of fossil fuels.

Option 3 – Improved Standards, Streamlined Operations, and Development of a Median and Boulevard Asset Management Strategy

Resourcing: Existing Capital for Development; Additional Capital Funding would be required for Implementation

Estimated Cost: \$125,000; \$25,000 for strengthened inspections and \$100,000 for Strategy development

This option involves the creation of an asset management strategy to outline the long-term direction of medians/boulevards, and to develop a formal maintenance cycle. In addition, a strategy would identify what types of alternatives to grass would be acceptable, based on public engagement. For example, pollinator strips, white clover, naturalized grass, or river rock are potential alternatives (examples and estimated installation costs of other surface treatments are outlined in Appendix 4). Development of a strategy will also research best practices in other municipalities and utilize public and stakeholder input to answer questions such as:

- Should the City begin to move away from grassed medians, and why or why not? What type of naturalized medians are acceptable, if any?
- What is an appropriate service level for median rehabilitation?
- Should the City rehabilitate median curbing, topsoil, and grass over specific cycles, similar to the current 20-year rehabilitation cycle followed for roads and sidewalks?
- In the future, what type of surface treatment is preferred given the advantages and disadvantages of each?
- What level of resources should be spent on converting existing medians?
- Examine changing trends and resulting effects on maintenance of boulevards adjacent to private property, such as fewer households owning lawnmowers.

To maximize value for expenditure, it is proposed that this strategy is developed in-house with a dedicated temporary staff position (approximately one year). The strategy would be scheduled for completion in advance of the 2021 growing season. An example of a similar policy is from Melbourne, Australia (see Appendix 5). The Asset Management Strategy being proposed would include this type of policy, but also include costs and maintenance cycle based on the recommended direction.

Advantages:

- This option incorporates public and stakeholder input into a long-term direction and vision for medians and boulevards;
- A potential transition away from grassed medians can result in reduced issues and maintenance expenditure over the long-term, depending on the surfacing option chosen;
- Some residents already question why a specified cycle is not followed for median maintenance and upgrades – this option would clarify overall direction and importance of this;
- The City's Triple Bottom Line Approach, Sustainability, Greenhouse Gas Emissions reductions, and Green Infrastructure Strategy objectives can be integrated into this option; and
- Overall understanding of service levels and satisfaction with the appearances of medians and boulevards should increase over time with development of a strategy.

Disadvantages:

- During development of the strategy, there is no direct investment in additional median maintenance and watering;
- This option will require additional funding to implement. The magnitude of the additional funding will be dependent on the outcome of the strategy, which would be reported on at a future date;
- In the short-term, the overall state of median appearance may continue to be a concern; and
- Options 1 or 2 may provide the desired results for a lower cost and a reduced timeframe.

Option 4 – Improved Standards, involving Streamlined Operations, One-year Median Maintenance and Watering Pilot, and Development of a Median and Boulevard Asset Management Strategy

Resourcing: Existing Capital for Development; Additional Capital Funding for Implementation

Estimated Cost: \$190,000: \$90,000 for one-year pilot and \$100,000 for Strategy development

This option is similar to Option 3, however also includes a modified, one-year maintenance and watering pilot project during the development of the Strategy.

Advantages:

- Including a one-year pilot and improved standards during the development of a Strategy will allow for short-term improvements; and
- All advantages from Option 3.

Disadvantages:

- The \$90,000 for a one-year pilot may not align with the eventual recommendations and implementation items from a strategy; these funds would not be available for strategy implementation; and
- All disadvantages from Option 3.

RECOMMENDATION

That the Standing Policy Committee on Transportation recommend to City Council: That Option 3 – Improved Standards, Streamlined Operations, and Development of a Median and Boulevard Asset Management Strategy, be approved.

RATIONALE

Medians are very difficult areas to grow grass as they are not irrigated, are exposed to harsh environmental conditions and absorb significant amounts of magnesium chloride. Option 3 — Improved Standards, Streamlined Operations, and Development of a Median and Boulevard Asset Management Strategy is recommended because:

- This option considers the longer-term life cycle of the cost of grassed medians for informal green spaces. A strategy would determine if the City should begin the process of converting medians away from grassed surfaces, as well as, defining acceptable future standards for medians in new neighbourhoods;
- This option is most in line with sustainability goals and the Green Infrastructure Strategy;
- Public and stakeholder input is essential on the preferred surface treatment and service level for medians and boulevards; and
- This option will outline all of the advantages, benefits, and long-term maintenance costs of different surface treatment options.

ADDITIONAL IMPLICATIONS/CONSIDERATIONS

The recommended option will have implications on longer-term strategy for medians, and by extension, boulevards. Additional financial implications will also be discussed further in the final strategy report.

In addition, improvements to median maintenance process will result in reduced citizen complaints, saving time and cost for residents and the Administration.

If Capital Project 0832 is reallocated for the options outlined above, additional funds may be required for Center Median Rehabilitation in the future.

COMMUNICATION ACTIVITIES

Additional communication will be required depending on which option is chosen. Development of an Asset Management Strategy will involve extensive internal engagement. Development of a strategy that potentially includes a long-term transition away from grassed medians will involve various methods and opportunities for public

input and consultation with construction and utility industries, for which an engagement plan will be created.

APPENDICES

1. Definitions and Current State of Medians and Boulevards within the City of Saskatoon
2. Current Median Inventory Map and Percentage of Green Space
3. Improved Median Standards and Restoration Requirements
4. Median Surfacing Options and Costs
5. Median/Landscape Boulevard Treatment Policy – Melbourne, Australia

Report Approval

Written by: Konrad Andre, Performance Improvement Coordinator, Parks
Brittany Hadley, Customer Service Manager, Construction & Design

Reviewed by: Darren Crilly, Director of Parks
Matt Jurkiewicz, Interim Director of Construction & Design
Rob Frank, Interim Director of Major Projects & Asset Preservation
Goran Saric, Director of Roadways
Twyla Yobb, Environmental Protection Manager

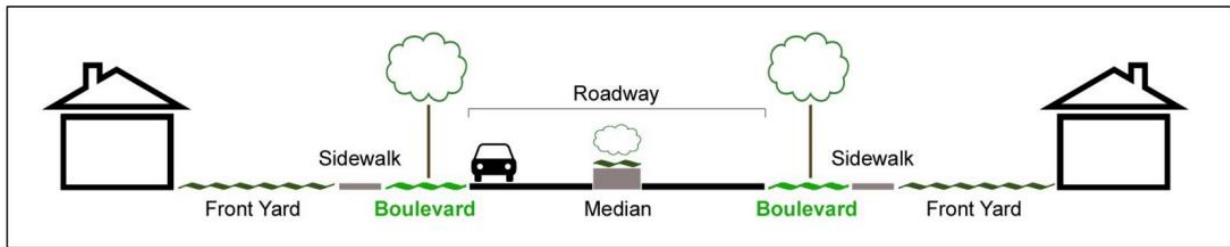
Approved by: Lynne Lacroix, General Manager, Community Services
Terry Schmidt, General Manager, Transportation & Construction

Admin Report - Maintenance of Centre Medians.docx

Definitions and Current State of Medians and Boulevards within Saskatoon

Median: A median is a paved, planted, or landscaped strip in the centre of a road. It separates lanes of traffic going in opposite directions.

Boulevard: The boulevard is the area between the sidewalk and street curb that is typically planted with grass and street trees. Boulevards are City of Saskatoon (City) property, not private property.



Boulevard maintenance (watering/mowing grass) by residents is not defined or mandated in City bylaws or policies; however, has been an accepted expectation that residents maintain boulevards in front or on the side of their property. There is no approved service level or funding to maintain front boulevards; however, Parks does maintain boulevards where there are no residences with frontage.

Examples of Deteriorated Medians within Saskatoon



Improved Median Standards and Restoration Requirements

To return medians to their previous state after contractor and/or utility work, strengthened standards and increased establishment requirements for contractors and City of Saskatoon (City) crews are proposed. It should be noted this increased standard could increase the cost of the work completed. This increased standard for utility work and reconstruction would include:

1. Improved processes and collaboration between divisions who complete work on or adjacent to the medians. By collaborating better we can minimize disruptions to median areas and construction and utility work is completed prior to median restoration efforts.
2. Improved communication to contractors and City crews on the expectations required for median restoration.
3. Use of fine grading and seed tags following Parks specifications for seed types.
4. Inspections of completed restoration efforts by Parks staff when seeding/hydromulching occurs.
5. Periodic inspections completed by the Parks staff throughout the growing season to areas recently remediated.
6. Completion of a Final Acceptance Certificate when the City takes over the maintenance responsibility of the median area.

LANDSCAPE TREATMENT POLICY FOR NATURE STRIPS AND MEDIANS IN STREETS, AVENUES AND BOULEVARDS

APRIL 2010



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Appendix 1

Consultation with Neighbouring Municipalities

EXECUTIVE SUMMARY

The City of Melbourne has developed a draft policy for Landscape Treatments for medians, nature strips and medians in streets avenues and boulevards.

The policy document was commissioned in response to a request to Council to install synthetic turf in a nature strip on St Kilda Road.

Strategically it was developed in response to changing environmental conditions and a requirement for a more consistent approach to the treatment of medians and nature strips in the City of Melbourne.

In summary, based on the review of existing landscape materials and conditions included in the document:

- **Three standard materials** have been selected for use in most situations;
- **Nine surface materials** have been selected for use in special circumstances only;
- **Two surface materials** are not permitted; and a
- **Landscape Treatment Selection Criteria** has been included to assist in clarification of appropriate materials

Generally, only standard surface materials would be installed and maintained by the City of Melbourne. These materials are already standards throughout the city.

The **three standard materials** are:

- Natural Grass (warm season);
- Asphalt;
- Sawn Bluestone.

The **two materials that are not permitted** for sustainability and maintenance reasons are:

- Rubber surface; and
- Painted pavement.

1.0 INTRODUCTION

1.1 Purpose

The purpose of this document is to provide a framework for the selection of landscape treatments for nature strips and medians within the City of Melbourne.

It supersedes the policy report titled 'Surface treatments of medians, nature strips and islands within the streets of the City of Melbourne' prepared in October 2003.

1.2 Background

Grassed nature strips and medians are declining due to sustained drought conditions, discontinuation of irrigation due to water restrictions, light and moisture competition from trees, and soil compaction from pedestrians and vehicles.

As the city population grows, and land-use density and pedestrian activity increases, the pressure on nature strips and medians will intensify.

Consultation with neighbouring Councils has indicated they want a consistent approach (refer Appendix 1).

1.3 Strategic Direction

This report builds upon the following City of Melbourne documents:

- City Plan 2010;
- Places for People 2004;
- Growing Green - Environmental Sustainability Plan 2003;
- Total Watermark - City as a Catchment;
- Water Sensitive Urban Design (WSUD) Guidelines; and
- Technical Notes.

2.0 EXISTING CONDITIONS

There are a wide range of nature strip and median landscape treatments in the City of Melbourne, and a new range of issues emerging as the city changes.

The main issues to be addressed in this policy are:

- **Character:** Melbourne's garden city image, urban character and heritage significance must be maintained.
- **Climate Change:** Melbourne's climate is getting hotter and drier. This affects the growing conditions of natural grass, garden beds and street trees.
- **Water Restrictions:** The ability to provide supplementary water (irrigation) is restricted, again affecting the growth of vegetation.
- **Increasing Population:** As the city's population and population density increases, this accelerates wear and tear on the City's surfaces.
- **Changing Design Standards and Work Practices:** DDA compliance, OH&S requirements and other emerging standards need to be incorporated.
- **Sustainability:** Landscape surfaces must be socially, environmentally and economically sustainable. This includes life cycle costs and maintenance.
- **Water Sensitive Urban Design (WSUD):** Surfaces must enhance storm water quality and soil health wherever possible.
- **Street Infrastructure:** The policy must be robust enough to deal with changing infrastructure requirements, such as additional service assets and new technologies.
- **New Materials:** Alternative surface materials are being developed that may address some of the above issues. These need to be assessed and their long-term viability investigated.

Grassed nature strips within the City of Melbourne are quite rare. They can be found at Southbank (a remnant of low density land-use in the past), the Commonwealth Games Village development in Parkville, and isolated locations throughout the municipality. The most common nature strip treatment is asphalt to the kerb, even in low density residential areas. The exception to this is boulevards, where grass and trees are commonly used in the nature strip.

This policy has identified three broad street typologies in the City of Melbourne that contain nature strips and/or medians* They are:

- **Narrow streets** (approximately 20 metres wide);
- **Wide streets** (approximately 30 metres wide); and
- **Boulevards** (approximately 60 metres wide).

Each of these typologies has specific issues that need to be addressed, as well as the main issues outlined above.

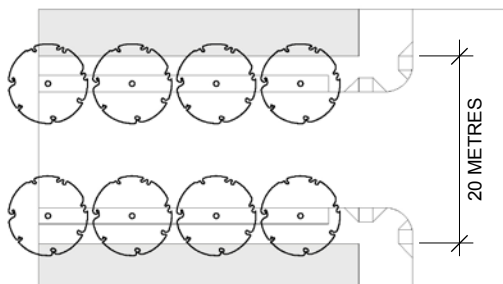
** not including freeways, major arterial roads and laneways*

2.1 NARROW STREETS



Specific Issues to be addressed:

- Improving amenity
- Providing for street trees
- Dealing with higher intensity pedestrian use
- Dealing with increasing land-use density
- Allowing for poorer growing conditions
- Allowing for high turnover on-street parking
- Allowing for frequent disturbance by service authorities
- Allowing for increased street furniture and service infrastructure
- Allowing for delivery vehicles and servicing.



Bellair Street Kensington



Whiteman Street, Southbank



Whiteman Street, Southbank

2.2 WIDE STREETS



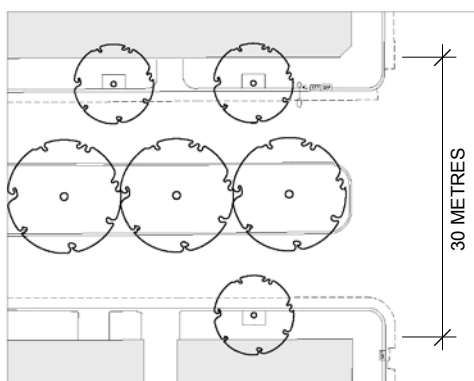
Brougham Street, North Melbourne

Specific Issues to be addressed:

- Improving amenity
- Designing for a changing climate
- Allowing for poorer growing conditions
- Enhancing biodiversity
- Protecting significant trees and vegetation types
- Maintaining porous surface for improved storm water management
- Managing 'guerilla gardening' and resident planting of nature strips and medians
- Dealing with higher intensity pedestrian use
- Providing specific solutions for the different needs of each street



Abbotsford Street, North Melbourne



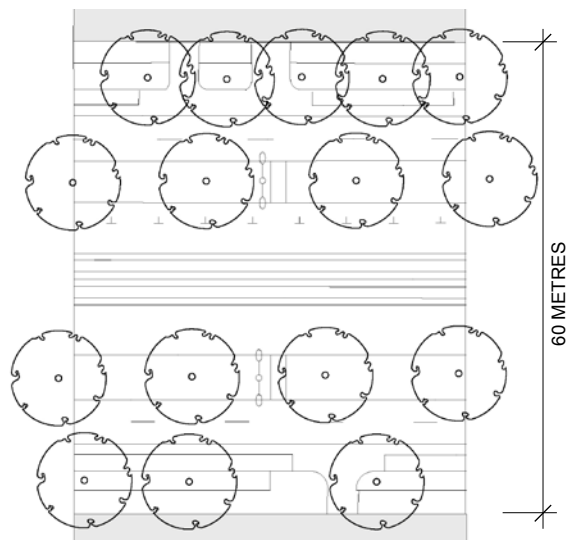
Lygon Street, Carlton

2.3 BOULEVARDS



Specific Issues to be addressed:

- Maintaining iconic boulevards
- Dealing with higher intensity pedestrian use and high turnover on-street parking
- Adapting to increasing land-use density
- Designing for a changing climate, allowing for poorer growing conditions and protecting significant trees
- Allowing for frequent disturbance by service authorities.
- Allowing for increased street furniture and service infrastructure.
- Allowing for delivery vehicles and servicing.
- Managing landowner treatments to nature strips



St Kilda Road (grassed nature strip)



St Kilda Road (granitic gravel)



St Kilda Road (asphalt)



St Kilda Road (synthetic turf by landowner)

3.0 DESIGN CRITERIA

Based on assessment and performance of existing landscape treatments, and principles established in existing strategies, the following objectives and actions will guide the selection of the most appropriate landscape treatment for any given street in the municipality.

3.1 Urban Character & Community Expectations

Objective: Select landscape treatments that will enhance the existing urban character, particularly those elements with heritage, social or aesthetic significance, and will maintain or improve existing uses and community expectations.

Action:

- Maintain the limited range of surface treatments to enhance urban character.
- Maintain the predominant grassed median character of Melbourne's boulevards.
- Maintain the simple broad and continuous surface treatments of each material where possible.
- Limit grass and ground-cover planting to low density residential areas.
- Limit gravelled areas to high-use areas, narrow or short medians, and small islands.
- Limit asphalt paving to high use areas, pedestrian refuge areas, narrow or short medians and small islands.

3.2 Environmental Quality

Objective: Select landscape treatments that improve and contribute to the environmental quality, resource conservation and sustainability of an area.

Action:

- Use predominantly porous surface materials where possible to minimise storm water run-off and erosion.
- Use nonreflective materials to minimise reflective glare and provide relief from severe sunlight.
- Use grass and plant species with low water requirements (suited to Melbourne's climatic conditions).

3.3 Landscape Character

Objective: Select landscape treatments that will improve and enhance the landscape character of the street.

Action:

- Use grass in medians opposite grassed parks and gardens to complement and extend the character of open space.
- Use grass and groundcover planting in residential areas to improve amenity.

3.4 Tree Health and Longevity

Objective:

Select surface treatments that will improve and enhance the health and longevity of trees, both existing and new.

Action:

- Use predominantly porous paving materials within the drip-zones of trees to promote good water penetration and gaseous exchange to the root zones.
- Use porous or granular paving materials within the drip zones of trees to minimise compaction of soil over the root zone.
- Investigate and trial new paving materials (consistent with other objectives)
- Ensure tree pit sizes allow for the future healthy growth of the tree.

3.5 Installation Costs and Maintenance Implications

Objective:

Select surface treatments that are cost effective, robust, durable and low maintenance.

Action:

- Use long-lived landscape materials with proven performance under high traffic.
- Use landscape materials that are easily maintained, replicated and replaced.
- Use local materials as much as possible, as parts and replacement units are generally more readily available.

4.0 MATERIALS PALETTE

4.1 Materials Review

This policy outlines the advantages and disadvantages of each material, and the relative cost of installation and maintenance.

It also identifies the following sub-groups:



Standard surface material
For use in most situations



Special surface material
For use in special circumstances only



Surface material is not permitted

Generally, standard surface materials only would be installed and maintained by the City Melbourne. They are the default material for most situations.

However, there may be instances where special surface materials might be used and maintained. These may be used as specific treatments in certain neighbourhoods, or to define high profile areas.

To maintain streetscape consistency and ease of maintenance, surface materials identified with a red cross are not permitted.

4.2 Landholder or Developer Contributions

As noted in the materials review, standard surface materials only would be installed and maintained by the City Melbourne.

However, there may be instances where special surface materials might be used and maintained with the assistance of developer or landholder contributions if agreed to by the landholder and the City of Melbourne.

Developer contributions are one of a number of options available to local government for funding of infrastructure. Development contributions are payments or in-kind works made by the proponent that contribute towards the provision or upgrade of infrastructure.




Obtaining development contributions through the planning system can occur by:

- Development Contributions Plans (DCPs)
- Conditions on planning permits
- Voluntary agreements.




4.3 Standard Surface Materials

Material	Advantages	Disadvantages
Natural Grass (warm season)  <i>Low Capital Cost</i> (\$10-30 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Green most of the year, including summer.• More tolerant of hot, dry & drought conditions.• Provides a cooling effect.• Sequesters carbon.• Produces oxygen.• Abates dust and controls erosion (when healthy).• Provides a porous surface and reduces run-off.• Bio-filtrates.• Provides greater biodiversity (insects, worms, birds).• Maintains soil health.• Self-repairing.	<ul style="list-style-type: none">• Not shade tolerant & dormant (yellow) in winter.• Can be invasive.• Affected by high pedestrian traffic.• Can require horticultural chemicals, pesticides and herbicides to prevent pests & diseases.• Non-native turf species decrease local biodiversity and increase weed potential.• Fertilisers can affect soils and water catchments.• Other environmental effects (petrol use, CO2 emissions, pollution and maintenance costs).• On-going maintenance costs.
Asphalt  <i>High Capital Cost</i> (\$40-60 per m2) <i>Low Maintenance Cost</i>	<ul style="list-style-type: none">• Consistent appearance.• Inexpensive to maintain.	<ul style="list-style-type: none">• Relatively non-porous.• Installation can affect tree roots.• A petroleum industry product.• The surface can become very hot in bright sunlight (contributing to the urban heat island effect). <p><i>Note:</i> City of Melbourne are currently pursuing the option of using porous paving on nature strips to reduce the environmental impacts of traditional asphalt as per above.</p>
Sawn Bluestone  <i>Very High Capital Cost</i> (\$300-600 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Consistent appearance.• Distinctive Melbourne material.• Robust.• Relatively inexpensive to maintain.	<ul style="list-style-type: none">• Expensive.• Requires concrete slab footings.

4.4 Special Surface Materials

Material	Advantages	Disadvantages
Garden Bed  <i>Medium Capital Cost</i> (\$5-20 per m2 unirrigated) (\$40-60 per m2 irrigated) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Provides green alternative.• Provides greater biodiversity (plant species, insects, worms, birds).• Maintains soil health.• Self-repairing.	<ul style="list-style-type: none">• Requires irrigation for optimum growth.• May obstruct sight lines and clear zones.• Requires protection from high pedestrian traffic.
Granitic Gravel  <i>Medium Capital Cost</i> (\$20-30 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Consistent appearance.• Distinctive Melbourne material.• Relatively inexpensive to install and maintain.• Generally provides a porous surface and reduces run-off.• Self-repairing over large areas.	<ul style="list-style-type: none">• Can become dusty.• Gravel can migrate and spoil hard surfaces.• Gravel can be a safety hazard on hard surfaces.• Can erode on sloping sites.• Can be wind-blown.• Can be glary in bright sunlight.• Can create a hot microclimate.• Can over-compact and become non-porous.• When compacted, can affect tree health.• Storm water run-off maybe harmful to water catchments.
Bluestone Cobbles  <i>Very High Capital Cost</i> (\$300-600 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Consistent appearance.• Distinctive Melbourne material (sourced from local stone).• Can provide a porous surface and reduce run-off.	<ul style="list-style-type: none">• Local supply is very expensive.• Requires skilled installation.• Stone-type may not be suitable for cobbles.



4.4 Special Surface Materials

Material	Advantages	Disadvantages
Organic Mulch  <i>Low Capital Cost</i> (\$5-10 per m ²) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Provides best surface treatment for street tree health.• Relatively inexpensive to install and maintain.• Provides a porous surface and reduces run-off.• Breaks down and improves soil.• Provides greater biodiversity (insects, worms, birds).• Maintains soil health.• Self-repairing.	<ul style="list-style-type: none">• Looks unfinished.• Can migrate and spoil hard surfaces.• Can be a safety hazard on hard surfaces.• Can be wind-blown.• Can wash away and block storm water systems.
Indigenous Grassland  <i>Medium Capital Cost</i> (\$5-20 per m ²) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Relatively inexpensive to maintain.• No irrigation required.• Minimal mowing regime required.• Provides greater biodiversity (plant species, insects, worms, birds).• Maintains soil health.• Self-repairing.	<ul style="list-style-type: none">• May appear untidy and neglected.• Requires large areas for aesthetic effect.• Requires signage and explanation for local residents.• May require more intense weed management.• May require skilled workers to manage effectively.
Bonded Gravel  <i>High Capital Cost</i> (\$120-180 per m ²) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Robust surface that can accept high pedestrian traffic.• Provides a porous surface and reduces run-off.	<ul style="list-style-type: none">• Expensive.• Difficult to repair, match or replace.• Can fade or discolour.• Variable settlement.• Some brittleness over time.

4.4 Special Surface Materials

Material	Advantages	Disadvantages
Ornamental Gravel  <i>Medium Capital Cost (\$20-30 per m2) Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Relatively inexpensive to install and maintain.• Generally provides a porous surface and reduces run-off.• Self-repairing over large areas.	<ul style="list-style-type: none">• A consistent specification is required.• Can migrate and spoil hard surfaces.• Can be a safety hazard on hard surfaces.• Glare in bright sunlight.
Concrete  <i>High Capital Cost (\$80-150 per m2) Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Robust surface that can accept high pedestrian traffic.	<ul style="list-style-type: none">• Expensive.• Difficult to repair, match or replace.• Can fade or discolour.• Installation can affect tree roots.
Synthetic Turf  <i>High Capital Cost (\$80-120 per m2) Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Green all-year.• Very low water requirements.• Consistent appearance if applied to entire block/street.• Less chemical & physical inputs over time.• Suitable for difficult areas and flexible uses.• Low maintenance costs.• Controls erosion and abates dust.• Suitable for very high use pedestrian areas.	<ul style="list-style-type: none">• High supply, installation and maintenance costs.• A petrochemical industry product.• Disinfectant cleaning required• Non - biodegradable at end of life.• Potential vandalism in uncontrolled areas.• Life span (10-35 years).• Variable product quality.• Difficult replacement after service authority works• In some cases installation method, lack of permeability and porosity inconsistent with good soil and plant health.

4.5 Surface Materials Not Permitted

Material	Advantages	Disadvantages
Rubber Surface (EPDM)  <i>High Capital Cost</i> (\$120-240 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Robust surface that can accept high pedestrian traffic.• Provides a porous surface and reduces run-off.	<ul style="list-style-type: none">• Expensive.• Difficult to repair, match or replace.• Can fade or discolour.• Some products have rubber infill with Volatile Organic Compounds (VOCs) and heavy metal content.• Installation can affect tree roots.
Resin / Aggregate coatings  <i>High Capital Cost</i> (\$120-180 per m2) <i>Medium Maintenance Cost</i>	<ul style="list-style-type: none">• Provides a contrasting colour on an asphalt base.• Robust surface that can accept high pedestrian traffic.	<ul style="list-style-type: none">• Expensive.• Difficult to repair, match or replace.

5.0 LANDSCAPE TREATMENT SELECTION CRITERIA

Streetscape character and site conditions vary from neighbourhood to neighbourhood, street to street, and block to block. Any proposed landscape treatment policy must be flexible, and take into account local conditions.

The following Selection Process and Selection Matrix should be used to assess the conditions and assist in selecting the most appropriate Landscape Treatment for each situation.

Landscape treatment plans have been prepared for three typical street or boulevard conditions in the City of Melbourne. These have been split up as follows:

- 20 metre road reserves (narrow streets);
- 30 metre road reserves (wide streets); and
- 60 metre road reserves (boulevards).

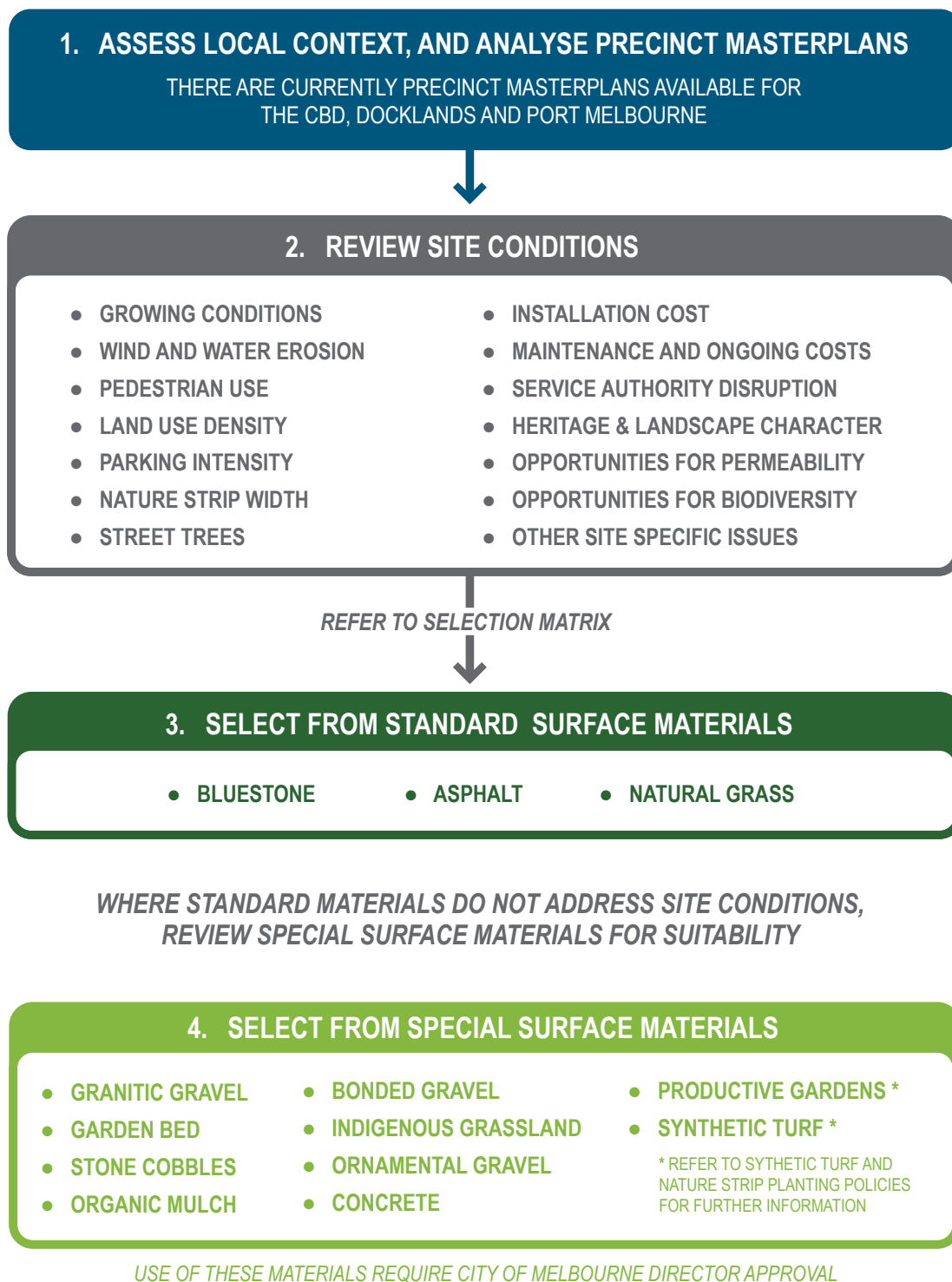
For each location, the following design factors will need to be considered:

- Weather & Climate;
- Water Supply;
- Heritage;
- Storm water Drainage;
- Path Width, Capacity & Design Standards;
- Design Integration; and
- Personal Safety & Security.

It has become clear during the preparation of this policy that there are many unusual street arrangements, including road closures, awkward shaped traffic islands and landscape areas within the road reserve that operate as pocket parks.

While typical treatments for these situations have not been included, the materials palette can be applied to these situations in a similar way.

5.1 Selection Process


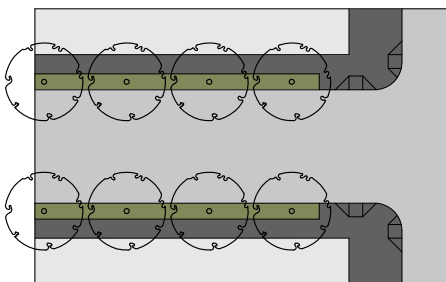

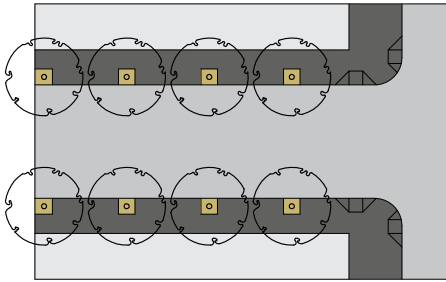

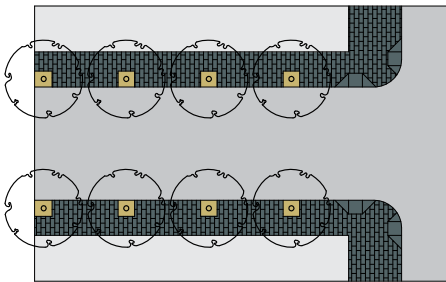


5.2 Selection Matrix


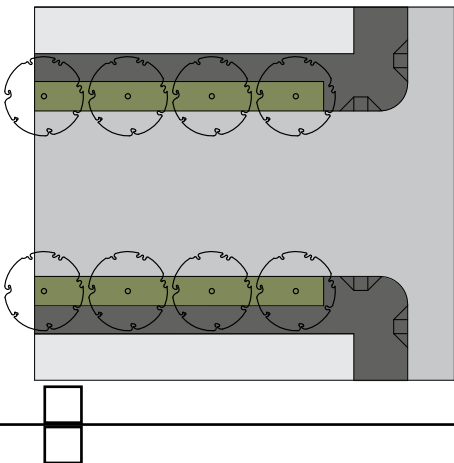

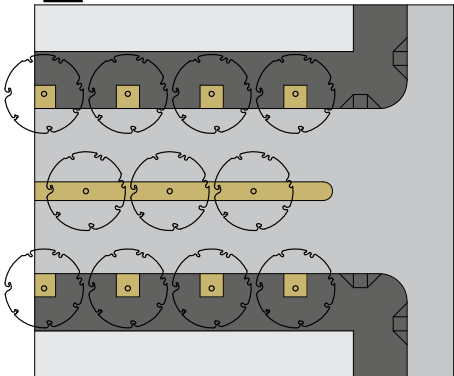

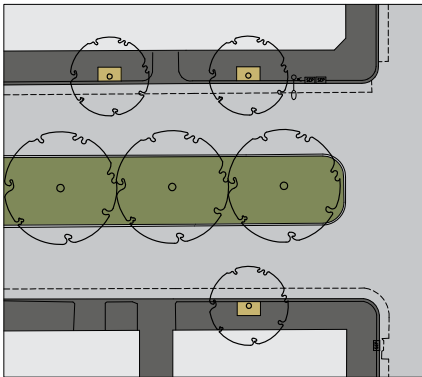

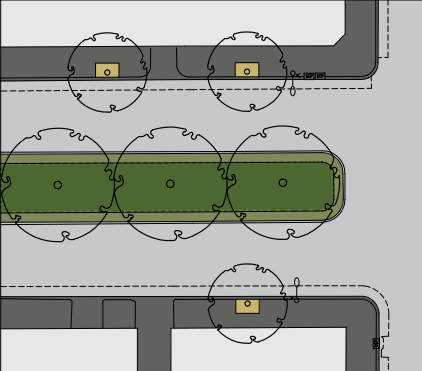
		Site Conditions										Special Conditions		
		Poor Growing Conditions	Wind & Water Erosion Potential	High Urban Character	High Pedestrian Intensity	High Parking Intensity	High Adjacent Landuse Density	Narrow Nature Strip	Wide Nature Strip	Street Tree Root Zone	Regular Service Authority	Heritage & Landscape Character	Permeability	Maintenance of Biodiversity
Standard Surface Materials														
Natural Grass														
Asphalt														
Sawn Bluestone														
Special Surface Materials														
Granitic Gravel														
Garden Bed														
Stone Cobbles														
Organic Mulch														
Bonded Gravel														
Indigenous Grassland														
Ornamental Gravel														
In-situ Concrete														
Permeable Pavers														
Productive Gardens														
Synthetic Turf														

This matrix provides information on the suitability of each material for use in specific site conditions. It should be used during the selection process along with the information provided in the Materials Palette.


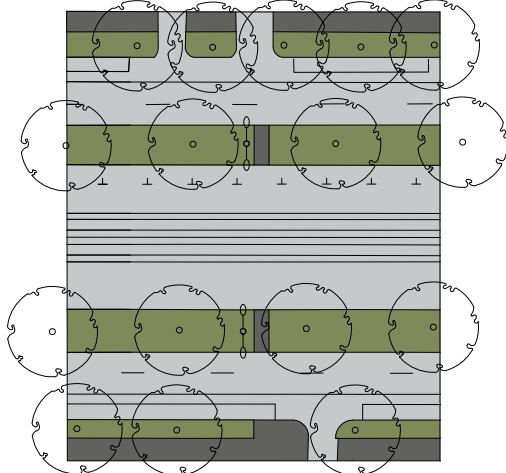

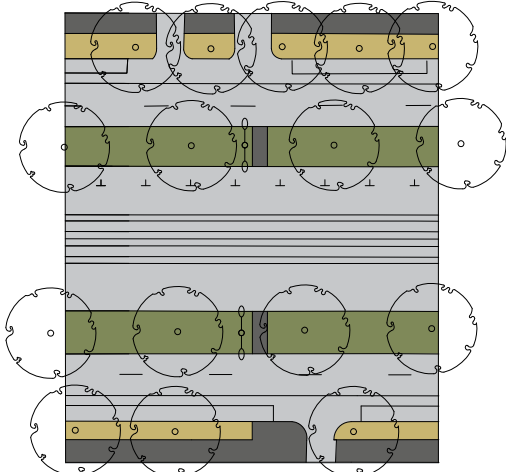

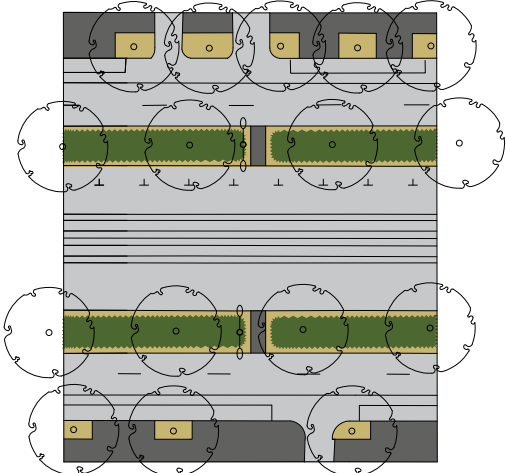
5.3 Landscape Treatment Plans - Narrow Streets (20m road reserve)

Description	Typical Plan	Criteria / Application
 <p>Natural Grass</p>		<p><i>General Applications:</i></p> <ul style="list-style-type: none"> • Very low pedestrian traffic only • Low density urban character • Optimum growing conditions only
 <p>Asphalt</p>		<p><i>General Applications:</i></p> <ul style="list-style-type: none"> • High pedestrian traffic • High density urban character • Poor growing conditions • Granitic gravel & steel edged tree pits
 <p>Sawn Bluestone</p>		<p><i>Special Applications:</i></p> <ul style="list-style-type: none"> • Very high pedestrian traffic • High density urban character • High profile public spaces • Consistent Melbourne material • Possible new development contribution

5.4 Landscape Treatment Plans - Wide Streets (30m road reserve)

Description	Typical Plan	Criteria / Application
 <p>Grass Nature Strip</p>		<p><i>General applications:</i></p> <ul style="list-style-type: none"> • Wide nature strips (greater than 2.5 metres wide) • Wide footpaths (greater than 2.5 metres wide) • Low pedestrian traffic • Low density urban character • Optimum growing conditions
 <p>Asphalt Footpath Granitic Gravel Median</p>		<p><i>General applications:</i></p> <ul style="list-style-type: none"> • High pedestrian traffic • High density urban character • Poor growing conditions • Narrow median strip (less than 1.5 metres wide)
 <p>Asphalt Footpath Grass Median</p>		<p><i>General applications:</i></p> <ul style="list-style-type: none"> • Low pedestrian traffic • Optimum growing conditions
 <p>Asphalt Footpath Indigenous Grass Median</p>		<p><i>General applications:</i></p> <ul style="list-style-type: none"> • Low pedestrian traffic • Low density urban character • Remnant or emergent indigenous grasses with Eucalyptus over storey • Must include appropriate management regime. • Must include explanatory signage

5.5 Landscape Treatment Plans - Boulevards (60m road reserve)

Description	Typical Plan	Criteria / Application
 <p>Asphalt Footpaths</p> <p>Grass Naturestrips</p> <p>Grass Medians</p>		<p><i>General Applications:</i></p> <ul style="list-style-type: none"> • Low pedestrian traffic • Adjacent to public open spaces • Optimum growing conditions • Supplementary irrigation available • Premium maintenance regime
 <p>Asphalt Footpaths</p> <p>Granitic Gravel Naturestrips</p> <p>Grass Medians</p>		<p><i>General Applications:</i></p> <ul style="list-style-type: none"> • Moderate pedestrian traffic • Poor growing conditions • Standard maintenance regime
 <p>Asphalt Footpaths</p> <p>Asphalt Nature Strip With Tree Pits</p> <p>Garden Bed Medians</p>		<p><i>General Applications:</i></p> <ul style="list-style-type: none"> • High pedestrian traffic • Poor growing conditions • Standard maintenance regime

6.0 SYNTHETIC TURF POLICY

The use of synthetic turf will only be supported in the following applications on a case-by-case basis:

- As an all-weather playing surface for active recreation use.
- As a high-wearing surface in children's play-spaces.
- Where synthetic turf is the only appropriate remaining material from the Standard Surface Materials and Special Surface Materials in Section 4.
- Where the installation and maintenance costs are met by the developer/residents/stakeholders in private or semi-private locations.

If used for the above applications, synthetic turf within the City of Melbourne must be designed and installed according to an approved construction method or technical note. This will ensure selected synthetic turf is of high quality, consistent across the city, and considers maintenance and/or replacement.

7.0 NATURE STRIP PLANTING POLICY

Generally resident nature strip planting or 'guerilla gardening' is not supported across the municipality owing to inconsistent streetscape treatment as a result, and the impact of possible contaminated soil on edible crops. However, the use of medians for community planting is currently being explored and we welcome the opportunity to work with the community on safe, sustainable plantings in median strips, for example in instances where the risk of contaminated soil has been eliminated by the introduction of clean fill.

8.0 SPECIAL CIRCUMSTANCES

8.1 Arterial Roads, Roundabouts and Traffic Islands

Whilst typical arterial road, roundabout and traffic island treatments are not included within this document, the materials palette can be applied in a similar way.

A key criteria for the surface treatment of arterial roads, roundabouts and traffic islands is minimising exposure to Occupational Health and Safety issues. As traffic management is required for maintenance, minimising maintenance time (safety risks and costs) is a primary consideration.

8.2 Heritage Streetscapes

Melbourne's heritage boulevards, including Royal Parade, Flemington Road, Victoria Parade and St Kilda Road, are intrinsic to the image of the city. To maintain the heritage, aesthetic and tourism values of the boulevards, enhanced water allocation and an increased maintenance regime should be considered.

Further investigation and consultation is required for the long-term management and renewal of Melbourne's boulevards.

8.3 Docklands

There are a diverse range of materials used in Docklands. The precincts have been developed by a number of different stakeholders with different design teams, and distinguishing Docklands from the rest of the city has been a key design objective.

The 'Melbourne Docklands - Urban Design and Street Furniture Manual' prepared by VicUrban in April 2008 is a guiding document that attempts to create a public realm "that integrates the precincts whilst maintaining the creative energies of the design teams".

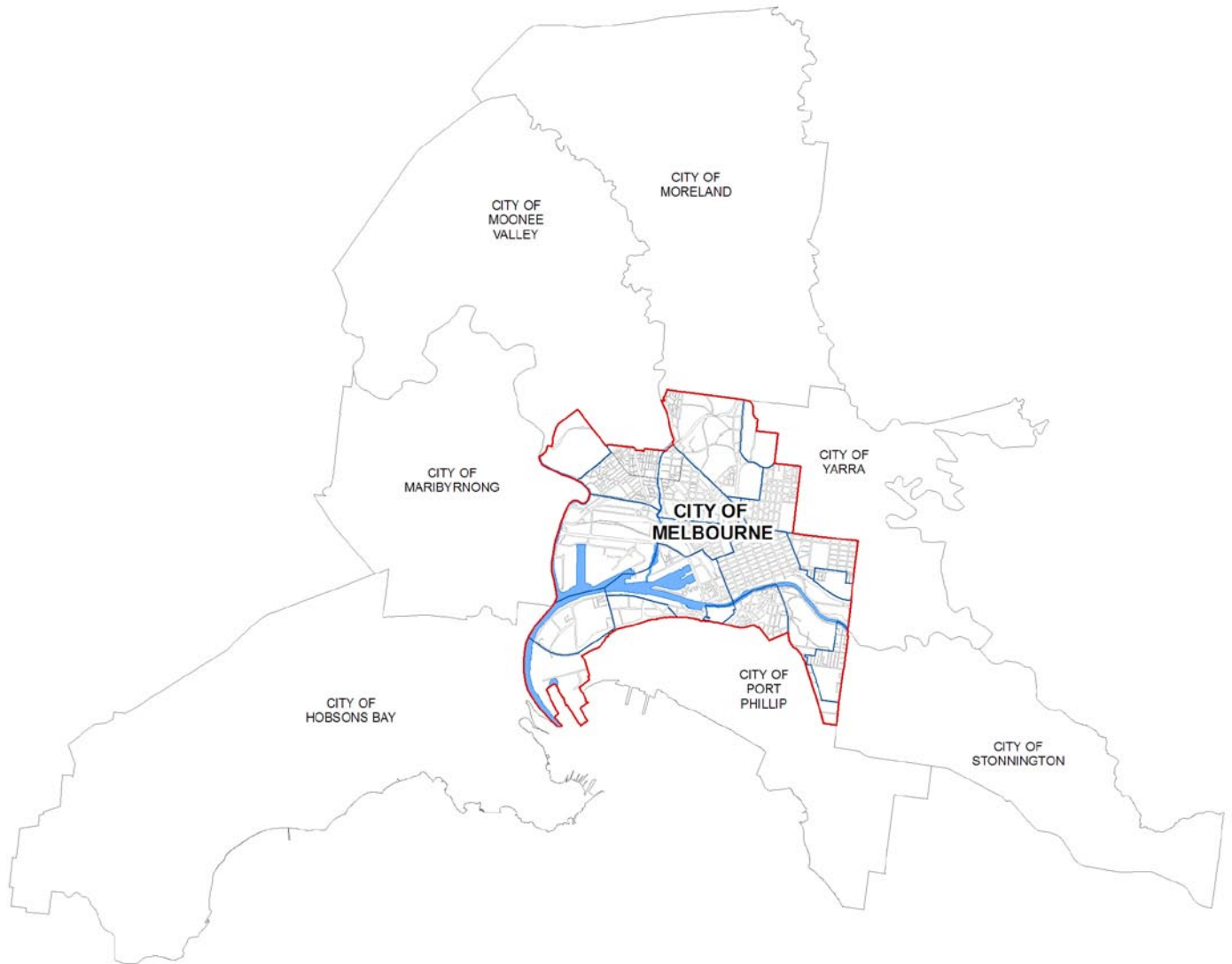
The 'Docklands Planting and Surfaces Assessment Report' prepared by Australian Landscape Management in March 2009 identifies unsuccessful surface treatments (focusing on grass and garden bed areas) and recommends works to rectify them. Whilst there is some overlap, Docklands and waterfront treatments in general, are excluded from this document.

9.0 CONCLUSION

This policy is a response to the effect of drought on grassed nature strips in the City of Melbourne, the increased pressures of a growing population, and the use of alternative landscape materials, such as synthetic turf.

While this report addresses some of these issues, other studies will assist in developing landscape treatment policies in the City of Melbourne over time. Parallel investigations currently underway include paving around trees in the CBD, integration of Docklands within the City of Melbourne, and the St Kilda Road masterplan.

APPENDIX 1



Consultation with Neighbouring Municipalities

During the preparation of this report, landscape officers from neighbouring municipalities and authorities were consulted.

In summary, most municipalities do not have formal policies on nature strips.

VicRoads are investigating the use of alternative surface materials, such as synthetic turf, in specific applications where occupational health and safety issues are a concern (to minimise maintenance times). The medians of major arterial roads are the focus of their attention.

A number of neighbouring municipalities have expressed an interest in a co-ordinated approach.

City of Moonee Valley

- A formal nature strip policy is being developed. However, it focuses on issues such as car parking on nature strips, and replacement by local residents of natural grass with shrubs and ground covers.

City of Yarra

- There is no formal nature strip policy.
- The City of Yarra has relatively few areas with natural grass nature strips, but have large grassed medians in North Carlton. There has been no requests to use synthetic turf.
- The main nature strip issue within the City of Yarra is the conversion of natural grass to garden beds and food production.

City of Stonnington

- There is no formal nature strip policy.
- An emerging issue is the use of synthetic turf.
- Permission has been sought by some residents to use synthetic turf on nature strips. Stonnington have rejected these requests on environmental grounds. However, some have been installed without permission, and no action has been taken at this time.
- Stonnington officers are mainly concerned with environmental issues and maintenance issues over time. Installation of synthetic turf requires minimum 50mm depth excavation, which removes the feeder roots of mature street trees. It is a plastic product that has a limited life span and does not break down.

City of Port Phillip

- An emerging issue is the use of synthetic turf.
- There is no formal policy on the use of synthetic turf in nature strips.
- The main concern of Port Phillip officers in relation to synthetic turf is medium and long term maintenance, product disposal at the end of its useful life, and its embedded energy during production.
- The City of Melbourne and the City of Port Phillip have met to discuss consistency of approach for issues such as parking meter charges, sandwich boards, WSUD tree pits and the use of synthetic turf. Discussions are expected to continue.

VicRoads - Metro North West Region

- New surface material types are being investigated.
- Synthetic turf is being considered to replace garden beds on the Hoddle Street centre median between Victoria Parade and Elizabeth Street.
- This is proposed to reduce on-going maintenance costs and OH&S risks.
- Other VicRoads regions have used synthetic turf, and their feedback has generally been positive. Minor vandalism has been highlighted as an issue.
- The ability to maintain garden beds or granitic gravel on busy roads is limited due to traffic management requirements and costs (ie. lane closures, etc). Clear zone and sight-line requirements are also a consideration.
- Following discussions with City of Melbourne officers, cobbles or sets are now being considered as an option.



GOVERNANCE AND PRIORITIES COMMITTEE

Meewasin Valley Authority (MVA) – MVA representative on the Saskatoon Environmental Advisory Committee (SEAC)

Recommendation of the Committee

That Mr. Mike Velonas be appointed as the Meewasin Valley Authority representative on the Saskatoon Environmental Advisory Committee to the end of 2020.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a letter dated September 3, 2019, from Meewasin Valley Authority regarding the above.

Attachment

September 3, 2019 Letter from Meewasin Valley Authority



Meewasin Valley Authority
402 - Third Avenue South
Saskatoon, Saskatchewan
S7K3G5
Phone (306) 665-6887
Fax (306) 665-6117

September 3, 2019

City of Saskatoon
City Clerk's Office
Debby.sackmann@saskatoon.ca

Dear Sir/Madam:

Re: SEAC Change Request

We are requesting that the Meewasin Valley Authority Representative on SEAC be replaced from Andrea Lafond CEO to Mike Velonas, Planning and Conservation Manager, per appointment terms of SEAC, Agency Representatives are not subject to maximum terms.

I have enjoyed my time on this Committee; however with other Board commitments I have made a decision to recommend Mr. Velonas and feel Mr. Velonas will represent Meewasin and Committee appropriately.

I will continue to fulfill my role on ITAG (Indigenous Technical Advisory Group) with the City of Saskatoon.

Please let Cindy Wiebe, Executive Assistant (cwiebe@meewasin.com) know the outcome of the decision.

Thank you for your time.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Andrea Lafond'.

Andrea Lafond, CEO



GOVERNANCE AND PRIORITIES COMMITTEE

Board of Management Appointment to Downtown Saskatoon BID

Recommendation of the Committee

That the appointment of Mr. Mark Wolff to the Downtown Saskatoon Business Improvement District Board of Management, be approved.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a letter from Brent Penner, Executive Director, Downtown Saskatoon regarding the above.

Attachment

September 11, 2019 Letter from Brent Penner, Executive Director, Downtown Saskatoon

Subject: RE: New Board Member for Downtown Saskatoon BID

From: Brent Penner [<mailto:brent.penner@dtnyxe.ca>]

Sent: September 11, 2019 12:55 PM

To: Bryant, Shellie <Shellie.Bryant@Saskatoon.ca>

Cc: Chris Beavis <[REDACTED]>; Mark Wolff <mwolff@advance-tek.ca>

Subject: New Board Member for Downtown Saskatoon BID



Hi Shellie,

I've attached a letter asking that Mr. Mark Wolff be approved to join the Downtown Saskatoon BID board. Please confirm receipt and that this will get on the appropriate agenda for the necessary City Council approval.

Thank you,

Brent

BRENT PENNER | DOWNTOWN SASKATOON
EXECUTIVE DIRECTOR

brent.penner@dtnyxe.ca p: (306) 664-0709 c: (306) 227-8644

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September 11, 2019

Office of the City Clerk
City of Saskatoon
222 Third Avenue North
Saskatoon, SK S7K 0J5

Attention: City Clerk

Re: Board of Management Appointment to Downtown Saskatoon BID
Mark Wolff, Business and Property Owner in Downtown Saskatoon

Please be advised that the Board of Management for Downtown Saskatoon passed a motion at its September 10, 2019 Board Meeting to approve the appointment of Mark Wolff to the Board. Mr. Wolff is a property owner within the district, owns a business operating in Downtown Saskatoon, and resides in the City of Saskatoon. As such, he meets the criteria for membership to the Board and we ask that City Council confirm his appointment.

Once City Council approves the appointment of Mr. Wolff, the Board of Management will be comprised as follows with eleven representatives:

Chris Beavis, Hotel Senator
Devin Clarke, Stantec
Kevin Johnson, Colliers International
Chris Ryder, BHP Billiton
Wanda Underhill, Rouge Gallery
Mark Wolff, My Comply

Councillor Cynthia Block, Ward 6
Doug Fast, Fast Consulting
Shaunna Leyte, EY
Janice Sander, Midtown
John Williams, Canwest Commercial Land Corp.

Sincerely,

Brent Penner
Executive Director

cc: Mark Wolff
Chris Beavis, Chair, Downtown Saskatoon



GOVERNANCE AND PRIORITIES COMMITTEE

Saskatoon Public Library – Business Case

Recommendation of the Committee

That the matter be referred to the Saskatoon Public Library Board requesting a report:

1. based on the proposal and the programming design, on the impact to branch libraries, what services (if any) will be duplicated by the new library and its programming, and if the library will be competing with any component of private sector such as room rentals; and
2. on the comparison of the proposal in relation to having some administration and housing of collection in other areas of the city that are less expensive.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, was provided with a presentation on the Business Case for a new central library by Ms. Lisa Erikson, Chair, Saskatoon Public Library Board and Ms. Carol Cooley, Director of Libraries and CEO.

At this time, your Committee is recommending City Council refer the matter to the Library Board. Based on the proposal and the programming design, a report is requested on the impact to branch libraries, what services (if any) will be duplicated by the new library and its programming, and if the library will be competing with any component of private sector such as room rentals. In addition, the report should also touch on the comparison of the proposal in relation to having some administration and housing of collection in other areas of the city that are less expensive.

Your Committee also requested the following:

- the Administration to submit a report to the Governance and Priorities Committee on the library business plan encompassing all factors in the review: Financial, Environment, Community Well-Being and Reconciliation and further to also include details on the impact to the City's debt level and future ability to borrow, mill-rate impact and any impact on the City's credit rating for future years before the 2020/2021 Preliminary Business Plan and Budget.
- given the City's experience with two new major facilities, the Remail Modern and the new police station, the Administration submit a report on the Saskatoon Public Library's business case, in particular, the estimates in the business case related to construction and operation of the facility itself.



GOVERNANCE AND PRIORITIES COMMITTEE

- the Administration to report back on open spaces in Saskatoon, for example, inventory, demand and availability, comparisons, projections and any other information that would be useful and relevant in determining what the city requires moving forward to accommodate the need of the citizens of Saskatoon.

Attachment

September 17, 2019 Letter and information package from Carol Cooley, Director of Libraries & CEO, Saskatoon Public Library

September 17, 2019

City Clerk's Office
City of Saskatoon
222, 3rd Avenue North
Saskatoon, SK S7K 0J5

Please find the following attachments for the September 23, 2019 Governance & Priorities Committee agenda:

1. The Business Case for the new central library
2. The Summary Report of the Business Case
3. Letters in support of a new central library

Lisa Erikson, the Chair of the Saskatoon Public Library Board will be prepared to give a 10-minute presentation to Committee.

Regards,



Carol Cooley
Director of Libraries & CEO
Saskatoon Public Library

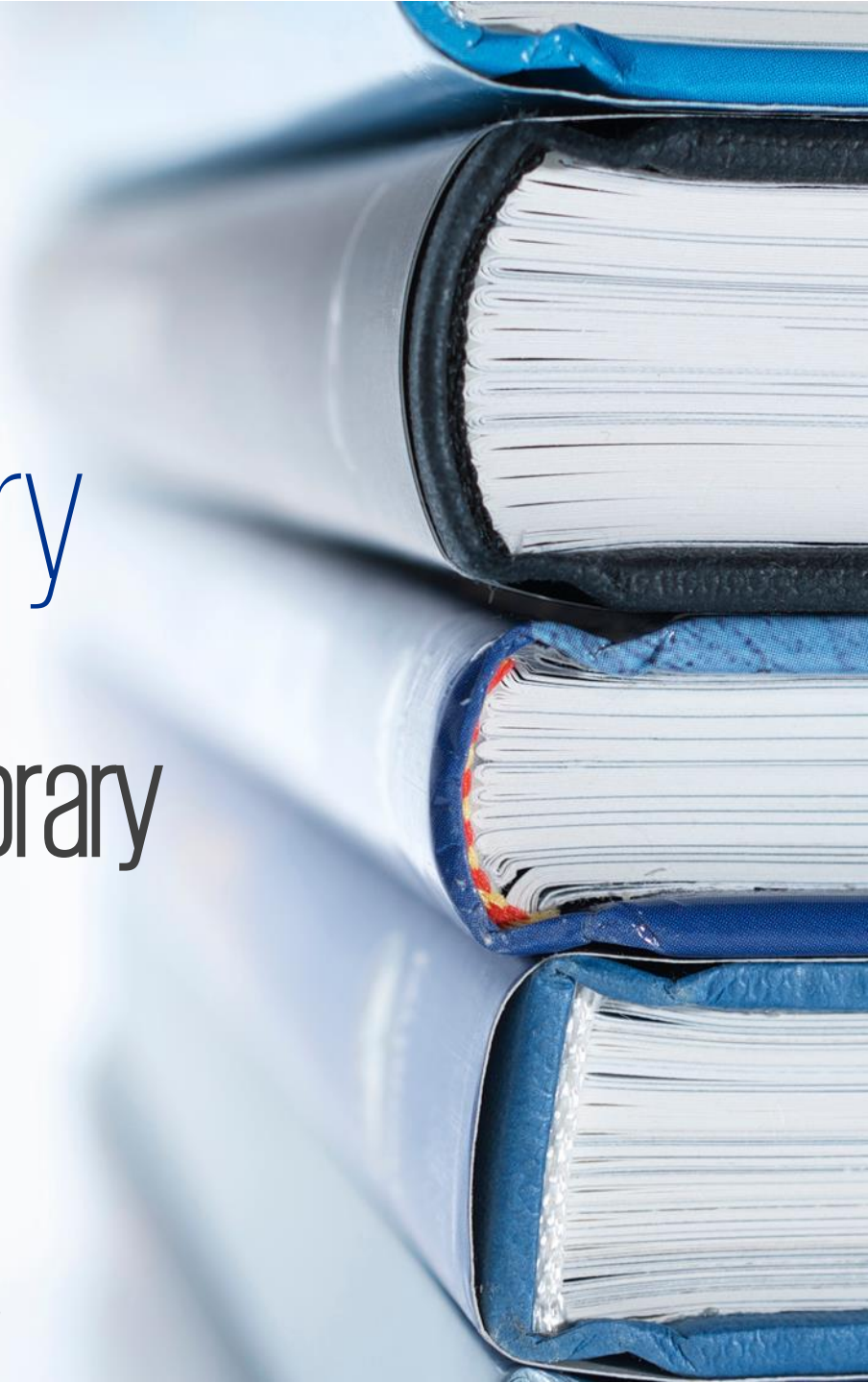


Saskatoon Public Library

New Central Library Business Case

—

September 2019



Notice

The confidential report (Report) prepared by KPMG LLP (KPMG) is provided for Saskatoon Public Library (SPL) and the City of Saskatoon (Saskatoon or the City) and pursuant to the consulting service agreement with SPL dated July 19, 2018, for an independent business case for a new central library.

If this Report is received by anyone other than SPL and Saskatoon, the recipient is placed on notice that the attached Report has been prepared solely for SPL and Saskatoon for its own internal use, and this Report and its contents may not be shared with or disclosed to anyone by the recipient without the express written consent of KPMG and SPL. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on the Report. The scope was limited to the preparation of an independent study. The intention of the Report is to outline a business case and identify potential opportunities and options for consideration of SPL and Saskatoon.

The analysis was primarily based on data and information developed and provided by Saskatoon, SPL and its contracted architect for the project, as well as other sources. We express no opinion or any form of assurance on potential impacts and costs that SPL and Saskatoon may realize should it decide to implement the options and considerations contained within this Report. SPL and Saskatoon is responsible for the decisions to implement any options and considering their impact.

The procedures we performed do not constitute an audit, examination or review in accordance with standards established by the Chartered Professional Accountants of Canada, and we have not otherwise verified the information we obtained or presented in this Report. We express no opinion or any form of assurance on the information presented in the Report and make no representations concerning its accuracy or completeness.

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Executive Summary

Executive Summary

Saskatoon Public Library (SPL) has been enriching the community by inspiring discovery, curiosity and creativity through the sharing of spaces, experiences and ideas for over 100 years. SPL's locations seek to provide welcoming and vibrant community meeting spaces, with diverse collections, programs and services that are inclusive and promote lifelong learning.

In 2016, SPL released a Strategic Plan with a vision to change lives through community connections, engagement and inclusivity. It sets forth an exciting and ambitious vision of growth, modernization and cultural progress. In pursuit of their vision, SPL has been readying the organization for the future, making the necessary changes to ensure the library has the ability and capacity to create strategic and sustained positive community impact for future generations.

The Frances Morrison Central Library (FMCL), and eight SPL branches serve a population of over 278,000 residents. In 2018, 48% of Saskatoon residents were members, SPL had over 1.6 million visits, circulated over 3.3 million items, and patrons saved over \$43 million dollars by borrowing materials from the library.

FMCL opened its doors in 1966 to serve a population of 115,000. As Saskatoon's population has grown, SPL has continued to experience growth in visitors, circulation and membership, with the majority of the demand placed on the central library. FMCL was designed to house a collection of about 100,000 items. As of 2018, the collection size had increased by 170%, and the number of employees has grown by 74%. Today, FMCL is SPL's largest and busiest location.

Designed for a different era of library services, SPL now faces challenges in delivering modern library services at FMCL with increasing patron expectations, demand for technology and space, and changing community demographics. As the heart of the library system, the central library serves as a hub to support branch libraries with collections, specialized services, spaces and expertise. The ability of a central library to support the needs of both its patrons and the needs of the neighbourhood branches determines the vitality of the entire library system. FMCL is now failing to meet the demands of the community it serves.

Both SPL as a library system and the 78,000 square foot FMCL facility are undersized to serve the current Saskatoon population, based on industry benchmarks. Lack of capacity and high demand for service is straining SPL's ability to provide library service across the city. As a result of the small size and condition of the facility, FMCL has troubling service gaps including lack of public space, an inability to support the technology needs of patrons, lack of programming rooms, an undersized collection, and safety and security concerns.

FMCL is deficient on significant building codes (dating back nearly 20 years), many of which create safety risks for the organization. Some of the most critical issues are a lack of a sprinkler system in the event of a fire, not enough fire exits, accessibility issues, and only a handful of public washrooms.

With the City of Saskatoon anticipating the population to grow to 500,000 in the next 30 to 40 years and the changing demographics of the city, demand for library space and service is expected to grow, placing a further strain on an already strained system. A new central library is a critical piece of SPL's long-term plan to address growth and service demand. A new central library will also address the safety, service gaps, and accessibility issues, as well as add the much-needed capacity required for SPL to continue to deliver vital library services to the community.

A new central library is fundamental to delivering on SPL's vision to change lives. The planned new Saskatoon central library blends traditional library service with new and innovative spaces, programs and services, and will enable SPL to adapt library services to meet the changing needs of patrons into the future.

Community input, library leading-practices, benchmarking, building code, accessibility standards, the City of Saskatoon's Plan for Growth, and SPL's Strategic Plan informed SPL's new central library functional program. SPL envisions a new central library that will inspire the community, be a model for sustainability and accessibility, and be a source of pride for those who call Saskatoon home.

The new central library is estimated to be 149,000 square feet and includes a larger collection, indoor and outdoor green spaces, a mix of quiet and animated spaces, expanded Local History space, technology-centred learning and innovation spaces, and public meeting and gathering spaces.

The new central library estimated project cost of \$154 million. Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy). The new central library is planned to open in 2026. The project is projected to result in \$132 million in value-added economic activity (GDP) during the construction phase, and an estimated \$15 million annually once operating.

The Business Case for a new central library describes how a new facility will contribute to the overall quality of life for all of Saskatoon's residents, create positive social and economic impact and contribute to downtown revitalization.



Project Context & Overview

Introduction

Saskatoon Public Library (SPL) is seeking borrowing approval for a new central library to provide enhanced service delivery, create positive economic and social impact, and contribute to the City of Saskatoon's (the City) downtown revitalization plans.

KPMG was engaged by SPL to undertake a Central Library Feasibility Study; the business case outlines the results. Development of this business case aims to meet the following objectives:

1**Articulate the Need for a New Central Library**

Present the case for change in a clear, evidence-based business case.

2**Determine Required Investment**

Working with SPL technical advisors, develop models to estimate future capital and operating investments, and inform a funding plan.

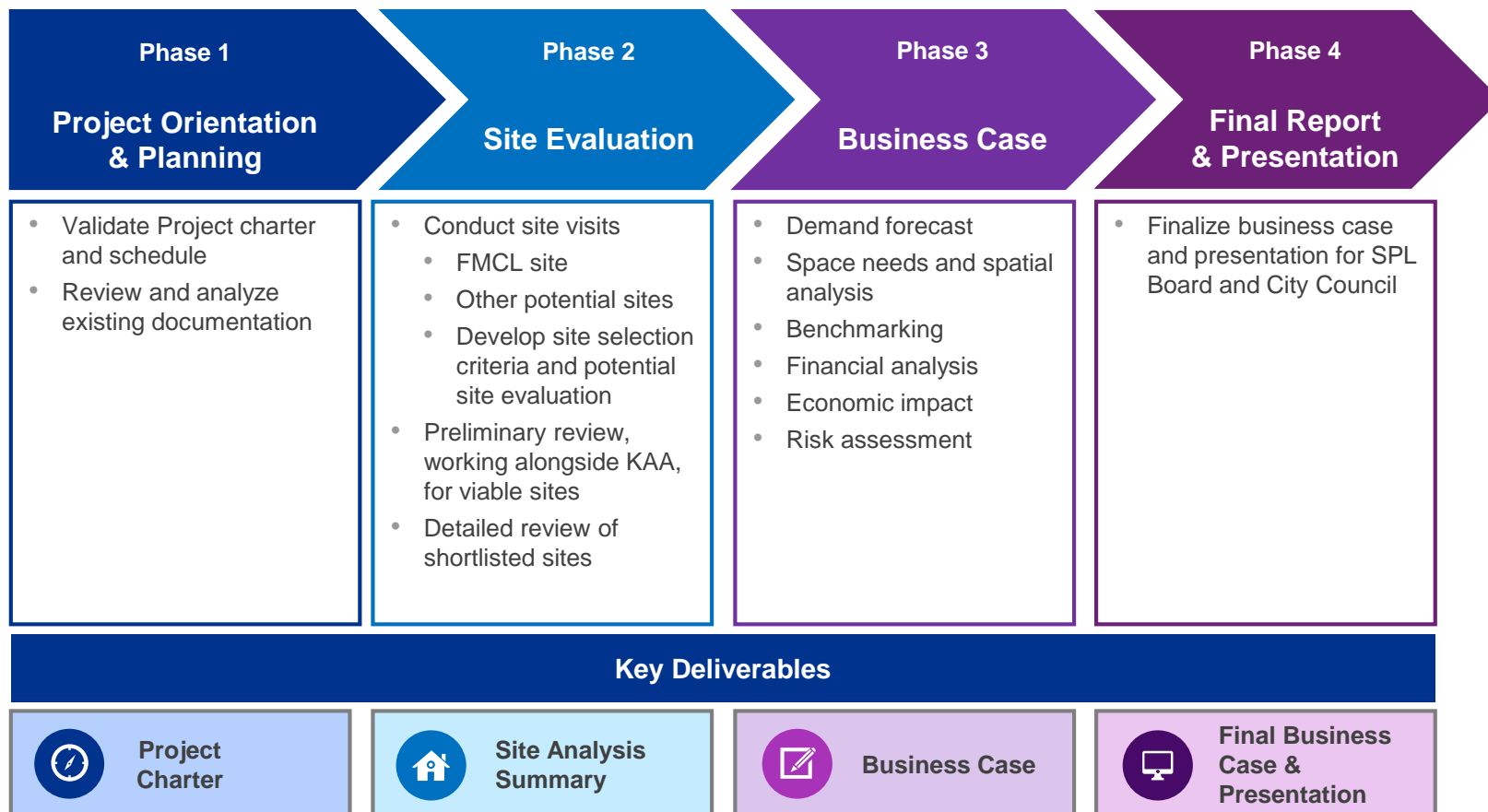
3**Identify Community Impacts**

Determine the quantitative and qualitative impacts of the new central library.

Kindrachuk Agrey Architecture (KAA) was engaged by SPL to provide technical input into this business case.

Project Scope and Deliverables

The Project has followed a four-phase approach to deliver the business case.





Public Library Trends

Global Impact of Public Libraries

Public libraries serve as a critical component in enhancing the quality of life for all and helping to address global needs at a community level.

A key contributor to strong communities, public libraries contribute to at least ten of the 17 United Nations Sustainable Development Goals.¹ These goals establish core activities to achieve a better and more sustainable future to address global challenges, including those relating to poverty, inequality, climate, environmental degradation, prosperity, and peace and justice.²

Public libraries have a significant role to play in responding to the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) and the Truth & Reconciliation's Calls to Action (TRC), and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice.³ SPL is a member of the Canadian Federation of Library Associations, which has released a response to the TRC on behalf of Canadian libraries.



1 Australian Public Library Alliance. About APLA Website. 2019.

2 United Nations. Sustainable Development Goals Website. 2019.

3 Canadian Federation of Library Associations Truth & Reconciliation Committee Report & Recommendations, 2017.

The Evolution of Public Libraries

“

Today, as cities and suburbs reinvent themselves, and as cynics claim that government has nothing good to contribute to that process, it's important that institutions like libraries get the recognition they deserve. After all, the root of the word “library,” liber; means both “book” and “free.” Libraries stand for and exemplify something that needs defending: the public institutions that – even in an age of atomization and inequality – serve as bedrocks of civil society. Libraries are the kinds of places where ordinary people with different backgrounds, passions, and interests can take part in a living democratic culture. They are the kinds of places where the public, private, and philanthropic sectors can work together to reach for something higher than the bottom line.”

Klinenberg, E. (2018). *Palaces for the People: How Social Infrastructure Can Help Fight Inequality, Polarization, and the Decline of Civic Life*. Crown Publishing Group.

The Changing Role of Libraries

No longer are libraries designed solely as buildings for books. Today, library design is human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services.¹

Modern libraries provide a sense of community within cities and help address systemic social issues, such as affordability, literacy, social isolation, and exclusion. Libraries have become civic commons. They create neutral and safe spaces for human interaction. They are places where people come to meet, learn, share, and where people feel a sense of belonging and community.

Moreover, modern libraries are spaces for inspiring discovery, creativity, innovation, and where digital, cultural and social literacies can develop. Public libraries also offer technologies, bridging the digital divide between those who can afford access and those who cannot.

Out of all the cherished public institutions, libraries represent the most authentic democratic spaces. Programs and services are free, everyone is welcome, and freedom of expression reigns.

Libraries are not only safe places to be but also safe places to simply be who you are. Age, gender, income level, physical abilities, social status – every label shouldered in most aspects of life – are welcomed in a public library.

In the words of Robert Putnam, “People may go to the library looking mainly for information, but they find each other there.”²

New parents and toddlers meet for storytime programs, which kick-start childhood literacy and provide important social experiences for caregivers. Teens gather in high-tech spaces, providing opportunities for learning, collaboration, and connection different from a school environment. Seniors take technology classes in everything from email to smartphones, opening new and important modes of communication. Newcomers come together for English conversation circles, helping them to settle into their community a little more comfortably. And people of all ages share ideas and explore learning about each other and the world around us.

¹ Saskatoon Public Library. The Role of Modern Libraries. Saskatoon Central Library Website. 2019.

² Robert D. Putnam, Lewis Feldstein (2009). “Better Together: Restoring the American Community,” p.49, Simon and Schuster.

Changing Usage and Trends

Public library systems continue to play a critical role in society, as demonstrated by library usage and trends. Trends across Canada show circulation of physical materials has declined; however, visits, program attendance, and the circulation of electronic materials are increasing.¹



Demand for physical materials is decreasing

Physical circulation across Canada has seen a slight decline¹, however, the use of SPL physical resources is still active, and has slightly increased with over 3.3 million items circulated in 2018.²

Demand for electronic resources is increasing

Libraries are responding to the trend towards user demands of e-resources and streaming services.

Collections are diversifying beyond traditional materials

Libraries continue to grow and diversify their collection offerings with new services, formats, and options such as Book Clubs in a Bag kits, WiFi hotspots, and STEAM (science, technology, engineering, art, and math) kits.

Demand for multilingual collections is growing

As newcomer populations in Canada settle in communities, libraries have responded to their needs by expanding their multilingual collections and adding programming.

¹ Public Library Association. The 2017 Public Library Data Service Report: Characteristics and Trends. 2017.

² Saskatoon Public Library. Report to Our Community. 2018.

Changing Usage and Trends



Reconciliation is changing how libraries curate collections and spaces

Libraries across Canada are participating in the national call for reconciliation and honouring Indigenous perspectives and diversifying their collections, and honouring indigenous perspectives into space designs.

Local content is a priority

Libraries are working to increase access to local content, self-publishers, and digitizing local history materials to make them more accessible.

Increased demand for programming

Over the past five years across Canada, library programs per capita have grown at a rate of 6.3% due to increased demand and attendance.¹

Library as a community partner

Libraries have become increasingly linked as strong partners for community-based organizations. Also, many libraries have added outreach workers to their staffing compliments to address the needs of patrons who frequent the library.

Library Design & Space Use¹



Intuitive layouts and overall usability

- Inviting ambience that promotes a sense of well-being with the incorporation of natural light
- Easily browsed and navigated collections
- Popular and new materials are organized and displayed using bookstore concepts
- Easily identified and navigated specialized collections
- Patrons can easily flow and move through the building
- Spaces are functionally organized, connected and integrated
- Spaces engage and inspire people of all cultures and ages, allowing cross-connection and learning between generations
- Art and culture are seamlessly integrated into the spaces for all to enjoy

¹ Saskatoon Public Library. The Role of Modern Libraries. Saskatoon Central Library Website. 2019.

Library Design & Space Use¹



Comfortable and inviting spaces

- Appropriate sound attenuation and acoustics to allow varied interactive and solitary activities to co-exist, providing for private space within a public setting
- Comfortable indoor air quality that is easily maintained
- Convenient access to gender-neutral washrooms
- Integrated universal accessibility
- Access to water, as well as food and beverage services
- Stairs and elevators integrated into the building
- Ample mixed seating areas
- Addresses personal safety and security



Community gathering spaces

- A multi-use space used for large public gatherings, programs, events, and performances

Integrated technology and creative incubator

- Innovation labs with digital video and music capabilities
- Abundant computer workstations and laptop bars
- Access to power at all touchpoints

¹ Saskatoon Public Library. The Role of Modern Libraries. Saskatoon Central Library Website. 2019.

Library Design & Space Use¹



Flexible use spaces

- Meet public needs for privacy, collaboration, or social interaction: individual study, private meeting rooms, and group work areas
- Offer both quiet and animated areas
- While public libraries have become busier and more interactive, modern libraries also now offer “silence as a service”
- Expanded opportunities for programming
- Spaces can be changed or modified by the user (movable tables, chairs, shelving, etc.)

