

Broadway and 8th Street Project – Documentation to be attached to the presentation to City Council
by G. Thorinson

Conclusions of the following Critique of the Proposed Project at Broadway and 8th Street

1. The proposed development does not conform to the BRT, Corridor or Broadway 360 Guidelines. It does not meet the requirement of maintaining a healthy liveable neighbourhood. A 3 to 4 building with primarily office and retail suitable for the neighbourhood (B1) is recommended.
2. Corridor Growth Plan, "Building heights are six storeys on average around BRT stations and three to four storeys along the corridors." This building is equivalent to 2 BRT stations at 6 stories and should only be 3 to 4 floors as allowable for a Corridor Mixed Use. The building design is in conflict with the BRT and Corridor Planning Guidelines.
3. The developer has negotiated a high density project in a residential neighbourhood. We have 2 Corridor Stations that are being built together in an area without a BRT station or even within the range to get the former BRT Mixed designation. 4 Stories would be the suggested height tapering to townhouses and no commercial.
4. An incorrect land use designation, Corridor Main was used to justify a high density, highly commercial project at a key location that interfaces with residential. As stated in this document the project fits the Corridor Mixed Use designation – not in a current commercial zone or in the historic Broadway region.
5. No setbacks exist as would be required in the Corridor Growth Plan and would be advisable for an aesthetic design and one that has low impact on nearby properties.
6. The project will create traffic, safety and parking problems, both within the development and in the neighbourhood. Surprisingly there are no traffic studies as would be required for a major development. All three of the entrances/exits are restricted but two of them dangerously so for cyclists and pedestrians.
7. Suggestions have been made to alleviate traffic congestion throughout the area. Wider entrances, a 4 story structure, well defined commercial and an exit to Broadway at the midpoint of the development would improve the safety and accessibility and avoid stress on the neighbourhood.

Our Planning Guidelines and Tools – Corridor Planning, BRT Guidelines and Broadway 360

- By looking at the BRT guidelines, the Corridor Planning and Broadway 360 we get an idea of what an ideal, conforming property looks like. As we look at these guidelines it is amazing how far this design strays from all the guidelines in letter and spirit.

I. Corridor Planning

From the Corridor Planning Document,

Building heights are six storeys on average around BRT stations and three to four storeys along the corridors.

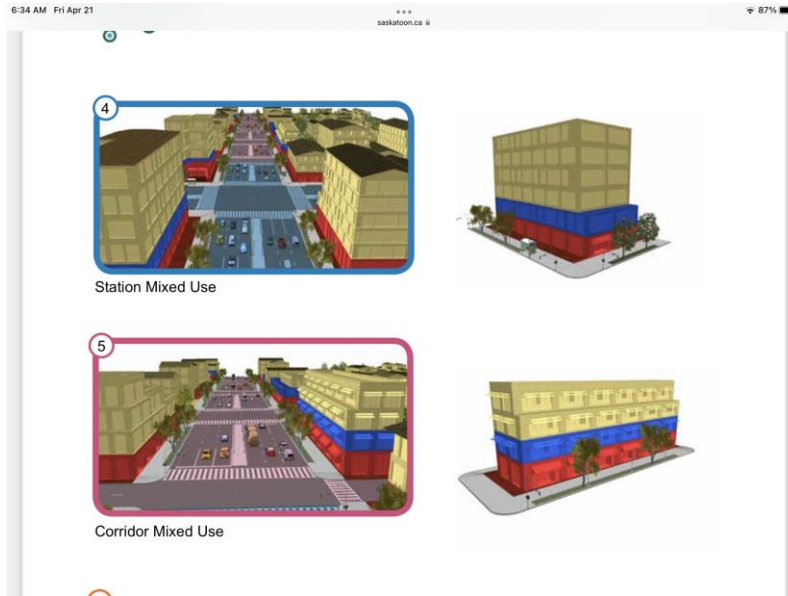
This is not around a BRT station, not the required distance to a station for BRT Mixed Use and therefore we would expect the height and number of stories to conform to four story construction.

If we look at the Corridor Growth guidelines we see that this building fails several items,

“Create a gradual transition in building height to existing single-family neighbourhoods. This can be achieved through building step backs and maximum building planes from the rear property lines.

- Where lot dimensions allow, smaller scale residential buildings in the form of townhouses or other compatible building forms are encouraged as a way to activate and enhance the lane.
- Long, horizontally-oriented monotonous exterior walls are to be avoided. In cases where the scale and massing of a building is unavoidable, mitigate their effect by breaking down large masses by varying façade heights and rooflines or other architectural elements.”

