

## Proposed Official Community Plan and Zoning Bylaw Amendments to Repeal Direct Control District 2

### APPLICATION SUMMARY

This report includes proposed amendments to [Bylaw No. 9700, Official Community Plan, 2020](#), and [Bylaw No. 9990, Zoning Bylaw, 2024](#), to repeal the Direct Control District 2 zoning district by redesignating and rezoning affected lands in the Kelsey-Woodlawn neighbourhood near the planned Link (bus rapid transit) system in alignment with the City of Saskatoon's Corridor Growth objectives.

### RECOMMENDATION

That at the time of the Public Hearing, City Council consider Administration's recommendation that the proposed amendments to Bylaw No. 9700, Official Community Plan, 2020, and Bylaw No. 9990, Zoning Bylaw, 2024, for lands in the Kelsey-Woodlawn neighbourhood, as outlined in this report from the Community Services Division dated February 25, 2025, be approved.

### BACKGROUND

Corridor Planning is the City of Saskatoon's (City) framework for future development on lands near the planned Link (bus rapid transit) routes. The City's goal, as outlined in the [Official Community Plan \(2020\) \(OCP\)](#), the [Corridor Transformation Plan \(2020\)](#) and the [Growth Plan to Half a Million \(2016\)](#), is for 15 percent of all growth in Saskatoon, to be located within the Corridor Growth Area. The Corridor Planning Program includes creating Corridor Plans for various plan areas along the Link routes and implementing Corridor zoning districts that regulate development near rapid transit.

City Council, at its Public Hearing [meeting](#) on June 28, 2024, amended the OCP as part of the City's Housing Action Plan to apply Corridor land use designations to the Woodlawn Corridor Plan Area, which covers portions of the Kelsey-Woodlawn neighbourhood between 33<sup>rd</sup> and 36<sup>th</sup> Streets East. Those amendments excluded the lands within the Direct Control District 2 (DCD2) zoning district. The uniqueness of DCD2 necessitated additional time for further analysis and targeted engagement with affected residents and property owners on the area's future.

City Council, at its Public Hearing [meeting](#) on July 31, 2024, approved amendments to the OCP and Zoning Bylaw to redesignate 1232 & 1236 Idylwyld Drive North and 1 Minto Place from Direct Control District to Station Mixed Use and to rezone from DCD2 to CS1 - Corridor Station Mixed-Use 1. This was done at the request of the owner in a City-led opt-in rezoning for eligible Station Mixed Use sites city wide.

### DISCUSSION

#### Direct Control District 2

A direct control district is a planning tool that provides for control over the use and development of land and buildings within a specified area, including the individual project design, land use, phasing, and related servicing.

The five cul-de-sac streets of Stanley Place, Minto Place, Aberdeen Place, Grey Place and Connaught Place, including sites in the 1200 to 1400 blocks of the east side of Idylwyld Drive North, were originally constructed for wartime housing in 1947 to 1948. As Saskatoon grew, the culs-de-sac became surrounded by an increasingly busier Idylwyld Drive and adjacent industrial and commercial developments. This area was seen as inappropriate for one-unit dwellings in the long term.

City Council established DCD2 on August 22, 1988, by adopting amendments to the City's former Development Plan (precursor to the OCP) and Zoning Bylaw. A direct control district was chosen to implement unique regulations that stemmed from a multi-year community engagement which heard contrasting redevelopment interest among homeowners on different streets. The provisions of the DCD2 require redevelopment to strictly occur in phases, cul-de-sac by cul-de-sac from south to north, commencing with Stanley Place and only upon consolidation of all lots on a cul-de-sac into a development 'sub-unit' with limited access to Idylwyld Drive. The DCD2 regulations are provided in Bylaw No. 9990, Zoning Bylaw, 2024 (see Appendix 1).

The original intent for DCD2 was to permit redevelopment for light industrial uses. In an effort to expand opportunities for redevelopment, DCD2 was amended in 2000 to permit medium density multiple unit dwelling and arterial commercial uses instead of light industrial uses. Regardless, no redevelopment has occurred and many of the original wartime houses still exist. Sites within DCD2 are currently either used for one-unit dwellings or are vacant after previous dwellings were demolished.

