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**Preston Crossing  
Canadian Tire – DCD3 Text  
Amendment and Concept  
Plan Amendment  
Background Report**

November 2, 2023

Revised: February 29, 2024

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Submitted to: City of Saskatoon

Prepared by McElhanney

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Our file: 2531-69402-00



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## Introduction

To meet increased consumer demand and provide retail variety to Saskatoon residents, Canadian Tire wishes to expand its store at 1731 Preston Ave. N. Located in the Preston Crossing Shopping Centre, the property is currently zoned Direct Control District 3 (DCD3) and is part of a Regional Commercial Area. The University of Saskatchewan owns the land and leases a portion of it to Canadian Tire. The property manager is Harvard Development. The Preston Crossing Shopping Centre consists of several retail and service businesses, including Sobeys, Burger King, and a Co-op Gas Bar, among others. Canadian Tire has hired McElhanney to act on their behalf.

McElhanney would like to make application to amend sections of Zoning Bylaw (ZB) No. 8770 as they relate to development regulations in the DCD3 district. This application also includes a proposed amendment to the Concept Plan for the DCD3 district. These amendments will provide development flexibility for further development and alterations in the DCD3 district, that extend beyond the benefit of Canadian Tire to other businesses in the district. The amendments comply with the policies of Saskatoon's Official Community Plan (OCP) No. 9856.

To support these amendments, McElhanney has conducted extensive research and best practice study to show how and why these amendments should be adopted. This research is included in this report and will justify to city staff the benefits of these amendments. Research includes a mobility study, a pedestrian activities and amenity analysis, and an evaluation of current and proposed site conditions.

Proposed changes to the DCD3 District include:

- Adding text to allow for a 'garden centre sales area' accessory structure (an enclosed commercial selling area) that is not required to be located adjacent to the permitted use, and a definition of a permanent accessory sales building to clarify that such a building is only accessory to the permitted use; and
- Removing minimum parking requirements as per the City's current Housing Accelerator Fund amendments. (NOTE: Should Council approve the removal of minimum parking requirements, it will replace McElhanney's proposed recommendation of a minimum of 1 stall per 30m<sup>2</sup> of GFA – See 1.1.4).

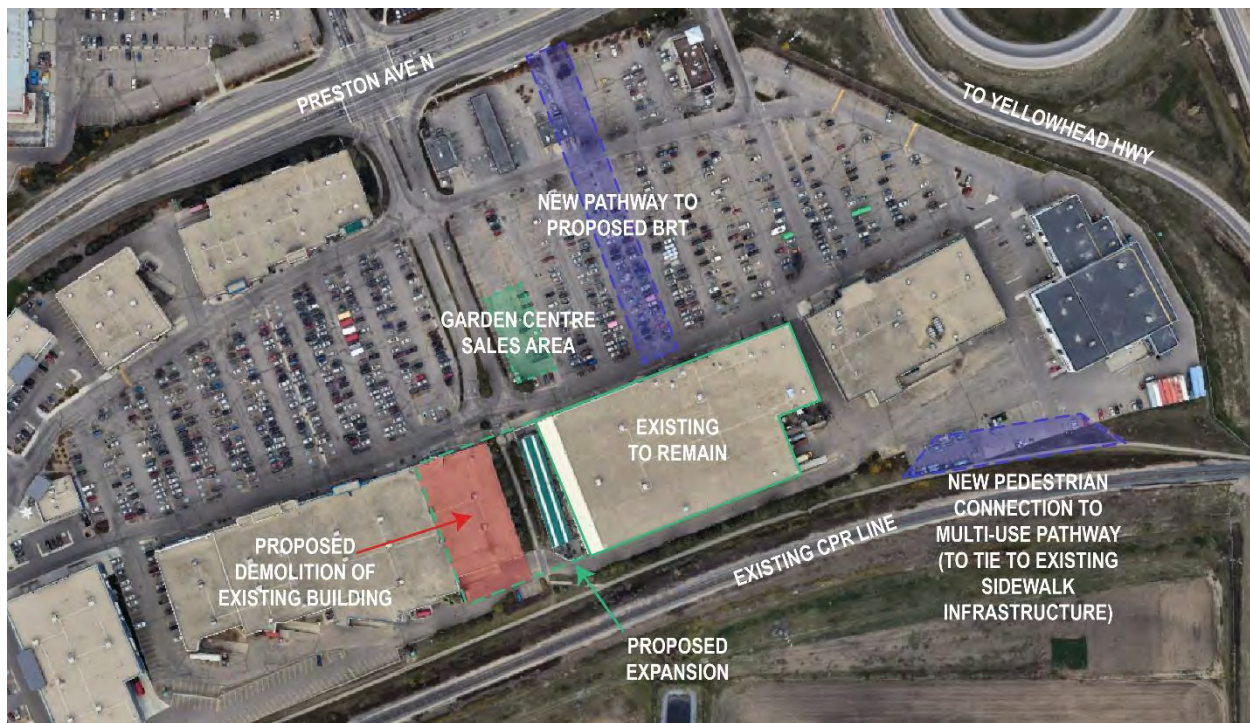
Once adopted, these changes will make Preston Crossing Shopping Centre a better place to visit, shop, and explore for Saskatoon and area residents. In addition to supporting Canadian Tire's development plans as it continues to be an important economic partner and employer in the area, these amendments will allow for additional development throughout the DCD3 district.

## Parking Regulation

To understand how DCD3 parking requirements shape urban space and the benefits that amending current parking rates will have for the area, McElhanney reviewed parking-related policies and regulations within Saskatoon and other similarly sized municipalities.

The DCD3 district (Section 13.3.8.iii) currently requires 1 parking/loading space for every 20 m<sup>2</sup> of gross floor area (GFA). The Gross Floor Area (GFA) for the entire retail site, both north and south of Preston Ave is 77,412m<sup>2</sup> a minimum requirement of 3881 parking stalls. If approved, Canadian Tire's expansion would increase the overall GFA to 79,591 m<sup>2</sup>. This would increase the parking stall requirement to 3980 stalls, for an overall increase of 99 stalls. Figure 1 – Proposed Site Development provides an overview of the Proposed expansion of the existing Canadian Tire store.

### 1.1.1. Figure 1 – Proposed Site Development



In addition to the store expansion, Canadian Tire is also proposing to construct a 'garden centre sales area.' (as shown in Figure 1). This building would display seasonal goods and provide shoppers access to a greater variety of goods. The garden centre sales area along with the enhanced landscape to support transit connectivity, will reduce the existing parking supply by 48 stalls. Overall, 3833 stalls will be available to customers, with a total reduction of 1.2%.

Due to current DCD3 parking requirements, the proposed Canadian Tire expansion and garden centre sales area cannot be constructed as-is. As such, current parking requirements limit economic investment in the Preston Crossing Shopping Centre and restrict residents' access to goods. McElhanney is thus recommending that parking restrictions in the DCD3 district be amended to provide 1 stall per 30 m<sup>2</sup> of GFA unless Council approves the removal of minimum parking requirements, which would replace that proposed standard. A change to 1 stall per 30m<sup>2</sup> of GFA would modify the overall parking supply



requirement to 2653 stalls. It is important to note, that while this alteration to the parking standard would allow Canadian Tire to expand its retail store in the immediate future, the revised parking standard would apply to the DCD3 District in its entirety.