Corridor Mixed Use vs Station Mixed Use



Note the similarity of the proposed development to 4. Station Mixed Use and the 3 to 4 stories of Corridor Mixed Use is 3 to 4 stories as is what we would expect for this project. This project has been designed as a Station, both via the BRT and the Corridor Guidelines. Wrong location for this project.

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community uses. These lands are located on the BRT network corridors, within 50 metres of the centre of an intersection where a BRT station is located as illustrated on the Bus Rapid Transit Routing and Transit Village Location Map

| | |
|-----------------------------|--|
| Corridor Mixed Use | Land designated as "Corridor Mixed Use" has the potential for medium density, two to four storey mixed use developments that are pedestrian-oriented and incorporate transit-oriented development principles. These lands are located on the BRT network corridors between station locations, or on other major transportation corridors in proximity to the BRT network. |
| Corridor Main Street | Land designated as "Corridor Main Street" has the potential for medium density mixed use developments that are pedestrian-oriented and incorporate transit-oriented development principles. These areas are typically existing commercial streets located on the BRT and regular transit network. Corridor Main Street areas are intended to enhance the existing character, function, and built form in historic or significant commercial districts located within the Corridor Growth Area. |
| Corridor Residential | Land designated as "Corridor Residential" has the potential for ground-oriented, low to medium density residential development. These areas are located near to the BRT network corridors and are intended to provide a transition of densities from Station Mixed Use, Corridor Mixed Use and/or Corridor Main Street lands into the surrounding neighbourhoods. |

Projects

As can be seen above the area of 8th and Broadway would be Corridor Mixed Use. Corridor Main refers to Existing commercial or historical, meaning Broadway North of 8th St. E. This key gateway is not a commercial district and not historical as described in all previous documents. The OCP change applied for is not conforming to the potential uses as per the Corridor Plan.

II. BRT Guidelines

BRT Station – 6 stories with commercial, must be at the actual BRT station

BRT Mixed Use – within immediate area of the station, 4 story maximum and commercial

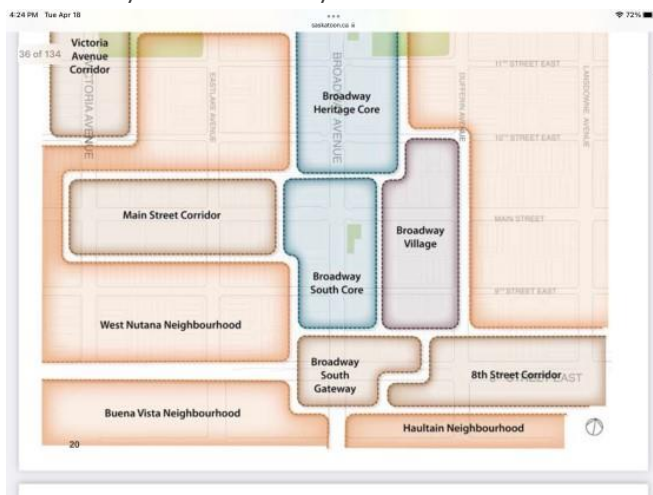
BRT Residential – 3 or 4 story, no commercial, must taper to townhouses

The only suitable classification here is BRT Residential, the subject proposal does not conform to the potential BRT uses and size for this area.

III. Broadway 360 Guidelines Specific to this Exact Site

- Broadway 360 is a study that was commissioned by the City to create a template of how we would develop and protect the main heritage area of the City, Broadway. It included a great number of participants and there was participation from the City, an outside urban planner and the business community. Although the Broadway area was described as North of 8th Street East, it also gives us a glimpse of the entry way to the area, which was to enhance and reinforce the image of the area. This document is the best guideline for development in the area that we call Broadway and surrounding. It is not binding to the builder but gives a good backdrop of what this project should look like.
- The five pillars of this study are *Towards a Sustainable Nutana and Saskatoon, Healthy Neighbourhoods = Healthy Broadway, Leveraging Distinct Character, Well Mannered and High Quality Buildings, Pedestrians First*. This presentation looks at where this project is in regards to meeting these five principles.
- In this plan the corner in question is part of the Broadway South Gateway.