Functional

- Employee work areas have an efficient operational flow that includes logical points of access to public service areas, materials processing, storage areas
- Radio frequency identification technology (automating return/sorting)
- Functional and accessible service points



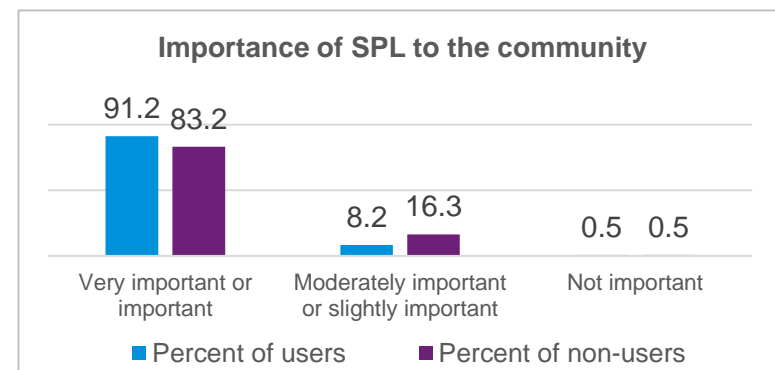
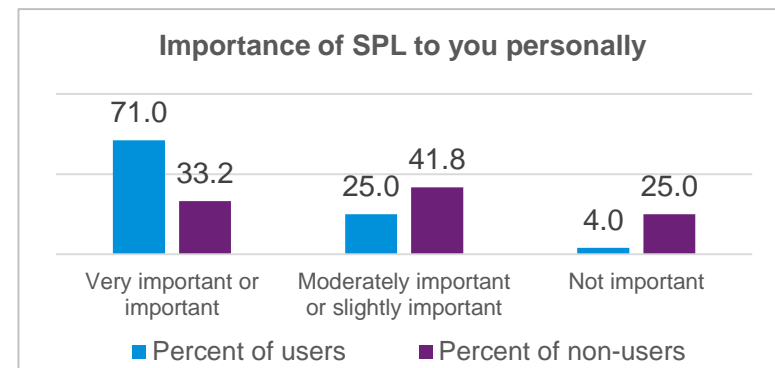
¹ Saskatoon Public Library. The Role of Modern Libraries. Saskatoon Central Library Website. 2019.

Community Support for Public Libraries

Public libraries are important to Saskatoon residents.

In a 2017 perceptions report, participants (i.e., library users and non-users) were asked to rate the importance of the SPL to themselves personally, to their families, and the overall community.¹

- Both users and non-users rated the importance of the library to their community higher than they rated the importance of the library to their person.
- Half of the respondents rated the library important or very important to themselves personally, and to their families.
- 85% rated the library as being important or very important to their community.
- Less than 10% of participants rated the library as not being important to themselves personally or their families.
- Only 1% rated the library as not important to their community.
- There was a significant difference between users and non-users when it came to the average perceived importance of the SPL to the respondents personally.
- There were no observable differences between users and non-users on the perceived level of importance of the SPL to their families and the community.



¹ University of Saskatchewan Social Sciences Research Laboratories (SSRL). Perceptions of SPL Survey. 2017.

Role of the Central Library

Located downtown, the central library is the heart of a library system.

A central library provides a supportive role to the branch libraries, providing specialized services, technologies and expertise; as well as being the central administrative office. A central library contains the largest collection of materials, including many specialized collections and resources.

Central libraries serve as the largest and most prominent branch and most often is a building that serves as a municipal icon. A central library is a symbolic building, representing the intellectual character and aspirations of a community.

The central library also serves as the library branch for the downtown area.



Reinvestment in Central Libraries

Within the past 15 years, there has been a resurgence of central library revitalization, as a key contributor to successful, livable cities and improving the quality of life for residents.

Around the world, cities are investing in central libraries to serve as municipal landmarks, a welcoming place where all residents, regardless of age, gender, income level, physical ability, or social status can gather to learn, share, and create. These facilities serve as pivotal components of community innovation and downtown revitalization strategies.¹ Some recent central library projects are:

Halifax, NS (CA)
2014



Kitchener, ON (CA)
2014



Vancouver, BC (CA)
2017 (Expansion)



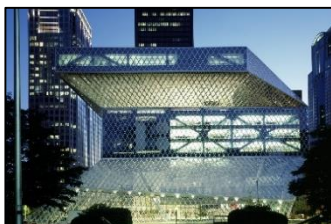
Calgary, AB (CA)
2018



Edmonton, AB (CA)
2020



Seattle, WA (US)
2004



Minneapolis, MN (US)
2006



Billings, MT (US)
2014



Austin, TX (US)
2017



In the Planning Stages

Ottawa, ON (CA)²
Opening 2024

Guelph, ON (CA)³
Approved 2018

¹ Saskatoon Public Library. A Vision for a New Central Library in Saskatoon. January 2017.

² Ottawa Central Library. City Council approves the Implementation Plan for the Ottawa Central Library Project.

³ Global News. Guelph City Council approve plans for new library.

Image Sources: Available in *Appendix B – Image Sources*

Key Findings: Usage and Trends

1. Public libraries serve as a critical component in enhancing the quality of life for all and helps to address global needs at a community level.
2. No longer are libraries designed solely as buildings for books. Today, library design is human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services.
3. Modern libraries provide a sense of community within cities and help combat social issues, such as affordability, literacy, social isolation, and exclusion.
4. A central library provides a supportive role to the branch libraries, providing specialized services, technologies and expertise; and serving as the central administrative office. A central library contains the largest collection of materials, including many specialized collections and resources.
5. Within the past 15 years, there has been a resurgence of central library revitalization, as a key contributor to successful, livable cities and improving the quality of life for residents.
6. Data confirms that the public library is important to Saskatoon residents.



Introduction to Saskatoon Public Library

About Saskatoon Public Library

For more than a century, SPL has been an essential part of the Saskatoon community.

- SPL has a central library and eight branch locations.
- In 2018, SPL:¹
 - Had over 1.6 million visits
 - Had over 132,000 members (48% of the population of Saskatoon)
 - Hosted over 2,700 free programs
 - Held nearly 600,000 items in its physical collection
 - Patrons saved over \$43 million using the library
- SPL is a member of the Canadian Urban Libraries Council (CULC), connecting SPL to a vibrant network of large urban libraries to share information, best practices, and build the capacity of each member organization.
- SPL is the largest member of the Saskatchewan Integrated Library System (SILS). SILS facilitates materials sharing across the Province.



¹ Saskatoon Public Library. Report to Our Community. 2018.

About Saskatoon Public Library



Governance

SPL is a charitable organization, governed by a volunteer board, appointed by City Council, under the *Public Libraries Act, 1996*.



Strategy

SPL's 2016-2021 Strategic Plan (the Strategic Plan), charts a course toward modernization and cultural progress.



Organization

SPL has a flexible and modern organizational structure designed to strategically and deliberately create a positive community impact.



Services

SPL provides programs and services to enhance the educational and recreational needs of the community.



Financial

SPL is primarily funded through its own defined levy as part of municipal taxes and maintains reserve funds to support future infrastructure requirements.

Current State Analysis



Governance

SPL is a charitable organization, governed by a volunteer board under the *Public Libraries Act, 1996*.¹

- SPL operates as a statutory board, under the provisions of *The Public Libraries Act, 1996*, which describes the roles and responsibilities of municipal public library boards in the province.
- A Board of Trustees (Board) governs SPL.
- The Board follows the Board Bylaws and the City of Saskatoon's Code of Conduct for Civic Boards.
- Saskatoon City Council appoints members to the SPL Board.
- Board membership includes one City Councillor and the City of Saskatoon Mayor, as an ex-officio member.
- The responsibilities of the Board include governance, leadership, and stewardship. It is their role to ensure SPL has the policies required to support operations, provide vision and direction, and ensure SPL has the resources to achieve its vision. The Director of Libraries and CEO manages day-to-day operations of SPL.
- The Act requires the Board to prepare and submit an annual budget and estimate to City Council. City Council approves changes to the library mill rate.
- Borrowing requires approval by City Council, with *The Public Libraries Act, 1996* stating that Council may take the necessary steps to obtain and provide the sum or any portion of that sum requested by SPL that Council considers reasonable and necessary.

¹ Saskatoon Public Library. Board Bylaw. 2018.

Current State Analysis



Strategy

SPL's Strategic Plan charts a course toward modernization and cultural progress.¹

SPL aspires to be a vibrant library system, capable of meeting and anticipating the needs of the residents of Saskatoon. Achievement of SPL's vision and goals is reliant on expanding capacity and adapting spaces and service delivery to meet the needs of patrons and residents.

SPL Vision

We change lives through community connections, engagement, and inclusivity.

SPL Values

Intellectual Freedom

We support open and unrestricted access to information and protect individual rights to privacy and choice without fear of censorship or discrimination.

Free and Equitable Access

Everyone has equal access to library services, regardless of age, gender, ethnicity, income, abilities, or other barriers.

Innovation

We embrace change and view challenges as opportunities to encourage creativity, experimentation, and the generation of new ideas.

Diversity and Inclusion

We strive to be a safe place to be different and reflect the diversity of Saskatoon's communities.

¹ Saskatoon Public Library. Strategic Plan (2016-2021).

Current State Analysis



SPL Strategic Goals¹

#1 - Inspiring Learning, Discovery & Creation

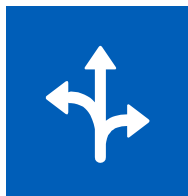
Inspiring learning, discovery, and creation for all Saskatonians through access to information, tools, technology, and support services designed to help people develop literacies.

Desired Outcomes:

- More people in Saskatoon have access to a wide variety of technology to help bridge the digital divide.
- Patrons have a high degree of satisfaction with SPL's collection, programs and services.
- SPL is a leader in creating digital media and creation labs in Saskatoon.
- SPL's programs, services, collections and digital resources are widely used.

¹ Saskatoon Public Library. Strategic Plan (2016-2021).

Current State Analysis



SPL Strategic Goals¹

#2 - Honouring Indigenous perspectives

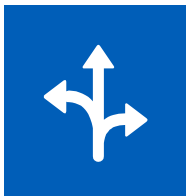
Honouring Indigenous perspectives and advocating for Reconciliation with sustained, strategic, and deliberate actions to promote healing and understanding in the community.

Desired Outcomes:

- Indigenous organizations and leaders view SPL as a partner committed to Reconciliation.
- SPL actively consults with community leaders and Elders.
- SPL is working towards Indigenizing our organization.

¹ Saskatoon Public Library. Strategic Plan (2016-2021).

Current State Analysis



SPL Strategic Goals¹

#3 - Connecting Communities

Connecting with our community by engaging in conversations and collaborative initiatives that create opportunities for growth, learning, and enjoyment.

Desired Outcomes:

- Public consultation drives service development.
- SPL is considered a key partner by community organizations.
- Residents view SPL as an essential service that contributes to a high quality of life in Saskatoon.
- SPL is regarded as a respectful, inclusive and accessible place.
- More Saskatonians are active SPL members.

¹ Saskatoon Public Library. Strategic Plan (2016-2021).

Current State Analysis



SPL Strategic Goals¹

#4 - Preparing for the future

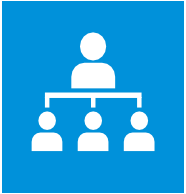
Modernizing to become a more dynamic, agile, and responsive organization, where our future directions are informed by community consultations.

Desired Outcomes:

- SPL's workforce is confident in a technology-rich environment.
- SPL is ready and able to assist patrons with a high level of service.
- SPL's business processes represent industry best practices.
- There is growing community support for a new central library.

¹ Saskatoon Public Library. Strategic Plan (2016-2021).

Current State Analysis



Organization

SPL has a flexible and modern organizational structure designed to strategically and deliberately create a positive community impact.¹

- SPL transitioned into a new organizational structure in 2018.
- The new structure supports SPL's new service philosophy, moving from a passive to an active community member (SPL will begin operating in the new service model in 2020).
- The new structure will support SPL in operating in a new central library.
- The flexible structure enables employees to assist patrons and make a community impact, whether from a service point, anywhere in the library, or within the community.
- The structure reflects modern library best practices.
- System priorities are accomplished using collaborative vertical teams, comprised of all different levels and roles.
- The reporting structure creates enhanced coordination between the central library and branches.

¹ Saskatoon Public Library. Understanding Change @ SPL. Saskatoon Public Library Website. 2018.

Current State Analysis



Services

SPL provides programs and services to enhance the educational and recreational needs of the community.¹

- In 2020, SPL will begin operating guided by new service philosophy.
- SPL aspires to create inclusive spaces and transformative life experiences, through listening to and immersing itself in the communities it serves.
- SPL's service philosophy commits to provide collections, programs, and services informed by community-identified wants and needs.
- SPL will strive to ensure that what it does and offers its communities have the maximum possible impact.
- Central to all SPL decision-making processes will be identifying and removing barriers to library services, particularly for those who face marginalization and discrimination in society as a whole.

¹ Saskatoon Public Library Correspondence. 2019.

Current State Analysis



Services

Demand for SPL library services hit record levels in 2018, with more than 3.3 million items circulated and 1.6 million visits.¹

- 97,756 program attendees (+8%)
- 48% of Saskatonians are members (+4%)
- 425,090 computer sessions (+56%)
- 528,470 WiFi sessions (+4%)
- SPL signed a strategic alliance between the Saskatchewan Libraries and the Office of the Treaty Commissioner
- 23,584 kids attended 845 storytime programs (+43%)
- 4,268 kids got their boogie on at 131 dance parties (+317%)
- 1,555 new Canadians practiced English skills in our conversation circles (+37%)
- 5,128 attended science, technology, engineering, arts, and math (STEAM) programs (+16%)
- 23,920 Indigenous materials circulated
- 43,680 video games checked out
- 6,086 kids hosted during 214 school field trips
- SPL began lending educational technology
- 11,463 SPL patrons said Good Readance to \$59,100 in fines by using the library during a fines forgiveness program
- 58,240 items loaned to correctional, senior, and youth facilities
- 40 WiFi hotspots were made available to patrons who do not have internet access at home

¹ Saskatoon Public Library. Report to Our Community. 2018.

Current State Analysis



Financial

SPL is primarily funded through its own defined levy as part of municipal taxes and maintains reserve funds to support future infrastructure requirements.

- SPL is primarily funded by its municipal levy (96% in 2019) and also receives funding from the Provincial Government.
- SPL generates revenue from grants, donations, fines, and room rentals.
- SPL maintains reserve funds for infrastructure projects. As of December 31, 2018, the new central library reserve was \$10 million, and the capital expansion reserve was \$13 million.

Saskatoon Public Library Board (\$'000)	Actual	Actual	Actual
For fiscal years ended December 31	2017 ¹	2016 ¹	2015 ²
Revenues			
Taxation	\$ 22,800	\$ 20,931	\$ 19,426
Provincial Funding for Library Construction	45	56	56
Provincial Grants	714	698	696
Fines	126	118	122
Interest	408	302	244
Other Revenue	369	347	336
TOTAL REVENUES	24,462	22,452	20,880
Expenses			
Administration	3,290	3,155	2,399
Direct Library Services	6,092	6,495	6,195
Local Branch Services	6,992	6,113	5,861
Services to Branches	1,117	1,193	1,317
TOTAL EXPENSES	17,491	16,956	15,772
Excess of Revenues over Expenses before Amortization Expense	6,971	5,496	5,108
Amortization Expense	2,105	2,028	2,040
Surplus of Revenues over Expenses	4,866	3,468	3,068
Accumulated Surplus, Beginning of Year	45,808	42,340	39,272
Accumulated Surplus, End of Year	50,674	45,808	42,340

¹ Saskatoon Public Library. Consolidated Financial Statements. December 31, 2017.

² Saskatoon Public Library. Consolidated Financial Statements. December 31, 2016.

Key Findings: About SPL

1. SPL has a central library and eight branch locations.
2. Demand for SPL library services hit record levels in 2018, with more than 3.3 million items circulated and 1.6 million visits.
3. SPL is a charitable organization, governed by a volunteer board, appointed by City Council, under the *Public Libraries Act, 1996*.
4. SPL's Strategic Plan charts a course toward modernization and cultural progress.
5. SPL has an organizational structure designed to strategically and deliberately create a positive community impact.
6. SPL provides programs and services to enhance the educational and recreational needs of the community.
7. SPL is primarily funded through its own defined levy as part of municipal taxes and maintains reserve funds to support future infrastructure requirements.



Frances Morrison Central Library At a Glance

Demand and Use

FMCL has provided essential library services to the Saskatoon community for over 50 years.



- FMCL building serves as SPL's central library, supporting eight branch locations, as well as the branch for downtown residents.
- As the highest utilized facility in SPL's network, FMCL experienced the following usage in 2018:¹
 - 490,880 patron visits
 - 134,062 reference questions
 - 26,048 program attendees
 - 160,444 computer sessions
 - 528,470 wireless sessions
 - 562,382 circulation of physical items

¹ Saskatoon Public Library Correspondence. 2019.

Specialized Services

FMCL features specialized services and areas not available at other SPL locations.

- Outreach workers who connect people to community services and supports
- The largest collection of materials
- Reconciliation reading area
- Local History
- Gallery (showcasing local artists)
- Home reader service
- Assistive technology
- Reference services
- Book Club in a Bag
- Group and block loans (to care homes and correctional facilities)
- Theatre
- Computer training lab
- Newcomer supports
- Serving as the central processing hub for SPL's participation in SILS resource sharing activities
- In addition to housing FMCL's service employees, SPL's Programming and Creative Spaces, Welcoming Initiatives, and Community Education and Partnerships teams, FMCL is also the home to SPL's administration and support services (with the exception of Planning and Evaluation, Collections Services and Marketing and Communications work units, due to lack of space).

Current Functional Use

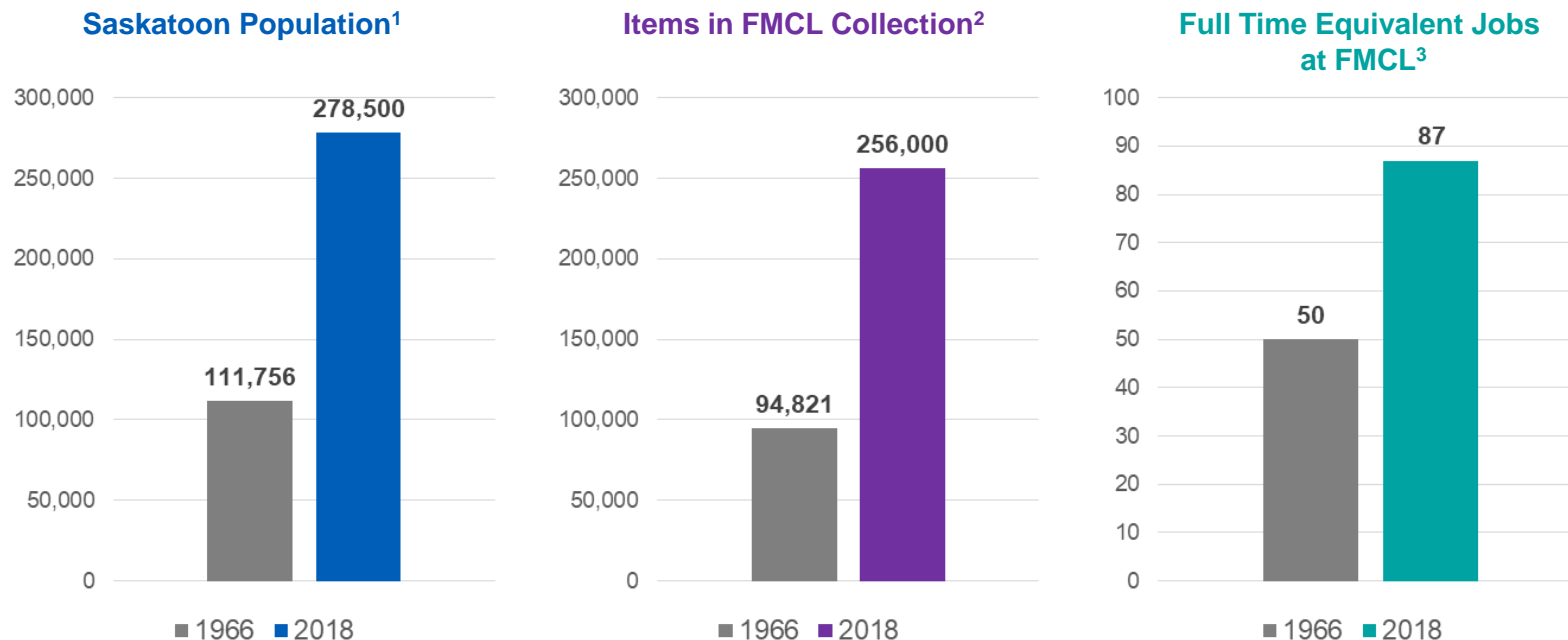
FMCL has reached the end of its functional life. At present, there are demands on the facility which SPL cannot address due to space limitations, age and condition of the building. The current FMCL space features:

Space Type	Frances Morrison Central Library
Collection	Approximately 250,000 items
Programming and innovation spaces	4
Public seating	240
Public computers	48
Public washrooms	4 universal and 4 stalls
Total Size	78,000 square feet

FMCL Usage

Over the last 50 years, population growth and demand for library services in Saskatoon has exceeded SPL's growth and has strained SPL's ability to provide quality library services. The negative impact is most felt at FMCL (the oldest of all SPL's facilities).

FMCL, as a core part of the SPL system, serves a significantly increased population and membership (+249%) since its construction in 1966. Both total members and its proportion of membership as a percentage of Saskatoon's population have increased. The capacity of the FMCL building at construction was for 50 employees and about 100,000 items. As of 2018, the FMCL collection size increased by 170%, and the number of employees based at FMCL has grown by 74%.



¹ City of Saskatoon. Population Growth and Rate of Change. 2018.

² Saskatoon Public Library. Saskatoon Central Library Website. 2018. Data is for FMCL only.

³ Saskatoon Public Library Correspondence. 2019. Data is for FMCL only.

Building Condition

FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility requirements, with known violations for nearly 20 years. The City of Saskatoon Building Standards Branch determined that architectural improvements will not be permitted without the non-compliance subjects being addressed in May 2000.¹

National Building and Fire Code Identified Deficiencies¹

Assessed Building Combustible Load Very High

(a measurement of the combustible material per square foot of floor space.) Reassigning to meet the code would mean adding approximately 18,000 square feet of space.

Exit Means Non-Compliant

Three fire exits/stairwells are required from each level; only two existing exits conform to code. A third exit is required to comply with distance to exit, exit width, and integrity of exit requirements. The lower level has insufficient public exit provisions from the Theatre and Meeting Room, which possess a significant life safety liability. The occupancy capacity of these rooms requires two means to egress to an exit, which is not provided nor easily accommodated.

Sprinkler System Required

A public building, like the library, is required to be sprinklered by current code. FMCL does not have a sprinkler system in the case of fire.



◀ The design and layout of the building requires 5 service points.



¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition



▲ Only 8 public washrooms



▶ SPL's accessible washroom is small and cramped

National Building and Fire Code Identified Deficiencies¹

Insufficient Quantity of Washrooms

Additional units are required to satisfy code and occupational health and safety requirements.

Existing Storage Mezzanine Non-Compliant

The storage capacity and egress requirements for access to exit are not compliant.

Interior Fire Separations Non-Compliant

Existing separations do not provide a barrier-free travel path.

Building Envelope Upgrading

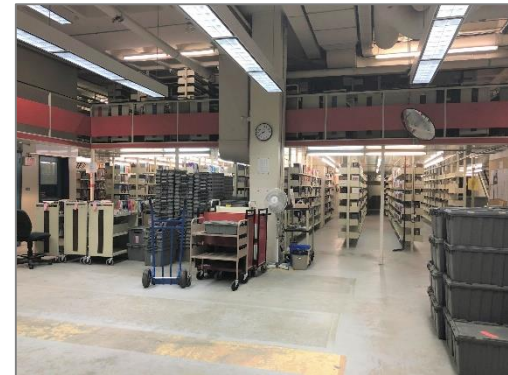
Upgrading to glazing, insulation, and air/vapour barrier is required for adequate environmental control and energy performance to today's standards. Roof leaks prove difficult to troubleshoot and repair and damage the collection when they occur.

Hazardous Materials Abatement

Asbestos is present throughout the building.



▲ Cramped materials check-in workspace



▶ Make-shift shipping and receiving area in basement due to lack of space on main floor

¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition

Mechanical Deficiencies¹

The mechanical systems in the building are original, dating back to 1966, except the chiller, which was replaced in 1990 and nearing the end of its anticipated service life as of 2005. For the building to operate successfully through another life cycle, a complete retrofit of the mechanical system is necessary.

Heating Plant

The plant consists of two original fire-tube, low-pressure boilers near the end of their expected service life.

Environmental (Temperature and Humidity)

Existing heating, ventilation, and air conditioning (HVAC) systems, along with the associated temperature and humidity controls, do not provide a stable operating environment for the facility. A new direct digital control system is required.

Automatic Fire Protection

A sprinkler system is required by current codes and installing one requires expanded water service.

▼ Water damage in windows from recurring humidity



▶ Water damaged crumbling foundation in the basement where library materials are housed



¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition



▲ Materials “in storage” due to lack of space on main floor

Electrical Deficiencies¹

The electrical systems in the building are also original, dating back to 1966, and surpassed the end of their anticipated life as of 2005.

Main Distribution

Equipment and motor control centres are original and have served their useful life.

Electrical System

System is outdated and cannot accommodate the current needs for power and device charging. The electrical capacity is near its limit, despite an upgrade in 2013.

Devices and Branch Circuits

Upgrades are required for the power distribution to meet current standards.

- ▼ Public computers are tightly packed together and offer no privacy or space for users



- ▲ Compartmentalized design prohibits free movement within the building

¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition

Accessibility Deficiencies¹

The City of Saskatoon Facility Accessibility Design Standards (FADS) outlines the perspectives of the Saskatchewan Human Rights Code and the National Building Code in terms of accessibility requirements and the promotion of Universal Design.

- Shelving does not adhere to the principles of Universal Design or FADS.
- Miscellaneous furniture (including service points) create accessibility obstacles.
- Public and employee elevators suffer from ongoing age-related problems and need to be upgraded or replaced.
- The stairs in the children's story room are hazardous.
- The washrooms are below the building code size for accessible washrooms.

Shelving is not
FADS compliant



Story room
is original to the building,
lacks accessibility and
the design of the stairs
are a tripping hazard

¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition



▲ Cracked and crumbling entrance. Repairs addressed safety issues.



▲ Overcrowding in the Local History Room.

Functional Deficiencies¹

Insufficient Collection Space

FADS requires lower shelving heights, so more physical space is required to house the same number of materials in the collection. Also, the central library collection needs to support the branches, because while their collections have decreased due to FADS restrictions, the demand has not.

Congestion and High Traffic Areas

There is congestion at the main entry and checkout desks; no capacity for growth of public space, technology, or collections; and insufficient space for materials handling and deliveries due to the volume of materials from around the system and the province that are processed at FMCL.

Functional Zoning

The quadrant building configuration does not allow people to move freely throughout the building and requires additional staffing for security and multiple service points. The crowding of public and staff areas results in functional and operational inefficiencies. The book return cannot be left open during the day due to the inability to provide secure returns, so patrons must come into the library to return items, which is not convenient with limited parking.

¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Building Condition



Irreplaceable items are stored in basement due to lack of space

Functional Deficiencies¹

Inflexible Spaces

The meeting room cannot be used by the public for events as it is not secure from the workspace due to safety requirements. The design of the building cannot accommodate both quiet and animated spaces within FMCL. Limited revenue generation opportunities exist due to the absence of public meeting rooms, and limited opportunities for programming and partnerships are available without available programming rooms.

Technology

The use of new technologies and the creation of spaces, such as innovation labs or studios, is very limited due to the capacity of the electrical system.

Special Collections (Local History and Art) at Risk

There are recurring problems with water seepage, humidity, and environmental controls for storage of library materials in the lower level; there is a lack of environmental control for the local history collection and storage areas; and there is no fire protection for these irreplaceable materials.

Safety and Security

The sightlines are poor, and the design of the building results in the need for additional security personnel to maintain patron safety.

Maintenance

Five year average utility and maintenance costs of FMCL were 12% greater than comparable Canadian libraries, with costs tending to be higher for older libraries.²



Local History materials are degrading due to lack of proper storage

¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017

² David Hewko Planning and Program Management, Saskatoon Public Library New Central Library Operating Cost Analysis, 2019.

Building Condition



◀ Worn and technologically out of date theatre

▶ Book drop has to be locked during the day so people have to park and come into the library to return items



◀ No privacy at baby change station in children's play area

▶ Worn and chipped stairwells are difficult to care for and clean



Key Findings: About FMCL

1. FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility, and has identified life-safety deficiencies dating back nearly 20 years.
2. The City of Saskatoon Building Standards Branch determined in May 2000 that no architectural improvements will be permitted without the non-compliance subjects being addressed.
3. SPL serves a significantly increased population and membership (+249%) since its construction in 1966. Both total members and its proportion of membership as a percentage of Saskatoon's population have increased.
4. When FMCL was constructed, it was designed for 50 employees, and about 100,000 items in its collection. As of 2018, the collection size increased by 170%, and the employees have grown by 74%.
5. SPL has sought to adapt FMCL to meet community needs. However, SPL faces many barriers due to:
 - Space limitations
 - Meeting user expectations that did not exist when the building was designed
 - Required building code changes



Service Gap Analysis

Service Gap Analysis

Personas represent patterns of use that focus on the questions, “How do patrons use the library?” and “What do patrons need from the library?”

SPL has identified usage-based on personas describing ways in which patrons use the library to identify service gaps. These personas are fluid, meaning that a specific person could use the library in several ways. Personas represent types of use only and are not intended to have demographic or any other data related to them. Personas identified by SPL, as described in the following pages, include¹:



SOCIAL

Patrons use the library as a civic commons.



TOOL

Patrons use the library’s tools and technology to leverage their skills and abilities.



TASK

Patrons use the library with a specific purpose or are there to “get something done.”



COLLABORATION

Patrons come to the library in groups to work on projects together.



SANCTUARY

For these users, library resources are a life-line and a way of maintaining connection to society.



DISTANCE

These patrons either cannot or choose not to, use the physical library but use library services supported by central library operations support.

¹ Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Social Personas

Persona	Needs	Service Gaps
Socializers They use the library to meet and connect with friends.	<ul style="list-style-type: none"> • Café • Soft seating • Series programming (regular) • Book Club in a Bag • Browsing collections • Small group rooms and collaborative spaces • Large inviting children's area (nursing area, play area, spaces for reading) for caregivers 	<ul style="list-style-type: none"> • Limited area for browsing collections and displays • Limited soft seating • Friends of the Library are not well integrated into the facility and there is low visibility of their shop • No café • No collaborative group spaces • The environment is not inviting
Explorers They come to the library to browse and explore what the library has to offer.	<ul style="list-style-type: none"> • Browsing collections • Materials on display • Gallery • Soft seating • Inviting environment • Roving reference employees • Wide variety of programs for all ages 	<ul style="list-style-type: none"> • Limited area for browsing collections and displays • Limited soft seating • Friends of the Library are not well integrated into the facility and there is low visibility of their shop • Lack of programming spaces • The environment is not inviting

1 Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Social Personas

Persona	Needs	Service Gaps
Chillaxers They have no specific purpose for coming to the library beyond hanging out.	<ul style="list-style-type: none"> • Innovation lab • Video game stations • Group and collaborative seating • Board games • Access to power for patrons who bring their device • Café • Large inviting children's area (nursing area, play area, spaces for reading) for caregivers 	<ul style="list-style-type: none"> • No lounge space • No video games • No technology-centric innovation spaces • Limited access to power • No private / collaborative group spaces • No café • The environment is not inviting

1 Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Tool Personas

Persona	Needs	Service Gaps
Creators They use the library to create podcasts, music, video, art or writing.	<ul style="list-style-type: none"> • Audio recording and editing space and equipment • Video recording and editing space and equipment • Digital tools • Writer in Residence program 	<ul style="list-style-type: none"> • No technology-centric innovation spaces • No audio or video editing or digital tools
Builders They use the library for co-working, using tools and resources to build their businesses.	<ul style="list-style-type: none"> • Access to power for patrons who bring their device • Private meeting rooms • WiFi, accessible printing, technology for collaborating. 	<ul style="list-style-type: none"> • Limited access to power • No meeting rooms or collaborative spaces • Little to no access to modern tools and technology
Assistive Techors These patrons require assistive technology to access library services.	<ul style="list-style-type: none"> • Assistive devices needed to access library services • Devices adjacent to a service point • Universal accessibility 	<ul style="list-style-type: none"> • Limited ability to access collection from shelving without employee assistance • No accessible washrooms • Service points are not accessible • No designated parking • Barriers exist throughout the facility

1 Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Task Personas

Persona	Needs	Service Gaps
In and Outers They use the library to pick up holds, use the self-check machines and are out the door again.	<ul style="list-style-type: none"> • 24-hour book returns • Self-service checkout machines • Quick print and copy stations • Free temporary parking 	<ul style="list-style-type: none"> • During business hours returns can only be made inside the branch (patrons have to park to return items) • Limited print and copy stations • There is only one self-service checkout on the main floor • Only one free temporary parking space
Focusers They come to the library for quiet reading and study.	<ul style="list-style-type: none"> • Quiet study space • Access to power for patrons who bring their device • Comfortable reading areas • Inviting environment • Café 	<ul style="list-style-type: none"> • Lack of designated quiet areas in the branch due to space limitations • Limited ability to provide power • Lack of casual seating • The environment is not inviting • No café

1 Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Task Personas

Persona	Needs	Service Gaps
Questers They use the library to develop literacies and skills.	<ul style="list-style-type: none"> • Programs • Collections • Digital media • Innovation labs 	<ul style="list-style-type: none"> • Collection size is too small • Lack of programming areas • No technology-centric innovation spaces
Enjoyers They use the library as a source of free entertainment.	<ul style="list-style-type: none"> • Wide variety of programs for all ages • Collections • Digital media • Access to new movies and films • Concerts and performances • Inviting environment 	<ul style="list-style-type: none"> • Collection size is too small • Theatre is not sufficient for showing films • Lack of programming areas • The environment is not inviting
Researchers They use the library to research and need access to reference.	<ul style="list-style-type: none"> • Digital equipment • Reference services • Local History 	<ul style="list-style-type: none"> • Valuable materials are degrading as they are not stored properly • Minimal digital equipment is available • Local History is too small and there is not enough work space

Service Gap Analysis – Collaboration Personas

Persona	Needs	Service Gaps
Study Buddies They come to the library to work or study in groups.	<ul style="list-style-type: none"> • Group and collaborative spaces • Sufficient power outlets for users who bring their own device • Collaborative technology • Café 	<ul style="list-style-type: none"> • Lack of collaborative group spaces • Lack of access to power • No café
Newcomers They come to the library to help them adjust to their new life in Saskatoon.	<ul style="list-style-type: none"> • English as an Additional Language materials • Programming • Materials in other languages • Tours • Career supports • Social activities 	<ul style="list-style-type: none"> • Lack of programming rooms • Lack of space to grow the multilingual collection • Lack of group and collaboration spaces
Educators They come to the library with classes and groups.	<ul style="list-style-type: none"> • Programming spaces for classes (30 people) • Innovation labs and creative spaces • Storytime programs 	<ul style="list-style-type: none"> • Lack of programming space beyond storytime room • No inside area to marshall for bus pick-up and drop-off • Lack of creative and technology spaces

1 Saskatoon Public Library Correspondence. 2019.

Service Gap Analysis – Sanctuary Personas

Persona	Needs	Service Gaps
Reliers They use the library to stay connected with changing technology because they cannot otherwise afford access.	<ul style="list-style-type: none"> • WiFi • Public computers • Public printers • Innovation labs 	<ul style="list-style-type: none"> • Shortage of public computers • Lack of access to power • No technology-centric innovation spaces
Safe Spacers They use the library because they have nowhere else to go.	<ul style="list-style-type: none"> • Outreach workers • Courtesy phones • Public computers • Water • Washrooms • Access to power for patrons who bring their device 	<ul style="list-style-type: none"> • Shortage of washrooms • Lack of access to power

Service Gap Analysis – Distance Personas

Persona	Needs	Service Gaps
Offsitters They are unable to come to the library, so the library goes to them.	<ul style="list-style-type: none"> • Group loans • Block loans • Home delivery service 	<ul style="list-style-type: none"> • Challenges in materials handling due to space for marshalling outgoing and incoming loans • Lack of capacity meet demand (i.e. waitlist for services)
Onliners Use digital materials and resources.	<ul style="list-style-type: none"> • eBooks • eMovies • Audiobooks • Databases • Digital music • Digital newspapers • Digital magazines • Library mobile app 	<ul style="list-style-type: none"> • Additional funds are needed to meet online demand for pay-per-use digital resources • Technology training through programming is required to assist patrons with learning to use digital resources

Key Findings: Service Gap Analysis

1. Space limitations at FMCL constrain SPL's ability to meet patron needs across all SPL identified personas:
 - The ability to add power sources for patrons who bring their devices is limited.
 - The size of the collection is too small.
 - There is not enough comfortable seating.
 - There is a lack of programming spaces.
 - As the building becomes busier and busier, it is increasingly difficult to provide patrons with both animated and quiet spaces due to space limitations.
 - There are significant accessibility issues.
 - Valuable and irreplaceable items are degrading due to lack of proper storage facilities.
 - There are no group or collaborating spaces.
 - There is limited access to computers and other modern technology, including technology-centric spaces.
 - There is a shortage of public washrooms.
 - There is no café.
 - The environment is not inviting.



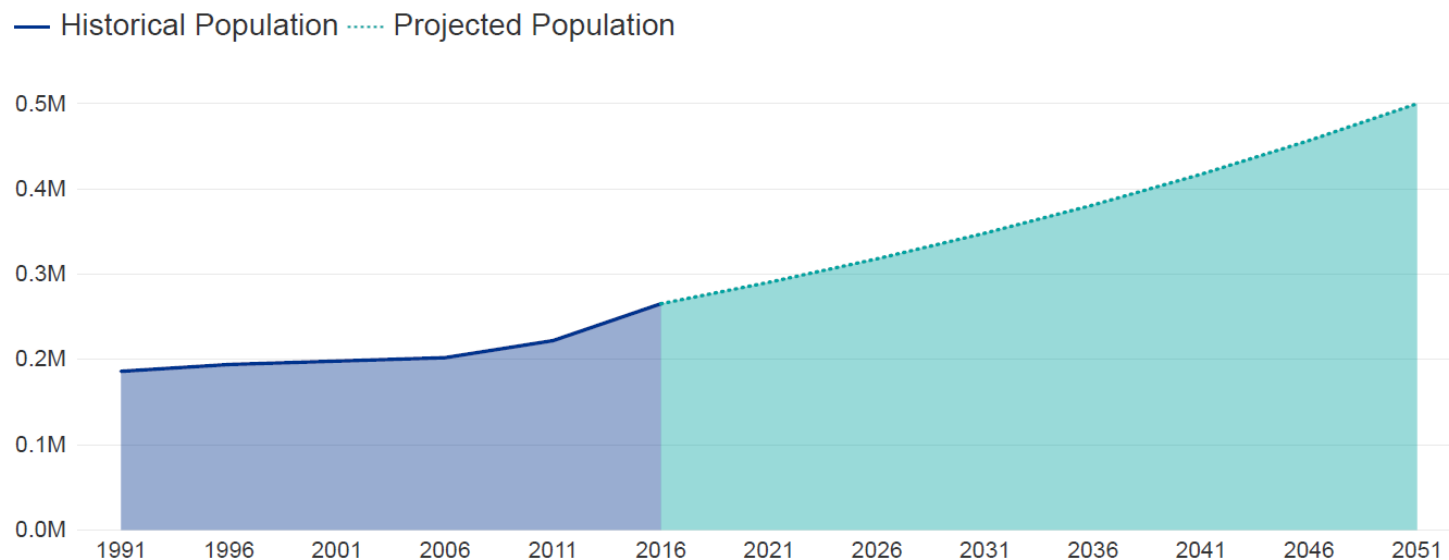
Demand and Use Projections

Saskatoon Population Growth

Population growth in Saskatoon has strained library services at SPL, and specifically at FMCL. The City is projecting the population to grow to 500,000 in the next 30 to 40 years.

SPL serves a significantly increased population and membership (+249% since its construction in 1966). Both its total members and its proportion of membership as a percentage of Saskatoon's population has increased. SPL must be prepared for increased demand to continue to achieve its vision and meet patron needs.

Saskatoon Population by Year and Projected Growth

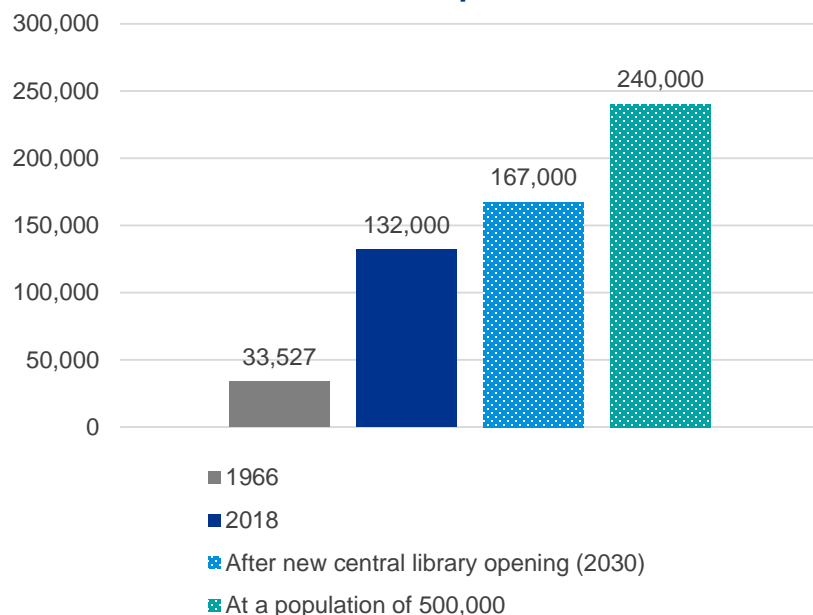


1 City of Saskatoon. Growth Plan Technical Report. 2016.

Membership Growth Projection

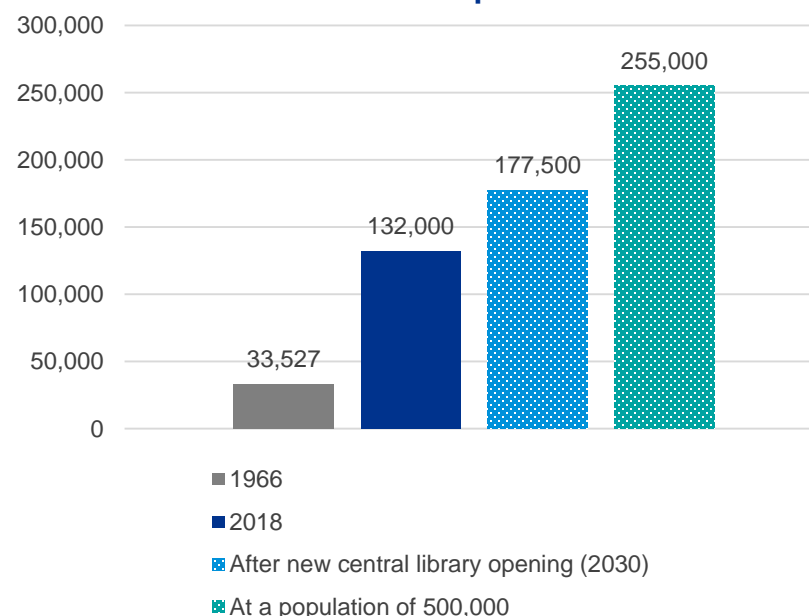
To date, SPL has experienced growth in membership in alignment with population growth. Based on the experiences of other cities, membership growth could outpace population growth with enhanced services offered in a new central library.

Total Members at Current Membership Rate^{1,2}



If membership levels remain consistent with 2018 membership levels (48% of the population), SPL will have an additional 108,000 members at a population of 500,000.

Total Members at Forecasted Membership Rate^{1,2}



If membership levels increase when a new central library opens (at a similar annual rate experienced by other Canadian cities), SPL will have 255,000 members at a population of 500,000.

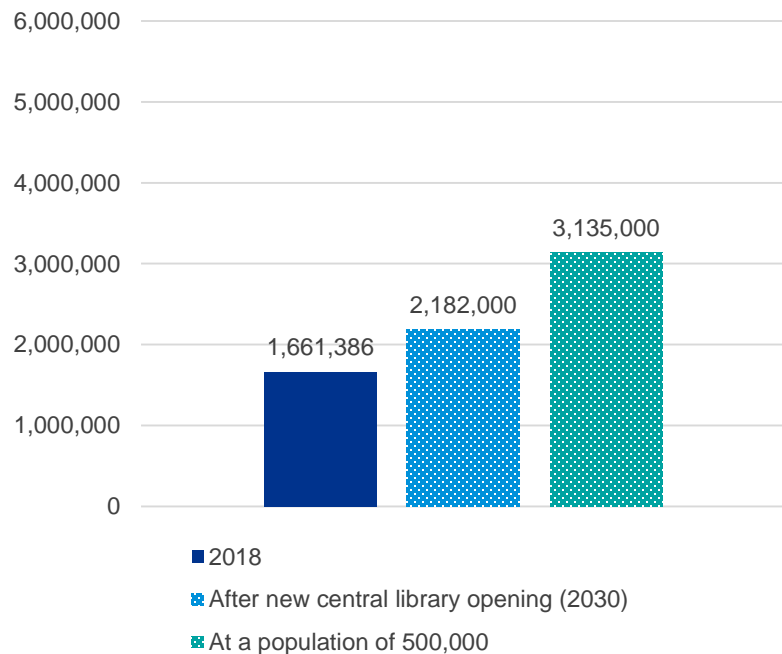
1 Saskatoon Public Library. New Central Library Website and Correspondence. 2019.

2 City of Saskatoon. Plan for Growth. 2016.

Visitor Growth Projection

To date, SPL has experienced growth in visits at an even greater rate than population growth.

Total Visits at Current Rate^{1,2}

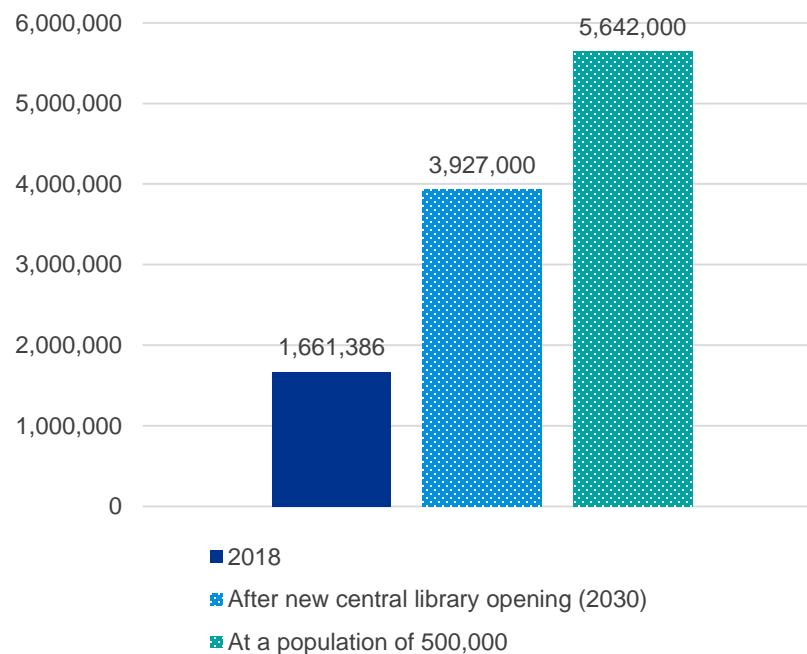


If the number of visits in 2030 and 2050 remains consistent with 2018 levels (average of 6.3 visits per person), SPL will experience nearly 2.2 million visits in 2030 – an increase of 31%.

1 Saskatoon Public Library. New Central Library Website and Correspondence. 2019.

2 City of Saskatoon. Plan for Growth. 2016.

Total Visits at Forecasted Rate^{1,2}



If visits increase at the accelerated rate as experienced by other Canadian cities following the introduction of a new central library, SPL will experience over 3.9 million visits in 2030 – an increase of 136%.

Shifting Demographics

The fastest-growing demographics in Saskatoon are typically frequent users of library services, amplifying the capacity pressure experienced at current facilities.

Aboriginal Identity

+ 31%

The number of Saskatoon residents with Aboriginal Identity increased 31% from 23,895 to 31,345 from 2011 to 2016.¹ In Saskatchewan, the Indigenous population has a much younger average age, with the proportion of the population under 20 nearly double that of the non-Indigenous population.²

Immigrant Status

+ 65%

The number of Saskatoon residents with Immigrant Status increased 65% from 27,355 to 45,155 from 2011 to 2016.¹

Visible Minority

+ 72%

The number of Saskatoon residents who identify as a Visible Minority increased 72% from 28,640 to 49,290 from 2011 to 2016.¹

Low Income

- 1.5%

The prevalence of Low Income among 18 to 64-year-olds, based on the after-tax low-income measure, decreased only 1.5% from 11.6% to 10.1%, while median total income increased by 30% in the same period (from \$31,167 to \$40,641) from 2011 to 2016.¹

Homelessness

+ 6%

In 2018, 475 people were experiencing homelessness, including 38 children. The library was accessed 5,483 times, making it the most accessed service by this group, above the Food Bank and Shelters.³

¹ Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

² University of Saskatchewan. Indigenous Saskatchewan Encyclopedia, Indigenous Population Trends. Accessed 2019.

³ Community-University Institute for Social Research, University of Saskatchewan. 2018 Saskatoon Point-in-Time Homelessness Count: Community Report Out. June 2018.

Key Findings: Demand and Use Projections

1. SPL serves a significantly increased population and membership (+249% since its construction in 1966). Both its total members have increased and its proportion of membership as a percentage of Saskatoon's population. As Saskatoon increases in population, SPL needs to prepare for increased demand.
2. To date, SPL has experienced growth in membership in alignment with population growth, and this is expected to continue in the future.
3. To date, SPL has experienced growth in visits at an even greater rate than population growth.
4. The fastest growing demographics in Saskatoon are typically frequent users of library services, amplifying the capacity pressure experienced at current facilities.
5. Cities that have opened new central libraries have experienced accelerated increases in membership and visits.



Business Need

Statement of Business Need

All residents of Saskatoon have an opportunity for an enhanced quality of life with the introduction of a new central library.

Rationale for a New Central Library

1. The existing facility is under significant pressure, due to various factors including population growth, shifting user needs requirements, and building code standards.
2. SPL is positioned for growth, having transitioned into a new organizational structure that will enable SPL to efficiently operate in a new central library and is in a solid financial position.
3. A modern, expanded facility is needed to meet SPL's strategic goals and growing demand for library services.
4. Community engagement indicates support for modern library services, including a new central library.
5. A new central library is critical to achieving City of Saskatoon ambitions, including driving economic growth, revitalizing downtown and enhancing the quality of life for residents.

Factors Driving the Need

All residents of Saskatoon have an opportunity for an enhanced quality of life with the introduction of a new central library (the Project).

Role of Libraries in Communities	The role of libraries has evolved. Today, designs are human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services to create transformational impact in their communities. The public library is positioned to notice when there is a need in the community, and steps in to fill gaps in opportunity and access. ¹
FMCL Facility Condition	The current building is over 50 years old and has significant life-safety and accessibility deficiencies. Upgrades are not permitted unless the building code deficiencies are addressed. ¹
Changing Demographics	Since 1966, Saskatoon's population has more than doubled and is anticipated to reach 500,000, ² resulting in further capacity constraints. Additionally, demographics are changing and creating new service needs.
User Expectations	The rapid rate of innovation has resulted in high, yet still realistic, expectations from residents. FMCL cannot meet the infrastructure, technological, and programming expectations, in its current condition. ¹
Central Library as a Foundation for Branches	The central library is the heart of a library system. The branches cannot reach their potential without a central library's diverse collection, distribution, programming, and administrative support. ¹
Leader in Sustainability & Accessibility	The current FMCL physical space is not aligned with SPL's mission and vision to serve as an accessible community hub, with limitations in access and movement as well as inefficient building operations. The Project would serve as an opportunity to be a community leader, modeling sustainability and accessibility for decades into the future.
City Plans for Downtown Rejuvenation	Based on the experiences of other cities, a new central library will advance the City of Saskatoon's plans for downtown rejuvenation. It will add animation to the downtown core, and be a key place-making component of making Saskatoon a great community to live. ³

¹ Saskatoon Public Library. Saskatoon New Central Library Website. 2019.

² City of Saskatoon. Plan for Growth. 2016.

³ Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

Desired Outcomes

Opening a new central library aims to achieve a range of outcomes for SPL and the Saskatoon community it serves. Desired outcomes include the following:¹



Enhancing Library Services

A new central library will enhance SPL's ability to meet the current and evolving needs of Saskatoon's residents. SPL anticipates that a new central library will rejuvenate SPL's library system and add much-needed capacity to the library. The positive impact of a new central library will be felt through all branches and impact all neighbourhoods city-wide.

SPL envisions a flexible facility, allowing spaces and services to be more agile and responsive to changing demands in the years to come. The new central library will be a space that blends traditional core library services with new programs and services to keep the library relevant and responsive to community needs.

¹ Saskatoon Public Library. Saskatoon Central Library Website. 2019.

Image Sources: Available in *Appendix B – Image Sources*

Desired Outcomes



1 Saskatoon Public Library. Saskatoon Central Library Website. 2019.

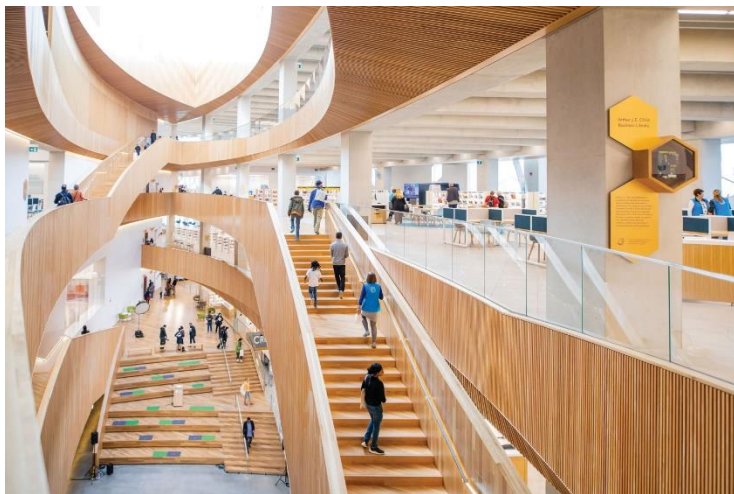
Image Sources: Available in *Appendix B – Image Sources*

Contributing to Social Inclusion and Building Social Infrastructure¹

SPL anticipates that a new central library in Saskatoon will have many positive social impacts, providing safe, accessible and inclusive spaces. By supporting residents in various educational and social pursuits, a new central library will help build community and enhance the overall quality of life for residents.

SPL envisions a facility that helps reduce inequality in Saskatoon though providing access to important library programs, services and collections. Providing free and welcoming spaces for people to gather will also help address issues of social isolation and encourage collective creativity.

Desired Outcomes



Creating Positive Economic Impact¹

SPL anticipates that a new central library will create positive economic impacts through the jobs created via the construction of the facility itself, and through ongoing operations. New jobs will also be created at SPL by increasing the size and capacity at the central library.



¹ Saskatoon Public Library. Saskatoon Central Library Website. 2019.
Image Sources: Available in *Appendix B – Image Sources*

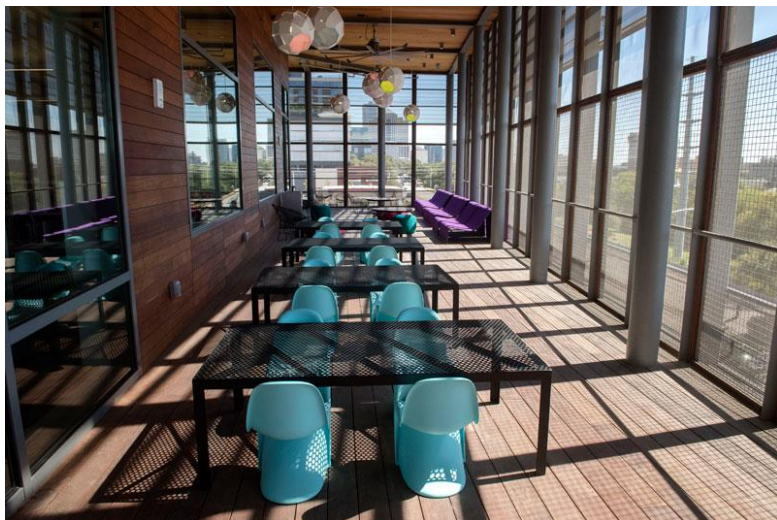
Desired Outcomes



Stimulating Downtown Revitalization¹

A new central library will contribute to the work the City is doing to make Saskatoon's downtown a more inviting place to visit, work and live.

As described in the examples on the following pages, many studies and experiences have shown that when new downtown libraries are built, new stores, living spaces and mixed-use facilities follow suit. In particular, a new library adds to the vibrancy and culture in the city's downtown and the immediate vicinity around the new facility. Central libraries around the world are being used as magnets for development and are often a primary project in a revitalization strategy.¹



In these ways, SPL anticipates that a new central library would contribute to Saskatoon's overall prosperity and align with municipal goals for downtown rejuvenation.²

¹ Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

² Saskatoon Public Library. Saskatoon Central Library Website. 2019.

Image Sources: Available in *Appendix B – Image Sources*

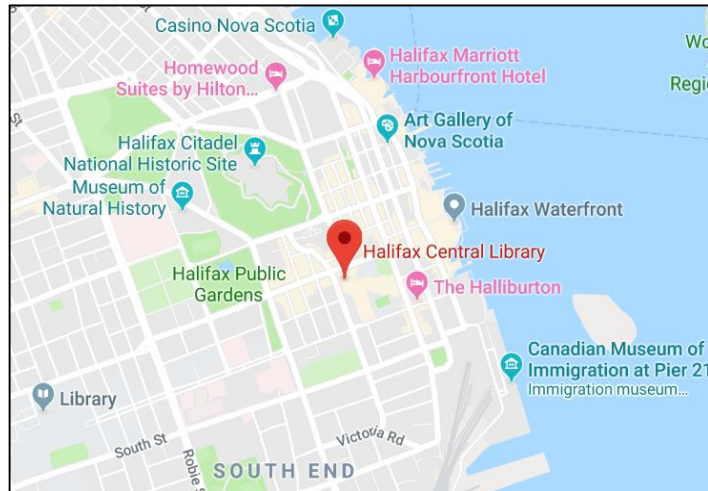
Examples of New Central Library Impact



Halifax, NS

Halifax constructed a library that opened in 2014, which has been a pillar for city revival. Jeffry Hagget, an urban planner and designer noted, “the new energy and enthusiasm for city building has taken decades of work, but for many, the opening of the new central library was the pivotal point when the new Halifax announced itself. It was the catalyst that put Halifax on the map as a leader in community building and design” (Maritime Edit, 2018).

Halifax Public Libraries CEO said, “The \$57.6-million-dollar facility has brought new life to its surrounding area, which is undergoing several revitalization projects and condo builds, “so what’s really inspiring is that it’s within reach of where more and more people are choosing to live.” (Globe & Mail, 2018).



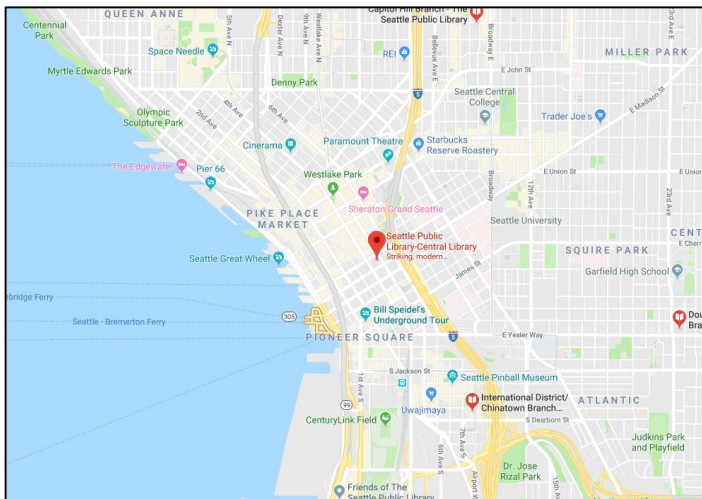
Examples of New Central Library Impact



Seattle, WA

Seattle constructed a new central library in 2004 and found it to have a transformational impact on the city contributing \$16 million in net new spending in its first year of operations (Berk and Associates, Inc. 2005).

Just as important, nearby businesses reported increases in spending associated with library visitors. Restaurants, particularly coffee shops and “white table cloth” establishments, reported the greatest impacts. Finally, the Seattle experience showed that the increase in library visitors contributed to Seattle’s downtown vitality and vibrancy, making the downtown a more attractive residential and commercial market and furthering the Mayor’s Center City Strategy to revitalize and increase the residential density of downtown Seattle and nearby neighborhoods (Berk and Associates, Inc. 2005).



Examples of New Central Library Impact



Calgary, AB

The Calgary New Central Library saw over 500,000 visitors in its first three months alone. Calgary's Central Library is intended to serve as a critical piece of revitalizing the East Village. Lyle Edwards, Chair of the Calgary Municipal Land Corporation in 2015, stated, "The location of the new central library... will strengthen the fabric of community life by weaving the East Village, the original heart of Calgary, back into the city [...] I think the East Village will become part of the downtown" (Calgary Herald, 2015).

"It's amazing for me, being involved with libraries for all these years," says the CEO of Calgary Public Library, "to see the transformation, from an institution that was often an afterthought, into something that is now, in many ways, at the forefront of the development of great urban places." (Globe & Mail, 2018)



New Central Library Benefits to the Library System

A new central library is the heart of the SPL library system, and is required to support the growing population and the changing demographics of the Saskatoon community. A new central library will support the neighbourhood branches and contribute to a vibrant public library system.¹

The New Central Library Provides Specialty Services and Expertise to Branches

Specialized services and expertise are available at the central library and are available to supplement services and expertise at the branches as needed.

The Impact of Applying City of Saskatoon Facility Accessible Design Standards (FADS) at the Branches is Lessened by Increasing the Capacity of a New Central Library

According to SPL, most of SPL's branches are already undersized to meet the needs of the neighbourhoods they serve. As SPL applies FADS to the branches, the branch collections will experience a reduction, because FADS requires the height of the shelving to be lower than SPL's existing shelving. The impact is that the existing space cannot hold the same number of items. A new central library will enable SPL to house a larger collection to circulate to branch libraries to offset the required branch reductions.

The Consolidation of Support Services and Administration Increases Organizational Efficiencies

Multiple support services work-units are based at branch libraries due to space limitations at FMCL. In a new central library, SPL plans to integrate the new work-units. Following a work-unit integration, SPL intends to convert approximately 4,000 square feet of space at Alice Turner Branch to public space.

¹ Saskatoon Public Library. Saskatoon Central Library Website. 2019.

Key Findings: Business Need

1. A new central library will enhance SPL's ability to meet the current and evolving needs of Saskatoon's citizens and strengthen the collective community.
2. A new central library in Saskatoon will have a positive social impact, and support making Saskatoon an inclusive, equal community.
3. A new central library will contribute to work the city is doing to make Saskatoon's downtown a more inviting place to visit, work and live, and promote a sense of civic identity and pride.
4. Public libraries contribute to a community's overall prosperity, including municipal goals for economic growth and prosperity.
5. A new central library will support the neighbourhood branches and contribute to a vibrant public library system.



Functional Program

Functional Program

A functional program is a technical scope of work document. Community input, library best-practices, benchmarking, building code, accessibility standards, the City's Plan for Growth, and SPL's Strategic Plan informed SPL's new central library functional program.

A functional program describes the requirements which a building must satisfy to support and enhance human activities.¹

The programming process seeks to answer the following questions:

- What is the purpose of the building, and how will it be used?
- How much and what type of space is needed?
- What space will be needed in the future to continue to operate efficiently?
- What is the estimated budget for the project?

A functional program is a design brief that outlines the parameters of the Project for an architect to design. At this stage, the functional program represents a conceptual stage of planning.

¹ Canadian Handbook of Practice for Architects, 2009.

Community Engagement

Community engagement indicates strong support for enhanced public library services.



The full report is available at saskatooncentrallibrary.ca.

SPL has conducted community engagement activities through pop-ups, an online survey, stakeholder sessions, employee consultation and a community workshop.

Over 2,000 people provided their input and vision for a new central library.

Data from community engagement activities informed the functional program. In November 2018, a summary of engagement to date was published.

Support for a new central library provided by Saskatoon residents included¹:

"We need a building we can be proud of."

"Citizens can gather in a shared public space that enriches the mind and soul through ALL forms of learning. This library should go beyond books and truly enter our technological age."

"People can feel safe, comfortable and inspired. Where people want to spend time."

"Public libraries are essential for vibrant cities – we should make a major investment in ours. Otherwise, we squander the potential of our community."

"The old building is just that. Old. Not enough space, doesn't meet safety standards, not accessible enough, and just plain ugly. We need a modern library for modern times, a place where everyone is welcome and everyone can be proud of because it belongs to all of us."

¹ Saskatoon Public Library. What We Heard. November 2018.

Community Engagement

From tech-infused rooms and greenery to comfy chairs and books galore, the community told SPL which spaces should be included in a new central library.¹



Collections

A large collection.

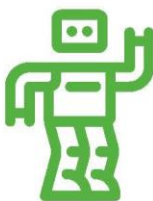
You suggested that both the physical and digital collections be expanded, well organized and easily searchable by patrons and employees. And you want knowledgeable employees to help you find materials.



Group spaces

A variety of group and collaborative spaces that can be noisier without disturbing others.

You were supportive of flexible spaces, which could be used for learning, collaboration and socializing.



New technology

Public access to self-directed STEAM (science, technology, engineering, arts and math) learning opportunities.

You would like maker spaces that inspire learning and execution of various creative projects, such as video and audio recording, robotics, crafts, 3D printing and more.



Public events & performances

Spaces to come together for events and to showcase the arts.

You like the idea of having spaces that can be used for community gathering, public events and performances.



Children's Theatre

Don't lose the magical quality of the storytime room.

You want the Pooh Corner experience recreated in a new central library.



Local History

Don't move forward without the past.

You want Local History to be an important part of a new facility. You also want to ensure that archives are preserved and stored safely.



Computers, laptops & WiFi

Access to many options for public computers, in-branch laptops and WiFi.

You noted that the provision of free computer access and free WiFi were important library services.



Individual spaces

A variety of individual and private spaces for quiet use.

You want quiet spaces to read, study or work. You suggested a mix of spaces, including long tables, desks and private study areas with comfortable seating.



Local art installations

Space dedicated to showcasing local artists.

You indicated that having art from local and emerging artists at the library is important.



Private meetings & events

Bookable spaces that are affordable and accommodate various group sizes.

You feel having spaces for private meetings and events are important, given the limited availability of affordable space in the city.



Green spaces

Green spaces that inspire and inject life into the library's environment.

You recommended including indoor native plants to make the library a relaxing and peaceful environment.



Reconciliation

Incorporating Indigenous perspectives.

You told us Indigenous culture should be meaningfully integrated throughout the building.

¹ Saskatoon Public Library. What We Heard. November 2018.

Guiding Principles

A vision from the community informed the development of the business case and functional program. The ideal future state for a new central library is as follows:¹



¹ Saskatoon Public Library. What We Heard. November 2018.

Functional Requirements

A preliminary set of functional program requirements, including types and sizes of spaces, have been developed by KAA and the new central library project team.

Library Service Delivery	Collections Programming & Discovery Spaces Public Computing & Assistive Technologies Service & Checkout
Public Space & Amenities	Public Seating, Collaboration Spaces & Bookable Spaces Open & Gathering Spaces Public Washrooms & Water Fountains Retail
Facility	Building Operations Employee Work Areas & Storage

1 KAA. SPL New Central Library Functional Program. 2019.

New Central Library Features

The new central library is estimated to be 149,000 square feet. This size aligns with comparative facilities, design and building standards, and industry benchmarking.










The functional plan for a new central library at the conceptual stage includes¹:

- Space to improve access, searchability, functionality, and growth in physical material holdings
- Enhanced browsing collection of new and popular materials
- Indoor and outdoor green spaces
- An indoor play space for children
- Indigenous perspectives integrated throughout the building, and a dedicated ceremony space
- Public access to computers and access to power for patrons who bring their device(s)
- Learning spaces for users to explore and use for creative pursuits
- A mix of quiet and animated spaces for individual and group spaces
- A mix of table and casual seating
- An expanded Local History space with fire-protected storage for irreplaceable materials
- Creation of a new Oral Stories collection
- Flexible programming spaces
- Technology-centred learning and innovation spaces
- Public meeting and gathering spaces
- Bookable rooms for patrons to use
- A tenant operated café
- A gallery (new and emerging local artists)
- Universal accessibility
- Public art
- Environmental design leadership

The next section outlines the features of each type of functional space. Note that proportions do not total 100% due to rounding.

¹ KAA. SPL New Central Library Functional Program. 2019.

Functional Inventory

									
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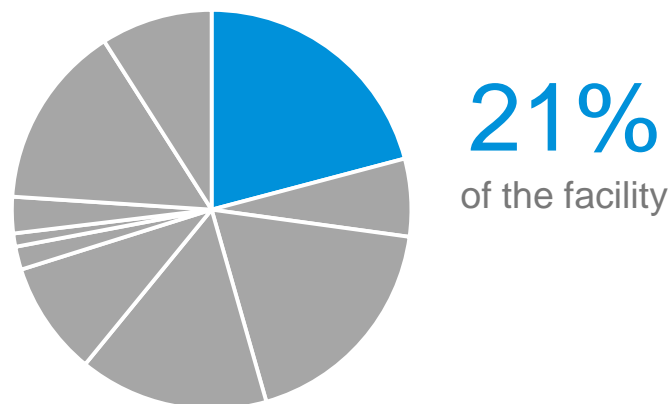
Collections

Space to improve access, searchability, functionality, and growth in physical materials, and valuable materials

Features











- Increased collection of physical materials (100,000 new items) and capacity for growth
- Enhanced browsing collection of new and popular materials
- Fire-protected storage for valuable materials
- Expanded Local History space
- A new Oral Stories collection

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

Functional Inventory

									
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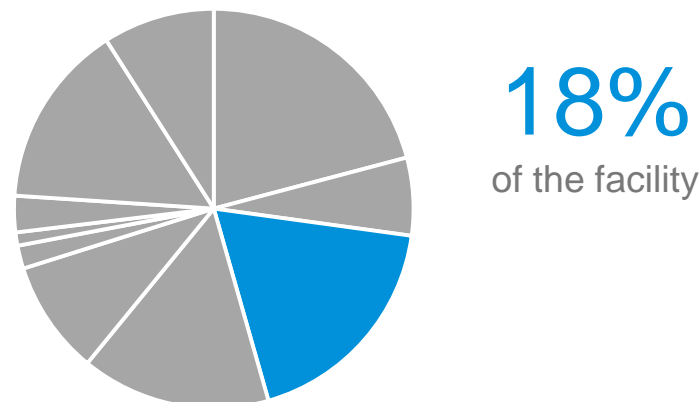
Programming & Discovery Spaces

Learning spaces for users to explore and use for creative pursuits

Features

- Visual production studio
- Audio recording studio and recording booths
- Post-production studio
- Digital tools studio
- Gallery (new and emerging local artists)
- In-residence spaces for writers, artists and Elder
- Group video gaming stations
- Indigenous ceremony space ventilated for smudging
- Children's story room
- Demonstration kitchen
- Multi-purpose for STEAM (science, technology, engineering, arts, math) programs
- Theatre
- Flexible programming rooms
- Technology training room

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

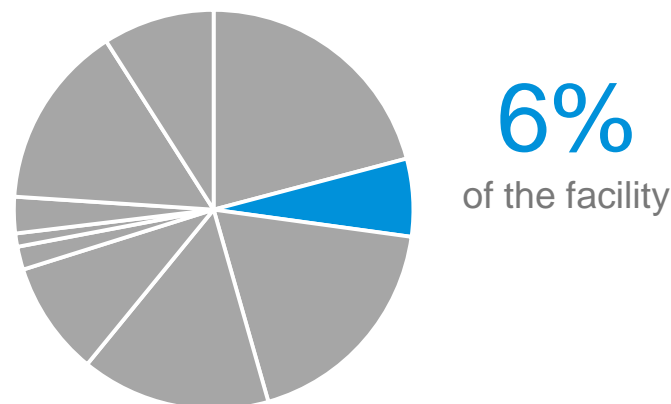
Functional Inventory



Features

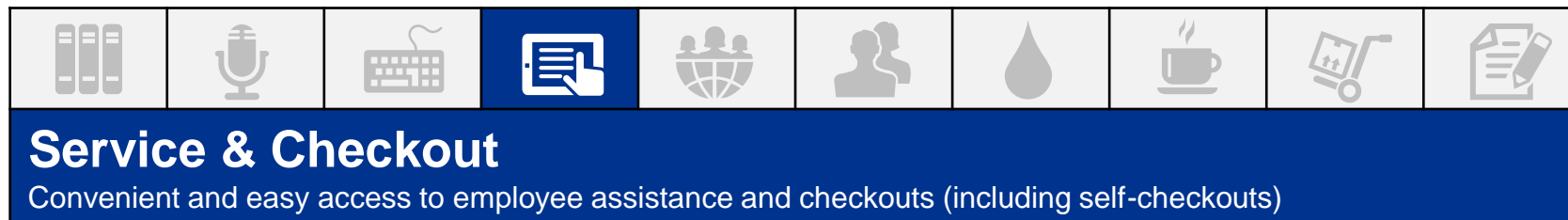
- Increased number of public computers
- Public stations for printing, scanning, and email throughout the building
- Specialized accessible equipment for people with differing abilities
- Free WiFi for patron use
- Ample access to power and device charging for patrons who bring their device

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

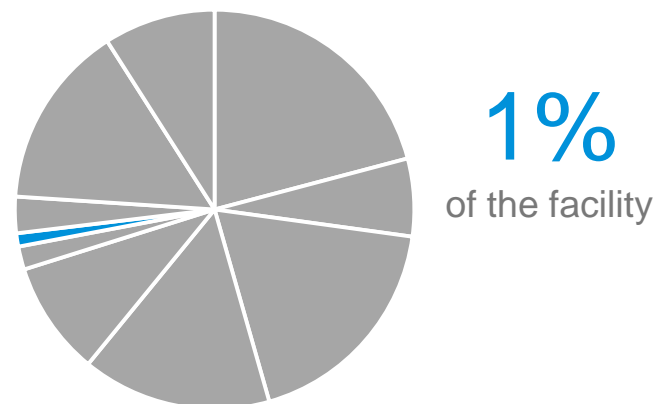
Functional Inventory



Features

- Service points on every floor
- Self-checkouts for patrons who prefer autonomy
- 24-hour exterior materials return, enabling patrons to return materials without having to enter the building

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

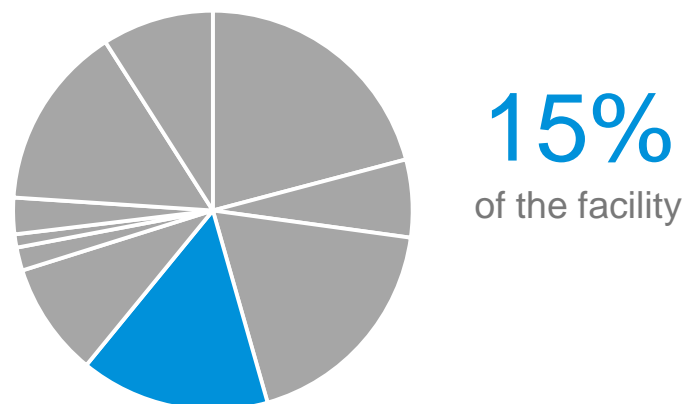
Functional Inventory



Features

- Quiet reading space
- Civic commons space with casual seating
- Private bookable rooms for small groups
- Table seating integrated throughout
- Group study booths
- Individual study carrels

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

Functional Inventory

									
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Open & Gathering Spaces

Indoor and outdoor green spaces, and a play structure for children

Features

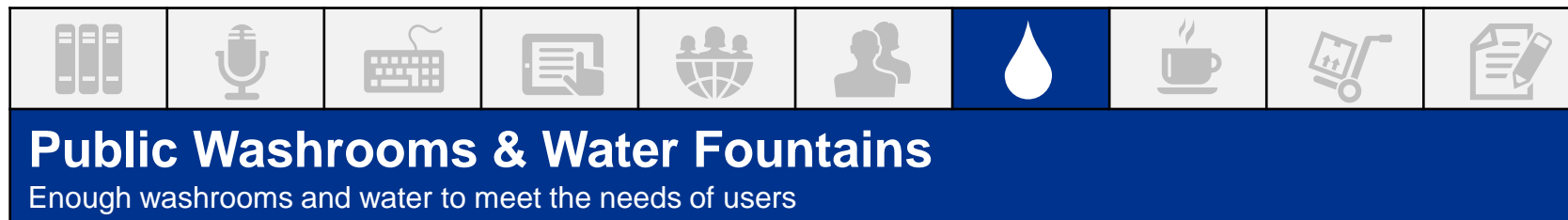
- Large indoor children's play area
- Plants and greenery incorporated into the design to provide a natural atmosphere year-round
- Outdoor plaza green space
- Open and spacious layout
- Gathering area for bus drop-off and pick-up
- Consultation room for outreach workers to assist patrons

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

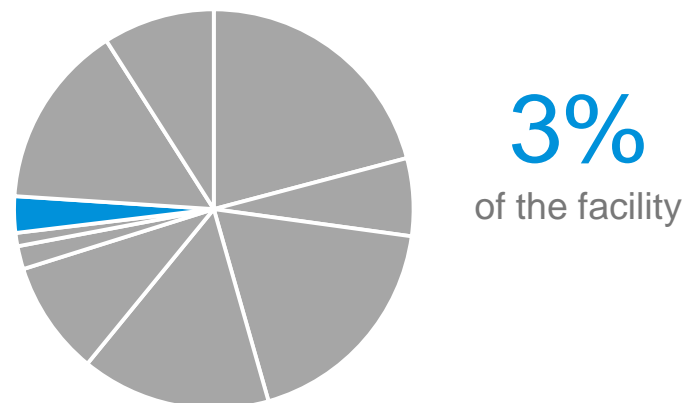
Functional Inventory



Features

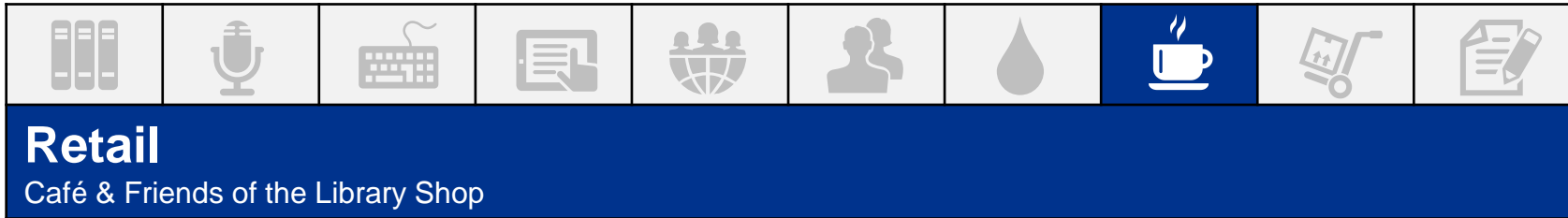
- Sufficient washrooms and water fountains to meet users' needs
- The number of washrooms exceeds minimum standards, given the nature and use of the central library
- Ample access to water fountains and bottle filling stations

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

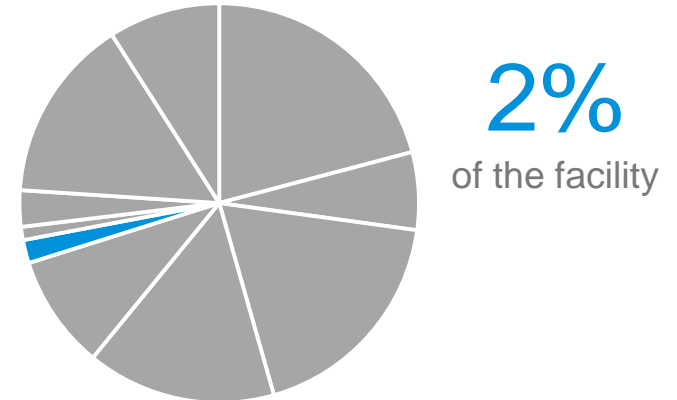
Functional Inventory



Features

- Friends of the Library shop, with proceeds from the shop donated back to the library
- Café (operated by a tenant) to animate building exterior and serve patrons

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

Functional Inventory

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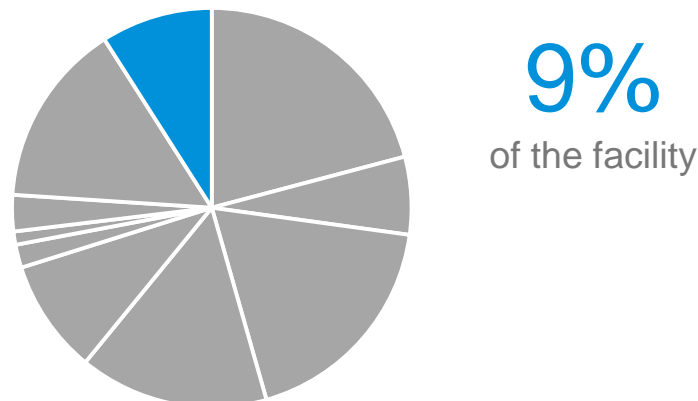
Building Operations

Sufficient area for materials processing, including automated materials handling and paging, and modern and energy efficient systems.