To understand how parking minimums are set across Saskatchewan and neighbouring provinces and how Saskatoon's regulations compare, McElhanney conducted a parking comparison review. This review compared parking requirements for several similarly sized municipalities. The table below shows the differences in parking requirements per m<sup>2</sup> of GFA for similarly zoned districts:

1.1.2. Table 1 – Parking Comparison

Municipality	Regina	Red Deer	Moose Jaw	Swift Current	Saskatoon
<b>Population</b>	226,404	100,844	34,872	16,304	226,141
<b>Zoning</b>	Mixed Large Market	Commercial	Vehicle-Oriented Commercial	Highway Commercial	DCD3/Regional Commercial Area
<b>Parking Stalls for GFA</b>	1 per 150m <sup>2</sup> (excluding first 150m <sup>2</sup> )	1 per 20m <sup>2</sup>	1 per 100m <sup>2</sup>	1 per 28m <sup>2</sup>	1 per 20m <sup>2</sup>
<b>Required Stalls (79,591 m<sup>2</sup>)</b>	531	3980	796	2843	3980

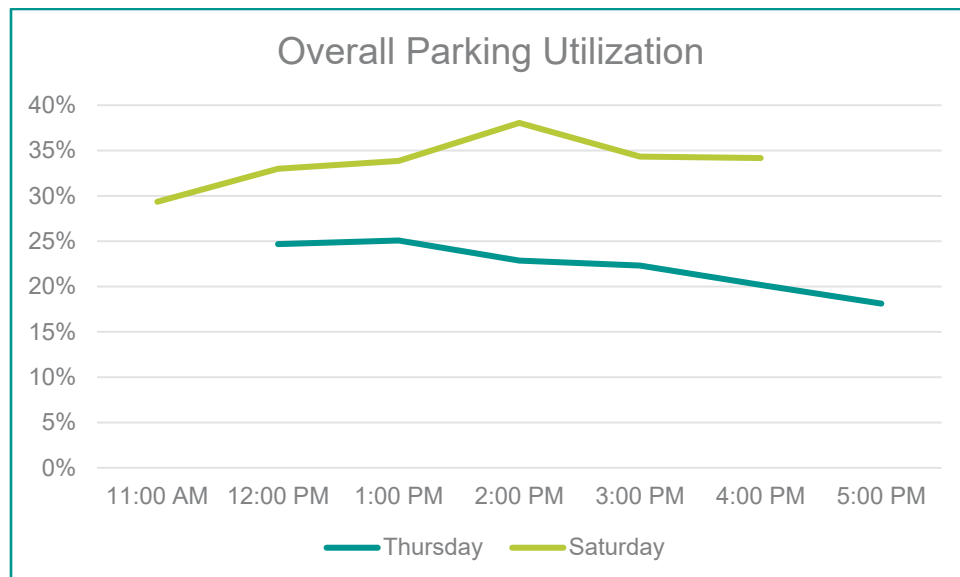
As illustrated above, except for Red Deer, Saskatoon has the highest relative parking requirements for comparable zoning districts. Compared to other Saskatchewan municipalities, Saskatoon's DCD3 parking requirements are a minimum of 29% higher than the next highest municipality, Swift Current. As such, Saskatoon's DCD3 parking regulations do not align with best practice parking limits. By removing minimum parking requirements entirely or changing the limit to 1 per 30 m<sup>2</sup>, Saskatoon's regulations would be comparable to other Saskatchewan municipalities and would be more appropriate when analysed alongside similar zoning districts.

While parking limits in other municipalities provide context, zoning decisions must also align with the City's OCP. The OCP provides clear direction on how the City should develop and change regarding parking. For example, the OCP promotes the "efficient use of land" (F1.1. a. i) and creating commercial areas that have a "pedestrian-oriented focus" (F1.2.f. ii). Further, commercial employment areas should "discourage large areas of surface parking" (G4.1.2.e. ii). By removing parking requirements or reducing the limit to 1 space per 30 m<sup>2</sup>, businesses will not be required to contribute to parking sprawl. This shift will, in turn, make Preston Crossing more convenient and accessible for shoppers travelling between businesses and for those who arrive using active transportation by making more space for new access points and pathways connecting the shopping centre to the multi-use pathway and the proposed BRT station on Preston Avenue N.

To further evaluate how the site is served using the current parking requirements, McElhanney completed a Site Mobility Study to evaluate different options for site configuration and navigation within the site. The parking rate review highlighted the impacts of the Canadian Tire expansion on the overall parking availability at the retail site. With the demolition of certain areas and the construction of new retail spaces, the total Gross Floor Area (GFA) was found to increase to 79,591m<sup>2</sup>. This expansion will also reduce the number of parking stalls from 3,881 to 3,833. The adjusted parking rate for the entire retail area is calculated as 1/20.704, which represents approximately a 3.7% decrease from the rate prescribed by the land use bylaw. This analysis indicates that while the expansion will moderately reduce the parking availability, it remains within acceptable limits and provides an opportunity for Canadian Tire and other retail stores within the DCD3 district to expand.

Parking utilization analysis was conducted to identify whether the existing parking facility is operating at, below, or above capacity. Generally, parking facilities are considered “effectively full” at a utilization rate of 85%. This utilization rate is a common target for parking space occupancy and indicates the moment at which finding an available parking space becomes challenging for drivers, resulting in increased circulation as users look for parking. Based on the weekday and weekend peak demands observed, the existing parking facility is not currently being used to its full capacity. The current parking facility was 25% utilized during the weekday peak hour, and 38% utilized during the weekend peak hour. Both utilization rates are well below the 85% effective capacity threshold, indicating that the current parking facility operates well below capacity and is sufficient to accommodate existing and increased peak parking demands.

1.1.3. Figure 2 – Overall Parking Utilization for Preston Crossing



#### 1.1.4. City Council Direction

At the Regular Business meeting on December 20, 2023, Saskatoon City Council voted to direct Administration to review and make recommendations regarding the removal of minimum parking requirements from Zoning Bylaw No. 8770 in conjunction with the fourth initiative of the Housing Accelerator Fund Action Plan. Should the removal of minimum parking requirements be approved by Council, the removal of minimum parking requirements would replace the proposed 1 stall per 30m<sup>2</sup> of GFA standard as recommended in this report.

## Accessory Uses

As presented above, Canadian Tire wishes to build a 'garden centre sales area' as part of its expansion proposal. This structure will be accessory to the principal building and provide shoppers access to seasonal goods. Unlike traditional garden centres, the garden centre sales area is proposed to be fully enclosed and used year-round. The structure will be separated from the Canadian Tire building by an internal road and several parking stalls.

The DCD3 district (Section 13.3.6.a.i) limits accessory uses to adjacent selling or customer service areas that are outdoors or partially enclosed. McElhanney recommends that this regulation be amended to allow for adjacent and stand-alone selling or customer service areas that are outdoor, partially, or fully enclosed.

The final location of the outdoor sales area is to be evaluated based on criteria such as ensuring pedestrian connectivity to the principal use, ensuring that it does not impede vehicular or pedestrian traffic, does not impede the route or movement of delivery vehicles, and is not located in an area on which parking or landscaping is required.

