

West Industrial Area - 17th Street Extension Project Review

ISSUE

This report outlines the collaborative approach for the 17th Street Extension Project and how it will align with the West Industrial Local Area Plan (Local Plan Area). The report also outlines the consultation efforts to date for the 17th Street Extension Project and the anticipated engagement with area residents and the Riversdale Business Improvement District (BID) as part of the original scope of the project work, as well as consideration based on a potential expanded scope option.

BACKGROUND

Transportation Department

As part of the planning work completed in 2004 and 2005 to facilitate expansion of the Water Treatment Plant, it was determined closing portions of Avenue H and 11th Street West (11th Street) was required to enable the expansion. Subsequent planning and studies recommended installing or modifying transportation infrastructure to mitigate the potential shortcutting of traffic through the adjacent neighbourhoods resulting from the street closures. Since 2004 the Water Treatment Plant has expanded, road closures have been completed, and all but two recommendations to modify or install traffic infrastructure have been implemented or are in progress. The 17th Street Extension Project is one of the remaining projects and is expected to cost \$7 to \$10 million. As part of the Southwest Transportation Study that was presented to City Council in 2018, significant engagement occurred. In June 2015, a public meeting was held to discuss traffic concerns and identify potential solutions on 11th Street, specifically from Circle Drive South to Avenue H (Water Treatment Plant). A similar meeting with an expanded scope was held in October 2015 with focus and discussion around improvements on 11th Street from Circle Drive South to Avenue H, 17th Street from Avenue H to Avenue P, Avenue H from 11th Street to 17th Street, and the West Industrial Concept Plan.

The majority of concerns identified during the initial consultation included:

1. Traffic delays;
2. Shortcutting;
3. Speeding;
4. Pedestrian safety;
5. Type of intersection controls;
6. Lack of active transportation facilities;
7. Intersection safety;
8. Access management; and
9. A need for a connection from 17th Street to 11th Street.

Feedback from the public meetings was used to develop a draft set of recommendations which were presented to business owners along 11th Street and Avenue P on November 16, 2016, followed by a formal presentation to the area residents at a meeting held on November 22, 2016. Separate meetings were held with Suncor Energy and Cameco Corporation during the course of the study to gain their insights into the issues and to present the draft set of recommendations. A meeting and several discussions have also occurred with the property owner directly impacted by the potential extension of 17th Street (property is located in the northeast quadrant of the intersection of 11th Street and Avenue W).

At its [meeting](#) held on February 7, 2022, the Standing Policy Committee on Transportation received information on the 17th Street Extension Project and the proposed next steps, and resolved:

“That the Administration report back to the Standing Policy Committee on Transportation on funding requirements for the Transportation Department to collaborate with the Planning Department, in reviewing this project to ensure that future plans align with the West Industrial Local Area Plan and needs of residents and stakeholders in the area, including any funding requirements to engage with the West Industrial and Pleasant Hill residents and the Riversdale BID.”

The proposed next steps, prior to proceeding with detailed design of the 17th Street Extension, was to assess the impact to traffic of the infrastructure changes and engage the King George and Holiday Park neighbourhoods for their feedback on the impacts of the changes that have been implemented. The engineering assessment and neighbourhood engagement would be used to determine if the need and desire for the 17th Street Extension Project remain.

See West Industrial Area – 17th Street Extension Project – Timeline (see Appendix 1 for additional background details).

Planning and Development Department

The [West Industrial Local Area Plan](#) was adopted by City Council on July 19, 2004 and included recommendations related to addressing land use incompatibility, surface deficiencies, site servicing, transportation concerns and economic development opportunities.

As part of the 2022 and 2023 Budget Deliberations, City Council approved a capital project request from the Planning and Development Department to pursue an Industrial-Residential Interface Study (Interface Study) to examine issues related to land use conflicts in Saskatoon and identify opportunities to mitigate impact of industrial businesses on nearby residential areas. This study will include a review of the interface between residential and industrial within the West Industrial area.

CURRENT STATUS

West Industrial Local Area Plan

The Local Area Plan included 52 recommendations related to addressing land use incompatibility, surface deficiencies, site servicing, transportation concerns and economic development opportunities. To date, 37 of the 52 (71%) Local Area Plan recommendations have been completed. Of the 15 outstanding recommendations, 10 correspond with the work outlined in the Original Scope and the optional Expanded Scope outlined in this report. Appendix 2 provides an overview of Local Area Plan recommendations and how they could be addressed under the original scope of planned work for this project. It also provides an overview of additional work that could be undertaken if there was direction from Council to expand the scope of the work.

West Industrial Concept Plan

The West Industrial Concept Plan was a result of the implementation actions related to the Local Area Plan. The West Industrial Concept Plan was approved by City Council on May 20, 2008 and outlines a long-term redevelopment plan of the West Industrial area. The West Industrial Concept Plan identifies the locations of future roadways, including the 17th Street extension to 11th Street and Avenue W South, as well as developable lands which is intended to guide future development and infrastructure investment in the area. It also serves to increase the level of confidence in the area's future and encourage additional private investment in this area as improvements are made to the City's overall transportation network, with historic heavy industrial land uses transitioning out of the area.

Industrial-Residential Interface Study

Historic industrial land uses in the West Industrial area have led to nuisance conditions for residents in surrounding residential neighbourhoods. The comprehensive Interface Study will include significant community engagement and will assist in identifying strategies to mitigate existing nuisance conditions in all areas of Saskatoon where heavy industrial-residential interfaces exist, including the West Industrial area.

The Interface Study will be completed in a phased approach (see Appendix 3 for Project Phasing). Administration is currently working through Phase One: Baseline and Existing Conditions, and anticipate engagement with heavy industrial landowners and residents within the interface areas will begin in Fall 2022.