Features

- Automated materials handling system to enhance capacity and accelerate material turnaround
- Adequate space for shipping and receiving (i.e. moving materials between SPL locations and the rest of the Province)
- Additional materials handling capacity as the main hub for movement of materials between Saskatoon and the rest of the province
- New materials ordering, processing and distribution functions located centrally
- Modern and energy-efficient building mechanical, electrical, and maintenance operations
- Improved safety and comfort for users

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

Functional Inventory

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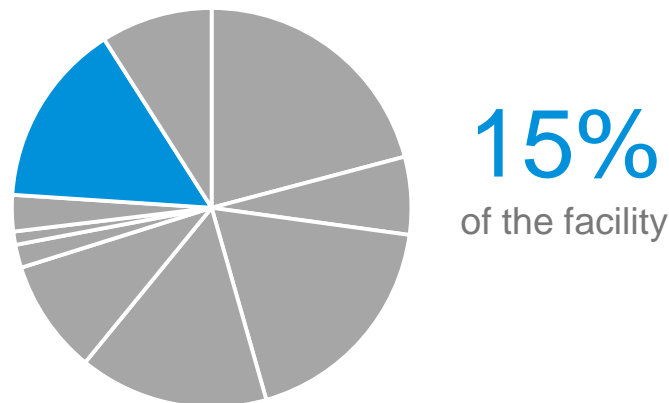
Employee Work Areas & Storage

Centralized administration, support services and work areas for program and service delivery planning

Features

- Efficient design for process and workflow
- All support services located within the central library facility
- Houses 93 full-time equivalent employees

Proportion of New Central Library¹



¹ KAA. SPL New Central Library Functional Program. 2019. Figures are rounded.

Side by Side Comparison

A new central library will enable SPL to achieve the vision of library services by the community, meet its strategic goals, and strengthen the overall City of Saskatoon.

Space	Current Central Library	New Central Library
Collection	Approximately 250,000 items	Approximately 350,000 items
Programming and innovation spaces	4	15
Public seating and collaboration spaces	240	550
Public computers	48	135
Video gaming stations	0	4
Bookable rooms	0	18
Café	0	1
Public washrooms	4 universal & 4 stalls	8 universal & 37 stalls
Total Size	78,000 square feet	Approximately 149,000 square feet

1 KAA. SPL New Central Library Functional Program. 2019.

Key Findings: Functional Inventory

1. The new central library is estimated to be 149,000 square feet. This size aligns with comparative facilities, design and building standards and industry benchmarking.
2. The functional program addresses the desires expressed by the community.
3. The functional program enables SPL to address identified service gaps.
4. Additional input and engagement will occur as the planning and design of a new central library progresses.
5. Spaces in the new central library will be flexible, meaning that they will be easy to adapt and change as the community needs evolve.



Benchmarking

Quantitative Benchmarking Facility Design

The Wisconsin model is a widely recognized library benchmarking tool. Benchmarks consider desired service level and population in determining facility design standards. Below is an overview of the Wisconsin model.

- The model enables analysis of space needs for libraries based upon the municipal population.
- There are benchmarks and guidelines for collection size, seating, employees, work areas, and meeting rooms.
- The Wisconsin model has tiers of library service: Tier 1, Tier 2 and Tier 3 based on municipal population. Tier 1 is considered the minimum level of library service that should be available to all residents, and Tier 3 is the highest level of library service available.
- Benchmarks are:

Per Capita (1,000)	Benchmark ¹		
	Tier 1	Tier 2	Tier 3
Library FTE Employees	0.4	0.5	0.6
Collection Size	2.7	3.0	3.6
Public Use Internet Computers	0.75	0.86	0.92

¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

System Benchmarking (Current)

SPL is currently below the minimum basic service level on the size of the physical collection and the number of public computers.

Per Capita (1,000)	Benchmark ¹			SPL	Assessment
	Tier 1	Tier 2	Tier 3	Current	Current Population (278,500)
Library FTE Employees	0.4	0.5	0.6	0.5	Average level of service
Collection Size	2.3	2.8	3.2	2.2	Below minimum basic service level
Public Use Internet Computers	0.73	0.74	0.84	0.58	Below minimum basic service level

¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

System Benchmarking – New Central Library (at Opening)

At the time of opening the 149,000 square foot new central library, with an estimated population of nearly 350,000, SPL will be reasonably aligned with the minimum, or Tier 1, benchmarks. This benchmark affirms the size of the planned facility is required.

Per Capita (1,000)	Benchmark ¹			SPL	Assessment
	Tier 1	Tier 2	Tier 3	With New Central Library	Assumed population of 350,000
Library FTE Employees	0.4	0.5	0.6	0.4	Minimum basic service level
Collection Size	2.3	2.8	3.2	2.0	Minimum basic service level
Public Use Internet Computers	0.73	0.74	0.84	0.70	Minimum basic service level

¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

System Benchmarking – New Central Library (at 500,000 population)

Significant resources, space and capacity, will need to be added to the library system, in addition to a new central library, to ensure SPL can provide a minimum basic library service level as the population grows to 500,000. Capacity can be achieved through branch expansions or adding additional branches.

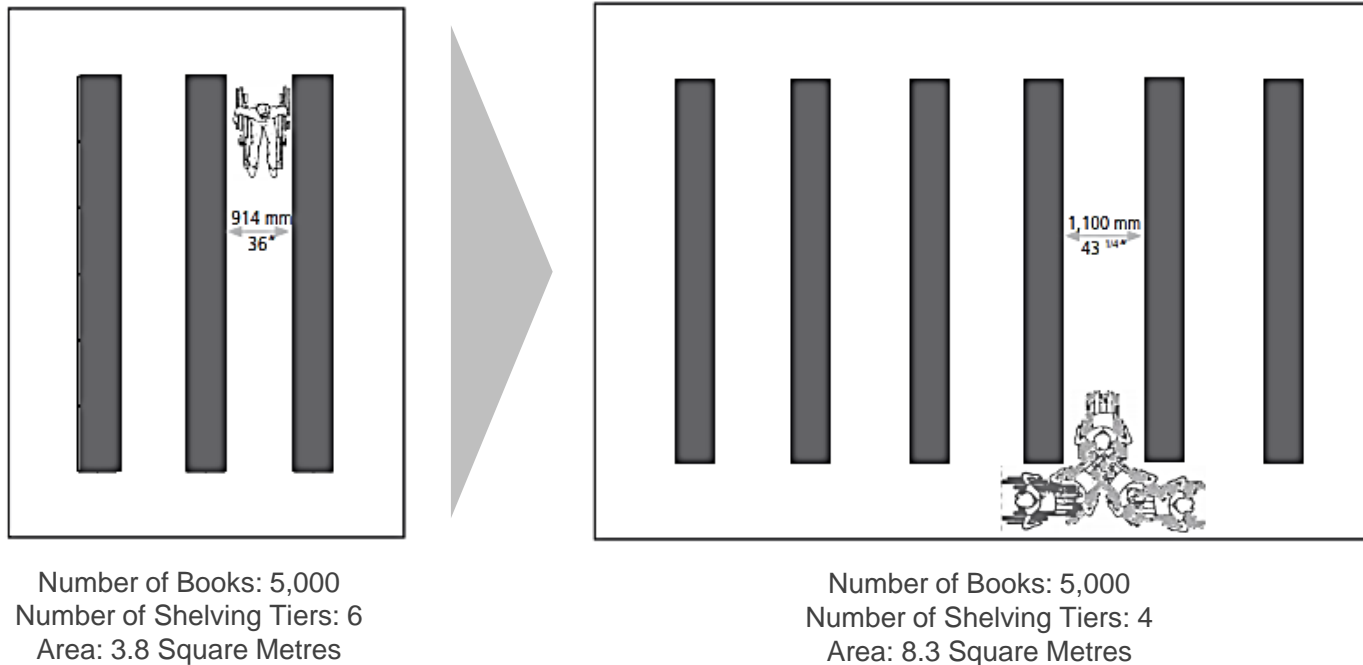
Per Capita (1,000)	Benchmark ¹			SPL	Assessment
	Tier 1	Tier 2	Tier 3	With New Central Library	Assumed population of 500,000
Library FTE Employees	0.4	0.5	0.6	0.3	Below minimum basic service level
Collection Size	2.3	2.8	3.2	1.4	Below minimum basic service level
Public Use Internet Computers	0.73	0.74	0.84	0.50	Below minimum basic service level

¹ Wisconsin Public Library Standards. Sixth edition. March 2018.

Applying Accessibility

In 2012, the City of Saskatoon introduced the Facility Accessibility Design Standards (FADS). These standards apply to public buildings, including SPL.

- Applying FADS requires an increase in collection space of nearly 80% from the current FMCL space to accommodate the existing collection.
- Applying FADS to the building increases the size by nearly 11,000 square feet and Project cost by approximately \$8.6 million (above what is required by building code).¹
- Current FMCL shelving is both higher, and the aisles are more narrow than FADS allows. As shown in the diagram below, FADS requires a maximum of four shelving tiers to accommodate reach heights, and the required floor area between shelves is wider.



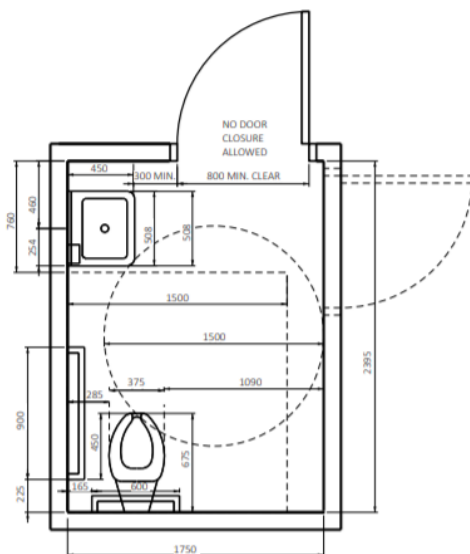
¹ KAA. SPL New Central Library Functional Program. 2019.

Other Impacts on Space Needs

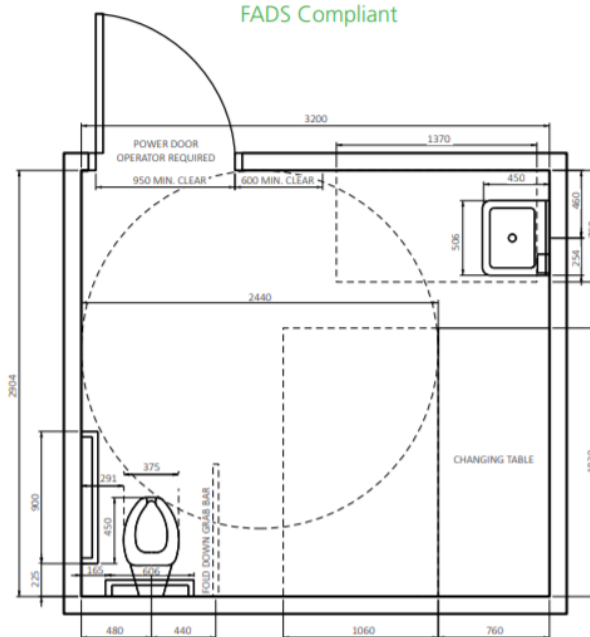
FMCL does not have sufficient washroom physical space to meet building code or FADS standards.¹

- FMCL washroom space is already under pressure as patrons frequently indicate a desire for additional washrooms.
- The new central library will enhance accessibility for users offering eight accessible washrooms and 27 total stalls.
- This increase in washroom space aligns with occupancy requirements as well as FADS requirements.

Universal Washroom
National Building Code (2015) Requirement
Turning Radius: 1.5 metres
Change Table Required: no
Area: 4.2 square metres
Not FADS Compliant



Universal Washroom
Facility Accessibility Design Standard (2012) Requirement
Turning Radius: 2.44 metres
Change Table Required: yes
Area: 9.3 square metres
FADS Compliant



¹ Saskatoon Public Library. Frances Morrison Central Library Deficiencies Overview. January, 2017.

Size and Cost Benchmarking

The functional program size is generally within the range of industry benchmarks and reflects the conceptual stage of planning that has occurred to date.

	Benchmark ¹		Benchmark Required Space	SPL Functional Program	New Central Library Functional Program Alignment with Benchmark
	Wisconsin	FADS			
Collection Space	10 items / ft ²	8 items / ft ²	32,500 ft ²	31,200 ft ²	Consistent with benchmark
Computer Space	45 ft ² / station	45 ft ² / station	6,300 ft ²	9,400 ft ²	More space allocated than benchmark, with SPL including assistive and video gaming stations that may require additional space
Public Seating Space (1.5 seats per capita)	30 ft ²	30 ft ²	22,500 ft ²	22,900 ft ²	Consistent with benchmarking, assuming 500,000 population size
Employee Space	140 ft ² / station	140 ft ² / station	16,200 ft ²	22,300 ft ²	More space allocated than benchmark
Special Use space	17% of gross building area	N/A	17,900 ft ²	35,700 ft ²	Less space allocated than benchmark
Non-assignable space	27% of gross building area	25% of gross building area	28,400 ft ²		
Meeting Room Space	N/A	N/A	N/A	27,500 ft ²	Benchmark not available
Total			151,300 ft²	149,000 ft²	Functional program overall is in alignment with benchmark

Size and Cost Benchmarking

Comparison of cost assumptions to select industry benchmarks indicates a conservative estimate of construction costs, reflecting the conceptual stage of the Project.

A number of organizations publish real estate and construction cost guides. Altus Group, in particular, includes civic libraries, as a sub-category in their annual view of construction hard costs based on a database of historical project costs.¹

In comparing the benchmarked hard construction cost per square foot to Altus estimates for a civic library in Saskatchewan, the new central library preliminary estimate is relatively higher than the Altus Group Canadian cost index, with the average cost per square foot exceeding the top range of the Altus estimated cost.

As planning and design progress, and additional details become available about the Project, costs are anticipated to be refined. Estimates will remain subject to market factors and therefore are estimated conservatively at this point in the Project by SPL and its technical advisors.

KAA capital cost order of magnitude estimates are derived from similar building type experience, local development knowledge, research and discussion with project members of recent new central library projects across Canada.² The building is costed assuming qualities of construction, durability, expression and finishes appropriate for a public building which is to be operated and maintained to serve a growing population.²

	Cost (\$)/ ft ²	Assumptions
SPL assumed construction cost per square foot	\$275 to \$600	<ul style="list-style-type: none"> • 2019 dollars • Cost per square foot estimated by technical advisors based on spatial type • Average cost \$470 per square foot
Altus Group civic library construction cost per square foot ¹	\$316 to \$408	<ul style="list-style-type: none"> • Reflects 2018 construction costs • As per cost guide direction, indexes Calgary prices to Saskatoon

¹ Altus Group. 2019 Canadian Cost Guide. January 2019.

² KAA Functional Program and KAA Correspondence. 2019.

Key Findings: Benchmarking

1. A new central library will be a critical component to the delivery of library services in Saskatoon. For SPL to maintain basic library services additional growth, beyond just the new central library, would be required.
2. SPL currently does not align with minimum basic benchmarks for library service delivery.
3. Adding branches to increase SPL capacity alone will not be as effective as building a new central library as the existing branches cannot reach their potential without a central library's diverse collection, distribution, programming, and administrative space.
4. FADS has a significant impact on the space required for the library compared to other buildings across Canada with similarly sized populations. FADS exceeds minimum standards for accessibility, ensuring people with differing abilities have barrier-free access to the library. The physical space required for the collection will increase significantly beyond the benchmarks based on the required shelf space determined by FADS.
5. Applying FADS to the building increases the size by nearly 11,000 square feet and Project cost by approximately \$8.6 million.
6. As the population advances to 500,000, even with a new central library, SPL will need to add additional system capacity (either through branch additions or expansions) to meet the demand. At a population of 500,000, SPL would need to add approximately 50 FTEs, 550,000 materials to the collection, and 200 computers to remain above minimum library service standards.
7. The estimated size of the new central library aligns with identified benchmarks.
8. Construction cost estimates reflect the preliminary stage of the Project and will be refined as it progresses. At the conceptual stage of the Project, technical advisors have assumed qualities of construction, durability, expression and finish appropriate for a public building which is to be operated and maintained to serve a growing population to inform cost estimates.



Project Options Analysis

Option Identification

The business case analysis compared the range of potential implementation options against the needs identified in the functional program. A new, standalone building was identified as the option that would best meet SPL and broader community requirements.

The project delivery options considered are listed below:

Status Quo	No change to FMCL.
Renovate Existing	Renewal of existing FMCL space to address health and safety deficiencies and applying FADS (no additional space added).
Build New, Standalone	Construction of a standalone central library (adding space and applying FADS).
Build New, Joint-Use Facility	Construction of a shared facility with defined primary partners who would contribute funding and a long-term commitment for the use of the space.

Options Analysis

Status Quo – No Investment Into FMCL

- Ongoing decline and deterioration of library service in Saskatoon as the population grows
- Exacerbates the inability of SPL to meet current and future needs of residents
- Maintenance costs will continue to increase as the building ages and core systems, which have already exceeded their expected life-cycle, begin to fail
- Valuable Local History materials will continue to degrade
- Building code safety issues present a significant risk and liability for the SPL Board and the City of Saskatoon

Options Analysis

Renovate Existing Facility – No additional space added

- A renovation would address the life-safety / building code deficiencies and apply FADS
- FADS application would result in a reduced collection, and negatively impact other areas, due to existing space limitations
- Fails to address the limitations of the compartmentalized building configuration
- Continued inability to add required services, such as technology-centric spaces, programming rooms, and amenities
- Fails to address growth needs, as population growth places increased pressure on the library system
- Results in SPL falling below the minimum basic library service benchmarks as Saskatoon continues to grow
- This option will require SPL to relocate the central library during construction
- The estimated cost to renovate (adding no additional space): \$57 million¹

¹ KAA Correspondence. High Level Order of Magnitude Cost Estimate of FMCL Upgrade. 2019.

Options Analysis

Build New, Standalone

- Enables SPL to address life-safety and building code deficiencies
- Provides SPL with maximum flexibility and capability for expansion in the future, and potential collaborations and partnerships with the community
- Ensures that SPL can meet the modern demands and expectations of library users
- Enables SPL to provide enhanced library services, operating above minimum basic library service benchmarks
- Fully FADS compliant and environmentally sustainable

Options Analysis

Build New, Joint-Use Facility

- No suitable sites that could accommodate a central library and another partner were identified
- A joint-use site for a central library significantly limits SPL's ability and flexibility for future expansion
- The library partners with a large number of organizations in a multitude of ways, and looks forward to continuing and expanding those partnerships with the new spaces they will have in a new central library
- Joint-use facilities make excellent community partners for neighbourhood branches, but not for the central library due to the nature of central library operations and usage

Options Analysis

The options were further analyzed against the defined guiding principles, and a new, standalone building was identified as the preferred option to meet SPL and broader community requirements.

	Status Quo	Renovate Existing	Build New, Standalone	Build New, Joint-Use Facility
A welcoming and accessible hub for the community to gather	Low	Medium	High	Medium
Flexible space that can meet the demands of diverse user needs, now and in the future	Low	Low	High	Medium
A place for learning and innovation	Low	Low	High	High
Space for a large and diverse collection of materials	Low	Low	High	High
Overall Assessment	Low	Low	High	Med

Assessment Legend	
High	Aligns with principle
Medium	Moderately or may align with principle
Low	Poorly or does not align with principle

Key Findings: Project Options

1. The new central library functional program aligns with the community vision for a new central library.
2. A new, standalone building was identified as the option that best meets SPL's and the broader community's requirements.



Site Analysis

Site Selection

SPL worked collaboratively with the City of Saskatoon to determine potential downtown locations for a new central library.

Due to the commercial sensitivity of site selection and its potential impact on neighbouring businesses and organizations, identification and any associated purchase or sale of the property, will be publicly communicated following decision making and commercial negotiations.

In alignment with leading practice, highlighted criteria in considering the optimal location included:

- Site size and configuration
- Site accessibility (community engagement indicated the need for access through various modes of transportation, including public transit, pedestrian access, cycling, and personal vehicle)
- Site compatible use
- Cost
- Potential economic and social benefit
- “Downtown” location, located within Idylwyld, 25th Street and the South Saskatchewan River

Costs associated with land and site servicing have been conservatively estimated based on the shortlisted site with the highest estimated cost in the business case.

Through the analysis and test fit process, the existing FMCL site was eliminated as a viable option for a new central library site. The business case assumes the sale of the building and land, and purchase of land in financial assumptions.

Key Findings: Site Analysis

1. SPL worked collaboratively with the City to determine potential locations for a new central library.
2. The site for a new central library will be in the downtown core.
3. The site analysis was conducted using a multi-staged filtering and analysis approach.
4. Due to the commercial sensitivity of site selection and its potential impact on neighbouring businesses and organizations, the location of shortlisted sites is confidential.

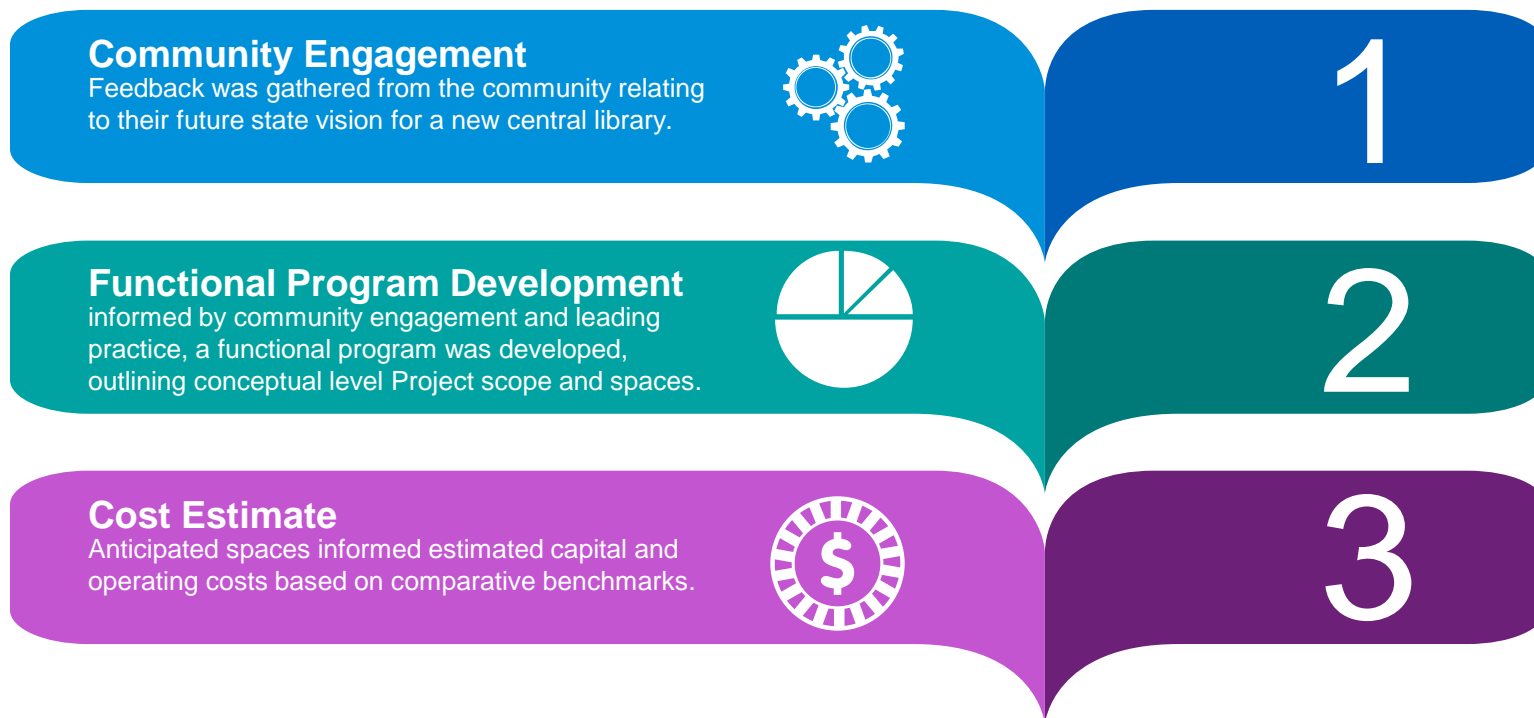


Financial Analysis

Options Analysis

Technical advisors prepared an order of magnitude capital and operating cost estimate for the preferred site. As the Project progresses, more detailed cost information will become available.

KAA prepared conceptual level capital and cost estimates through a multi-step process. Estimates were determined using the following approach:



Project Cost

The Project capital cost estimate is approximately \$154 million (2026 dollars). The functional program, industry benchmarks, and City analysis and assumptions informed the estimate.¹

This estimated cost is inclusive of¹:

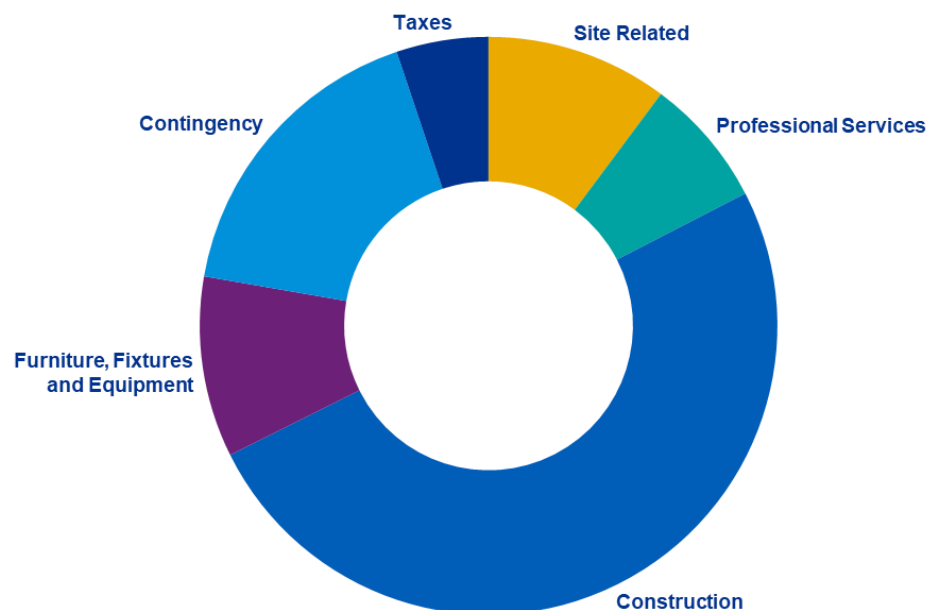
- land purchase
- site development
- professional services
- construction
- furniture, fixtures and equipment
- contingency
- taxes
- sustainability premium
- accessibility premium
- public art
- inflationary impacts

The building is costed assuming qualities of construction, durability, expression and finishes appropriate for a public building which is to be operated and maintained to serve a growing population².

It is anticipated that costs will occur over the period of 2019 through 2026 including procurement, design, construction and transition to operations, as described on the following page.

A summary of the proportion of total costs by type is shown on the right.

New Central Library Project Capital Costs by Type¹



¹ KAA. SPL New Central Library Functional Program. 2019.

² KAA Correspondence, June 2019.

Project Assumed Timeline

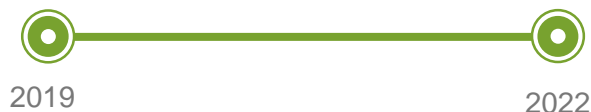
Preliminary Project timelines assumed by SPL and City for the business case are below.¹

Changes to the Project as planned will require adjustments to the timeline. Following borrowing approval, SPL will refine the timeline to align with future decision making related to Project procurement.

BORROWING APPROVAL AND PLANNING



SITE RELATED ACTIVITIES



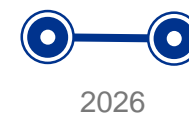
DESIGN



CONSTRUCTION



OPENING



¹ SPL and City of Saskatoon. New Central Library Funding Plan. 2019.

Operating Costs

The increase in SPL's operating cost of a new central library is expected to be \$2.3 million. An independent consultant assessed the operating costs of a new central library.¹

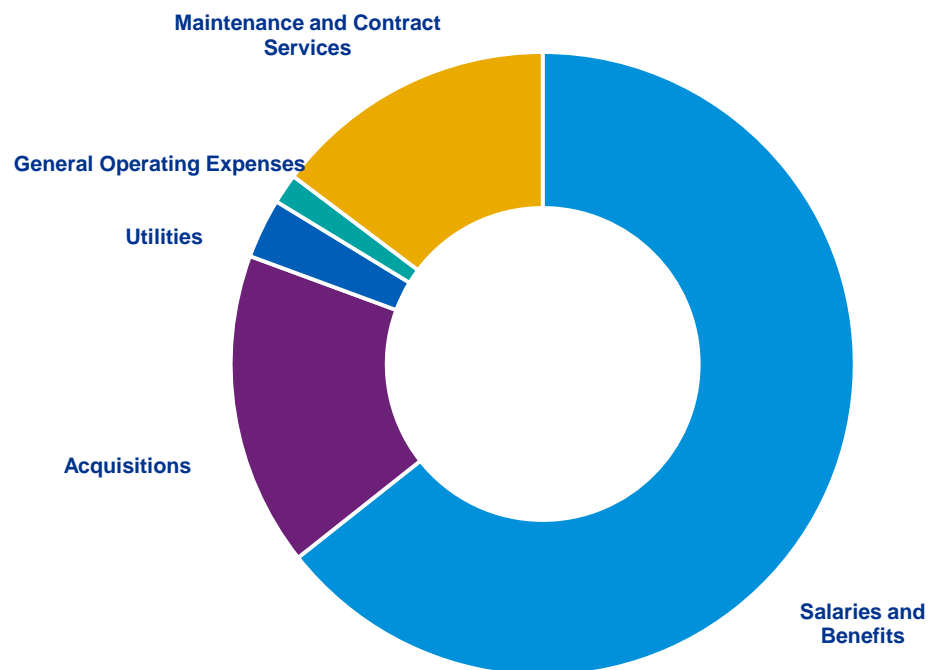
Six full-time equivalent (FTE) positions are required to operate the new central library.

Partial automation of materials handling will enable SPL to check-in a higher volume of materials.

Efficiencies are anticipated to be realized due to the condition and efficiency of the new building, as well as service delivery efficiency.

A summary of operating costs by type is shown on the right. Operating costs as illustrated exclude financing costs.

Annual Operating Costs by Type Post-New Central Library Opening¹



¹ David Hewko Planning and Program Management, Saskatoon Public Library New Central Library Operating Cost Analysis, 2019.

Funding Analysis

In preparation for an investment into a new central library, the City and SPL prepared a funding plan. As per the plan, there have been scheduled levy increases in effect since 2009.

- The funding plan incrementally increases the library levy on an annual basis in preparation for investment into a new central library.
- As per the funding plan, levy increases have been transferred to the new central library reserve since 2009.
- The funding plan projects the levy increases related to new central library project to end in 2026 based on current assumptions.
- The funding plan incorporates the project's capital cost.
- The funding sources for a new central library include SPL reserve funds, donations, and borrowing.
- The actual amount SPL will seek to raise through donations will be assessed following project approval.
- Borrowing for a new central library requires the approval of City Council.
- Once construction has finished, SPL will direct the reserve contributions to fund operating increases resulting from the project and debt repayment.

1 SPL and City of Saskatoon. New Central Library Funding Plan. 2019.

Key Findings: Financial Analysis

1. The Project capital cost is estimated at approximately \$154 million (2026 dollars).
2. The capital cost estimates are driven by the functional program, industry benchmarks, and City-informed analysis and assumptions.
3. The operating cost estimate is driven by historical trends and information, functional program, industry benchmarks, and library leading practices.
4. The increase in SPL's operating cost of a new central library is expected to be \$2.3 million.
5. A funding plan has been prepared collaboratively between SPL and the City with a goal to minimize increases to the library levy.
6. As per the funding plan, scheduled increases to the new central library reserve fund have been ongoing since 2009.
7. Borrowing for a new central library requires the approval of City Council.



Economic and Community Impact

Notice

As part of the business case, Saskatoon Public Library (SPL) engaged KPMG LLP (KPMG) to undertake an analysis of the economic impact on the Saskatchewan economy of the projected preliminary capital plan (Capital) and the projected operational expenditures (Operations) post-construction of a new expanded central library.

The economic impact assessment is intended for internal use by SPL and the City of Saskatoon pursuant to terms of an engagement agreement with KPMG dated July 19, 2018. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on this study.

SPL provided KPMG with data for the value of both capital and operating expenditures, including a breakdown in categories, based on data and information from a third party contracted by SPL. Projected capital data was based on current (2019) Canadian dollars, and projected operating expenditure data was provided for 2023-2026.

There are a number of limitations in economic impact assessments and in this study. In conducting this analysis, our methodology included use of standard economic input-output modeling – an approach that is widely accepted and common for this type of analysis. Our KPMG analysis used the 2014 Statistics Canada Interprovincial Input-Output Model to measure the impact of the projected Capital Plan, which are one-time impacts incurred over the estimated planning, design and construction period (2020-2026) and the projected Operations (ongoing annual impacts) on the Saskatchewan and Canadian economy. The Input-Output Model reflects the structure of the Canadian economy in 2014. It is likely that the structure of the economy will change over time, which may affect the estimates. Output data is reported in 2019 Canadian dollars.

The estimated economic impact of the projected Capital Plan and Operations is composed of the employment and value-added impacts that are generated in the provincial economy directly from the Capital Plan and Operations, indirectly from suppliers (including the suppliers to the direct suppliers and suppliers to them, etc.) and the induced impacts that result from spending by employees of their salaries and wages.

The estimated economic impacts are based on the values of purchased supplies, goods and services, labour/payroll and revenue and taxes paid to government provided by SPL. The analysis and estimated economic impacts presented in this report therefore are dependant on data, information and estimates provided to KPMG by SPL. KPMG cannot warrant the completeness or accuracy of the information and input data provided by SPL.

Input/Output Modelling

In this section, we describe the methodology used to quantify the economic impacts of the projected capital and operating expenditures of the new central library. KPMG used Input-Output (I/O) modelling to estimate Gross Domestic Product (GDP), labour income, and employment impacts. Expenditures used in the analysis were adjusted to 2019 dollars; thus impacts are presented in 2019 dollars.

Input/Output Modelling

An I/O model divides the economy into a matrix of industries and commodities. Relationships within the model map the production of commodities to industries and identify the primary or intermediate commodities that are used in the production of each final commodity. Final commodities are either used by consumers or sold as an export. The model then aggregates all of the expenditures on goods and services and in the supply chain as commodities are produced. Based on the commodity structure of a specific industry, an I/O model can estimate the employment, labour, business and government income (collectively, the value-added, or GDP) as a result of expenditures in that industry.

In Canada, the most authoritative and comprehensive I/O model is the Interprovincial Input-Output Model of Statistics Canada (Statistics Canada I/O Model). As outlined in the Statistics Canada Guide to using the Input-Output Model, the “model has the greatest potential of all major economic models for capturing the flows of goods and services between industries and consumers at relatively detailed levels”. The I/O model used in this analysis is the most recent version produced by Statistics Canada and is calibrated to Canada’s economy and each provincial economy in 2014. This means that economic impacts are based on the commodity structure of industries in 2014. The Statistics Canada I/O Model is managed and calibrated solely by Statistics Canada, including the assumptions that are built into the model. The Statistics Canada model is independent of KPMG and SPL.

The premise of the I/O model is that shocks to Canada’s economy result in multiplier effects on GDP, labour income, employment, government revenues, and output. As a result of input values being expressed in 2019 values and because multiplier effects are linear, the economic impacts shown in dollar terms can be interpreted as 2019 values. Adjustments, however, need to be made when interpreting employment impacts. In the I/O model, the estimated employment impacts are linked to average compensation per worker and the average amount of time spent on a full-time position. This results in an estimated employment impact in FTE positions. Since the I/O model is calibrated to the 2014 economy, average compensation per worker assumed in the model is less than what it will be in 2019. Without adjustments, this could result in overestimating the employment impacts of a new central library. To address this issue, we deflate the employment impacts from the I/O model by inflation between 2014 and 2019. This approach is recommended by Statistics Canada to avoid overestimating employment impacts.

Types of Economic Benefits Assessed

Through the construction of a new facility and its ongoing operations, the central library in Saskatoon brings a range of economic impacts to Saskatchewan. Four specific dimensions of quantitative economic impact have been analyzed:

GDP or value added

GDP or value added is the “total unduplicated value of goods and services produced in the economic territory of a country or region during a given period.” Value-added includes household income from current productive activities (wages, salaries and unincorporated business income), as well as profits and other income earned by corporations. In the context of our study, GDP serves as a measure of the total economic value added or wealth generated in Saskatchewan (and elsewhere in Canada) resulting from the one-time capital project and annually from ongoing operations post-construction.

Labour income

Labour income represents the total earnings of employees (including employees of suppliers) consisting of wages and salaries as well as supplementary labour income (such as employer’s contributions to pension funds, employment insurance, payroll tax, workers compensations, etc.). Labour income is a component of the GDP impact. The majority of SPL’s Operating expenditures are on salaries, wages and benefits.

Employment impact

Employment impact is measured in terms of FTE positions for ongoing employment (i.e., employment impact associated with annual expenditures). FTE positions are counted according to their duration and not according to whether they were employed on a full-time or part-time basis. That is, two part-time employees would be counted as one FTE if the total time they spent on the job adds up to one year. This approach is consistent with standard statistical terminology.

Government revenues

Government revenues represent the government revenues in Canada including product and production taxes such as sales taxes and capital taxes; property taxes and fees; personal and corporate income tax, etc. This assessment quantifies government revenues from those sources and for the three levels of government (municipal, provincial and federal). Note that government revenue and taxes include government income described above, plus estimated income taxes on labour income based on effective tax rates on average labour income.

Types of Economic Impacts Assessed

Activities impact the economy via three main economic mechanisms, commonly referred to as direct impact, indirect impact and induced impact.

Direct

Direct economic impacts represent the economic value added directly associated with the organizations' capital and operating expenditures (i.e., they include the employment and income of all direct employees).

Indirect

Indirect economic impacts represent the economic value added resulting from the demand for goods and services that operating expenditures and spending generate for suppliers in Saskatchewan. They represent, for example, economic activity generated in the manufacturing, wholesale trade, transportation and professional services sector as a result of demand for materials and services generated.

Induced

Induced economic impacts are an estimation of the economic activity stimulated by the spending of salaries and wages earned as a result of the Capital and Operations activities. An example of an induced economic impact is household purchases made by the organization's employees or its suppliers' employees with their earnings.

Induced economic impacts, while having a significant effect on the economy, are sometimes not considered when evaluating the economic impact of a specific organization or its activities. This is due to the difficulties with establishing how much of the spending would have occurred in the absence of the activities in question. Appropriately attributing the induced impact is further complicated by the possibility that earnings are spent in a different jurisdiction or on imported products and services.

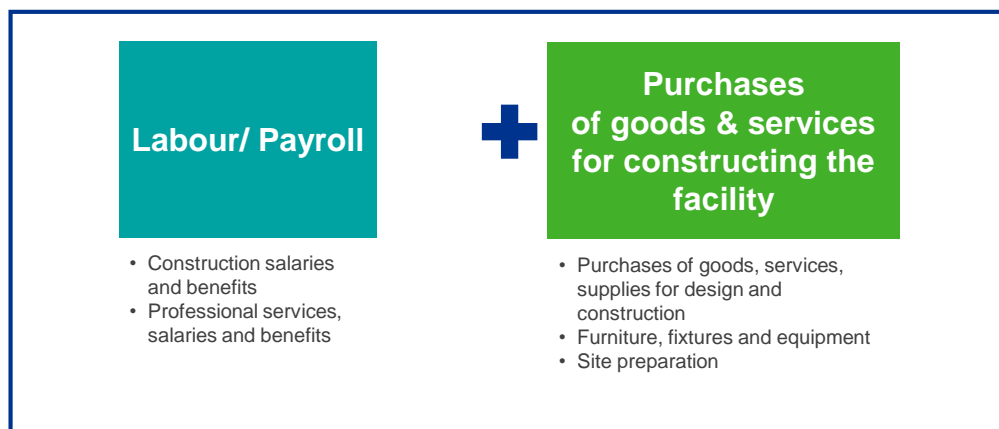
Analyzing only the direct and indirect impacts from an input/output model underestimates the economic impacts as the induced household spend activity is absent. Including induced impacts ensures the economic activity created through the expenditures of salaries and wages is included. Therefore, including both parts of analysis gives a range for the potential economic impact.

Approach and Methodology to Capture Economic Impacts

Operating Impacts (annual, ongoing)



Capital Impacts (one-time over the Project period)



The impacts are described in terms of:

- **Value added in terms of GDP** is the economic wealth generated in a region.
- **Employment** measures the impacts in terms of full-time equivalent jobs.
- **Government revenues** includes taxes incurred on income, profits, and purchases of goods and services for the federal, provincial and municipal levels.

The model estimates impacts on three levels:

- **Direct Impacts:** Economic impacts resulting from expenditures by the first-line economic agents of the operations.
- **Indirect Impacts:** Economic impacts generated by the demand for goods and services supplied to the first line agents of the operations.
- **Induced Impacts:** Economic impacts generated by the spending of labour income generated via direct and indirect impacts.

Input/Output Model

Our analysis utilized the 2014 Statistics Canada Input/Output Model to measure the impact of the Capital Project and Operations on the Saskatchewan economy.

Sensitivities:

- Both the employment and the value-added impacts from the Input/Output Model are linear so that any percentage increase/decrease in the value to Canadian firms will result in an equal percentage increase/decrease to the employment and value-added results.
- With respect to the assessment of the economic impacts of Capital and Operations in Saskatchewan, we have analyzed the economic impacts that accrue in Saskatchewan. Through supply chain linkages, indirect impacts also occur in other provinces. For clarity, we have excluded all impacts that accrue outside of Canada (i.e., imports are leakage from the Canadian economy and excluded).

The process for running the 2014 Statistics Canada Input/Output Model was as follows:

1. Define the expenditure data: The expenditure data to be analyzed are the projected Capital expenditures during the planning, design and construction phases, and projected annual Operations expenditures in Saskatchewan based on projected data for post-construction. For Capital, current dollars (2019) was used, and for Operations, the projected operating costs for the first post-construction year was converted to current dollars (2019).
2. Define the jurisdictional level at which to disaggregate the expenditure data: To increase the accuracy with which interprovincial trade flows and regional distributions of operations are reported, the analysis requires the expenditure data to be disaggregated to the provincial level; results are reported at a provincial level.
3. Define the level of commodity disaggregation: The analysis uses expenditure data to be disaggregated to what Statistics Canada defines as the “W” (worksheet) level where over 200 commodity items are defined.
4. Collect the data in accordance with these definitions.
5. Adjust the data as required based on available data and information: Two separate data sets are required (Capital and Operations). Submit adjusted data as inputs to Statistics Canada.
6. Review the input matrix from Statistics Canada before Statistics Canada runs the model for each of the two data sets.
7. Receive outputs from the Statistics Canada Input/Output Model and interpret results.

Key Sources of Information for Data Inputs

Impacts for Projected Capital Expenditures

- Projections developed by KAA, in consultation with SPL, based on functional program and plan for a new central library.
- A high-level breakdown of projected capital expenditures for the period in scope (2019/20 through 2025/26).

Impacts for the Operating Expenditures

- Projected operating expenditures post-construction for SPL central library employees and operations, developed by SPL and a third-party to SPL, based on information provided by SPL and other information.
- Projected operational costs were provided annually for the post-construction period.
- Built from pro-forma estimates of current operational expenditures for the central library only, based on financial statements and budget information from SPL.
- Breakdown of operating expenditures includes main categories such as:
 - Salaries and benefits,
 - Library acquisitions, and
 - Expenditure on other goods and services, such as general administrative, office supplies, contracted services, etc.

Data Model Inputs

- The economic impacts from capital expenditures presented in this business case are based on construction cost estimates developed by KAA.
- The costs reflect projections for three potential new sites in the downtown (no material cost differences between these sites). Estimated capital costs were based on a number of assumptions.
- For the purposes of economic impact analysis, total Capital costs were estimated to be \$144 million to reflect inclusions/exclusions in alignment with leading practice. The following items were specifically excluded: land purchase (for the purposes of economic impact assessments of capital projects, land purchase is not included).

Source: SPL provided by KAA Projections. Projected capital costs for potential shortlisted sites in the downtown.

Data Model Inputs

Annual Operating Expenditures of SPL's New Central Library Facility (\$ millions)		
	Current	Post-construction in 2019\$
Salaries and Benefits	\$6.5	\$8.3
Acquisitions	1.2	2.1
Utilities	0.2	0.4
General Operating Expenses	0.2	0.2
Maintenance and Contract Services	1.1	1.9
Total	\$10.9	\$13.2

Source: SPL projections provided by SPL and a third party based on SPL data.

- Economic impacts from operating expenditures come from spending on salaries and benefits, acquisitions, expenses, and the purchase of other goods and services. In 2018, SPL's operating expenditures of the central library are estimated at nearly \$10.9 million.
- A new central library will result in higher annual operating expenditures from increased staffing levels and increased capacity. The economic impacts from operating expenditures presented are based on estimates of annual operating costs once a new central library becomes operational. Financing costs are excluded for economic impact analysis purposes.
- Estimates are that a new library will result in operating expenditure of approximately \$13 million annually during the initial post-construction years. This value is in 2019 dollars. These operating cost estimates were based the following assumptions:
 - Once a new central library becomes operational, growth to 93 FTEs is projected at the central library, including central library staff and SPL administration and centralization of support services.
 - Purchased goods and services were assumed to also increase accordingly.
- The table above compares the current operating expenditures of the central library to the expected annual operating costs when a new central library is operational. For input to the model, the average of three years was used and deflated to current 2019 dollars.

Economic Impacts – Capital Expenditures

This section presents the impact in Saskatchewan and Canada on GDP, labour income and employment as a result of the projected capital expenditures from the construction of the new central library.

It is important to note that these are one-time economic impacts that would occur over the course of the three-year construction period. This projected capital expenditure is estimated to generate one-time impacts over the course of the construction period of:

- \$132 million in value added to the Canadian economy;
- \$88 million of the \$132 in value-added (or GDP) for Saskatchewan's economy;
- \$44 million in value added (or GDP) in other Canadian provinces from materials, goods and services through the inter-provincial supply chain, mostly from Ontario and Alberta.
- Over 1,040 FTE jobs, mostly in Saskatchewan (over 725 or 70%) throughout the construction phase (these are not jobs at SPL). It is important to note that one FTE is measured as one full-time position that is held for one year. Thus, one full-time person employed by the capital project over the course of a three-year construction period would count as three FTEs for the purpose of reporting employment impacts.

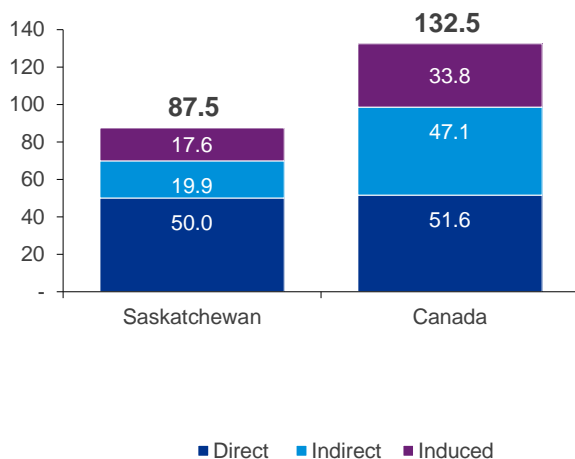
Total Economic Impact in Canada Related to the Projected Capital Expenditures in Saskatoon 2019, in millions of dollars and in full-time equivalent jobs (FTEs)				
	Direct Impact	Indirect Impact	Induced Impact	Total Impact
Total GDP impacts (in \$M)	\$51.6	\$47.1	\$33.8	\$132.5
Employment impacts (jobs in FTEs)	465	357	221	1,043

Source: Statistics Canada simulation based on information and projections provided by Saskatoon Public Library.

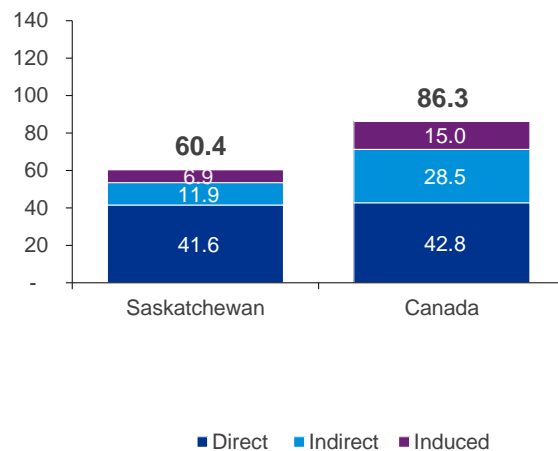
Economic Impacts – Capital Expenditures

The estimated economic impacts from capital expenditure projections for new central library for Saskatchewan and for Canada as a whole are outlined in the graphs below:

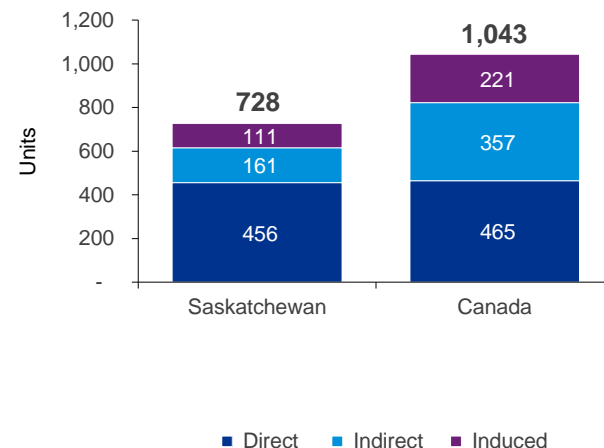
GDP Impacts from Capital Expenditures
(\$ millions)



Labour Income Impact from Capital Expenditures
(\$ millions)



Employment Impact from Capital Expenditures
(FTEs)



Source: Statistics Canada simulation based on information and projections provided by SPL. Labour income impact is a component of GDP impact.

Economic Impacts – Operating Expenditures

A new central library will generate significant annual economic impacts to the City and the Province of Saskatchewan, primarily through SPL's expenditures on goods, services and labour which injects new dollars into the provincial economy.

On an annual basis, these expenditures in the economy generate a recurring annual impact in the Canadian economy of approximately:

- \$15.3 million in value added or GDP.
- The large majority of GDP impacts, \$12.8 million or approximately 84%, accrues to Saskatchewan as the majority of operating expenditures relates to local labour.
- 144 full-time equivalent (FTE) jobs created or sustained, of which nearly 90% would be in Saskatchewan (primarily in Saskatoon).

The expenditures of Operations first generates direct impacts (in terms of value added and employment) as well as creating further economic impacts through the wider supply chain (indirect impacts) and the spending of the wages earned by individuals for direct and indirect employment linked to Operations generates induced impacts.

Direct employment impacts reflect jobs at SPL, while indirect and induced employment reflect jobs external to SPL.

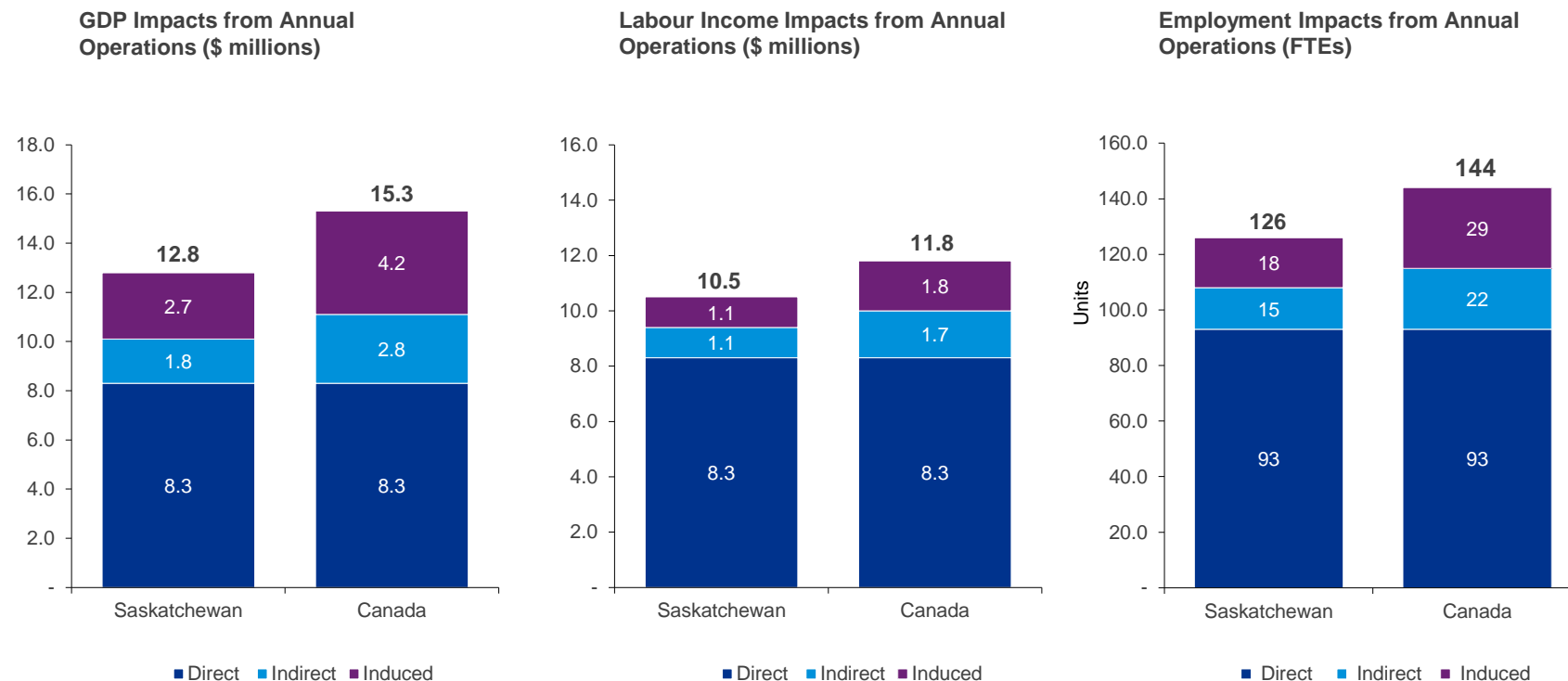
Total Economic Impact in Canada Related to Projected Annual Operational Expenditures in Saskatoon
2019, in millions of dollars and in full-time equivalent jobs (FTEs)

	Direct Impact	Indirect Impact	Induced Impact	Total Impact
Total GDP impacts (in \$millions)	8.3	2.8	4.2	15.3
Employment impacts (jobs in FTEs)	93	22	29	144

Source: Statistics Canada simulation based on information projections provided by Saskatoon Public Library.

Economic Impacts – Operating Expenditures

Estimated Economic Impacts from annual operations of new central library in Saskatoon:



Source: Statistics Canada simulation based on information and projections provided by SPL. Labour income impact is a component of GDP impact.

Estimated Government Revenues – Capital Expenditures

The construction of the new central library is projected to generate direct and indirect government revenues for multiple levels of governments of an estimated \$30 million during the planning, design and construction phases.

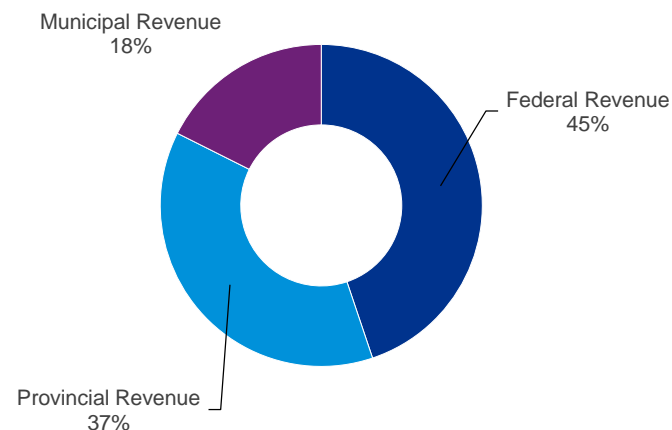
This includes:

- \$4.7 million in municipal tax revenues collected by municipalities in Saskatchewan.
- \$11.2 million in provincial tax revenues collected by the Government of Saskatchewan.
- \$13.2 million in federal tax revenues collected by the Government of Canada.

An additional \$1 million in government revenues are generated indirectly outside Saskatchewan; thus increasing the total government revenues generated, as a result of new capital expenditures in Saskatoon to \$30 million.

The approximate share, by the level of government, of estimated revenues generated is shown to the right.

Estimated Government Revenues from Capital Expenditure Projections – Breakdown of Recipients



* Examples of taxes on product include sales tax (GST, provincial sales tax), gas tax and other taxes.

Examples of federal taxes on production include capital taxes levied against corporate entities, provincial taxes on production include (personal and commercial) motor vehicle license fees, land transfer taxes, and capital taxes. Local taxes include real property taxes, frontage fees and other levies.

** Income tax estimates are on salaries and wages based on effective tax rates.

Source: Statistics Canada simulation based on information and projections provided by SPL; KPMG analysis; total dollars are rounded.

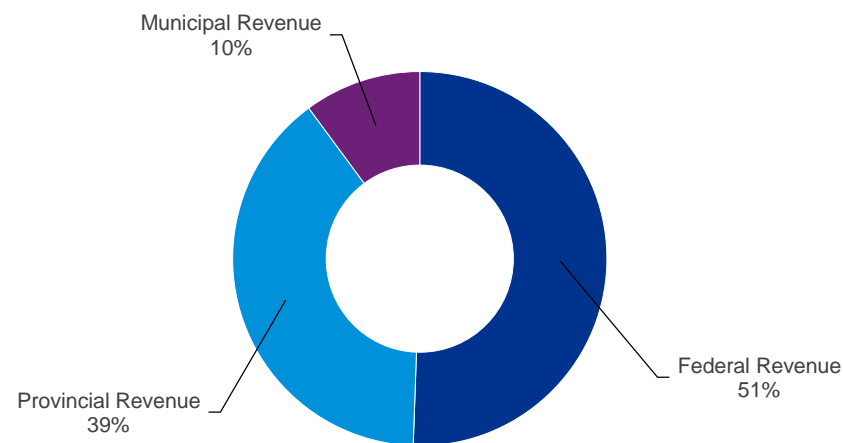
Estimated Government Revenues – Ongoing Operations

The Operations of the new central library is projected to generate direct and indirect recurring government revenues for multiple levels of governments of an estimated \$1.8 million on an annual basis.

This includes:

- The operations of the new central library is projected to generate direct and indirect recurring government revenues for multiple levels of governments of an estimated \$1.8 million on an annual basis. This includes:
 - \$0.2 million in municipal tax revenues collected by municipalities in Saskatchewan.
 - \$0.7 million in provincial tax revenues collected by the Government of Saskatchewan.
 - \$0.9 million in federal tax revenues collected by the Government of Canada.
- The approximate share by level of government of estimated revenues generated as a result of the annual operations of the new central library is shown to the right.

**Estimated Government Revenues from Annual Operations
Breakdown of Recipients**



Source: Statistics Canada simulation based on information provided by SPL; KPMG analysis; total dollars are rounded. Income tax estimates are on salaries and wages based on effective tax rates.

Social & Community Benefits

In addition to significant economic impacts, libraries contribute many positive social benefits for the communities they serve, including¹:

Investing in Social Infrastructure

- Libraries provide community leadership in the areas of reconciliation, anti-racism, social inclusion, anti-poverty, and harm reduction initiatives.
- Libraries provide a welcoming, safe and accessible spaces supporting various educational and social pursuits and enhance the collective quality of life for residents.
- Through helping residents improve things such as literacy rates and employability factors, along with providing safe and welcoming places to gather, libraries directly address social determinants of health.
- Through community partnerships, libraries help strengthen community collaborations and connections.
- Libraries reduce inequality by providing free and equal access to collections, services, programs, technology, and spaces.



¹ Berk & Associates, The Seattle Public Library Central Library; Bureau of Business and Economic Research, University of Minnesota Duluth, Minnesota Public Libraries' Return on Investment; Kerslake, E. and Kinnell., M, Public Libraries, public interest and information society; Mclure, C., Fraser, B., Nelson, T. and Robbins, J., Economic Benefits and Impacts from Public Libraries in the State of Florida.

Social & Community Benefits

Investing in People and Ideas¹

- Libraries support a wide range of literacy objectives and help support the growth of its users in many critical areas, including reading, technology, writing and civic engagement. Literacy rates are directly correlated to the overall health and prosperity of communities.
- Libraries provide free programs and services supporting the educational growth and helping to advance job/career prospects. This is particularly important for a community's most vulnerable individuals, including youth and those living in poverty.
- The wide range of library programming helps support the varied needs of different demographics.
- Libraries are amongst the most important public institutions for new Canadians, providing welcoming spaces, programs and services, including settlement and language support.
- Innovation labs and other technological innovation spaces can greatly enhance a community's creativity and commercialization efforts.
- Libraries can significantly strengthen the cultural fabric of a community and increase the attractiveness of downtown cores, resulting in improved labour attraction and retention rates.
- By providing equal access to WiFi, public computers, software programs and other forms of modern technology, libraries help bridge the digital divide in communities.
- Through providing diverse collections, spaces and forms of access, libraries directly respond to and reflect the diversity inherent within their communities as a whole.

¹ Berk & Associates, The Seattle Public Library Central Library; Bureau of Business and Economic Research, University of Minnesota Duluth, Minnesota Public Libraries' Return on Investment; Kerslake, E. and Kinnell, M, Public Libraries, public interest and information society; McLure, C., Fraser, B., Nelson, T. and Robbins, J., Economic Benefits and Impacts from Public Libraries in the State of Florida.

Social & Community Benefits



Investing in Downtown Rejuvenation¹

- Libraries help showcase a city and add to the brand and marketing efforts of a city.
- New central libraries have been shown to have significant impacts on downtown revitalization efforts, boosting real estate values and contributing to other significant economic benefits.
- Libraries often attract other progressive businesses, cultural organizations and residential ventures, leading to economic diversification.
- By boosting the overall health and prosperity of a city, libraries can also help their communities attract more high profile events and conferences, and drive tourism.
- Increased visitor traffic to libraries results in increased spending at nearby shops and restaurants.

¹ Berk & Associates, The Seattle Public Library Central Library; Bureau of Business and Economic Research, University of Minnesota Duluth, Minnesota Public Libraries' Return on Investment; Kerslake, E. and Kinnell, M., Public Libraries, public interest and information society; Mclure, C., Fraser, B., Nelson, T. and Robbins, J., Economic Benefits and Impacts from Public Libraries in the State of Florida.

Social & Community Benefits

Investing in Community-Building¹

- As one of the only spaces where everyone is treated equally and can gather freely, libraries play a significant role in helping residents make connections and build community.
- By increasing the overall health and prosperity of a city and its residents, libraries contribute to increased civic satisfaction, engagement and pride.
- For people who do not have personal access to modern modes of communication; libraries help people remain connected to others through courtesy phones, WiFi and public computers.



¹ Berk & Associates, The Seattle Public Library Central Library; Bureau of Business and Economic Research, University of Minnesota Duluth, Minnesota Public Libraries' Return on Investment; Kerslake, E. and Kinnell, M, Public Libraries, public interest and information society; McLure, C., Fraser, B., Nelson, T. and Robbins, J., Economic Benefits and Impacts from Public Libraries in the State of Florida.

Key Findings: Economic Impact Analysis

1. The investment in a new central library will make a significant contribution to the local, provincial and national economies. This is demonstrated through both the economic and social impacts that are created as a result of Capital expenditures in building the new facility, as well as the annual Operating expenditures of a new central library.
2. A new central library provides an opportunity for further enhancing downtown revitalization in Saskatoon and generating commercial and social opportunities in the City.
3. The construction of a new central library is estimated to contribute approximately \$132 million to Canada's GDP and 1,043 full-time equivalent jobs in Canada over three years. The large majority, nearly 70%, of these impacts occur in Saskatchewan.
4. Once constructed, ongoing operations of a new central library have an annual impact of \$15.3 million (year after year) to Canada's GDP and 144 full-time equivalent jobs in Canada, with nearly 90% of the employment impacts in Saskatchewan.
5. While the Statistics Canada Input/Output Model generates economic impacts at the provincial level, the dominant share of economic impacts will occur in the local/regional economy of Saskatoon.
6. The City is well positioned to capture most of the significant economic impacts associated with the construction and operations of the new central library.



Post-Approval Risk Assessment

Risk Assessment – Introduction

The following section outlines the key risks identified with the development of a new central library in Saskatoon (following borrowing approval by City Council). Following approval, SPL intends to continue to work with the City and its advisors to mitigate identified risks through the Project.

Risks are identified and assessed based on KPMG's understanding of the proposed Project (as informed by SPL, its technical advisors, and the City), experience on similar projects, KPMG methodologies and leading practice.

At this preliminary stage, risks are not allocated to parties. There is potential to negotiate risk transfer as part of future procurement, financial and commercial decision making. The risks identified assume the Project has received approval to progress to more detailed planning and design stages. As the Project progresses, the risk analysis should be updated as decisions are made and additional information becomes available. For each identified risk, the leading practice would direct SPL to identify management strategies based on its identified risk tolerance.

Risks have been categorized into four types:

1. **General:** Timing, environmental and social factors, approvals and decisions, authority, and stakeholders, policy, relationship management, and capabilities.
2. **Construction:** Labour, performance, responsiveness, costs, errors, communications, and project team capacity and stability.
3. **Financial:** Project duration, continuity, funding, and accuracy of the estimates and schedules.
4. **Operational:** Commissioning, change management, health and safety, operations, and delivery.

Risk Assessment – Introduction

The risks were then assessed based on their probability of occurrence, the severity of impact, and velocity, using a rating scale. The definition for each of these assessment criteria is as follows:

Criteria	1 (Low)	2 (Medium)	3 (High)
Severity	The risk would be minimally consequential to the success of the Project	The risk has the potential to adversely affect the success of the Project	The risk could potentially jeopardize the success of the Project
Probability	Although possible, the risk is unlikely to materialize	The risk has moderate potential to materialize	It is likely that the risk will materialize at some point
Velocity	The period between indications of the risk occurring and the point at which it could affect the Project is estimated to be greater than 12 months	The period between indications of the risk occurring and the point at which it could affect the Project is estimated to be between 6-12 months	The period between indications of the risk occurring and the point at which it could affect the Project is estimated to be less than 6 months

Risk Assessment – Legend

Following the assessment, the ratings are multiplied to produce a final risk score (the **Significance**) within a risk matrix.

The risk assessment matrix shows the assessed severity, probability, and velocity of each of the risks described in the table below. The significance calculation is:

- **High Significance** – Combined score of 9+
- **Medium Significance** – Combined score of 5 to 8
- **Low Significance** – Combined score of >4

As the Project is still in the feasibility stage, the risks that are identified are not definitive, but rather, indicative. As the Project progresses, the ratings within the evaluation and even the risks themselves may need to be revisited.

Risk Assessment – Evaluation

 General	 Construction	 Financial	 Operational
General Risks			

Risk	Probability	Severity	Velocity	Significance
Change in Stakeholder Requirements Further involvement with user groups revealing a change in program expectations operational needs, affecting the scope	1	2	1	Low
Plan Approval Delays Issues around complexity, quality assurance, or analysis assumptions, resulting in a schedule delay or price change	2	2	2	Medium
Policy and Governance Environment Unforeseen changes in direction, input, and/or governance impacting decision making related to the Project	2	2	2	Medium
Public Scrutiny An unfavourable distortion of public perception as a result of negative media and/or public exposure	2	2	1	Low

Risk Assessment – Evaluation

 General	 Construction	 Financial	 Operational
Construction Risks			

Risk	Probability	Severity	Velocity	Significance
Labour Shortage or Disruption An unexpected influx of construction work in the region causing a reduction in capacity to focus on this Project	1	2	1	Low
Unavailability of Materials The materials determined to be necessary for the construction of the Library are unavailable or exorbitantly priced	1	3	1	Low
Errors and Omissions An error or lack of instruction in the specifications that resultantly requires replacement or correction at a cost	1	2	2	Low
Poor Communication Inadequate policies and procedures in place to ensure frequent updates and a common understanding of status and expectations between internal stakeholders and construction workers	2	2	1	Low
Project Team Instability A mid-Project change in senior management internally and/or externally, causing inadequate understanding, capability, and/or capacity to move forward	1	2	1	Low

Risk Assessment – Evaluation

 General	 Construction	 Financial	 Operational
Construction Risks			

Risk	Probability	Severity	Velocity	Significance
Health and Safety A health or safety accident, causing injury, illness, or death, due to negligence, for which SPL becomes liable	1	2	3	Medium
Change Order Unrealistic schedules, poorly designed scope, and/or inadequate coordination and project management causing numerous change orders to be necessary, increasing cost and delaying completion	2	2	2	Medium
Unknown Site Conditions Unbeknownst to the City, SPL, and construction company, the selected site's subsurface is materially different from what is expected or indicated in the documentation	1	2	3	Medium

Risk Assessment – Evaluation

 General	 Construction	 Financial	 Operational
Financial Risks			

Risk	Probability	Severity	Velocity	Significance
Longer than Expected Duration Poor project management, labour shortages, late deliveries, unforeseen site conditions, inadequate access, and/or related events, causing an increase in the duration of the Project	1	2	1	Low
Inaccuracy of Estimates The cost and/or revenue estimates that were presented to SPL and accepted are later deemed inaccurate, causing an unexpected increase in the cost of construction or unexpected deficiency in revenue or funding resulting in insufficient funding	1	3	3	High
Inaccuracy of Schedules The schedule that is set at the outlay of the Project becoming unachievable, due to evolving or circumstances or unforeseen events resulting	2	2	2	Medium
Price Inflation An increase in materials and/or labour pricing, over an extended period of time, presenting feasibility risk to SPL and/or the construction company	2	2	1	Low

Risk Assessment – Evaluation

 General	 Construction	 Financial	 Operational
Operational Risks			

Risk	Probability	Severity	Velocity	Significance
Inadequate Commissioning Poor construction quality and/or ineffective material used to construct the building causing long-term sustainability issues, producing a need for more maintenance funding than planned	2	3	1	Medium
Ineffective Change Management The organizational structure, personnel, business processes, branches, and systems inadequately adapting to the new Library	1	2	2	Low
Client Service Interruption Project delays, miscommunications, or other related issues interrupting the services and programs that users expect from SPL	2	1	2	Low
Materials Obsolescence The materials used to construct the Library not being selected with longevity and sustainability in mind, resulting in a need for the replacement of parts and/or high long-term maintenance costs	1	3	1	Low
Marketplace Competition A competing organization, in close proximity, offering similar services and programs as SPL, reducing the positive impact that the Project would have on the community	1	2	1	Low

Key Findings: Risk Assessment

1. The Project possesses a low to moderate risk at this early feasibility stage.
2. SPL will continue to work with the City and its advisors to mitigate potential risks, including the availability of funding and project management activities (i.e., ensuring the estimates, schedules, scope, and quality of work are effectively managed and realistic).



Summary and Conclusions

Summary and Conclusions

1. A new central library will enable SPL to provide enhanced library services to meet the needs of the Saskatoon community at the central location and provide much needed support to branches.
2. Libraries are a key contributor to strong communities, serving as a valuable resource in supporting the United Nations Sustainable Development Goals, UNDRIP, TRC Calls to Action, and MMIWG Calls for Justice.
3. A new central library is critical to meeting the experienced and forecasted demand for a steadily increasing population, and contributing to downtown revitalization. Continued population growth and changing community needs are exacerbating existing constraints.
4. FMCL fails to meet capacity and programming needs that can enhance the quality of life of Saskatoon residents.
5. FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility, dating back nearly 20 years.
6. In addition to social value, experiences of other cities indicate that a new central library will directly contribute to downtown revitalization and numerous other benefits to the community.
7. The Project will enable SPL to provide enhanced service delivery, bringing together traditional library services with a host of new services.
8. The functional program addresses the desires expressed by the community.
9. The functional program enables SPL to address the identified service gaps.
10. The functional program includes space for an expanded collection, individual and collaborative spaces, technology-focused spaces, theatre, storyroom, gallery, indigenous spaces and, children's, teen, and Local History.
11. The planned space needs for a new central library are 149,000 square feet.

Summary and Conclusions

12. The new central library estimated project cost of \$154 million (adjusted for inflation). Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy).
13. Construction is estimated to contribute \$132 million to Canada's GDP, with nearly 70% of these impacts occurring in Saskatchewan. Ongoing operations are expected to have an annual impact of \$15 million (year after year) to Canada's GDP, with nearly 90% of these impacts occurring in Saskatchewan.
14. Upon required funding approval by City Council, SPL intends to proceed with land acquisition, public engagement activities, and securing a project team.



Additional public updates will be provided and consultation opportunities will be available, as the Project progresses.

For more about the Project visit the website:
saskatooncentrallibrary.ca.



The confidential report (Report) prepared by KPMG LLP (KPMG) is provided for Saskatoon Public Library (SPL) and the City of Saskatoon (Saskatoon or the City) and pursuant to the consulting service agreement with SPL dated July 19, 2018, for an independent business case for a new central downtown library.

If this Report is received by anyone other than SPL and Saskatoon, the recipient is placed on notice that the attached Report has been prepared solely for SPL and Saskatoon for its own internal use, and this Report and its contents may not be shared with or disclosed to anyone by the recipient without the express written consent of KPMG and SPL. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on the Report. The scope was limited to the preparation of an independent study. The intention of the Report is to outline a business case and identify potential opportunities and options for consideration of SPL and Saskatoon.

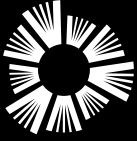
The analysis was primarily based on data and information developed and provided by Saskatoon, SPL and its contracted architect for the project, as well as other sources. We express no opinion or any form of assurance on potential impacts and costs that SPL and Saskatoon may realize should it decide to implement the options and considerations contained within this Report. SPL and Saskatoon is responsible for the decisions to implement any options and considering their impact.

The procedures we performed do not constitute an audit, examination or review in accordance with standards established by the Chartered Professional Accountants of Canada, and we have not otherwise verified the information we obtained or presented in this Report. We express no opinion or any form of assurance on the information presented in the Report and make no representations concerning its accuracy or completeness.

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SASKATOON NEW CENTRAL LIBRARY BUSINESS CASE

Summary Report

September 2019

SPLCONNECTS



OVERVIEW

In the spring of 2018, Saskatoon Public Library (SPL) engaged in community conversations to learn what spaces Saskatoon residents would like to see as a part of a new central library.