#### Proposed Amendments to the Official Community Plan and Zoning Bylaw

The proposed amendments affect all 75 sites currently within the DCD2. To repeal the DCD2, it is necessary to concurrently amend their designation on the OCP Land Use Map and their zoning district in the Zoning Bylaw (see Appendix 2 and 3).

#### **Corridor Residential and CR2 - Corridor Residential 2 District**

All sites within the interior of the five cul-de-sac streets are proposed to be redesignated from Direct Control District to Corridor Residential in the OCP and rezoned from DCD2 to CR2 in the Zoning Bylaw.

This includes correcting the split land use designation and zoning at 1 Stanley Place, where a minor portion of the site, next to a commercial site but occupied by a one-unit dwelling, is designated Corridor Main Street with B5 - Inner-City Commercial Corridor zoning.

The Corridor Residential OCP designation is intended to be applied to lands envisioned for ground-oriented, low to medium density residential development, and which are located near the Link routes and provide a transition from higher density Corridor Mixed Use and Station Mixed Use lands. Corridor Residential is appropriate for sites on the interior of the culs-de-sac, away from busy Idylwyld Drive.

The purpose of the CR2 district is to provide for intensification opportunities and support infill development within the Corridor Growth Area in a range of ground-oriented residential building forms, limited neighbourhood commercial uses and related community uses. The CR2 district is intended to accommodate a transition between one- and two-unit dwellings and multi-unit and mixed-use development. The CR2 district provides for density increases by allowing for incremental intensification of neighbourhoods.

Rezoning to CR2 was chosen to align with the proposed Corridor Residential designation and provide flexibility for owners while also encouraging incremental densification on these streets. It will permit these sites to continue to be used for one-unit dwellings if owners desire, or to redevelop to two-unit dwellings, multiple-unit dwellings and other uses if sufficient width is available on existing or consolidated sites.

**Corridor Mixed Use and CM1 - Corridor Mixed-Use 1 District**

Sites within the 1300 and 1400 blocks of the east side of Idylwyld Drive North, between the north side of Minto Place and 36<sup>th</sup> Street East, are proposed to be redesignated from Direct Control District to Corridor Mixed Use in the OCP and rezoned from DCD2 to CM1 in the Zoning Bylaw.

The Corridor Mixed Use OCP designation is intended to be applied to lands envisioned for medium density and two- to six-storey mixed-use development, which are located either on the Link routes between station locations or on other major transportation corridors in proximity to the Link routes. Corridor Mixed Use is appropriate for these sites fronting onto Idylwyld Drive since they can be easily accessed from the planned Link station at 33<sup>rd</sup> Street and Idylwyld Drive by walking directly along Idylwyld Drive. Corridor Mixed Use is also currently applied to the west side of the 1300 and 1400 blocks of Idylwyld Drive North.

The purpose of the CM1 district is to facilitate residential and mixed-use development along major transportation corridors in the Corridor Growth Area. The CM1 district provides for a range of residential and mixed-use developments containing residential, commercial and institutional uses in mid-rise buildings that promote a compact, pedestrian-oriented form. The CM1 district encourages a variety of transportation options and buildings incorporating transit-oriented development principles, including street-facing buildings with active frontages and ground-oriented uses.

Rezoning to CM1 was chosen to align with the proposed Corridor Mixed Use designation and to support reinvestment on this major street. It would permit redevelopment of these sites for street townhouses, multiple-unit dwellings, mixed-use buildings and other uses with a building height between 8 and 22 metres.

Upon approval of the rezoning to CM1, existing legally built one-unit dwellings on these sites would become non-conforming uses. These dwellings may continue to be used, maintained, transferred or sold, but only in an as-is condition with no increase in intensity, area or volume. If any of these dwellings becomes vacant for 12 consecutive months or if it becomes damaged beyond 75 percent of its reconstruction cost above

the foundation, the site must be redeveloped in conformity with the new zoning. The resulting non-conforming status would be similar to the status of existing one-unit dwellings on the west side of Idylwyld Drive, immediately across from the DCD2 area, where arterial commercial zoning has been in place since 1988.