This amendment would give Canadian Tire and other businesses in the DCD3 district greater flexibility in making best use of the land. For Canadian Tire, this includes expanding the selection of goods they can offer shoppers, thus providing consumers with a greater variety and selection of goods. McElhanney believes that this decision aligns with the Saskatoon OCP's goals of becoming a "business-friendly environment" that "continues to grow and diversify" (C1.7).

## Pedestrian Connectivity

As part of the proposed amendments to the DCD3 district, a pedestrian connection from the multi-use pathway running adjacent to the south property line must be established to replace the current connection between the current Canadian Tire store and the Best Buy location. To replace the pedestrian connection, a new connection will be established that connects the multi-use pathway to the parking lot, as presented on the concept plan. The connection will allow for those travelling on the multi-use pathway to access the site from the south and will utilize existing sidewalk infrastructure to access the retail area. The exact location of this pedestrian connection will be confirmed during the detailed design stage for the development permit.

In addition to the new connection to the multi-use pathway, the shopping centre is immediately south of the proposed Preston Crossing BRT station on Preston Avenue N. An enhanced pedestrian connection

from the station to the development is proposed to contribute to Saskatoon's overall transit network, aligning with the OCP's goal to "facilitate accessibility with improved connections" and to "encourage greater use of the transit network" (F1.2.a.iii).

## **Site Improvements**

As part of the development and expansion of Canadian Tire, there will be a minor relocation of the existing entry feature. As part of the proposed site improvements, public seating and an enhanced landscaped area will be provided on an extended sidewalk at the front of the store. This area will maintain the existing placemaking archway feature and provide pedestrians with a place to rest on the site.

## **Conclusion**

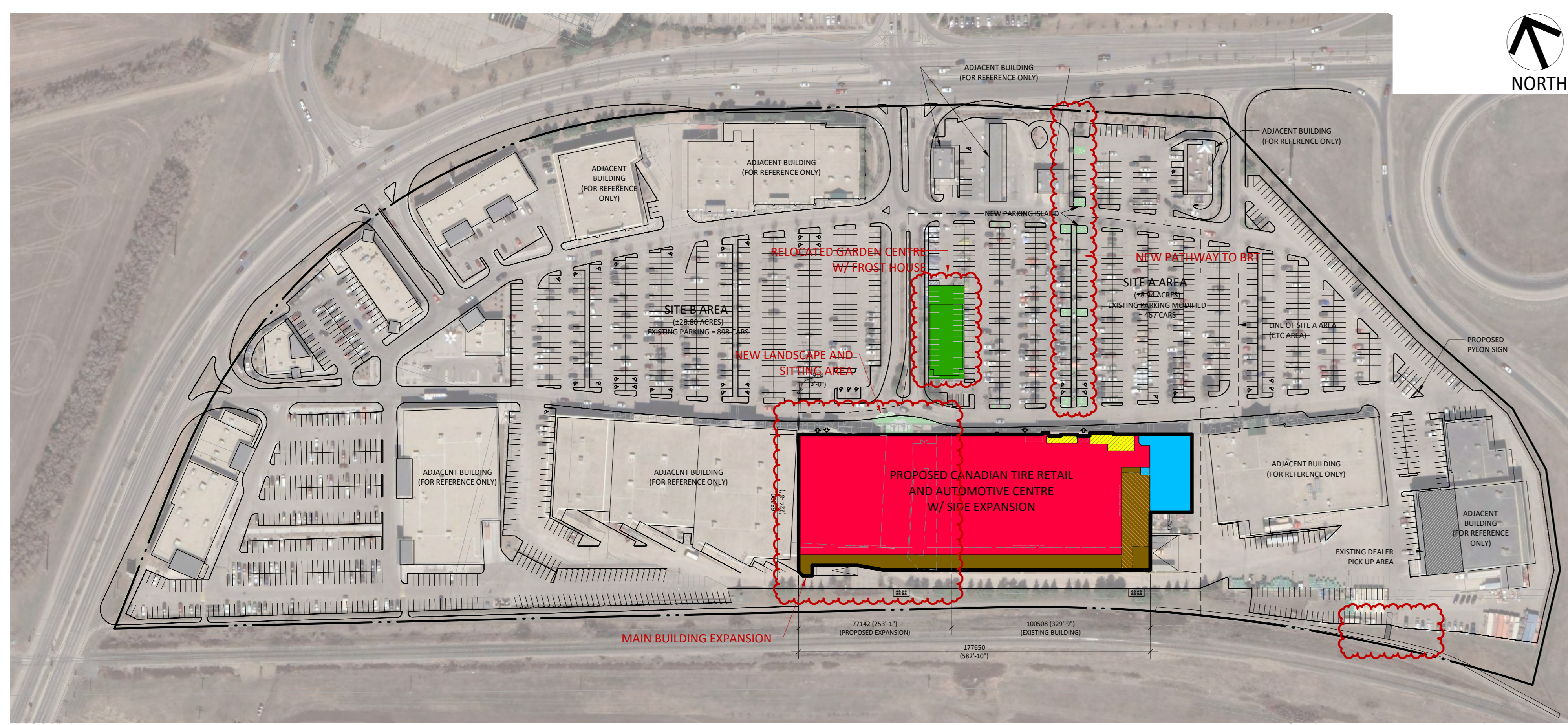
Canadian Tire aims to expand its store at 1731 Preston Ave N in the Preston Crossing Shopping Centre to meet consumer demand and enhance retail capacity for Saskatoon residents. To support this expansion, McElhanney, acting on Canadian Tire's behalf, proposes amendments to Zoning Bylaw No. 8779 for the Direct Control District 3 (DCD3) to provide development flexibility. These changes are in conformance with Saskatoon's Official Community Plan No. 9856 and work to create a better retail and travel experience for shoppers and visitors. The proposed amendments include allowing a fully enclosed stand-alone 'garden centre sales area' accessory structure and adjusting parking requirements to allow all businesses within the DCD3 district the flexibility to expand. In support of these amendments, Canadian Tire also intends to invest in pedestrian connectivity and public amenity space by providing placemaking and active transportation improvements to enhance wayfinding and accessibility (see attached conceptual drawings provided in Appendix A and B). By adopting the amendments as presented, the DCD3 district will continue to align with OCP policies while supporting Canadian Tire's economic growth as a contributing partner in the area.