The “What We Heard Report” was released in the fall of 2018 and the results were affirmed through community consultation.

KPMG was engaged by SPL to undertake a Central Library Feasibility Study and develop a Business Case for the project. Saskatoon Public Library engaged Kindrachuk Agrey Architecture (KAA) to provide technical input into the Business Case.

SPL operates as a statutory board, under the provisions of The Public Libraries Act, 1996.

Under the Act, borrowing requires approval by City Council. The Business Case is being presented to City Council for borrowing approval in the fall of 2019.

This report is a summary of the KPMG Business Case is available at saskatooncentrallibrary.ca.

Additional public updates will be provided, and consultation opportunities will be available, as the project progresses.

EXECUTIVE SUMMARY

SPL has been enriching the community by inspiring discovery, curiosity and creativity through the sharing of spaces, experiences and ideas for over 100 years. SPL's locations seek to provide welcoming and vibrant community meeting spaces, with diverse collections, programs and services that are inclusive and promote lifelong learning.

In 2016, SPL released a Strategic Plan with a vision to change lives through community connections, engagement and inclusivity. It sets forth an exciting and ambitious vision of growth, modernization and cultural progress. In pursuit of the vision, SPL has been readying for the future, making the necessary changes to ensure the library has the ability and capacity to create strategic and sustained positive community impact for future generations.

Frances Morrison Central Library (FMCL), and eight SPL branches serve a population of over 278,000 residents. In 2018, 48% of Saskatoon residents were members, SPL had over 1.6 million visits, circulated over 3.3 million items, and patrons saved over \$43 million by borrowing materials from the library.

FMCL opened its doors in 1966 to serve a population of 115,000. As Saskatoon's population has grown, SPL has continued to experience growth in visitors, circulation and membership, with the majority of the demand placed on the central library. FMCL was designed to house a collection of 100,000 items. As of 2018, the collection size had increased by 170%, and the number of employees has grown by 74%. Today, FMCL is SPL's largest and busiest location.

Designed for a different era of public libraries, SPL now faces challenges in delivering modern library services at FMCL with increasing patron expectations, demand for technology and space, and changing community demographics. As the heart of the library system, the central library serves as a hub to support branch libraries with

collections, specialized services, spaces and expertise. The ability of a central library to support the needs of both its patrons and the needs of the neighbourhood branches determines the vitality of the entire library system. FMCL is now failing to meet the demands of the community it serves.

Both SPL as a library system and the 78,000 square foot FMCL facility are undersized to serve the current Saskatoon population, based on industry benchmarks. Lack of capacity and high demand for service is straining SPL's ability to provide library service across the city. As a result of the small size and condition of the facility, FMCL has troubling service gaps including lack of public space, an inability to support the technology needs of patrons, lack of programming rooms, an undersized collection, and safety and security concerns.

FMCL is deficient on significant building codes (dating back nearly 20 years), many of which create risk for the organization. Some of the most critical issues are a lack of a sprinkler system in the event of a fire, not enough fire exits, accessibility issues, and only a handful of public washrooms.

With the City of Saskatoon anticipating the population to grow to 500,000 in the next 30 to 40 years and the changing demographics of the city, demand for library space and service is expected to grow, placing a further strain on an already strained system. A new central library is a critical piece of SPL's long-term plan to address growth and service demand. A new central library will also address the safety, service gaps, and accessibility issues, as well

executive summary

as add the much-needed capacity required for SPL to continue to deliver vital library services to the community.

A new central library is fundamental to delivering on SPL's vision to change lives. The planned new Saskatoon central library blends traditional library service with new and innovative spaces, programs and services, and will enable SPL to adapt library services to meet the changing needs of patrons into the future.

Community input, library best-practices, benchmarking, building code, accessibility standards, the City of Saskatoon's Plan for Growth, and SPL's Strategic Plan informed SPL's new central library functional program. SPL envisions a new central library that will inspire the community, be a model for sustainability and accessibility, and be a source of pride for those who call Saskatoon home.

The new central library is estimated to be 149,000 square feet and includes a larger collection, indoor

and outdoor green spaces, a mix of quiet and animated spaces, expanded Local History space, technology-centred learning and innovation spaces, and public meeting and gathering spaces.

The new central library estimated project cost of \$154 million (adjusted for inflation). Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy). The new central library is planned to open in 2026. The project is projected to result in \$132 million in value-added economic activity (GDP) during the construction phase, and an estimated \$15 million annually once operating.

The Business Case for a new central library describes how a new facility will contribute to the overall quality of life for all of Saskatoon's residents, create positive social and economic impact and contribute to downtown revitalization.



“ Today, as cities and suburbs reinvent themselves, and as cynics claim that government has nothing good to contribute to that process, it’s important that institutions like libraries get the recognition they deserve. After all, the root of the word “library,” liber; means both “book” and “free.” Libraries stand for and exemplify something that needs defending: the public institutions that —even in an age of atomization and inequality—serve as bedrocks of civil society. Libraries are the kinds of places where ordinary people with different backgrounds, passions, and interests can take part in a living democratic culture. They are the kinds of places where the public, private, and philanthropic sectors can work together to reach for something higher than the bottom line. ”

Eric Klinenberg, *Palaces for the People: How Social Infrastructure Can Help Fight Inequality, Polarization, and the Decline of Civic Life.*

REINVESTMENT IN CENTRAL LIBRARIES

Within the past 15 years, there has been a resurgence of central library revitalization worldwide. These facilities are seen as key contributors to successful, livable cities and improving the quality of life for residents.

No longer are libraries designed solely as buildings for books. Today, library design is human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services.

Modern libraries are spaces for inspiring discovery, creativity, innovation, and where digital, cultural and social literacies can develop. Public libraries also offer technologies, bridging the digital divide between those who can afford access and those who cannot.

Out of all the cherished public institutions, libraries represent the most authentic democratic spaces. Programs and services are free, everyone is welcome, and freedom of expression reigns.

Around the world, cities are investing in central libraries to serve as municipal landmarks, a welcoming place where all residents—regardless of age, gender, income level, physical ability, or social status—can gather to learn, share, and create. These facilities serve as pivotal components of community innovation and downtown revitalization strategies.

New central library projects built or in progress across North America:

Ottawa ON, 2024 (in progress)

Edmonton AB, 2020 (in progress)

Guelph ON, 2018 (project approved)

Calgary A, 2018

Vancouver BC, 2017

Austin TX, 2017

Halifax NS, 2014

Billings MT, 2014

Kitchener ON, 2014

Minneapolis MN, 2006

Seattle WA, 2004



Calgary AB



Vancouver BC



Halifax NS



Seattle WA

For more, see the New Central Library Business Case section, “Business Need.”

COMMUNITY IMPACT

Investing in libraries contribute many positive benefits for the communities they serve, including:

Social Infrastructure

- Libraries provide community leadership in the areas of reconciliation, anti-racism, social inclusion, anti-poverty, and harm reduction initiatives.
- Libraries provide welcoming, safe and accessible spaces supporting various educational and social pursuits and enhance the collective quality of life for residents.
- Through helping residents improve things such as literacy rates and employability factors, along with providing safe and welcoming places to gather, libraries directly address social determinants of health.
- Through community partnerships, libraries help strengthen community collaborations and connections.
- Libraries reduce inequality by providing equal and free access to collections, services, programs, technology, and spaces.

People & Ideas

- Libraries support a wide range of literacy objectives and help support the growth of its users in many critical areas, including reading, technology, writing and civic engagement. Literacy rates directly correlate to the overall health and prosperity of communities.
- Libraries provide free programs and services supporting educational growth and helping to advance job/career prospects, which is particularly important for a community's most vulnerable individuals, including youth and those living in poverty.
- The wide range of library programming helps support the varied needs of different demographics.
- Libraries are amongst the most important public institutions for new Canadians, providing welcoming spaces, programs and services; including settlement and language supports.
- Innovation labs and other technological innovation spaces can greatly enhance a community's creativity and commercialization efforts.
- By providing equal access to WiFi, public computers, software programs and other forms of modern technology, libraries help bridge the digital divide in communities.
- Through providing diverse collections, spaces and forms of access, libraries respond to and reflect the diversity inherent within their communities as a whole.

Downtown Rejuvenation

- Libraries help showcase a city and add to the brand and marketing efforts of a city.
- New central libraries have been shown to have significant impacts on downtown revitalization efforts, boosting real estate values and contributing to other significant economic benefits.
- Libraries often attract other progressive businesses, cultural organizations and residential ventures, leading to economic diversification.
- By boosting the overall health and prosperity of a city, libraries can also help their communities attract more high-profile events and conferences, and drive tourism.
- Increased visitor traffic to libraries results in increased spending at nearby shops and restaurants.
- Libraries can significantly strengthen the cultural fabric of a community and increase the attractiveness of downtown cores, resulting in improved labour attraction and retention rates.

Community-Building

- As one of the only spaces where all people are treated equally and can gather freely, libraries play a significant role in helping residents make connections and build community.
- By increasing the overall health and prosperity of a city and its residents, libraries contribute to increased civic satisfaction, engagement and pride.
- For people who do not have personal access to modern modes of communication, libraries help people remain connected to others through courtesy phones, WiFi and public computers.

For more, see the [New Central Library Business Case section, "Economic & Community Impact Analysis."](#)

SOCIAL IMPACT

Public libraries serve as a critical component in enhancing the quality of life for all and helping to address global needs at a community level.

As a key contributor to strong communities, public libraries contribute to at least 10 of the 17 United Nations Sustainable Development Goals.ⁱ These goals establish core activities to achieve a better and more sustainable future to address global challenges, including those relating to poverty, inequality, climate, environmental degradation, prosperity, and peace and justice.ⁱⁱ

Public libraries also have a significant role to play in responding to the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) the Truth & Reconciliation's Calls to Action (TRC), and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice.ⁱⁱⁱ



For more, see the New Central Library Business Case section, "Public Library Trends."

CHANGING COMMUNITY DEMOGRAPHICS

The fastest-growing demographics in Saskatoon are typically frequent users of library services, amplifying the capacity pressure experienced at current facilities.

31%

31% increase in Indigenous residents, with a rapidly growing youth demographic between 2011 and 2016.^{iv}

65%

65% increase in newcomers between 2011 and 2016.^v

72%

72% increase in residents who identify as a visible minority between 2011 and 2016.^{vi}

The prevalence of Low Income among 18 to 64-year-olds, based on the after-tax low-income measure, **DECREASED ONLY 1.5%** while median total income **INCREASED BY 30%** between 2011 and 2016.^{vii}

6%

6% increase in 2018 with 475 people experiencing homelessness, including 38 children. The library was accessed 5,483 times, making it the most accessed service by this group, above the Food Bank and Shelters.^{viii}

For more, see the New Central Library Business Case section, "Demand and Use Projections."



PUBLIC LIBRARY TRENDS

Modern libraries provide a sense of community within cities and help address systemic social issues, such as affordability, literacy, social isolation, and exclusion. Libraries have become civic commons and a vital part of healthy civic infrastructure. They create neutral and safe spaces for human interaction. They are places where people come to meet, learn, share, and where people feel a sense of belonging and community. Public library systems play a critical role in society, as demonstrated by library usage and trends.

Demand for physical materials is decreasing

Physical circulation across Canada has seen a slight decline; however, the use of SPL physical resources is still active and has slightly increased with over 3.3 million items circulated in 2018.

Demand for electronic resources is increasing

Libraries are responding to the trend towards user demands of e-resources and streaming services.

Collections are diversifying beyond traditional materials

Libraries continue to grow and diversify their collection offerings with new services, formats, and options such as Book Club in a Bag kits, WiFi hotspots, and STEAM (science, technology, engineering, art, and math) kits.

Demand for multilingual collections is growing

As newcomer populations in Canada settle in communities, libraries have responded to their needs by expanding their multilingual collections and adding programming.

Reconciliation is changing how libraries curate collections & spaces

Libraries across Canada are participating in the national call for reconciliation and honouring Indigenous perspectives and diversifying their collections, and honouring indigenous perspectives into space designs.

Local content is a priority

Libraries are working to increase access to local content, self-publishers, and digitizing local history materials to make them more accessible.

Increased demand for programming

Over the past five years across Canada, library programs per capita have grown at a rate of 6.3% due to increased demand and attendance.^{ix}

Library as a community partner

Libraries have become increasingly linked as strong partners for community-based organizations to help meet the needs of their communities. Also, many libraries have added outreach workers to their staffing compliments to address the needs of patrons who frequent the library.

For more, see the New Central Library Business Case section, "Public Library Trends."

ABOUT SPL

Governance

SPL is a charitable organization, governed by a volunteer board, appointed by City Council, under the Public Libraries Act, 1996.

Strategy

SPL's 2016–2021 Strategic Plan (the Strategic Plan) charts a course toward modernization and cultural progress.

Organization

SPL has a flexible and modern organizational structure designed to strategically and deliberately create a positive community impact.

Services

SPL provides programs and services to enhance the educational and recreational needs of the community.

Financial

SPL is primarily funded through its own defined levy as part of municipal taxes and maintains reserve funds to support future infrastructure requirements.

For more, see the [New Central Library Business Case](#) section, "Introduction to Saskatoon Public Library."



CURRENT CAPACITY PRESSURES

Since FMCL's construction over 50 years ago, population growth and demand for library services in Saskatoon has exceeded SPL's growth and has strained SPL's ability to provide quality library services.

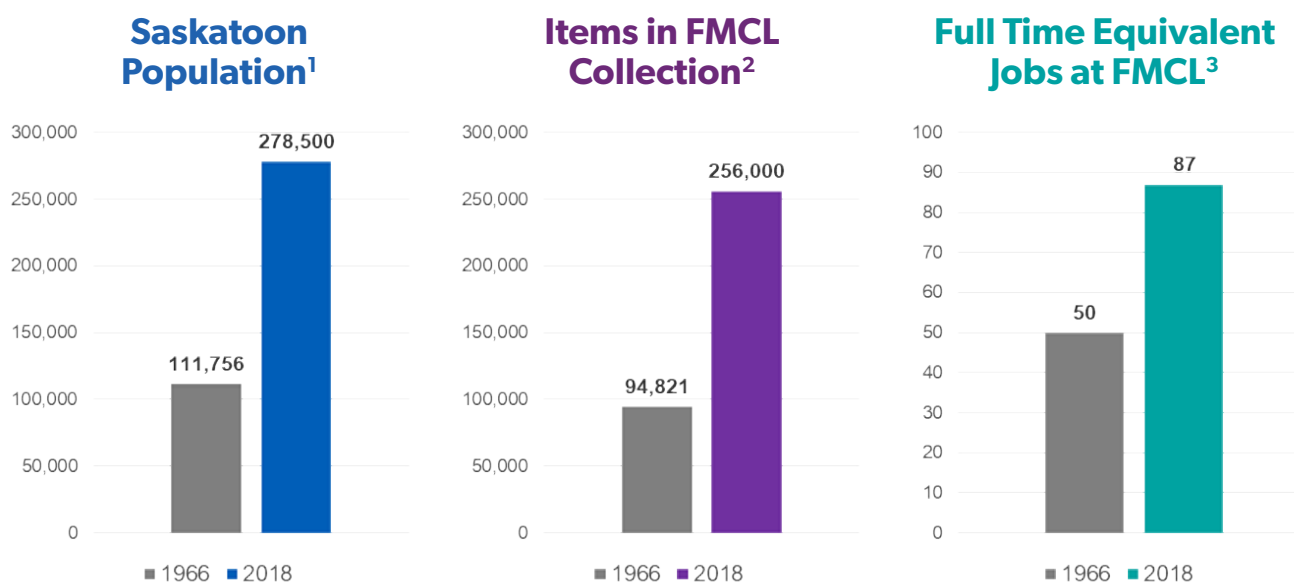
The negative impact is felt most significantly at FMCL (the oldest of all SPL's facilities).

FMCL, as a core part of the SPL system, serves a significantly increased population and membership (+249%).

FMCL was designed for 50 employees, and to hold less than 100,000 items in its collection. As of 2018, the FMCL collection size increased by 170%,

and the number of employees based at FMCL has grown by 74%.

FMCL features specialized areas and services not available at other SPL locations, including an art gallery, theatre, accessibility services, Local History, and a Reconciliation Reading Area. It also holds the largest proportion of items in SPL's collection.



For more, see the New Central Library Business Case section, "Frances Morrison Central Library at a Glance."

FMCL DEFICIENCIES

FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility requirements, with known violations for nearly 20 years.

- The City of Saskatoon Building Standards Branch determined that architectural improvements will not be permitted without the non-compliance subjects being addressed.
- There are insufficient fire exits, which possess a significant life safety liability.
- The mechanical systems in the building are original, dating back to 1966. For the building to operate successfully through another life cycle, a complete retrofit of the mechanical system would be necessary.
- As of 2005, the original electrical systems were identified as nearing the end of their anticipated life.
- Roof leaks prove difficult to troubleshoot and repair and damage the collection when they occur.
- The building can no longer meet the functional needs of the library, including the flexibility to keep up with user demands of space, programming and modern technology.

For more, see the New Central Library Business Case section, "Frances Morrison Central Library at a Glance."



Shelving is not FADS compliant



Local History materials are degrading due to lack of proper storage



Only one washroom large enough to be accessible



Makeshift shipping and receiving area in the basement due to lack of space on the main floor



Cracked and crumbling entrance



Only eight public waterclosets



Overcrowding in the Local History Room



Cramped materials check-in workspace



Materials in storage due to lack of space on the main floor



Irreplaceable items are stored in the basement due to lack of space



Water damaged and crumbling foundation

SERVICE GAP ANALYSIS

SPL has identified usage based on personas describing ways in which patrons use the library to identify service gaps. These personas are fluid, meaning that a specific person could use the library in several ways. Persons represent types of use only and are not intended to have demographic or any other data related to them.

SPL's personas include:



Social

Patrons use the library as civic commons.



Tool

Patrons use the library's tools and technology to leverage their skills and abilities.



Task

Patrons use the library with a specific purpose or are there to "get something done."



Collaboration

Patrons come to the library in groups to work on projects together.



Sanctuary

For these users, library resources are a life-line and a way of maintaining a connection to society.



Distance

These patrons either cannot, or choose not to, use the physical library but use library services supported by central library operations support.

Service gaps included but are not limited to:

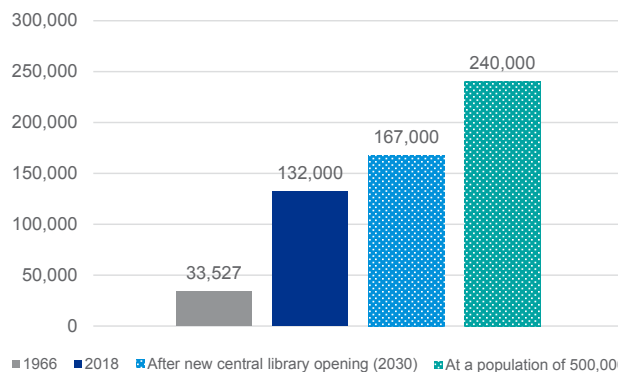
- Limited area for browsing collections and displays
- Limited soft seating
- No café
- Lack of programming spaces
- No video games
- No technology-centric innovation spaces
- Limited access to power
- No private/collaborative group spaces
- No audio or video editing or digital tools
- Barrier-free entry and travel throughout the facility
- Lack of designated quiet areas in the branch due to space limitations
- The environment is not inviting
- The collection is too small
- Local History is too small, and there is not enough workspace
- Shortage of public computers
- A severe shortage of washrooms

For more, see the New Central Library Business Case section, "Service Gap Analysis."

DEMAND & USE PROJECTIONS

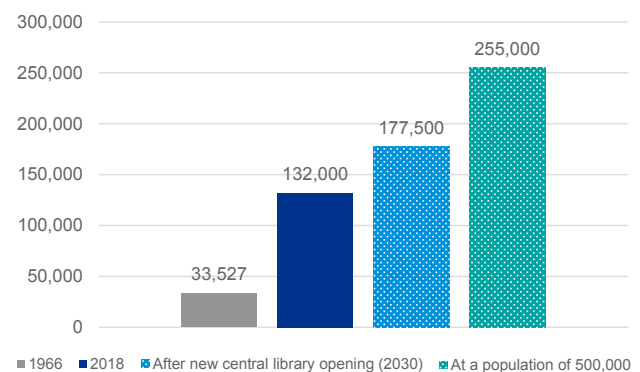
To date, SPL has experienced growth in membership and visitation in alignment with population growth. Based on the experiences of other cities, membership and visitation growth could outpace population growth with enhanced services offered in a new central library.

Total Members at Current Membership Rate^{1,2}



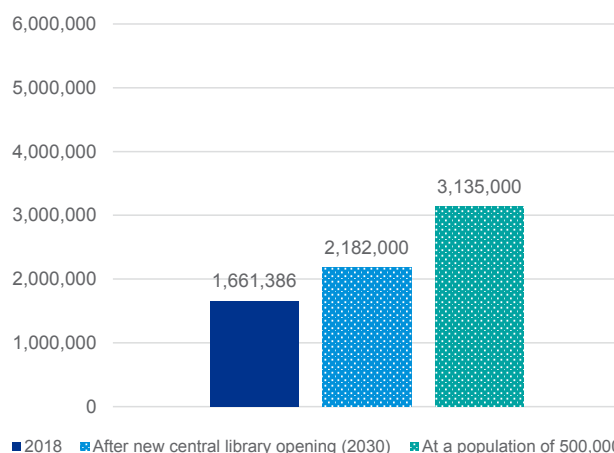
If membership levels remain consistent with 2018 membership levels (48% of the population), SPL will have an additional 108,000 members at a population of 500,000.

Total Members at Forecasted Membership Rate^{1,2}



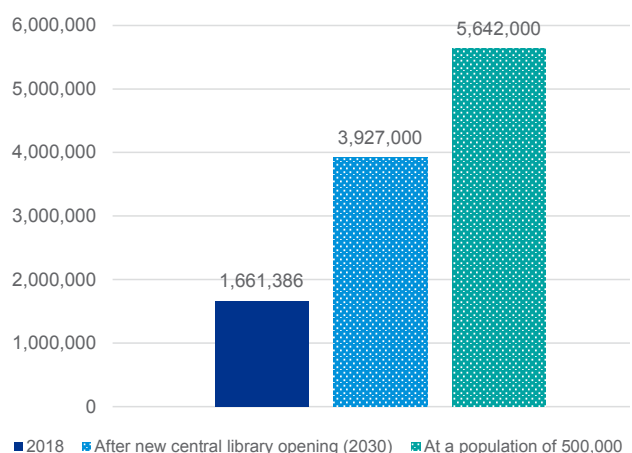
If membership levels increase when a new central library opens (at the same annual rate experienced by other Canadian cities), SPL will have 255,000 members at a population of 500,000.

Total Visits at Current Rate^{1,2}



If the number of visits in 2030 and 2050 remains consistent with 2018 levels (average of 6.3 visits per person), SPL will experience nearly 2.2 million visits in 2030—an increase of 31%.

Total Visits at Forecasted Rate^{1,2}



If visits increase at the accelerated rate as experienced by other Canadian cities following the introduction of a new central library, SPL will experience over 3.9 million visits in 2030—an increase of 136%.

For more, see the New Central Library Business Case section, “Demand and Use Projections.”

DRIVING FACTORS FOR A NEW CENTRAL LIBRARY

All residents of Saskatoon have an opportunity for an enhanced quality of life with the introduction of a new central library. The factors that are driving the need for a new central library are:

The Role of Libraries in Communities

The role of libraries has evolved. Today, designs are human-focused. Modern libraries combine the best features of traditional libraries with an array of new and innovative services to create transformational impact in their communities. The public library is positioned to notice when there is a need in the community, and steps in to fill gaps in opportunity and access.

The FMCL Facility Condition

The current building is over 50 years old and has significant life-safety and accessibility deficiencies. Upgrades are not permitted unless the building code deficiencies are addressed.

Changing Demographics

Since 1966, Saskatoon's population has more than doubled and is anticipated to reach 500,000,^{xi} resulting in further capacity constraints. Additionally, demographics are changing and creating new service needs.

Higher User Expectations

The rapid rate of innovation has resulted in high, yet still realistic, expectations from residents. FMCL cannot meet the infrastructure, technological, and programming expectations, in its current condition.

Central Library as a Foundation for Branches

The central library is the heart of a library system. The branches cannot reach their potential without a central library's diverse collection, distribution, programming, and administrative support.

Leadership in Sustainability & Accessibility

The current FMCL physical space is not aligned with SPL's mission and vision to serve as an accessible community hub, with limitations in access and movement as well as inefficient building operations. The Project would serve as an opportunity to be a community leader, modelling sustainability and accessibility for decades into the future.

City Plans for Downtown Rejuvenation

Based on the experiences of other cities, a new central library will advance the City of Saskatoon's plans for downtown rejuvenation. It will add animation to the downtown core, and be a key place making component of making Saskatoon a great community to live.^{xii}

For more, see the New Central Library Business Case section, "Business Need."

COMMUNITY-DERIVED GUIDING PRINCIPLES



A welcoming and accessible hub.



Has space for a large and diverse collection of materials.



Has a variety of spaces to meet the needs of the community.



A place for learning and innovation.

For more, see the New Central Library Business Case section, "Functional Program."

FUNCTIONAL PROGRAM OVERVIEW

A functional program is a technical scope-of-work document. Community input, library leading practices, benchmarking, building standards, the City's plan for growth, and SPL's strategic goals informed SPL's new central library functional program.

The new central library is estimated to be 149,000 square feet. This size aligns with comparative facilities, design and building standards, and industry benchmarking.

The functional plan for a new central library includes:

- Space to improve access, searchability, functionality, and growth in physical material holdings
- Enhanced browsing collection of new and popular materials
- Indoor and outdoor green spaces
- An indoor play space for children
- Indigenous perspectives integrated throughout the building, and a dedicated ceremony space
- Public access to computers and ample access to power for patrons who bring their devices
- Learning spaces for users to explore and use for creative pursuits
- A mix of quiet and animated spaces for both individuals and groups
- A mix of table and casual seating
- An expanded Local History space with fire-protected storage for irreplaceable materials
- Creation of a new Oral Stories collection
- Flexible programming spaces
- Technology-centred learning and innovation spaces
- Public meeting and gathering spaces
- Bookable rooms for patrons to use
- A tenant operated café
- Universal accessibility
- Public art
- Environmental design leadership

For more, see the New Central Library Business Case section, "Functional Program."

SPATIAL ANALYSIS

A preliminary set of functional program requirements, including types and sizes of spaces, have been developed by KAA and the new central library project team.

Collections

21%

Space to improve access, searchability, functionality, and growth in physical materials, and valuable materials

Programming & Discovery Spaces

18%

Learning spaces for users to explore and use for creative pursuits

Public Computing & Assistive Technologies

6%

Public access to computers, assistive technologies, and access to power for patrons who bring their devices

Service & Checkout

1%

Convenient and easy access to employee assistance and checkouts (including self-checkouts)

Note: proportions do not total 100% due to rounding.

Public Seating, Collaboration Spaces & Bookable Spaces

15%

A mix of quiet and noisier spaces, individual and group spaces, and table/chair and casual seating

Open & Gathering Spaces

9%

Indoor and outdoor green spaces, and a play structure for children

Public Washrooms & Water Fountains

3%

Enough washrooms and water to meet the needs of users

Retail

2%

Café & Friends of the Library Shop

Building Operations

9%

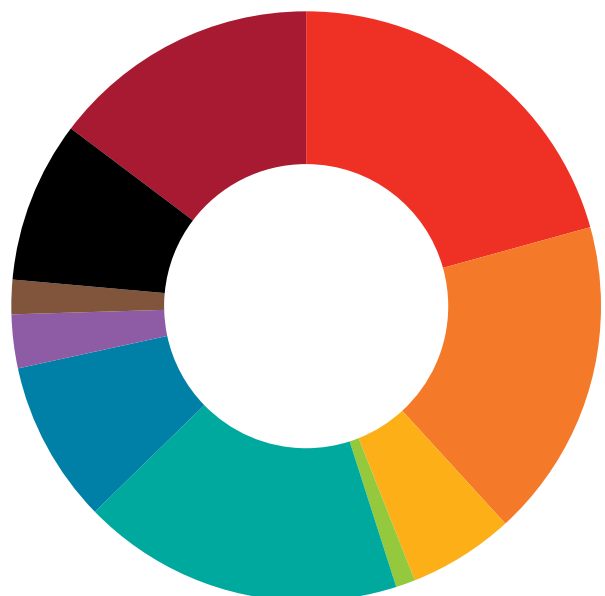
Sufficient area for materials processing, including automated materials handling and paging, and modern and energy-efficient systems.

Employee Work Areas & Storage

15%

Centralized administration, support services and work areas for program and service delivery planning

For more, see the New Central Library Business Case section, "Functional Program."



PREFERRED CONSTRUCTION OPTION

Constructing a new, standalone building at a new downtown site was assessed to be the optimal solution to meet the objectives defined by the community.

For more, see the New Central Library Business Case section, “Functional Program.”

SITE SELECTION

SPL has worked collaboratively with the City of Saskatoon to determine potential downtown locations for a new central library. Due to the commercial sensitivity of site selection and its potential impact on neighbouring businesses and organizations, identification and any associated purchase or sale of the property will be publicly communicated following decision making and commercial negotiations.

Through the analysis and test-fit process, the existing FMCL site was eliminated as a viable option for a new central library site. The business case assumes the sale of the building and land and purchase of land in financial assumptions.

For more, see the New Central Library Business Case section, “Site Selection.”

DESIRED OUTCOMES

Opening a new central library aims to achieve a range of outcomes for SPL and the Saskatoon community it serves. Desired outcomes include the following:

Enhancing Library Services

A new central library will enhance SPL's ability to meet the current and evolving needs of Saskatoon's residents. SPL anticipates that a new central library will rejuvenate SPL's library system and add much-needed capacity to the library. The positive impact of a new central library will be felt through all branches and impact all neighbourhoods city-wide.

SPL envisions a flexible facility allowing spaces and services to be more agile and responsive to changing demands in the years to come. The new central library will be a space that blends traditional core library services with new programs and services to keep the library relevant and responsive to community needs.

Contributing to Social Inclusion & Building Social Infrastructure

SPL anticipates that a new central library in Saskatoon will have many positive social impacts, providing safe, accessible and inclusive spaces for citizens from all walks of life. Through supporting citizens in various educational and social pursuits, a new central library will help build community and enhance the overall quality of life for residents.

SPL envisions a facility that helps reduce inequality in Saskatoon through providing access to important library programs, services and collections. Providing free and welcoming spaces for people to gather will also help address issues of social isolation and encourage collective creativity.

Creating Positive Economic Impact

SPL anticipates that a new central library will create positive economic impacts through the jobs that would be created via construction of the facility itself, and through ongoing operations. By increasing the size/capacity of SPL, new jobs at the library will also be created.

Stimulating Downtown Revitalization

A new central library will contribute to the work the City is doing to make Saskatoon's downtown a more inviting place to visit, work and live. Experience has shown that when new downtown libraries are built, new stores, living spaces and mixed-use facilities follow suit. In particular, a new library adds to the vibrancy and culture in the city's downtown and to the immediate vicinity around the new facility. Central libraries around the world are being used as magnets for development and are often a primary project in a revitalization strategy.^{xiii}

For more, see the [New Central Library Business Case section, "Business Need."](#)

PROJECT COST ANALYSIS

The Project capital cost estimate is approximately \$154 million (in 2026 dollars), of which, \$87.5 million in borrowing is required. The estimate is driven by the desired future state functional program, industry benchmarks, and City-informed analysis and assumptions.

This estimated cost is inclusive of:

- land purchase
- site development
- professional services
- construction
- furniture, fixtures and equipment
- contingency
- taxes
- sustainability premium
- accessibility premium
- public art
- inflationary impacts

The building is costed assuming qualities of construction, durability, expression and finish appropriate for a public building which is to be operated and maintained to serve a growing population.

It is anticipated that costs will occur over the period of 2019 through 2026 including procurement, design, construction and transition to operations, as described on the following page.

A summary of proportion of total costs by type is shown below.

For more, see the [New Central Library Business Case section, "Financial Analysis."](#)

New Central Library Project Capital Costs by Type¹

- Contingency
- Taxes
- Site Related
- Professional Service
- Construction
- Furniture, fixtures & Equipment



OPERATING COST ANALYSIS

The impact of the new central library project on operating costs is expected to be \$2.3 million. The operating costs of a new central library have been assessed by an independent consultant.^{xiv}

Six new full-time equivalent (FTE) positions are required to operate the new central library.

Partial automation of materials handling will enable SPL to check in a higher volume of materials.

Efficiencies are anticipated to be realized due to the condition and efficiency of the new building,

as well as service delivery efficiency, through a modern functional program.

A summary of operating costs by type is shown below. Operating costs as illustrated exclude financing costs.

For more, see the New Central Library Business Case section, "Financial Analysis."

Annual Operating Costs by Type Post-New Central Library Opening¹

- Utilities
- General Operating Expenses
- Maintenance & Contract Services
- Salaries & Benefits
- Acquisitions



FUNDING STRATEGY

In preparation for an investment into a new central library, the City and SPL prepared a funding plan. As per the plan, there have been scheduled levy increases in effect since 2009.

- The funding plan incrementally increases the library levy on an annual basis in preparation for investment into a new central library.
- As per the funding plan, levy increases have been transferred to the new central library reserve since 2009.
- The funding plan projects the levy increases related to new central library project to end in 2026 based on current assumptions.
- The funding plan incorporates the project's capital cost.
- The funding sources for a new central library include SPL reserve funds, donations and borrowing.
- The actual amount SPL will seek to raise through donations will be assessed following project approval.
- Borrowing for a new central library requires the approval of City Council.
- Once construction has finished, SPL will direct the reserve contributions to future operating and financing costs.

For more, see the New Central Library Business Case section, "Financial Analysis."

ECONOMIC IMPACT ANALYSIS

A new central library is projected to result in positive economic impact of an estimated \$132 million in value-added GDP during the construction phase and estimated GDP impacts of over \$15 million annually once operating.

Construction is estimated to contribute \$132M to Canada's GDP, with nearly 70% of these impacts occurring in Saskatchewan. Ongoing operations are expected to have an annual impact of \$15M (year after year) to Canada's GDP, with nearly 90% of these impacts occurring in Saskatchewan.

For more, see the New Central Library Business Case section, "Economic & Community Impact Analysis."

assumed project timeline

ASSUMED PROJECT TIMELINE

Preliminary Project timelines assumed by SPL and City for the purposes of the business case are shown below.

Changes to the Project as planned will require adjustments to the timeline. Following borrowing approval, SPL will refine the timeline to align with future decision making related to Project procurement.

Funding Strategy 2009–2026

Operational Readiness 2017–2026

Community Consultation 2018

Business Case 2019

Design 2020–2022

Construction 2022–2025

Opening 2026

For more, see the New Central Library Business Case section, “Financial Analysis.”



BUSINESS CASE CONCLUSIONS

Since FMCL's construction over 50 years ago, population growth and demand for library services in Saskatoon has exceeded SPL's growth and has strained SPL's ability to provide quality library services.

1. A new central library will enable SPL to provide enhanced library services to meet the needs of the Saskatoon community at the central location and provide much needed support to branches.
2. Libraries are a key contributor to strong communities, serving as a valuable resource in supporting the United Nations Sustainable Development Goals, UNDRIP, and the Truth and Reconciliation's Calls to Action.
3. A new central library is critical to meeting the experienced and forecasted demand for a steadily increasing population, and contributing to downtown revitalization. Continued population growth and changing community needs are exacerbating existing constraints.
4. FMCL fails to meet capacity and programming needs that can enhance the quality of life of Saskatoon residents.
5. FMCL is non-compliant with modern building codes, including fire, mechanical, electrical, and accessibility, dating back nearly 20 years.
6. In addition to social value, experiences of other cities indicate that a new central library will directly contribute to downtown revitalization and numerous other benefits to the community.
7. The Project will enable SPL to provide enhanced service delivery, bringing together traditional library services with a host of new services.
8. The functional program addresses the desires expressed by the community.
9. The functional program enables SPL to address the identified service gaps.
10. The Functional Program includes space for an expanded collection, individual and collaborative spaces, technology-focused spaces, theatre, storyroom, gallery, indigenous spaces and, children's, teen, and Local History.
11. The planned space needs for a new central library are 149,000 square feet.
12. The new central library estimated project cost of \$154 million (adjusted for inflation). Funding sources are a combination of reserve funds, land sale proceeds, donations and \$87.5 million in borrowing (with the debt repayment via the library levy).
13. A new central library is projected to result in a positive economic impact with an estimated \$132 million in value-added GDP during the construction phase and estimated GDP impacts of over \$15 million annually once operating.
14. Construction is estimated to contribute \$132M to Canada's GDP, with nearly 70% of these impacts occurring in Saskatchewan. Ongoing operations are expected to have an annual impact of \$15M (year after year) to Canada's GDP, with nearly 90% of these impacts occurring in Saskatchewan.
15. Upon required funding approval by City Council, SPL intends to proceed with land acquisition, public engagement activities, and securing a project team.

ENDNOTES

ⁱ Australian Public Library Alliance. About APLA Website. 2019.

ⁱⁱ United Nations. Sustainable Development Goals Website. 2019.

ⁱⁱⁱ Canadian Federation of Library Associations Truth & Reconciliation Committee Report & Recommendations, 2017.

^{iv} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^v Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{vi} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{vii} Statistics Canada Census Profile, Saskatoon CMA, 2016 Census and Conference Board of Canada Metropolitan Outlook Spring 2018.

^{viii} Community-University Institute for Social Research, University of Saskatchewan. 2018 Saskatoon Point-in-Time Homelessness Count: Community Report Out. June 2018.

^{ix} Public Library Association. The 2017 Public Library Data Service Report: Characteristics and Trends. 2017.

^x City of Saskatoon. Population Growth and Rate of Change. 2018.

^{xi} City of Saskatoon. Population Growth and Rate of Change. 2018.

^{xii} Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

^{xiii} Globe & Mail, Central Libraries Turn the Page, May 22, 2018. D. Lawrence.

^{xiv} David Hewko Planning and Program Management, Saskatoon Public Library New Central Library Operating Cost Analysis, 2019.



September 11, 2019

Saskatoon Public Library
Attn: City Council
311 23rd St E
Saskatoon, SK S7K 0J6

Dear His Worship the Mayor and Members of City Council:

I am writing in support of funding for a new central building for the Saskatoon Public Library. Libraries change lives, and central library branches revitalize downtown cores, build communities, and support citizens. Additionally, robust and vital central libraries are a significant visual representation of a city's commitment to the learning, development, and enrichment of its residents.

Modern libraries are much more than repositories for books. In this age of rampant misinformation, libraries ensure that their clients have both 1) access to accurate information and 2) the professional support necessary to make sure they are able to access that information. They promote reading, host cultural events, create exhibits on topics of local and global interest, support entrepreneurship, and help immigrants acculturate. Central libraries also serve as a cornerstone of a city's infrastructure, operating as a key social, cultural, and educational institution. Through their role as a welcoming and accessible public commons, libraries bring people together to form and strengthen communities.

The Saskatoon Public Library's central library plan creates a space that blends traditional library services with enhanced programming to support Saskatoon's diverse citizens. Students, newcomers, local historians, the low literate, innovators, those without reliable internet access, readers, non-readers, local businesses – in short, all Saskatonians – will benefit from a revitalized library that is built to address our community's unique needs.

Speaking as the Dean of the University Library, the city library supports primary and secondary schools students who are potential future University of Saskatchewan students. A strong central library will help prepare students for university by supporting literacy, information literacy, digital fluency, and a culture of inquiry. The potential for partnership with the University to bring our researcher expertise to the broader community through shared programming in SPL central library spaces is enormous. Speaking as a resident of Saskatoon and a proud, and active, SPL card-holder, a new central library that serves as a beacon of learning and civic engagement would be a welcome addition to our growing city. My family, and families across our city, would know that Saskatoon prioritizes the intellectual and cultural enrichment, and civic engagement, of all its residents.

I am excited by the potential addition of a new central library to our downtown, and am pleased to provide my unequivocal support.

Sincerely,

Melissa L. Just, MLIS, EdD
Dean, University Library

September 8, 2019

To Whom It May Concern:

The Greater Saskatoon Catholic School Division would like to offer this letter of support on behalf of the Saskatoon Public Library for their request for funding for a new central library to be located in downtown Saskatoon. We appreciated and valued the opportunity to participate in a consult in 2018 to identify what a possible new vision might look like for the Saskatoon Public Library and how it could enhance services for the community.

Our school division values our partnership with the City of Saskatoon libraries and are excited that there is revisioning on how they can possibly expand and improve services that are currently be offered to the community of Saskatoon. We believe that students and families would benefit from a new central library with increased access to programs, access to new and innovative technology and flexible learning space to collaborate.

We look forward to this exciting project and the many positive social impacts for the community of Saskatoon. Through this new central library, we will continue to work collaborative to meet the diverse needs of the City of Saskatoon with a continued focus on improving literacy for all members of our community.

Sincerely,



Tammy Shircliff
Superintendent of Education



Sep 13, 2019

Saskatoon Public Library

RE: Letter of Support for Saskatoon Public Library

Attention: City Council

The YMCA is a longstanding and proud part of the Saskatoon community, and exemplifies a model of community support that promotes the mental, physical, and social wellbeing of those we serve. We are pleased to hear that the Library is working towards a new central Library that will undoubtedly serve the needs of many in our community. I firmly believe that the Library is a vital and unique part of a vibrant community. The needs that they are able to meet for community members will help our City ensure that we continue moving towards a revitalized downtown.

In the last several years there have been many positive examples of investment in Libraries and Library services throughout Canada. The goals of building a flexible space, a welcoming community hub and a place for learning and innovation align and complement our own Strategic goals.

I understand that one of the next steps in this process would be working with stakeholders to ensure that a variety of perspectives and community needs are identified. We would be very pleased to be involved in this process as we are also firm believers in the power of partnerships, combined effort, and having more impact together. In our most recent conversations with the Library staff we were very pleased to identify many possibilities to work together on program level opportunities and I see this as a very positive step. I look forward to seeing what these opportunities will lead to in the future.

The YMCA of Saskatoon is pleased to provide this letter of support for the Saskatoon Public Library and the work they do in the Saskatoon community.

DDodge

Dean Dodge
Chief Executive Officer

YMCA of Saskatoon

25-22nd Street East

Saskatoon, Sask

S7K0C7

T: 306-652-7515

E: dean.dodge@ymcasaskatoon.org



Saskatoon Public Schools
Inspiring Learning

310 - 21st Street East, Saskatoon SK S7K 1M7

Tel: (306) 683.8200 Fax: (306) 657.3900

saskatoonpublicschools.ca

Barry MacDougall, Director of Education

September 5, 2019

Ms. Carol Cooley
Director of Libraries & CEO
Saskatoon Public Library
Email: r.landriault@saskatoonlibrary.ca

Attention: City Council

Dear Saskatoon City Council,

Saskatoon Public Schools supports the development of a new central library, to be located in downtown Saskatoon. We endorse the proposed business case for a new central library because it will be of great benefit to students and teachers in our division.

The library's renewed focus on learning and innovation will provide more active, relevant learning support for students. As teachers work to fulfil commitments to students and achieve strategic student goals, a new central library will position Saskatoon Public Library as a key partner in learning in a more wide-reaching and responsive way.

The adaptive infrastructure and learning programs envisioned in the plan for the new library will enhance the support provided for increased literacy rates in young people and families. Saskatoon Public Library has worked in partnership with Saskatoon Public Schools for many years in our common goal of growing child and family literacy. If actualized, the plan for a new central library, with new literacy programming to address 21st century learning needs, will strengthen the effectiveness of the service that both of our organizations provide to students and families.

Students and staff of Saskatoon Public Schools look forward to the creation of a new downtown central library and all the advantages it will bring to the community. We anticipate many benefits and enthusiastically support the plan as a way to strengthen our partnership with the Saskatoon Public Library in the service of student learning.

Sincerely,

Barry MacDougall, Director of Education, Saskatoon Public Schools

tat



**Saskatoon
Open Door
Society**

100-129 3rd Ave. N. Saskatoon, SK S7K 2H4
P: 306-653-4464 F: 306-653-7159

September 3, 2019

City Councillors
222 3rd Avenue North
Saskatoon, SK S7K 0J5

Dear Saskatoon City Councillors;

On behalf of the Saskatoon Open Door Society (SODS), I would like to express my unreserved support for the Saskatoon Public Library's (SPL) new central library project proposal. I believe a new central library is sorely needed within our community and would provide myriad economic and social benefits for our vibrant and growing city.

At SODS, we see firsthand the impact SPL has on our community, particularly in relation to newcomers. Public libraries are invaluable resources for new Canadians and often one of the first places they visit upon arriving in their new community. SPL, in particular, offers free and equal access to critical programs and services such as story times, job search help, resume writing workshops, and EAL seminars where newcomers can practice English and learn about life in Canada. In addition to the practical help these programs provide, they are tremendously beneficial in helping new Canadians establish a sense of belonging and community. By offering free access to public computers, Wi-Fi and other forms of technology that are tremendously important, SPL also helps bridge the digital divide for newcomers and many other community members with limited financial means.

Though the Frances Morrison Central Library has served our city well for more than 50 years, it is now outdated, non-compliant with nearly all significant building codes, and severely undersized in relation to our current population. A new facility would contribute to downtown rejuvenation efforts in a very meaningful way and significantly enhance the social welfare and quality of life for all Saskatonians. While this would be a significant financial investment for our city, I firmly believe it would provide invaluable returns.

Sincerely,

Ali Abukar
Chief Executive Officer





September 13, 2019

His Worship Mayor Charlie Clark and City Councillors
City Hall
222 Third Avenue North
Saskatoon, SK S7K 0J5

Dear Mayor Clark and City Councillors,

Re: Support for New Downtown Central Library

Downtown Saskatoon is supportive of plans to build a new central library in our district. In cities around Canada and the world, there are many recent examples where central libraries have served as catalysts for urban development and renewal in addition to providing needed services to the community.

As stated in the *City Centre Plan* (2013), in order to attract new residential and commercial uses to the City Centre, the amenities that each of these groups require must be increased. Certainly, a renewed central library will play a key role in fostering growth in the City Centre.

We look forward to reviewing the complete business and financial plan for the proposal. In principle, we believe that a new central library located in Downtown Saskatoon will quickly become a prized community asset and assist in other civic goals such as expanding the residential population in the City Centre and attracting other private investment in the area.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Brent Penner'.

Brent Penner
Executive Director

cc: Chris Beavis, Chair, Downtown Saskatoon Board of Management
Carol Cooley, CEO, Saskatoon Public Library



GOVERNANCE AND PRIORITIES COMMITTEE

2020 Appointments of Deputy Mayor

Recommendation of the Committee

That the 2020 appointments of Deputy Mayor as described in the September 23, 2019 report of the City Clerk, be approved.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report from the City Clerk regarding the above.

Attachment

September 23, 2019 report of the City Clerk

2020 Appointments of Deputy Mayor

ISSUE

This report reviews and seeks approval for the 2020 Appointments of Deputy Mayor leading up to the Civic Election.

RECOMMENDATION

That a report be submitted to City Council's Organizational Meeting, as part of the September 30, 2019 Regular Business Meeting, recommending approval of the 2020 appointments of Deputy Mayor, as described in this report and detailed in Appendix 1.

BACKGROUND

Section 7 of Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014* provides for an organizational meeting to be held each year as part of the Regular Business meeting in September. At the organizational meeting, Council shall establish the term and rotation schedules for the positions of Deputy Mayor and Acting Mayor.

DISCUSSION/ANALYSIS

Pursuant to *The Cities Act*, City Council is required to appoint a Deputy Mayor.

The Deputy Mayor is to act as the Mayor if the Mayor is unable to perform the duties of Mayor, or the office of Mayor is vacant. Council shall appoint an Acting Mayor if both the Mayor and the Deputy Mayor are unable to perform the duties of Mayor, or both the office of the Mayor and the office of Deputy Mayor are vacant. The Acting Mayor shall be the Council member who was last elected as Deputy Mayor.

In the past, City Council has appointed the Deputy Mayor on a reverse alphabetical basis with a monthly rotation. Continuing in this manner, Appendix 1 is a listing of proposed Deputy Mayor appointments through to November 16, 2020, the date of the first meeting of City Council following the Civic Election. A further report will be submitted to that meeting, in order to appoint the Deputy Mayor for the remainder of November, if necessary should the current appointee not be re-elected, and December.

IMPLICATIONS

There are no financial, legal, social, or environmental implications identified.

NEXT STEPS

The 2020 Appointments for Deputy Mayor are to be considered by City Council at its organizational meeting, as part of the Regular Business Meeting on September 30, 2019. A further report will be submitted following the Civic Election on November 9, 2020, to the Inaugural meeting of City Council scheduled for November 16, 2020.

APPENDICES

1. Appointments of Deputy Mayor – 2020 (January – November 16)

Report Approval

Written and Approved by: Joanne Sproule, City Clerk

Admin Report - 2020 Appointments of Deputy Mayor.docx

Appointments of Deputy Mayor – 2020

January 2020	-	Councillor T. Davies
February 2020	-	Councillor C. Block
March 2020	-	Councillor M. Loewen
April 2020	-	Councillor Z. Jeffries
May 2020	-	Councillor A. Iwanchuk
June 2020	-	Councillor D. Hill
July 2020	-	Councillor H. Gough
August 2020	-	Councillor S. Gersher
September 2020	-	Councillor B. Dubois
October 2020	-	Councillor R. Donauer
November 2020 (1 st – 16 th)	-	Councillor T. Davies
December 2020	-	TBD



GOVERNANCE AND PRIORITIES COMMITTEE

Review of The Procedures and Committees Bylaw, 2014

Recommendation of the Committee

That *The Procedures and Committees Bylaw, 2014* be amended:

1. to allow for the changes to Schedules C – Public Council Committee Meeting Agenda and D - In Camera Council Committee Meeting Agenda, as outlined in the September 23, 2019 report of the City Clerk;
2. to allow for removal of the words “In an emergency” in Sections 18 and 91, and including parameters around remote attendance at meetings, as outlined in the September 23, 2019 report of the City Clerk; and
3. such that requests to speak to matters not on a Council or Committee Agenda pertaining to an appeal to an independent tribunal contain the same provision as Communications to Council or Committee for matters pertaining to an appeal to an independent tribunal, and further include an exclusion to matters before the Courts in both communications to Council and Committee and requests to speak to Council and Committee.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report of the City Clerk regarding the above.

Your Committee requested that the matter of rotating the Chair for Governance Priorities Committee meetings be referred to the Strategic Planning Session for the 2020 City Council and also that Administration report further on the matter of time limits for debate on motions in Committee meetings.

During consideration of the matter of participation through electronic means, your Committee resolved that the estimated costs to upgrade technology in Council Chambers for members participating by electronic means, as indicated in the September 23, 2019 report of the City Clerk be referred to the 2020-2021 Preliminary Business Plan and Budget for consideration. It should be noted that Administration has since confirmed that a funding source has been determined and that it is not necessary for the matter to proceed to budget deliberations.

Attachment

September 23, 2019 report of the City Clerk

Review of The Procedures and Committees Bylaw, 2014

ISSUE

City Council and the Administration are continuously exploring ways to improve the City of Saskatoon's governance model and associated processes. This report proposes several amendments to Bylaw 9170, *The Procedures and Committees Bylaw, 2014* (the "Bylaw"). The proposed amendments address agenda templates for Public and *In Camera* Council Committee Meetings, participation in a meeting by electronic means, rotation of Chair for Governance and Priorities Committee meetings, clarification around requests to speak, and implementation of a five-minute time limit for debate on a motion in Committee meetings.

RECOMMENDATION

That a report be forwarded to City Council recommending that *The Procedures and Committees Bylaw, 2014* be amended:

1. to allow for the changes to Schedules C – Public Council Committee Meeting Agenda and D - *In Camera* Council Committee Meeting Agenda, as outlined in this report;
2. to allow for removal of the words "In an emergency" in Sections 18 and 91, and including parameters around remote attendance at meetings, as outlined in this report; and
3. such that requests to speak to matters not on a Council or Committee Agenda pertaining to an appeal to an independent tribunal contain the same provision as Communications to Council or Committee for matters pertaining to an appeal to an independent tribunal, and further include an exclusion to matters before the Courts in both communications to Council and Committee and requests to speak to Council and Committee.

BACKGROUND

In 2014, City Council approved a major overhaul to its governance structure, culminating in the adoption of *The Procedures and Committees Bylaw, 2014*. Since the passage of the *Bylaw*, City Council has made various changes to its governance structure and processes. These changes have resulted in periodic amendments to Bylaw 9170.

DISCUSSION/ANALYSIS

The Leadership Team Governance Subcommittee (LTGS) is committed to continuous review and improvement of the City's governance model. As part of the commitment, the LTGS has identified through feedback from members of Council and through practical application of the *Bylaw*, five areas of the *Bylaw* requiring possible amendments.

The following is a summary of each of the issues, along with a recommendation from the LTGS:

1. Agenda Templates – Public and *In Camera* Council Committee Meetings

Administration has recently introduced new report templates for use in submitting reports directly to City Council and to City Council Committees. To complement the report categories of Information Reports, Approval Reports and Decision Reports, LTGS is recommending Schedules “C” and “D” of the *Bylaw* (Public Council Meeting Agenda and *In Camera* Council Committee Meeting Agenda) be amended to reflect the new categories.

Further, the *In Camera* template (Schedule “D”) requires amendment to reflect the fact that Committee confirms its *In Camera* agenda as part of the public agenda. It also rises and reports matters from the *In Camera* agenda to the public meeting, thereby eliminating the need for *In Camera* minutes. As a result, the LTGS is recommending that references to both items be removed from the template identified as Schedule “D”.

Black line copies of Schedules “C” and “D” are attached as Appendix 1 to reflect the recommended changes.

2. Meeting Through Electronic Means

Section 99 of *The Cities Act* states that:

“(1) A council meeting or council committee meeting may be conducted by means of a telephone, electronic or other communication facility if:

- (a) notice of meeting is given to the public, including the way in which the meeting is to be conducted;
- (b) the facilities enable the public to at least listen to the meeting at a place specified in that notice and the clerk is in attendance at that place; and
- (c) the facilities permit all participants to communicate adequately with each other during the meeting.

(2) Members of a council or a council committee participating in a meeting held by means of a communication facility are deemed to be present at the meeting.”

Sections 18 and 91 of the *Bylaw* deal with “Meeting Through Electronic Means” for both Council meetings and Council Committee meetings. They are currently more stringent than *The Cities Act* provisions noted above. Both sections of the *Bylaw* reflect the foregoing requirements of *The Cities Act*, by which a meeting may be conducted through electronic means; however, the *Bylaw* prefaces both sections with the stipulation of “**In an emergency**”.

Section 42 of the *Bylaw*, which has been relied upon to allow for participation by members by telephone, prescribes:

“42. Any of the rules contained in this Bylaw not specified in *The Cities Act* may be suspended for any one meeting by a unanimous vote of the Council members present at the meeting.”

On occasions where Council or Committee members have participated by telephone, notice was provided to the public. Such notice has indicated that a member or members of Council will be participating by telephone in a meeting in compliance with *The Cities Act* and *Bylaw* provisions. Because the minimum *Cities Act* requirements of providing notice, etc. were met, Council has then been able to vote unanimously to suspend its rules. The rule suspension was limited to allowing Council to meet through electronic means in an emergency.

Presumably, the intent of the emergency situations requirement may have been to limit the amount of participation in a meeting by electronic means. LTGS has undertaken a scan of such provisions in procedure bylaws in other cities and has found that they exist subject to specific limitations. LTGS is therefore recommending an amendment to Bylaw 9170 allowing for remote participation, subject to the following parameters:

- remote participation will only be used in Regular Business meetings of City Council, Strategic Planning meetings of City Council and meetings of the Governance and Priorities Committee;
- remote participation is prohibited in Public Hearing Meetings;
- a request to participate should be received by the City Clerk at least one week in advance for inclusion in the agenda, so that notice of the remote participation is provided to the other Members of Council and to the Public;
- in consultation with the City Clerk, the Chair can determine a limit to the number of remote members in a meeting;
- remote participation will only be used for locations where facilities allow for such participation and subject to the determination by the City Clerk;
- the remote member is deemed to be present at the meeting, but does not count towards quorum. Quorum must be met with those members physically present in the meeting location;
- the remote member retains all other rights and privileges as stated in The Procedure Bylaw;
- the time a remote member joins and leaves the meeting will be noted in the minutes;
- the speaking queue for the remote member may be determined as first or last in queue;
- if the remote member wants to be moved in the speaking queue, the member can message the Chair or the City Clerk;

- Voting will follow the procedure outlined in The Procedure Bylaw.

3. Requests to Speak

Section 25 of the *Bylaw* deals with Communications received with respect to matters not on a Council agenda. That section of the *Bylaw* addresses how matters that are before an independent tribunal are to be dispensed. Specifically, subsection (6) states:

“(6) Communications respecting a matter for which an appeal to an independent tribunal exists pursuant to *The Cities Act* or any City bylaw shall not be referred to a Council Committee, but rather to the Department or Division having carriage of the appeal on the City’s behalf. Without limiting the generality of the foregoing, the following matters shall be referred:

- (a) in the case of property maintenance and nuisance abatement matters, to the Fire Chief of the Saskatoon Fire Department;
- (b) in the case of assessment matters, to the Director of Corporate Revenue;
- (c) in the case of business licensing matters, to the General Manager of Community Services;
- (d) in the case of collection, handling and disposal of waste and recyclable material, to the General Manager of Utilities and Environment;
- (e) in the case of requests for forgiveness of City mortgages under the lot allocation program, to the Director of Saskatoon Land.

Section 98(7) of the Bylaw has a similar provision to the above as it relates to communications to a Council Committee.

However, this wording is not contained in Sections 26 and 100 with respect to Requests to Speak. In some instances this has resulted in confusion.

As a result, LTGS is recommending that:

- the foregoing exclusions for referral of Council communications to a Council Committee also include matters that are before the Courts; and
- that similar provisions for exclusions outlined above, including matters before the Courts, be included in Sections 27 and 100 of the Bylaw dealing with requests to speak to Council or Committee.

4. Governance & Priorities Committee Chair

Section 76(4) of the *Bylaw* states:

“The Mayor is the Chair of the Governance and Priorities Committee”. Interest has been expressed to the LTGS by some members of Council to have this provision amended to allow the option to rotate the Chair. This matter was raised in 2013/2014

during the Governance review of City Council and City Council Committee meetings. At that time, the desire was to remain with the Mayor as Chair of the former Executive Committee.

A scan of the Procedures Bylaws of other cities with a committee comparable to the Governance & Priorities Committee revealed the following:

City of Edmonton – Executive Committee
Mayor is the Chair

City of Calgary – Priorities & Finance Committee
Mayor is the Chair (Deputy Mayor in absence of the Mayor)

City of Winnipeg – Executive Policy Committee
Mayor is Chair

City of Regina – Executive Committee
Deputy Mayor is Chair

The one major caveat to this overview is that, with the exception of Regina, these Committees in other cities are made up of a select group of Council members and not the whole Council. This is the reason why the Mayor serves as the Chair of these Committees. Saskatoon and Regina are the only cities in this sample where all members of Council serve on a priorities or executive-style Committee.

Should the Governance and Priorities Committee be interested in recommending a change to the existing provisions for Chair of the Committee, the appropriate amendment to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014* would be required.

5. Time Limit for Debate on Motions in Committee Meetings

On August 19, 2019, the Governance and Priorities Committee dealt with an information report of the City Solicitor regarding an Inquiry of Councillor Hill related to procedural matters. During discussion of the matter the question of imposing a five-minute time limit for debate on a motion in Committee meetings was raised. Administration committed to address the query as part of its review of potential amendments to *The Procedures and Committees Bylaw*.

A scan of the Cities of Calgary, Edmonton, Winnipeg and Regina was undertaken. Both Calgary and Edmonton appear to have limitations around speaking. The City of Edmonton provides for a Councillor to ask questions or speak multiple times in relation to a single item for a maximum of five minutes each time. The City of Calgary states that a member's debate, including questions to Administration, but not Administration's responses must not exceed five minutes on a main motion, three minutes on an amendment, and three minutes for the Member who moved the main motion to respond to questions during debate.

If there is interest in recommending a change to the existing provisions for debate in Committee meetings, the LTGS could produce a follow-up report outlining various options for consideration.

IMPLICATIONS

Financial: There are no direct budgetary or financial implications resulting from the recommendations in this report. However, in order to enhance the technology and quality for those members participating by electronic means, an upgrade to Council Chambers would be needed. This upgrade is estimated at \$5,000 and currently is unallocated.

Legal: The implementation of any of the recommended changes would require amendments to Bylaw No. 9170.

NEXT STEPS

Should the Governance and Priorities Committee recommend amendments to *The Procedures and Committees Bylaw, 2014*, Public Notice pursuant to Section 3 of Policy C01-021, *The Public Notice Policy*, would be required at the time that City Council considers the amending Bylaw.

APPENDICES

Appendix 1 – Black line copies Schedules C and D, Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*

Report Approval

Written and Reviewed by:	Joanne Sproule, City Clerk Cindy Yelland, City Solicitor Mike Jordan, Chief Public Policy and Government Relations Officer.
Approved by:	Joanne Sproule, City Clerk

Admin Report - Review of The Procedures and Committees Bylaw, 2014.docx

Schedule “C”

Public Council Committee Meeting Agenda

1. **Call to Order**
2. **Confirmation of Agenda**
3. **Adoption of Minutes of Committee Meeting**
4. **Unfinished Business**
5. **Communications** (requiring the direction of the Committee)
6. **Requests to Speak** (new matters)
7. ~~Reports from Administration~~ 7. **Administrative and Legislative Reports**
 - 7.1 Information Reports
 - 7.2 Approval Reports
 - 7.3 Decision Reports
8. ~~Legislative Reports~~
9. ~~8.~~ **Motions** (notice previously given)
10. ~~9.~~ **Giving Notice**
11. ~~10.~~ **Urgent Business**
12. ~~11.~~ **Confirmation of In Camera Items**
13. ~~12.~~ **In Camera Session** (if required)
14. ~~13.~~ **Adjournment**

Schedule “D”

In Camera Council Committee Meeting Agenda

1. **Call to Order**
- ~~2. Confirmation of Agenda and In Camera Items~~
- ~~3. Adoption of Minutes of In Camera Council Committee Meeting~~
- ~~4.~~ **2. Unfinished Business**
- ~~5.~~ **3. Communications** (requiring the direction of the Committee)
- ~~6.~~ **4. Reports from the Administration** **4. Administrative and Legislative Reports**
- ~~7.~~ **5. Legislative Reports**
- ~~8.~~ **6. Urgent Business**
- ~~9.~~ **7. Verbal Updates**
 - ~~9.1~~ **7.1 Council Members**
 - ~~9.2~~ **7.2 Administration**
 - ~~9.3~~ **7.3 Other**
- ~~10.~~ **8. Adjournment**



GOVERNANCE AND PRIORITIES COMMITTEE

Sharing Prosperity through Reconciliation

Recommendation of the Committee

1. That City Council approve entering into a protocol agreement as contained in Appendix 1 of ; and
2. That His Worship the Mayor sign the agreement on behalf of City Council at a date agreeable to the Mayor and the Saskatoon Tribal Council.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report from the Administration regarding the above. Your Committee received a presentation from Chief Mark Arcand, Saskatoon Tribal Council regarding the matter.

Attachment

September 23, 2019 report of the Chief Public Policy & Government Relations Officer

Sharing Prosperity through Reconciliation

ISSUE

The City of Saskatoon and the Saskatoon Tribal Council share a common objective in improving the quality of life for all people that reside in Saskatoon. To advance this objective, the City of Saskatoon and the Saskatoon Tribal Council have prepared a protocol agreement titled, “Sharing Prosperity Through Reconciliation”. It provides a formal agreement in which the parties can plan a common path forward to improve the quality of life for First Nations’ citizens.

RECOMMENDATION

That the Governance and Priorities Committee recommend to City Council:

1. That City Council approve entering into a protocol agreement as contained in Appendix 1; and
2. That His Worship the Mayor sign the agreement on behalf of City Council at a date agreeable to the Mayor and the Saskatoon Tribal Council.

BACKGROUND

On June 22, 2015, City Council directed the Administration to identify responses and financial implications of the TRC Calls to Action. At the same time, City Council declared July 1, 2015 to June 30, 2016, the Year of Reconciliation. The Administration was directed to work with the Office of the Treaty Commissioner (OTC), and other community groups, leaders, and institutions in Saskatchewan to promote reconciliation.

The Administration reported on October 19, 2015, and was directed to provide regular updates outlining successes, as well as outstanding items, along with an update of events recognizing the Year of Reconciliation in Saskatoon. The Administration was also directed to report with a plan for increased professional development and training for employees, with a long-term target of 100 percent participation.

The 2018-2021 Strategic Plan focuses on delivering services that help build an increasingly prosperous, safe and sustainable community. In discussions, both Saskatoon Tribal Council and City of Saskatoon are interested in pursuing a more formalized arrangement between the orders of government.

On August 26, 2019, City Council considered the Proposed Protocol Agreement with the Saskatoon Tribal Council report, and resolved that the Administration collaborate with the Saskatoon Tribal Council to establish a Protocol Agreement as outlined in the report.

DISCUSSION/ANALYSIS

The proposed protocol agreement, “Sharing Prosperity through Reconciliation,” establishes a stronger working relationship between the City of Saskatoon and the Saskatoon Tribal Council. The primary goal of the agreement is to establish a guiding

framework to develop programs and initiatives that aim to advance reconciliation and improve the quality of life for all citizens of Saskatoon. Please consult Appendix 1 for more details on the proposed agreement.

The main objective of the proposed protocol agreement is to establish foundational principles and meeting protocols that will lead to the development of a common work plan over the next five years. In doing so, the agreement provides a mutually beneficial joint course of action with each party taking responsibility for achieving a productive working relationship.

More specifically, the intent is that senior political and administration members who have been tasked with the advancement of the Truth and Reconciliation Calls to Action will provide input into the development of a framework of symbiotic actions to improve the quality of life for First Nations people living in the Saskatoon. Each organization will identify administrative working groups to design and carry out the priority initiatives and activities within the framework.

IMPLICATIONS

There are no immediate financial or budgetary implications resulting from the approval of the proposed agreement. The working groups will attempt to implement the agreement within current resources. However, this may result in a reallocation of current budgets and resources to different areas within the City. City Council will continue to direct and oversee the Administration's priorities in this area through their ongoing budget, strategic planning, and report consideration processes. If necessary and where applicable, additional resources may be pursued from other orders of government, community partners and private sector investors.

NEXT STEPS

Following approval by City Council, the Saskatoon Tribal Council and City of Saskatoon representatives will cooperatively plan a signing ceremony in the fall of 2019. Once the agreement is officially signed, both organizations will initiate a joint planning meeting to develop ways in which to accomplish the goals and objectives of the protocol agreement.

The Administration will provide an Information Report to the Governance and Priorities Committee one year after official signing of the agreement. The intent of this report is to advise on the agreement's implementation.

APPENDIX

1. Protocol Agreement "Sharing Prosperity through Reconciliation"

Report Approval

Written by: Gilles Dorval, Director of Indigenous Initiatives
Reviewed by: Mike Jordan, Chief Public Policy & Government Relations Officer
Reviewed by: Dan Willems, Interim Chief Strategy & Transformation Officer
Approved by: Jeff Jorgenson, City Manager

Admin Report - Sharing Prosperity through Reconciliation.docx



PROTOCOL AGREEMENT SHARING PROSPERITY THROUGH RECONCILIATION

This Agreement effective this ____ day of _____, 2019 (the “Effective Date”).

Between:

Saskatoon Tribal Council as represented by the Chiefs of
the Seven (7) Member First Nations

Kinistin Saulteaux Nation
Mistawasis Nêhiyawak
Muskeg Lake Cree Nation
Muskoday First Nation
One Arrow First Nation
Whitecap Dakota First Nation
Yellow Quill First Nation

(collectively the “STC”)

and

The City of Saskatoon, a municipal corporation pursuant to
the provisions of *The Cities Act*, S.S. 2002, c. C-11.1 (the
“City”)

Background

Whereas the Parties herein acknowledge that they share a common interest of improving the quality of life for all the people that reside in the Greater Saskatoon Area;

And Whereas all First Nations peoples can rest in the knowledge that the Parties will work together, collaboratively, to develop programs and initiatives that ensure that all peoples of Saskatoon receive the same measure of human rights and social equity;

And Whereas the City respects the Aboriginal and Treaty rights of the First Nations comprising the STC;

And Whereas Section 35 of the *Constitution Act, 1982*, states that the “existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized

and affirmed” and that the “aboriginal peoples of Canada” include the Indian, Inuit and Metis peoples;

And Whereas the Parties support the Principles set out in the United Nations Declaration on the Rights of Indigenous Peoples (“UNDRIP”), as well as the Calls to Action of the Truth and Reconciliation Commission (“TRC”), consistent with the Canadian Constitution and Saskatchewan law;

And Whereas the Parties wish to establish the means to convene to discuss and to resolve issues of common interest through this Agreement;

And Whereas these discussions are intended to lead to actions to improve socio-economic outcomes for members of the First Nations of the STC, now and in the future;

Now therefore the Parties agree as follows:

Points of Contact

1. The Parties shall establish designated points of contact for the City and STC at the senior political and management levels whose task shall be the advancement of social equity and Truth and Reconciliation initiatives.
2. The expectation of the Parties is that the designated points of contact shall work towards establishing a framework for advancing the progress of the on-going and proposed Truth and Reconciliation Calls to Action, a copy of which are attached to this Agreement as Schedule “A”.
3. The expectation of the Parties is that the designated points of contact shall establish working groups that will select priority areas and joint courses of action that will lead to identifying how the resources of the Parties for this area may be shared so as to improve the quality of life for First Nations people living and working in Saskatoon.

Foundational Principles

4. The Parties acknowledge and agree that the foundational principles that shall apply to this Agreement include the following:
 - (a) that the Parties shall make their best efforts to achieve joint courses of action, and acknowledge that this will require them to contribute to an atmosphere of mutual recognition, respect and openness;
 - (b) that each Party shall take responsibility for success in achieving a productive working relationship;

- (c) that achieving success requires each of the Parties to recognize and respect that the other Party may have positions with which it cannot agree, but nonetheless also recognizes and respects that the other Party considers its position to be valid. Where acceptance of the other Party's positions is not possible, each Party recognizes and respects that success will require it to do as much as possible to find creative accommodation of the other Party's position; and
- (d) this Agreement is intended to state general principles and to record the intentions of the Parties. It is not intended to create any legal rights or responsibilities, or legally binding obligations, such as contractual obligations, of the Parties.

Meeting Protocol

5. The Parties acknowledge and agree that any meeting shall proceed as follows:

- (a) that for any meeting, each Party may propose for discussion any matters which it considers to be useful in reaching the objectives of this Agreement. When either Party requires a matter to be addressed, the matter will be included on the agenda of the meeting. Each Party acknowledges it has the responsibility to suggest specific proposals for resolving issues, and neither Party will expect the other to be solely responsible for making such proposals;
- (b) that chairing of meetings shall alternate between the Parties. At the agreement of both Parties, a neutral chair acceptable to both Parties may be invited to chair one or more meetings;
- (c) that each Party may maintain its own minutes of meetings. Neither Party shall record meetings electronically. Where agreement has been reached, a written record of the decision will be made; and
- (d) that the Parties intend to make their planned public communications with respect to Agreement meetings available to each other for comment prior to public release. Where possible, the Parties intend to cooperate, and issue joint communications. The Parties understand that this does not preclude either Party from issuing communications as it sees fit.

Decision-Making

6. The Parties acknowledge and agree that the decisions to be made shall depend on the following:

- (a) that the ability of each Party to participate in discussions shall depend upon the availability of the resources to do so and that success in reaching the objectives of this Agreement depend upon the Parties having access to resources;
- (b) that each Party, if possible, agrees to create its own database of information and expertise, and make that information available to the other Party insofar as permitted by applicable information, and privacy law. The Parties shall work together towards an information sharing agreement; and
- (c) that the Parties shall work together, collaboratively, to develop and deliver training, employment and educational programs, and initiatives that will benefit First Nations peoples.

Initiatives and Work Plan

- 7. The Parties acknowledge and agree that this Agreement does not commit either Party to new initiatives or programs. The expectation is that the Parties shall advance this Agreement using their current resources and internal staffs and review and perhaps direct current budget items to different areas; however, the Parties may agree to a new project or initiative, and as set out in Section 10, and promote this project or initiative once the necessary resources are identified and agreed to.
- 8. With respect to the meeting of the designated points of contact, it is the expectation of the Parties that the senior political leaders shall meet at least once per year to address areas of mutual interest, and with respect to senior management levels they may meet as required and may delegate tasks to other officials for specific projects or initiatives.
- 9. Ultimately, it is the expectation of the Parties that an annual work plan shall be developed to guide and identify projects and initiatives that the Parties wish to pursue and the work plan will include a summary of the following: resources available, desired outcomes and timelines.
- 10. For any project or initiative that requires a direct contribution, the Parties shall, in advance of any announcement of the same, confirm that the required budget is available, and if this cannot be established due to limited resources then the project or initiative will not proceed.

Annual Review and Termination

11. The Parties acknowledge and agree that they shall annually report on the progress achieved through this Agreement.
12. Either Party may terminate this Agreement, upon providing the other with six (6) months' notice of its intention to do so, and further, the Parties agree to review and either renew, amend or cancel this Agreement in five (5) years from the Effective Date.

Implementation

13. The Parties agree to do, take, execute, acknowledge if required and deliver such further and additional acts, actions, documents, instruments or writings not specifically referred to herein as may be necessary, required, proper, desirable or convenient for the purpose of fulfilling the spirit and intent of this Agreement.

Capacity

14. The Parties warrant and represent to each that the Parties that have signed this Agreement are authorized to enter into this Agreement and the transactions contemplated hereby and that the execution and performance of this Agreement and the provisions hereof do not and shall not constitute any breach of or default under or with respect to any other agreement, indenture, undertaking or obligation by which such Party or any of its assets are bound.

Amendments

15. This Agreement shall not be amended, modified, supplemented or altered except by a written instrument executed by the Parties sought to be bound by such amendment, modification, supplement or alteration.

Counterparts

16. This Agreement may be executed in multiple facsimile or original counterparts, each of which shall be deemed, construed and considered to be an original, but all of which shall constitute one and the same instrument.

Invalidity of Provisions

17. Each of the provisions contained in this Agreement is distinct and severable and a declaration of invalidity or unenforceability of any provisions by a court of competent jurisdiction shall not affect the validity or enforceability of any other provision.

In Witness Whereof the Parties have entered this Agreement as of the Effective Date.

Saskatoon Tribal Council

Tribal Chief Mark Arcand
Saskatoon Tribal Council

Chief Greg Scott
Kinistin Saulteaux Nation

Chief Daryl Watson
Mistawasis Nêhiyawak

Chief Kelly Wolfe
Muskeg Lake Cree Nation

Chief Austin Bear
Muskoday First Nation

Chief Tricia Sutherland
One Arrow First Nation

Chief Darcy Bear
Whitecap Dakota First Nation

Chief John Machiskinic
Yellow Quill First Nation

The City of Saskatoon

Mayor

c/s

City Clerk



Truth and
Reconciliation
Commission of Canada

Truth and Reconciliation Commission of Canada: Calls to Action



Truth and
Reconciliation
Commission of Canada

Truth and Reconciliation Commission of Canada: Calls to Action

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2015

Truth and Reconciliation Commission of Canada, 2012

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Calls to Action

In order to redress the legacy of residential schools and advance the process of Canadian reconciliation, the Truth and Reconciliation Commission makes the following calls to action.

Legacy

CHILD WELFARE

1. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to reducing the number of Aboriginal children in care by:
 - i. Monitoring and assessing neglect investigations.
 - ii. Providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside.
 - iii. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the history and impacts of residential schools.
 - iv. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the potential for Aboriginal communities and families to provide more appropriate solutions to family healing.
 - v. Requiring that all child-welfare decision makers consider the impact of the residential school experience on children and their caregivers.
2. We call upon the federal government, in collaboration with the provinces and territories, to prepare and

publish annual reports on the number of Aboriginal children (First Nations, Inuit, and Métis) who are in care, compared with non-Aboriginal children, as well as the reasons for apprehension, the total spending on preventive and care services by child-welfare agencies, and the effectiveness of various interventions.

3. We call upon all levels of government to fully implement Jordan's Principle.
4. We call upon the federal government to enact Aboriginal child-welfare legislation that establishes national standards for Aboriginal child apprehension and custody cases and includes principles that:
 - i. Affirm the right of Aboriginal governments to establish and maintain their own child-welfare agencies.
 - ii. Require all child-welfare agencies and courts to take the residential school legacy into account in their decision making.
 - iii. Establish, as an important priority, a requirement that placements of Aboriginal children into temporary and permanent care be culturally appropriate.
5. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate parenting programs for Aboriginal families.

EDUCATION

6. We call upon the Government of Canada to repeal Section 43 of the *Criminal Code of Canada*.
7. We call upon the federal government to develop with Aboriginal groups a joint strategy to eliminate

educational and employment gaps between Aboriginal and non-Aboriginal Canadians.