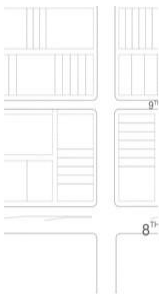
Broadway South Gateway



- For lands south of 8th Street E., commercial uses should be restricted to professional offices and other complimentary uses to adjacent residential areas. Retail uses that generate significant noise or traffic should be discouraged. **Please note the current proposal of B5B does not conform to this, among dozens and dozens of uses are bars and restaurants, cannabis shops etc (see the title page for 1 of 3 pages of accepted uses).** We would expect that the developer would

specify very clearly the uses given the recommendations of 360 and the spirit of the Corridor Plan, and that would certainly not be B5B, which is a specific zoning for a specific area, Broadway Historic. A clear identification of commercial is also key to assessing future parking and traffic problems. We are left with 17,000 sq ft of development, large enough for a Toys R Us and an Earl's restaurant with a near unlimited zoning being asked for. Size of commercial and nearby residential are not compatible and Planning has indicated the results are unpredictable.

- *To reinforce a consistent and well-defined street edge of a pedestrian scale, the Base Building should be a minimum of 7.5 metres (2-storeys) and maximum of 12.5 metres (3-storeys) in height. Unlike the buildings at Main and Broadway and the Luxe, this proposal does not have the traditional base. As this is a key infill site we also see that the building does not have the architectural features that we would expect.*



An example of a key corner site treatment for a building

We would expect the building to look like this, with step downs to the neighbourhood.

Photos of Recent builds with Set Backs

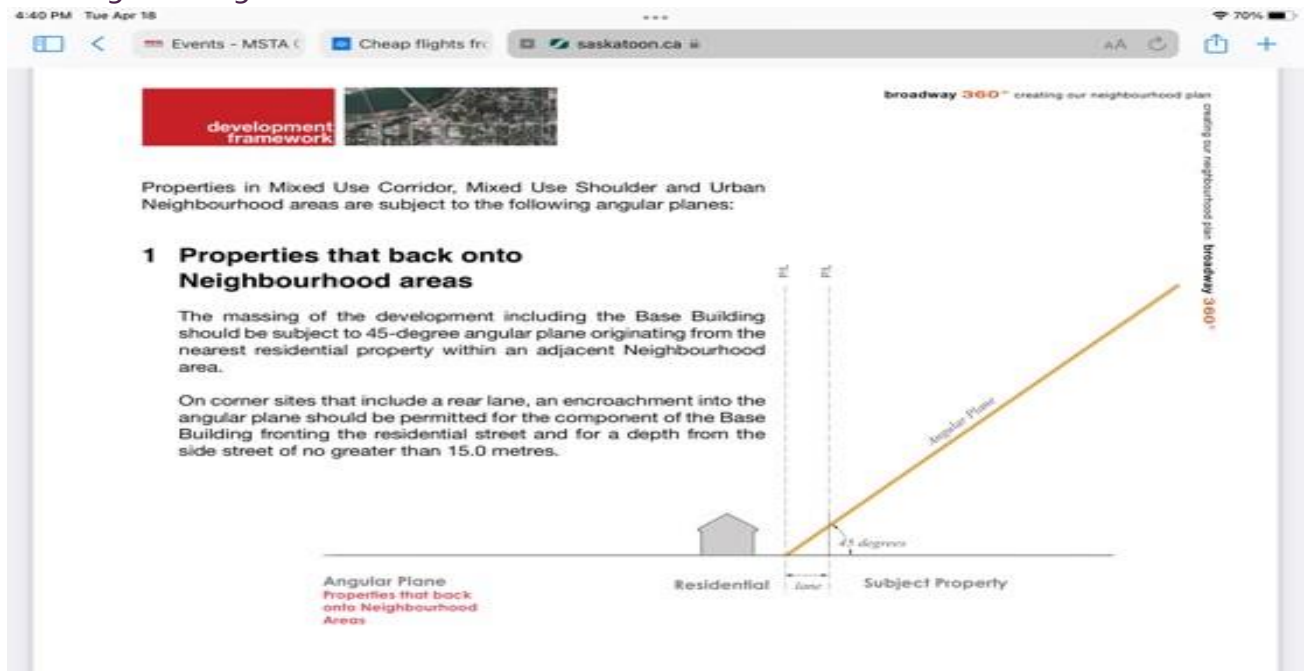


Three recent buildings in the Broadway area can be seen below, keep in mind that these are north of 8th Street and therefore would have higher height allowances, but all have the 2 or 3 stories and then a setback to maintain the Broadway feel and reduce impact on surrounding properties.