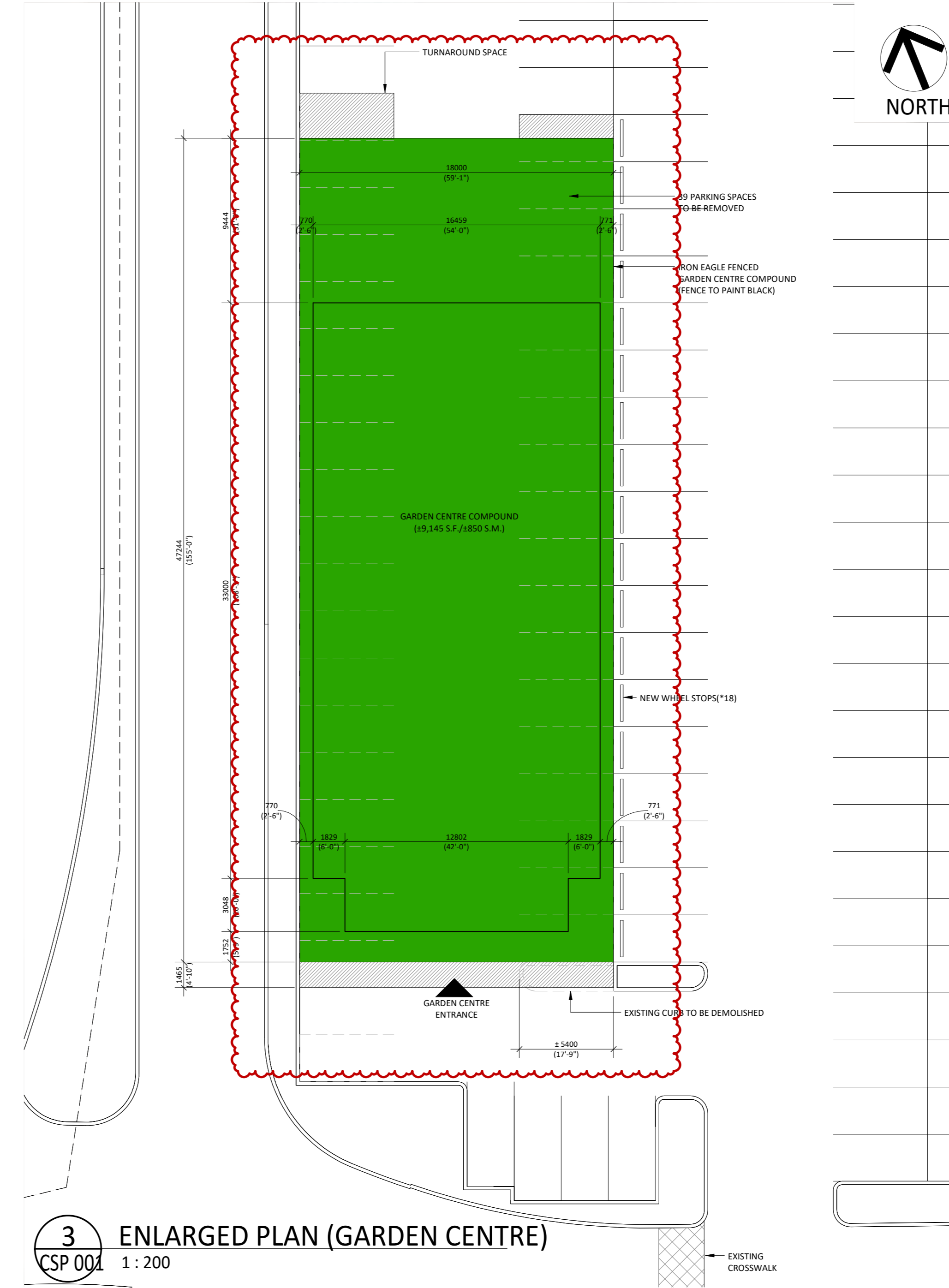
# Appendix A

Conceptual Site Plan – Not Issued for Development Permit





1 OVERALL SITE PLAN  
CSP 001 1:1500

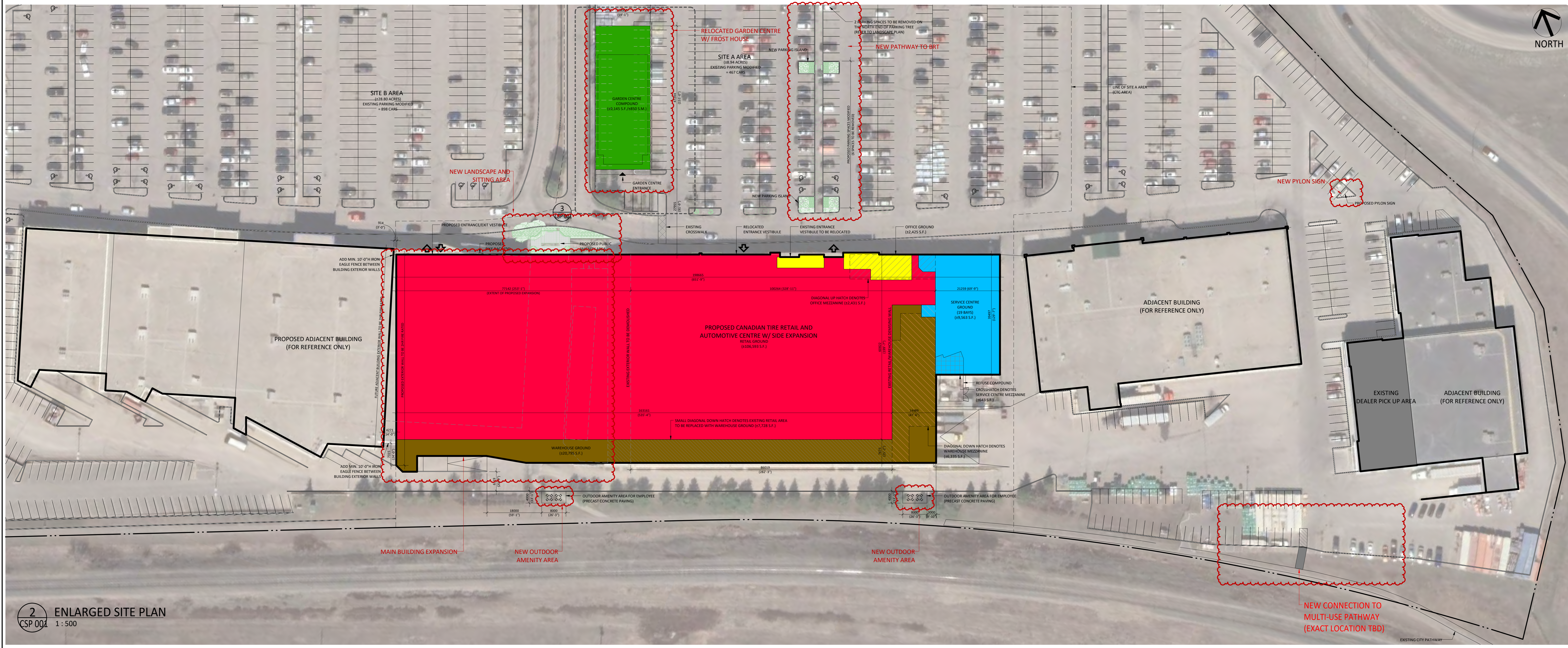


3 ENLARGED PLAN (GARDEN CENTRE)  
CSP 001 1:200



4 KEY PLAN  
CSP 001 N.T.S.

STATISTICS	EXISTING		PROPOSED EXPANSION	
	S.F.	S.M.	S.F.	S.M.
<b>RETAIL</b>				
1 GROUND FLOOR	68,752	5,622	106,593	9,903
2 TOTAL	68,752	5,622	106,593	9,903
<b>WAREHOUSE</b>				
3 GROUND FLOOR	7,841	1,604	20,795	1,932
4 MEZZANINE	6,335	589	6,335	589
5 TOTAL	14,176	1,317	27,130	2,520
<b>SERVICE CENTRE</b>				
6 GROUND FLOOR	9,563	839	9,563	888
7 MEZZANINE	843	60	843	60
8 TOTAL	10,206	948	10,206	948
<b>OFFICES</b>				
9 GROUND FLOOR	2,410	164	2,425	225
10 MEZZANINE	2,431	226	2,431	226
11 TOTAL	4,841	450	4,856	451
<b>GROUND FLOOR COVERAGE</b>				
12 CTC (2-3+6+9)	88,566	8,228	139,376	12,948
13 TIRE STORAGE WAREHOUSE				
14 TOTAL	88,566	8,228	139,376	12,948
<b>BUILDING STRUCTURAL AREA (14+7+10)</b>	<b>81,649</b>	<b>8,514</b>	<b>142,480</b>	<b>13,234</b>
<b>BUILDING FUNCTIONAL AREA (15+4)</b>	<b>97,975</b>	<b>9,102</b>	<b>148,785</b>	<b>13,823</b>
<b>GARDEN CENTRE</b>				
17 COMPOUND (INCL. FROST SHADER)	8,806	818	9,145	850
18 CANOPY				
19 TOTAL	8,806	818	9,145	850
<b>20 TOTAL GROUND FLOOR COVERAGE (14)</b>	<b>88,566</b>	<b>8,228</b>	<b>139,376</b>	<b>12,948</b>