8. We call upon the federal government to eliminate the discrepancy in federal education funding for First Nations children being educated on reserves and those First Nations children being educated off reserves.
9. We call upon the federal government to prepare and publish annual reports comparing funding for the education of First Nations children on and off reserves, as well as educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
10. We call on the federal government to draft new Aboriginal education legislation with the full participation and informed consent of Aboriginal peoples. The new legislation would include a commitment to sufficient funding and would incorporate the following principles:
 - i. Providing sufficient funding to close identified educational achievement gaps within one generation.
 - ii. Improving education attainment levels and success rates.
 - iii. Developing culturally appropriate curricula.
 - iv. Protecting the right to Aboriginal languages, including the teaching of Aboriginal languages as credit courses.
 - v. Enabling parental and community responsibility, control, and accountability, similar to what parents enjoy in public school systems.
 - vi. Enabling parents to fully participate in the education of their children.
 - vii. Respecting and honouring Treaty relationships.
11. We call upon the federal government to provide adequate funding to end the backlog of First Nations students seeking a post-secondary education.
12. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate early childhood education programs for Aboriginal families.

LANGUAGE AND CULTURE

13. We call upon the federal government to acknowledge that Aboriginal rights include Aboriginal language rights.

14. We call upon the federal government to enact an Aboriginal Languages Act that incorporates the following principles:
 - i. Aboriginal languages are a fundamental and valued element of Canadian culture and society, and there is an urgency to preserve them.
 - ii. Aboriginal language rights are reinforced by the Treaties.
 - iii. The federal government has a responsibility to provide sufficient funds for Aboriginal-language revitalization and preservation.
 - iv. The preservation, revitalization, and strengthening of Aboriginal languages and cultures are best managed by Aboriginal people and communities.
 - v. Funding for Aboriginal language initiatives must reflect the diversity of Aboriginal languages.
15. We call upon the federal government to appoint, in consultation with Aboriginal groups, an Aboriginal Languages Commissioner. The commissioner should help promote Aboriginal languages and report on the adequacy of federal funding of Aboriginal-languages initiatives.
16. We call upon post-secondary institutions to create university and college degree and diploma programs in Aboriginal languages.
17. We call upon all levels of government to enable residential school Survivors and their families to reclaim names changed by the residential school system by waiving administrative costs for a period of five years for the name-change process and the revision of official identity documents, such as birth certificates, passports, driver's licenses, health cards, status cards, and social insurance numbers.

HEALTH

18. We call upon the federal, provincial, territorial, and Aboriginal governments to acknowledge that the current state of Aboriginal health in Canada is a direct result of previous Canadian government policies, including residential schools, and to recognize and implement the health-care rights of Aboriginal people as identified in international law, constitutional law, and under the Treaties.
19. We call upon the federal government, in consultation with Aboriginal peoples, to establish measurable goals to identify and close the gaps in health outcomes

between Aboriginal and non-Aboriginal communities, and to publish annual progress reports and assess long-term trends. Such efforts would focus on indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.

20. In order to address the jurisdictional disputes concerning Aboriginal people who do not reside on reserves, we call upon the federal government to recognize, respect, and address the distinct health needs of the Métis, Inuit, and off-reserve Aboriginal peoples.
21. We call upon the federal government to provide sustainable funding for existing and new Aboriginal healing centres to address the physical, mental, emotional, and spiritual harms caused by residential schools, and to ensure that the funding of healing centres in Nunavut and the Northwest Territories is a priority.
22. We call upon those who can effect change within the Canadian health-care system to recognize the value of Aboriginal healing practices and use them in the treatment of Aboriginal patients in collaboration with Aboriginal healers and Elders where requested by Aboriginal patients.
23. We call upon all levels of government to:
 - i. Increase the number of Aboriginal professionals working in the health-care field.
 - ii. Ensure the retention of Aboriginal health-care providers in Aboriginal communities.
 - iii. Provide cultural competency training for all health-care professionals.
24. We call upon medical and nursing schools in Canada to require all students to take a course dealing with Aboriginal health issues, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, and Indigenous teachings and practices. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

JUSTICE

25. We call upon the federal government to establish a written policy that reaffirms the independence of the

Royal Canadian Mounted Police to investigate crimes in which the government has its own interest as a potential or real party in civil litigation.

26. We call upon the federal, provincial, and territorial governments to review and amend their respective statutes of limitations to ensure that they conform to the principle that governments and other entities cannot rely on limitation defences to defend legal actions of historical abuse brought by Aboriginal people.
27. We call upon the Federation of Law Societies of Canada to ensure that lawyers receive appropriate cultural competency training, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
28. We call upon law schools in Canada to require all law students to take a course in Aboriginal people and the law, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
29. We call upon the parties and, in particular, the federal government, to work collaboratively with plaintiffs not included in the Indian Residential Schools Settlement Agreement to have disputed legal issues determined expeditiously on an agreed set of facts.
30. We call upon federal, provincial, and territorial governments to commit to eliminating the overrepresentation of Aboriginal people in custody over the next decade, and to issue detailed annual reports that monitor and evaluate progress in doing so.
31. We call upon the federal, provincial, and territorial governments to provide sufficient and stable funding to implement and evaluate community sanctions that will provide realistic alternatives to imprisonment for Aboriginal offenders and respond to the underlying causes of offending.
32. We call upon the federal government to amend the Criminal Code to allow trial judges, upon giving reasons, to depart from mandatory minimum sentences and restrictions on the use of conditional sentences.

33. We call upon the federal, provincial, and territorial governments to recognize as a high priority the need to address and prevent Fetal Alcohol Spectrum Disorder (FASD), and to develop, in collaboration with Aboriginal people, FASD preventive programs that can be delivered in a culturally appropriate manner.
34. We call upon the governments of Canada, the provinces, and territories to undertake reforms to the criminal justice system to better address the needs of offenders with Fetal Alcohol Spectrum Disorder (FASD), including:
 - i. Providing increased community resources and powers for courts to ensure that FASD is properly diagnosed, and that appropriate community supports are in place for those with FASD.
 - ii. Enacting statutory exemptions from mandatory minimum sentences of imprisonment for offenders affected by FASD.
 - iii. Providing community, correctional, and parole resources to maximize the ability of people with FASD to live in the community.
 - iv. Adopting appropriate evaluation mechanisms to measure the effectiveness of such programs and ensure community safety.
35. We call upon the federal government to eliminate barriers to the creation of additional Aboriginal healing lodges within the federal correctional system.
36. We call upon the federal, provincial, and territorial governments to work with Aboriginal communities to provide culturally relevant services to inmates on issues such as substance abuse, family and domestic violence, and overcoming the experience of having been sexually abused.
37. We call upon the federal government to provide more supports for Aboriginal programming in halfway houses and parole services.
38. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to eliminating the overrepresentation of Aboriginal youth in custody over the next decade.
39. We call upon the federal government to develop a national plan to collect and publish data on the criminal victimization of Aboriginal people, including data related to homicide and family violence victimization.
40. We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.
41. We call upon the federal government, in consultation with Aboriginal organizations, to appoint a public inquiry into the causes of, and remedies for, the disproportionate victimization of Aboriginal women and girls. The inquiry's mandate would include:
 - i. Investigation into missing and murdered Aboriginal women and girls.
 - ii. Links to the intergenerational legacy of residential schools.
42. We call upon the federal, provincial, and territorial governments to commit to the recognition and implementation of Aboriginal justice systems in a manner consistent with the Treaty and Aboriginal rights of Aboriginal peoples, the *Constitution Act, 1982*, and the *United Nations Declaration on the Rights of Indigenous Peoples*, endorsed by Canada in November 2012.

Reconciliation

CANADIAN GOVERNMENTS AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLE

43. We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
44. We call upon the Government of Canada to develop a national action plan, strategies, and other concrete measures to achieve the goals of the *United Nations Declaration on the Rights of Indigenous Peoples*.

ROYAL PROCLAMATION AND COVENANT OF RECONCILIATION

45. We call upon the Government of Canada, on behalf of all Canadians, to jointly develop with Aboriginal peoples a Royal Proclamation of Reconciliation to be issued by the Crown. The proclamation would build on the Royal Proclamation of 1763 and the Treaty of Niagara of 1764, and reaffirm the nation-to-nation relationship between Aboriginal peoples and the Crown. The proclamation would include, but not be limited to, the following commitments:

- i. Repudiate concepts used to justify European sovereignty over Indigenous lands and peoples such as the Doctrine of Discovery and *terra nullius*.
 - ii. Adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
 - iii. Renew or establish Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
 - iv. Reconcile Aboriginal and Crown constitutional and legal orders to ensure that Aboriginal peoples are full partners in Confederation, including the recognition and integration of Indigenous laws and legal traditions in negotiation and implementation processes involving Treaties, land claims, and other constructive agreements.
46. We call upon the parties to the Indian Residential Schools Settlement Agreement to develop and sign a Covenant of Reconciliation that would identify principles for working collaboratively to advance reconciliation in Canadian society, and that would include, but not be limited to:
- i. Reaffirmation of the parties' commitment to reconciliation.
 - ii. Repudiation of concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*, and the reformation of laws, governance structures, and policies within their respective institutions that continue to rely on such concepts.
 - iii. Full adoption and implementation of the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
 - iv. Support for the renewal or establishment of Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
 - v. Enabling those excluded from the Settlement Agreement to sign onto the Covenant of Reconciliation.
 - vi. Enabling additional parties to sign onto the Covenant of Reconciliation.

47. We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and *terra nullius*, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.

SETTLEMENT AGREEMENT PARTIES AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLES

48. We call upon the church parties to the Settlement Agreement, and all other faith groups and interfaith social justice groups in Canada who have not already done so, to formally adopt and comply with the principles, norms, and standards of the *United Nations Declaration on the Rights of Indigenous Peoples* as a framework for reconciliation. This would include, but not be limited to, the following commitments:
- i. Ensuring that their institutions, policies, programs, and practices comply with the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - ii. Respecting Indigenous peoples' right to self-determination in spiritual matters, including the right to practise, develop, and teach their own spiritual and religious traditions, customs, and ceremonies, consistent with Article 12:1 of the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - iii. Engaging in ongoing public dialogue and actions to support the *United Nations Declaration on the Rights of Indigenous Peoples*.
 - iv. Issuing a statement no later than March 31, 2016, from all religious denominations and faith groups, as to how they will implement the *United Nations Declaration on the Rights of Indigenous Peoples*.
49. We call upon all religious denominations and faith groups who have not already done so to repudiate concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*.

EQUITY FOR ABORIGINAL PEOPLE IN THE LEGAL SYSTEM

50. In keeping with the *United Nations Declaration on the Rights of Indigenous Peoples*, we call upon the federal government, in collaboration with Aboriginal organizations, to fund the establishment of Indigenous law institutes for the development, use, and

understanding of Indigenous laws and access to justice in accordance with the unique cultures of Aboriginal peoples in Canada.

51. We call upon the Government of Canada, as an obligation of its fiduciary responsibility, to develop a policy of transparency by publishing legal opinions it develops and upon which it acts or intends to act, in regard to the scope and extent of Aboriginal and Treaty rights.
52. We call upon the Government of Canada, provincial and territorial governments, and the courts to adopt the following legal principles:
 - i. Aboriginal title claims are accepted once the Aboriginal claimant has established occupation over a particular territory at a particular point in time.
 - ii. Once Aboriginal title has been established, the burden of proving any limitation on any rights arising from the existence of that title shifts to the party asserting such a limitation.

NATIONAL COUNCIL FOR RECONCILIATION

53. We call upon the Parliament of Canada, in consultation and collaboration with Aboriginal peoples, to enact legislation to establish a National Council for Reconciliation. The legislation would establish the council as an independent, national, oversight body with membership jointly appointed by the Government of Canada and national Aboriginal organizations, and consisting of Aboriginal and non-Aboriginal members. Its mandate would include, but not be limited to, the following:
 - i. Monitor, evaluate, and report annually to Parliament and the people of Canada on the Government of Canada's post-apology progress on reconciliation to ensure that government accountability for reconciling the relationship between Aboriginal peoples and the Crown is maintained in the coming years.
 - ii. Monitor, evaluate, and report to Parliament and the people of Canada on reconciliation progress across all levels and sectors of Canadian society, including the implementation of the Truth and Reconciliation Commission of Canada's Calls to Action.
 - iii. Develop and implement a multi-year National Action Plan for Reconciliation, which includes research and policy development, public education programs, and resources.

- iv. Promote public dialogue, public/private partnerships, and public initiatives for reconciliation.

54. We call upon the Government of Canada to provide multi-year funding for the National Council for Reconciliation to ensure that it has the financial, human, and technical resources required to conduct its work, including the endowment of a National Reconciliation Trust to advance the cause of reconciliation.
55. We call upon all levels of government to provide annual reports or any current data requested by the National Council for Reconciliation so that it can report on the progress towards reconciliation. The reports or data would include, but not be limited to:
 - i. The number of Aboriginal children—including Métis and Inuit children—in care, compared with non-Aboriginal children, the reasons for apprehension, and the total spending on preventive and care services by child-welfare agencies.
 - ii. Comparative funding for the education of First Nations children on and off reserves.
 - iii. The educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
 - iv. Progress on closing the gaps between Aboriginal and non-Aboriginal communities in a number of health indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.
 - v. Progress on eliminating the overrepresentation of Aboriginal children in youth custody over the next decade.
 - vi. Progress on reducing the rate of criminal victimization of Aboriginal people, including data related to homicide and family violence victimization and other crimes.
 - vii. Progress on reducing the overrepresentation of Aboriginal people in the justice and correctional systems.
56. We call upon the prime minister of Canada to formally respond to the report of the National Council for Reconciliation by issuing an annual "State of Aboriginal Peoples" report, which would outline the government's plans for advancing the cause of reconciliation.

PROFESSIONAL DEVELOPMENT AND TRAINING FOR PUBLIC SERVANTS

57. We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

CHURCH APOLOGIES AND RECONCILIATION

58. We call upon the Pope to issue an apology to Survivors, their families, and communities for the Roman Catholic Church's role in the spiritual, cultural, emotional, physical, and sexual abuse of First Nations, Inuit, and Métis children in Catholic-run residential schools. We call for that apology to be similar to the 2010 apology issued to Irish victims of abuse and to occur within one year of the issuing of this Report and to be delivered by the Pope in Canada.
59. We call upon church parties to the Settlement Agreement to develop ongoing education strategies to ensure that their respective congregations learn about their church's role in colonization, the history and legacy of residential schools, and why apologies to former residential school students, their families, and communities were necessary.
60. We call upon leaders of the church parties to the Settlement Agreement and all other faiths, in collaboration with Indigenous spiritual leaders, Survivors, schools of theology, seminaries, and other religious training centres, to develop and teach curriculum for all student clergy, and all clergy and staff who work in Aboriginal communities, on the need to respect Indigenous spirituality in its own right, the history and legacy of residential schools and the roles of the church parties in that system, the history and legacy of religious conflict in Aboriginal families and communities, and the responsibility that churches have to mitigate such conflicts and prevent spiritual violence.
61. We call upon church parties to the Settlement Agreement, in collaboration with Survivors and representatives of Aboriginal organizations, to establish permanent funding to Aboriginal people for:
- i. Community-controlled healing and reconciliation projects.

- ii. Community-controlled culture- and language-revitalization projects.
- iii. Community-controlled education and relationship-building projects.
- iv. Regional dialogues for Indigenous spiritual leaders and youth to discuss Indigenous spirituality, self-determination, and reconciliation.

EDUCATION FOR RECONCILIATION

62. We call upon the federal, provincial, and territorial governments, in consultation and collaboration with Survivors, Aboriginal peoples, and educators, to:
- i. Make age-appropriate curriculum on residential schools, Treaties, and Aboriginal peoples' historical and contemporary contributions to Canada a mandatory education requirement for Kindergarten to Grade Twelve students.
 - ii. Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms.
 - iii. Provide the necessary funding to Aboriginal schools to utilize Indigenous knowledge and teaching methods in classrooms.
 - iv. Establish senior-level positions in government at the assistant deputy minister level or higher dedicated to Aboriginal content in education.
63. We call upon the Council of Ministers of Education, Canada to maintain an annual commitment to Aboriginal education issues, including:
- i. Developing and implementing Kindergarten to Grade Twelve curriculum and learning resources on Aboriginal peoples in Canadian history, and the history and legacy of residential schools.
 - ii. Sharing information and best practices on teaching curriculum related to residential schools and Aboriginal history.
 - iii. Building student capacity for intercultural understanding, empathy, and mutual respect.
 - iv. Identifying teacher-training needs relating to the above.
64. We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on

Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.

65. We call upon the federal government, through the Social Sciences and Humanities Research Council, and in collaboration with Aboriginal peoples, post-secondary institutions and educators, and the National Centre for Truth and Reconciliation and its partner institutions, to establish a national research program with multi-year funding to advance understanding of reconciliation.

YOUTH PROGRAMS

66. We call upon the federal government to establish multi-year funding for community-based youth organizations to deliver programs on reconciliation, and establish a national network to share information and best practices.

MUSEUMS AND ARCHIVES

67. We call upon the federal government to provide funding to the Canadian Museums Association to undertake, in collaboration with Aboriginal peoples, a national review of museum policies and best practices to determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and to make recommendations.
68. We call upon the federal government, in collaboration with Aboriginal peoples, and the Canadian Museums Association to mark the 150th anniversary of Canadian Confederation in 2017 by establishing a dedicated national funding program for commemoration projects on the theme of reconciliation.
69. We call upon Library and Archives Canada to:
 - i. Fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orontlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
 - ii. Ensure that its record holdings related to residential schools are accessible to the public.
 - iii. Commit more resources to its public education materials and programming on residential schools.
70. We call upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices to:

- i. Determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orontlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
- ii. Produce a report with recommendations for full implementation of these international mechanisms as a reconciliation framework for Canadian archives.

MISSING CHILDREN AND BURIAL INFORMATION

71. We call upon all chief coroners and provincial vital statistics agencies that have not provided to the Truth and Reconciliation Commission of Canada their records on the deaths of Aboriginal children in the care of residential school authorities to make these documents available to the National Centre for Truth and Reconciliation.
72. We call upon the federal government to allocate sufficient resources to the National Centre for Truth and Reconciliation to allow it to develop and maintain the National Residential School Student Death Register established by the Truth and Reconciliation Commission of Canada.
73. We call upon the federal government to work with churches, Aboriginal communities, and former residential school students to establish and maintain an online registry of residential school cemeteries, including, where possible, plot maps showing the location of deceased residential school children.
74. We call upon the federal government to work with the churches and Aboriginal community leaders to inform the families of children who died at residential schools of the child's burial location, and to respond to families' wishes for appropriate commemoration ceremonies and markers, and reburial in home communities where requested.
75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of

appropriate memorial ceremonies and commemorative markers to honour the deceased children.

76. We call upon the parties engaged in the work of documenting, maintaining, commemorating, and protecting residential school cemeteries to adopt strategies in accordance with the following principles:
- i. The Aboriginal community most affected shall lead the development of such strategies.
 - ii. Information shall be sought from residential school Survivors and other Knowledge Keepers in the development of such strategies.
 - iii. Aboriginal protocols shall be respected before any potentially invasive technical inspection and investigation of a cemetery site.

NATIONAL CENTRE FOR TRUTH AND RECONCILIATION

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.
78. We call upon the Government of Canada to commit to making a funding contribution of \$10 million over seven years to the National Centre for Truth and Reconciliation, plus an additional amount to assist communities to research and produce histories of their own residential school experience and their involvement in truth, healing, and reconciliation.

COMMEMORATION

79. We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:
- i. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
 - ii. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.

- iii. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada's history.

80. We call upon the federal government, in collaboration with Aboriginal peoples, to establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour Survivors, their families, and communities, and ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.
81. We call upon the federal government, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools National Monument in the city of Ottawa to honour Survivors and all the children who were lost to their families and communities.
82. We call upon provincial and territorial governments, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools Monument in each capital city to honour Survivors and all the children who were lost to their families and communities.
83. We call upon the Canada Council for the Arts to establish, as a funding priority, a strategy for Indigenous and non-Indigenous artists to undertake collaborative projects and produce works that contribute to the reconciliation process.

MEDIA AND RECONCILIATION

84. We call upon the federal government to restore and increase funding to the CBC/Radio-Canada, to enable Canada's national public broadcaster to support reconciliation, and be properly reflective of the diverse cultures, languages, and perspectives of Aboriginal peoples, including, but not limited to:
- i. Increasing Aboriginal programming, including Aboriginal-language speakers.
 - ii. Increasing equitable access for Aboriginal peoples to jobs, leadership positions, and professional development opportunities within the organization.
 - iii. Continuing to provide dedicated news coverage and online public information resources on issues of concern to Aboriginal peoples and all Canadians,

including the history and legacy of residential schools and the reconciliation process.

85. We call upon the Aboriginal Peoples Television Network, as an independent non-profit broadcaster with programming by, for, and about Aboriginal peoples, to support reconciliation, including but not limited to:
 - i. Continuing to provide leadership in programming and organizational culture that reflects the diverse cultures, languages, and perspectives of Aboriginal peoples.
 - ii. Continuing to develop media initiatives that inform and educate the Canadian public, and connect Aboriginal and non-Aboriginal Canadians.
86. We call upon Canadian journalism programs and media schools to require education for all students on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations.

SPORTS AND RECONCILIATION

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.
88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.
89. We call upon the federal government to amend the Physical Activity and Sport Act to support reconciliation by ensuring that policies to promote physical activity as a fundamental element of health and well-being, reduce barriers to sports participation, increase the pursuit of excellence in sport, and build capacity in the Canadian sport system, are inclusive of Aboriginal peoples.
90. We call upon the federal government to ensure that national sports policies, programs, and initiatives are inclusive of Aboriginal peoples, including, but not limited to, establishing:
 - i. In collaboration with provincial and territorial governments, stable funding for, and access to, community sports programs that reflect the diverse

cultures and traditional sporting activities of Aboriginal peoples.

- ii. An elite athlete development program for Aboriginal athletes.
- iii. Programs for coaches, trainers, and sports officials that are culturally relevant for Aboriginal peoples.
- iv. Anti-racism awareness and training programs.
91. We call upon the officials and host countries of international sporting events such as the Olympics, Pan Am, and Commonwealth games to ensure that Indigenous peoples' territorial protocols are respected, and local Indigenous communities are engaged in all aspects of planning and participating in such events.

BUSINESS AND RECONCILIATION

92. We call upon the corporate sector in Canada to adopt the *United Nations Declaration on the Rights of Indigenous Peoples* as a reconciliation framework and to apply its principles, norms, and standards to corporate policy and core operational activities involving Indigenous peoples and their lands and resources. This would include, but not be limited to, the following:
 - i. Commit to meaningful consultation, building respectful relationships, and obtaining the free, prior, and informed consent of Indigenous peoples before proceeding with economic development projects.
 - ii. Ensure that Aboriginal peoples have equitable access to jobs, training, and education opportunities in the corporate sector, and that Aboriginal communities gain long-term sustainable benefits from economic development projects.
 - iii. Provide education for management and staff on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills based training in intercultural competency, conflict resolution, human rights, and anti-racism.

NEWCOMERS TO CANADA

93. We call upon the federal government, in collaboration with the national Aboriginal organizations, to revise the information kit for newcomers to Canada and its citizenship test to reflect a more inclusive history of the diverse Aboriginal peoples of Canada, including

information about the Treaties and the history of residential schools.

94. We call upon the Government of Canada to replace the Oath of Citizenship with the following:

I swear (or affirm) that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth II, Queen of Canada, Her Heirs and Successors, and that I will faithfully observe the laws of Canada including Treaties with Indigenous Peoples, and fulfill my duties as a Canadian citizen.

Truth and Reconciliation Commission of Canada

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GOVERNANCE AND PRIORITIES COMMITTEE

Approval of Triple Bottom Line City Council Policy

Recommendation of the Committee

That the draft Triple Bottom Line City Council Policy, contained in Appendix 1 of the September 23, 2019 report of the City Manager, be approved.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report the Administration regarding the above.

Your Committee is also forwarding the matter to the Saskatoon Environmental Advisory Committee for information.

Attachment

September 23, 2019 report of the City Manager.

Approval of Triple Bottom Line City Council Policy

ISSUE

The City of Saskatoon is committed to developing a sustainable community for current and future generations. City Council has expressed interest in having a City Council Policy to support this commitment. This report seeks approval of the draft Triple Bottom Line (TBL) City Council Policy.

RECOMMENDATION

That the Governance and Priorities Committee recommend to City Council that the draft Triple Bottom Line City Council Policy, contained in Appendix 1 of this report, be approved.

BACKGROUND

At its November 19, 2018, meeting, City Council considered a report titled “Workplace Transformation Journey: Corporate Reorganization” from the Governance and Priorities Committee. At that meeting, City Council resolved, in part: “That the Administration report back on the development of a sustainability-lens into all areas of the corporation.”

At its December 17, 2018, meeting, City Council considered a report from the Governance and Priorities Committee and resolved “That the Administration develop a Triple Bottom Line Policy Framework”. Subsequent to this direction, the Administration established an internal cross-departmental project team to consider ways in which to implement this resolution of City Council.

At its April 1, 2019, meeting, the Standing Policy Committee on Environment, Utilities and Corporate Services resolved “That the Triple Bottom Line report be sent to the Saskatoon Environmental Advisory Committee (SEAC) for feedback including a presentation from the Administration that was provided previously”. Following this direction, the Administration appeared before SEAC at its April 11, 2019, meeting.

Subsequently, SEAC provided written feedback for consideration on the proposed policy to the June 10, 2019, Standing Policy Committee on Environment, Utilities and Corporate Services meeting. SEAC’s feedback is contained in Appendix 2.

DISCUSSION/ANALYSIS

The draft TBL City Council Policy intends to outline the City of Saskatoon’s general position with respect to the concept of sustainability. As written in Appendix 1, it begins with a preamble or policy statement, and addresses several elements that policies of this nature should attempt to do.

For example, it outlines the general purpose of the policy, provides key definitions of the policy, and addresses the scope and exceptions to the policy. On that point, it applies

to City Council and the Administration, but not to controlled corporations or statutory boards as they have their own governance structures and policies. However, future applicability to these bodies may be contemplated.

More importantly, the policy lays out the responsibilities of City Council and the City Manager (meaning the Administration, more generally). These provisions of the policy are not meant to be prescriptive. Rather, they have been drafted so as to confer general responsibilities on each and to distinguish between them.

The draft policy was a collaborative effort. It was developed by a cross-departmental project team, led by Public Policy and Government Relations and representatives from the Sustainability Division. It also included valuable input from subject matter experts representing several civic departments.

Moreover, the policy attempts to address the feedback provided by SEAC, as expressed in Appendix 2. The preamble, principles, responsibilities, and reporting requirements contained in the draft policy attempt to address most of SEAC's recommendations. On the other hand, some of SEAC's recommendations focus more squarely on the implementation or operation of the policy. These comments are better addressed by the draft TBL Decision Making Tool.

As described in Appendix 3, the TBL Decision Making Tool has been designed as complementary, yet important, piece to the TBL Policy. In other words, it attempts to "operationalize" the policy, by assisting City employees and decisions makers when planning new initiatives or re-evaluating existing initiatives. The objective is to consider how to integrate as many TBL indicators as possible into the City's work, while avoiding trade-offs, negative impacts, and significant adverse effects.

Appendix 3 describes the benefits and mechanics of the tool in more detail. This report is not asking for City Council or Committee approval of the tool, but rather it is provided for information to show how the policy will be implemented.

FINANCIAL IMPLCATIONS

To truly implement the TBL Policy requires a fundamental shift to the way the Administration and City Council approach reports, Strategic Planning, project development and prioritization, and most likely the budget process. In order to achieve this fundamental shift, a comprehensive change strategy is required. The strategy will include development and implementation of a toolkit using Quality Management System templates; train-the-trainer packages; communications materials; technical support and project oversight. The capital budget prioritization process City Council is currently completing includes an estimated \$130,000 in 2020, and an additional \$130,000 in 2021 to operationalize the TBL Policy. Alternatively, the Policy could be approved and no specific budget allocated for implementation. In that case, implementation could be conducted slowly over time as internal resources are available.

ENVIRONMENTAL IMPLICATIONS

The adoption and subsequent implementation of the policy will result in more quantitative and qualitative measures of the environmental implications of various policy, program, project, and service delivery options that City Council is considering.

NEXT STEPS

- The Administration will continue work on developing and refining the TBL Decision Making Tool.
- Beginning in 2020, where applicable, reports to City Council will identify the economic, environmental and social implications of various options that City Council is considering.

APPENDICES

1. Draft Triple Bottom Line City Council Policy.
2. May 29, 2019, SEAC letter to the Standing Policy Committee on Environment, Utilities and Corporate Services.
3. An Overview of the Triple Bottom Line Decision Making Tool.

Report Approval

Written by: Mike Jordan, Chief Public Policy and Government Relations Officer
Shannon Dyck, Environmental Coordinator, Sustainability Division

Reviewed by: Jeanna South, Director of Sustainability

Approved by: Jeff Jorgenson, City Manager

Admin Report - Approval of Triple Bottom Line City Council Policy.docx

DRAFT CITY OF SASKATOON COUNCIL POLICY

NUMBER
CXX-XXX

POLICY TITLE <i>TRIPLE BOTTOM LINE POLICY</i>	ADOPTED BY: <i>City Council</i>	EFFECTIVE DATE <i>January 1, 2020</i>
		REVISED
ORIGIN/AUTHORITY <i>Report of the City Manager; Resolution of City Council</i>	CITY FILE NO. <i>XXXXXX</i>	PAGE NUMBER <i>1 of 5</i>

PREAMBLE/POLICY STATEMENT

Sustainability is the simultaneous pursuit of environmental health and integrity, social equity and cultural wellbeing, and economic prosperity and fiscal responsibility. Good governance is considered a key factor for the delivery, uptake, and success of sustainability outcomes. The City of Saskatoon is committed to enhancing the quality of life for its citizens by pursuing a holistic approach to sustainability by embedding environmental, social, and economic considerations in the City's decision making processes.

1.0 PURPOSE

1.1 The purpose of this policy is:

- a) to support and advance the vision and goals of City of Saskatoon's Official Community Plan;
- b) to incorporate a sustainable decision making approach to the way in which the City of Saskatoon governs;
- c) to integrate a Triple Bottom Line perspective into the City of Saskatoon's policies, plans, projects, programs, services and actions; and
- d) to achieve multiple objectives and maximize benefits for the community through integrated decision making.

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<i>Triple Bottom Line Policy</i>			<i>2 of 5</i>

2.0 DEFINITIONS:

For the purposes of this policy:

- 2.1 “City Manager” means the person appointed as the administrative head of the City of Saskatoon pursuant to section 84 of *The Cities Act*.
- 2.2 “Sustainable Decision Making” means supporting the needs and wellbeing of both present and future generations by upholding environmental integrity, equitable social systems, a just economy, and good governance.
- 2.3 “Triple Bottom Line” means an approach to sustainability whereby environmental health and integrity, social equity and cultural wellbeing, and economic prosperity and fiscal responsibility are integrated into decision making in a way that produces equitable solutions and mitigates undesirable trade-offs.

3.0 SCOPE/EXCEPTIONS

3.1 Scope

This policy applies to City Council and all City departments and offices.

This policy is subject to any specific provisions of *The Cities Act*, or any other relevant provincial or federal legislation, City bylaw, or collective agreement, which, in cases of conflict, shall override this policy.

3.2 Exceptions

Unless otherwise directed, this policy does not apply to any corporations wholly owned by the City of Saskatoon or statutory boards directly appointed by City Council.

4.0 GENERAL PRINCIPLES

- 4.1 In adopting this Policy, the City of Saskatoon recognizes that:

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- 4.1.1 a sustainable community enhances the quality of life for current and future generations;
- 4.1.2 sustainability is a shared responsibility of government, business, communities, and individual citizens;
- 4.1.3 sustainability will lead to and inspire actions to improve environmental integrity, equitable social systems, and a just economy in the community and region;
- 4.1.4 Triple Bottom Line accountability requires taking responsibility for achieving environmental, social, cultural, and economic improvements through all of its actions and reporting on them openly and transparently.

5.0 RESPONSIBILITIES

- 5.1 City Council shall:
 - 5.1.1 where possible, ensure City Council resolutions, bylaws, policies, and long-term plans align with this policy;
 - 5.1.2 provide strategic direction on the City's approach to sustainable decision making; and
 - 5.1.3 approve amendments to this policy.
- 5.2 The City Manager shall:
 - 5.2.1 where applicable, prepare reports to City Council and its Committees that identify Triple Bottom Line Policy implications;
 - 5.2.2 implement the Triple Bottom Line Policy by identifying resource requirements and where possible, establish goals, targets, initiatives, associated administrative policies, procedures, and practices aimed at enhancing City operations;

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5.2.3 engage, innovate, and partner with other organizations and orders of government on programs and legislative initiatives to improve sustainability;

5.2.4 continually seek out new ways to improve corporate and community sustainability; and

5.2.5 propose amendments to this policy.

6.0 REPORTING REQUIREMENTS

6.1 Where appropriate, administrative reports to any Standing Policy Committee of Council, the Governance and Priorities Committee, any other Committee, or City Council shall include a Triple Bottom Line analysis or evaluation.

7.0 PROCEDURES

7.1 This policy delegates authority to the City Manager, or designate, to develop any necessary implementation procedures or decision making frameworks to ensure compliance with this policy.

8.0 REVIEW AND AMENDMENTS

8.1 This policy shall be reviewed five years after its enactment by City Council.

8.2 Notwithstanding subsection 8.1 and in accordance with subsection 5.2.3, the City Manager may propose amendments to this policy prior to the review date.

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9.0 RELATED REFERENCES AND RESOURCES

The Cities Act

10.0 REVISION HISTORY

Revision Date	Description



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Saskatoon SK S7K 0J5

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May 29, 2019

Standing Policy Committee on Environment, Utilities and Corporate Services

Dear Committee Members:

Re: Development of a Triple Bottom Line (TBL) Policy Framework to Address Corporate Sustainability - SEAC Feedback [File No. CK. 421-1]

On April 1, 2019 the Standing Policy Committee on Environment, Utilities & Corporate Services resolved that the *Development of a Triple Bottom Line (TBL) Policy Framework to Address Corporate Sustainability* ("the Report") be forwarded to the Saskatoon Environmental Advisory Committee (SEAC) for feedback. On April 11, 2019 SEAC received a presentation from the Administration, discussed the report, and resolved to have the SEAC Greenhouse Gas Subcommittee draft feedback to City council.

SEAC appreciates that the TBL framework currently is in its infancy. We have reviewed the Report and conclude that the efforts are consistent with the City of Saskatoon's

2015 strategic plan, and that it specifically has great potential to be useful in implementing some of the current programs underway, such as the Climate Strategy. Thus, SEAC is encouraged to see the efforts on this challenging front and look forward to continuing to contribute as the policy develops.

To date, City Administration has:

- Prepared a preliminary review of the TBL concept, including definitions and high-level principles;
- Provided two options which need further elaboration and development into policy; and,
- Identified an approach to integrate the TBL policy into the Quality Management System.

SEAC has the following recommendations for City Council to consider as this policy moves forward:

- 1) **Identify the desired outcome of TBL policy first** – identify that outcome Council is hoping to achieve with such a policy. As per SEAC's letter in November, 2018, we hope it is, in part, balanced capital investment that goes beyond purely financial metrics.

- 2) **Account for the full life cycle cost and positive social and environmental benefits for ALL decisionsⁱ** – a TBL policy should not just apply to “environmental” or “social” decisions, but rather it needs to apply to ALL decisions (both by Administration and Council), in order to weigh the full “cradle to grave” impact of options.
- 3) **Consider how you will measure success** – Council will need to develop and communicate KPI measuresⁱⁱ (e.g. GHG emission reduction targets) and tools (e.g. marginal abatement curve) that can be used to measure success of the policy and assist in decision-making.
- 4) **Balance quantitative, qualitative, intuitive and context (cultural and bias) in decisions** – decisions cannot be made purely from a quantitative lens. Historical decision-making has focused less on the long-term benefits of sustainable development, which in some cases, can be less quantitative. Economic prosperity of communities can be amplified when environmental and social value is part of the bottom line, and therefore, a blended model will be required – one that considers qualitative measures; intuitive understanding of issues; and the context in which decisions are made, both societal context and any personal biases that exist.
- 5) **Implementation and embedment will be critical** – the current proposal is theoretical in nature and at this time is not clear how it would be applied in practice (which is valid given its early stage). In order to be successful, a policy such as this will need to become part of the fabric of both Administration and Council. SEAC supports the approach, and in particular thinks that integrating it into the Quality Management System will be critical. The cities of Port Coquitlam,ⁱⁱⁱ Calgary,^{iv} Cornwall,^v and many others not listed here demonstrate that implementing a policy such as this takes leadership, patience, and time to ensure it is effective.
- 6) **Investigate integration with existing projects and programs** – several sustainable development programs are already underway with considerable funding and important decisions pending, such as the Low Emission Community plan, Waste Diversion Program, Bus Rapid Transit, and Active Transportation programs. SEAC strongly believes that the development of a TBL policy framework could be leveraged (or could even be required) to fully assess these programs. SEAC recommends considering interim ways to embed TBL thinking in these decisions while the policy itself is under development.

May 29, 2019
Page 3

Kind Regards,



Sara Harrison, Chair
Saskatoon Environmental Advisory Committee

ⁱ <https://www.omicsonline.org/open-access/sustainable-procurement-concept-and-practical-implications-for-the-procurement-process-.php?aid=17181>

ⁱⁱ <https://www.mdpi.com/2071-1050/8/3/206>

ⁱⁱⁱ https://www.civicinfo.bc.ca/practices_innovations/port_coquitlam_sustainability.pdf

^{iv} <https://www.calgary.ca/CA/cmo/Documents/TBL%20Framework.pdf>

^v <http://mail.cornwall.ca/Active/Development/egenda.nsf/965d04e85bb82eb4852573ae007b4532/c240e887aae6b1f68525764700731b95?OpenDocument>

Appendix 3:

An Overview of the Triple Bottom Line Decision Making Tool

Introduction

The Triple Bottom Line Decision Making Tool (TBL Tool) is being developed to help the City implement the proposed Triple Bottom Line Council Policy. It is meant to assist City employees and decisions makers when planning new initiatives or re-evaluating existing initiatives.¹ The objective is to consider how to integrate as many TBL indicators as possible into our work, while avoiding trade-offs, negative impacts, and significant adverse effects.

Multiple divisions and project teams are piloting and reviewing the TBL Tool. The intent of this process is to assist in the implementation of the TBL Council Policy and to ensure it reflects and supports the City of Saskatoon's strategic direction. This document explains the mechanics of the TBL Tool.

Benefits

The TBL Tool provides a comprehensive framework to help employees and decision makers identify opportunities to achieve multiple corporate goals and co-benefits, leading to broadly-defined success criteria and more sustainable outcomes. While the City of Saskatoon is already making strides to support a triple bottom line approach through its work (e.g. through its plans, strategies, and policies), the TBL Tool allows the City to make decisions and achieve its strategic priorities using a transparent, intentional, and consistent approach. Establishing the TBL Tool as a collective responsibility will also help ensure the City's values are applied in the same way across the corporation.

The TBL Tool is also expected to:

- Drive better project outcomes. By highlighting opportunities for co-benefits, the tool can lead to improvements to infrastructure, facilities, service levels, programs, policies, and delivery models by meeting multiple objectives through the initiatives and services we deliver;
- Inform the City's guiding documents, strategies, business plans, budget deliberations, and financial decision making;
- Improve Customer Service. Because the tool encourages an interdisciplinary approach to all initiatives, it is anticipated to result in customer service improvements, as many services delivered by the City intersect social, economic, environmental, and governance dimensions;
- Facilitate collaboration between various disciplines, divisions, and areas of expertise;
- Spark innovative and creative outcomes, both internally and by our partners, suppliers, and contractors;

¹ Initiatives refer to programs, projects, policies, procedures, plans, strategies, etc. undertaken by the City.

- Help staff better understand the linkages between the City's various business lines, as well as the true cost of doing business; and
- Improve the quality of our decision-making and, as a result, improve the quality of our work.

Principles and Indicators

The TBL Tool is meant to guide the City's work by helping employees and decision makers identify opportunities to achieve sustainability outcomes in multiple areas. The tool functions similar to a scored evaluation matrix, whereby values are assigned to a list of sustainability principles, indicators, and success measures² based on the positive and negative impacts of an initiative. The objective is to achieve Net Sustainability Gains, whereby an initiative achieves positive TBL scores in each of the four principle areas: environmental health and integrity; social equity and cultural wellbeing; economic prosperity and fiscal responsibility; and good governance.

Principle: Environmental Health and Integrity

This principle supports a healthy environment through the protection and restoration of natural habitats, ecosystem services, wildlife, water and air quality, fertile lands, and nutritious food, as well as supports urgent action to reduce greenhouse gas emissions and adapt to the impacts of climate change.

Indicators:

- Renewable Energy
- Conservation of Resources
- Climate Change Mitigation and Adaptation
- Green Buildings, Infrastructure and Land Use
- Sustainable Transportation
- Healthy Ecosystems
- Clean Air, Water, and Land
- Waste Reduction and Diversion
- Storm Water Management
- Sustainable Food System

² The TBL Tool is a research-based decision making framework. The principles, indicators, and success measures have been informed by over 45 different sources, including: peer reviewed articles and books; industry led reports; publications by other municipalities and regions; international policy documents; and strategic City documents.

Principle: Social Equity and Cultural Wellbeing

Achieving the indicators in this area will help improve the lives of all people by supporting intra- and inter-generational equity; diversity; inclusion; individual and community health and well-being; safety; culture and identity; and quality of life.

Indicators:

- Equity and Opportunity
- Diversity, Accessibility, and Inclusion
- Heritage and Culture
- Self Sufficiency and Living with Dignity
- Health and Wellbeing
- Safety and Resiliency
- Civic Participation
- Recreation

Principle: Economic Prosperity and Fiscal Responsibility

The objective of this principle is to enhance environmental and social outcomes by supporting a robust, sustainable, and responsive economy; stimulating local employment, business, and entrepreneurship opportunities; and making sound financial investments and decisions.

Indicators:

- Innovation
- Sustainable Procurement
- Fiscal Responsibility
- Support the Local Economy
- Asset Management
- Skills and Training
- Labour Rights and Employment
- Affordability

Principle: Good Governance

Good Governance is considered a key factor for the delivery, uptake, and success of sustainability outcomes; adding this pillar creates what some refer to as a Quadruple Bottom Line approach. The indicators in this area help achieve sustainability outcomes by way of accessible, accountable, transparent, and ethical governance systems. Good governance is oriented towards long-term outcomes/benefits, supports policy integration and common goals, sets limitations on the types of trade-offs that can be made, utilizes effective mechanisms that support implementation, and establishes a culture of learning, innovation, and adaptation.

Indicators:

- Ethical and Democratic Governance
- Effective Service Delivery
- Education, Communication, Engagement and Capacity Building
- Monitoring, Reporting and Compliance

- Agile and Adaptiveness
- Roles, Responsibilities and Rewards

How and When to Use the TBL Tool

During the planning phases of a new initiative or the re-design of an existing initiative, the TBL Tool can be used to identify the impacts of the initiative on a list of TBL indicators and success measures. Staff may choose from a drop-down menu that includes the following options:

- **Significant Benefit:** Leads to significant improvements; resolves existing problems; results in innovative/transformational outcomes; results in long-term benefits.
- **Positive Impact:** Leads to direct benefits; however, further benefits could be achieved.
- **Meets Minimum Standards:** Meets a minimum standard of practice; maintains basic benefits; meets (but does not exceed) an established regulation, policy, or procedure.
- **No Impact / Not Applicable:** There are no opportunities to support the TBL indicator through the initiative. Out of scope.
- **Unknown Impacts:** While there may be positive or negative impacts, these potential impacts are unknown (i.e. they have not been studied, they cannot be determined at this time, they will be followed up with at a future date, other).
- **Negative Impact:** Leads to direct negative impacts (whether intentional or unintentional).
- **Significant Adverse Effect:** Leads to (or risks leading to) a significant decline; deepens existing problems; results in new problems that are impossible or close to impossible to reverse; compromises long-term viability.

The TBL Tool assigns positive or negative points to each impact; however, it does not evaluate or measure quantitative sustainability outcomes. Rather, the score system allows staff to identify areas of benefit and concern so that decisions can be made early on that improve the sustainability outcomes of an initiative or process. For example, it may indicate where to focus attention, conduct further research, seek additional resources, and/or build capacity or partnerships. It may also highlight the need to redesign or enhance an initiative by, for example:

- reducing negative impacts and eliminating significant adverse effects;
- deepening the positive impacts of specific TBL outcomes (i.e. by achieving greater benefits where some efforts are already being made); and/or
- supporting a greater breadth of TBL outcomes (i.e. by making improvements in a greater number of areas).

When using the TBL Tool, the following guidelines should be met:

- Trade-offs between indicators are only acceptable if the initiative as a whole delivers Net Sustainability Gains.
- For initiatives that result in negative impacts and/or significant adverse effects in one or more area (immediately or over the long term), the initiative should be adjusted to improve TBL outcomes.
- No activity that has a significant adverse effect is acceptable unless all alternatives are worse.
- Placing significant adverse effects on future generations is not acceptable unless all alternatives are worse.
- Justification is required to explain any remaining negative impacts or significant adverse effects. Explanations for any unknown impacts is also encouraged.

The TBL Tool may also be used to explore how changes to the design of the initiative and/or alternate options result in differing TBL outcomes. This allows staff and decision makers to compare and evaluate different scenarios through a TBL lens, including:

1. A typical business-as-usual approach;
2. An option that meets more TBL objectives than a business-as-usual approach; and
3. An innovative option that achieves multiple TBL outcomes and leads to greater co-benefits.

The TBL Tool can be applied to any City initiative; however, it is especially important to use when:

- Project, program, or policy options have competing views and/or impacts;
- There's a need to articulate trade-offs;
- The outcome(s)/direction may be controversial;
- The issue being explored/addressed is complex, has unclear effects, and/or has significant impacts or costs; or
- Multiple stakeholders and/or viewpoints are involved.



GOVERNANCE AND PRIORITIES COMMITTEE

2020 City Council and Committee Meeting Schedule

Recommendation of the Committee

That Option 1 - 2020 Council and Committee Meeting Calendar as set out in Appendix 1 to the September 23, 2019 report of the City Clerk, be adopted.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report from the City Clerk regarding the above.

Attachment

September 23, 2019 report of the City Clerk

2020 City Council and Committee Meeting Schedule

ISSUE

City Council is required to annually hold an organizational meeting in September, with the exception of an election year, and at that organizational meeting, Council shall establish, in part, the dates, times and places for regularly scheduled meetings of Council and Council Committees for the following year. 2020 is an election year. What is the best meeting schedule for 2020 in order to accommodate the meeting requirements in an election year and to address the compressed timelines?

BACKGROUND

2.1 History

Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*, provides that no Council or Council Committee meetings be held between nomination day under *The Local Government Election Act* and election day for a general election. Recent amendments to *The Local Government Election Act* have moved municipal elections from the fourth Wednesday of October to the second Wednesday of November. In 2020, the date of the general election has been set for Monday, November 9th, as the second Wednesday falls on Remembrance Day. Nomination day is the fifth Wednesday before Election Day (October 7, 2020).

Bylaw No. 9170 also provides for the first Council meeting following a general election to be held on the Monday immediately following the general election. At the first Council meeting:

- (a) The returning officer shall provide Council with a copy of the declaration of results with respect to the election;
- (b) every Council member shall take the oath of office; and
- (c) Council shall appoint a Deputy Mayor and members of the Standing Policy Committees for the remainder of the current year.

In addition, an organizational meeting shall be held each year and in an election year shall be part of the Regular Business meeting in November. At the organizational meeting, Council shall establish for the following year:

- (a) the term and rotation schedules for the positions of Deputy Mayor and Acting Mayor;
- (b) dates, times and places for regularly scheduled meetings of Council and Council Committees; and
- (c) Standing Policy Committee appointments.

2.2 Current Status

A Council and Council Committee meeting calendar is generated annually for approval by City Council. In 2019, the schedule provided for one scheduled Council Regular Business and Public Hearing meeting in every month, a scheduled GPC meeting in July (if required), no scheduled SPC meetings in July, scheduled Special/Joint GPC meetings held quarterly and for the months of March and June on the fourth Wednesday.

2.3 Current Approach to Scheduling in an Election Year

The approach during the last general election in 2016, is included as Appendix 5. The general election was held on Wednesday, October 26, 2016. The inauguration, or first meeting was held the following Monday at 6:00 p.m., followed by four scheduled days for Orientation. The Organizational meeting of City Council was held the fourth Monday of November on November 28, 2016 and three scheduled days for budget deliberations followed the same week November 30 – December 2 (Wednesday to Friday). A compression of the 2016 schedule would be required following the general election in order to adopt a similar schedule in 2020.

2.4 Approaches in Other Jurisdictions

A scan of general elections in other provinces shows that the majority of provincial elections are held during the month of October. The provinces of PEI and Quebec hold general elections during the first week of November. The Procedures Bylaw as well as the timing of budget deliberations differs from one jurisdiction to another. As this is the first year for municipal elections to be held during the second week of November in Saskatchewan, a comparison of scheduling in other cities in Saskatchewan is not available.

OPTIONS

Option 1 - Scheduling Similar to Last Civic Election in 2016

Appendix 1 outlines a meeting calendar similar to that followed in 2016. Key elements include:

- Regular business and Public hearing meetings of City Council in all months with the exception of October;
- No meetings during the period of Nomination day (October 7) to Election Day (November 9);
- SPC meetings in all months except October and November;
- GPC meetings in all months except October (Note: A GPC meeting has been scheduled between the first meeting of Council following the civic election and the organizational meeting of Council in November)
- First meeting of Council following the civic election and organizational meeting of Council scheduled for November 16 and 30, respectively, in accordance with Bylaw No. 9170.

- One meeting of each of the SPCs following the civic election;
- A two-day Governance & Leadership session for members of Council following the civic election (November 12 and 13)
- Regular Meeting of City Council to deal with the Budget prior to yearend (December 2 & 3);
- Quarterly Special/Joint GPC meetings in March, June, September and December;
- No meetings the first week of January, 2020 to allow for preparation and circulation of agendas by Administration and the City Clerk's Office over the Holiday season;
- No meetings the first week of February (SUMA Convention) and week following FCM Conference in June;
- Strategic Planning session in January, 2020;
- City Council Regular Business and Public Hearing meetings held on December 21.

Implications

There are no financial, environmental, social, legal or privacy implications with this option.

Advantages

- Follows the standard scheduling of meetings in an election year;
- Provision is made for meetings of Council, SPCs and GPC following the civic election;
- Budget deliberations are concluded before year end; and
- A Governance & Leadership session is held in a timely manner following the civic election.

Disadvantages

- Considerable time commitment following the civic election to year end;
- Minimal time period to prepare for budget deliberations; and
- Minimal time period for new Councillors to familiarize themselves with roles on SPCs.

Option 2 – Delay of SPC meetings following Civic Election

Appendix 2 outlines a meeting calendar similar to the meeting calendar followed during the last civic election in 2016, and similar to the calendar provided in Appendix 1. Key differences to the calendar provided in Appendix 1 include:

- Budget deliberations are moved to the week of December 7th (December 7 & 8); and
- No SPC meetings are scheduled following the civic election.

Implications

There are no financial, environmental, social, legal or privacy implications with this option.

Advantages

- More time for preparations for budget deliberations.

Disadvantages

- No SPC business conducted for the months of October, November and December.

Option 3 – Delay Budget Deliberations to Following Year

Appendix 3 outlines a meeting calendar similar to the meeting calendar followed during the last civic election in 2016, and similar to the calendar provided in Appendix 1. Key differences to the calendar provided in Appendix 1 include:

- Budget deliberations are removed from the Calendar and to be considered in January, 2021.

Implications

There are no financial, environmental, social, legal or privacy implications with this option.

Advantages

- More time for preparations for budget deliberations.

Disadvantages

- Budget is not finalized before yearend.

Option 4 – Delay Budget Deliberations to Following Year and Delay SPC meetings following Civic Election

Appendix 4 outlines a meeting calendar incorporating changes proposed in both options 2 and 3 above. Key elements include:

- No SPC meetings following the civic election;
- Budget deliberations removed and planned for January, 2021;
- Only a GPC meeting and a Regular Business Meeting and Public Hearing meeting of City Council in both November and December; and
- Moves the Regular Business Meeting and Public Hearing meeting in December one week earlier (from December 21 to December 14).

Implications

There are no financial, environmental, social, legal or privacy implications with this option.

Advantages

- More time for preparations for budget deliberations;
- More time for new Councillors to settle into their new roles;
- Reduces the number of meetings following the Civic Election; and
- Removes meetings the week leading into the Holiday season.

Disadvantages

- Budget is not finalized before yearend; and
- No SPC business conducted for the months of October, November and December.

RECOMMENDATION

That the Governance and Priorities Committee recommend to City Council, at its organizational meeting to be held on September 30, 2019, that it adopt Option 1 – 2020 Council and Committee Meeting Calendar as set out in Appendix 1 to this report.

RATIONALE

The recommended option maintains status quo and follows a format similar to past civic election years. This option attempts to balance the policy development and decision making processes of City Council. If there is a desire to move to an option where Budget deliberations would take place in January, 2021, further direction is required with respect to a date. Administration would prefer a date prior to January 15, 2021.

ADDITIONAL IMPLICATIONS/CONSIDERATIONS

There are no further additional implications or considerations.

COMMUNICATION ACTIVITIES

The 2020 City Council and Committee meeting schedule is to be considered by City Council at its organizational meeting, as part of the Regular Business Meeting on September 30, 2019. Once a calendar is approved, it will be posted to the City's website and circulated to all Boards and Commissions.

APPENDICES

1. Appendix 1 - Option 1 – 2020 Council and Committee Meeting Calendar
2. Appendix 2 - Option 2 – 2020 Council and Committee Meeting Calendar
3. Appendix 3 – Option 3 – 2020 Council and Committee Meeting Calendar
4. Appendix 4 – Option 4 – 2020 Council and Committee Meeting Calendar
5. Appendix 5 – 2016 Council and Committee Meeting Calendar

Report Approval

Written by: Joanne Sproule, City Clerk
Reviewed by: Mike Jordan, Director of Policy & Government Relations
Cindy Yelland, City Solicitor
Jeff Jorgenson, City Manager
Approved by: Joanne Sproule, City Clerk

Admin Report - 2020 City Council and Committee Meeting Schedule.docx



Option 1

2020 Council and Committee Meeting Calendar

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SPC – EU&CS 9:00 a.m. / Transportation 2:00 p.m.

SPC – PD&CS 9:00 a.m. / Finance 2:00 p.m.

Governance and Priorities Committee – 1:00 p.m.

City Council – Regular Business 1:00 p.m., Public Hearing 6:00 p.m.

Governance and Leadership Session November 12 & 13 – 9:00 a.m.

City Council Inauguration November 16 – 6:00 p.m.

Strategic Planning Session – 9:00 a.m.

Business Plan and Budget Review – 1:00 p.m.

SUMA Feb. 2-5 (Regina)

FCM June 4-7 (Toronto)

Civic Election November 9 (nomination period close October 7)

○ Stat Holidays (or day in lieu) ★ Special /Joint GPC (if required) – 1:00 p.m.



Option 2

2020 Council and Committee Meeting Calendar

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SPC – **EU&CS** 9:00 a.m. / **Transportation** 2:00 p.m.

SPC – **PD&CS** 9:00 a.m. / **Finance** 2:00 p.m.

Governance and Priorities Committee – 1:00 p.m.

City Council – Regular Business 1:00 p.m., Public Hearing 6:00 p.m.

Governance and Leadership Session November 12 & 13 – 9:00 a.m.

City Council Inauguration November 16 – 6:00 p.m.

Strategic Planning Session – 9:00 a.m.

Business Plan and Budget Review – 1:00 p.m.

SUMA Feb. 2-5 (Regina)

FCM June 4-7 (Toronto)

Civic Election November 9 (nomination period close October 7)

○ Stat Holidays (or day in lieu) ★ Special /Joint GPC (if required) – 1:00 p.m.



Option 3

2020 Council and Committee Meeting Calendar

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SPC – EU&CS 9:00 a.m. / Transportation 2:00 p.m.

SPC – PD&CS 9:00 a.m. / Finance 2:00 p.m.

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FCM June 4-7 (Toronto)

Civic Election November 9 (nomination period close October 7)

○ Stat Holidays (or day in lieu) ★ Special /Joint GPC (if required) – 1:00 p.m.



Option 4

2020 Council and Committee Meeting Calendar

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SPC – EU&CS 9:00 a.m. / Transportation 2:00 p.m.

SPC – PD&CS 9:00 a.m. / Finance 2:00 p.m.

Governance and Priorities Committee – 1:00 p.m.

City Council – Regular Business 1:00 p.m., Public Hearing 6:00 p.m.

Governance and Leadership Session November 12 & 13 – 9:00 a.m.

City Council Inauguration November 16 – 6:00 p.m.

Strategic Planning Session – 9:00 a.m.

Business Plan and Budget Review – 1:00 p.m.

SUMA Feb. 2-5 (Regina)

FCM June 4-7 (Toronto)

Civic Election November 9 (nomination period close October 7)

○ Stat Holidays (or day in lieu) ★ Special /Joint GPC (if required) – 1:00 p.m.



2016 Meeting Calendar

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SPC – **PD&CS** 9:00 a.m. / **Finance** 2:00 p.m.

SPC – **Transportation** 9:00 a.m. / **EU&CS** 2:00 p.m.

Governance & Priorities Committee – 1:00 p.m. (9:00 a.m. July & August)

Orientation – (To be determined)

Council – Regular Business 1:00 p.m., Public Hearing 6:00 p.m.

***Inauguration** 6:00 p.m.

Budget Review – 1:00 p.m.

SUMA Jan 31–Feb 3 (Regina)

FCM June 3-6 (Winnipeg)

Civic Election Oct 26 (nomination period close Sept 21)

○ Stat Holidays



GOVERNANCE AND PRIORITIES COMMITTEE

Approaches for Addressing Existing and Emerging Protocol Issues

Recommendation of the Committee

1. That the Administration be directed to draft a comprehensive protocol policy addressing flag raising and proclamations, including establishing detailed criteria for determining which applications can be accepted;
2. That the approval of flag raising and proclamation requests be delegated to the City Clerk's Office with an appeal mechanism to the Governance and Priorities Committee; and
3. That the City Solicitor make any necessary amendments to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered a report of the City Solicitor regarding the above.

Attachment

September 23, 2019 report of the City Solicitor

Approaches for Addressing Existing and Emerging Protocol Issues

ISSUE

Each year, the City of Saskatoon receives several requests for flag raisings and proclamations. The City does not currently have a comprehensive policy dealing with these issues. What approaches can the City of Saskatoon take to better address existing and emerging protocol issues and requests?

BACKGROUND

2.1 History

On September 4, 2015 the Executive Committee (now Governance and Priorities Committee) directed the Administration to report on the issue of protocols in other cities.

2.2 Current Status

The Administration has reviewed a number of protocol related issues that have arisen internally in the City of Saskatoon, and conducted research on how protocol matters are treated in other Canadian cities. The Administration has found a number of areas that may benefit from inclusion in a comprehensive protocol policy, including more detailed guidance on procedures for flag raising and proclamations, and criteria for determining whether to approve applications for those items.

2.3 City of Saskatoon's Current Approach

Applications for proclamations are currently governed by Council Policy No. C01-004, *Proclamations*. No such similar policy exists in respect of flag raising requests. However, the *Proclamations Policy* has been used for guidance in considering such requests.

Currently, proclamations may be issued to charitable and non-profit organizations. This is done to increase public awareness of their causes, to promote fund-raising activities, to support major sporting, cultural and entertainment programs of significance to the City and civic initiatives. Application for proclamations promoting hatred, involving illegal activity or containing inflammatory, obscene or libelous statements are denied.

Flag raising and proclamation requests are currently received by the City Clerk's Office. Requests are reviewed by the City Clerk prior to placing them on the Council Public Hearing Agenda for approval. Many requests are annual and so there is a precedent that they have been approved.

Those for which there is no precedent are reviewed for compliance with the policy criteria and alignment with similar requests that have previously been approved. From time to time, the City Solicitor's Office is called upon to provide assistance to the City Clerk in vetting a request that has not been previously approved and for which there is some concern as to its compliance with the *Proclamations Policy*. Flag raising or proclamation requests for which there is a precedent and which fall within the existing *Proclamation Policy* criteria are placed on the next Public Hearing Agenda of Council for approval.

If a proposed proclamation is problematic because it does not appear to fit within the *Proclamation Policy*, the City Clerk will advise the applicant that it will not be going forward. In this event, the City Clerk places a copy of the application and response in the Councillors' central repository. In the case of flag raising applications, the use of civic square is required for the event. The *Use of City Hall Lobby and Civic Square Policy* is administered by the Communications Department and, in this context, application denials for flag raising requests are communicated through that Department.

From time to time, a request is received for a flag raising or proclamation which is to happen prior to the next Council meeting. If it is an annual-type request, the City Clerk asks the Mayor or City Manager to approve the request and the approval is included as information on the next Council Agenda. If a pre-Council approval is necessary for a request that has not been received in the past, the City Clerk consults with the City Manager or Mayor for direction.

After the Council meeting, the City Clerk's Office notifies Communications web mail and maintenance staff of the approval and the approved proclamations and flag raisings are implemented.

2.4 Approaches in Other Jurisdictions

The following cities were included in the protocol review:

- Regina;
- Calgary;
- Edmonton;
- Winnipeg;
- Toronto;
- Ottawa;
- London;
- Surrey; and
- Halifax.

Flag Raising

Most of the surveyed jurisdictions have some form of policy on flag raising and related ceremonies. As Appendix 1 describes, the most detailed policies are found in Regina, Calgary, Toronto, Ottawa and London, and address the following key issues:

- positioning of flags in relation to each other to signify order of precedence;
- half-masting;
- description of the application process for ethnic, cultural or community organizations' requests to have a flag raised;
- criteria that is used in determining whether an organization's application will be accepted; and
- listing the flag raising and half-masting events that are observed annually.

In all of these jurisdictions, Council has delegated the approval of flag raisings to either the City Clerk, a protocol office or officer, or a similar body or person. Some provide for an appeal of the decision to another body and others do not.

In contrast, the City of Surrey's policy is unique in that it does not allow the flying of any non-governmental flags at civic facilities. Winnipeg and Halifax do not appear to have a specific bylaw or policy document relating to flag raisings.

Many jurisdictions provide substantial detail on both procedural matters and the criteria used to evaluate applications, including specific criteria that would prevent flag raising for political, religious or highly controversial purposes or groups.

Proclamations

Regina, Calgary, Edmonton, Toronto, Ottawa, London and Surrey all have some form of policy or bylaw provision related to proclamations. In these jurisdictions, as explained in Appendix 2, the determination of whether to issue a proclamation is generally at the Mayor's discretion as limited by the relevant policy or bylaw.

Calgary, Toronto and Ottawa's proclamation policies are the most detailed in setting out acceptable types of proclamations. These policies not only set out the common disqualifiers, such as political or commercial overtones and causes which are contentious or divisive, but they also set out positive qualifications required of the proposed subject of proclamation. On the other hand, London's proclamation provisions are unique in stating that "no proclamations shall be issued on behalf of the City of London, except those required by law to be issued".

Many jurisdictions have a great amount of detail on both procedural matters and criteria used to evaluate applications, including specific criteria that would prevent proclamations for political, religious or highly controversial purposes or groups.

OPTIONS

This section of the report proposes three possible options for Council's consideration on existing and emerging protocol issues. The Options range from continuing with the City's existing approach to the adoption of a comprehensive protocol policy. The third Option essentially reforms the City's existing approach to addressing protocol issues.

Option 1 - Maintain the status quo

This Option proposes no changes to the City of Saskatoon's current protocol policy environment. Existing protocol issues would be guided by Council Policy No. C01-004, *Proclamations*, and Administrative Policy No. A09-026, *Use of City Hall Lobby and Civic Square*. Any emerging protocol issues would be addressed on an ad-hoc basis and would likely require approval by Council on a case by case basis.

Implications

Financial: There are no new financial implications resulting from the adoption of this Option. The program is managed within the City Clerks Office's existing resources.

Legal: There may be legal implications to maintaining the status quo. A lack of clear criteria may make the City susceptible to a legal challenge.

There are no environmental or social implications resulting from this Option.

Advantages

- No disruption to current approach.
- Specific coverage to frequent protocol issues.

Disadvantages

- Lacks a comprehensive approach to managing requests and protocol issues.
- No clear criteria for considering flag raising and proclamation requests.
- Leaves the City susceptible to legal challenge.

Option 2 - Targeted approach by prohibiting the flying of guest flags and the issuance of proclamations

This Option proposes that Council would enact a policy that prohibits the flying of guest flags and the issuance of proclamations. It largely follows the approach taken by cities such as Surrey and London. As noted in Appendices 1 and 2, the

City of London prohibits the flying of non-government flags and the issuance of any proclamations other than those required by law to be issued. Surrey similarly prohibits the flying of non-governmental flags. Proclamations, however, are identified as an alternative to a flag raising despite that Surrey appears to have no specific bylaw or policy speaking to proclamations. Most recently, the City of Prince Albert has chosen this approach resulting from a controversy and a court challenge related to its refusal to fly a particular pro-life flag on its guest flag pole.

Implications

Financial: There are no new financial implications resulting from the adoption of this Option. The program would be managed within the existing resources of the City Clerk's Office.

Social: The implementation of this Option could create opposition from some stakeholders. However, it could also eliminate potential public controversy for flying the flags of controversial groups or causes.

Legal: The implementation of this would require amendments to Bylaw No. 9170, *The Procedures and Committee Bylaw, 2014*.

There are no environmental implications resulting from the implementation of this Option.

Advantages

- Eliminates the potential for controversy and legal challenge.

Disadvantages

- Removes longstanding venues for public recognition currently enjoyed by various community and non-profit groups and causes.
- Lacks a comprehensive approach to managing protocol issues.

Option 3 - Adopt a comprehensive approach resulting in an all-encompassing protocol policy

This Option proposes that Council take a comprehensive approach to addressing existing and emerging protocol issues. More specifically, this Option proposes the adoption of a protocol policy that covers several topics relating to protocol matters. It would provide for the application of consistent standards and address other basic requirements relating to protocol. Fundamentally, it would serve as an easy reference for protocol-related decisions.

In the short term, however, the scope of the policy would be limited to addressing flag raising and proclamation applications. It would be robust enough to include consistent standards for content and procedure while identifying responsibilities relating to flag raisings and proclamations issued by the City of Saskatoon. Over the longer term, the policy would become more comprehensive and cover such

issues as: awards and formal recognitions, use of civic square, parking passes for visiting dignitaries and ceremonial lighting of civic structures.

With respect to flag raisings and proclamations, the policy would set out the positive qualifications of the proposed subject and disqualifiers. It is intended that flag raising and proclamation requests would be denied if:

- a) the organization or application involves a commercial enterprise;
- b) the organization is a political party or the request is in support of a political party;
- c) the organization's undertakings or philosophy are, or the request is:
 - i) contrary to City policies or bylaws;
 - ii) contrary to the *Canadian Charter of Rights and Freedoms*;
 - iii) espousing of hatred, violence or racism;
 - iv) politically or religiously motivated;
 - v) controversial, contentious or divisive within the community; or
 - vi) inflammatory, obscene or libelous.

In addition, the policy would delegate approval of flag raisings and proclamations to the City Clerk's Office. Appeals would be directed to the Governance and Priorities Committee. This approach would work as follows:

- The City Clerk would receive flag raising and proclamation requests and approve or deny applications in accordance with the clear criteria set by Council.
- All applications that are compliant with the policy would be approved, without any further determination being made by Council. In other words, Council's authority would be delegated to the City Clerk.
- This delegation could include a requirement that the City Clerk report approved flag raisings and proclamations to Council for information.
- In the event of a dispute between the applicant and the City Clerk's Office, the policy could provide for an appeal to the Governance and Priorities Committee.

Implications

Financial: There are no new financial implications resulting from the adoption of this Option. The program would be managed within the existing resources of the City Clerk's Office.

Social: The implementation of this Option could create opposition from some community or stakeholders regarding some flag raisings and proclamations.

Legal: The implementation of this would require amendments to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*. A clear set of criteria would help the City properly vet these requests and prevent legal challenges.

There are no environmental implications resulting from the implementation of this Option.

Advantages

- Provides clear guidance as to the criteria against which applications are to be considered.
- Decreases the likelihood as to differing criteria or application of criteria.
- Ensures information is identifiable and easily accessible.
- Reduces the potential for legal challenges respecting the denial of requests.

RECOMMENDATION

That the Governance and Priorities Committee recommend to City Council that:

1. The Administration be directed to draft a comprehensive protocol policy addressing flag raising and proclamations, including establishing detailed criteria for determining which applications can be accepted.
2. The approval of flag raising and proclamation requests be delegated to the City Clerk's Office with an appeal mechanism to the Governance and Priorities Committee.
3. The City Solicitor make any necessary amendments to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014*.

RATIONALE

The City of Saskatoon currently only has Council Policy No. C01-004, *Proclamations*, and Administrative Policy No. A09-026, *Use of City Hall Lobby and Civic Square* to provide direction on protocol-related issues. The City's existing *Proclamations Policy* was passed in 1978 and has not been updated since 2010. It lacks the necessary elements contained in protocol policies in other Canadian jurisdictions and thus, an overhaul is timely. A comprehensive protocol policy would assist in resolving ambiguities with respect to addressing existing and emerging protocol issues.

More importantly, the absence of any policy direction in respect of flag raisings in particular has left the Administration and City Clerk's Office without clear guidance and direction. A clear goal of the approach proposed in Option 3 is to establish useable criteria for determining which flag raising and proclamation requests are acceptable.

Moreover, Option 3 would maintain flag raisings and proclamations as venues for public recognition, which have long been enjoyed by many groups and causes. This Option optimally ensures that the City can continue providing those venues into the future, but with much clearer guidance than is available under the current policy framework.

Delegating the approval of flag raising and proclamation requests would allow the expeditious approval of applications by the City Clerk's Office. Council's policy direction as to causes and organizations worthy of special recognition would be identified in the context of the more comprehensive approval criteria contained within the policy rather than through the approval of individual flag raising and proclamation requests.

ADDITIONAL IMPLICATIONS/CONSIDERATIONS

If Council agrees with the Administration's recommendations, then a policy would be drafted and brought back for approval. The Administration will report in the future on other protocol-related decisions to be added to the comprehensive protocol policy.

COMMUNICATION ACTIVITIES

It is anticipated that any process changes would be communicated through the City Clerk's Office. Corresponding changes to Bylaw No. 9170, *The Procedures and Committees Bylaw, 2014* would be preceded by the appropriate public notice.

APPENDICES

1. Flag Raising
2. Proclamations

Report Approval

Written by:	Andrew Glum, Solicitor Christine G. Bogad, Director of Legal Services
Approved by:	Cindy Yelland, City Solicitor
Reviewed by:	Jeff Jorgenson, City Manager Joanne Sproule, City Clerk Mike Jordan, Chief Public Policy & Government Relations Officer

Flag Raising

Regina

Regina's Flag Protocol Guideline¹ provides extensive detail on flag raising practices and procedures, including the positioning of flags in relation to each other to signify order of precedence, half-masting, and a detailed description of the application process for ethnic, cultural or community organizations' request to have a flag raised. Some of the criteria that is used in determining whether an application will be accepted is also included, as are departmental responsibilities.

The Guideline lists the following among its criteria for determining whether to approve a flag raising request:

"The City of Regina receives requests to raise a flag on behalf of an outside organization. These organizations include charitable or non-profit organizations, community businesses, another city, province or nation.

[...]

- Flags of organizations which may be considered controversial, contentious or divisive within the community shall not be flown at City Hall;
- No flags of commercial, religious, or political organizations shall be flown;
- No flags of a group or organization whose undertakings or philosophy are contrary to City of Regina policy or bylaws, or espouse hatred, violence or racism shall be permitted;"

Flag raising requests are approved by the Office of the City Clerk. In the event of a dispute between the applicant and the City Clerk as to the eligibility of a request, the Office of the City Clerk will consult with the Provincial Protocol Office.

Calgary

Calgary's Flag Policy² is similar in comprehensiveness to Regina's Guideline and contains, more or less, identical content. One notable addition is that Calgary's Policy contains a list of half-mast days which are observed annually as days of mourning.

As to criteria for guest flags, sections 5.3.1(c) and 5.3.3 of the Policy state as follows:

"Protocol will assess flag raising requests based on the following criteria:

- i. The City will not fly flags of nations with whom Canada does not have diplomatic relations as recognized by the federal government.

¹ <https://www.regina.ca/export/sites/Regina.ca/city-government/administration/.galleries/pdfs/Flag-Protocol-Guidelines.pdf>

² <http://www.calgary.ca/CA/city-clerks/Documents/Council-policy-library/CP2016-07-Flag-Policy.pdf>

- ii. The City may not normally fly flags which may be considered controversial or divisive.
- iii. The City will not fly a flag of an organization whose undertakings or philosophy espouse violence, hatred or racism or are contrary to City bylaws or policies.
- iv. The City will not fly flags of a commercial, religious or partisan nature.

[...]

5.3.3 Flags of Organizations

- (a) The City may fly the flag of a charitable or non-profit organization, to celebrate a special occasion or achievement in Calgary.
- (b) It is the responsibility of the requesting organization to submit an application for a flag to be flown, as well as supply the flag to represent the organization or event.
- (c) If a flag raising is requested as part of a larger ceremony, applicants must make appropriate arrangements in accordance to the Municipal Complex Bylaw for the use of the Municipal Plaza."

The Office of the City Clerk administers and approves flag raising requests under the Calgary Flag Policy. The policy contemplates the City Clerk's Office contacting the Mayor's Office where "further discussion or decisions must be made regarding the displaying or raising of flags".

Edmonton

Edmonton's Civic Protocol Policy³ addresses only "Official Flag Raisings" (defined as "the ceremonial raising of another country's flag on an officially designated flag pole and when an appropriate authority from that country is present). The policy does not contemplate other flag raisings or specify an exact process or procedure for "Official Flag Raisings". The distribution of responsibilities among Council and various departments is outlined.

The City has a designated Protocol Office, and the Office's portion of the City website⁴ details certain specific rules related to flags, including the positioning of flags in relation to each other to signify order of precedence, and half-masting. The site also provides contact information to request that a particular community flag be flown on the designated, separate "community flag pole". There is no indication of a catch-all

³ https://www.edmonton.ca/city_government/documents/PoliciesDirectives/C419A.pdf

⁴ https://www.edmonton.ca/city_government/city-protocol.aspx

procedure for determining if or when any given community flag raising or half-masting will take place.

Winnipeg

Winnipeg does not appear to have a specific policy document related to flag raisings, although its Municipal Manual⁵ indicates that it has a Protocol Office as a branch of its City Clerk's Department, and that this Office is responsible for organizing flag raising ceremonies, and other ceremonies, presentations and special events.

Toronto

The "Flag-Raising & Half-Masting" section of the City of Toronto's website⁶ lists its policy criteria for flag raising. The policy is similar in comprehensiveness to Regina's Guideline and contains, more or less, identical content. Additionally, Toronto lists half-mast days that are observed annually as days of mourning.

The webpage lists the following criteria for determining whether a flag raising request will be approved:

"Non-profit or charitable organizations may request for the City of Toronto to fly the following flags on its courtesy flag poles, for up to two weeks:

- Flags of nations recognized by the Government of Canada on a country's national day or on the anniversary of a special occasion; or
- Flags of non-profit or charitable organizations.

[...]

Requests will not be approved for:

- Political parties or organizations
- Religious organizations or in celebration of religious events
- Commercial entities or in celebration of corporate events
- Intent that is contrary to City policies or bylaws
- Organizations requesting flag raisings that espouse discrimination, hatred, violence or racism
- Organizations that have already flown a flag on a courtesy flag pole within the same calendar year
- Flags of nations that have already flown on a courtesy flag pole within the same calendar year".

The City of Toronto has a Strategic Protocol & External Relations Office. As a member of that Office, the City's Chief of Protocol has been delegated the authority by City Council to approve flag raising requests.

⁵ <http://winnipeg.ca/clerks/pdfs/2017MunicipalManual.pdf>

⁶ <https://www.toronto.ca/city-government/awards-tributes/tributes/flag-raising-half-masting/>

Ottawa

Ottawa's "Flag Protocol Procedures"⁷ are similar in comprehensiveness to Regina's Guideline and contain, more or less, identical content. One notable addition is that Ottawa's Procedures contain a list of half-mast days which are observed annually as days of mourning.

The Procedures state that "the City will not fly the flag of a group or organization whose undertakings or philosophy are contrary to City of Ottawa policies or by-laws, espouse hatred, violence, or racism, or are politically or religiously motivated or represent other individual conviction".

Similar to the City of Toronto, flag raising requests in the City of Ottawa are provided to the Office of Protocol for consideration.

London

London's "Flags at City Hall" Council Policy (included on its Community Flag Pole Request form⁸), is less detailed than Regina's and Calgary's policies, but is functionally identical and includes a list of annual half-masting and flag raising days.

Section 3(b) of the policy lists the criteria for determining whether a flag raising request will be approved:

"The following guidelines shall be observed for the flying of flags permitted under 3(a)(ii), above:

- (i) flag raisings shall be in connection with a particular event by an organization;
- (ii) no flags of commercial, religious or political organizations shall be permitted;
- (iii) no flags of a group or organization whose undertakings or philosophy are contrary to City of London policies or by-laws, or espouse hatred, violence or racism shall be permitted;
- (iv) an organization's flag shall be flown no more than once per calendar year;
- (v) organizations shall be required to submit flag raising requests on an annual basis;
- (vi) a flag shall be flown for a period of up to one week, or for the duration of the associated event, whichever is less; and,
- (vii) flags shall only be raised and lowered on those business days that City Hall is open".