The scope of work for the Interface Study will not directly focus on transportation and circulation issues in the West Industrial area. However, residents and stakeholders in this interface area, including West Industrial, Pleasant Hill, King George and Meadowgreen will be invited to engagement sessions to discuss nuisance conditions they are experiencing in the area due to heavy industrial uses in proximity. Riversdale BID is a key stakeholder as some of these lands fall within its boundaries. The BID will be informed when communications and engagement are set to begin on the project and will be kept up to date as the project unfolds.

Traffic Volume Data

Traffic volumes were collected at key locations in the area in the spring of 2022. These traffic volumes were compared to historical traffic counts. The AM and PM peak hour counts for this 2022 data and historical 2016 data, as well as the percentage difference for each peak hour, are presented (see Appendix 4).

A review of the information yields the following in consideration of the changes that have been made to the transportation network over the past several years:

1. Traffic volumes have been reduced on 11th Street in the residential area between the King George and Holiday Park neighbourhoods.
2. Traffic volumes have been reduced on Avenue H in the King George neighbourhood.
3. Traffic has been re-routed, as anticipated, to 17th Street between Avenue P and Avenue H.
4. Traffic on 12th Street has increased significantly.

17th Street Extension Project - Community Engagement

Engagement efforts that have occurred related to the 17th Street Extension Project are outlined in Appendix 1. As there has been extensive engagement with community over the term of the project, proposed next steps will be to assess the impact to traffic of the infrastructure changes and engage the King George and Holiday Park neighbourhoods for their feedback on the impacts of the changes that have been implemented. This engagement would occur prior to proceeding with detailed design of the 17th Street extension.

DISCUSSION/ANALYSIS

The 17th Street Extension Project will be aligned with the Local Area Plan recommendations and needs of residents and stakeholders in the surrounding area, including the Riversdale BID. Administration has identified two general approaches to proceed with the 17th Street Extension Project: the original project scope, which is funded and approved, and the potential expanded scope option, which would require additional funding and time. Unless directed otherwise Administration is proceeding with the original project scope. The optional expanded scope could be subsequently revisited following completion of the Interface Study.

Original Project Scope

The original project scope will involve Neighbourhood Planning and Transportation working together to:

1. Assess traffic data collected to understand if implemented improvements have addressed traffic issues, shortcutting in the area and will engage the King George and Holiday Park neighbourhoods for their feedback on the impacts of the changes to determine if the need and desire for the 17th Street Extension Project remains;
2. Identify suitable strategies for addressing various outstanding Local Area Plan recommendations related to traffic, parking and circulation based on the direction of the 17th Street Extension Project, and

3. Explore options for improvements to Avenue P South to mitigate nuisance issues, such as dust, noise and heavy truck traffic, as part of the scope of work for the Interface Study.

Optional Expanded Scope of Work

1. This expanded scope of work would involve Neighbourhood Planning working with Transportation and other internal Departments to update the 2008 West Industrial Concept Plan. This work would include, but not be limited to:
 - a) undertaking a servicing capacity assessment,
 - b) confirmation of the existing and proposed transportation network,
 - c) developing a strategy to transition heavy industrial land uses and options for land use changes and/or outline of future phasing and a high-level financing strategy for the West Industrial area; and
 - d) engagement with area residents and stakeholders, as well as business and landowners in the area to better understand existing land uses and future vision for the area (an engagement and communications plan will be prepared).
2. Assist in addressing various outstanding West Industrial Local Area Plan recommendations related to traffic, parking and circulation.

Based on existing work plans, the optional expanded scope of work could occur following completion of the Interface Study, anticipated in late 2023. Due to the scope of this additional work, including expanded engagement efforts involved in pursuing this option, a future capital budget request would be necessary. Administration estimates the time and funding required to do a concept plan amendment and additional engagement would cost approximately \$200,000 and take 12 to 18 months to complete. If directed by City Council to undertake this expanded scope of work, more detailed cost estimating would be undertaken and provided during a future capital budget request. If City Council directs this additional scope of work to occur prior to undertaking detailed design work for the 17th Street Extension Project, it would delay the construction start by up to three years and the cost to complete the project may increase.

FINANCIAL IMPLICATIONS

Existing operating funding and capital funding for the Interface Study is sufficient for community engagement costs related to pursuing the Original Scope of work for the study. Depending on the recommendations resulting from the Interface Study, implementation funding may be required and would be presented to City Council in Phase Four. The optional Expanded Scope of work would require additional capital budget funding of approximately \$200,000 to be allocated prior to the beginning of community engagement.

OTHER IMPLICATIONS

There are no privacy, policy, or environmental implications.

NEXT STEPS

Unless City Council provides Administration with other direction, Neighbourhood Planning will continue preparing to engage business owners and residents for the Interface Study, with meetings expected to begin later in 2022.

Neighbourhood Planning will meet with Transportation to discuss the findings of area traffic data collection to determine the impact previous roadway improvements have had on traffic issues in the area.

Transportation will review the engineering assessment and engage with King George and Holiday Park residents and stakeholders to determine if the need and desire for the 17th Street Extension Project remains. If the need and desire for the extension of 17th Street is identified, Transportation will move forward with detailed design work and tendering of the project. It is anticipated the construction tender could be released in late 2022 to early 2023.

APPENDICES

1. West Industrial Area – 17th Street Extension Project – Timeline
2. 17th Street Extension Project – West Industrial LAP Recommendation Impact Summary
3. Industrial - Residential Interface Study – Project Phasing
4. Traffic Volume Data

REPORT APPROVAL

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