21 CTC STORE SITE AREA	8,84	3,62	8,84	3,62
22 CTC STORE SITE PARKING			514	467
23 PARKING RATIO (/1000 S.F.)			5.80	3.35
24 PARKING RATIO (/100 S.M.)			6.25	3.81



2 ENLARGED SITE PLAN  
CSP 001 1:500

- Notes:**
- Dimension to face of stud (interior partitions), concrete, concrete block, exterior wall sheathing unless noted otherwise.
  - Note when required minimum clear dimensions will be identified.
  - Verify all dimensions, elevations, and datum; report any errors and/or discrepancies to the architect prior to construction.
  - Do not scale drawings.
  - This drawing supersedes previous issues.
  - Do not use alphabetic revision iterations for pricing.

ISSUED FOR REVIEW 2024-02-26  
Date (YYYY-MM-DD)

No. Description  
Date (YYYY-MM-DD)

**Issued For / Revisions**

Project Project Number 22007  
**CTR 133 SASKATOON EAST**

Saskatoon, SK  
Legal Description Building Permit No.  
Development Permit No. DSSP No.

GGA-ARCHITECTURE 350,140-10 Ave SE  
Calgary, Alberta.  
T2G 0R1  
Ph: 403.233.2000  
Fax: 403.264.2077

Drawing Title  
**SITE PLAN**

Drawn by: JL Scale  
Reviewed by: As Indicated  
Manager: EL Date (YYYY-MM-DD)  
Tech Review:

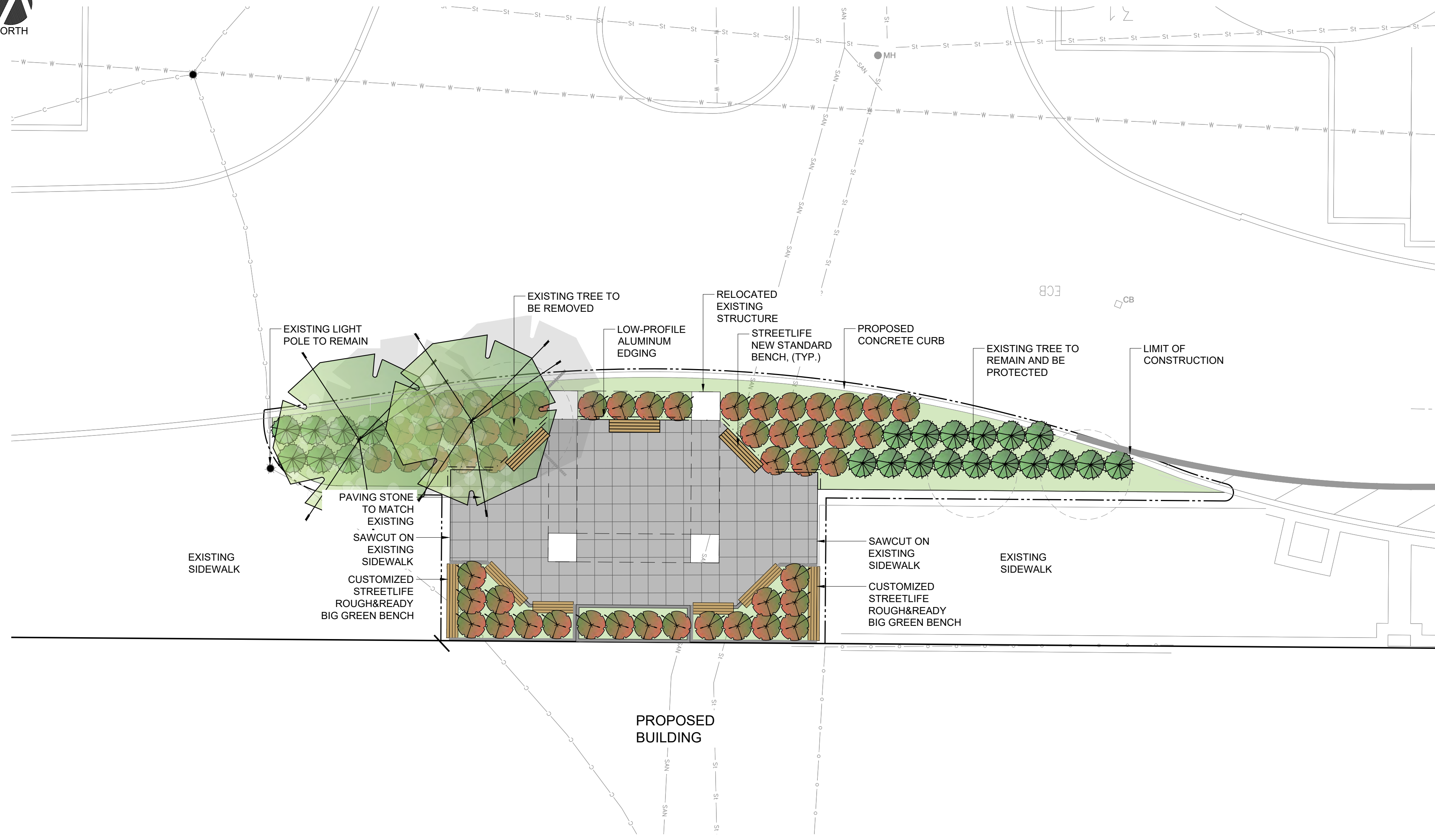
Drawing Number Drawing Package  
**CSP 001** Revision Number