⁷ <https://ottawa.ca/en/city-hall/your-city-government/policies-and-administrative-structure/office-protocol/office-protocol-procedures#flag-protocol-procedures>

⁸ <https://www.london.ca/city-hall/Licences-Permits/Documents/Community-Flag-Pole-Request.pdf>

The City Clerk's Office is charged with administration of the policy. Disputes between that Office and an organization regarding the eligibility of a request are determined by Council Committee and ultimately City Council.

Surrey

Surrey's Flag Policy⁹ is unique in that it does not permit the flying of any flags on civic property other than those of Canada, its provinces and territories, and those of other sovereign nations:

- 1.3 The City of Surrey will not display other national flags or guest organizational banners on City facility flagpoles [...]

The policy also outlines order of priority and which flags are to be flown at which civic facilities.

Halifax

Halifax does not appear to have a specific policy document relating to flag raisings.

Province of Saskatchewan

The Province of Saskatchewan has a Protocol Office. Protocol Guidelines can be found on-line, including a Flagging Policy and Procedures.¹⁰ The policy speaks to the flying of flags including the use of courtesy flagpoles at various venues, in addition to half-masting and precedence and etiquette when flying a flag.

As with the other jurisdictions, flags flown at half-mast are a sign of respect and mourning upon death. The policy provides the criteria to be used in determining when flags will be flown at half-mast and includes a list of annual occasions.

In respect of courtesy flagpoles at the Legislative Building, they may be used for the following purposes:

- “The Lieutenant Governor’s Standard during official vice-regal occasions such as the Opening of the Legislature. Similar arrangements for visits of the Governor General to the Building.
- Territorial flags of countries, provinces and other jurisdictions, and international organizations during the official visit in the building of their Head of State or Government or other official representatives.
- Officially approved international, national or provincial flags on appropriate occasions as approved by the Protocol Office.

⁹ https://www.surrey.ca/bylawsandcouncilibrary/CR_2014-R104.pdf (see also: http://www.surrey.ca/bylawsandcouncilibrary/MIN_RCPH_2014_06_23.pdf at p. 14)

¹⁰ <https://www.saskatchewan.ca/government/visual-identity-and-protocol/protocol-guidelines/flagging-policy-and-procedures>

The removable flagpole at the Legislative Building may be used for other flags to draw attention to worthy causes, events, campaigns and non-governmental organizations.

Permission must be granted by the Legislative Building Supervisor, Government Services”.

Proclamations

Regina

Regina's *Procedure Bylaw*¹ outlines the City's proclamation request procedure and lists circumstances in which the request will be rejected, the determination of whether to issue a proclamation being otherwise left to the sole discretion of the Mayor. The bylaw also provides a standard form for proclamations.

Subsection 37(2) of the bylaw sets out criteria for acceptable proclamation content as follows:

"Subject to The Saskatchewan Human Rights Code the Mayor may, in his sole discretion, approve the proclamation submitted pursuant to Subsection (1), provided the proclamation does not:

- (a) promote any commercial business;
- (b) involve any person or organization which promotes hatred of any person or class of persons or otherwise involves illegal activity; or
- (c) contain any inflammatory, obscene or libelous statement."

Calgary

Calgary's Proclamation Policy² is similar to Regina's proclamation provisions in that Calgary's policy lists circumstances in which the request will be rejected and gives discretion to the Office of the Mayor whether to issue proclamations otherwise acceptable under the policy.

Calgary's policy contains the following criteria for determining whether a proclamation application can be approved:

"1. A request for a proclamation should meet at least one of the following criteria:

- a. The sponsoring agency be a charitable organization;
- b. The cause be one of national significance;
- c. The cause be one of benefit to the majority of Calgarians;
- d. The cause be an initiative of The City of Calgary.

2. Requests with commercial or political overtones will not be considered.

3. Requests for proclamations to support a cause, which is contentious or divisive within the community, will not be considered."

¹ <http://open.regina.ca/dataset/1bb36673-da14-458a-a6bb-9278ce35c537/resource/7f16e9ab-3c56-4630-a003-8b9102d6fe9a/download/9004c15.pdf> see section 37.

² <http://www.calgary.ca/CA/city-clerks/Documents/Council-policy-library/cc015-Proclamation-Policy.pdf>

Edmonton

Edmonton's Civic Protocol Policy³, which includes proclamations in the broader category of "Special Recognitions", does not specify an exact process or procedure on these issues, but addresses the distribution of responsibilities among Council and various departments. The policy states as follows regarding Special Recognitions:

"3.02 Special Recognitions

Corporate Communications will:

- (a) review requests for proclamations, congratulatory messages, Mayor's messages, letters of recognition, champions letters, birthday and anniversary greetings received directly or referred from the Mayor or designate.
- (b) in the case of recommended approval provide the Office of the Mayor or designate with document for signature.
- (c) in the case of recommended refusal, provide the Mayor or designate with reasons why, and recommend alternatives if appropriate."

Winnipeg

Winnipeg does not appear to have a specific bylaw or policy document relating to proclamations.

Toronto

The "Proclamations" page of the City of Toronto's website⁴ lists its criteria for the issuing of proclamations. The criteria are comprehensive, listing both positive qualifiers and disqualifiers. Proclamations are issued at the discretion of the Mayor.

The webpage lists the following criteria for determining whether to approve a proclamation request:

"Eligible Causes

- Public awareness campaigns
- Charitable fundraising campaigns
- Arts and cultural celebrations

[...]

³ https://www.edmonton.ca/city_government/documents/PoliciesDirectives/C419A.pdf

⁴ <https://www.toronto.ca/city-government/awards-tributes/tributes/proclamations-congratulatory-scrolls-and-letters-of-greeting/proclamations/>

Proclamations will not be issued for:

- matters of political controversy, ideological or religious beliefs or individual conviction
- events or organizations with no direct connection to the City of Toronto
- campaigns or events contrary to City policies or by-laws
- National, Independence or Republic Days (please see flag-raising for appropriate recognition)
- Campaigns intended for profit-making purposes".

Ottawa

Ottawa's "Proclamation Procedures"⁵ lists the relevant criteria and is similarly comprehensive to Toronto's policy. Positive and negative criteria are used. Proclamations are issued at the discretion of the Mayor.

The procedures list the following criteria for determining whether to approve a proclamation request:

"A proclamation may be issued:

- to an individual or organization residing within the boundaries of the City of Ottawa who has achieved national or international distinction, or whose significant contribution to the community deserves recognition;
- to artistic, athletic, historical and cultural celebrations held within the boundaries of the City of Ottawa;
- to charitable and non-profit fundraising events held within the boundaries of the City of Ottawa;
- as a special recognition/honour on the recommendation of the Mayor.

A proclamation will not be issued for:

- matters that are politically or religiously motivated or represent individual conviction;
- campaigns, events or activities that are contrary to the City of Ottawa's policies or bylaws;
- individuals or organizations that espouse discrimination, hatred, violence or racism;
- individuals or organizations that are not directly related to the City of Ottawa;
- events or activities intended for profit-making purposes.

⁵ <https://ottawa.ca/en/city-hall/your-city-government/policies-and-administrative-structure/office-protocol/office-protocol-procedures#proclamation-procedures>

London

London's proclamation provision in its Council Policy Manual⁶ is unique in stating that "no proclamations shall be issued on behalf of the City of London, except those required by law to be issued".

Surrey

Surrey does not appear to have a specific bylaw or policy document outlining a proclamations procedure, although its Flag Policy⁷, which is unique in that it does not permit the flying of any flags on civic property other than governmental flags, lists proclamations as one of the alternatives available to those seeking formal City recognition.

Halifax

Halifax does not appear to have any bylaw or policy documents addressing the issue of proclamations procedure.

⁶ <https://www.london.ca/city-hall/council-policies/Documents/Chapter16-final.pdf> see section 16(22).

⁷ https://www.surrey.ca/bylawsandcouncillibrary/CR_2014-R104.pdf (see also: http://www.surrey.ca/bylawsandcouncillibrary/MIN_RCPH_2014_06_23.pdf at p. 14)



GOVERNANCE AND PRIORITIES COMMITTEE

2020 Annual Appointments – Members of City Council to the Governance and Priorities Committee and Standing Policy Committees

Recommendation of the Committee

1. That all members of City Council be reappointed to the Governance and Priorities Committee to November 16, 2020; and
2. That members of Council be reappointed to the Standing Policy Committees to November 16, 2020 as follows:
 - Environment, Utilities & Corporate Services – Councillors Davies, Gersher, Gough, Hill, and Loewen
 - Transportation – Councillors Block, Donauer, Dubois, Gersher, and Jeffries
 - Planning, Development & Community Services – Councillors Davies, Gough, Hill, Iwanchuk, and Jeffries
 - Finance – Councillors Block, Donauer, Dubois, Iwanchuk, Loewen

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered its appointments to the above.

Your Committee is recommending reappointment of all members of City Council to the Governance and Priorities Committee and reappointment of the same members as in 2019 to each of the Standing Policy Committees to November 16, 2020.



GOVERNANCE AND PRIORITIES COMMITTEE

2020 Annual Appointments – Personnel Subcommittee

Recommendation of the Committee

That Mayor Clark and Councillors Iwanchuk, Donauer and Dubois be reappointed to the Personnel Subcommittee for 2020.

History

The Governance and Priorities Committee, at its meeting held on September 23, 2019, considered its appointments regarding the above.

Farmers' Market Building Update

ISSUE

The purpose of this report is to provide an update on the status of the Farmers' Market Building in River Landing, and provide information about next steps in the process.

BACKGROUND

At its September 24, 2018 meeting, City Council directed the Administration to:

“prepare and issue a Request For Proposal to lease the Farmers' Market Building within River Landing, seeking a proponent to develop and manage a six-day-a-week animated public facility and farmers' market and revising the proposed scoring matrix in order to provide specific consideration for:

- Dedicated farmers' market days;
- More explicit evaluation of 'authenticity' with respect to local produce and content.”

The Request For Proposals (RFP) to lease the Farmers' Market Building was issued in October, 2018. In February, 2019, the RFP was cancelled due to the need for significant repairs to the roof of the Farmers' Market Building. The City of Saskatoon (City) extended the lease of the current tenant until December 31, 2019.

Related to the required roof repairs, an RFP was issued in August 2019, for an expert to advise on the best type of roof system to be installed on the Farmers' Market building, including costs, warranty, lifespan and scheduling (due to weather).

DISCUSSION/ANALYSIS

Architectural Firm Selected to Determine Roof Repair Options

Roof repairs are needed to the Farmers' Market Building due to water issues related to condensation build-up within the two roof membranes in the building. The Facilities Division is managing the roof repairs and are in the process of hiring an architectural firm through the RFP process. The architectural firm will be responsible for preparing a roof design, which will include a preferred type of membrane, and ceiling finish options. The design will also include the possible placement of skylights and will propose possible changes to interior lighting. The roof structure is to remain intact however, the roof membrane itself will be completely replaced. Once the preferred roof design is selected, the architectural firm will prepare the public tender package for the roof repair work.

Due to the nature of the roof repair work, which will involve some degree of demolition, a full closure of the Farmers' Market Building is required. The work will begin sometime in early 2020, after the conclusion of current lease agreement. The exact start and completion dates for the roof repairs, are undetermined at this time because it is

Farmers' Market Building Update

dependent upon the preferred roof repair approach. The work is not anticipated to affect the potential of an outdoor farmers' market in 2020 in the Market Square.

Future Use of the Farmers' Market Building

The River Landing Concept Plan identifies the Farmers' Market Building as an attraction for the community and visitors, and that it is to contain a farmers' market component. A desire to more fully utilize this great community asset, and animate the facility for six or more days per week including consideration for a farmers' market component, led to the issuance of the RFP in October, 2018. The RFP outlined all of the expectations of the lease, and was clear that a farmers' market component must be part of the facility. The expectations outlined in the RFP continue to guide the process and serve as a reference for future proposals for the Farmers' Market Building. The lease criteria is provided in Appendix 1. With this criteria as the foundation, Administration continues to search for an entity that can develop and manage an animated six-day-a-week public facility that includes a farmers' market component operating for a minimum of 2 days per week at the site.

Securing a New Tenant

Since the RFP to lease the Farmers' Market Building was cancelled due to the roof repair, no tenant was secured. The current tenant has indicated the required Farmers' Market Building objectives and expanded operating expectations, outlined in Appendix 1 are not in keeping with their organizations' current mandate. As a result they would not be submitting another proposal to occupy the Farmers' Market Building after 2019, as they plan to focus on their core mandate of operating authentic farmers' markets 2 or 3 days a week. They have also communicated to Administration they would be pursuing a new location for their organization and were in the process of looking to secure a lease elsewhere.

Council Policy C02-045, the Purchasing Policy, does not require an RFP to secure a new tenant for the Farmers' Market Building. Council Policy C03-024, Leasing Civic Buildings to Outside Organizations Policy, does require the review of all leases, with outside organizations, by the Standing Policy Committee on Planning, Development and Community Services and requires City Council approval.

The current lease for the Farmers' Market Building is \$10/year, plus a contribution to the City's Civic Buildings Comprehensive Maintenance Reserve to help with any capital repairs to the building. It is anticipated that a subsidized lease rate (with City Council's approval) would be considered for the future tenant of the building. The leasee would also be responsible for property tax, insurance, utilities and leasehold repairs, which is consistent with the current lease terms.

Administration has since been approached by other potential farmers' markets, and potential vendors expressing interest in operating out of the Farmers' Market Building. While these inquiries have been general in nature, the Administration is exploring possible options for an individual or group to provide a proposal that meets the expectations of operating an animated public facility for a minimum of six days a week

Farmers' Market Building Update

with a farmers' market component. This person or group would manage the lease, coordinate the vendors, oversee the farmers' market, and ensure the conditions of the lease are met.

Based on efforts to date, Administration does not anticipate receiving multiple requests to manage the lease for the Farmers' Market Building. If Administration receives a viable proposal that meets all conditions approved by City Council and laid out in Appendix 1, then a lease agreement may be pursued. If there are multiple requests, Administration will consider the re-issuance of an RFP.

IMPLICATIONS

There are no financial, policy, environmental, privacy or Crime Prevention Through Environmental Design (CPTED) implications or considerations.

NEXT STEPS

Administration will continue to pursue the roof repairs and work to secure a viable tenant for the Farmers' Market Building.

APPENDICES

1. Farmers' Market Building Lease Criteria

Report Approval

Written by:	Melissa Austin, Senior Planner II Paul Whitenect, Manager, Neighbourhood Planning
Reviewed by:	Lesley Anderson, Director of Planning and Development
Approved by:	Lynne Lacroix, General Manager, Community Services Department

SP/2019/PL/City Council – Farmers Market Building Update/ac

FARMERS' MARKET BUILDING LEASE CRITERIA

Proposals received by the City of Saskatoon (City) for the Lease of the Farmers' Market Building will be evaluated based on the following criteria. This criteria was approved by City Council for the Request For Proposals (RFP) for the Lease of the Farmers' Market Building in River Landing, released in October 2018.

1. Experience

Proposals will be evaluated on the basis of information outlining demonstrated management experience, organizational capacity, and proposed governance as follows:

- Demonstrated track record in developing and/or operating/managing a business or same/similar type of entity/venture.
- Demonstrated financial capacity to support operations over the term of an agreement; Management resumes, financial references.
- Demonstrated organizational structure; existing or proposed skill-sets for governance and/or staff positions. Composition of who they are, whether that be owners, members, or investors.

2. Business Plan

Proposals will be evaluated on the strength, creativity, innovation and demonstrated feasibility of the Business Plan as follows:

- Proposed operating plan; financial projections demonstrating viability, ability to meet the objectives outlined in the Approach Criteria (below), ability to cover lease-related costs, and an ability to make necessary leasehold capital improvements.
- Proposed transition plan; proposals are to include information describing anticipated leasehold capital improvements and an associated timeline for opening for business to the public.
- Proposed approach for a reporting plan against identified Farmers' Market Building Tenant Metrics, including how they will be achieved once operating the building.

3. Approach

Proposals will be evaluated based on the approach to meeting the City's objectives of animation and local food/products as described below:

Animation:

- Description of how animation of the public facility and farmers' market, including business activities at minimum six-days-a-week, year-round will be achieved.
- Description on the approach for the usage of the commercial kitchen.
- Description of how the site will be animated to be a 'food hub', including food and beverage offerings for customers (i.e. restaurants, food stalls, dining area, etc.).

- Description of approach for participation in River Landing or nearby festivals, special events, etc; plans for developing, attracting, accommodating, and/or maintaining operating hours during special events.
- Description of use of Market Square (located outside the building), and the adjacent roadway.
- Description of any additional creative or innovative concepts for developing and managing an animated public facility and farmers' market.

Local (Saskatchewan) Food/Products:

- Description of inclusion of local (Saskatchewan) content (food/products).
- Description of what products would be available, such as a variety of food/agricultural products offered to ensure a wide selection for customers (i.e. meat, fish, poultry, produce, cheese, eggs, flowers, wine/beer/alcohol, etc.).
- Description of what products would be available that complement food items, such as arts, crafts, baking, etc.
- Identify dedicated farmers market days (at a minimum of two days a week at the site).

Bryant, Shellie

From: Adithya Ramachandran [REDACTED]
Sent: September 18, 2019 5:49 PM
To: City Council
Subject: Form submission from: Write a Letter to Council

Submitted on Wednesday, September 18, 2019 - 17:49

Submitted by anonymous user: 74.206.135.124

Submitted values are:

Date Wednesday, September 18, 2019

To His Worship the Mayor and Members of City Council

First Name Adithya

Last Name Ramachandran

Email [REDACTED]

Address [REDACTED]

City Dundurn

Province Saskatchewan

Postal Code S0K1K0

Name of the organization or agency you are representing (if applicable) Saskatoon Farmers' Market Cooperative Ltd.

Subject Municipal support for the Saskatoon Farmers' Market Cooperative in 2020

Meeting (if known) SPC on Planning & Development

Comments

I am the president of the Saskatoon Farmers' Market Co-op Ltd. (SFMCL). Our municipally subsidized lease for the site at 414 Ave B South expires on Dec 31, 2019, and we have been independently searching for a new home over the summer. Administration has indicated to us that none of our proposed ideas are a fit for the existing space and thus our lease will not be renewed, and in addition, that they cannot discuss the provision of an alternative space for us without fresh direction from Council. Administration has also indicated that they will continue to support "a farmers' market" at River Landing, but not necessarily support the SFMCL.

Over the summer of 2019, we have met with 8 Councilors to discuss how the SFMCL and the City of Saskatoon can continue to partner in the future, because we believe that the citizens of Saskatoon desire to see the SFMCL, by virtue of it being SK's largest authentic & progressive farmers' market, continue to operate with long-term municipal support. Due to its size, experience, progressive mandate and respect earned within the Saskatoon electorate, the SFMCL will continue to play a primary role in the City's plans regarding farmers' markets in general. There is no other entity or organization in the City that is capable of operating a large farmers' market.

I am requesting to address the Planning & Development Committee with three, inter-related requests:

1. That the City of Saskatoon consider the SFMCL as key to any plans involving farmers' markets.
2. That the City of Saskatoon provide financial and/or other support to the SFMCL, irrespective of physical location.
3. That the City of Saskatoon direct Administration to re-open negotiations with the SFMCL and be proactive in discussing how the above support can be best provided.

The rationale for this request is that as climate change, food transparency, food security and other environmental & economic issues exert growing influence on municipal agendas in the years to come, the public will increasingly support authentic & progressive farmers' market cooperatives such as the SFMCL, as opposed to public markets or any other type of market.

I am requesting two time slots to address the Committee: one for myself and one for Erika Quiring, Executive Director of the SFMCL.

Thank you,
Adithya Ramachandran,
President, SFMCL
Attachments

The results of this submission may be viewed at:

<https://www.saskatoon.ca/node/398/submission/337558>

Cities and Their Relationship with Provincial-Municipal Associations

ISSUE

The City of Saskatoon has been a long-standing and active member of the Saskatchewan Urban Municipalities Association (SUMA). Recently, however, this relationship has been showing signs of strain due to policy, program, and organizational differences between it and the City. Is this common in Canada? What is the relationship between major cities and their municipal associations? What potential options could the City of Saskatoon adopt to either improve the relationship with SUMA or enhance its advocacy?

BACKGROUND

The referenced matter was considered as part of the verbal updates during the In Camera portion of the Governance and Priorities Committee meeting held on April 15, 2019. Upon rising and reporting, the Committee resolved, in part:

That the Administration report on the City's relationship with municipal associations.

CURRENT STATUS

The City of Saskatoon continues to be an active member of SUMA. The research for this report has concluded; and the analysis, findings, and options are presented for consideration.

DISCUSSION/ANALYSIS

The central objective of this report is to provide an overview of the relationship that large cities have with their provincial-municipal associations. The Appendix to this report blends a research review with an options analysis to give members of City Council a good understanding of why municipalities join associations, the different types of associations and how they operate, and approaches City Council can take to improve the relationship or bolster the City's advocacy.

To set the context for the relationship that cities have with their associations, the appendix compares and contrasts the similarities and differences of four primary municipal associations: two unified and two split. The unified associations are the Union of British Columbia Municipalities (UBCM) and the Association of Manitoba Municipalities (AMM). The split associations are SUMA and the Alberta Urban Municipalities Association (AUMA).

The Appendix reviews various aspects of each association—membership composition, governance structure, member services, finances, and membership fees—to illustrate how similar or different each association is. These are important features as they attempt to explain the approaches the associations take to managing membership cleavages.

Municipal associations provide two core functions: advocacy and member services. But the extent to which they deliver these depends largely on the composition of their membership and the presence of larger and smaller members (as measured by population). Associations that have a larger presence of smaller municipalities tend to place a greater emphasis on service delivery than advocacy.

In terms of membership composition, a statistical analysis was conducted to determine how disperse the membership of each association is. The results reveal that SUMA's membership is dominated by villages (with 52% of the membership belonging to villages). It has the narrowest dispersion across various statistical measures, and is a more homogeneous association relative to the other associations.

All associations are governed by a Board of Directors, but the boards vary in terms of size and representation. SUMA has one of the larger boards and its composition is a blend of geographic regions and municipal types (e.g., cities or towns). Cities have stronger representation on the boards of the split associations than they do on the unified associations. However, unlike AUMA's Executive, SUMA only allows one major city to be represented.

In terms of fees, most associations use a regressive rate structure meaning that the rate declines with higher populations. Based on its fee structure, Saskatoon pays approximately \$108,000 (in 2019) to belong to SUMA. This is about double what Vancouver pays to belong to UBCM despite Vancouver being 2.5 times larger than Saskatoon. In contrast, the City of Winnipeg pays \$27,000 to belong to the AMM. The AMM has capped Winnipeg's fees at that amount, but it uses a combination of population and the tax base to determine its fees.

To determine the relationship cities have with their municipal associations, a total of seven interviews were conducted with City representatives from the largest city (or cities) in the province and association officials. The findings, as explained in section 5 of the Appendix, reveal that most cities have a strong relationship with their association.

Cities find that they are consulted widely on issues and do not lead policy or advocacy work, but provide feedback and input to the development of association positions. On the other hand, cities use the resolution process sparingly and sporadically, as they often do not need collective support for the advocacy positions.

While the Appendix does not contain any recommendations, it does provide five options for consideration that City Council can pursue. The options are listed as follows:

- Maintain the Status Quo
- Propose Governance Reforms
- Strengthen the City Mayors Caucus
- Create an Independent Cities Association
- Adopt the Toronto Approach

The Appendix describes each option, addresses their implementation, implications, advantages, and disadvantages. Any of the proposed options could be implemented, but some require the support of the association and/or other Cities.

IMPLICATIONS

The implications for the various options are addressed in section 6 of the Appendix.

NEXT STEPS

At City Council's direction.

APPENDIX

1. Cities and Their Relationship with Provincial-Municipal Associations: Options for Consideration

Report Approval

Written by: Mike Jordan, Chief Public Policy and Government Relations Officer

Approved by: Jeff Jorgenson, City Manager

Admin Report – City Council - Cities and Their Relationship with Provincial-Municipal Associations.docx

**CITIES AND THEIR RELATIONSHIP WITH
PROVINCIAL-MUNICIPAL ASSOCIATIONS
OPTIONS FOR CONSIDERATION**

PREPARED BY

MIKE JORDAN, CHIEF PUBLIC POLICY & GOVERNMENT RELATIONS OFFICER

SEPTEMBER 30, 2019

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1. INTRODUCTION

1.1 Background

There are over 3500 incorporated municipalities in Canada. An overwhelming majority of them belong to at least one municipal association in the province (or territory) to which they are established. Canada's largest city, Toronto, is the most notable exception to this group. It is not a member of a provincial-municipal association, but is a member of the national association, the Federation of Canadian Municipalities (FCM).¹

Municipal associations provide two primary functions: (1) advocacy and (2) the delivery of services to its members. The advocacy role is largely the reason why many of them were established. However, many associations have evolved into diversified service delivery organizations who provide various programs and services for the benefit of their members.

Today, there are 18 municipal associations that exist in Canada's provinces (excluding the FCM). Some have over 400 members, while others have a few as 8 members. Despite their varying sizes and structures, many municipal associations include both Canada's largest cities and its smallest villages as members in the same association.

However, not all associations are created equally. Most Canadian provinces have one major municipal association that represents all types of municipalities. A few provinces have adopted multiple municipal associations to represent a sub-set of municipalities. In Saskatchewan, for example, there are two large primary municipal associations. The Saskatchewan Urban Municipalities Association (SUMA) represents only urban municipalities in the province. Conversely, the Saskatchewan Association of Rural Municipalities (SARM) exclusively represents rural municipalities. In New Brunswick, there are three municipal associations, one for cities, one for Francophone municipalities, and one for Anglophone municipalities.

Like all cities in Saskatchewan, the City of Saskatoon is a member of SUMA. It has been an active member of the association for over a century. More recently, however, that relationship has been showing signs of tension due to policy, advocacy, and organizational differences between the two. The recent relationship between Saskatoon and SUMA raises important questions for municipal associations and their larger city members:

- If City issues are not properly represented by the association, what motivates them to continue to hold a membership?
- Do municipal associations adopt special policies or measures to accommodate its cities or largest members?
- If not, should associations be concerned about the potential exit of large cities, who may believe they can advocate more effectively on their own or with a group of similar-sized municipalities?

¹ About 55% of the incorporated municipalities in Canada are members of FCM. FCM's corporate bylaws do not require that member municipalities must be a member of a provincial association. See Federation of Canadian Municipalities, Bylaw No.1, at <https://data.fcm.ca/Documents/corporate-resources/Board-Elections/FCM-bylaw.pdf>

1.2 Purpose and Scope

With those questions in mind, the central purpose of this paper is to explore the relationships that large cities in a province have with the municipal associations to which they belong. However, as noted, different types of associations have been established in the provinces to represent municipalities.

Some provinces have primary and secondary municipal associations. Primary associations, as defined in section 3, are associations to which municipalities have no other choice to belong to. Primary associations can be characterized as “unified” or “split”. A unified association is one to which all municipalities are eligible to belong. A split association is one where only a specific type of municipalities—urban or rural—can belong. Secondary associations, which are not the focus of this paper, are associations to which a specific type of municipality may join, but it is not the largest or only association a municipality may join (see section 3 for more).

Given these important distinctions, this paper focuses on exploring the relationships cities have with a select group of four primary municipal associations: two “unified” associations and two “split” associations. The unified associations are the Union of British Columbia Municipalities (UBCM) and the Association of Manitoba Municipalities (AMM). The split associations are SUMA and the Alberta Urban Municipalities Association (AUMA).

The paper offers a comparative analysis of how these associations are structured and how they function, paying particular attention to how they accommodate cities. While the sample size is not exhaustive, it does attempt to provide a good cross sectional analysis of the main types of municipal associations. SUMA is included for obvious reasons. The three other associations are chosen for the analysis because they are considered large groups (each over 100 members) and have among their membership one or two, large, population-dominant cities.

There is very little research or published material on the relationship that cities have with their provincial-municipal associations. Research that does exist focuses on Ontario, but it was not with the largest city in the province, and the city is unknown. As a result, in order to address the central purpose of this paper, interviews were conducted with representatives from the cities of Vancouver, Calgary, Edmonton, and Regina. Invitations were extended to the City of Winnipeg, but unfortunately schedules did not align. Interviews were also conducted with the Executive Directors of AMM and SUMA to obtain perspective and fill in any information gaps.

1.3 Organization of Paper

In order to appropriately address the purpose of this paper, the rest of this document is organized as follows:

- Section 2 provides a brief review of the literature to help establish a framework for analysis that will be applied later in the paper. It reviews the theory of collective and the association behavior literature in an attempt to show how associations accommodate members, especially those with a diverse membership.
- Section 3 establishes a typology and terminology to assist the reader in understanding the structure of municipal associations. Here, the focus is to distinguish between the different types of municipal associations.

- Section 4 conducts a comparative analysis of various features about the four main associations that are within the scope of this research. Special attention is paid to analyzing membership composition and dispersion of the four associations, but it also focuses on governance structures, member services, association finances, and membership fee structures.
- Section 5 addresses the primary purpose of this report. It reveals how the cities describe their relationship with municipal associations and in some cases the relationship the association has with a large city. The section also briefly describes the Saskatoon-SUMA relationship.
- Section 6 provides an analysis of five options for consideration. The options fall along a continuum ranging from keeping the status quo to major reform with the so-called “Toronto approach.” While this section does not make any recommendations, it does analyze each option, how it could be implemented, its implications, and its advantages or disadvantages.
- Section 7 summarizes the paper and offers some concluding comments.

1.4 Key Findings of the Paper

Although this paper does not propose recommendations, the research and analysis reveal that:

- In general, municipalities join associations to pursue common objectives and take advantage of selective incentives.
- Cities or larger members of an association join and maintain membership for advocacy. Smaller members join to take advantages of member services.
- In Canada, there are 14 primary and 4 secondary municipal associations operating in the provinces. The primary associations are either unified or split. Split associations can be further classified as urban or rural associations.
- Of the four associations, SUMA has the most members, represents the fewest people, has relatively lower membership dispersion, and has one dominant type of municipalities (villages) in its membership. SUMA is the most homogenous of the four associations.
- Associations use the Boards and other structural mechanisms to accommodate membership cleavages. SUMA has one of the larger boards among the associations and has strong city representation. SUMA and AMM are the only two associations with caucuses dedicated to city mayors.
- Some associations offer a broad suite of member services. Some have also established sophisticated special purpose bodies to deliver member services.
- The services can help generate revenues and reduce reliance on membership fees to fund operations. Fees are 28% of SUMA’s revenues and less than 4% of AUMA’s.
- Most associations generally use a regressive rate structure to charge membership fees. Saskatoon pays the highest membership fees per capita.
- Cities outside of Saskatchewan report that they have a strong relationship with their provincial-municipal association.
- Some associations have established protocol agreements with the city to enhance the working relationship.

2. Why Municipalities Join Associations? An Analytical Framework

2.1 Introduction

The purpose of this section is to explore why municipalities join associations. Minimal research has been conducted on provincial-municipal associations in Canada, and in particular, reasons why municipalities join and remain members of associations and how they accommodate members. The literature has traditionally, focused on the workings of individual associations or the lobbying efforts and tactics they employ.

More recently, Shott conducted the most extensive and empirical study on municipal associations in Canada.² Her contribution provides a deeper understanding of why municipalities join associations in Canada, and particularly, how associations are composed. As she confirms, “the results of analysis provide strong evidence that associational behaviour is not determined by the external environment alone, but also by internal composition of membership.”³

As a result, this section of the paper builds on Shott’s work and develops a framework to better understand why municipalities join associations and why they remain as members. In doing so, this section reviews collective action theory and the literature on association behavior.

2.2 Theory of Collective Action

The foundation for collective action was established almost a half a century ago by Mancur Olson. In his widely-cited work, *The Logic of Collective Action: Public Good and the Theory of Groups*, Olson argues that that it is illogical for individuals to join into groups that pursue a common interest.⁴ This is because individuals will always pursue their own self-interest, an interest that does not typically align with broader communal goals.

Using rational choice to underpin his perspective, Olson contends that it is also irrational for an individual to join an interest group because regardless how much the individual supports the advocacy efforts of the organization, they will likely not enjoy the benefits of a successful campaign.⁵ That is, the outcome of a successful public policy advocacy are an improvement to the common good, and thus, no individual or group, regardless of effort, is excluded from reaping the rewards. This leads to Olson identifying two core functions of groups: achieving common goals and providing selective incentives.⁶

² See Katherine Alison Shott, "Municipal Associations, Membership Composition, and Interest Representation in Local-Provincial Relations" (2015). *Electronic Thesis and Dissertation Repository*. 3333. <https://ir.lib.uwo.ca/etd/3333>

³ See *ibid*, 3.

⁴ Mancur, Olson, *The Logic of Collective Action: Public Goods and the Theory of Groups*. (Cambridge: Harvard University Press, 1971), 2.

⁵ *Ibid.*, 12.

⁶ *Ibid.*, 15-16.

Olson's work focuses on the measure composition of group size as a determinant of behaviour. Larger groups need selective incentives to motivate members to act in a group-orientated way. In general, Olson argues that although groups form on the basis of common interests, they are only able to maintain cohesiveness because of the selective incentives they provide to their members. He refers to common interests as a public good because of their non-excludability and non-rival characteristics. Thus, associations provide public goods (e.g., advocacy), but the large organizations cannot "...support themselves without providing some sanction, some attraction distinct from public good itself, that will lead individuals to help bear the burdens of maintaining the organization."⁷

In Olson's view, this creates an incentive for members to free-ride. That is, an individual's efforts, he contends, will not have a noticeable effect on the situation of the organization. "The individual can enjoy any improvements brought about by others whether or not he or she was working in support of the organization."⁸ This free-rider problem is especially apparent in organizations like FCM. It advocates on behalf of all municipalities, yet it represents about 60% of them. Ironically, the public policy changes that FCM achieves can benefit all municipalities, not simply its members.

The primary limitation of Olson's analysis of groups is that he considers group members as individuals, rather than businesses or governments that represent multiple people. In other words, he did not account for the potential of greater variation of interests and internal capacities when group members represent populations. Do members that represent populations prioritize the balance of public goods and selective incentives differently than individuals? Do larger populations prioritize public goods and selective incentives differently than less populous members?

Terry Moe attempts to address these concepts by explaining how the competing demands of large and small members interact. He theorizes about internal group dynamics and how they influence an association's goals. His work both compliments and criticizes Olson's perspectives.⁹

In large groups, as Olson argues, the focus of group behavior is on the provision of member services, but he does not attempt to analyze internal politics. Moe addresses this gap by considering the interactions of small and large members' competing interests, and the distribution of member sizes. Internal group dynamics shape the goals that associations pursue.

Moe argues that groups offer services to small organizations to attract and retain members, but these services are also sold at a cost.¹⁰ The profits of service provision can be used to carry out advocacy. Group members that are small organizations create the need for service provision, but large organizations are motivated to join groups because of their advocacy. They can self-provide services, but groups need them in order to have collective weight in advocacy.

⁷ See *ibid.*, 16.

⁸ See *Ibid.*

⁹ Terry M. Moe, *The Organization of Interests: Incentives and the Internal Dynamic of Political Interest Groups* (Chicago: The University of Chicago Press, 1980), 75.

¹⁰ *Ibid.*, 76.

Therefore, they must direct profits made from the services provided for small organizations to carry out advocacy on behalf of large organizations.

Moe also identifies that the competing demands of small organization members for services and of large organization members for advocacy can create tensions between the goals of the group and the goals of the individual member. Small organization members are driven by service provision, but the presence of large organizations within a group make the provision of services more economical, due to economies of scale.

Clearly then, groups must be responsive to the advocacy goals of large organizations in order to meet the service goals of small organizations. From this, the advocacy goals of a group may not reflect the advocacy interests of most of its members. Rather, they will reflect the goals of its largest members. Taken together, Olson and Moe suggest that associations must balance the provision of member services and advocacy, and that this balance is dependent on the sizes of its members.

2.3 Association Behaviour

Collective action describes the theoretical constructs of group behaviour and in particular the tension between the pursuit of common goals and selective incentives. Another strand of related group research, focuses on association behaviour. It provides a more practical perspective on how associations who represent a collection of governments or businesses behave.

According to this strand of the literature, composition of membership is a determinant of associational behaviour. Although composition can be determined in several ways, Shott's work describes three common measures have been used to determine the variation in groups' memberships: (1) group size; (2) dominant member type; and (3) extent of heterogeneity.¹¹

Group size simply refers to the number of members in a group. Dominant member type measures whether one kind of member (e.g., cities, towns, villages) are the primary kind of member within a group. This category is concerned with how a dominant member type can influence the agenda and activities of a group. Finally, heterogeneity measures the dispersion and diversity of group members, and how the extent of dispersion influences a group's approach to issues and jurisdictional control.

Given these measures, research has also shown that membership composition certainly influences support. One study in the United States, for example, found that larger municipalities are more likely to pursue individual lobbying rather than rely on municipal leagues.¹² Others have suggested that large cities should pursue individual, rather than collective, advocacy.¹³ In this case, the argument is that the only way the interests of large municipalities can be

¹¹ See Shott, note 2 at 164

¹² William De Soto, "Cities in State Politics: View of Mayors and Managers," *State & Local Government Review* 27:3 (1999),

¹³ Lionel D Feldman and Katherine A. Graham. *Bargaining for Cities: Municipalities and Intergovernmental Relations: An Assessment*. Montréal: Institute for Research on Public Policy, 1989

articulated is through individual lobbying and that collective action diminishes the overall power of these large urban areas.

Another study investigated whether or not smaller or larger cities are best served by collective advocacy.¹⁴ The study found that smaller cities perceived municipal associations as big-city oriented. This perception translated into ambivalent attitudes towards associations' lobbying activities. Thus, smaller municipalities placed greater value on the member services that associations offered, rather than their lobbying efforts.

This research was further confirmed in a recent study in Ontario. According to this study, "research confirms that when municipalities are members of municipal associations, small municipalities value services that save them money, and large municipalities value advocacy activities that could support their own policy priorities."¹⁵

2.4 Conclusion

Together, the collective action and association behaviour literature provide an important perspective in gaining an understanding how large groups function. This body of literature contends that group composition plays a significant role in how individual members of a group and how the overall group behaves. As a result, municipal associations must be aware of these differences in order to serve their membership base.

The following sections of this paper will apply this framework to help understand how municipal associations operate and the structures they create to accommodate their members. The application is particularly important to the comparative analysis in section 4.

¹⁴ See William P. Browne, "Municipal Interest Groups: What Role for Smaller Cities?" *State & Local Government Review* 10:2 (1978), 51-55.

¹⁵ See Neale Carbert, A Matter of Size: An Investigation into How the Size of Municipality Impacts What It Values in a Municipal Association" (2015).MPA Major Research Papers. 140. Obtained from: <https://ir.lib.uwo.ca/lgp-mrps/140>

3. A GENERAL OVERVIEW OF PROVINCIAL-MUNICIPAL ASSOCIATIONS IN CANADA

3.1 Introduction

The objective of this section is to provide a brief conceptual overview of municipal associations operating at the provincial level in Canada. More specifically, it explains terminology and establishes a typology for municipal associations. This section will lay the foundation for the description and analysis of the selected associations used in this paper.

3.2 A Taxonomy of Municipal Associations

There are 18 independent provincial-municipal associations in Canada today. Table 3.2.1 lists these existing associations.

Table 3.2.1 Independent Municipal Associations in Canada (2019)

Name	Province	Year Established	Type
Primary Associations			
Union of British Columbia Municipalities (UBCM)	BC	1905	Unified
Alberta Urban Municipalities Association (AUMA)	AB	1905	Split - Urban
Rural Municipalities of Alberta (RMA)*	AB	1909	Split - Rural
Saskatchewan Urban Municipalities Association (SUMA)	SK	1906	Split - Urban
Saskatchewan Association of Rural Municipalities (SARM)	SK	1905	Split - Rural
Association of Manitoba Municipalities (AMM)	MB	1999	Unified
Association of Municipalities of Ontario (AMO)	ON	1972	Unified
Union des municipalités de Québec (UMQ)	PQ	1919	Split - Urban
Fédération québécoise des municipalités (FQM)	PQ	1944	Split - Rural
Nova Scotia Federation of Municipalities (NSFM)*	NS	1906	Unified
Federation of Prince Edward Island Municipalities (FPEIM)	PEI	1957	Unified
Municipalities Newfoundland Labrador (MNL)	NL	1957	Unified
Union of Municipalities of New Brunswick (UMNB)	NB	1995	Split Linguistic (Anglophone)
Association francophone des municipalités du Nouveau-Brunswick (AFMNB)	NB	1989	Split Linguistic (Francophone)
Secondary Associations			
Cities of New Brunswick Association (CNBA)	NB	1949	Cities
Association des municipalités bilingues du Manitoba (AMBM)	MB	1995	Linguistic
Saskatchewan Association of Northern Communities (New North)	SK	1995	Northern-Based
Provincial Association of Resort Communities of Saskatchewan (PARCS)	SK	1986	Resort-Based

*denotes recent name change.

As the table reveals, Saskatchewan has the most independent municipal associations. To clarify, an independent association is one that has its own board of directors, administrative

staff, and created through some established legal mechanism. It runs its affairs and operates independently from any other municipal association in the province. Some associations, such as those in British Columbia and Ontario, have sub-associations, but they are not considered to be independent for the reasons stated earlier.

These independent municipal associations, as highlighted in the table, can also be placed into two main categories: primary and secondary (or section). The main difference between the two categories is that primary associations are the largest and only association to which municipalities are eligible to join. Secondary associations, by contrast, are sub-associations to which a niche group of members are eligible to join (see the discussion below).

Saskatchewan has two primary and two secondary associations. Again, the secondary associations have no affiliation to the primary association, but their members can and do belong to both.¹⁶ The most unique secondary association is the Cities of New Brunswick Association (CNBA). It has eight members comprised of all cities in the province. All members can join the Francophone and Anglophone associations, but only a few belong to both.¹⁷

3.2.1 Primary Associations

In her comprehensive analysis of municipal associations in Canada, Shott provides a useful description of primary associations, defining them as:

*The broadest, largest provincial association available for a municipality to join. All municipalities in a province can be eligible for membership in a primary association, or a primary association's membership can be restricted on a rural/urban or linguistic basis. An association is primary when there is no larger association that its members are eligible to join.*¹⁸

Given this definition, primary associations can also be categorized further. They can either be unified or split associations. A unified association is the only primary association in a province and all types of municipalities are eligible for membership. The AMM is an example of a primary, unified association because all municipalities in the province are eligible to join the association.¹⁹

Primary - split associations have similar characteristics to unified ones, but the main difference is that they restrict membership to specific types or classes of municipalities.

¹⁶ Individual members of PARCS can be members of either SUMA or SARM. New North, the organization is an affiliate member of SUMA, but its members join on their own terms.

¹⁷ This association is described in more detail in section 6.

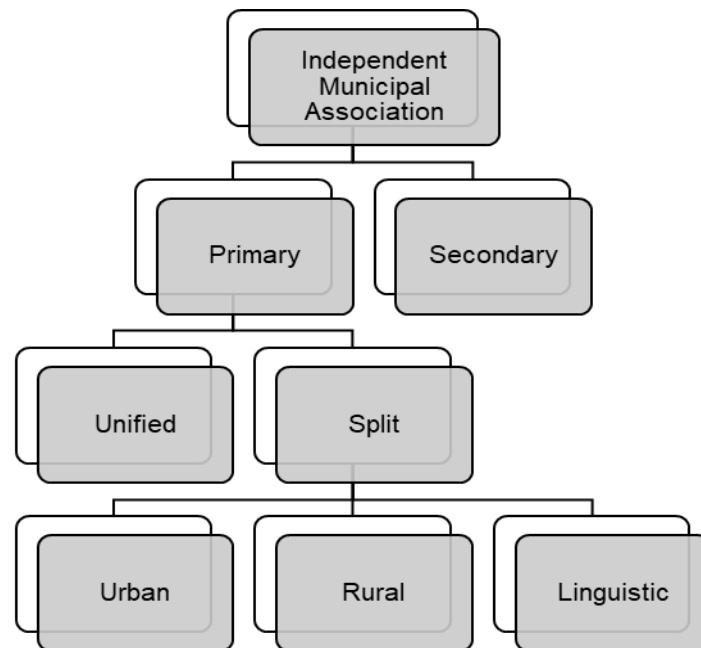
¹⁸ See Shott, note 2 at 56.

¹⁹ In Manitoba and BC all incorporated municipalities are members of the provincial association.

SUMA is an example of a primary, split association because it restricts its members to urban municipalities.²⁰ This leads to an additional categorization.

Primary-split associations can be broken down further into, urban, rural or linguistic associations. Thus, SUMA can be described as a “primary-split-urban” association. Its rural counterpart SARM can obviously be described as a “primary-split-rural” association. This taxonomy is graphically illustrated in the Figure 3.2.1

FIGURE 3.2.1



3.2.2 Secondary Associations

As alluded to earlier in this section, secondary or section associations are those that represent a specific group of municipalities and whose membership is small. As Shott explains: “the association represents a particular type of municipality within a province, but it is not the largest municipal association available for its members to join.”²¹ She goes on to explain that, “All of their members are eligible to join a larger municipal association, but the section and the primary associations do not have formal, legal relationships with each other.”²²

According to this taxonomy, there are six provinces with unified associations (Ontario, Newfoundland and Labrador, Nova Scotia, Prince Edward Island, Manitoba, and British Columbia) and three provinces with separate rural and urban associations (Quebec,

²⁰ In Saskatchewan, urban municipalities are classified as cities, towns, villages, and resort villages. See *The Cities Act*.

²¹ See Shott, note 2 at 57.

²² See *ibid*.

Saskatchewan, and Alberta). New Brunswick has distinct Anglophone and Francophone associations.

While municipal association mergers and splits are not addressed in this report, the majority of provinces have had stable associations over time. According to research conducted by Shott, in four provinces, there has been one association that has remained unified since its formation (Newfoundland and Labrador, Nova Scotia, Prince Edward Island, and British Columbia).²³ The provinces of New Brunswick, Quebec, Ontario, and Manitoba all started with one unified association, but have undergone changes in the number and type of associations formed by their municipalities. For example, in 1999 the AMM merged into one unified association from two split urban and rural associations.²⁴

In Saskatchewan and Alberta, the founding urban and rural associations have remained split over time. More recently, however, the AUMA passed a resolution that seeks to merge it with the rural association, RMA, ultimately creating a unified association in Alberta.²⁵ So far, the RMA has rejected the proposal, but negotiations are still underway.²⁶

3.4 Conclusion

There are 18 municipal associations operating in Canada's 10 provinces. They can be classified as primary and secondary associations. The primary associations can be unified, like British Columbia or split, like in Saskatchewan. The split associations are divided along urban and rural lines, or linguistically. While this section did not compare or contrast these associations, the goal was to establish a taxonomy of the different types to set the stage of the next section of this report.

In the following section, the paper takes a comparative analysis of four primary associations: two unified and two split. It is in that section where the paper compares and contrasts the composition and operation of these associations.

²³ See *ibid* at 58.

²⁴ See <http://www.amm.mb.ca/about/history/> for more.

²⁵ See <https://auma.ca/advocacy-services/resolutions/resolutions-index/collaborative-discussions-between-auma-and-aamdc-opportunity-merge>

²⁶ See <https://rmalberta.com/resolutions/9-17f-aamdc-refusal-to-engage-in-exploratory-discussion-to-merge-with-auma/>. The RMA used to be known as the Alberta Association of Municipal Districts and Counties.

4. Comparative Analysis of Selected Municipal Associations

4.1 Introduction

In the previous section, this paper established a taxonomy or typology of municipal associations. That section showed how there are primary and secondary associations. It drew a distinction between the different types of primary associations, concluding that they are either unified or split. As a reminder, split associations can be distinguished along legal status (i.e., urban and rural) or linguistic lines (i.e., Anglophone and Francophone).

With those important distinctions in mind, this section of the paper addresses the fundamental characteristics of four primary municipal associations: two unified (UBCM and AMM) and two split (SUMA and AUMA). Rather than describing the features of each association separately, this section provides a comparative analysis of these associations along five key themes:

1. Membership Composition and Dispersion
2. Association Governance
3. Core Functions
4. Finances
5. Membership Fee Structure

Thus, the objective for this section is to highlight the similarities and differences among the four associations.

4.2. Membership Composition and Dispersion²⁷

Recalling the discussion in section two, membership composition and dispersion have important implications for municipal associations. As Shott's research found, membership composition helps determine how associations balance their core functions. A greater presence of less populous members tends to result in a greater focus on member services.

As shown in table 4.2.1, the four provincial-municipal associations vary by number of members. Ironically, the two unified associations have the least amount of members with UBCM and AMM having 198 and 136 members respectively. SUMA, whose membership is limited to urban municipalities, has by far the most members at 439, but its members represent the fewest people.

Table 4.2.1: Comparative Statistics: Selected Municipal Associations

Association	# of Members	Member Population	Minimum	Median	Maximum	Mean	Standard Deviation
SUMA	439	862,382	10	272	247,191	1,964	15,838
AUMA	267	3,642,524	10	830	1,267,334	13,642	96,873
UBCM	198	4,991,687	22	4,935	672,963	27,519	77,378
AMM	136	1,203,789	268	1,933	705,244	8,851	60,378

²⁷ Member information is obtained from association websites. Population statistics were obtained from either provincial population databases, or the 2016 Census of the Population. The statistical analysis was conducted by the author.

The descriptive statistics in the table reveal some important distinctions between the associations. AUMA and SUMA each have members with a minimum population of 10. On the other hand, AUMA, has the most populous municipality, Calgary, representing 1.3 million people. SUMA has the largest presence of small members, and the least amount of variation, as represented by most of the statistics in the table. Specifically, SUMA has the lowest mean, median, and standard deviation among the four associations. These statistics indicate that SUMA has a more homogeneous membership than the other associations.

This data becomes clearer from the descriptive statistics contained in Table 4.2.2. As the table reveals, SUMA's dominant member type is villages. By adding resort villages to the mix, all village types of municipalities account for about 60% of the membership, but represent about 5.2 % of the member population. Moreover, the variation in sizes is relatively small. In contrast, cities, who represent 76% of SUMA's member population, account for less than 4% of SUMA's membership, but have a wide population dispersion.

Table 4.2.2: SUMA Descriptive Statistics

Member Type	Number	Share of Members	Total Population	Share (%) of Membership Population	Minimum	Maximum	Median	Mean	Standard Deviation
All Members	439	100	862,382	100	10	247,201	272	1,964	15,838
<i>Cities</i>	16	3.6	655,935	76.1	4,562	247,201	11,624	40,996	75,010
<i>Towns</i>	148	33.7	149,717	17.4	73	4,571	700	1,012	819
<i>Villages</i>	229	52.2	40,957	4.7	15	994	152	180	133
<i>Resort Villages</i>	32	7.3	4,430	0.5	10	840	89	138	153
<i>Northern Municipalities</i>	14	3.2	11,140	1.3	47	2,372	684	796	596

Tables 4.2.3 through 4.2.5 show similar statistics for the three other municipal associations. The other split association, AUMA, has a large presence of small members, but there is no dominant legal type of municipality in the association. Towns represent 40% of AUMA's membership and about 13% of AUMA members' population. Cities have a larger presence in AUMA's membership when compared to SUMA's, accounting for 7% of all members, but representing almost 80% of the member population. However, AUMA's membership is the most dispersed among the four associations.

Table 4.2.3: AUMA Descriptive Statistics

Member Type	Number	Share (%) of Members	Total Population	Share (%) of Membership Population	Minimum	Maximum	Median	Mean	Standard Deviation
All Members	267	100	3,642,524	100	10	1,267,344	830	13,642	96,873
<i>Cities</i>	19	7.1	2,894,212	79.5	12,655	1,267,344	32,448	152,327	339,776
<i>Towns</i>	107	40.1	462,577	12.7	406	29,002	2,564	4,323	4,876
<i>Villages</i>	85	31.8	36,545	1.0	91	1,269	345	430	268
<i>Summer Villages</i>	48	18.0	4,792	0.1	10	278	83	100	70
<i>Special Municipalities</i>	8	3.0	244,398	6.7	1,028	111,687	7,560	30,550	46,273

UBCM's membership is composed of over six different legal types, including, uniquely, eight First Nation's members. The First Nation members, are not municipalities, but are regular members of the association. There is no dominant member type in the UBCM, but cities have a large presence and account for 26% of the membership and almost 70% of the population.

Table 4.2.4: UBCM Descriptive Statistics

Member Type	Number	Share (%) of Members	Total Population	Share (%) of Membership Population	Minimum	Maximum	Median	Mean	Standard Deviation
All Members	195	100	4,991,687	100	85	672,963	19,840	19,607	70,807
<i>Cities</i>	50	25.6	3,437,457	68.9	686	672,963	21,339	68,749	126,890
<i>District Municipalities</i>	53	27.2	874,983	17.5	233	127,290	4,644	16,509	29,732
<i>Towns</i>	14	7.2	97,271	1.9	2,413	14,999	5,522	6,948	3,904
<i>Villages</i>	43	22.1	47,654	1.0	102	4,134	939	1,108	815
<i>Regional Districts (unincorporated)</i>	27	13.8	529,394	10.6	598	42,950	19,840	19,607	11,262
<i>First Nations</i>	8	4.1	3,088	0.06	85	750	353	386	242

In contrast, AMM's membership has the fewest member types, but is dominated by rural municipalities who account for 72% of its members and 25% of its member population. AMM also has a dominant city presence, Winnipeg, unlike the other associations, who have at least two large members. Winnipeg skews the statistical data for the association resulting in a higher mean, median, and standard deviation. Winnipeg accounts for 60% of Manitoba's population.

Table 4.2.5: AMM Descriptive Statistics

Member Type	Number	Share (%) of Members	Total Population	Share (%) of Membership Population	Minimum	Maximum	Median	Mean	Standard Deviation
All Members	136	100	1,203,789	100	268	705,244	1,933	8,851	60,378
<i>Cities</i>	10	7.4	841,968	69.9	4,991	705,244	12,982	84,197	218,563
<i>Towns*</i>	28	20.6	60,383	5.0	268	5,369	1,410	2,157	1,526
<i>Rural Municipalities</i>	98	72.1	301,438	25.0	398	15,733	1,338	1,772	3,001

AMM and UBCM share another common feature: every incorporated municipality in BC and Manitoba are members of the unified associations. This is obviously not the case in SUMA or AUMA, given that they are split associations.²⁸ They each, however, represent over 92% of those municipalities who are eligible to join the respective associations.

Given the membership composition and dispersion of these associations, what governance structures have they adopted to accommodate its members? How similar or different are they? Are there special accommodations made for cities?

²⁸ There are approximately 453 urban municipalities in Saskatchewan. So, 14 (very small villages) that are not members of SUMA who are eligible to be members. Saskatchewan has approximately 774 incorporated municipalities and about 57% are members of SUMA, while the remaining belong to SARM.

4.3 Association Governance

The four municipal associations are governed by a board of directors, almost entirely composed of elected officials from member municipalities. Only the AMM has a non-elected official on its board.²⁹ Positions on association boards of directors are used to represent different groups within an association's membership. All boards include a president and one or more vice president. They also include other directors who can represent both legal types (e.g., cities, or towns) and geographic regions (e.g., southwest) in the province where the association exists.

Table 4.3.1 compares the governance structures of the four associations. Board sizes range from 14 for AUMA to 21 for UBCM. Despite similar sizes, board composition tends to vary and the role that cities have on such boards are stronger in the split associations and weaker in the unified associations.

TABLE 4.3.1: Municipal Association Governance³⁰

Governance Topics	AUMA	SUMA	UBCM	AMM
Type of Association	Split (Urban)	Split (Urban)	Unitary	Unitary
Board of Directors Size	14	18	21	19*
Designated City Reps on Board	7 (2 Calgary, 2 Edmonton, 3 Cities up to 500,000)	7 (2 Saskatoon, 2 Regina, 1 Prince Albert, 1 Moose Jaw, 1 VP City Mayors Caucus)	1 (Vancouver); also includes 1 position for a Metro Vancouver Rep	1 (City of Winnipeg)
Nested Positions	14	18	15	19
At Large Members	0	0	6	0
Regional Members	10	14	8	14
Municipal Status Members	3	3	2	2
Executive Committee Size/Composition	6 members consisting of President, 1 VP representing Calgary, 1 VP representing Edmonton, 1 VP representing Cities up to 500,000; 1 VP for Towns, 1 VP for Villages	5 members consisting of: President, and the VPs for Cities, Towns, Villages; and one Regina or Saskatoon representative from the SUMA Board	6 members called Presidents Committee; Consists of President, 3 VPs, 1 past president and 1 Metro Vancouver director	3 members President and two VPs (first and second vice presidents).
President Term	2 years	4 years	1 Year	2 years
Special City Caucus	No	Yes	No	Yes
Staff (including CEO)	90	16	25	8**
Policy/ Advocacy Staff	13	2	6	2

*includes a member of the Manitoba Municipal Administrators Association.

** services are contracted out resulting in less internal staffing requirements

Generally, the four associations designate more board seats for regional representation than the representation of different legal types of municipalities. Of course, most provinces have more regions than legal types of municipalities. Enabling legislation in the four provinces set out five or fewer legal municipal statuses, whereas most associations divide themselves into six or more geographic areas. These differences can affect the nature of board representation between regions and status types, but it appears that the associations ensure some representation for both regional and legal type cleavages.³¹

²⁹ The AMM Board has an ex-officio position dedicated to the President of the Manitoba Municipal Administrators Position.

³⁰ Data obtained from Association Bylaws, websites, and most recent Annual Reports.

³¹ See Shott, note 2 at 43.

Both AUMA and SUMA have seven designated City positions on their respective boards. However, only the AUMA Executive Committee includes a seat for each of its two largest members, Calgary and Edmonton. SUMA and AMM allocate most director positions on a geographic basis. UBCM allocates about one-third of its positions on a regional basis, while AUMA uses a blended approach. Director positions for towns and villages on the AUMA Board are allocated on a regional basis (e.g., Towns South or Villages East).

UBCM has the most unique board as it includes six at-large members as voted on by the delegates. Unlike nested positions, at-large positions do not represent any particular municipal status or geographic region. UBCM also has five internal area associations that represent the various regions in BC.³² Each of these internal sub-associations are allocated one seat on the UBCM board.

SUMA is unique in that it is the only association that permits the president to serve a four year term. AUMA and AMM terms are two years, while UBCM has a one year term. SUMA uses this approach to ensure continuity over a municipal electoral cycle. UBCM is structured more like that of FCM, whereby it has first, second, and third vice presidents that do not represent legal types of municipalities. The vice president positions at SUMA and AUMA represent municipal types.

The four associations have established different caucuses, but they are restricted to mayors. For example, as Table 4.3.1 shows, AMM has a Cities Caucus and SUMA has City Mayors' Caucus. Despite the different names, they are for city mayors. In contrast, AUMA has three caucuses for mayors from small, medium, and large municipalities. UBCM has one caucus that is open to mayors from all municipalities. The AUMA and UBCM caucuses are not shown in the table because they are not dedicated specifically to cities.

Perhaps the starkest differences between the four associations pertain to staffing. By far and away, the AUMA has the most staff among the four associations. In fact, the AUMA has more than double the combined staff of the other three associations. This is largely due to the level of sophistication and the variety of member services that AUMA offers.

Moreover, as Table 4.3.1 reveals, AUMA has the most policy and advocacy staff among the selected associations. SUMA and AMM have two policy and advocacy staff positions (excluding the CEO). Given the number of members SUMA has this appears to be very low in comparison to the other associations. However, it also confirms the findings in the literature indicating that associations that have a large presence of small members place a greater value on selective incentives, or the services they receive.

³² For more on the area associations please consult <https://www.ubcm.ca/EN/main/resources/resources/bc-area-associations.html>

4.4 Core Functions

As this paper explained in section 2, the core functions of municipal associations are advocacy and the delivery of member services. Advocacy as a concept is generally straightforward and refers to the promotion of common objectives, typically by lobbying provincial (and federal) governments. Member services, on the other hand, are a bit more difficult to define, but can generally be described as business-related services provided to member municipalities. A gray area emerges with services like the annual convention that associations hold. While they are certainly a service, they do contain a substantial advocacy component. This subsection addresses both functions.

4.4.1 Advocacy

According to their mandates or mission statements, the four associations consider themselves to be advocacy organizations first. For example, UBCM states that it was formed to “provide a common voice for local government”.³³ SUMA’s stated mission is to be “the voice of Saskatchewan’s hometowns”. Uniquely, AUMA is the only one that includes services in its mission by stating it is the “voice of urban municipalities and provides visionary leadership, solutions-based advocacy and service excellence.”³⁴

Of the four associations, UBCM and AUMA have the most formalized advocacy structures and approaches among the four associations. This is partly due to the number of policy and advocacy staff these associations have and partly to the formalization of the relationship the association has with the provincial government. For example, UBCM has several MOUs, agreements or protocols that it has signed with the BC government and actively uses resolutions to advance positions.³⁵

While AUMA does not have such a formal arrangement with the Government of Alberta, it uses the resolution process, request for decision processes and establishes working groups to develop a united position on a key topic. For example, in 2018 AUMA established a Police Act Working Group to inform its responses to consultations on policing in Alberta. The working groups are a blend of elected and non-elected officials from AUMA member municipalities. On the other hand, SUMA does not utilize these structures and, other than a resolution process, its policy development and advocacy is certainly less formal.

There is no objective way to measure whether an association is successful with its advocacy because advocacy comes in many different forms. There are formal approaches, such as resolutions or written submissions to government ministries or legislative committees, and informal approaches. According to Shott, government associations tend to use the informal approaches as the consensus is that “direct

³³ For more on UBCM please consult, <https://www.ubcm.ca/EN/main/about/general-information/ubcm-overview.html>

³⁴ See, <https://auma.ca/about-us/vision-mission-core-values-governance>

³⁵ For an overview of these see, <https://www.ubcm.ca/EN/main/about/general-information/mou-protocols/agreements-by-year.html>

contact with elected officials in senior levels of government is the predominant lobbying strategy of groups that represent elected officials.”³⁶

Similarly, there is no way to objectively measure how much resources associations dedicate to the advocacy function. Association financial statements do not include an “advocacy” line item providing no transparent way to determine how much of total expenditures are spent on advocacy. This is largely because much of the advocacy work undertaken by association staff and elected officials is not formally recorded. Also, the informal nature of advocacy work does not produce the same comparable record of work as the delivery of member services.³⁷

4.4.2 Member Services

Table 4.4.2 shows the types of member services that each association offers and how they deliver them.

Table 4.4.2: Member Services

SUMA	AUMA	AMM	UBCM
Special Purpose Service Delivery Body			
SUMAssure; SUMAdvantage	Alberta Municipal Services Corporation	AMM Trading Company	None
Types of Services			
Group Benefits	Employee Benefits	Insurance	Group Benefits
Volunteer Firefighters and First Responders Insurance	Insurance and Risk Services	Fuel Program	Commercial Vehicle Licensing
General Insurance	Retirement Services	Human Resources	Fuel Discount
Bulk Purchasing	Energy Retailing and Utility Services	Tire Program	
Legal Services	Short Term Investments	Fleet Management	
	Bulk Purchasing	Capital Purchasing	
	Fuel Discount	Fabric Shelter	
	Human Resources		

What is clear from the table is that associations adapt their services to attract and maintain members. There are a few common services across most associations, but there is also substantial diversity in how these selective incentives are provided by them. For example, AUMA, AMM, and SUMA deliver the most services to members. This is partly due to the more heterogeneous composition of its membership and the larger presence or influence of smaller members in those associations.

On the other hand, the table shows that the UBCM offers the least amount of services to its members. Referring back to subsection 4.2, this is likely because of the presence of larger members in the association. UBCM is also unique among the four associations in

³⁶ See Shott note 2 at 178.

³⁷ Ibid.

that it delivers programs and services on behalf of federal and provincial governments. For example, UBCM distributes the federal Gas Tax Funding on behalf of the Government of Canada to BC municipalities. It also manages a suite of member eligible programs on behalf of the BC government.³⁸

This diversity in member services is also visibly apparent in how associations deliver and structure their selective incentives. The AUMA has the most sophisticated method of service delivery for its suite of programs and services. It is the only association with a separate, wholly owned subsidiary, the Alberta Municipal Services Company (AMSC) that provides services to their members.³⁹

Associations such as SUMA and AMM have established distinct service delivery bodies. For example, SUMA has created SUMAdvantage to procure goods and services from partner vendors. It also co-manages the SUMAssure Program with an independent insurance company to provide a hybrid program of self-funded and traditional insurance coverage for its members.⁴⁰ The AMM uses the AMM Trading Company to deliver its services and offer member municipalities group discounts on various products and services. The AMM Trading Company is a not-for-profit organization which is controlled by the association through a common board.

There are considerable differences in how municipal associations carry out the core group functions of advocacy and member services. The information in this subsection supports the idea that membership composition can help to explain patterns. Recalling the framework established in section 2, large groups must provide services to their members, and the fact that all municipal associations provide member services reinforces this argument.

4.5 Association Finances (Revenues)

The nature and extent to which municipal associations provide member services has an impact on the revenues they generate. In other words, the more revenue generating functions the association can offer the less reliance it has on membership fees it has to collect to pay for its operations. Given the number of services it offers, AUMA generates the most revenue and has the most diversified revenues of all the associations. In its 2018 fiscal year, AUMA generated consolidated revenues of over \$59 million. The other split association, SUMA, by contrast, generated about \$2.85 million in its 2018 fiscal year.

UBCM takes in the most revenues of any association in 2018 at almost \$288 million. But about 99% of its revenues, \$285 million, come from the federal and provincial governments. As noted in the preceding subsection, UBCM is unique among the four associations in that it distributes the federal Gas Tax Fund on behalf of the Government of Canada.⁴¹ It also receives funding

³⁸ For a listing of these programs see <https://www.ubcm.ca/EN/main/funding/lgps.html>

³⁹ For a listing of these services and description of how they are offered please see <https://auma.ca/business-services>.

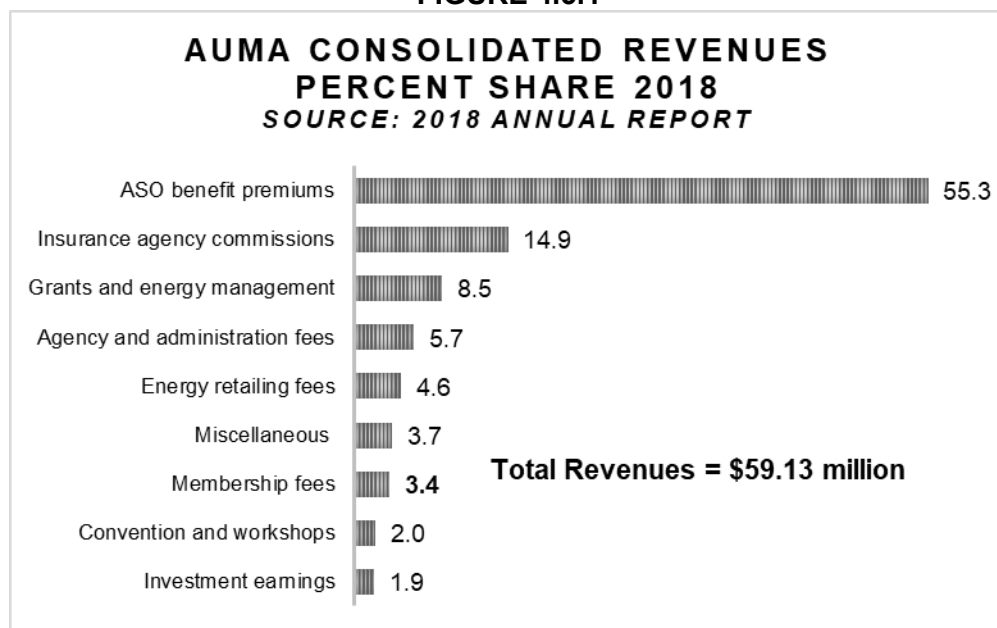
⁴⁰ For more on these see, <https://suma.org/sumassure>

⁴¹ The Association of Municipalities of Ontario (AMO) also has this arrangement with the Government of Canada.

(\$7.3 million in 2018) from the BC government to deliver provincial programs to its members. These revenues are not grants to the UBCM as they are equally matched by the expenditures. Simply, UBCM acts as a distributor of funding and manager of the programs.

Figures 4.5.1 through 4.5.4 show the share of consolidated revenues of all four municipal associations. The analysis backs out the specific program funding that UBCM receives from the federal and provincial governments as this funding is simply a flow through to its municipal members. With that adjustment, UBCM followed closely by SUMA, relies the most on membership fees to pay for its own operations, both close to 29%. The AUMA relies the least on membership fees at 3.4% in 2018. Membership fees are addressed in more detail in subsection 4.6.

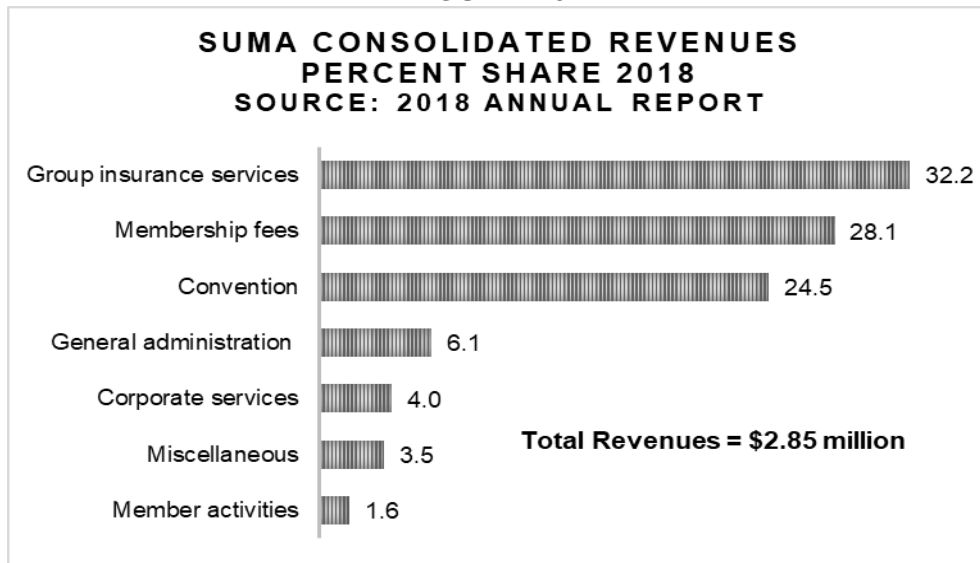
FIGURE 4.5.1



As figure 4.5.1 reveals, AUMA generates over half of its revenues from health and dental premiums through its ASO program.⁴² With that caveat, AUMA generates over \$210,000 in revenue per member.

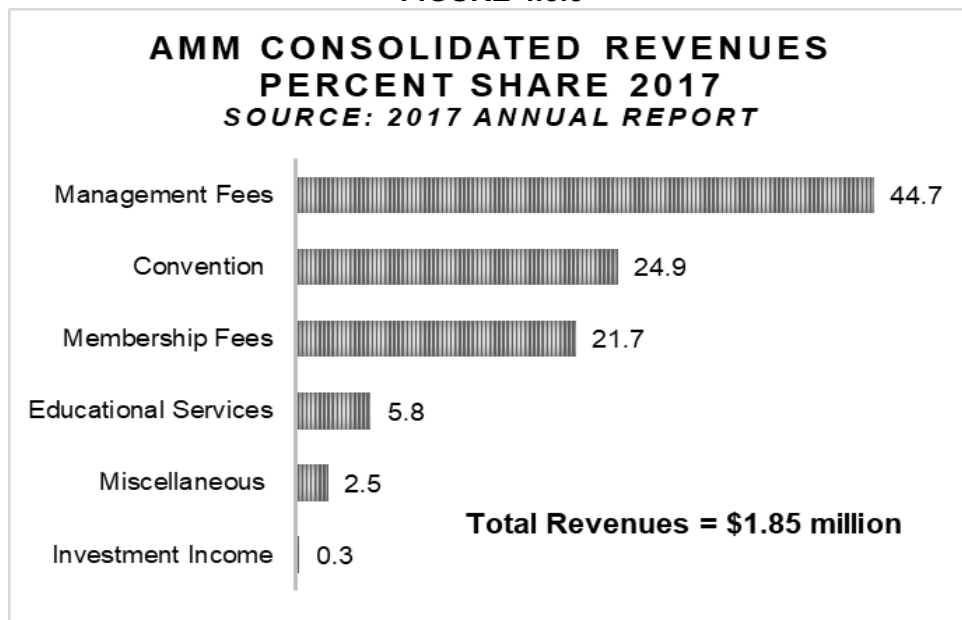
⁴² ASO stands for Administrative Services Only. It is a group benefits program that provides extended health and dental coverage for AUMA members.

FIGURE 4.5.2



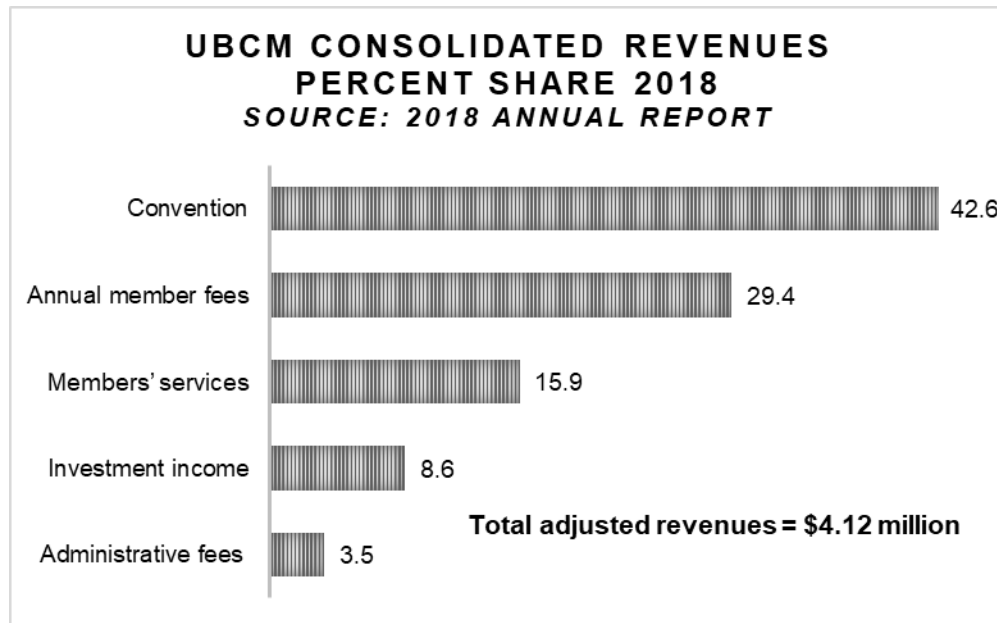
SUMA's consolidated revenues reveal a less diversified structure, with 85% of its revenues coming from three sources: group insurance, membership fees, and convention activities. However, it does not have one majority revenue source. SUMA generates about \$6,500 in revenue per member.

FIGURE 4.5.3



AMM's largest revenue source is the management fees it obtains from the AMM Trading Company. Over 90% of its revenues come from three sources: management fees, trade show and convention activities, and membership fees. AMM generates over \$13,000 in revenue per member.

FIGURE 4.5.4



UBCMs revenues are the least diverse among the four associations. After adjusting its revenues for the government programs it delivers, over 70% of UBCM's revenues are derived from two sources: convention activities and member fees. UBCM generates about \$21,000 in revenue per member.

As these figures illustrate, membership fees are an important revenue source for many municipal associations. With the exception of AUMA, membership fees account for between 20% and 30% of association revenues. If one backs out the ASO benefit premiums, AUMA membership fees are still less than 10% of its total revenues. Given their importance as a revenue stream, how do associations calculate those fees? This section explores that next.

4.6 Membership Fees⁴³

One of the most puzzling issues in the study of municipal associations is the lack of publicly available information on the fees that they charge their members. In fact, none of the four associations publish their membership fees on their websites and only SUMA publishes some information in its annual reports.

It is unclear why this information is not published. Of course, publishing the information would not induce members to leave the association or join another association. Nor does it contain proprietary information that would cause undue harm to the association. Nonetheless, the author was able to obtain association fees by contacting associations and/or conducting rigorous internet searches to find association invoices to member municipalities.⁴⁴

⁴³ All calculated fees are exclusive of the federal Goods and Services Tax. The total fee payable would include GST. But because the association has no control over that fee, it is excluded.

⁴⁴ Each year municipal associations send members invoices for the upcoming year. The invoices explain the fee structure and indicate what the total charge to the member municipality is.

The research reveals that association fee structures are determined by a mix of factors such as population size, voting delegates, and the tax base. In three of the four associations, the per capita cost of membership decreases as population size increases. That is, more populous member municipalities pay higher membership fees, but the regressive rate structure eases the cost of membership for them.

SUMA's fee structure is shown in Table 4.6.1. The table also applies the fee structure to Saskatoon.

TABLE 4.6.1: SUMA Fee Structure (2019)

Population Range	Voting Delegates	Base Fee Per Delegate @ \$544.10	Per Capita Rate	Saskatoon Fee (2019)	
1-500	1	\$544.10	\$0.59	Voting Delegates	11
501-2000	2	\$1,088.20	\$0.59	Delegate Fee	\$5,985.10
2001-5000	4	\$2,176.40	\$0.59	Population	247,201
5001-10000	6	\$3,264.60	\$0.59	Per Capita Fee	\$102,424.30
10001-50000	7	\$3,808.70	\$0.59	Total Fees	\$108,409.40
500001-100,000	10	\$5,441.00	\$0.59		
Greater Than 100,000	11	\$5,985.10	\$0.295		

As the table shows, SUMA charges a flat fee per voting delegate for all members. It charges a per capita flat rate of \$0.59 for all member municipalities with a population less than 100,000. It charges half the per capita rate for the portion of the population that exceeds 100,000. So, Saskatoon pays the \$0.59 per person on the first 100,000 of its population and \$0.295 on the remaining 147,201 of its population. The net result is that Saskatoon pays \$0.44 per capita.