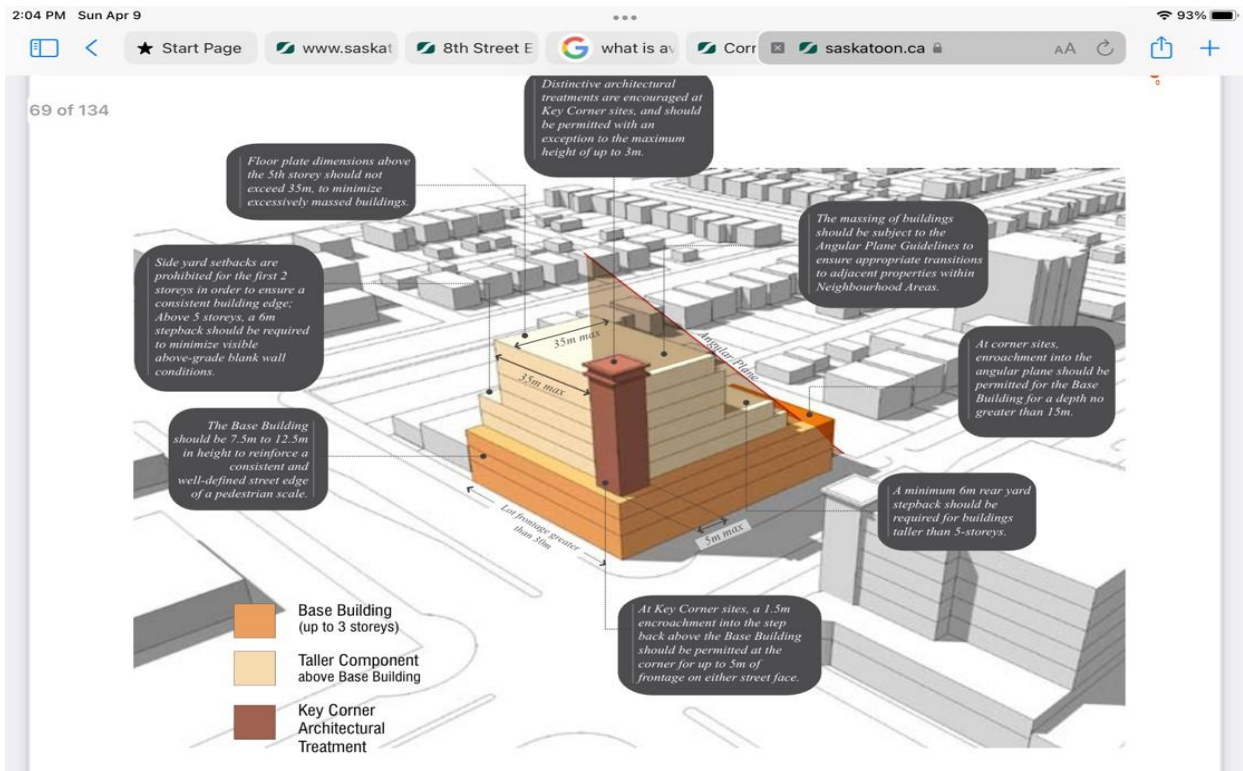
- The proposed development is more of a monolithic urban apartment complex not compatible with a Gateway site to the Broadway area and would not be in the spirit or letter of the Corridor Plan guidelines.
- Landscaping is also very minimalistic and numerous large trees have been destroyed instead of moved to the edges to provide shade and separation.
- The rear landscaping primarily consists of a thin strip of some small bushes and reeds at the back. The majority of the flora facing the residential neighbourhood consists of shrub like plants including Turkestan Burning, Borealis Haskap and Snowberry, none of these plants

provide any relief to the neighbourhood even when mature. There are two Raising American Hornbeams, which could be classified as a tree but not one giving much separation to the nearby areas in number or size. Hornbeams grow extremely slowly, 12" per year, relatively thin in width and if pruned become a shrub, so not what you would call as a separation tree. **There must be room made for a tree separation at the rear using suitable trees, similar to the elm and maple trees that were removed from this site in 2022 and are the common trees in the neighbourhood.**

Massing and Angular Plane Guidelines



- To avoid encroachment the guidelines suggest a 45 degree angle from the top of the building to the end of the lane behind. Using this formula and the distance proposed – **we get a 2 story building at the northwest corner and a 2 story building at the southwest corner. The proposal is far too large in all aspects but at these critical points there will be far too much shading and also there will be an accident prone turn at both points. As you can see in the photo there is a tight turn at both locations, both of these points will be high risk for automobile accidents with pedestrians, cyclists and passing motor vehicles.**
- Using the 45 degree angle the building is non conforming in over half of the footprint. While a slight deviation might be allowed at a key site like this one, 4 floors over good guidelines would be out of the question.