# Appendix B

## Conceptual Pedestrian and Public Enhancements





LANDSCAPE PLAN SCALE 1:100

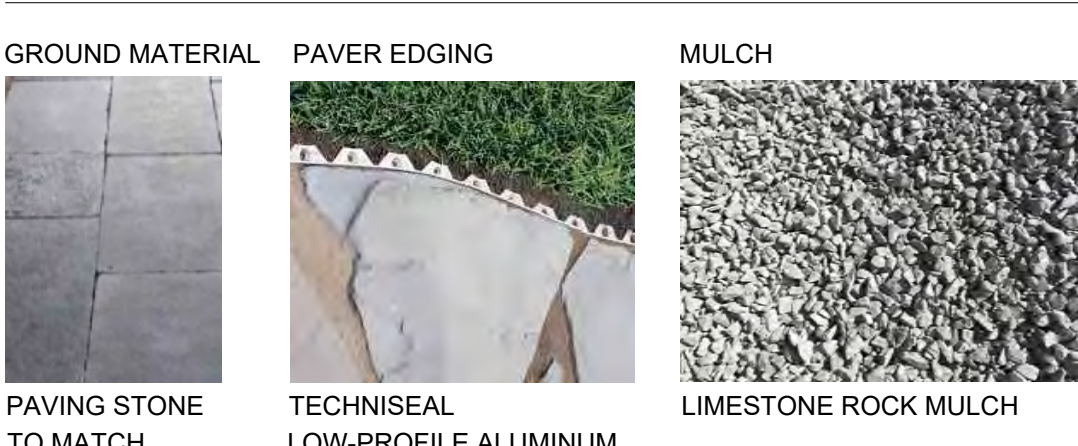
PLANT SCHEDULE

Key	Total Qty	Common Name	Botanical Name	Size	Remarks
<b>Trees</b>					
QM	2	Bur Oak	<i>Quercus macrocarpa</i>	75mm Cal.	IWB, single leader
<b>Shrubs</b>					
ss	52	Sem False Spirea	<i>Sorbaria sorbifolia 'Sem'</i>	#5 Pot	container / specimen
ca	23	Dwarf Mugo Pine	<i>Pinus mugo var. pumilo</i>	#5 Pot	container / specimen