### **Station Mixed Use and CS1 - Corridor Station Mixed Use 1 District**

The sites at 1224 and 1228 Idylwyld Drive North, at the intersection of Idylwyld Drive and Stanley Place, are proposed to be redesignated from Direct Control District to Station Mixed Use in the OCP and rezoned from DCD2 to CS1 in the Zoning Bylaw.

The Station Mixed Use OCP designation is intended to be applied to lands envisioned for medium density, mixed-use development that incorporate a broad range of residential, commercial, and other uses, and which are located near to a Link station. Station Mixed Use is appropriate for these sites since these two sites are the closest sites within the DCD2 area to the planned Link station at 33<sup>rd</sup> Street and Idylwyld Drive. Station Mixed Use is also currently applied to the west side of the 1200 block of Idylwyld Drive North.

The purpose of the CS1 district is to facilitate mixed-use development along major transportation corridors near key transit station locations in the Corridor Growth Area. The CS1 district provides for a range of mixed-use developments containing residential, commercial and institutional uses in mid-rise buildings that promote a compact, pedestrian-oriented form. The CS1 district encourages a variety of transportation options and buildings incorporating transit-oriented development principles, including street-facing buildings with active frontages and ground-oriented uses.

Sites immediately north of these subject sites (1232 to 1236 Idylwyld Drive North, along with 1 Minto Place) were redesignated and rezoned in July 2024 to Station Mixed Use and CS1 at the owner's request consistent with the intended plan for the area.

Rezoning to CS1 would generally require future development to be mixed-use, with a building height between 11 and 27 metres. One of the subject sites has been vacant for at least 10 years and the other has an existing one-unit dwelling. The existing one-unit dwelling would become a non-conforming use upon rezoning approval.

### Policy Review

Official Community Plan policies on Corridor Growth and infill development support the repeal of DCD2 and redesignation to Corridor land use designations in the manner being recommended. Additionally, the proposed amendments align with recommendations in the [Mayfair & Kelsey-Woodlawn Local Area Plan](#) adopted by City Council in 2015 by adding significant flexibility for redevelopment on any street in the DCD2 area for medium density residential and mixed-use development. Policy details are provided in Policies Supporting DCD2 Repeal (see Appendix 4).

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Technical Review

This application was circulated to civic departments to evaluate compliance with applicable policies and bylaws. There were no issues identified which preclude this application from proceeding to a Public Hearing. From the internal review the following items were noted:

- Light Industrial Interface – Sites at the ends of the culs-de-sac near Alberta Avenue could be redeveloped in a manner that re-orient the frontage onto Alberta Avenue or adds access to/from Alberta Avenue. Properties on the east side of Alberta Avenue are zoned IL1 – Light Industrial. Administration notes that proximity between residential land uses and light industrial land uses may cause concern for residents and business owners. However, the proposed rezoning does not alter the existing condition which is an interface between residential and industrial land uses. Further, the regulations of the IL1 district stipulate that established uses are not permitted to be noxious or generate nuisance beyond their property boundaries.
- Site and Access Constraints for Idylwyld Drive-Fronting Properties – Sites fronting Idylwyld Drive (proposed for CM1 or CS1) are relatively shallow and lack access to a rear lane. It may be challenging for development proposals to incorporate parking and loading areas as the CM1 and CS1 districts prohibit parking between buildings and fronting or flanking streets. Additionally, Administration will not permit direct vehicular access (driveway crossings) to these sites from Idylwyld Drive or new median openings on Idylwyld Drive for full-turn access.
- Hydrant Flow Test – A hydrant flow test will be required to confirm that 220 l/s fire flow is available at a nearby fire hydrant. If fire flow is insufficient, a fire flow sufficiency engineering report must be prepared and provided for the City's review and approval.