Angular Plane Guidelines: Note the key architectural treatment request (not present) and tapering that would be required at this site. As can be seen from the developers plans he is making a monolith, creating an unsightly, non conforming building. These guidelines were apparently ignored to maximize the profit for the builder.



The above photo of 528 8th Street East is taken at approx. 6 meters from the edge of the future development. You can see that there will be near complete shading with a 25 m high (6 story) building. Noise pollution of passing traffic and trucks unable to move due to congestion will reduce the quality of use of this and other nearby buildings. People living or working in the new development will look right into the windows of this property and those behind it. **Building height must be reduced to 2 stories at this point and the alley needs to be widened to give proper visibility and reduce the impact. Under some guidelines a separation of 18m from nearby residential for the building would be recommended, 3 x the current distance.** The larger lane would lead to greater visibility reducing the chance for an accident. Traffic behind the proposed development will be moving in 3 different axes (with 2 90 degree angles) and with traffic moving in both directions, this is planning for congestion that will spill out into the entire area.

Lack of Visibility

High Accident Zone
Too Close to R2 Property

BROADWAY

2 Stories Maximum

Neighbouring Property R2 Zoning

Tapered from 2 stories.

ENTRY/EXIT POINT NEEDED

LANE SHOULD BE STRAIGHT THROUGH (PREVENTING CONGESTION)