AUMA charges a basic fee and then a regressive rate structure. AUMA's fee structure is shown in Table 4.6.2. The per capita fee is applied in population intervals and then added to the basic fee to get the total cost. As the table reveals, Calgary pays about \$281,000 per year, or \$0.22 per capita. If Saskatoon was charged AUMA fees, it would pay approximately \$84,000 annually.

TABLE 4.6.2: AUMA Fee Structure (2019)

AUMA Member Fees		Calgary Fees	
Basic Fee	\$1,715	Basic Fee	\$1,715
Tiered Per Capita	Rates	Population	1,267,344
1 to 3,500	\$0.8395	1 to 3,500	\$2,938.25
3,501 to 10,000	\$0.9215	3,501 to 10,000	\$5,989.75
10,001 to 20,000	\$0.6963	10,001 to 20,000	\$6,962.30
20,0001 to 30,000	\$0.4311	20,0001 to 30,000	\$4,310.57
30,001 to 600,000	\$0.2866	30,001 to 600,000	\$163,361.71
600,001 and over	\$0.1434	600,001 and over	\$95,696.99
		Total	\$280,974.57

UBCM follows a similar per capita regressive rate model to SUMA and AUMA, but it does not charge a basic or delegate fee to its members. Table 4.6.3 illustrates UBCM's fees and shows Vancouver's 2018 fees.

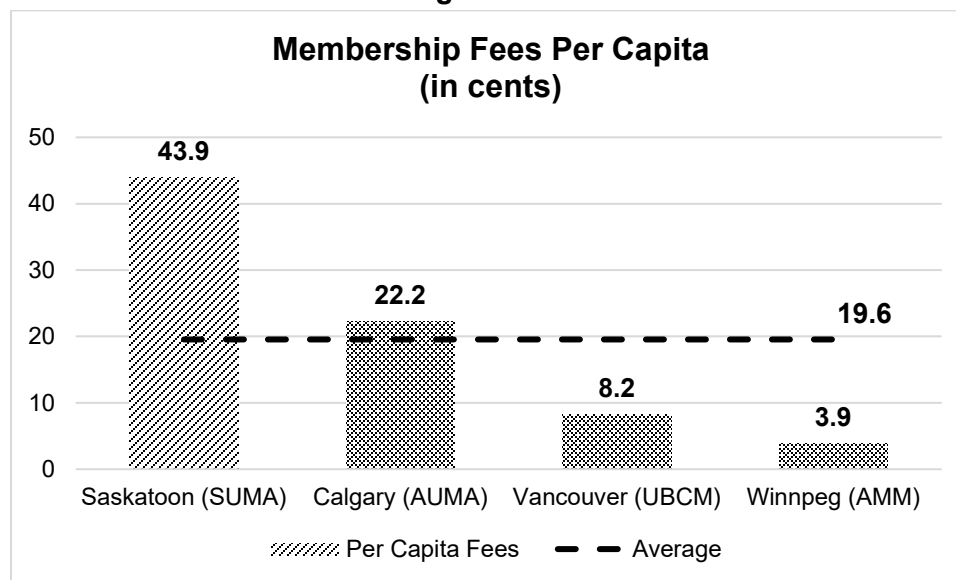
TABLE 4.6.3: UBCM Fee Structure (2019)

UBCM Member Fees		Vancouver Fees	
Tiered Per Capita	Rates	Population	
First 5,000	\$0.6956	First 5,000	\$3,477.75
Next 10,000	\$0.5051	Next 10,000	\$5,051.00
Next 15,000	\$0.3178	Next 15,000	\$4,767.00
Balance	\$0.0650	Balance	\$41,792.60
Total			\$55,088.35

As the table reveals, Vancouver's UBCM fees are about \$55,000 in 2018. This works out to \$0.08 per capita. If Saskatoon paid UBCM rates, it would pay approximately \$27,400 per year, all things being equal.

AMM does not subscribe to this model and uses a different fee structure. It uses a base fee and a progressive fee structure, but it caps the cost of membership for Winnipeg at \$27,000 annually, working out to about \$0.04 per capita. AMM fees are also determined by a combination of population and assessment base. According to AMM policy, its membership fees are reviewed at budget consultations on an annual basis and maximum membership fees will also be considered at the annual review.⁴⁵ As a policy guideline, 20% of AMMs total revenues are to be generated by membership fees.

Given the differences in the way membership fees are calculated, figure 4.6.1 summarizes fees for the largest cities in each of the four associations on a per capita basis. As the figure illustrates, Saskatoon pays the most per capita. The average per capita fee is 19.6 cents.

Figure 4.6.1

⁴⁵ Email to author from the Joe Masi Executive Director of AMM. July 29, 2019. AMM did not disclose the formula as to how it calculates its member fees. Also found in Shott, note 2 at 69.

4.7 Conclusion

This section of the report provided a comparative analysis of various features of the four municipal associations. The statistical analysis showed that the two split urban associations have the most dispersed membership among the four associations. However, SUMA with almost 60% of its members as types of villages, has the most homogeneous membership according to the statistics. Cities, by contrast, account for 3.6% of SUMA's membership and represents 76% of the total population served by its members.

All associations use their governance and organizational structures to accommodate membership cleavages. The diversity amongst municipalities includes the inter-related measures of size, region and legal type. These measures are used by associations to determine how to represent and give voice to their members in boards of directors, caucuses, and internal sub-associations.

Municipal associations provide the dual functions of advocacy and member services. The extent to which they prioritize these functions is unclear, but AUMA, AMM and SUMA deliver the most diversified package of services. The nature and mix of services they offer can help advocacy efforts by generating additional revenue for the association.⁴⁶

Some municipal associations, such as AUMA, generate substantial revenue and have highly diversified revenue sources. Thus, it relies the least on membership fees to fund their operations. UBCM and SUMA rely the most on member fees to fund operations. Most associations use a regressive rate structure to charge member fees except for AMM who caps Winnipeg's fees. Given this comparative analysis, how do cities view the relationship with their municipal associations?

⁴⁶ For a more detailed explanation, see Shott, note 2 at 73.

5. Valuable or Volatile? Cities and Their Relationships with Municipal Associations

5.1 Introduction

This section addresses the relationships that the major cities within the selected municipal associations have with their provincial-municipal associations. The analysis begins with a short summary of the City of Saskatoon's relationship with SUMA and is followed by a general analysis of the responses to the questions from participants, as listed in Appendix A of this report.

To obtain the information, seven telephone interviews were conducted with both municipal and association officials. With the exception of Saskatoon, the names of the municipalities in the sample and the names of interview participants are confidential. This research for this section includes information that could be perceived to impact the relationships between the sample cities and the selected associations. If attributed, comments by cities about their municipal association could have negative implications for individuals and municipalities, and may harm their reputation.

5.2 The City of Saskatoon and its Relationship with SUMA

The City of Saskatoon has been a member of SUMA for over 100 years. It has generally had a positive relationship with SUMA over its history and has worked together to score changes in provincial policies and programs. The best examples of this would be the creation of *The Cities Act* in 2003 and an expanded Municipal Revenue Sharing program in 2008.

In more recent years, however, some cracks have emerged. For example, the City of Saskatoon and SUMA disagreed on the province's proposed changes to the Automated Speed Enforcement (ASE) Program. Ultimately, changes to the ASE resulted in hundreds of thousands of dollars in annual funding being distributed away from Saskatoon to other communities in the province, despite the infractions occurring in Saskatoon.⁴⁷

Moreover, at the most recent annual SUMA convention in Saskatoon, an emergent resolution proposed by the City of Saskatoon was defeated by the general membership.⁴⁸ This example demonstrates the membership cleavages in an association that has a majority of members belonging to one type of municipality. As the previous section illustrated, SUMA has almost 440 members with over 60% coming from villages who represent about 5% of the membership's population.

Nonetheless, at the political level, Saskatoon's engagement with SUMA occurs largely through its directors who serve on the SUMA board and with the Mayor through participation in the City

⁴⁷ For more see: <https://thestarphoenix.com/news/local-news/more-saskatoon-speed-cameras-backed-new-revenue-split-panned>

⁴⁸ For more see: <https://saskatoon.ctvnews.ca/north-battleford-city-councillor-shocked-by-lack-of-suma-support-for-parental-leave-1.4284181>

Mayors' Caucus. At the policy development stage, the Administration engages with SUMA staff on files from time to time.

The City of Saskatoon has lead or provided various levels of support to SUMA on policy and legal files. Examples such as amendment to *The Cities Act*, Municipal Revenue Sharing reform, and Grants in Lieu elimination have been led by the City. In these cases, SUMA provided a supporting role by facilitating group meetings and distributing the information.

This leads to another important point. As a result of Saskatoon's size and political influence (meaning the number of provincial constituencies in its boundaries) it does have special access to government. For example, the Ministry of Government Relations frequently consults directly with the City on policy, program, or legislative measures. While it does include SUMA depending on the file, Saskatoon and Regina are often at the table.

This is similar to an arrangement in Alberta. In their discussion of Alberta's municipal associations, LeSage, Jr. and McMillan note that while "AUMA is the accepted voice for the province's urban municipalities ... the two largest cities often work separately in the promotion or defence of their interests." Edmonton and Calgary often collaborate in efforts to increase financial transfers from the province and pursue joint lobbying efforts. Edmonton and Calgary are also given special status, separate from AUMA, in provincial-municipal relations.⁴⁹

5.3 Other Cities and their relationship with their Municipal Associations

Almost all cities, with the exception of one, describe the relationship they have with their municipal association as very positive and professional. There were no significant differences in responses from those belonging to a unified or a split association. Although some cities suggested that this relationship was not always the case, but in recent years, to their knowledge, the relationship has been strong. The remaining City suggested that the association has lost its way in recent years and needs to be more strategic in its dealings with member cities.

Some cities report that the strength of the relationship stems from a protocol agreement that they have with the association. They state that such an agreement has been beneficial to the relationship as it sets out in general terms how the City and association work together. This builds common interests, but also recognizes that cities have their own priorities that may not be congruent with those of the association.

Most cities report that there is a consistent sharing of information between it and the association. Although there is give and take on some issues, the association values and utilizes the city's feedback.

Some associations have sophisticated operations and lead policy research. In such cases, cities do not lead policy research on the association's behalf. The City provides input and feedback given the internal expertise it has. For example, in some association's subject matter experts from a city's administration will serve on working committees to help develop policy. Thus, most

⁴⁹ This passage was taken from Shott, note 2 at 58

report that alignment on issues and policy is very good. One interviewee noted that, “the City has a strong level of influence on the policy and advocacy approach that the association takes.”

In terms of advocacy, most cities report that they do use the association’s resolution process, but it’s done sparingly and sporadically. When it is used, the process is largely politically driven, but the resolutions are not always aligned in a strategic way.

All cities reported that they have no recollection of any resolutions being defeated on the convention floor. While most cities, take the Saskatoon approach, and use resolutions sparingly, they have not had a resolution fail at convention. One reason for this is the approaches that most associations use for the resolution process. At UBCM, resolutions go through the area association first before they go to the UBCM convention. At AUMA, they incorporate “requests for decisions (RFDs) to Municipal Leaders Caucus that ask AUMA to take action on issues of common concern to Alberta municipalities.”⁵⁰

Moreover, the use of the association (and resolutions) tends to ebb and flow with the makeup of the Council. That is, how close the personal relationships are between councillors and elected provincial officials, including cabinet ministers and premiers can determine how the city will utilize the association to advance its priorities. In other words, the City tends to rely more on the association if its access to government is limited and vice versa.

However, the legislative framework to which some of the cities operate means they often do not necessarily need to use the association for its advocacy. For example, cities that have their own charter legislation (e.g., Winnipeg and Vancouver) can advocate to government more easily because the policy changes they are seeking are likely within their own purview. While this does not mean that the association is not supportive, it means that there is little need to directly involve it in the advocacy process.

Overall, most cities felt that they receive good value from the membership fees that they pay. Some suggested that the relationship between the city and association could benefit through better reporting loops and accountability reports. In other words, the association could do a better job of updating members on policy development and advocacy outcomes.

5.4 Conclusion

The City of Saskatoon has been a long-serving and active member of SUMA. In recent years, this relationship has come under stress due to various differences between the two organizations. SUMA appears to be in a challenging position given the composition of its membership and the lack of resources it provides for advocacy, the lack of focus in supporting city causes and city members. If we recall the discussion in section 2, SUMA appears to be struggling to balance the service demands of small members and the advocacy demands of large members, creating “a disjunction between member goals and group goals.”⁵¹

⁵⁰ For more information on this process see, <https://auma.ca/what-difference-between-resolution-and-request-decision>

⁵¹ See Moe, note 7 at 77

Interviews conducted with major cities in other provinces reveal that the relationship between them and their respective associations is strong. There is good interaction, although issue dependent, and the association tends to take a proactive approach by involving the cities in the policy development process. As a result of these differing perspectives, what options could be pursued to either improve the relationship between Saskatoon and SUMA, strengthen the City's influence in the association, and/or enhance Saskatoon's advocacy objectives.

6. Options for Considerations

6.1 Introduction

This section proposes five potential options for consideration. The options range from continuing with the status quo to the adoption of the Toronto approach. Each of the options proposed in this section follow a similar format of analysis: they include a short description about the intent of the option and address and where applicable, possible steps to implementation. They also consider the option's implications and summarizes its advantages and disadvantages.

Option 1: Maintain the Status Quo

This option proposes that the City of Saskatoon maintain the status quo with respect to its membership in SUMA. More specifically, under this option Saskatoon would simply let SUMA implement its own reforms, if it chose to. The City would simply take the results of those decisions. This option would be the least disruptive and requires no extra effort to implement. The City's membership fees would remain at today's levels (subject to increases or decreases as determined by the SUMA Board of Directors) and its representation on the SUMA executive would alternate with a City of Regina member.

Implications

Financial: This option generates no additional financial implications for the City. The City currently pays annual membership fees to SUMA (about \$108,000 in 2019) and so this annual allocation would continue. SUMA's annual convention (held every second year in Saskatoon) would likely continue resulting in no loss of revenue to the City-owned convention centre, TCU Place.

Political: This option is unlikely to produce any controversy as it keeps the existing structure in-tact. However, if membership cleavages persist, Saskatoon's voice could be diminished within the association.

Advantages:

- Maintains cohesion with province's urban municipalities;
- Ability to propose change from within; and
- No threat of removing annual convention from Saskatoon.

Disadvantages:

- Saskatoon may not be getting full value for fees it pays;
- Saskatoon's voice may be diminished in terms of influencing urban policy and advocacy; and
- SUMA may be unwilling to modernize the way in which it conducts policy/advocacy due to Saskatoon's unwillingness to propose change.

Option 2: Propose Governance Reforms to SUMA Board of Directors

This option proposes that the City of Saskatoon make recommendations to reform SUMA's Board of Directors and its Executive so that cities have a greater influence on Board decisions and directives. This option can include a suite of proposals modelled after some of the approaches used in other associations. For example, one easy proposal is to allocate seats on the Executive for both Saskatoon and Regina, opposed to the current approach where they share one seat. This proposal is similar to that of how the AUMA allocates seats to Calgary and Edmonton.

Moreover, SUMA is the only association of the four studied that permits its president and board to serve a four year term. This option contemplates reducing that to two years and creating a vice president structure similar to that of UBCM or FCM. This option also contemplates changing the resolution process so that they are advanced by regions or caucuses as opposed to individual municipalities.

This option could also propose the implementation of weighted votes at Board meetings. For example, the Board could be allocated 100 votes. Saskatoon and Regina would each receive 20 votes. Prince Albert and Moose Jaw would each receive 5 votes, giving the City representatives 50 votes. The remaining 50 votes would be distributed as follows: 11 votes to the President, 5 votes for each of the Vice Presidents, and 3 votes for each of the 8 regional directors. The non-city reps would also have 50 votes. This structure recognizes the weight that cities carry from a population perspective but also ensures that no group has a majority of votes on the board.

The implementation of this option would be left to the discretion of the SUMA Board and ultimately its members. The City's membership fees would remain at today's levels (subject to increases or decreases as determined by the SUMA Board of Directors) but its representation on the SUMA executive would co-exist with a City of Regina member.

Implications

Financial: This option generates no additional financial implications for the City. The City currently pays annual membership fees to SUMA (about \$108,000 in 2019) and so this annual allocation would continue. SUMA's annual convention (held every second year in Saskatoon) would likely continue resulting in no loss of revenue to the City-owned convention centre, TCU Place.

Political: This option is unlikely to produce any external political implications as it largely keeps the existing municipal association structure in-tact. Internally, the SUMA board and/or its members may not want to support such changes to the Board and Executive. The weighted voting proposal may exacerbate some internal political tensions.

Advantages:

- Maintains cohesion with province's urban municipalities;
- Ability to propose change from within;
- Seeks to strengthen to increase Saskatoon's influence on the Board; and
- No threat to removing annual convention from Saskatoon.

Disadvantages:

- Saskatoon may not be getting full value for fees it pays;
- Some elements of the option could create greater tensions on the Board.
- Relying on SUMA to make the changes; and
- Strengthens voice of cities to the detriment of other member municipalities.

Option 3: Propose to Strengthen the Saskatchewan City Mayors' Caucus

According to SUMA's Bylaws, the City Mayors' Caucus (CMC) is a working committee of SUMA.⁵² It meets twice per year to discuss city-related issues, both times outside of the annual convention window. The bylaws also prescribe the CMC's responsibilities.

According to section 163 of the bylaws:

a) Mayors sitting on the City Mayors Caucus shall be accountable to their respective municipal council. The CMC shall also report on a regular basis to SUMA's Executive Committee and the Board of Directors.

b) The CMC and SUMA may work jointly on Association projects and activities across the Province.

These provisions do not provide the CMC with any real powers to adopt resolutions for the convention or develop its own independent advocacy positions/platform. Although the CMC does this from time to time, its powers and responsibilities could be strengthened to provide the caucus with more formal legitimacy. Suggesting how to do this becomes more difficult as there are no good examples in Canada on which to draw from.

While the CMC is loosely modelled on the FCM's Big City Mayors' Caucus (BCMC), there are no published terms of reference or bylaws outlining what responsibilities the BCMC has. Similarly, AMM does not have any published material describing the responsibilities of its Cities Caucus.

Nonetheless, SUMA does not dedicate a resource to manage the policy and advocacy efforts of the CMC, like the FCM does for the BCMC. This option also proposes that SUMA dedicate more resources to the CMC so that there is a dedicated person working on CMC policy and advocacy files.

This option could take 6-12 months to implement. SUMA would likely need to allocate additional resources in its upcoming budget. SUMA Bylaws would also require amendment, but this could be accomplished at the annual general meeting in February.

Implications

Financial: This option could generate additional financial implications for the City as SUMA would likely need to find a way to fund the additional resource. The City currently pays annual membership fees to SUMA (about \$108,000 in 2019) so this annual allocation would continue. But some additional fees may be implemented to cover the cost of the CMC resource. SUMA's annual convention (held every second year in Saskatoon) would likely continue resulting in no loss of revenue to the City-owned convention centre, TCU Place.

⁵² See Part XXXVI, section 158 of SUMA Bylaws – Consolidated. Obtained from https://www.suma.org/img/uploads/documents/2016_suma_bylaws.pdf

Political: This option is unlikely to produce any external controversy as it keeps the existing structure municipal association structure in-tact. Internally, the SUMA board and membership may be reluctant to reallocate or increase member fees, or add a dedicated resource for the CMC.

Advantages:

- Maintains cohesion with province's urban municipalities;
- Ability to propose changes within SUMA;
- Seeks to strengthen the role of the CMC in policy and advocacy;
- Gives cities stronger voice, but also protects the voice of smaller members; and
- No threat to removing annual convention from Saskatoon.

Disadvantages:

- Depending on terms of reference, the CMC may not meet needs of the City;
- May increase City's financial contributions to the association;
- Potential for disparate positions or two voices within one organization; and
- Relies on SUMA to make the changes.

Option 4: Propose to Establish an Independent Cities Association

This option proposes that the City of Saskatoon engage with other Saskatchewan Cities to discuss the possibility of establishing an independent cities association, similar to the approach used in New Brunswick. As described in section 3, New Brunswick's eight cities belong to a secondary association. While some members belong to other municipal associations in the province, most only belong to the CNBA.

The CNBA is simply an advocacy association for cities.⁵³ It does not offer other services like the primary associations do. It is governed by an eight member Board of Directors (mayors of all cities). It focuses on priority advocacy issues that affect its cities, such as revenue raising abilities and public safety. It has an annual convention, but it does not pass resolutions. It has one executive director to run the affairs of the association.

There may be some possible synergy with this option given the political and administrative structures in the province. For example, cities are distinguished from other municipalities in a couple important ways. First, *The Cities Act* recognize cities as a distinct form of municipality in Saskatchewan. As such, unlike all other provinces, Saskatchewan's cities are governed by their own legislation so there is common legislative advocacy.

Second, cities are also treated differently by various provincial grant programs. For example, Saskatchewan cities are grouped together in their own "pool" for the purposes of allocating provincial funding through the Municipal Revenue Sharing Grants Program. They also receive special purpose funding for policing and transit for persons with disabilities. This also provides a framework for separate advocacy by cities.

However, the major consequence of this option is that SUMA would likely cease operations. Given its reliance on membership fees, especially from cities, it would be very difficult for SUMA to continue operations without the financial (and political contributions) of its city members. This would likely necessitate a merger between SARM and the remaining members (towns, villages, and resort villages) of SUMA.

This option could take several months (e.g., 12-36) to implement, as it requires several steps in order to materialize. For example, the City would need to explore the possibility with other cities and likely obtain Council resolutions to formally proceed. Subsequently, the legal process would need to commence with obtaining articles of incorporation, terms of reference, establishing a board of directors etc. There would be a need to find office space, and recruit an executive director and administrative support to run the operation.

⁵³ For more on the CNBA see <https://www.8citiesnb.com/about-us.html>

Implications

Financial: This option would likely result in the City reallocating its existing fees to the new association. It may need to make additional contributions to establish and operate the association. The City currently pays annual membership fees to SUMA (about \$108,000 in 2019) so this annual allocation would likely continue. But some additional fees may be implemented to cover the cost of the new association. It is likely that an Annual convention would be held in Saskatoon (every other year) but is unlikely that it would generate a similar amount of revenue for TCU place given that the space and duration could be substantially reduced.

Political: This option is likely to produce substantial controversy as it essentially signals the end of SUMA. Some cities may be reluctant to join and existing SUMA board members would likely lose their positions as the new association would only be for mayors.

Advantages:

- Creates an independent cities association to focus policy and advocacy;
- Cities have ability to establish their own advocacy platforms and approaches;
- Supports some existing legal and administrative structures in the province; and
- Convention could be held in Saskatoon (either annually or every other year).

Disadvantages:

- Disrupts the existing municipal association structure in the province as SUMA would likely cease operations;
- May exacerbate city/non-city tensions in the province; and
- Province may be reluctant to support such an organization or may limit its access to government to achieve policy or program support.

Option 5: Adopt the Toronto Approach

This option proposes that the City of Saskatoon adopt the City of Toronto's approach and suspend or discontinue its membership in SUMA. In 2004, the Toronto City Council voted to suspend (and effectively) terminate its membership with the Association of Ontario Municipalities (AMO). The main reason for this was because the City of Toronto wanted to pursue "a direct government to government relationship with the Province of Ontario and its own "seat at the table" in dealing with the federal government."⁵⁴ As a result, the City of Toronto has not been a member of the provincial municipal association, AMO, since that time.

However, in June 2019, Toronto City Council did pass a resolution that directed the City Manager to:

*explore with the Association of Municipalities of Ontario (AMO) options for more formal participation by the City of Toronto in AMO while retaining its direct government to government relationships and its ability to enter into direct intergovernmental agreements.*⁵⁵

The City of Toronto is exploring ways to better cooperate with AMO. So far, it has ruled out rejoining the associations for fears that it may reduce its ability to maintain the formal government to government relationship it has with the Government of Ontario, despite recent moves by the province to reduce the number of Toronto Councillors.

Toronto's exit from AMO, resulted in the association moving its annual convention to cities outside of Toronto.⁵⁶ AMO conventions now alternate between Ottawa and London.⁵⁷

Nonetheless, under this option, the City of Saskatoon would pursue its advocacy initiatives on its own or in partnership with other cities and/or with municipal associations, dependent on the nature or type of the issue. For example, Saskatoon could partner with Regina on issues or it could go it alone and advocate to government for what legislative, regulatory, fiscal policy or program measures it requires to carry out its functions and achieve its public policy objectives.

The City could also work toward signing a memorandum of understanding with the provincial government to formally recognize a direct government to government relationship. This would ensure that the City is consulted on potential, legislative, regulatory, and policy changes that the government intends to make.

⁵⁴ See City of Toronto, "Report Back on MM7.2 Effective Collaboration with Ontario Municipalities." May 29, 2019. Obtained from <https://www.toronto.ca/legdocs/mmis/2019/ex/bgrd/backgroundfile-133443.pdf>

⁵⁵ See *ibid*.

⁵⁶ For background, see, <https://www.theglobeandmail.com/news/national/convention-leaving-city-amosays/article974825/>

⁵⁷ See <https://www.amo.on.ca/Events/AMOCConference>

This option could be implemented within a short time frame. The City typically pays its membership fees to SUMA in January of each year, as the SUMA's bylaws require the payment to be made prior to April 30 each year. The City would likely be required to provide written notice of its intent to leave SUMA, by way of a Council resolution, but SUMA's bylaws do not specify how much notice is required to leave the association.

Implications:

Financial: The City would no longer pay its membership fees to SUMA, approximately \$108,000 in 2019. The funds could then be used to hire additional staff to help the City expand its advocacy efforts or directed to help pay for other programs and services in the City. However, it is likely that, if this option were adopted, SUMA would likely cease from holding its convention and trade show in Saskatoon. This would likely result in negative financial implications to TCU Place, since it generates revenue from hosting the convention and trade show.⁵⁸

Political: This option could generate substantial political controversy in Saskatchewan as it did in Ontario when Toronto left AMO. The exit of the province's largest city from a primary municipal association would likely cause the province to take notice and perhaps be unwilling to cooperate with Saskatoon.

Advantages:

- City would pursue its own advocacy priorities whether in alignment with other municipalities or not;
- Potential ability to establish a formal government to government relationship; and
- More flexibility in terms proposing policy recommendations to government.

Disadvantages:

- No collective support for advocacy by belonging to an association or caucus;
- Short-term disruption to the municipal association and its operations; and
- Potential revenue loss to a City-owned facility due the potential of SUMA annual convention being held elsewhere.

⁵⁸ Saskatoon is not a member of SARM, but the rural municipal association holds its fall convention in Saskatoon each year, at Prairieland Park

7. Summary and Conclusion

The primary objective of this paper was to explore the relationships that large cities in a province have with their municipal associations. Before addressing that relationship, this paper posed three questions that readers could consider as they worked their way through the document:

- If City issues are not properly represented by the association, what motivates them to continue to hold a membership?
- Do municipal associations adopt special policies or measures to accommodate its cities or largest members?
- If not, should associations be concerned about the potential exit of large cities, who may believe they can advocate more effectively on their own or with a group of similar-sized municipalities?

The answers to these questions are woven throughout the paper. As the paper describes in section 2, municipalities join associations to pursue advocacy and take advantage of member services. As the collective action and association behaviour literature explains group dynamics are combination of several factors, including the use of “selective incentives”, group size, dominant member types, and the degree of heterogeneity. In other words, “small and large members place opposing pressures on associations.”⁵⁹

In section 3, this paper established an important typology for municipal associations. Today, there are 18 independent municipal associations operating in 10 Canadian provinces. Most are primary associations who either represent all municipalities in the province, or select a group of municipalities, based on urban or rural legal types, for example. The secondary associations are small, niche groups of municipalities, who represent members of similar type (e.g., Cities in New Brunswick).

Given this taxonomy, section 4 provided a comparative analysis of two unified and two split associations. Part of this analysis used statistical measures to help to identify how the associations studied in this paper are composed and how dispersed their membership is. It explained how associations use governance structures to address cleavages in the membership. Finally, it analyzed functions, the finances, and the fees that the associations charge their members.

The main takeaway from this analysis is that while cities are generally a small proportion of an association’s membership, some have taken various measures to try accommodate cities. For example, some have carved out special representation on the boards of directors and executive committees. They have also created special cities caucuses, but these tend to be powerless bodies. They have also implemented a relatively favourable fee structure to lessen the potential cost for cities to join as members.

In section 5, the paper described that cities generally have a positive relationship with their provincial-municipal association. There were largely no differences whether the city belongs to a

⁵⁹ Shott, note 2 at 214.

unified or split association. This suggests that the type of the association has little to no influence on how strong a city's relationship is with the association. Rather, the relationship is more likely the result of organizational structures and the allocation of resources to functions that cities value (e.g., policy and advocacy).

Given that analysis, what are some potential paths forward? While this paper makes no recommendations, it does offer five potential options for discussion and consideration that, in some cases, could help to strengthen the City of Saskatoon's influence within SUMA or enhance its advocacy priorities. Options 1 through 3 basically maintain the existing framework for the city-association relationship.

Conversely, options 4 and 5 generate major reform to the existing framework. Although these two options tend to be more controversial, they are models that exist in Canada today. The Toronto approach essentially reflects what can happen when municipal associations do not adequately represent the interests of its largest members.

As this paper shows, the proposed options all have their advantages and disadvantages. Ultimately, it is up to City Council, after consulting with its municipal partners, to decide on what the most optimal approach is in achieving its objectives.

APPENDIX A

Interview Questions

Objective: To understand the relationship between dominant Cities in a province and their provincial-municipal associations. The following questions are intended to obtain your perspective on this relationship. This information will be used anonymously in a future report to Saskatoon City Council on potential options for reforming the relationship between the City of Saskatoon and its provincial-municipal association.

Questions

- (1) How would you describe your City's relationship with your provincial association from the following perspectives?
- (2) Is your City generally in alignment with the provincial association on policy and advocacy positions? If not, can you provide an example (or examples) of where your City and the association have been in disagreement with a policy/advocacy position?
- (3) Do you believe that your City has a strong level of influence on the policy and advocacy positions taken by the association?
- (4) Does your City use the resolution process to advance advocacy positions with the association?
- (5) If so, have any of your sponsored resolutions been defeated by the general membership? If so, can you give an example?
- (6) Does your City lead policy analysis and or provide support on various policy files to the association?
- (7) Do you have suggestions to enhance the relationship between your City and the association?
- (8) Are there any other topics/issues you want to address regarding your City's relationship with your provincial-municipal association?

Workplace Transformation Journey: Corporate Reorganization Bylaw Amendments Group #5

ISSUE

This report submits for City Council's consideration various bylaw amendments to reflect the new corporate organizational structure and to complete various housekeeping amendments.

RECOMMENDATION

That City Council consider:

1. Bylaw No. 9646, *The Adult Services Licensing Amendment Bylaw, 2019*;
2. Bylaw No. 9647, *The Mobile Home Amendment Bylaw, 2019*;
3. Bylaw No. 9648, *The Private Crossings Amendment Bylaw, 2019*;
4. Bylaw No. 9649, *The Traffic Amendment Bylaw, 2019 (No. 2)*; and
5. Bylaw No. 9650, *The Trailer Camps Amendment Bylaw, 2019*.

BACKGROUND

At its November 19, 2018 Regular Business Meeting, City Council considered the report of the City Manager dated November 13, 2018, recommending the approval of a new corporate structure. City Council resolved, in part:

"That the City Solicitor be instructed to bring back any necessary bylaw amendments resulting from the approval of the new corporate structure."

DISCUSSION/ANALYSIS

The proposed Bylaws include:

- amendments to reflect the new corporate structure approved by City Council on November 19, 2018;
- housekeeping amendments to reflect gender neutral language; and
- housekeeping amendments to update references to legislation and other organizations.

This report presents the fifth of several groups of bylaws that must be amended in this manner. This is the final group of bylaws to be presented.

Several bylaws were not presented as part of the five groups, but were, or will be, amended in the same manner as part of other amendments. Many more bylaws did not require amendment in this manner at all.

In accordance with City Council's instruction, we are pleased to submit the following for City Council's consideration:

1. Bylaw No. 9646, *The Adult Services Licensing Amendment Bylaw, 2019*;
2. Bylaw No. 9647, *The Mobile Home Amendment Bylaw, 2019*;
3. Bylaw No. 9648, *The Private Crossings Amendment Bylaw, 2019*;
4. Bylaw No. 9649, *The Traffic Amendment Bylaw, 2019 (No. 2)*; and
5. Bylaw No. 9650, *The Trailer Camps Amendment Bylaw, 2019*.

NEXT STEPS

Significant amendments are underway or are being planned for several bylaws that were not included in any of the five groups presented. These bylaws will be updated in the same manner at the time of their significant amendment.

Several bylaws were identified in the review process as candidates for repeal. These bylaws will be presented to Council for repeal in the near future.

APPENDICES

1. Proposed Bylaw No. 9646, *The Adult Services Licensing Amendment Bylaw, 2019*;
2. Proposed Bylaw No. 9647, *The Mobile Home Amendment Bylaw, 2019*;
3. Proposed Bylaw No. 9648, *The Private Crossings Amendment Bylaw, 2019*;
4. Proposed Bylaw No. 9649, *The Traffic Amendment Bylaw, 2019 (No. 2)*; and
5. Proposed Bylaw No. 9650, *The Trailer Camps Amendment Bylaw, 2019*.

Report Approval

Written by: Reché McKeague, Solicitor
Approved by: Cindy Yelland, City Solicitor

BYLAW NO. 9646

The Adult Services Licensing Amendment Bylaw, 2019

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Adult Services Licensing Amendment Bylaw, 2019*.

Purpose

2. The purpose of this Bylaw is to make housekeeping amendments, including those to reflect gender neutral language.

Bylaw No. 9011 Amended

3. *The Adult Services Licensing Bylaw, 2012* is amended in the manner set forth in this Bylaw.

Section 9 Amended

4. Subsection 9(5) is amended by striking out “his or her” and substituting “the licensee’s”.

Section 23 Amended

5. Section 23 is amended by striking out “his or her” wherever it appears and in each case substituting “their”.

Schedule “A” Amended

6. Schedule “A” is amended by:
 - (a) striking out “s.171” and substituting “s.170” in clause (i);
 - (b) by repealing clauses (p) to (s);

(c) by striking out “Prostitution offences” and substituting “Stopping or impeding traffic” in clause (t);

(d) by adding the following clause after clause (t):

“(t.1)	Communicating to provide sexual services for consideration	s. 213(1.1)”
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; and

(e) by adding the following after clause (w):

“(x)	Obtaining sexual services for consideration	s. 286.1
(y)	Material benefit from sexual services	s. 286.2
(z)	Procuring	s. 286.3”

.

Coming into Force

7. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

BYLAW NO. 9647

The Mobile Home Amendment Bylaw, 2019

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Mobile Home Amendment Bylaw, 2019*.

Purpose

2. The purpose of this Bylaw is to:
 - (a) make necessary amendments to reflect the new corporate structure approved by City Council on November 19, 2018; and
 - (b) make housekeeping amendments, including those to reflect gender neutral language.

Bylaw No. 5574 Amended

3. *The Mobile Home Bylaw* is amended in the manner set forth in this Bylaw.

Section 2 Amended

4. Section 2 is amended by repealing clauses (b), (c), (d) and (f).

Section 3 Amended

5. Subsection 3(2) is repealed and the following substituted:
 - “(2) If there is any conflict between this Bylaw and the *Zoning Bylaw*, the *Zoning Bylaw* shall prevail.”.

Section 4 Amended

6. Subsection 4(1) is amended by striking out “approval in writing of the plans and specifications required by this bylaw is received from the City Planner, the City Engineer, the Fire Chief and the Medical Health Officer and”.

Section 5 Amended

7. Section 5 is amended by:
 - (a) striking out “City Planning Officer” and substituting “General Manager of Community Services” in subsection (1);
 - (b) striking out “City Engineer” and substituting “General Manager of Transportation & Construction or General Manager of Utilities & Environment, as appropriate,” in subsection (2);
 - (c) striking out “City Planner” wherever it appears and in each case substituting “General Manager of Transportation & Construction” in clause (2)(b);
 - (d) striking out “City Electrical Engineer” and substituting “General Manager of Utilities & Environment” in subsection (3); and
 - (e) striking out “Saskatchewan Department of Labour” and substituting “Ministry of Labour Relations and Workplace Safety” in clause (4)(a).

Section 9 Amended

8. Subsection 9(1) is amended by striking out “Provincial Regulations Governing Plumbing and Drainage” and substituting “provincial regulations governing plumbing and drainage”.

Section 10 Amended

9. Subsection 10(1) is amended by striking out “City Engineer” wherever it appears and in each case substituting “General Manager of Utilities & Environment”.

Section 12 Amended

10. Section 12 is amended by:
 - (a) striking out “his” and substituting “the Operator’s” in subsection (5); and

- (b) striking out “Fire Department and the Police Department” and substituting “Saskatoon Fire Department and the Saskatoon Police Service” in subsection (8).

Section 13 Amended

11. Subsection 13(2) is amended by striking out “him” and substituting “the person”.

Section 14 Amended

12. Section 14 is amended by:
- (a) striking out “zoning inspector” and substituting “bylaw inspector”; and
 - (b) striking out “he” and substituting “they”.

Coming into Force

13. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

BYLAW NO. 9648

The Private Crossings Amendment Bylaw, 2019

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Private Crossings Amendment Bylaw, 2019*.

Purpose

2. The purpose of this Bylaw is to:
 - (a) make necessary amendments to reflect the new corporate structure approved by City Council on November 19, 2018; and
 - (b) make housekeeping amendments to reflect gender neutral language.

Bylaw No. 4785 Amended

3. *A bylaw to regulate the installation of private crossings in the City of Saskatoon* is amended in the manner set forth in this Bylaw.

Section 1 Amended

4. Section 1 is amended by striking out “his property, shall by himself, or through his authorized agent, make written application to the City Engineer” and substituting “the owner’s property, shall, individually or through an authorized agent, submit a written application to the General Manager of Transportation & Construction”.

Section 2 Amended

5. Section 2 is amended by:
 - (a) striking out “City Engineer” and substituting “General Manager of Transportation & Construction” in subsection (1); and
 - (b) striking out “his” and substituting “the” in subsection (2).

Section 4 Amended

6. Section 4 is amended by:
 - (a) striking out “City Engineer” wherever it appears and in each case substituting “General Manager of Transportation & Construction”; and
 - (b) striking out “Chief City Commissioner” and substituting “City Manager” in subsection (5).

Section 6 Amended

7. Section 6 is amended by striking out “City Engineer” and substituting “General Manager of Transportation & Construction”.

Section 7 Amended

8. Section 7 is amended by:
 - (a) striking out “City Engineer” and substituting “General Manager of Transportation & Construction”; and
 - (b) striking out “he” and substituting “the General Manager”.

Coming into Force

9. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

BYLAW NO. 9649

The Traffic Amendment Bylaw, 2019 (No. 2)

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Traffic Amendment Bylaw, 2019 (No. 2)*.

Purpose

2. The purpose of this Bylaw is to:
 - (a) make necessary amendments to reflect the new corporate structure approved by City Council on November 19, 2018; and
 - (b) make housekeeping amendments, including those to reflect gender neutral language.

Bylaw No. 7200 Amended

3. *The Traffic Bylaw* is amended in the manner set forth in this Bylaw.

Section 2 Amended

4. Section 2 is amended by:
 - (a) striking out “*The Vehicle Weight and Dimension Regulations, 1999*” wherever it appears and in each case substituting “*The Vehicle Weight and Dimension Regulations, 2010*”;
 - (b) striking out “Services” in clause (1)(e);
 - (c) striking out “for The City of Saskatoon or anyone authorized to act on his behalf” and substituting “of the Saskatoon Police Service or anyone authorized to act on the Chief of Police’s behalf” in clause (1)(g);
 - (d) striking out “Transportation & Utilities” and substituting “Transportation & Construction” in clause (1)(s); and

- (e) striking out “The Saskatoon Fire and Protective Services Department” and substituting “the Saskatoon Fire Department” in clause (1)(nn).

Section 12.4 Amended

- 5. Subsection 12.4(4) is amended by striking out “he or she” and substituting “the General Manager”.

Section 41 Amended

- 6. Section 41 is amended by:
 - (a) striking out “Minister of Highways” and substituting “Minister of Highways and Infrastructure” in subsection (1);
 - (b) striking out “he or she” and substituting “the person in charge of the vehicle” in subsection (1); and
 - (c) striking out “he or she considers” and substituting “they consider” in subsection (2).

Section 56.1 Amended

- 7. Subsection 56.1(1) is amended by striking out “he or she” and substituting “the owner”.

Schedule No. 10 Amended

- 8. Schedule No. 10, section 3 “Procedure for Notice of Violation Offences” is amended by:
 - (a) striking out “parking commissioner” and substituting “Parking Enforcement Officer” in subsection (1);
 - (b) striking out “the Traffic Management Section Bylaw Inspector” and substituting “a Bylaw Inspector” in subsection (1); and

(c) striking out “he” and substituting “the owner” in subsection (4).

Coming into Force

9. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

BYLAW NO. 9650

The Trailer Camps Amendment Bylaw, 2019

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Trailer Camps Amendment Bylaw, 2019*.

Purpose

2. The purpose of this Bylaw is to make housekeeping amendments, including those to reflect gender neutral language.

Bylaw No. 3688 Amended

3. *A bylaw of the City of Saskatoon to provide for the licensing and regulating of trailer camps and the occupants of trailers* is amended in the manner set forth in this Bylaw.

Section 1 Amended

4. Section 1 is amended by:
 - (a) striking out “License Inspector means the License Inspector of The City of Saskatoon or his deputy” and substituting “Director of Corporate Revenue means the Director of Corporate Revenue for the City of Saskatoon or their delegate” in clause (c); and
 - (b) striking out “he” and substituting “the person” in clause (d).

Section 2 Amended

5. Subsection 2(1) is amended by striking out “he shall pay therefore” and substituting “they shall pay”.

Section 3 Amended

6. Section 3 is amended by:
 - (a) striking out “he shall pay therefore” and substituting “they shall pay” in subsection (1); and
 - (b) striking out “his license fee and secure his license” and substituting “the license fee and secure the license” in subsection (3).

Sections 3, 4, 6, 7, 8, 9, and 11 Amended

7. Sections 3, 4, 6, 7, 8, 9, and 11 are amended by striking out “License Inspector” wherever it appears and in each case substituting “Director of Corporate Revenue”.

Section 5 Amended

8. Section 5 is amended by striking out “he” and substituting “the operator”.

Section 7 Amended

9. Section 7 is amended by striking out “he has issued during the previous month and shall produce his book” and substitute “the operator has issued during the previous month and shall produce the book”.

Section 8 Amended

10. Section 8 is amended by striking out “his” and substituting “the operator’s”.

Section 10 Amended

11. Section 10 is amended by:
 - (a) striking out “his premises” and substituting “the operator’s premises”; and
 - (b) striking out “his permanent address” and substituting “the occupant’s permanent address”.

Section 11 Amended

12. Section 11 is amended by striking out “his”.

Section 12 Repealed

13. Section 12 is repealed.

Coming into Force

14. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

Amendments to the Cannabis Business License Bylaw, 2018

ISSUE

This report provides City Council with Bylaw No.9645, *The Cannabis Business License Amendment Bylaw, 2019 (No.2)*, which implements City Council's decision to reduce the renewal fee for cannabis retail stores and cannabis production facilities, as well as establish a change of location fee for these businesses.

RECOMMENDATION

That City Council consider Bylaw No. 9645, *The Cannabis Business License Amendment Bylaw, 2019 (No.2)*.

BACKGROUND

At the Regular Business Meeting held on August 26, 2019, City Council considered the report of the General Manager, Community Services Department, dated August 12, 2019 and resolved that the business license renewal fee for cannabis retail stores and cannabis production facilities be reduced to \$85 and that a change of location fee of \$125 for cannabis retail stores and cannabis production facilities be established.

DISCUSSION/ANALYSIS

In accordance with City Council's instruction, we are pleased to submit Bylaw No.9645, *The Cannabis Business License Amendment Bylaw, 2019 (No.2)* for City Council's consideration.

PUBLIC NOTICE

Public Notice is required for consideration of this matter, pursuant to Section 3(p) of Policy No. C01-021, The Public Notice Policy. The following notice was given:

- Advertised in The StarPhoenix on Saturday, September 14, 2019;
- Posted on the City Hall Notice Board on Thursday, September 12, 2019; and
- Posted on the City Website on Friday, September 13, 2019.

APPENDICES

1. Proposed Bylaw No. 9645, *The Cannabis Business License Amendment Bylaw, 2019 (No.2)*.

Report Approval

Written by: Jodi Manastyrski, Solicitor
Approved by: Cindy Yelland, City Solicitor

BYLAW NO. 9645

The Cannabis Business License Amendment Bylaw, 2019 (No.2)

The Council of The City of Saskatoon enacts:

Short Title

1. This Bylaw may be cited as *The Cannabis Business License Amendment Bylaw, 2019 (No.2)*.

Purpose

2. The purpose of this Bylaw is to amend Bylaw No. 9525, *The Cannabis Business License Bylaw, 2018* to:
 - (a) reduce the license renewal fee; and
 - (b) establish a change of location fee.

Bylaw No. 9525 Amended

3. Bylaw No. 9525 is amended in the manner set forth in this Bylaw.

Section 6 Amended

4. Section 6 is amended by:
 - (a) striking out “\$10,000” in subsection 6(2) and substituting “\$85”; and
 - (b) adding the following subsection after subsection 6(7):

“(8) A licensee who wishes to change the location of a cannabis production facility or a cannabis retail store shall, upon filing an application for a change of location, pay the fee of \$125.”

Coming into Force

5. This Bylaw comes into force on the day of its final passing.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

BYLAW NOTICE

PROPOSED AMENDMENT TO CANNABIS BUSINESS LICENSE BYLAW – BYLAW NO. 9645

Saskatoon City Council will consider an amendment to the Cannabis Business License Bylaw No. 9525 on **Monday, September 30, 2019 at 1:00 pm** to amend the licensing fees for Cannabis Retail Stores and Cannabis Production Facilities. By way of Bylaw No. 9645, the Cannabis Business License Amendment Bylaw, 2019 (No. 2), the following licensing regulations are proposed:

Fees: The proposed license renewal fee for a Cannabis Retail Store or Cannabis Production Facility is \$85.00. The proposed fee for a Cannabis Retail Store or Cannabis Production Facility that changes location is \$125.00.

INFORMATION – Questions regarding the proposed amendment or requests to view the proposed amending Bylaw may be directed to the following without charge:

Community Services Department, Community Standards
Phone: 306-975-2645 (Ellen Pearson)

The Cities Act and City Council Bylaw No. 8171 require that City Council give Public Notice prior to amending a bylaw for which public notice was a requirement at the time the bylaw was passed.

The Vehicles for Hire Bylaw, 2019

ISSUE

This report submits Bylaw No. 9651, *The Vehicles for Hire Bylaw, 2019* (the “Bylaw”), for City Council’s consideration. The Bylaw is a comprehensive bylaw to regulate all vehicles for hire, including transportation network companies and taxis. The Bylaw will replace Bylaw No. 9548, *The Transportation Network Company Bylaw, 2018* and Bylaw No. 9070, *The Taxi Bylaw, 2014*.

RECOMMENDATION

That City Council consider Bylaw No. 9651, *The Vehicles for Hire Bylaw, 2019*.

BACKGROUND

At its Regular Business Meeting on July 23, 2018, City Council resolved, in part:

“That the City Solicitor be requested to draft a comprehensive Vehicle for Hire Bylaw, in accordance with the Administration’s recommendations, as outlined in Attachment 1 of the report of the Community Services Department dated June 11, 2018, and as amended as follows:

- a. by the Standing Policy Committee on Transportation dated June 27, 2018:
 - i. that the minimum fare for TNCs be set the same as the current minimum taxi fare.
 - ii. that the Administration set out a provision for safety features with TNCs.
 - iii. that the standard of Criminal Record Check include “Vulnerable Sector”, if not included in the provincial regulations.
- b. by City Council dated July 23, 2018:

that the City of Saskatoon require city or company specific ride sharing decals.”

At its Regular Business Meeting on December 17, 2018, City Council resolved:

“That Administration report back on an option to include annual medical check-ups as part of the comprehensive Vehicle For Hire bylaw.”

At its Regular Business Meeting on August 26, 2019, City Council resolved:

“That the City Solicitor be requested to include the additional items, outlined in the report of the General Manager, Community Services

Department dated August 6, 2019, in the proposed Vehicles for Hire Bylaw”;

and, in part,

- “1. That the City Solicitor be requested to include an annual fee for a wheelchair accessible taxi of \$25 (a reduction from the current fee of \$525) in the draft of the Vehicles for Hire Bylaw;
2. That the City Solicitor be requested to include a provision in the draft of the Vehicles for Hire Bylaw to require taxi brokers whose taxi fleet has fewer than 5% wheelchair accessible taxis to remit \$0.07 on every non-wheelchair accessible taxi trip.”

DISCUSSION/ANALYSIS

Appendix 1 – The Vehicles for Hire Bylaw, 2019: Medical Reporting addresses City Council’s direction that Administration report back on an option to include annual medical check-ups as part of the comprehensive Vehicles for Hire Bylaw. As noted in Appendix 1, the Bylaw has been drafted to ensure that any change applied by SGI’s Medical Review Unit to a vehicle-for-hire driver’s licensing, including restrictions or endorsements on the licence, a change in class of licence, or the refusal, suspension, or cancellation of the licence for a specific period or indefinitely, will be reported to the City. The City may then determine whether the driver is still entitled to drive under the Bylaw’s regime.

In accordance with City Council’s instruction, we are pleased to submit Bylaw No. 9651, *The Vehicles for Hire Bylaw, 2019* for City Council’s consideration.

APPENDICES

1. The Vehicles for Hire Bylaw, 2019: Medical Reporting; and
2. Proposed Bylaw No. 9651, *The Vehicles for Hire Bylaw, 2019*.

Report Approval

Written by: Reché McKeague, Solicitor
Approved by: Cindy Yelland, City Solicitor

Admin Report - The Vehicles for Hire Bylaw, 2019.docx
Our File: 102.0535

The Vehicles for Hire Bylaw, 2019 Medical Reporting

Current Status

The requirement for Classes 1 – 4 drivers to submit medical reports is not found in the legislation. Instead, *The Traffic Safety Act* provides that Saskatchewan Government Insurance (“SGI”) may require anyone applying for, or who holds, a driver’s licence to file a medical report whenever it requests. This applies to all classes of driver’s licences, so SGI could equally require class 5 driver’s licence holders to regularly file a medical report, but has elected not to.

SGI requests medical reports for applicants for Classes 1 – 4 licences to comply with the National Safety Code Program (the “Program”). The purpose of the Program is to establish a comprehensive code of minimum performance standards for the safe operation of commercial vehicles. The Program applies to all persons responsible for the operation of commercial vehicles on the road, including trucks, buses, tractors and trailers. Under the Program, medical reports are requested as part of the initial application, and then every:

- five years for drivers 18 to 45 years of age;
- three years for drivers 46 to 65 years of age; or
- one year for drivers 66 years of age or older.

The medical reports are assessed by SGI’s Medical Review Unit, which determines whether any reported medical condition may affect the driver’s driving ability and, if so, whether this should be addressed by restrictions or endorsements on the licence, a change in class of licence, or whether the licence should be refused, suspended, or cancelled for a specific period or indefinitely. The Medical Review Unit staff are medical professionals and driver’s licence administrative specialists who specialize in assessing and monitoring drivers who have medical conditions that may affect their ability to drive.

Although regular medical reports are not required for Class 5 drivers by SGI, many protections are in place to ensure that Class 5 drivers do not have medical conditions that would affect their ability to drive. For example, whenever a driver applies for or renews their driver’s licence, they are required to report any medical condition that might affect their ability to drive to SGI using a Supplementary Medical Application form. After a medical condition is reported, the Medical Review Unit determines if the driver has the medical fitness and skills needed to safely drive a vehicle.

The Traffic Safety Act requires physicians, optometrists, occupational therapists and nurse practitioners to report drivers who experience conditions that make it dangerous for them to drive a vehicle. Police, courts, concerned citizens and family members may choose to report medical conditions that they believe may make it dangerous for a driver to drive. After a medical condition is reported, SGI’s Medical Review Unit

assesses the driver's ability to drive and makes the same determination described above respecting restrictions, suspensions, etc.

Both taxi drivers and transportation network company ("TNC") drivers are subject to the same requirements for driver's licence class under *The Vehicles for Hire Regulations* (the "Regulations"). The proposed Bylaw requires both taxi drivers and TNC drivers to comply with the *Regulations* for driver's licence class.

Approaches in Other Jurisdictions

The Cities of Regina, Edmonton, and Ottawa do not have any requirements or references to medical reports or medical examinations for vehicle-for-hire drivers.

The City of Winnipeg requires a taxi driver to report a change in the driver's medical condition that could affect their ability to drive, but does not require a medical report to be completed by a health professional. The City of Winnipeg does not require its personal transportation provider drivers (equivalent to TNC drivers) to make the same report of a change in medical condition. Similarly, the City of Calgary requires its Licensees (which include both taxi and TNC drivers) to notify the City of any changes in a medical diagnosis which would affect the driver's ability to drive or that could affect the safety of the public.

The City of Toronto may choose to request a certificate signed by a duly qualified medical practitioner certifying that the driver is fit to drive a vehicle-for-hire, but does not have a mandatory requirement for a certificate. The City may only request the certificate once every three years unless there are reasonable grounds to believe that, by reason of illness, injury or other physical or mental impairment, the conduct of a vehicle-for-hire driver may not be in accordance with the municipal code or may endanger the health or safety of other people. In those circumstances, the certificate may be requested sooner.

Previously, the City of Mississauga required medical certificates for taxi drivers. However, following a review in 2017, its bylaw was amended to remove the requirement and permit the City to request a medical certificate of a taxi driver only if it "may be in the public interest". The City amended the bylaw because the provincial requirements in Ontario, as in Saskatchewan, are that medical practitioners must notify the provincial driver's licensing authority when a driver has a medical issue that affects their ability to operate a vehicle safely and the City benchmarked municipalities in Ontario and found that no other municipality had a similar requirement. There is no provision in the City of Mississauga's TNC bylaw that allows the request for a medical certificate.

In summary, none of the cities reviewed required medical certificates for vehicle-for-hire drivers. Toronto and Mississauga may request a medical certificate in certain circumstances, and Winnipeg and Calgary require that changes in the medical condition of a driver be reported.

Options

Option 1 – require annual medical reports

This option would require all vehicle-for-hire drivers to supply a medical report each year. Taxi drivers would provide the medical report to the City and TNC drivers would provide the medical report to the transportation network company. This difference is due to the licensing structure – the City licenses taxi drivers but TNC drivers are managed by the transportation network company under its licence.

This option would require the City to:

- develop a medical report outline;
- determine how medical reports received will be reviewed;
- determine what are acceptable and not acceptable medical conditions, if reported;
- hire or train staff to review and assess medical reports (a medical professional may be required for the review); and
- establish appropriate safeguards to protect the personal health information collected from the vehicle-for-hire drivers (personal health information is more sensitive than other personal information and more stringent standards must be applied).

This option carries an increased risk of potential liability for the City if injury or damage is caused by a vehicle-for-hire driver's medical condition, because the City will have put itself in the position of establishing what medical conditions are acceptable for drivers.

No other city has such a requirement for its vehicle-for-hire drivers. Implementing a requirement for an annual medical report would create significant overlap with the reporting and assessment already required by SGI. This requirement would necessitate a significant amount of administration, in terms of creation, training, assessment, and appropriate storage of information.

If Class 5 drivers were required to submit a medical report to the City in order to be vehicle-for-hire drivers but Classes 1 – 4 submitted to SGI under the existing framework, medical assessment would be unevenly applied for vehicle-for-hire drivers in the City.

Option 2 – provide medical report upon request

This option would require a vehicle-for-hire driver to supply a medical report only when requested by the City. As in Option 1, taxi drivers would report to the City and TNC drivers would report to the transportation network company.

This option would require the City to:

- establish a policy for when medical reports will be requested;
- develop a medical report outline;
- determine how medical reports received will be reviewed;

- determine what are acceptable and not acceptable medical conditions, if reported;
- hire or train staff to review and assess medical reports (a medical professional may be required for the review); and
- establish appropriate safeguards to protect the personal health information collected from the vehicle-for-hire drivers (personal health information is more sensitive than other personal information and more stringent standards must be applied).

As with Option 1, this option carries an increased risk of potential liability for the City if injury or damage is caused by a vehicle-for-hire driver's medical condition, because the City will have put itself in the position of establishing what medical conditions are acceptable for drivers.

Both Toronto and Mississauga may request medical reports in certain circumstances from vehicle-for-hire drivers. This option would necessitate a significant amount of administration, in terms of creation, training, assessment, and appropriate storage of information. Because the medical reports would only be provided upon request, there is the possibility of unequal application of the bylaw. This option mimics the existing powers of SGI to request medical reports from any licensed driver.

Option 3 – require reporting of any change in medical condition

This option would require all vehicle-for-hire drivers to report any change in their medical condition that could affect their ability to drive. As in Options 1 & 2, taxi drivers would report to the City and TNC drivers would report to the transportation network company.

Similar to Options 1 & 2, this option would require the City to:

- determine how reports of a change in medical condition will be received and reviewed;
- determine what are acceptable and not acceptable medical conditions, if reported;
- hire or train staff to review and assess reports of change in medical condition (a medical professional may be required for the review); and
- establish appropriate safeguards to protect the personal health information collected from the vehicle-for-hire drivers (personal health information is more sensitive than other personal information and more stringent standards must be applied).

Again, as with Options 1 & 2, this option carries an increased risk of potential liability for the City if injury or damage is caused by a vehicle-for-hire driver's medical condition, because the City will have put itself in the position of establishing what medical conditions are acceptable for drivers.

Both Winnipeg and Calgary have a similar requirement for their vehicle-for-hire drivers. This option directly overlaps with what is already required by SGI of all drivers: all drivers must report their medical conditions either when they are diagnosed, or when they renew their driver's licences. Further, *The Traffic Safety Act* requires physicians, optometrists, occupational therapists and nurse practitioners to report drivers who experience conditions that make it dangerous for them to drive a vehicle and police, courts, concerned citizens and family members may choose to report such conditions. This requirement would necessitate a significant amount of administration, in terms of creation, training, assessment, and appropriate storage of information.

Option 4 – require reporting of change to driver's licence

The proposed *Vehicles for Hire Bylaw* requires vehicle-for-hire drivers to immediately report the “suspension, cancellation, revocation, invalidation or amendment of their driving privileges or Saskatchewan Driver's Licence.” As in all previous options, taxi drivers would report to the City and TNC drivers would report to the transportation network company.

This option does not create any additional administrative burden for the City, nor does it create the possibility of increased liability for the City. The City would rely on the existing legislative framework and the established expertise of SGI's Medical Review Unit to assess the medical fitness of vehicle-for-hire drivers.

Recommendation

The recommended approach is Option 4.

In Saskatchewan, SGI's Medical Review Unit is the expert at assessing and monitoring drivers who have medical conditions that may affect their ability to drive. The City of Saskatoon staff is not trained or experienced in making these assessments. The public is best protected by relying on the expertise and experience of SGI's Medical Review Unit for this task.

The Government of Saskatchewan has established a comprehensive framework to ensure that all drivers are medically fit to drive. If any driver, including a Class 5 driver, has a medical condition that might affect their ability to drive, the driver is required to report, the driver's medical professionals are required to report, and any member of the public may choose to report the condition to SGI.

The Bylaw has been drafted to ensure that any change applied by SGI's Medical Review Unit to a vehicle-for-hire driver's licensing, including restrictions or endorsements on the licence, a change in class of licence, or the refusal, suspension, or cancellation of the licence for a specific period or indefinitely, will be reported to the City. The City may then determine whether the driver is still entitled to drive under the Bylaw's regime. This allows for consistent requirements to be applied to all vehicle-for-hire drivers, works to the strengths of the City and SGI, limits the City's potential liability, and protects the public.

BYLAW NO. 9651

The Vehicles for Hire Bylaw, 2019

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BYLAW NO. 9651

The Vehicles for Hire Bylaw, 2019

Whereas subsection 4(1) of *The Vehicles for Hire Act*, S.S. 2018, c. V-3.2, permits a city to make bylaws respecting the regulation and licensing of transportation networks and transportation network companies;

Whereas section 10 of *The Vehicles for Hire Regulations*, c. V-3.2, Reg. 1, permits a city to make bylaws requiring transportation network companies to establish a complaints process for accepting, recording, reviewing and responding to complaints from the public;

Whereas clause 8(1)(b) of *The Cities Act*, S.S. 2002, c. C-11.1, permits a city to make bylaws in relation to the safety, health and welfare of people and the protection of people and property;

Whereas clause 8(1)(h) of *The Cities Act* permits a city to make bylaws in relation to businesses, business activities and persons engaged in business;

Whereas, pursuant to subsection 8(3) of *The Cities Act*, the power to pass bylaws includes the power to:

- regulate or prohibit;
- provide for a system of licences, inspections, permits or approvals;
- establish fees for the licence;
- prohibit any business until a licence has been granted or an inspection performed;
- impose terms and conditions on any licence;
- impose conditions that must be met before a licence is granted or renewed;
- provide for the duration of licences and their suspension or cancellation for failure to comply with a term or condition of a bylaw or for any other reason specified in the bylaw;
- provide for an appeal, the body that is to decide the appeal and related matters;

Whereas the City of Saskatoon desires to enact a bylaw to regulate and licence vehicles for hire, including taxi services and transportation network companies, in the City of Saskatoon;

Now therefore, the Council of the City of Saskatoon enacts:

PART I Short Title and Interpretation

Short Title

1. This Bylaw may be cited as *The Vehicles for Hire Bylaw, 2019*.

Definitions

2. In this Bylaw:
 - (a) **“affiliated”** means engaged in an arrangement to provide dispatch services;
 - (b) **“bodily fluids”** means feces, urine or vomit;
 - (c) **“business day”** means a day other than a Saturday, Sunday or holiday;
 - (d) **“certificate of registration”** means a certificate of registration issued pursuant to *The Traffic Safety Act*;
 - (e) **“City”** means the City of Saskatoon;
 - (f) **“class PT”** means a class of vehicles established by the regulations to *The Traffic Safety Act*;
 - (g) **“conviction”** means a conviction or a guilty plea, and includes a conviction of any business entity for which the applicant had, at the time of the prescribed criminal offence leading to the conviction, a management responsibility or a controlling interest;
 - (h) **“Council”** means the Council of the City of Saskatoon;
 - (i) **“dispatch”** means the act or service of sending or directing a:
 - (i) TNC vehicle, through a transportation network, to a person or persons who have requested vehicle-for-hire service using a transportation network; or
 - (ii) taxi, by electronic or any other means, to a person or persons who have requested a taxi including by use of a mobile application, text message, internet web page, cell phone or email communication;

- (j) **“D409 certificate”** means the Canadian Standards Association standard D409-92, Motor Vehicle for the Transportation of Persons with Physical Disabilities as amended from time to time by the Canadian Standards Association;
- (k) **“electronic payment system”** means a system by which a passenger may pay a fare by an immediate electronic withdrawal from their bank account or charge to their credit card account;
- (l) **“enterprise taxi licence”** means a licence issued to a taxi driver pursuant to this Bylaw through the enterprise taxi licence distribution lottery;
- (m) **“enterprise taxi licence distribution lottery”** means the process by which the City distributes enterprise taxi licences;
- (n) **“General Manager”** means the General Manager of Community Services or a designate;
- (o) **“owner plate”** means a metal plate or decal issued by the City, to be attached to a taxi, that identifies the licensee and the vehicle to which the licence applies and applies to all licences whether permanent, temporary or enterprise;
- (p) **“person”** means a person as defined in *The Vehicles for Hire Act* and includes an individual, a corporation, a partnership and the heirs, executors, administrators or other legal representatives of a person;
- (q) **“positive”** means that a notation, as referred to in subsection 6.3(2) of the *Criminal Records Act*, is disclosed through a vulnerable sector check;
- (r) **“prescribed”** means prescribed in *The Vehicles for Hire Regulations*;
- (s) **“service animal”** means an animal that has specialized training to provide services to a person with a disability;
- (t) **“street hailing”** means offering, soliciting, or accepting offers to provide transportation, or providing transportation, to passengers that is not vehicle-for-hire service;
- (u) **“taxi”** means a taxi as defined in *The Vehicles for Hire Act*;

- (v) **“taxi broker”** means a person licensed under this Bylaw who accepts calls in any manner for the dispatch of taxis and who dispatches taxis;
- (w) **“taxi brokerage”** means the general business of a taxi broker and shall be deemed to include the land and premises where the business is carried on;
- (x) **“taxi driver”** means a person licensed to drive a taxi pursuant to this Bylaw, whether the taxi owner or an agent, lessee or employee of the taxi owner;
- (y) **“taxi licence”** means a licence from the City that grants to the holder thereof the running rights to operate a taxi in the City;
- (z) **“taxi owner”** means a person granted a taxi licence to operate a taxi in the City;
- (aa) **“temporary wheelchair accessible taxi licence”** means a licence from the City that grants to the holder thereof the running rights to operate a temporary wheelchair accessible taxi in the City;
- (bb) **“TNC”** means a transportation network company;
- (cc) **“TNC driver”** means an affiliated driver as defined in *The Vehicles For Hire Regulations*;
- (dd) **“TNC vehicle”** means a vehicle as defined in *The Vehicles for Hire Act* and used to provide vehicle-for-hire service;
- (ee) **“transportation network”** means a transportation network as defined in *The Vehicles for Hire Act*;
- (ff) **“transportation network company”** means a transportation network company as defined in *The Vehicles for Hire Act*;
- (gg) **“transportation network company licence”** means a licence issued to a transportation network company pursuant to clause 15(1)(a);
- (hh) **“trip data”** means:
 - (i) for transportation network companies, information collected and maintained by a transportation network company respecting the dispatching and conveyance of passengers by TNC drivers and includes the following:

- (A) the time a request for the dispatch of a vehicle is received by the transportation network;
 - (B) the time a TNC driver accepts the dispatch of a vehicle through the transportation network;
 - (C) the time the trip begins;
 - (D) the time the trip concludes;
 - (E) passenger wait time;
 - (F) trips cancelled by the TNC driver;
 - (G) trips for which the passenger did not appear;
 - (H) whether the trip involved the conveyance of a person with a disability related to mobility;
 - (I) the number of trips per month for each wheelchair accessible TNC vehicle; and
- (ii) for taxi brokers, information collected and maintained by a taxi broker respecting the dispatching and conveyance of passengers by taxis affiliated with the taxi broker and includes the following:
- (A) the time a call is received requesting the dispatch of a taxi;
 - (B) the time a taxi driver accepts the dispatch of a taxi;
 - (C) the time a taxi driver engages the taximeter for that dispatched call;
 - (D) the time a taxi driver turns the taximeter off at the conclusion of the trip;
 - (E) passenger wait time;
 - (F) trips cancelled by the taxi driver;
 - (G) trips for which the passenger did not appear;
 - (H) whether the trip involved the conveyance of a person with a disability related to mobility;

- (l) the number of trips per month for each wheelchair accessible taxi;
- (ii) **“vehicle-for-hire inspector”** means a person employed by the City and authorized by the General Manager to act as a vehicle-for-hire inspector for the purposes of this Bylaw;
- (jj) **“vehicle-for-hire service”** means vehicle-for-hire service as defined in *The Vehicles for Hire Act*;
- (kk) **“vulnerable sector check”** means a verification as referred to in subsection 6.3(3) of the *Criminal Records Act*;
- (ll) **“wheelchair accessible taxi”** and **“wheelchair accessible TNC vehicle”** mean a vehicle that:
 - (i) is specifically designed to carry persons with disabilities related to mobility;
 - (ii) is equipped with a mechanical device that can load, transport and unload a person using a wheelchair or other mobility aid without that person having to leave the wheelchair or other mobility aid; and
 - (iii) complies with Canadian Standards Association standard D409-92, Motor Vehicle for the Transportation of Persons with Physical Disabilities;
- (mm) **“wheelchair accessible taxi licence”** means a licence from the City that grants to the holder thereof the running rights to operate a wheelchair accessible taxi in the City.

PART II Licensing

DIVISION I General Licensing Matters

General Authority

3. The City shall have the power to:
 - (a) limit the number of taxis that may operate in the City;

- (b) determine the types of licences that may be granted; and
- (c) determine the manner in which any licence is to be allocated.

Types of Licences

4. The City may issue the following licences:

- (a) Taxi Licence;
- (b) Taxi Broker's Licence;
- (c) Taxi Driver's Licence;
- (d) Wheelchair Accessible Taxi Licence;
- (e) Temporary Wheelchair Accessible Taxi Licence;
- (f) Enterprise Taxi Licence;
- (g) Transportation Network Company Licence.

Number of Taxi Licences

5. (1) The City may issue up to 160 taxi licences within the City.
- (2) In addition to the taxi licences mentioned in subsection (1), the City may issue:
- (a) up to 35 enterprise taxi licences;
 - (b) up to five wheelchair accessible taxi licences;
 - (c) up to 16 temporary wheelchair accessible taxi licences; and
 - (d) up to five additional temporary wheelchair accessible taxi licences, in excess of the limit mentioned in clause (c).

Licence Required

6. (1) No person shall:

- (a) subject to subsection (3), drive a taxi in the City unless that person holds a valid taxi driver licence;
 - (b) drive a taxi as an enterprise taxi in the City unless that person holds a valid enterprise taxi licence;
 - (c) operate a taxi in the City unless that person holds a valid taxi licence, wheelchair accessible taxi licence or temporary wheelchair accessible taxi licence;
 - (d) carry on business of a taxi brokerage in the City unless that person holds a valid taxi broker licence; and
 - (e) dispatch or participate in the dispatching of vehicle-for-hire services or offer, use or facilitate a transportation network in the City unless that person holds a valid transportation network company licence.
- (2) In addition to the licence mentioned in subsection (1), a taxi broker and a transportation network company shall also obtain a general business licence from the City.
- (3) If a taxi driver is affiliated with a brokerage carrying on business in a jurisdiction outside the City, and the brokerage is not licensed to carry on business in the City, the driver may drive a taxi from that brokerage in the City without a licence if:
- (a) the trip originates outside the City and terminates with the passenger being dropped off at a single destination within the City; or
 - (b) the trip originates and terminates outside the City, provided that:
 - (i) the entire trip constitutes a single fare;
 - (ii) at least one passenger who started the trip outside the City is also a passenger when the trip terminates; and
 - (iii) the entire trip occurs on the same calendar day.
- (4) **“Trip”** for the purposes of clause (3)(b) includes any conveyance of the passenger who originally engaged the service outside the City limits on the day the trip originated, provided that the ultimate destination is a return to outside the City limits.

Advertising

7. (1) No person shall hold themselves out to be licensed under this Bylaw unless they are so licensed.
- (2) No person shall advertise the provision of any taxi services or vehicle-for-hire services unless they hold a valid and subsisting licence under this Bylaw.

Licence Fees

8. (1) No person shall be licensed under this Bylaw until payment of the fee established by Schedule "A" is received by the City.
- (2) Subject to subsection (3), licence fees are non-refundable. If a licence is suspended or cancelled, no licence fee or part thereof is refundable.
- (3) If the licence or the licence renewal is denied, the fee paid pursuant to subsection (1) shall be returned.

Licence Conditions

9. (1) The City may impose any terms and conditions on a licence issued pursuant to this Part that are consistent with the intent of this Bylaw if the City is satisfied that:
 - (a) it is necessary to ensure compliance with any duties imposed on the licensee pursuant to this Bylaw;
 - (b) it is necessary to ensure the integrity of the licensing scheme in this Bylaw; and
 - (c) it is appropriate and in the public interest to do so.
- (2) Every wheelchair accessible taxi licence and temporary wheelchair accessible taxi licence shall be subject to a condition that priority is given to the conveyance of passengers with a disability related to mobility.
- (3) Every licensee shall comply with the terms, conditions and restrictions of the licence.

Property of the City

10. (1) The following licences issued pursuant to this Bylaw remain at all times the sole property of the City and do not confer any property rights:
 - (a) temporary wheelchair accessible taxi licences;
 - (b) taxi driver licences and photo identification;
 - (c) enterprise taxi licences;
 - (d) transportation network company licences.
- (2) A licensee or other person in possession of a licence mentioned in subsection (1) shall not sell, assign, transfer, lease or otherwise dispose of or give up control of the licence, except in accordance with this Bylaw, and shall surrender the licence to the City immediately if requested by the City.
- (3) A taxi broker's licence shall not be assigned or transferred.

Confidentiality

11. Subject to section 28, the information provided by an applicant in pursuit of a licence under this Part shall be maintained by the City on a confidential basis, subject to the provisions of *The Local Authority Freedom of Information and Protection of Privacy Act*.

DIVISION II Taxi Driver Licence

Application for Taxi Driver's Licence

12. (1) An application for a taxi driver's licence shall be made to the City on such forms and accompanied by such information as established by the City.
- (2) The application shall include the following information:
 - (a) the applicant's full name;
 - (b) the applicant's date of birth;
 - (c) the applicant's current address and telephone number;

- (d) a letter from a taxi broker on company letterhead confirming its affiliation with the applicant taxi driver;
 - (e) written proof that the applicant holds a valid and subsisting prescribed class of Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (f) a criminal record check that meets the prescribed requirements and includes a vulnerable sector check;
 - (g) the applicant's certificate of approval from the Saskatoon Police Service;
 - (h) written proof that the applicant has completed any training program approved and required by the City;
 - (i) the issuing jurisdiction and the effective dates of any licence or permit held by the applicant to drive a taxi and whether such licence or permit has been denied, revoked or suspended, and if so, the reason or reasons therefor.
- (3) If a taxi driver is using electronic means including a mobile application, text message, internet web page, cell phone or email communication to dispatch their taxi, the taxi driver shall also require a taxi broker's licence.
 - (4) The application shall be accompanied by the fee established by Schedule "A".

Issuance of Taxi Driver's Licence

- 13. (1) Within 30 days of the receipt of a completed application for a taxi driver's licence, together with the applicable fee, the City shall either:
 - (a) issue a licence, with or without conditions; or
 - (b) deny the application for a licence.
- (2) The City shall approve a licence unless one or more of the following is determined to be true:
 - (a) the applicant is less than 18 years of age;
 - (b) the applicant failed to provide information as required by section 12 or has provided false or misleading information in the application;

- (c) the applicant has been convicted of a prescribed criminal offence. The fact that a conviction is being appealed shall have no effect under this clause;
 - (d) the applicant's driving privileges or Saskatchewan Driver's Licence have been suspended, cancelled, revoked or invalidated for any reason;
 - (e) the applicant has an outstanding warrant for arrest or committal under the Criminal Code;
 - (f) the licence fee established by Schedule "A" has not been paid.
- (3) The licence, if granted, shall contain the following information:
- (a) the name of the person to whom the licence is granted;
 - (b) the conditions, if any, attaching to the licence;
 - (c) the number of the taxi driver's licence issued to the applicant;
 - (d) the date of issue of the licence.
- (4) In addition to the requirements of subsection (3), the licensee shall also be issued photo identification.
- (5) If the application is denied, the City shall provide the applicant with a copy of its decision together with written reasons for the decision.

DIVISION III

Taxi Broker and Transportation Network Company Licence

Licence Application

14. (1) An application for a taxi broker licence or transportation network company licence shall be made to the City on such forms and accompanied by such information as established by the City.
- (2) The application shall include the following information:
- (a) the applicant's full name;
 - (b) the applicant's current address and telephone number;

- (c) for a taxi broker licence:
 - (i) a copy of the applicant's business licence issued by the City confirming the location of the applicant's business;
 - (ii) proof that the applicant has a system for receiving requests and dispatching taxis licensed pursuant to this Bylaw and forming part of the broker's fleet, and confirmation that the system will not interfere with any other taxi broker, taxi owner or fleet of vehicles;
 - (iii) the issuing jurisdiction and the effective dates of any licence or permit held by the applicant to provide dispatch services to a taxi and whether such licence or permit has been denied, cancelled, revoked or suspended, and if so, the reason or reasons therefor;
- (d) for a transportation network company licence:
 - (i) a copy of the applicant's business licence issued by the City;
 - (ii) proof in a form satisfactory to the City that the applicant has a transportation network;
 - (iii) proof in a form satisfactory to the City that the applicant has insurance in compliance with section 7 and section 8 of *The Vehicles for Hire Act*.
- (3) The application shall be accompanied by the fee established by Schedule "A".

Licence Issue

- 15. (1) Within 30 days of the receipt of a completed application for a taxi broker licence or a transportation network company licence, together with the applicable fee, the City shall either:
 - (a) issue a licence, with or without conditions; or
 - (b) deny the application for a licence.
- (2) The City shall approve a licence unless one or more of the following is determined to be true:

- (a)
 - (i) in the case of an individual, the individual is less than 18 years of age;
 - (ii) in the case of a partnership, the managing partner is less than 18 years of age;
 - (iii) in the case of a corporation, the managing director is less than 18 years of age;
 - (b) the applicant failed to provide information as required by section 14 or has provided false or misleading information in the application;
 - (c) the fee established by Schedule “A” has not been paid.
- (3) The licence, if granted, shall contain the following information:
 - (a) the name of the person to whom the licence is granted;
 - (b) the expiration date of the licence;
 - (c) the conditions, if any, attaching to the licence;
 - (d) the number of the business licence issued to the applicant;
 - (e) the address of the taxi brokerage or transportation network company.
- (4) If the application is denied, the City shall provide the applicant with a copy of its decision together with written reasons for the decision.