The above considerations do not preclude development in line with the proposed amendments and are provided for consideration as part of future development applications. Specific issues may be addressed through site consolidation, site design and/or through the development application process. For Idylwyld-fronting sites, the OCP Corridor land use policies would support future land use map amendments and rezoning to incorporate cul-de-sac-fronting properties adjacent to Corridor Mixed Use and Station Mixed Use properties, should owners of those sites pursue consolidation with neighbouring parcels to address site constraints.

- Local Area Plan – The Mayfair & Kelsey-Woodlawn Local Area Plan speaks to a transition plan to support potentially displaced rental residents upon cul-de-sac consolidation. The proposed amendments will effectively remove this requirement.

The existing DCD2 designation requires large-scale redevelopment (i.e. cul-de-sac by cul-de-sac) to occur, resulting in the potential for large-scale displacement of residents. If the proposed amendments are approved, consolidation of each cul-de-sac will no longer be required. Future redevelopment is expected to occur on a site-by-site basis

and would be unlikely to impact many households simultaneously as previously envisioned. As with redevelopment throughout the city, providing appropriate notice and supports for relocating residents is the responsibility of property owners.

### **COMMUNICATIONS AND ENGAGEMENT**

Communication on this project began in mid-September 2024 with the launch of the project on the [Engage Page](#), along with a 'save the date' postcard mailed to all 65 property owners within the DCD2 area to let owners know of a public engagement session scheduled after the civic election. In early November, a formal invitation letter was mailed to the same property owners.

An in-person public engagement session was held on November 21, 2024, at St. Michael School and was attended by approximately 30 individuals. The team presented the history of the DCD2, types of housing and development permitted by the Corridor land use designations and zoning districts and four potential scenarios for different portions of the DCD2 area. A survey was distributed at the meeting and via email to interested individuals, with 17 responses received. Between attendance at the meeting and responses to the survey, every street within the DCD2 area was well-represented.

Property owners from DCD2 were invited in January via email to a report-back public information meeting. This second meeting was held virtually using Microsoft Teams on January 16, 2025, with attendance by approximately 20 individuals, including the Ward 1 Councillor. The purpose was to discuss feedback received, the recommended land use and zoning proposal and the development implications for area owners.

The recommended proposal is based on one of the two scenarios which were more favoured by the community. It also takes into consideration concerns heard about the potential legal restrictions on owners' use of their property if their existing one-unit dwelling property were rezoned in a manner that creates non-conformities with new zoning. Feedback from owners has been largely positive for the repeal and rezoning of DCD2. Details are provided in the Corridor Planning DCD2 Engagement and Survey Feedback report (see Appendix 5).

Property owners of sites proposed to be rezoned to CM1 and CS1 have been made aware of the site and access constraints and non-conforming land use implications these amendments will have on their properties.

### **PUBLIC NOTICE**

Public notice is required for consideration of this matter, pursuant to Section 11(a) of Council Policy C01-021, Public Notice. Once the Municipal Planning Commission considers this application, it will be advertised in accordance with the Public Notice Policy via a notice in [The StarPhoenix](#) two weeks prior to the public hearing.

Additionally, a notice letter was sent in January 2025 to 195 property owners within a radius of 150 metres of the DCD2 area and to the Hudson Bay Park / Mayfair / Kelsey-Woodlawn Community Association.

**APPENDICES**

1. Direct Control District 2 in Zoning Bylaw No. 9990
2. Proposed Official Community Plan Amendment Map
3. Proposed Zoning Amendment Map
4. Policies Supporting DCD2 Repeal
5. Corridor Planning DCD2 Engagement and Survey Feedback Report

**REPORT APPROVAL**

Written by: Patrick Lo, Planner  
Pamela Brotzel, Senior Planner

Reviewed by: Chris Schulz, Planning Project Services Manager  
Darryl Dawson, Development Review Manager  
Tyson McShane, Acting Director of Planning and Development

Approved by: Andrew Roberts, Acting General Manager, Community Services

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