CONGESTION

Lack of Visibility to Traffic

TAPER

Tapered from 2 stories

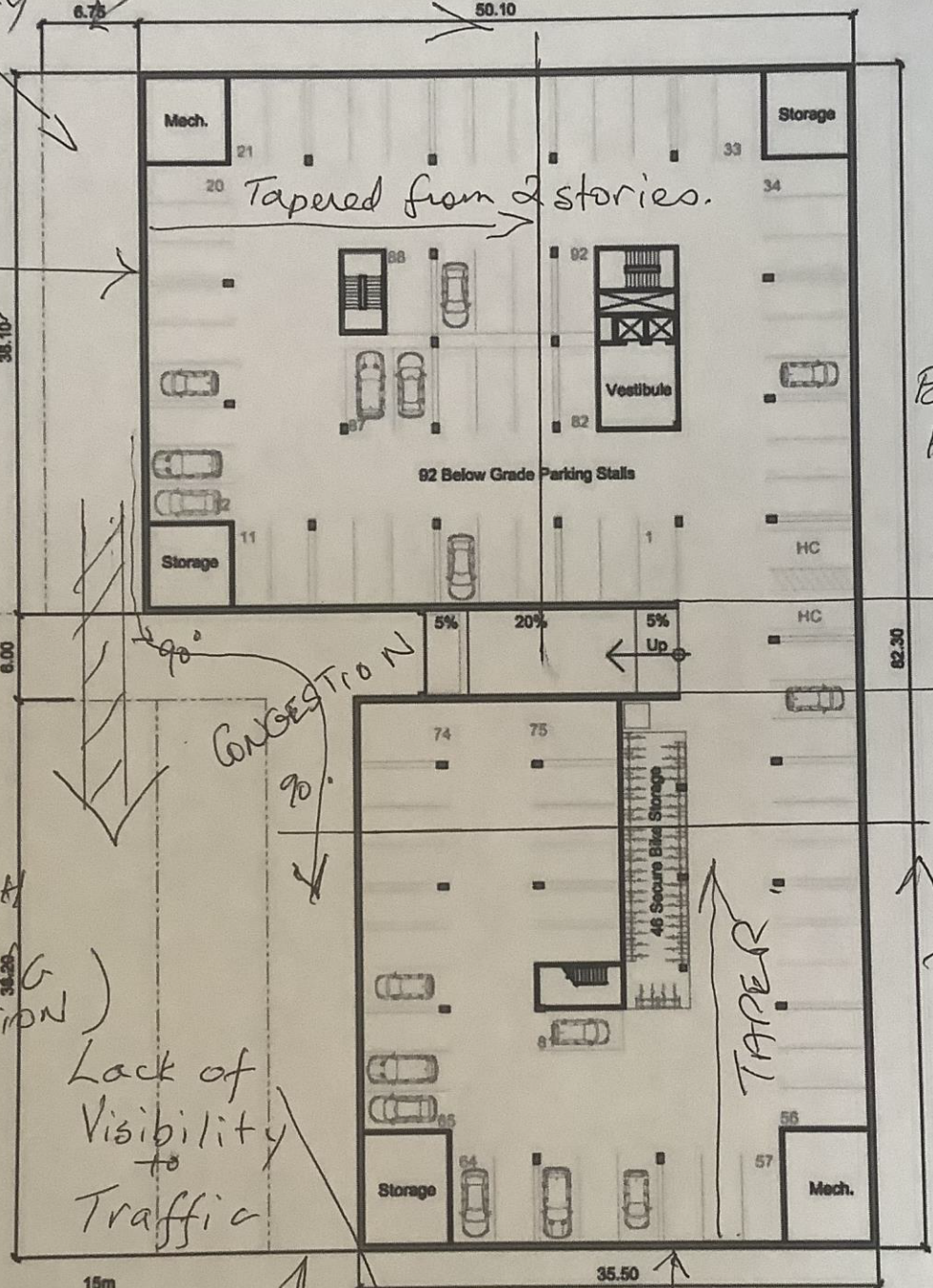
1m 5m 15m

OXBOW

High Accident Zone

2 Stories Maximum

Underground Parking Clear Area 345sqm

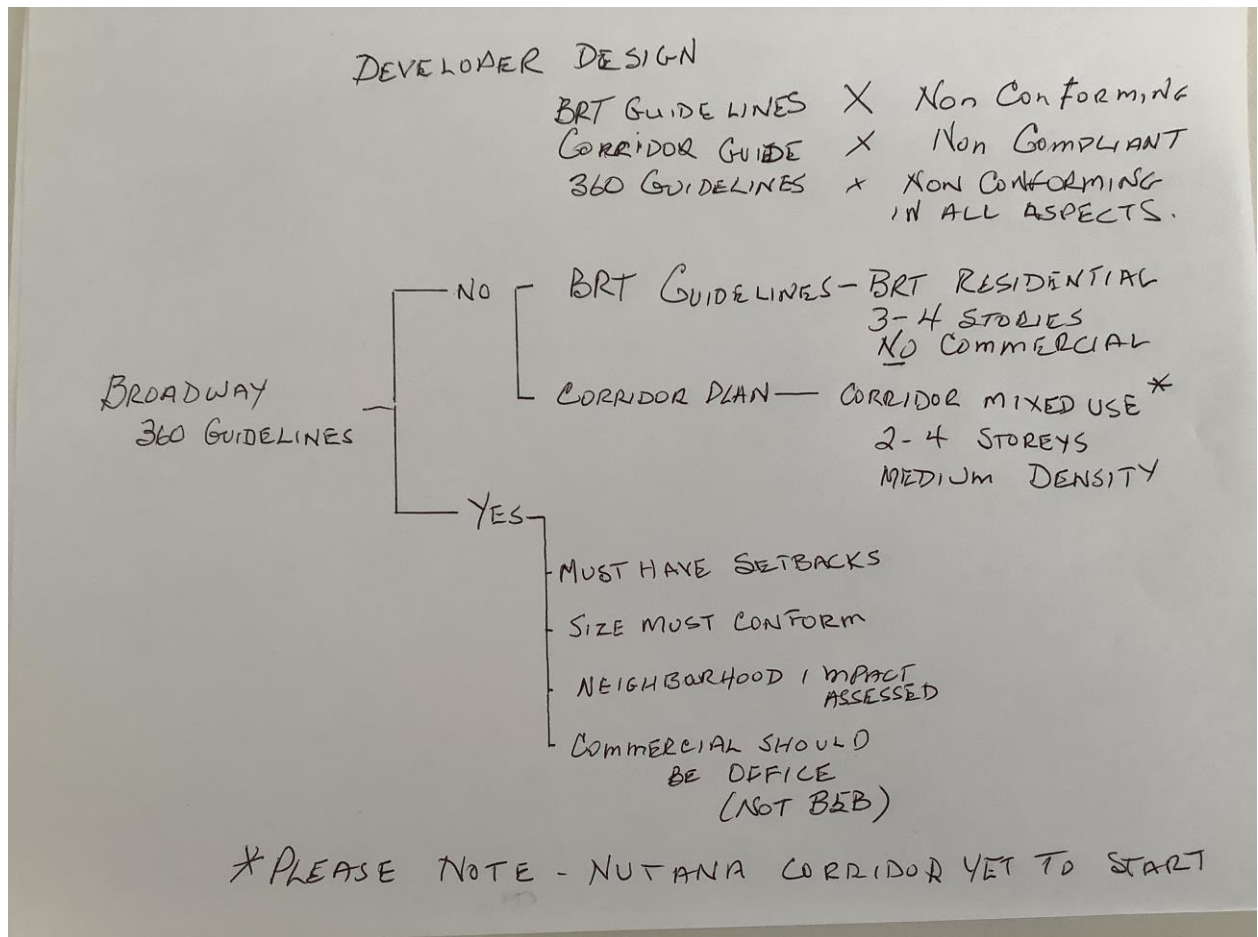


7th St. E and 8th St. E 500 Bk Public Lane and Removal of the North South Public Lane at the Intersection

- Lack of a through North South public lane makes the site highly restricted if not impossible for certain vehicles to pass through with ease. **Recommendation – in future revisions the public lane must be just moved so we have a straight through public lane from 7th St. E to 8th St. E. This will avoid congestion and take out the 90 degree angles that are currently there. Traffic congestion and accidents are guaranteed if we leave the back design as shown.**
- The alley way will be heavily impacted as will 7th St. E in the 500 block. There could be conflict with the proposed projects at Eastlake. Two towers with 17,000 sf will generate activity that may cause unsafe conditions and certainly will reduce the use of the properties on the lane. As this public lane goes for an entire block we will have vehicles massing in the project side and at Eastlake as the motorists wait, as only one car can be moving in either direction.

Planning Summary

Please see the flow chart below, as can be seen the **property development only makes sense if we abandon the Corridor Plan, the BRT planning and the Broadway 360 guidelines. When asked about the enormous size of the project and open commercial space the developer indicated that he negotiated the project, at no time did he refer to the guidelines that might be applied, preferring to state he needed this for the project to be economic.** While the economics of a project is important, it does not replace standard planning guidelines. We need to first assure that we plan with the objective of healthy, safe, livable neighbourhoods. If we accept this project we are allowing unlimited development now in residential neighbourhoods and planning as developers wish to maximize profit.