DIVISION IV **Taxi and Wheelchair Accessible Taxi Licence**

Application for Taxi or Wheelchair Accessible Taxi Licence

- 16.
 - (1) An application for a taxi licence or wheelchair accessible taxi licence shall be made to the City on such forms and accompanied by such information as established by the City.
 - (2) The application shall include the following information:
 - (a) the applicant’s full name;
 - (b) the applicant’s current address and telephone number;

- (c) written proof of vehicle registration and insurance for the taxi identifying the applicant as the owner of the vehicle and a class PT designation;
 - (d) written proof of the taxi broker with which the taxi licence or wheelchair accessible taxi licence is affiliated;
 - (e) proof of liability insurance in the amount of \$2 Million identifying the City as an additional insured;
 - (f) a validated Light Vehicle Inspection Certificate for the taxi completed by a Saskatchewan Government Insurance accredited mechanic dated no earlier than 90 days prior to the licence application;
 - (g) the issuing jurisdiction and the effective dates of any other licence or permit held by the applicant to operate a taxi, and whether such licence or permit has been denied, cancelled or suspended, and if so, the reason or reasons therefor.
- (3) In addition to the requirements of subsection (3), an application for a wheelchair accessible taxi licence shall include a valid D409 certificate.
 - (4) The application shall be accompanied by the fee established by Schedule "A".
 - (5) If a taxi owner intends to drive a taxi, the taxi owner shall also require a taxi driver licence.
 - (6) If a taxi owner is using electronic means including a mobile application, text message, internet web page, cell phone or email communication to dispatch their taxi, the taxi owner shall also require a taxi broker's licence.
 - (7) Taxi owners shall hold a separate licence for each taxi or wheelchair accessible taxi.
 - (8) If the applicant for a taxi licence or a wheelchair accessible taxi licence is a partnership, the application must:
 - (a) be completed by one of the partners;
 - (b) disclose the identity of all other partners; and
 - (c) include all of the information required by subsections (2) and (3).

Issuance of Taxi or Wheelchair Accessible Taxi Licence

17. (1) Within 30 days of the receipt of a completed application for a taxi licence or a wheelchair accessible taxi licence, together with the applicable fee, the City shall either:
 - (a) issue a licence, with or without conditions; or
 - (b) deny the application for a licence.
- (2) The City shall approve a licence unless one or more of the following is determined to be true:
 - (a)
 - (i) in the case of an individual, the individual is less than 18 years of age;
 - (ii) in the case of a partnership, the managing partner is less than 18 years of age;
 - (iii) in the case of a corporation, the managing director is less than 18 years of age;
 - (b) the applicant failed to provide information as required by section 16 or has provided false or misleading information in the application;
 - (c) the fee established by Schedule "A" has not been paid.
- (3) The licence, if granted, shall contain the following information:
 - (a) the name of the person to whom the licence is granted;
 - (b) the number of the business licence issued to the applicant;
 - (c) the expiration date of the licence;
 - (d) the conditions, if any, attaching to the licence;
 - (e) the taxi plate number;
 - (f) the name of the taxi broker with which the applicant is affiliated.
- (4) If the application is denied, the City shall provide the applicant with a copy of its decision together with written reasons for the decision.

Disposition of Taxi or Wheelchair Accessible Taxi Licence

18. (1) Taxi licences and wheelchair accessible taxi licences may be sold, gifted, bequeathed or otherwise transferred upon:
 - (a) compliance by the transferee with all administrative and statutory requirements for obtaining and holding a taxi licence or a wheelchair accessible taxi licence;
 - (b) submission by the transferee of a completed application form, including supporting documentation, to the City in accordance with section 16;
 - (c) submission by the transferee of the complete bill of sale for the taxi licence or wheelchair accessible taxi licence including the sale price; and
 - (d) payment by the transferee to the City of the applicable transfer fee as established Schedule "A".
- (2) In addition to the requirements of subsection (1), the transferee of a wheelchair accessible taxi licence must also submit a current D409 certificate to the City.
- (3) When transferring a licence under this section, the transferor shall, in all cases, surrender the licence to the City for cancellation. The transferor shall also surrender the owner plate to the City for cancellation, if required. The City shall issue a new licence to the transferee containing the information required by subsection 17(3), and a new owner plate, if required.

Issuing Taxi Owner Plates

19. Upon issuing a taxi licence or a wheelchair accessible taxi licence, the City shall also provide the licensee with an owner plate for the vehicle.

Transfer of Taxi Owner Plates

20. (1) An owner plate may be moved from one vehicle to another if:
 - (a) the vehicle to which the plate is assigned requires repairs or servicing, and is temporarily unavailable for service; or
 - (b) the vehicle to which the plate is assigned is being permanently replaced with a different vehicle.

- (2) If transferring an owner plate, the taxi owner shall immediately, within the business hours of City Hall:
 - (a) provide the City with:
 - (i) a validated Light Vehicle Inspection Certificate for the replacement vehicle; and
 - (ii) a certificate of vehicle registration for the replacement vehicle showing a class PT designation;
 - (b) pay the owner plate replacement fee established by Schedule “A” to the City; and
 - (c) return the owner plate from the original vehicle to the City.
- (3) Upon receipt of the materials mentioned in subsection (2), the City shall issue a new owner plate for the replacement vehicle.

DIVISION V **Temporary Wheelchair Accessible Taxi Licence**

Method of Issuing Temporary Wheelchair Accessible Taxi Licence

21. (1) The City may, in its discretion, issue temporary wheelchair accessible taxi licences at such times as it considers appropriate.
- (2) Subject to the limits mentioned in clauses 5(2)(c) and (d), the City shall determine the number, if any, of temporary wheelchair accessible taxi licences to be issued.
- (3) Temporary wheelchair accessible taxi licences may be issued with or without a public tender process.
- (4) Before September 3, 2020, temporary wheelchair accessible taxi licences issued pursuant to clause 5(2)(d) shall be allocated to taxi brokers based on licensed taxi fleet size.

Term of Temporary Wheelchair Accessible Taxi Licence

22. (1) A temporary wheelchair accessible taxi licence issued pursuant to clause 5(2)(c) shall be valid for a term commencing on September 3, 2019 and ending on September 2, 2024.

- (2) A temporary wheelchair accessible taxi licence issued pursuant to clause 5(2)(d) shall be valid for a term of five years commencing on September 3, 2015 and ending on September 2, 2020.
- (3) After the term established by subsection (2) has expired, a temporary wheelchair accessible taxi licence issued pursuant to clause 5(2)(d) shall be valid for a term commencing on September 3, 2020 and ending on September 2, 2024.
- (4) If a taxi broker to whom temporary wheelchair accessible taxi licences have been allocated ceases operations for any reason and the term of the licences has not expired, those licences shall revert to the City and shall be reallocated for the remainder of the term of the licences to the remaining taxi brokers based upon the fleet size of each taxi broker.
- (5) If a taxi owner to whom a temporary wheelchair accessible taxi licence has been issued ceases to be a taxi owner for any reason and the term of the licence has not expired, the licence shall revert to the City and shall be reissued for the remainder of the term pursuant to this Division.
- (6) Lease fees shall not be charged for the use of a temporary wheelchair taxi licence. Only normal operating costs may be recovered.

Application for Temporary Wheelchair Accessible Taxi Licence

- 23. (1) An application for a temporary wheelchair accessible taxi licence shall be made to the City on such forms and accompanied by such information as established by the City.
- (2) The application shall include the information required by subsections 16(2) and (3).

Issuance of Temporary Wheelchair Accessible Taxi Licence

- 24. (1) Within 30 days of the receipt of a completed application for a temporary wheelchair accessible taxi licence together with the fee established by Schedule "A", the City shall either:
 - (a) issue a licence, with or without conditions; or
 - (b) deny the application for a licence.

- (2) The City shall approve a licence unless one or more of the following is determined to be true:
 - (a) the applicant is less than 18 years of age;
 - (b) the applicant failed to provide information as required by section 16 or provided false or misleading information in the application;
 - (c) the fee established by Schedule “A” has not been paid.
- (3) The licence, if granted, shall contain the following information:
 - (a) the name of the person to whom the licence is granted;
 - (b) the number of the business licence issued to the applicant;
 - (c) the expiration date of the licence;
 - (d) the conditions, if any, attaching to the licence;
 - (e) the taxi plate number;
 - (f) the name of the taxi broker with which the applicant is affiliated.
- (4) If the application is denied, the City shall provide the applicant with a copy of its decision together with written reasons for the decision.

DIVISION VI Enterprise Taxi Licence

Method of Issuing Licence

- 25. (1) The City may, in its discretion, issue enterprise taxi licences, at such times and in such numbers as may be necessary to meet the demand for such services.
- (2) Enterprise taxi licences shall be distributed using the lottery system described in this Division.

Eligibility to Participate in the Enterprise Licence Distribution Lottery

26. (1) In this section,
- (a) **“closely connected person”** means the agent, business partner or family member of an applicant;
 - (b) **“controlling interest”** means an interest that a person has in a corporation if the person beneficially owns, directly or indirectly, or exercises control or direction over shares of the corporation carrying more than 25% of the voting rights attached to all issued shares of the corporation;
 - (c) **“family”** means the spouse, parent or child of an applicant;
 - (d) **“senior officer”** means a member of the board of directors, the president, any vice-president, the secretary, the treasurer or the general manager of a corporation or any other person who performs functions for the corporation similar to those normally performed by a person occupying any of those offices;
 - (e) **“spouse”** means:
 - (i) the legally married spouse of a person, with whom the person is cohabiting; or
 - (ii) a person who has cohabited with another person as spouses continuously for a period of not less than two years.
- (2) The intent of the lottery is to distribute enterprise taxi licences to licensed taxi drivers only.
- (3) A taxi driver is ineligible to participate in the enterprise taxi licence distribution lottery if:
- (a) the taxi driver currently owns or has owned a taxi licence at any time within the two years immediately preceding the lottery draw;
 - (b) someone in the taxi driver’s family currently owns or has owned a taxi licence at any time within the two years immediately preceding the lottery draw; or
 - (c) the taxi driver or a closely connected person has a controlling interest in, or is a senior officer of, a corporation that owns or has owned a taxi licence at any time within the two years immediately preceding the lottery draw.

- (4) In order to participate in the lottery, the applicant must:
 - (a) hold a valid and subsisting prescribed class of Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (b) hold a valid taxi driver's licence, including photo identification issued by the City;
 - (c) be affiliated with a taxi broker carrying on business and licensed by the City;
 - (d) have, at a minimum, four years' experience driving a taxi in the City as at the date of the application; and
 - (e) have driven a taxi in the City at least four shifts per week, each week in the past 52 weeks, excluding vacation time and medical leave.
- (5) A taxi driver may submit only one application per lottery draw. If a taxi driver submits more than one application, the taxi driver shall be ineligible to participate in that lottery draw.

Application for Licence

27. (1) An application to participate in the lottery shall be made to the City on such forms and accompanied by such information as established by the City.
- (2) The application shall include the following information:
 - (a) the applicant's full name;
 - (b) the applicant's date of birth;
 - (c) the applicant's current address and telephone number;
 - (d) the applicant's current taxi driver licence number.
- (3) The application shall be accompanied by the fee established by Schedule "A".

Enterprise Taxi Licence Distribution Lottery

28. (1) The enterprise taxi licence distribution lottery shall be conducted in accordance with this section.

- (2) The City shall establish a lottery pool for the distribution of enterprise taxi licences.
- (3) The application for an enterprise taxi licence, once received, shall be marked for identification and placed with all other applications for the draw.
- (4) The City shall conduct the draw for enterprise taxi licences in public.
- (5) All applications for the lottery shall be drawn and numbered in the order in which they were drawn.
- (6) The number of licences to be issued from the lottery pool shall be determined by the City in advance of the lottery draw.
- (7) Licences shall be issued in the order in which the applications were drawn.
- (8) Before issuing a licence, the City shall:
 - (a) review the application to determine the applicant's eligibility in accordance with subsections 26(3) and (4); and
 - (b) determine the taxi broker for which the applicant intends to drive.
- (9) If the applicant is found to be ineligible to participate in the lottery draw, or abandons the application, the licence shall be issued to the next eligible applicant drawn from the lottery pool.
- (10) The names of the successful applicants drawn from the lottery pool shall be announced at the lottery draw.
- (11) The City shall provide each taxi broker with the names of the successful applicants from the lottery.
- (12) If an applicant is found to be ineligible to participate in the lottery draw, the City shall notify the applicant, in writing, of its decision together with written reasons for the decision.
- (13) The names of the unsuccessful applicants shall not be disclosed.

Issuance of Licence

29. (1) After the enterprise taxi licence distribution lottery is complete, the City shall notify the successful applicant or applicants that they have been granted an enterprise taxi licence and of the commencement date of the licence.

- (2) At least two days prior to the commencement date of the licence, the applicant shall:
 - (a) provide the City with:
 - (i) a validated Light Vehicle Inspection Certificate for the vehicle to which the licence is granted which certificate must be completed by a Saskatchewan Government Insurance accredited mechanic and be dated within the previous six months;
 - (ii) written proof of vehicle registration and insurance for the taxi identifying the applicant as the owner of the vehicle and a class PT designation; and
 - (iii) payment of the fee established by Schedule "A"; and
 - (b) present the vehicle to the City for a general taxi and meter inspection.
- (3) If the applicant satisfies the conditions in subsection (2), the City shall approve the licence.

Term of Licence

30. (1) An enterprise taxi licence shall be valid for four years commencing on June 29, 2019 and ending on June 28, 2023.
- (2) The licensee shall return the enterprise taxi licence to the City immediately after the expiry of the term.
- (3) The licensee shall immediately surrender the enterprise taxi licence to the City if:
 - (a) the licensee ceases to operate the taxi for a minimum of 40 hours per week, subject to subsection (4);
 - (b) the licensee ceases to be the only taxi driver driving the taxi;
 - (c) it is determined that the licensee has provided false or misleading information in the application; or
 - (d) the licensee's driving privileges or Saskatchewan Driver's Licence have been suspended, cancelled, revoked or invalidated for any reason.

- (4) The licensee is entitled to take up to a combined total of eight weeks annually for vacation and medical leave without surrendering the enterprise taxi licence to the City pursuant to clause (3)(a).
- (5) In the event a licence is surrendered pursuant to subsection (3), the City shall offer the licence to the next eligible applicant from the lottery pool.

Use of Licence

- 31. The licensee may choose the taxi broker for which the licensee will drive and may change taxi brokers upon written notification to the City and payment of the applicable fee as established by Schedule "A".

DIVISION VII Licence Expiration and Renewal

Licence Expiry

- 32. Unless renewed pursuant to section 33, a licence expires:
 - (a) on the expiry date shown on the licence; or
 - (b) if no expiry date is shown on the licence:
 - (i) for a taxi broker licence, taxi driver licence or transportation network company licence, one year from the date of its issue;
 - (ii) for a taxi licence, wheelchair accessible taxi licence, or temporary wheelchair accessible taxi licence, on December 31 of the year in which the licence was issued; and
 - (iii) for an enterprise taxi licence, on June 28 each year.

Licence Renewal

- 33. (1) An application to renew any licence under this Bylaw shall be received by the City on or before the expiration date of the current licence.
- (2) The application shall be made on such forms and include such information as established by the City.

- (3) When a licence is being renewed, the application shall include the information set out in:
 - (a) subsection 12(3), in the case of a taxi driver;
 - (b) subsection 14(2), in the case of a taxi broker or transportation network company; or
 - (c) subsections 16(2) and (3), in the case of a taxi owner.
- (4) The application shall include the applicable fee established by Schedule "A".
- (5) Upon receipt of the completed application and the applicable fee, the City shall either renew the licence with or without conditions, or issue a written notice of intent to deny renewal of the licence.
- (6) The City shall approve the renewal provided that the applicant has fully complied with all applicable requirements of this Bylaw.
- (7) If the renewal is denied, the City shall provide the applicant with a copy of its decision together with written reasons for the decision.
- (8) Subject to an appeal pursuant to subsection 63(1), if the City denies a renewal, no licence under this Bylaw shall be issued to the applicant for a period of one year from the date of denial.

PART III Operational Requirements

DIVISION I Fares

Fares to be Charged

34. (1) A fare shall be charged for each vehicle-for-hire service trip or taxi trip in accordance with Schedule "B".
- (2) Notwithstanding subsection (1), if a taxi broker has a written contract with a business or other entity to convey passengers, the flat rate charge per trip as provided for in the written contract may be charged. A copy of the contract shall be provided to the City upon request.

- (3) If, at the direction of the person who ordered the taxi, passengers are picked up at different locations to be carried to the same destination, the taxi driver shall charge no more than what the lawful charge would be for a continuous trip from the starting location to the end destination.
- (4) If several passengers, each of whom has ordered taxi service, are carried from the same location in one taxi to different destinations, each destination shall be deemed to be the end of a trip, and at each destination the taxi driver shall clear the taximeter and charge for each such trip the amount recorded on the taximeter.
- (5) If, at the direction of the person who ordered the taxi, passengers who entered the taxi at the same location are to be carried to different destinations, the taxi driver shall charge no more than what the lawful charge would be for a continuous trip from the starting destination to the end destination.

Fares to be Paid

- 35. No person, having received vehicle-for-hire service or taxi service, shall fail or neglect to pay the fare charged pursuant to section 34 at the conclusion of the trip.

Engaging Taximeter

- 36. (1) The taximeter must be engaged at the commencement of each taxi trip, once the passenger is loaded into the taxi, regardless whether a fare is being charged for the trip, or the taxi is being used on an hourly rate basis or otherwise pursuant to a written contract.
- (2) The taximeter must remain engaged throughout a taxi trip and be disengaged to the time off status only at the end of the trip once the destination is reached.
- (3) The taximeter must reflect the vacant status once payment for the trip has been received and the passenger has disembarked from the taxi.
- (4) Notwithstanding subsection (1), the taximeter may be engaged prior to loading a passenger only when the driver has been requested by the passenger to wait for a period in excess of 5 minutes, or at the consent of the passenger.

DIVISION II
Taxi Cleaning Amount

Charging a Cleaning Amount

37. (1) A taxi driver may include an amount, established by Schedule “B”, in the fare if a passenger soils the interior of the taxi with bodily fluids.
- (2) The amount mentioned in subsection (1) shall be clearly identified by the taxi driver to the passenger when charged pursuant to section 34.
- (3) No passenger, having soiled the interior of a taxi with bodily fluids, shall neglect or fail to pay the amount mentioned in subsection (1) at the conclusion of the trip.

Appealing a Cleaning Amount

38. (1) Notwithstanding subsection 37(3), if a passenger believes that an amount has been improperly included in a fare pursuant to subsection 37(1), the passenger may appeal to the General Manager.
- (2) If the General Manager determines that an amount has been improperly included in a fare:
- (a) the taxi driver and the taxi broker may be found in contravention of subsection 65(1); and
- (b) the General Manager may require the taxi driver or taxi broker to refund the amount to the passenger.

DIVISION III
TNC Driver Obligations

TNC Driver

39. No person shall provide vehicle-for-hire service unless that person is a TNC driver.

TNC Driver Responsibilities

40. (1) Every TNC driver shall:

- (a) be at least 18 years of age;

Driver Appearance and Behaviour

- (b) maintain a clean and properly groomed personal appearance, dressing appropriately to provide a public service;
- (c) conduct themselves in a courteous, prudent and safe manner;

Fares to be Charged

- (d) charge a fare as established by Schedule “B”;

Requirement to Provide Service

- (e) provide service to any person when dispatched through a transportation network;
- (f) provide service to any passenger unless the passenger engages in abusive, violent or threatening behaviour;
- (g) provide reasonable assistance to any passenger as requested or required in the circumstances;
- (h) ensure that all trips are logged through the transportation network;

Most Economical Route

- (i) take the most economical route from the starting location to the end destination unless otherwise directed by the passenger;

Number of Passengers

- (j) permit no more passengers than the number of seatbelts available for use in the vehicle;

Passenger Property

- (k) take care of all property delivered or entrusted to them, or left in the vehicle by any passenger;

- (l) at the conclusion of each trip:
 - (i) take all reasonable steps to identify any property left in the TNC vehicle by a passenger and return the property to the passenger; and
 - (ii) if the passenger cannot be located or the property cannot otherwise reasonably be returned to the passenger, deliver the property to the Lost & Found Department of the Saskatoon Police Service within 48 hours of the conclusion of the trip;

Documents to be Kept in TNC Vehicle

- (m) ensure that the following are in the TNC vehicle at all times when providing vehicle-for-hire service:
 - (i) proof of their affiliation with a licensed transportation network company;
 - (ii) their valid and subsisting prescribed class of Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (iii) the validated vehicle inspection certificate, as required by section 54;

Documents Produced Upon Request

- (n) produce, upon request by the City:
 - (i) proof of their affiliation with a licensed transportation network company;
 - (ii) their valid and subsisting prescribed class of Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (iii) the current certificate of registration for the TNC vehicle;
 - (iv) the validated vehicle inspection certificate, as required by section 54;
 - (v) proof of valid insurance that meets the prescribed requirements; and

- (vi) any other information pertaining to the operation of the TNC vehicle requested by the City;

Reporting Requirements

- (o) immediately report to the transportation network company of:
 - (i) being charged with or convicted of any prescribed criminal offence; or
 - (ii) suspension, cancellation, revocation, invalidation or amendment of their driving privileges or Saskatchewan Driver's Licence;

Vehicle Cleanliness, Maintenance and Repair

- (p) ensure that the TNC vehicle complies with Division I of Part IV;
- (q) upon request by the City, immediately produce the TNC vehicle to the City for additional inspections to ensure compliance with this Bylaw; and

Service Animals

- (r) permit a passenger with a disability to be accompanied by their service animal in the vehicle.
- (2) In addition to subsection (1), every TNC driver providing vehicle-for-hire service in a wheelchair accessible TNC vehicle shall:
- (a) operate a wheelchair accessible TNC vehicle only when the vehicle and its equipment comply with Canadian Standards Association standard D409-92;
 - (b) properly restrain every person in a wheelchair or other mobility aid; and
 - (c) produce a valid D409 certificate upon request by the City.

Street Hailing

41. A TNC driver shall not engage in street hailing at any time and shall only provide vehicle-for-hire service dispatched through a transportation network.

Accepting Payment

42. A TNC driver shall not accept payment by cash, cheque or by means of an electronic payment system that is separate from the transportation network.

DIVISION IV Transportation Network Company Obligations

Transportation Network Company Responsibilities

43. (1) Every transportation network company shall:

Responsibility for Drivers

- (a) ensure that its TNC drivers:
 - (i) are at least 18 years of age;
 - (ii) hold a valid and subsisting prescribed class of Saskatchewan Driver's Licence;
 - (iii) have valid insurance that complies with *The Vehicles for Hire Act* and meets the prescribed requirements;
 - (iv) have a criminal record check that meets the prescribed requirements and includes a vulnerable sector check;
 - (v) have not:
 - (A) been charged with or convicted of any prescribed criminal offence;
 - (B) received a positive vulnerable sector check; or
 - (C) had their driving privileges or their Saskatchewan Driver's Licence suspended, cancelled, revoked or invalidated for any reason;
 - (vi) immediately report to it if:
 - (i) they are charged with or convicted of any prescribed criminal offence; or

- (ii) their driving privileges or their Saskatchewan Driver's Licence are suspended, cancelled, revoked, invalidated or amended for any reason; and
- (vii) otherwise conduct themselves in accordance with section 40;

Display of Information

- (b) ensure that the following information is available to all passengers of a TNC driver providing vehicle-for-hire service:
 - (i) transportation network company name and contact information;
 - (ii) City contact information, as established by the City;
 - (iii) TNC driver's first name and a current photograph of the TNC driver's face;
 - (iv) provincial licence plate, make and model of the vehicle;
 - (v) the applicable fare in accordance with Schedule "B";

Responsibility for Vehicles

- (c) only dispatch a vehicle if the vehicle:
 - (i) has a current vehicle registration that complies with *The Vehicles for Hire Act*;
 - (ii) has valid insurance that complies with *The Vehicles for Hire Act* and meets the prescribed requirements;
 - (iii) has a validated vehicle inspection certificate, as required by section 54;
 - (iv) is marked in accordance with section 51; and
 - (v) otherwise complies with Division I of Part IV;

Trip Data

- (d) collect trip data and retain the same pursuant to section 44;

- (e) report trip data to the City on a monthly basis. Trip data is to be received by the City no later than the 15th day of each month for the previous month;
- (f) remit the applicable per-trip fees and any surcharges in accordance with Schedule “A”;

Inspections

- (g) upon request by the City, immediately produce a vehicle to the City for additional inspections to ensure compliance with this Bylaw;

Complaints Process

- (h) establish and maintain a documented complaints process to promptly investigate and respond to complaints regarding service, fares, or the condition or operation of any vehicle, received by the transportation network company from the public; and
 - (i) make all relevant data from the complaints process available for inspection by the City upon request.
- (2) The information required by clause (1)(b) may be provided electronically through the transportation network.

Dispatch Records

44. (1) A transportation network company shall keep records related to all vehicles and TNC drivers dispatched by it, including:
- (a) an account of all trips in the form established by the City;
 - (b) a list of all TNC drivers and all vehicles used by TNC drivers;
 - (c) information to confirm compliance with clauses 43(1)(a) and 43(1)(c); and
 - (d) any other information required by the City to ensure compliance with this Bylaw.
- (2) A transportation network company shall keep all of the records required by subsection (1) for a minimum of one year of the date of the record.

- (3) Upon request by the City, a transportation network company shall, within 10 days of the request, provide copies, or access to an electronic database, of any record required to be kept by the transportation network company pursuant to subsection (1).

DIVISION V Transportation Network

Transportation Network Features

45. A transportation network shall:

- (a) at the time of the request, disclose to the passenger requesting the vehicle-for-hire service:
 - (i) the first name and photograph of the TNC driver providing the vehicle-for-hire service;
 - (ii) a description of the make, model, colour and provincial licence plate of the TNC vehicle;
 - (iii) the applicable rate being charged for the trip;
 - (iv) any variable or surge pricing for the trip; and
 - (v) an estimate of the total fare for the trip;
- (b) allow the passenger to track the location and route of the TNC vehicle while en route to pick up the passenger and while carrying the passenger;
- (c) provide the ability for the passenger to rate the TNC driver;
- (d) include a process by which the passenger accepts or refuses the vehicle-for-hire service prior to the trip commencing and keep a record of such acceptance or refusal;
- (e) provide an electronic payment system; and
- (f) provide an electronic receipt to the passenger at the end of the trip or shortly thereafter that includes information confirming:
 - (i) the total fare paid for the trip;

- (ii) the date, time and duration of the trip;
- (iii) the location at which the passenger was picked up and location to which the passenger was driven;
- (iv) the first name of the TNC driver; and
- (v) the provincial licence plate number of the TNC vehicle.

DIVISION VI **Taxi Driver Obligations**

Taxi Driver's Responsibilities

46. (1) Every taxi driver shall:

Driver Appearance and Behaviour

- (a) at all times when operating a taxi, maintain a clean and properly groomed personal appearance, dressing appropriately to provide a public service as per the policy established by the taxi broker;
- (b) at all times when operating a taxi, conduct themselves in a courteous, prudent and safe manner;

Licence and Taxi Fares Visible

- (c) at all times when operating a taxi, have their taxi driver's licence, including photo clearly visible to passengers;
- (d) at all times when operating a taxi, ensure that a clear decal indicating the applicable taxi fares as established by Schedule "B" is affixed to the interior of the taxi and is plainly visible to passengers;

Taxi Broker Affiliation

- (e) be affiliated with a taxi broker;

Taxi Fares to be Charged

- (f) engage the taximeter in accordance with section 36;
- (g) operate a taxi only when the taximeter is sealed and the seal is intact;

- (h) charge the taxi fares in accordance with section 34;
- (i) when an amount pursuant to section 37 is charged, immediately:
 - (i) report the amount charged to the City; and
 - (ii) provide the City with the in-car camera footage of the soiling for which the amount was charged;

Responding to Calls

- (j) provide service to any person when dispatched by a taxi broker as being the next available taxi nearest the location of the request for service according to the taxi broker's computerized global positioning system;
- (k) provide service to any person anywhere in the City or to any point beyond the City limits for the taxi fare established by Schedule "B";
- (l) provide service to any passenger unless the passenger engages in abusive, violent or threatening behaviour;
- (m) be signed in to the dispatch system of the taxi brokerage at all times the taxi is on duty;
- (n) ensure that all trips are logged in through the dispatch system of the taxi brokerage;

Most Economical Route

- (o) take the most economical route from the starting location to the end destination when the general fare as established by Schedule "B" applies, unless otherwise directed by the passenger;

Number of Passengers

- (p) permit no more passengers than the number of seatbelts available for use in the taxi;

Passenger Property

- (q) take care of all property delivered or entrusted to them, or left in the taxi by any passenger;

- (r) at the conclusion of each trip:
 - (i) take all reasonable steps to identify any property left in the taxi by a passenger and return the property to the passenger; and
 - (ii) if the passenger cannot be located or the property cannot otherwise reasonably be returned to the passenger, deliver the property to the Lost & Found Department of the Saskatoon Police Service within 48 hours of the conclusion of the trip;

Receipts

- (s) upon the request of the passenger, provide a receipt for the trip;

Documents to be Kept in Taxi

- (t) at all times when operating a taxi, ensure that the following documents are in the taxi:
 - (i) a validated Light Vehicle Safety Inspection Certificate or a copy thereof;
 - (ii) a current Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (iii) a current taxi driver's licence issued by the City;

Documents Produced Upon Request

- (u) produce, upon request by the City:
 - (i) a validated Light Vehicle Safety Inspection Certificate or a copy thereof;
 - (ii) a current Saskatchewan Driver's Licence issued by Saskatchewan Government Insurance;
 - (iii) a current taxi driver's licence issued by the City; and
 - (iv) a current vehicle registration for the taxi;

Reporting Requirements

- (v) immediately notify the City of:

- (i) being charged with or convicted of any prescribed criminal offence; or
- (ii) cancellation, suspension, revocation, invalidation or amendment of their driving privileges or Saskatchewan Driver's Licence;

Vehicle Cleanliness, Maintenance and Repair

- (w) maintain the interior and the exterior of a taxi in accordance with section 52;

Taxi Stands

- (x) enter a taxi stand by positioning the taxi at the end of any line formed by other taxis; and

Service Animals

- (y) permit a passenger with a disability to be accompanied by their service animal in the taxi.
- (2) In addition to subsection (1), every taxi driver operating under a wheelchair accessible taxi licence or a temporary wheelchair accessible taxi licence shall:
- (a) operate a wheelchair accessible taxi only when the vehicle and its equipment comply with Canadian Standards Association standard D409-92;
 - (b) properly restrain every occupant of a wheelchair or other mobility aid;
 - (c) produce, upon the request of the City, a valid D409 certificate; and
 - (d) accept dispatch requests for accessible taxi service from or for a person with a disability related to mobility on a priority basis.

DIVISION VII Taxi Owner Obligations

Taxi Owner's Responsibilities

47. (1) Every taxi owner shall:

Licences, Registration, Insurance and Safety

- (a) hold a separate taxi licence or wheelchair accessible taxi licence for each taxi or wheelchair accessible taxi;
- (b) maintain vehicle registration and insurance on each taxi or wheelchair accessible taxi identifying the owner of the vehicle and class PT designation;
- (c) file with the City, at least 3 business days prior to the expiry date of any current insurance policy, an insurance renewal policy or a certificate of insurance;
- (d) submit each taxi for a safety inspection in accordance with section 54 and ensure that each taxi complies with the safety requirements to maintain a validated Light Vehicle Inspection Certificate;

Use of Licensed Drivers Only

- (e) ensure that drivers driving for the owner hold a valid taxi driver's licence issued by the City;

Change of Broker Affiliation

- (f) within 3 business days, notify the City if the owner changes affiliation with a taxi broker;

Vehicle Equipment and Markings

- (g) securely affix the owner plate issued to each taxi or wheelchair accessible taxi to the taxi or wheelchair accessible taxi;
- (h) ensure that every taxi is equipped with the proper vehicle equipment and otherwise complies with Part IV;
- (i) ensure the immediate repair of any mechanical defects when reported by a taxi driver, taxi broker or the City;

Documents to Remain in the Taxi

- (j) keep at all times in each taxi or wheelchair accessible taxi the original or a photocopy of:
 - (i) the current certificate of registration for the taxi or wheelchair accessible taxi;

- (ii) the current taxi licence or wheelchair accessible taxi licence;
and
- (iii) the validated Light Vehicle Inspection Certificate;

Notification of Information Change

- (k) immediately notify the City of a change of address;
 - (l) immediately notify the City of a change of ownership of a taxi licence in accordance with section 18; and
 - (m) immediately notify the City of an owner plate transfer in accordance with section 20.
- (2) In addition to the responsibilities mentioned in subsection (1), every owner operating under a wheelchair accessible taxi licence shall:
- (a) ensure that priority is given to the conveyance of passengers with a disability related to mobility;
 - (b) ensure that the wheelchair accessible taxi is equipped with the appropriate tie downs or other equipment to properly secure passengers with disabilities using a wheelchair or other mobility aid; and
 - (c) ensure that a wheelchair accessible taxi and its equipment complies at all times with Canadian Standards Association standard D409-92.

DIVISION VIII
Taxi Broker Obligations

Taxi Broker's Responsibilities

48. Every taxi broker shall:

Permanent Office

- (a) maintain a permanent office in the City where the taxi brokerage business is carried on;

Taxi Driver and Owner Affiliation

- (b) maintain a list of all taxi drivers and taxi owners affiliated with the taxi broker;
- (c) upon the request of the City, provide the list of all taxi drivers and taxi owners with whom the taxi broker is affiliated;
- (d) within 3 business days, notify the City if a licensed taxi owner ceases affiliation with the taxi broker;

Dispatch Services

- (e) provide or ensure that dispatch services are provided 24 hours per day, seven days per week;
- (f) have a telephone number listed in the local telephone directory where the taxi broker can be reached at all times;
- (g) ensure that taxis are dispatched only to drivers holding a current taxi driver's licence issued by the City;
- (h) dispatch taxi drivers on the basis of the next available taxi located nearest the location of the request for service;
- (i) dispatch requests for wheelchair accessible taxi service from or for a person with a disability related to mobility on a priority basis to the next available wheelchair accessible taxi located nearest the location of the request for service;
- (j) dispatch requests for assistance from a taxi driver on a priority basis;

Responsibility for Drivers

- (k) ensure that taxi drivers affiliated with the taxi broker immediately report to the City if:
 - (i) they are charged with or convicted of any prescribed criminal offence; or
 - (ii) their driving privileges or their Saskatchewan Driver's Licence are suspended, cancelled, revoked, invalidated or amended for any reason;
- (l) ensure that taxi drivers affiliated with the taxi broker hold a valid taxi driver's licence issued by the City;

- (m) ensure that taxi drivers affiliated with the taxi broker do not operate taxis failing to display proper vehicle markings or vehicle markings associated with another broker;
- (n) ensure that taxi drivers affiliated with the taxi broker maintain a clean and properly groomed personal appearance, dressing appropriately to provide a public service;
- (o) ensure that taxi drivers affiliated with the taxi broker conduct themselves in a courteous, prudent and safe manner;
- (p) ensure that taxi drivers affiliated with the taxi broker are signed in to the dispatch system at all times when the taxi is on duty;
- (q) ensure that the taximeter is sealed at all times;
- (r) ensure that taxi drivers affiliated with the taxi broker charge only the taxi fares mentioned in section 34;
- (s) ensure that taxi drivers affiliated with the taxi broker immediately:
 - (i) report to the City when they charge an amount pursuant to section 37; and
 - (ii) provide the City with the in-car camera footage of the soiling for which the amount was charged;

Vehicle Equipment and Markings

- (t) ensure that at all times when a taxi is engaged in providing services, a clear decal indicating the applicable taxi fares as established by Schedule "B" is located in the taxi in plain view of passengers;
- (u) ensure that every taxi is equipped with the proper vehicle equipment, displays the proper taxi vehicle markings and otherwise complies with Part IV;
- (v) produce each taxi annually for the purposes of testing the taximeter;
- (w) ensure the continued compliance of each taxi with the safety requirements to maintain a validated Light Vehicle Inspection Certificate;
- (x) ensure the continued filing, with the City, at least 3 business days prior to the expiry date of any current insurance policy, an insurance renewal policy or a certificate of insurance;

Trip Data

- (y) collect trip data and retain the same for a period of not less than three months;
- (z) report trip data to the City on a monthly basis. Trip data is to be received by the City no later than the 15th day of each month for the previous month;
- (aa) upon request of the City, permit the City direct access to the taxi dispatch system to verify the accuracy of the trip data being supplied by the taxi broker;

Inspections

- (bb) upon the request of the City, immediately produce a taxi to the City for additional inspections to ensure compliance with this Bylaw;

Insurance

- (cc) ensure that every taxi affiliated with the taxi broker is covered by liability insurance in the amount of \$2 Million identifying the City as an additional insured;

Complaints Process

- (dd) establish and maintain a documented complaints process to promptly investigate and respond to complaints regarding service, fares, or the condition or operation of any vehicle, received by the taxi broker from the public; and
- (ee) make all relevant data from the complaints process available for inspection by the City upon request.

Fewer than 5% Wheelchair Accessible Taxis

- 49. (1) Subject to subsection (2), any taxi broker with less than five percent of its licensed taxi fleet being wheelchair accessible taxis shall pay the per trip accessibility surcharge established by Schedule "A".
- (2) The per trip accessibility surcharge established by Schedule "A" shall only be paid for trips by taxis that are not wheelchair accessible taxis.

PART IV
Vehicle Requirements

DIVISION I
General

Compliance

50. Every taxi and TNC vehicle in the City shall comply with this Division.

Vehicle Markings

51. (1) Every TNC vehicle shall have:
- (a) decal identification that meets the prescribed requirements; and
 - (b) no equipment or markings in or on the vehicle that identify the vehicle as a taxi, including:
 - (i) the words “taxi”, “cab” or “accessible taxi”;
 - (ii) a top light or meter; or
 - (iii) a brokerage’s name, contact information or logo.
- (2) Nothing in subsection (1) restricts a wheelchair accessible TNC vehicle from displaying the international symbol of access, provided that it does not exceed 20 cm x 20 cm and does not contain any words.
- (3) Every taxi must have a decal or other marking identifying the taxi broker with which the taxi is affiliated affixed to each side of the vehicle.

Vehicle Cleanliness, Maintenance and Repair

52. (1) The interior of every vehicle including the trunk shall be maintained in a clean and tidy condition. Without limiting the generality of the foregoing, at a minimum, the vehicle shall be:
- (a) free of all dirt, dust, grease, oil and any item which can be transferred onto a passenger’s clothing or possessions;

- (b) free of all garbage or other items not intrinsic to the operation of the vehicle;
 - (c) free of all noxious substances; and
 - (d) free of excess wear, including tears and cigarette burns in the upholstery.
- (2) The exterior of every vehicle shall be maintained in good repair and in a clean condition, free from exterior body damage and excessive dirt and dust.

Vehicle Age

53. (1) Every vehicle used:
- (a) as a taxi shall be no more than seven years old, subject to clause (b);
 - (b) as a wheelchair accessible taxi shall be no more than nine years old; and
 - (c) as a TNC vehicle shall be no more than ten years old.
- (2) For the purposes of this section, the age of the vehicle shall be determined in accordance with the following formula:

$$VA = CLY - VMY$$

where:

VA = age of vehicle

CLY = calendar year

VMY = vehicle model year

Vehicle Inspection and Safety

54. (1) Every vehicle shall have an annual Light Vehicle Inspection completed by a Saskatchewan Government Insurance accredited mechanic at a facility approved by Saskatchewan Government Insurance.
- (2) Notwithstanding subsection (1), the City may, in its discretion, require more frequent inspections at a facility appointed by the City.

- (3) A copy of the current vehicle inspection certificate provided pursuant to subsection (1) shall remain in the vehicle at all times.
- (4) The validated Light Vehicle Inspection Certificate sticker must be affixed to the rear passenger side window of a taxi at all times.

DIVISION II **Taxi Equipment**

Taxi Equipment

55. Every taxi must be equipped with:

- (a) a taximeter approved by the City;
- (b) electronic equipment capable of accepting credit card and debit payments for services rendered;
- (c) electronic equipment capable of accepting dispatch calls;
- (d) an emergency call button;
- (e) a global positioning system;
- (f) fully functional dome lights and topper capable of illumination; and
- (g) a fully functional in-car camera.

Taximeters

56. (1) Every taximeter must be:

- (a) tested and sealed by the City annually or otherwise as required by the City;
- (b) equipped with a light of sufficient power to illuminate the dial of the taximeter at all times when the taxi is on duty;
- (c) clearly visible to passengers at all times when the taxi is on duty;
- (d) maintained in good working condition at all times;

- (e) set so as to record the fare according to the taxi fares established by Schedule "B" and affixed to the interior of the vehicle;
 - (f) used only when an authorized seal is intact; and
 - (g) capable of calculating and displaying a fare based on time and distance.
- (2) Notwithstanding clause 1(a), every taxi must be produced sooner upon the request of the City for the purposes of resetting the taximeter in the event of a change in the taxi fares established by this Bylaw or otherwise as requested by the City. The taximeter must be resealed by the City in the event of any change in the taxi fares.
- (3) No person shall tamper with a taximeter or seal.

Global Positioning Systems

57. Every global positioning system must:

- (a) be capable of tracking and locating the position of a taxi;
- (b) include a taxi location system;
- (c) be equipped with an emergency call button; and
- (d) be fully operational at all times when the taxi is available for hire to the public.

In-Car Camera

58. (1) Every in-car camera must:

- (a) be mounted on the inside of the taxi windshield;
 - (b) fully show the interior of the taxi; and
 - (c) be fully operational at all times when the taxi is available for hire to the public.
- (2) Decals must be affixed to both rear side windows notifying potential passengers of the presence of in-car cameras.

- (3) No person shall:
 - (a) tamper or interfere with an in-car camera; or
 - (b) block, obstruct or disable an in-car camera such that it cannot capture and record audio and video of all occupants of the taxi.

PART V
Authority, Inspections and Enforcement Procedures

DIVISION I
Authority

Delegation of Authority

- 59. (1) The administration and enforcement of this Bylaw is delegated to the General Manager.
- (2) The General Manager is authorized to further delegate the administration and enforcement of this Bylaw, in whole or in part, to other employees of the City and to the Saskatoon Police Service.
- (3) The General Manager may appoint any vehicle-for-hire inspectors that the General Manager considers necessary and define their duties and responsibilities.

DIVISION II
Inspections

Inspectors

- 60. Every vehicle-for-hire inspector shall:
 - (a) administer and enforce this Bylaw;
 - (b) carry out inspections under this Bylaw; and
 - (c) perform any other duties and exercise any other powers that may be delegated by the General Manager.

Inspections

61. (1) The inspection of property, including vehicles, by the City to determine if this Bylaw is being complied with is authorized.
- (2) Inspections under this Bylaw shall be carried out in accordance with section 324 of *The Cities Act*.
- (3) The City, in conducting an inspection may:
- (a) collect data;
 - (b) conduct any test;
 - (c) examine books, records and documents; and
 - (d) require production of documents and property for the purposes of examination or making copies.
- (4) No person shall obstruct a person who is authorized to conduct an inspection under this section, or a person who is assisting in that inspection.
- (5) If a person refuses to allow or interferes with an inspection authorized by this section, or if a person fails to respond to a reasonable request for access to a property, the City may apply for a warrant authorizing entry in accordance with section 325 of *The Cities Act*.

DIVISION III Suspension and Cancellation of Licences

Licence Suspension and Cancellation

62. (1) A licence issued under this Bylaw may be suspended or cancelled for any of the following reasons:
- (a) a licensee, an employee of a licensee or a TNC driver has violated or failed to comply with this Bylaw;
 - (b) a licensee, an employee of a licensee or a TNC driver has violated or failed to comply with a condition of the licence;
 - (c) a licensee, an employee of a licensee or a TNC driver has refused to allow an inspection as authorized by this Bylaw;

- (d) a licensee has given false or misleading information in the application for the licence;
 - (e) in the case of a taxi driver, a licensee has been charged with or convicted of any prescribed criminal offence or the licensee's driving privileges or Saskatchewan Driver's Licence has been suspended, cancelled, revoked, invalidated or amended. The fact that a conviction is being appealed shall have no effect on the suspension or cancellation of the licence.
- (2) The City shall provide written notice of the suspension or cancellation in a brief statement setting forth the complaint, the grounds for suspension or cancellation and notifying the licensee of the right to appeal. Such notice shall be given or served in accordance with section 347 of *The Cities Act*.
 - (3) If the City cancels a licence, the fee paid by the licensee shall be forfeited. A person whose licence has been cancelled under this section shall not apply for a new licence for a period of one year from the date that the cancellation took place.
 - (4) The power to suspend or cancel a licence pursuant to this section is in addition to the penalties contained in section 65. The City may suspend or cancel a licence whether or not the licensee has been charged or convicted of an offence under this Bylaw.

DIVISION IV

Right to Appeal Licence Conditions, Denial, Suspension or Cancellation of Licence

Right to Appeal

- 63. (1) The aggrieved party may appeal to the Saskatoon Licence Appeal Board the City's decision to:
 - (a) deny, suspend or cancel a licence issued under this Bylaw;
 - (b) not renew a licence issued under this Bylaw; or
 - (c) impose conditions on a licence issued under this Bylaw.

- (2) The rules, procedure and time limits for an appeal pursuant to subsection (1) shall be governed by the provisions of *The Saskatoon Licence Appeal Board Bylaw, 2012*.
- (3) In determining an appeal, the Saskatoon Licence Appeal Board:
 - (a) is bound by the provisions of this Bylaw; and
 - (b) may modify or repeal the City's decision or substitute its own decision only if it is satisfied on a balance of probabilities that the City has misapplied the provisions of this Bylaw in the denial, suspension or cancellation of a licence or the imposition of conditions on a licence.

DIVISION V Impoundment of Vehicle

Impoundment

- 64. (1) If, in the opinion of the City, a taxi is unsafe to convey passengers, the City may order that the taxi be removed from service immediately.
- (2) An order pursuant to subsection (1) may be given, verbally or in writing, to all or any of the following:
 - (a) the taxi owner;
 - (b) the taxi broker;
 - (c) the taxi driver.
- (3) Upon receipt of an order, the person to whom the order is directed shall immediately remove the taxi from service.
- (4) The taxi shall remain out of service until the taxi passes a Light Vehicle Inspection completed by a Saskatchewan Government Insurance accredited mechanic.
- (5) If the person to whom the order is directed refuses or neglects to remove the taxi from service, the City may impound the taxi.
- (6) The taxi, if impounded, shall not be removed or released until all fees, costs and charges relating to the impoundment have been paid.

PART VI
Offences and Penalties

Offences and Penalties

65. (1) No person shall:
- (a) contravene or fail to comply with any provision of this Bylaw;
 - (b) contravene or fail to comply with a term or condition of any licence;
 - (c) obstruct or interfere with an employee or agent of the City exercising any of the powers conferred by this Bylaw; or
 - (d) destroy, alter or deface a licence issued pursuant to this Bylaw.
- (2) Every person who contravenes subsection (1) is guilty of an offence and liable on summary conviction:
- (a) for a first offence:
 - (i) in the case of an individual, to a fine of not less than \$250.00 and not more than \$1,000.00, to imprisonment for not more than two months, or both;
 - (ii) in the case of a corporation, to a fine of not less than \$500.00 and not more than \$2,000.00; and
 - (iii) in the case of a continuing offence, to a further fine of not less than \$250.00 and not more than \$2,500.00 per day or part of a day during which the offence continues; and
 - (b) for a second or subsequent offence:
 - (i) in the case of an individual, to a fine of not less than \$500.00 and not more than \$2,500.00, to imprisonment for not more than three months, or both;
 - (ii) in the case of a corporation, to a fine of not less than \$1,000.00 and not more than \$5,000.00; and
 - (iii) in the case of a continuing offence, to a further fine of not less than \$500.00 and not more than \$2,500.00 per day or part of a day during which the offence continues.

- (3) If a person is found guilty of an offence under this Bylaw, the court may, in addition to any other penalty imposed:
 - (a) in the case of a person who holds a licence, suspend the licence for a term of not more than three months; and
 - (b) in the case of a person who did not hold a licence at the time of the conviction, order that the person is ineligible to apply for a licence for a term of not more than three months.
- (4) Offences under this Bylaw are designated as offences for which proceedings may be commenced pursuant to Part III of *The Summary Offences Procedure Act, 1990* by the issuance of a summons ticket.
- (5)
 - (a) Notwithstanding subsection (2), in the case of a person who contravenes subsection (1) for the first time, a vehicle-for-hire inspector or a peace officer may issue a notice of violation to that person.
 - (b) The notice of violation shall provide that the person shall not be prosecuted for the contravention if the person, within 14 calendar days of the date of the notice of violation, pays the City the sum of:
 - (i) \$250.00 in the case of an individual; or
 - (ii) \$500.00 in the case of a corporation.
 - (c) The fine pursuant to clause (b) may be paid:
 - (i) in person, during regular office hours, to the cashier located at City Hall, Saskatoon, Saskatchewan;
 - (ii) by deposit, at the depository located at the main entrance to City Hall, Saskatoon, Saskatchewan; or
 - (iii) by mail, addressed to Corporate Revenue, City Hall, 222 – 3rd Avenue North, Saskatoon, Saskatchewan S7K 0J5.
- (6) A person to whom a summons ticket is issued pursuant to subsection (4) or to whom a notice of violation is issued pursuant to subsection (5) shall, upon the request by the person issuing the summons ticket or notice of violation, provide their name, address and date of birth. A person who fails to provide this information is guilty of an offence and liable on summary conviction to the penalty set out in subsection (2).

- (7) If the prosecutor considers it appropriate, the prosecutor may, on or before the court appearance date, permit a person who has been issued a summons ticket to pay the amount specified in clause (5)(b) to avoid prosecution.

PART VII Miscellaneous

Annual Reporting

66. The General Manager shall report to Council annually with respect to:
- (a) the fees and fares to be charged under this Bylaw;
 - (b) recommended changes to this Bylaw; and
 - (c) the operation of wheelchair accessible taxis including any compliance issues.

Bylaw to Prevail

67. If this Bylaw conflicts with any other bylaw of the City, this Bylaw prevails.

Bylaw No. 9070 Repealed

68. *The Taxi Bylaw, 2014* is repealed.

Bylaw No. 9548 Repealed

69. *The Transportation Network Company Bylaw, 2018* is repealed.

Coming into Force

70. (1) Subject to subsection (2), this Bylaw comes into force on the day of its final passing.
- (2) Section 49 comes into force on January 1, 2020.

Read a first time this _____ day of _____, 2019.

Read a second time this _____ day of _____, 2019.

Read a third time and passed this _____ day of _____, 2019.

Mayor

City Clerk

Schedule “A”

Fees

1. Transportation Network Company Fees & Surcharges

- (1) TNC Licence Fee - 1 to 10 TNC vehicles \$2,500
- (2) TNC Licence Fee - 11 to 50 TNC vehicles \$12,500
- (3) TNC Licence Fee - 51 or more TNC vehicles \$25,000
- (4) Per-Trip Fee \$0.20
- (5) Per Trip Accessibility Surcharge.....\$0.07
- (6) The per-trip fees and accessibility surcharges shall be received by the City from the transportation network company no later than the 15th day of each month for the previous month.
- (7) The per trip accessibility surcharge shall only be paid for trips by TNC vehicles that are not wheelchair accessible TNC vehicles.

2. Taxi Licence Fees & Surcharges

- (1) Taxi Licence Fee \$525.00
- (2) Taxi Broker Licence Fee \$305.00
- (3) Taxi Driver Licence Fee \$35.00
- (4) Wheelchair Accessible Taxi Licence Fee\$25.00
- (5) Temporary Wheelchair Accessible Taxi Licence Fee \$25.00
per licence year
- (6) Enterprise Taxi Licence Fee \$350.00
per licence year
- (7) Per Trip Accessibility Surcharge..... \$0.07
- (8) The per-trip accessibility surcharge shall be received by the City from the taxi brokerage no later than the 15th day of each month for the previous month.

3. Taxi Transfer Fees

(1) Taxi Licence Transfer Fee \$375.00

(2) Wheelchair Accessible Taxi Licence Transfer Fee \$375.00

4. Owner Plate Replacement Fee \$25.00

5. Enterprise Taxi Lottery Participation Fee \$50.00

Schedule “B”

Fares

Vehicle-for-hire Service Fares

1. The minimum fare shall be at least \$3.75 per trip.

Taxi Fares

General Taxi Fares

2.
 - (a) \$3.75 for the first 130 metres or portion thereof;
 - (b) \$0.25 for each additional 130 metres or portion thereof; and
 - (c) \$0.25 for each additional 35 seconds of time while the taxi is on a trip, including waiting at the request of passengers.

General Van Taxi Fares

3. 1.5 times the amount shown on the taximeter when a van taxi is carrying five or more passengers, or is carrying an amount of luggage or freight that cannot be accommodated by a sedan-type taxi.
4. General Van Taxi Fare does not apply to wheelchair accessible taxis carrying a passenger using a wheelchair or other mobility aid.

Hourly Fares

5.
 - (a) \$40.00 per hour up to 16 kilometres; and
 - (b) \$1.92 for each additional kilometre in excess of 16.

General Provisions

6. All trips provided by a wheelchair accessible taxi shall be subject to the General Taxi Fares unless the General Van Taxi Fares otherwise apply.
7. All taxi fares as established by this Schedule shall include the Federal Goods and Services Tax.

8. There shall be no extra charge for normal hand baggage.
9. In addition to any taxi fare established by this Schedule, when payment is made by debit transaction an optional surcharge of up to \$0.90 may be added to the taxi fare for each debit transaction.
10. In accordance with section 37, an amount of \$100.00 may be included in the taxi fare when a passenger soils the interior of a taxi with bodily fluids.

Kahkewistahaw Urban Reserve Creation

ISSUE

This report provides City Council with the proposed Municipal Services and Compatibility Agreement between the City of Saskatoon and Kahkewistahaw First Nation. This is required in the Treaty Land Entitlement Framework Agreement prior to land being set apart as Entitlement Reserve in an Urban Municipality.

RECOMMENDATION

1. That City Council approve the proposed Municipal Services and Compatibility Agreement attached as Appendix 1; and
2. That His Worship the Mayor and the City Clerk be authorized to execute the Agreement.

BACKGROUND

Kahkewistahaw owns 40 acres of land at 1215 Claypool Drive in the Hampton Village Business Park area in Saskatoon. Kahkewistahaw wishes to have 1215 Claypool Drive designated as an Urban Reserve.

The Treaty Land Entitlement Framework Agreement requires that where an Entitlement Band requests that land in an Urban Municipality be granted reserve status, the Entitlement Band and the Urban Municipality negotiate an Agreement for the provision and payment of municipal services as compensation to the Urban Municipality for loss of taxes, levies or grants-in-lieu, which, but for the setting apart of the Entitlement Reserve, could reasonably have been expected to have been received by the Urban Municipality.

DISCUSSION/ANALYSIS

The Agreement with Kahkewistahaw is very similar to the Agreements that exist for other Urban Reserves in Saskatoon and consist of two main features:

1. The City agrees to provide all regular City services to the property in return for an annual fee-for-service payment from Kahkewistahaw. This payment will be calculated to be the same amount in each year as would be paid in municipal and library property taxes if the land was subject to municipal taxation.

The City services provided to the land are of the same type and level that is provided to all similarly zoned land in a similar state of development in the City.

This amount includes local improvement charges, Business Improvement District levies and any other special charges or levies that would be permitted as if the land were not reserve land.

2. The Agreement provides for bylaw compatibility. It is agreed that the occupation, use, development and improvement of the property will, at all times, be essentially the same as similarly zoned properties in the City.

The bylaw compatibility of the land speaks to matters such as land use zoning compatibility; building standards, including consideration of building development permits as well as plan examination and site inspections; fire standards, including fire inspections and emergency services; public health and safety; and business regulations.

The Agreement contains other aspects that are unique to this proposed Urban Reserve, primarily because the land is in a raw and un-serviced state. This particular parcel of land has remained bare because it has proven difficult to service. The City has been working with Kahkewistahaw to work through some of the servicing challenges and a phased approach to development has been proposed. This will allow for some development to proceed while working through the remaining issues.

The Agreement sets out what is required from Kahkewistahaw prior to development. The Administration has been working closely with Kahkewistahaw and their consultant to find solutions acceptable to all parties. A separate servicing agreement will be required prior to any development proceeding on the land. This has not yet been negotiated.

The overall intent of the Agreement is to recognize and respect Kahkewistahaw's separate jurisdiction while also recognizing the need for cooperation and coordination between Kahkewistahaw and the City.

Kahkewistahaw First Nation Chief and Council approved the Agreement through a Band Council Resolution on September 24, 2019. Kahkewistahaw has also approved a Police Services Agreement for the property which will be sent to the Board of Police Commissioners for approval.

We are pleased to provide the proposed Municipal Services and Compatibility Agreement to City Council in support of Kahkewistahaw.

IMPLICATIONS

There are no financial, legal, social or environmental implications identified.

NEXT STEPS

Once approved by both the Kahkewistahaw Band Council and Saskatoon City Council, the Municipal Services and Compatibility Agreement will be signed by the parties at a formal signing ceremony, which will be arranged for the near future.

APPENDICES

1. Municipal Services and Compatibility Agreement

Report Approval

Written by: Jodi Manastyrski, Solicitor
Approved by: Cindy Yelland, City Solicitor

Admin Report - Kahkewistahaw Urban Reserve Creation.docx
File 102.0510

Municipal Services and Compatibility Agreement

Between:

Kahkewistahaw First Nation ("Kahkewistahaw")

- and -

The City of Saskatoon ("the City")

Purpose

1. The purpose of this Agreement is to establish a long-term relationship of practical cooperation between the parties which recognizes and respects Kahkewistahaw's separate jurisdiction, but which also recognizes the need for ongoing compatibility and coordination between the parties, particularly as to land use, building and fire standards, public health and safety, and business regulation, because of the close proximity of the Land to other land and businesses.

Introduction

2. Under Canada's Additions to Reserve Policy, where a band wishes to have land placed into reserve status, the band is responsible to address third-party interests or concerns, and in the case the land is located within the boundaries of an urban municipality, the band must make all reasonable efforts to address any reasonable concerns raised by the urban municipality.
3.
 - (1) Kahkewistahaw, through its wholly-owned and controlled corporation, 102005035 Saskatchewan Ltd., has acquired the land located at 1215 Claypool Drive, Saskatoon, Saskatchewan, currently described as Surface Parcel No. 161825159, Blk/Par Y, Plan 101902519 Extension 0 (the "Land").
 - (2) A subdivision application is underway to address roadway issues, prior to reserve creation, which will result in an amended legal land description. Upon conclusion of the subdivision, the amended legal land description identifying the boundaries of the land owned by Kahkewistahaw through its wholly-owned and controlled corporation, 102005035 Saskatchewan Ltd., will be attached to this Agreement as Schedule "D".
4. The Land is situated within the boundaries of the City of Saskatoon in the Hampton Village Business Park area. Kahkewistahaw intends to have the Land set apart as a reserve pursuant to Canada's Additions to Reserve Policy, as a community addition, and to develop the Land for economic development purposes.

5. The City specifically agrees to the Land being set apart as a reserve on the condition that the terms of this Agreement, as amended from time to time, shall apply to the Land so long as it remains reserve land. "Reserve land" shall, for the purposes of this Agreement, mean reserve land as defined by the *Indian Act*, R.S.C. 1985, c. I-5, and shall include designated and land of similar status under any successor legislation replacing the *Indian Act*, including land which Kahkewistahaw controls pursuant to the *First Nations Land Management Act* S.C. 1999, c.24.
6. The purpose of this Agreement is to set out the undertakings which each party has given to the other.

Joint Meeting of Councils

7. Kahkewistahaw and the City agree that their respective Councils, and/or their representatives, will meet together at least once in each calendar year to discuss such matters as may have arisen between them, and to keep open the lines of communication.

City Services

8. (1) The parties agree that the City shall provide all normal resident supported City services to the Land and the occupants of the Land (the "services"). The type and level of services supplied to the Land and the occupants of the Land shall be the same as the City supplies to similarly zoned lands within the City. Specifically, the services supplied to the Land will be those provided to an IL1-General Light Industrial Zoning District, as the services become available dependent upon the stage of development of the Land.
- (2) The services shall also specifically include policing by the Saskatoon Board of Police Commissioners as contained in the Police Services Agreement.
- (3) In providing the services, the City shall comply with applicable federal and provincial enactments and laws respecting the services.

Payment for City Services

9. (1) Kahkewistahaw agrees to pay the City, in consideration for the services, an annual amount equal to one hundred percent (100%) of the municipal and library portion of the property tax levy for any given year that would have been levied on the Land, if the Land were non-reserve land. For greater certainty, the annual cost of services does not include an equivalent amount for the school portion of the property tax levy.
- (2) Kahkewistahaw agrees to annually pay, in addition to the amount required to be paid under subsection (1):
 - (a) any local improvement that would have been charged against the Land in an amount and in a manner as if the Land were non-reserve land;

- (b) any business improvement district levies that would have been charged against the Land in an amount and in a manner as if the Land were non-reserve land; and
 - (c) any special charges or levies that would have been charged against the Land in an amount and in a manner, provided the special charges or levies would have applied to the Land, if the Land were non-reserve land.
- (3) Notwithstanding any other provision of this Agreement, it is understood and agreed that the annual amounts to be paid by Kahkewistahaw under subsection (1) and (2) shall not cover those services which are normally provided by the City in consideration for a direct charge or user fee payable by the party to whom such services are provided. Such services include, but are not limited to:
- (a) the supply of water;
 - (b) the disposal of sewage; and
 - (c) the supply of electricity.

The charges for these services shall be paid by Kahkewistahaw or by the occupant of the Land to whom the service is supplied, in the same manner as any other party to whom such services are provided. Such payment will include, if required by law, any tax imposed by Federal legislation, Provincial legislation or Kahkewistahaw law in relation to the provision of such services.

Invoicing

10. (1) The City shall invoice Kahkewistahaw for the payment for the services mentioned in subsection 9(1) and (2), at the same time that the City sends out tax notices in each year. This invoice shall be paid in full on or before June 30 in each year.
- (2) The invoice mentioned in subsection (1) shall include a detailed calculation for the specific year, which shall include the following:
- (a) the assessed value for any of the Land that remains vacant;
 - (b) the assessed value for each improvement or building located on the Land;
 - (c) the City's mill rate for the municipal and library portion of the property tax levy for any given year to be applied to the assessed values; and
 - (d) a separate calculation shall be provided for any vacant land and for each improvement or building situated on the First Nation lands, with a total amount due.

Discounts and Penalties

11. (1) If the invoice for the services is not paid in full by June 30, any unpaid amount shall be subject to the same additional percentage charges that the City imposes on unpaid property taxes and arrears of property taxes.
- (2) Kahkewistahaw shall have the right in any year to prepay all or a part of the cost of the services. The same discount rates allowed by the City for prepayment of property taxes shall apply to any prepayment made by Kahkewistahaw.

Supplemental Invoice

12. If, before December 1 in any year, a sum representing an increase in value of any improvement on the Land is added to the assessment roll, the City may send a supplemental invoice to Kahkewistahaw to reflect the resulting change. Any supplemental invoice shall provide the detailed calculation for the resulting change. A supplemental invoice sent to Kahkewistahaw under this section must be paid by Kahkewistahaw before December 31 in that year. If any portion of a supplemental invoice remains unpaid after December 31, it shall be subject to the same additional percentage charges that the City imposes on arrears of property taxes.

Remedies for Non-Payment

13. If any invoice for services has not been paid in full by December 31 of the year in which it was issued, the City may, upon 30 days' notice, suspend or withdraw any or all of the services which it provides to the Land and/or the occupants of the Land, other than emergency response services by police and fire, until the invoice plus penalties has been paid in full. The City's right to suspend or withdraw services shall be without prejudice to any other remedy which may be available to the City.

Assessment Information

14. (1) If Kahkewistahaw enacts and has not repealed its own property assessment and taxation laws then Kahkewistahaw shall be responsible to have the Lands, improvements and buildings assessed, in accordance with such laws, to be used to prepare the invoice(s) as set out in sections 10 and 12. The parties agree that the following process shall be followed:
 - (a) the assessments, which shall be calculated by the City's Assessors for Kahkewistahaw under a contract, shall be consistent with the assessment models used for similar non-reserve land in the City;
 - (b) upon completing the assessments for the Land, improvements and buildings, Kahkewistahaw shall provide the City with a copy of the assessments;

- (c) the City shall, within thirty (30) days of receiving the assessments, advise Kahkewistahaw whether it has any concerns with the assessments or whether the assessments are acceptable;
 - (d) if the City has any concerns with the assessments then it shall initiate discussions with Kahkewistahaw to resolve any concerns; and
 - (e) if the City finds the assessments acceptable then the assessments shall be used for the calculation for that year's invoice, in accordance with sections 10 and 12.
- (2) If Kahkewistahaw has not enacted or has repealed its own property assessment and taxation laws, then the City shall be responsible to have the Lands, improvements and buildings assessed, in accordance with its usual practises, to be used to prepare the invoice(s) as set out in sections 10 and 12. The parties agree that the following process shall be followed:
- (a) Kahkewistahaw shall allow the City, upon providing reasonable notice to Kahkewistahaw, to have access to the Land and the improvements thereon, and shall supply such information to the City as may reasonably be required from time to time, in order to allow the City to assess, or reassess, the Land and the improvements thereon, in the same manner as if the City were assessing and levying tax on the Land or any portion thereof, the improvements thereto, its occupants, or on the owners of businesses conducted thereon;
 - (b) the City agrees to provide Kahkewistahaw, upon request, with a copy of the assessment information and data collected; and
 - (c) the City agrees that Kahkewistahaw, or anyone who has an interest in property affected by the valuation or classification of the property, may appeal the assessment of the Land and improvements in a process and manner afforded to all other property owners of land in the City.

Liability for Disruption of Services

15. (1) In the event that services are disrupted for reasons other than suspension or withdrawal pursuant to paragraphs 13 and 16 of this Agreement, the City shall have no greater liability for such disruption than it has to the owners and occupants of other lands within the City. All defences available to the City under *The Cities Act* shall be available to the City as if incorporated in this Agreement.
- (2) The City shall have no liability for a suspension or withdrawal of services pursuant to paragraphs 13 and 16 of this Agreement.

Land Use

16. (1) Kahkewistahaw agrees that it will take all steps and do all things as may be necessary, including passing and enforcing compatible bylaws, as acts of Kahkewistahaw governance, to ensure that, at all times, the occupation, use, development and improvement of the Land is essentially the same as the occupation, use, development and improvement of the Land which would be allowed if the Land were non-reserve land. Specifically, Kahkewistahaw agrees to ensure such compatibility in regard to land use, building and fire standards, public health and safety, and business regulation.
- (2) If, at any time the occupation, use, development and/or improvement of the Land is not essentially the same as the occupation, use, development and/or improvement of the Land which would be allowed if the Land were non-reserve land, and such condition of breach continues for a period of 30 days following written notification by the City to Kahkewistahaw of such breach, the City may, at its option, and without prejudice to any other remedy which may be available, suspend or withdraw any or all of the services which it provides to the Land, and/or the occupants of the Land, other than emergency response services by police and fire, until the condition of breach has been remedied.

Development of Land

17. (1) It is acknowledged by the parties that the Land is currently in a raw and unserviced state. A separate servicing agreement shall be entered into between Kahkewistahaw and the City prior to any development proceeding on the Land, which agreement may include payment to the City for all offsite and/or redevelopment levies and services then in effect for similarly zoned and developed non-reserve land in the Hampton Village Business Park area.
- (2) Levies are calculated based on a standard means and timeline of installing services by the City, should Kahkewistahaw wish to employ a method that varies from the standard, this may result in additional costs to Kahkewistahaw and may not be covered under the levies then in effect, unless the parties agree otherwise. Variations, should they exist, will be identified in the servicing agreement.
- (3) Kahkewistahaw agrees that the Land will be developed or redeveloped in accordance with the City development standards then in effect for similarly zoned IL1 - General Light Industrial Zoning Districts, non-reserve land in the City.
- (4) Kahkewistahaw agrees that all buildings or improvements will be constructed on the Land in accordance with City building standards then in effect for non-reserve land in the City. This will include a process for the issuance of the required building and development permits and payment of the corresponding

fees then in effect for non-reserve land in the City which fees include, but are not limited to, services such as plan examination and site inspections.

- (5) Kahkewistahaw agrees to allow City inspectors onto the Land during any construction for the purpose of inspecting the buildings or improvements in accordance with the City's standard inspections then in effect for similar buildings or improvements on non-reserve land. Kahkewistahaw agrees to ensure that any defects or safety hazards noted by City inspectors are remedied in the same time frame and manner as would be in effect on non-reserve land.
- (6) Kahkewistahaw agrees that the City is not required to provide connections to the Land or to begin supplying City services to the Land, unless servicing agreements are complete and any related payments owing have been received.
- (7) Nothing in this section shall be construed so as to diminish, derogate from or prejudice the constitutional, treaty or other rights of either party.

Phasing of Development

18. (1) Phasing of development of the Land is permitted with the first phase of development restricted to a service station and a carwash, unless the parties mutually agree to additional land uses. Development of the first phase shall be substantially in accordance with the site plan attached as Schedule "C" to this Agreement. Development shall occur in accordance with paragraph 17.
- (2) Development shall not proceed beyond the first phase unless a concept plan for the remaining portions of the Land has been agreed upon by the parties.
- (3) The concept plan shall provide details on the proposed land uses, transportation network, services and any other relevant information required to evaluate the proposal. The concept plan shall include:
 - (a) detailed information on proposed development area (planning and technical rationale for the development);
 - (b) necessary diagrams and maps to demonstrate proposed development;
 - (c) technical reports prepared by a professional engineer licensed to practice in the province of Saskatchewan including, but not limited to, transportation impact assessment, sanitary sewer and storm water management;
 - (d) a method for addressing the provision of public roads, buffer strips, utility parcels and recreation space;

- (e) comments from appropriate utility agencies;
- (f) comments from Transport Canada, the Saskatoon Airport Authority, NavCanada and such other agencies as may be appropriate; and
- (g) any other technical document necessary to determine appropriate use and development of the site.

Fire Services

19. (1) Kahkewistahaw agrees that where, in the opinion of the Fire Chief of the City, a condition exists on the Land which is an imminent danger to the public safety, the Fire Chief and/or his agents may enter upon the Land and take any reasonable emergency action to eliminate the danger in a manner and process that is essentially the same for non-reserve land. The Fire Chief shall, whenever it is reasonably possible to do so, notify Kahkewistahaw and occupiers of the Land of any actions in advance.
- (2) Kahkewistahaw agrees that the Fire Chief and/or his agents may enter upon the Land to conduct annual fire inspections in the same manner as would occur on non-reserve land. Kahkewistahaw and occupiers of the Land will be advised of such inspection in advance of the inspection date.
- (3) In order to provide the notice as referenced in this section, Kahkewistahaw shall provide the City with contact information for the occupiers of the Land upon request.

Authority to Tax

20. The City and Kahkewistahaw agree that, as between the parties, Kahkewistahaw shall be the sole taxing authority for the Land and the improvements, occupants and businesses located on the Land; provided however, and it is understood and agreed, that by entering into this Agreement, Kahkewistahaw is not acknowledging that the City does have the power to be a taxing authority on the Land, and the City is not acknowledging that it does not have the power to be a taxing authority on the Land.

Compatible Amount of Taxation

21. (1) Kahkewistahaw agrees that any property assessment and taxation laws or grant in lieu of taxes agreements which it may enact or enter into regarding the Land and/or the improvements, businesses and occupants of the Land, shall impose an amount of property taxation or payment in lieu on the Land and the improvements, business and occupants of the Land, which is not less than the amount of property taxation which the City would have levied against the Land, improvements, businesses and occupants if the Land was non-reserve land. Such equivalent amount of taxation shall include that portion of taxes levied by

the City on behalf of the Saskatoon Public Library Board, the Board of Education of the Saskatoon School Division No. 13, or the Board of Education for Saskatoon Catholic Schools.

- (2) The City agrees that Kahkewistahaw has the same right as the City to grant individual exemptions, abatements, forgiveness, grants or rebates of taxes in furtherance of Kahkewistahaw's government policies. The exemptions, abatements, forgiveness, grants or rebates of taxes must fall within the City's standards, and any such exemptions abatements, forgiveness, grants or rebates of taxes shall be taken into account in calculating the invoice under sections 10 and 12, provided that the amount was approved by City Council in accordance with *The Cities Act* and applicable City policies.

Applicability of Laws

22. (1) The parties both acknowledge that, subject to section 35 of the *Constitution Act 1982*, and any Kahkewistahaw Law, Code, Bylaw or Regulation passed pursuant to Kahkewistahaw or Federal legislation, all applicable provincial laws of general application, including municipal bylaws, which are not in conflict with the provisions of the *Indian Act*, the *First Nations Fiscal Management Act*, or any Kahkewistahaw law or bylaw enacted thereunder may apply to the Land and may be enforced on the Land as recognized and in accordance with the terms in this Agreement, and thereafter any other Laws with the permission and consent of Kahkewistahaw, which permission and consent will not be unreasonably denied.
- (2) The parties agree to appoint representatives to meet at least once per year to discuss practical solutions to enforcement issues which may be of interest to both parties, particularly in the area of public safety.
- (3) In the event that legal proceedings are commenced by either party to determine whether a provincial law or municipal bylaw is a law of general application which applies to the Land and may be enforced by the City on the Land, the parties agree that nothing in this Agreement shall be construed to diminish, derogate from or prejudice the constitutional, treaty or other rights of either party, nor affect their legal position in the matter.

Term of Agreement

23. (1) Kahkewistahaw and the City agree that the term of this Agreement shall be for the same duration as the Land remains reserve land as defined in section 5 hereof.
- (2) This Agreement shall commence upon the Land becoming a reserve.

Amendments

24. If, at any time during the continuance of this Agreement, the parties shall deem it necessary or expedient to make any alteration or addition to this Agreement, they may do so by means of a written agreement between them which shall be supplemental and form part of this Agreement.

Arbitration

25. (1) In the event of any dispute with regard to the interpretation or enforcement of this Agreement, the matter may, with the consent of both parties, be referred to binding arbitration. The arbitration shall be held in the City of Saskatoon, in the Province of Saskatchewan. The panel shall consist of one representative appointed by Kahkewistahaw, one representative appointed by the City and a Chair mutually agreed to by the two representatives. In the event that the two representatives cannot reach agreement on a Chair, the Chair shall be appointed by the Dean of Law, University of Saskatchewan.
- (2) The arbitration shall be conducted in accordance with *The Arbitration Act, 1992*, Ch. A-24.1, S.S. and the laws of the Province of Saskatchewan. Each party shall bear its own legal costs, the cost of its own representative and its proportionate share of the cost of the Chair and the proceedings. The arbitration panel's decision shall be final and binding and have the same force and effect as a final judgment in a court of competent jurisdiction. If either party fails to abide by the decision or award of the arbitrator, then the opposing party shall have the right to apply to the appropriate court or courts to obtain an order compelling the enforcement of the decision or award of the arbitrator.

Notices

26. Any notice given or required to be given under this Agreement shall be in writing and shall be deemed to have been given when mailed by registered mail, postage prepaid, to the other party at the address stated below or at the latest changed address given by the party to be notified as hereinafter specified:

Kahkewistahaw First Nation

P.O. Box 609
Broadview SK S0G 0K0

Attention: Chief and Council

The City of Saskatoon

222 Third Avenue North
Saskatoon SK S7K 0J5

Attention: City Clerk

Either party may, at any time, change its address for the above purpose by mailing, as aforesaid, a notice stating the change and setting forth a new address.

Council Authorizations

27. The Kahkewistahaw First Nation Council has approved this Agreement. It did so by a Band Council resolution passed at a meeting of the Council held September 24, 2019. A certificate of the resolution is attached to this Agreement as Schedule "A".
28. Saskatoon City Council has approved this Agreement. It did so at its meeting held on September 30, 2019. A copy of the City Council resolution is attached to this Agreement as Schedule "B".

Non-Performance

29. The failure on the part of either party to exercise or enforce any right conferred upon it under this Agreement shall not be deemed to be a waiver of any such right or operate to bar the exercise or enforcement thereof at any time or times thereafter.

Invalidity of Particular Provision

30. It is intended that all provisions of this Agreement shall be fully binding and effective between the parties, but in the event that any particular provision or provisions or a part of one is found to be void, voidable or unenforceable for any reason whatsoever, then the particular provision or provisions or part of the provision shall be deemed severed from the remainder of this Agreement and all other provisions shall remain in full force.

Reasonable Assurances

31. The parties hereto shall at all times and upon every reasonable request provide all further assurances and do such further things as are necessary for the purpose of giving full effect to the covenants and provisions contained in this Agreement.

Signed by Kahkewistahaw First Nation this _____ day of _____, 2019.

Kahkewistahaw First Nation

Witness

Chief

Witness

Councillor

Witness

Councillor

Witness

Councillor

Witness

Councillor

Signed by The City of Saskatoon this _____ day of _____, 2019.

The City of Saskatoon

Mayor

c/s

City Clerk

Schedule “A”

[Kahkewistahaw First Nation Band Council Resolution]

Schedule “B”

[Saskatoon City Council Resolution]

Schedule “C”

[Site Plan]

Schedule “D”

[Legal land description identifying the boundaries of the land owned by
Kahkewistahaw First Nation]