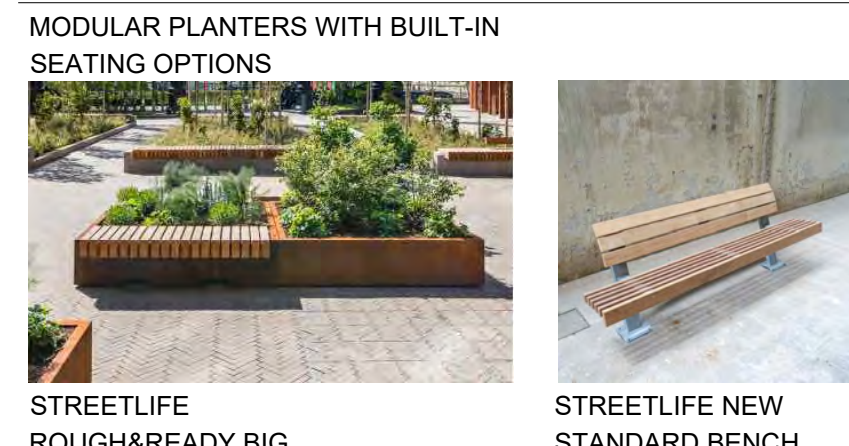
PLANT IMAGES



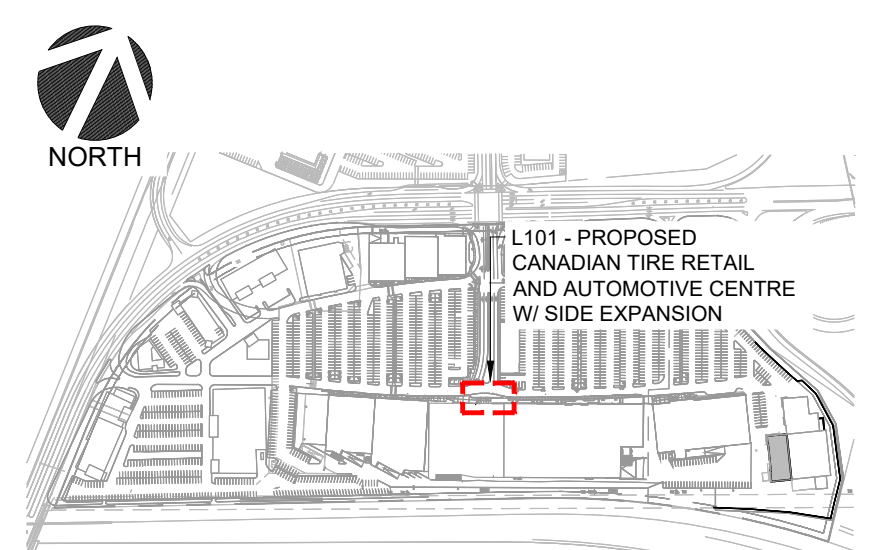
SITE MATERIALS



SITE FURNITURE IMAGES

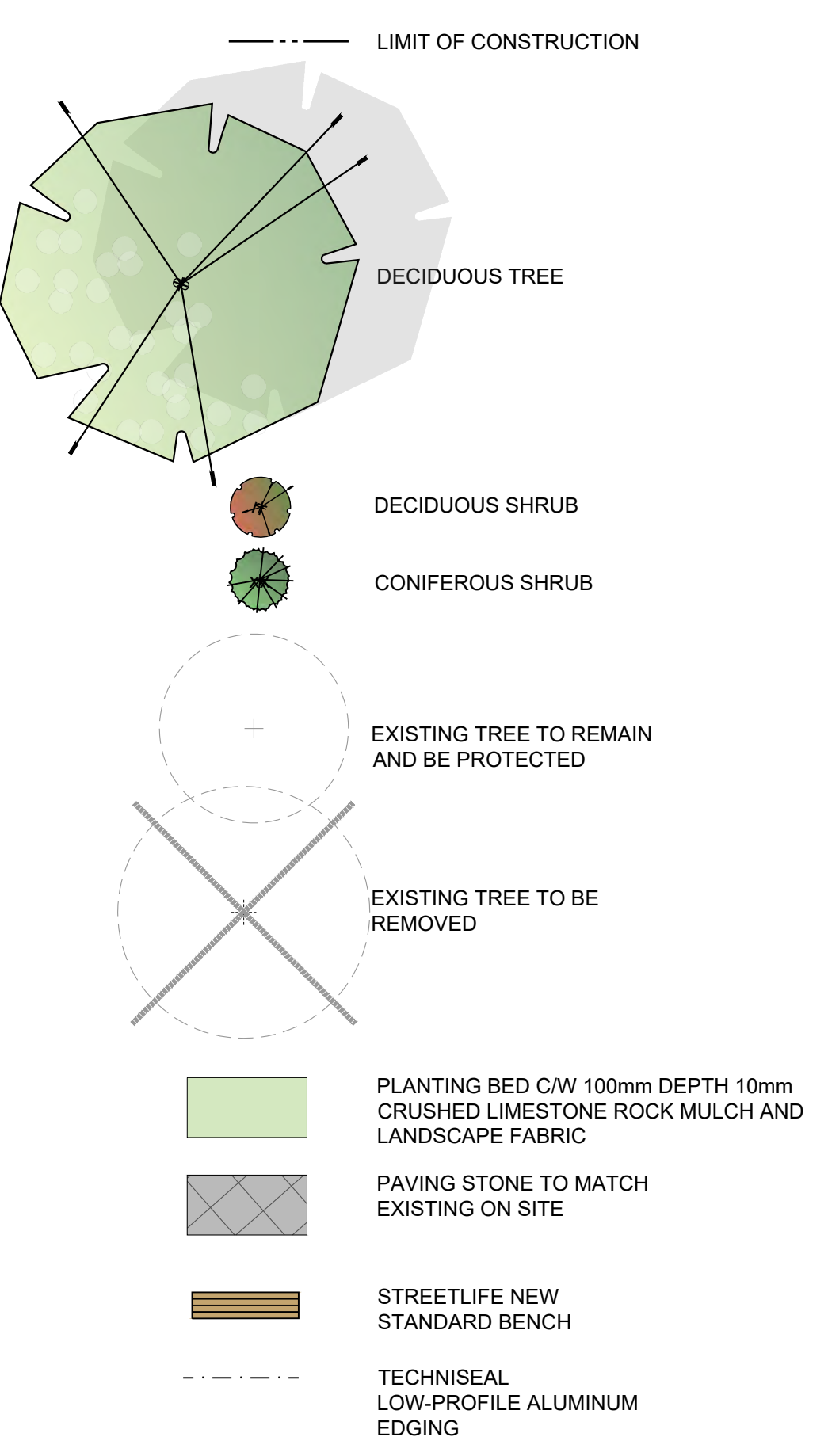


**UTILITY LOCATES**  
NO RESPONSIBILITY IS IMPLIED OR ASSUMED BY THE ENGINEER/LANDSCAPE ARCHITECT AS TO THE LOCATION AND ELEVATION OF ANY UTILITY. THE CONTRACTOR IS RESPONSIBLE FOR DETERMINING THE EXISTENCE AND LOCATION OF ALL UTILITIES THAT MAY BE IMPACTED AND MUST CONTACT THE VARIOUS UTILITY COMPANIES FOR THE SITE PRIOR TO COMMENCEMENT OF ANY OPERATIONS. PROVIDE ENGINEER/LANDSCAPE ARCHITECT WITH COPY OF ALL LOCATE REPORTS.



KEY PLAN SCALE N.T.S.

LEGEND



GENERAL NOTES

- THIS DRAWING HAS BEEN PREPARED FOR REVIEW PURPOSES ONLY. IT IS NOT TO BE USED FOR CONSTRUCTION.
- ALL LANDSCAPING WORK AND MATERIALS SHALL CONFORM TO THE LATEST EDITION OF THE CANADIAN LANDSCAPE STANDARD.
- ALL SHRUBS TO BE A MINIMUM #5 POT AT TIME OF PLANTING.
- ALL BEDS TO HAVE A MINIMUM OF 100mm DEPTH LIMESTONE ROCK MULCH.
- LANDSCAPE AND CIVIL DRAWINGS SHALL BE COORDINATED. LANDSCAPE GRADING SHALL CONFORM TO THE SITE GRADING AND DRAINAGE CIVIL DRAWINGS.
- LOCATION OF UNDERGROUND UTILITIES TO BE CONFIRMED PRIOR TO COMMENCEMENT OF LANDSCAPE WORKS.
- DO NOT SCALE DRAWINGS.
- ALL DIMENSIONS IN MILLIMETERS UNLESS OTHERWISE NOTED.

PLANTING NOTES

- STAKE TREE LOCATIONS AND BED EDGES FOR APPROVAL BY LANDSCAPE ARCHITECT.
- PROVIDE GROWING MEDIUM DEPTHS/VOLUMES AS FOLLOWS:  
TREES - 10m³ GROWING MEDIUM VOLUMES PER TREE  
PLANTING BEDS (SHRUBS | PERENNIALS) - 600mm CONTINUOUS DEPTH  
RAISED PLANTER BED - 400mm DEPTH

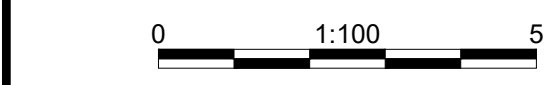
EXISTING SITE REMOVAL NOTES

- EXISTING STRUCTURE TO BE RELOCATED. ANY RELOCATION WASTE IS TO BE REMOVED AND DISPOSED. CONSULT STRUCTURAL FOR RELOCATION DETAILS.
- EXISTING BOULDERS AND ROCKS TO BE MOVED FROM SITE.
- EXISTING SIDEWALK IN WORK SCOPE TO BE MOVED. DETAILED DRAWINGS TO INCLUDE DEMOLITION SCOPE.
- EXISTING TREES AS INDICATED TO REMAIN MUST BE PROTECTED.

THIS DRAWING AND DESIGN IS THE PROPERTY OF McELHANNEY AND SHALL NOT BE USED, REUSED OR REPRODUCED WITHOUT THE CONSENT OF McELHANNEY. McELHANNEY WILL NOT BE HELD RESPONSIBLE FOR THE IMPROPER OR UNAUTHORIZED USE OF THIS DRAWING AND DESIGN.

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13455 114 Avenue  
Edmonton AB  
Canada T5M 2E2  
Tel 780 809 3200

PRELIMINARY  
NOT FOR  
CONSTRUCTION

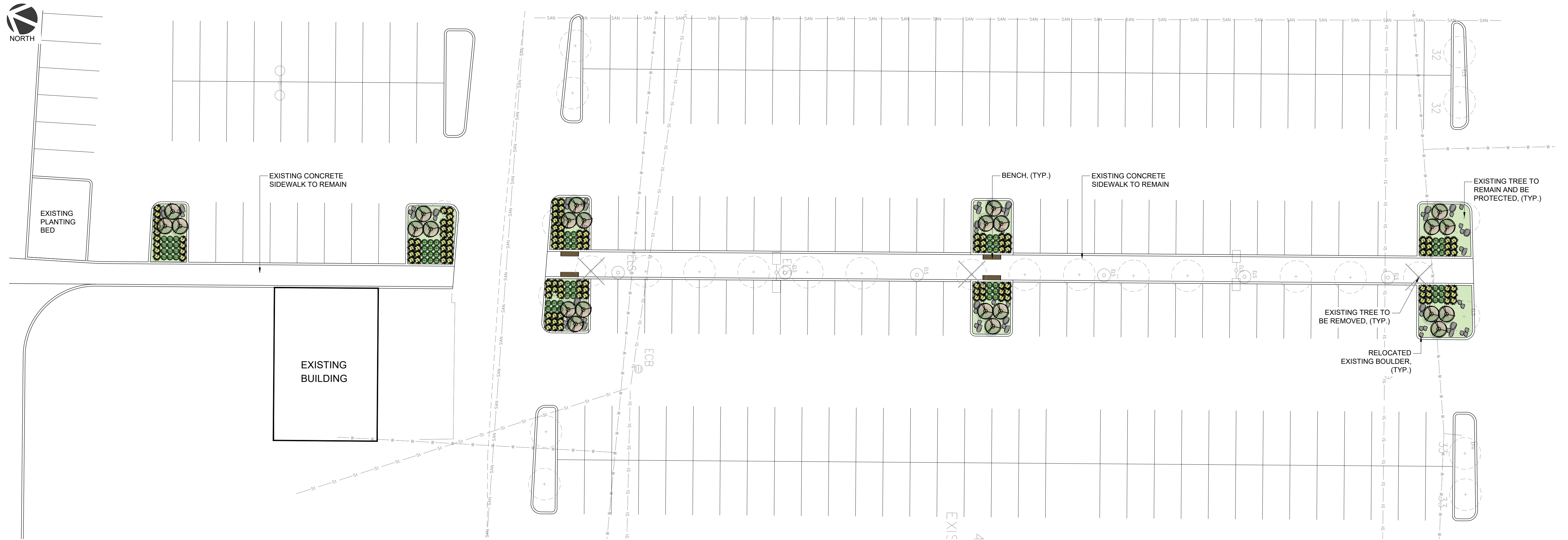
**CANADIAN TIRE REAL ESTATE LTD.**  
1731 Preston Ave N, Saskatoon, SK S7N 4V2  
**CANADIAN TIRE 133 PRESTON CROSSING**  
**LANDSCAPE PLAN**