wrong Corridor Zone that leads to the misapplication of the size and use. It is however the most economical for the builder in that he can build a much bigger building and not define the commercial as should be required.

The photo below, 910 Broadway Avenue could be the actual BRT Station, 6 stories plus with B5B zoning, it is located more than 50 meters to the proposed development on 8th and Broadway and requires no rezoning. This is where this development, with some changes could be built. The property



shown here, is for sale as of the date of forming this presentation. That a building the size of a Corridor Station or BRT Station is being built at 8th and Broadway does not fit the categories and guidelines set out. Changing a residential district to B5B makes no sense when we have at least 10 years of development in the actual Broadway Commercial District. B5B is specific to the Broadway Commercial District and would have applicability here only if we are making the area south of 8th part of this area.

Traffic and Parking Studies

- It was stated at the outset by Planning that because this is a very high traffic corner they wanted access to the public lane. We need go no farther than this statement to request a traffic and parking study and to make a better determination of the commercial content of the unit.
- Please see the single lane public lane here below, it is not a street. The alley is currently used often by pedestrians and cyclists, and the low traffic makes this suitable for everyone. On the other hand 7th St. has not enough room for a vehicle and cyclist on the road at the same time. A

cyclist was nearly struck on 7th Street east the first week of April this year, this is already a high risk area for cyclists.

- You cannot complete a traffic or parking study without predetermining the commercial. The builder has rejected any restriction on commercial and has stated he hopes there is an urban grocer (as did the builder of Main and Broadway, still vacant one year later), even though he is asking for something very different, which is to have wide open commercial uses.



Single Lane Public Lane 500 bk 7th and 8th Street East.
East



Single lane 500 Bk of 7th Street

- Keep in mind that the closing of the alley to 8th Street East takes away a lane currently used for pedestrians and cyclists and creates an area where drivers and pedestrians/cyclists will need to stop to avoid a collision with vehicles entering or leaving the rear of the project.
- There are several upcoming development proposals on Eastlake 1 block west down this lane. This will create traffic congestion at Eastlake as these projects come on line. As only one vehicle can exit or enter in one direction we have congestion at both ends. **The current proposal needs to be reworked to avoid main dependence on the two single lanes, this can be accomplished in several manners – widen access ways, access directly to the midpoint of Broadway, a smaller building size etc.** The project must not overburden the surrounding area, there must be adequate access and exit to 8th St. E and Broadway.
- The City has stated that a Traffic Study is not necessary and they do not expect parking problems because people will take the bus. A US Urban Planner who has studied public lanes and how they should be treated has stated that you cannot make a judgment without a proper study of the traffic. The building deviates strongly from accepted guidelines and is expected to have a huge impact on parking and traffic. A traffic study will emphasize the need to reduce the

size of the project and to give at least one more access (Broadway) and to widen the exit and entrance at 7th St. E and 8th St. E to avoid congestion and the possibility of a high accident zone.

- This is an unsafe proposal that will create mayhem in the neighbourhood due to the size, use and access.



Note the look of the Broadway area, the lower level should incorporate these elements with 7.5m to 12.5m fronts. Commercial uses and a more specific designation than B5B need to be put forward with future proposals.

- Under Broadway 360 the commercial should be local not national and the details of the first two floors should conform to the Broadway look. The Broadway look comes from the width of the units, favouring small retail units conducive to the type of businesses. For this property there would be the further requirement that the commercial fits and serves the immediate residential area. **The current project does not comply with this, it is B5B, effectively making this part**

of the Nutana Corridor a new commercial/entertainment district. That is something that should be discussed in the Nutana Corridor Planning, which is upcoming and not the prerogative of the builder to decide. I will propose the use of the Broadway 360 guidelines in my presentation to the upcoming Nutana Corridor meetings. So, they are building a controversial project and prior to the planning process. The building in no way looks or feels like Broadway, nor does it respect the neighborhood and standard guidelines.

Summary and Conclusions

- The zoning, the size of the structure, the classification of the structure and the architectural details are all chosen on an economic basis with no regard to the guidelines that exist for the Corridor Growth Plan. The developer chose not to wait for the detailed Nutana Corridor plan which has not started.
- High density project on a medium density (2 to 4 stories) location that is in a residential area.
- The project could have an exit/entrance at Broadway (lower traffic than 8th St. E) and this makes for less impact on the neighbourhood and will avoid problems in the future with new projects that could be located at Eastlake.
- Commercial aspects if they apply must meet the criteria set out and be predetermined, prior to Council approval, along with the appropriate traffic and parking study. It would be recommended that they await the Nutana Corridor planning so that we don't build a project that will not stress infrastructure prior to knowing what possible projects will follow.
- I am recommending that Council reject this proposed development as it exists. The residents favor a project at this site, 3 stories high and following the existing guidelines of the Corridor Plan.

Appendix

Proposed Development - <https://www.saskatoon.ca/engage/8th-street-east-broadway-avenue>

B5B Zoning Uses - <https://www.saskatoon.ca/sites/default/files/documents/city-clerk/bylaws/8770.pdf>

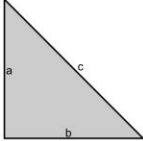
Corridor Planning Categories - <https://www.saskatoon.ca/business-development/planning/growth-plans/plan-growth/corridor-planning>

Calculating the Angular Plane – www.calculator.net Solves for angles and distances. Below is a calculation for the setback of the 6 story part of the project that faces the northwest and southeast corners. With a 25 m height we get the 25m setback (b) using a 45 degree angle.

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Result

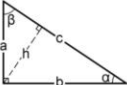
Given $a=25$ and $\angle\alpha=45^\circ$,
 $b = 25$
 $c = 35.35534 = 25\sqrt{2}$
 $\angle\beta = 45^\circ = 0.7854 \text{ rad} = \pi/4$
 $h = 17.67767 = 25\sqrt{2}/2$
 $\text{area} = 312.5$
 $\text{perimeter} = 85.35534$
 $\text{inradius} = 7.32233$
 $\text{circumradius} = 17.67767 = 25\sqrt{2}/2$



[+ Show Calculation Steps](#)

$a = 25$ $\angle\alpha = 45$ degree
 $b =$ $\angle\beta =$ degree
 $c =$ $h =$
 $A =$ area
 $P =$ perimeter

Calculate Clear



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