Drawing No.  
**L101**  
Project Number  
2531-69402-00  
Rev.  
C

Permit

THIS DRAWING HAS NOT BEEN APPROVED AND MAY CONTAIN ERRORS AND OMISSIONS





LANDSCAPE PLAN

SCALE 1:200

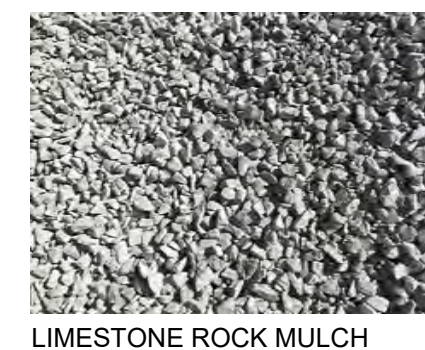
PLANT SCHEDULE

Key	Total Qty	Common Name	Botanical Name	Size	Remarks
<b>Trees</b>					
PT	24	Swedish Columnar Aspen	<i>Populus tremula 'Erecta'</i>	75mm Cal.	W.B. single leader
<b>Perennials and Grasses</b>					
fb	135	Sheep Fescue	<i>Festuca ovina</i>	#1 Pot	container / specimen
so	62	Blazing Star	<i>Liatris spicata</i>	#1 Pot	container / specimen

PLANT IMAGES



SITE MATERIALS



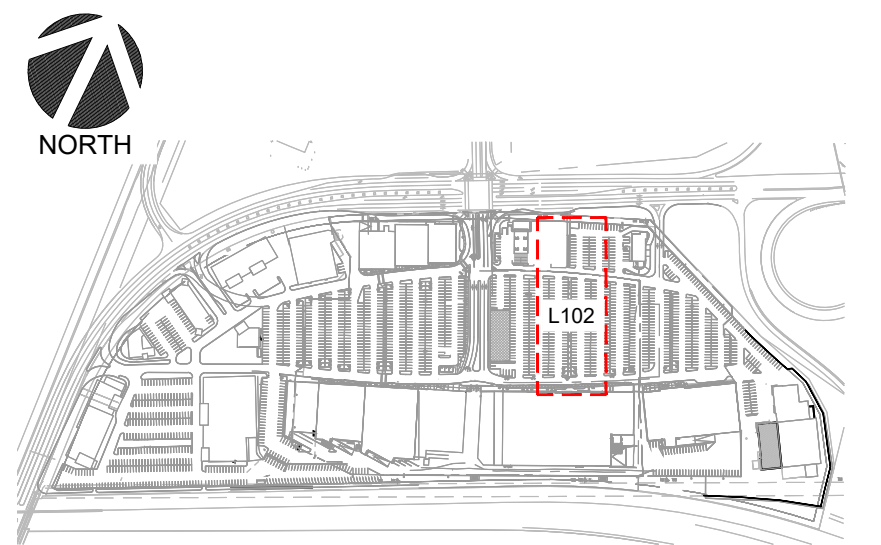
SITE FURNITURE IMAGES



LEGEND

- DECIDUOUS TREES
  - SWEDISH ASPEN
- GRASSES AND PERENNIALS
  - SHEEP FESCUE
  - BLAZING STAR
- EXISTING TREE TO REMAIN AND BE PROTECTED
- EXISTING TREE TO BE REMOVED QTY: 3
- 100mm DEPTH 10mm CRUSHED LIMESTONE ROCK MULCH W/ FILTER FABRIC
- FIELDSTONE BOULDER SORTED OUT OF EXISTING SITE
- BENCH, QTY: 4

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KEY PLAN

SCALE N.T.S.

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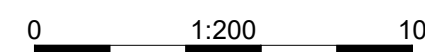
EXISTING SITE REMOVAL NOTES

- EXISTING BOULDERS AND ROCKS TO BE REMOVED AND SALVAGED FROM SITE.
- EXISTING TREES AS INDICATED TO REMAIN MUST BE PROTECTED

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ORIGINAL DWG SIZE: ANSI D (22" x 34")



Unit 201  
 13455 114 Avenue  
 Edmonton AB  
 Canada T5M 2E2  
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Permit

PRELIMINARY  
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 CONSTRUCTION

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**CANADIAN TIRE REAL ESTATE LTD.**  
 1731 Preston Ave N, Saskatoon, SK S7N 4V2  
**CANADIAN TIRE 133 PRESTON CRSSING**  
**LANDSCAPE PLAN**

Drawing No.

**L102**

Project Number  
 2531-69402-00

Rev.  
 C





RADIAN TIRE

PRESTON CROSSING









PRESTON CROSSING

# Appendix C

## Assumptions & Statement of Limitations

## ***Assumptions***

The following assumption shall be considered in association with this report.

### **Draft Bylaw**

It is assumed that prior to proceeding with first reading for the DCD3 District text amendment, the draft accompanying textual amendment bylaw will be provided to our team for review and approval.

### **Pedestrian Connection to Multi-Use Pathway**

It is assumed that the required pedestrian connection from the southerly parking lot to the existing multi-use pathway to the south of the site will be in a vicinity that would provide pedestrians the ability to utilize existing sidewalk infrastructure between the Sobeys grocery store and Sobeys Liquor Store/Canadian Tire dealer pick-up area. The final location and design of the connection from the multi-use pathway into the parking lot will be confirmed during the development permit stage.

### **Garden Centre Sales AREA (Accessory Structure)**

It is assumed that the text amendment to the DCD3 district will include a definition that allows for the construction of a fully enclosed garden centre sales accessory structure that is associated with the main store. It is understood that limitations surrounding the inclusion of washrooms and a staff room in this separate building will likely form part of the definition, however the size limitation will not prevent the construction of the proposed 850 m<sup>2</sup> building on site.

### **Parking Minimum Removal**

It is assumed that should Council approve the removal of the parking minimums from the DCD3 district in association with the Housing Accelerator amendments, that the removal of parking minimum amendment will replace the proposed recommendation of a minimum of 1 stall per 30m<sup>2</sup> of GFA, as outlined in this report.



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